

COMMITTEE ON THE WELFARE OF SCHEDULED CASTES AND SCHEDULED TRIBES

(FIFTH LOK SABHA)

TWENTIETH REPORT

MINISTRY OF HOME AFFAIRS
AND
PLANNING COMMISSION

**Plan Allocations for Scheduled Castes and
Scheduled Tribes**

(Presented on 15th May, 1973)



LOK SABHA SECRETARIAT
NEW DELHI

May, 1973/Vaisakha, 1895 (Saka)

Price : Re. 3.15

301.431

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COMMITTEE ON THE WELFARE OF SCHEDULED CASTES
AND SCHEDULED TRIBES

(1971—73)

Sardar Buta Singh—Chairman

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Rajya Sabha

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- **24. Shri Kalyan Chand

*Elected w.e.f. 19-12-1972 vice Swami Ramanand Shastri, died.

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Shri B. K. Mukherjee—*Deputy Secretary*

Shri J. R. Kapur—*Under Secretary*

***Elected w.e.f. 1-6-1972 vice Shri Golap Barbora resigned.

INTRODUCTION .

I, the Chairman, Committee on the Welfare of Scheduled Castes and Scheduled Tribes, having been authorised by the Committee to submit the Report on their behalf, present this Twentieth Report on the Ministry of Home Affairs and Planning Commission—Plan Allocations for Scheduled Castes and Scheduled Tribes.

2. The Committee took the evidence of the representatives of the Department of Social Welfare* and Planning Commission on the 17th and 18th January, 1973. The Committee wish to express their thanks to the Additional Secretary, Department of Social Welfare, Adviser (Programme Administration), Planning Commission and other officers of the Department of Social Welfare, and Planning Commission for placing before the Committee material and information they wanted in connection with the examination of the subject.

3. The Report was considered and adopted by the Committee on the 2nd May, 1973.

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

NEW DELHI;

May 11, 1973.

Vaisakha 21, 1895 (S)

BUTA SINGH,

Chairman,

*Committee on the Welfare of
Scheduled Castes and
Scheduled Tribes.*

*The work relating to the Scheduled Castes and Scheduled Tribes was subsequently transferred from the Department of Social Welfare to the Ministry of Home Affairs vide the Presidential Order dated the 7th February, 1973.

CHAPTER I

INTRODUCTORY

A. Introduction

1.1. According to Planning Commission's document on "Approach to the Fifth Plan", removal of poverty and attainment of economic self-reliance are the two major tasks before the country. The basic objectives of the Fifth Plan are "consolidation of the democratic political order, prevention of concentration of economic power, reduction of disparities in incomes and wealth, attainment of balanced regional development, and spread of the institutions, values and attitudes of a free and just society".

1.2. In their Report on Untouchability, Economic and Educational Development of the Scheduled Castes, the Alayaperumal Committee has emphasised the fact that only economic uplift will ultimately ensure perceptible improvement in the life of the Scheduled Castes and Scheduled Tribes. For the achievement of this objective, it is essential to have a well-thought out and integrated programme for their all round development. It is required, for this purpose, to work out a perspective plan with well-defined objectives, based on the findings of a country-wide comprehensive socio-economic survey. The underlying objective of development programmes for Scheduled Castes and Scheduled Tribes should necessarily be to raise the Scheduled Castes and Scheduled Tribes to the level of the rest of the community in the country. According to the representative of the Planning Commission who tendered evidence before the Parliamentary Committee on the Welfare of Scheduled Castes and Scheduled Tribes, the Planning Commission has duly recognised the economic backwardness of the people and they have tried to give due weightage and certain consideration to the problem of social injustices. He has further stated that, "...it is through the process of economic planning that we are trying to improve their social status. Through the process of economic planning, taking into consideration the social imbalances that take place, the social imbalances are attempted to be corrected." The representative of the Department of Social Welfare* also has underlined the need for giving a proper perspective to the Plan relating to the Scheduled Castes and Scheduled Tribes so that the basic issues could be tackled first. According to him, the problem

*At the time of evidence, the matters pertaining to the welfare of Scheduled Castes and Scheduled Tribes were being dealt with by Department of Social Welfare. These matters have since been transferred to the Ministry of Home Affairs.

of Scheduled Castes and Scheduled Tribes is not merely an economic one, it is also a social one. In the previous Plans, the central theme was development of education among the backward communities by bigger outlays, so as to ensure that the Scheduled Castes and Scheduled Tribes produced the same number of better educated people as were being produced in other communities. Alongside this, the Government was trying to ensure that the Scheduled Castes and Scheduled Tribes were given legitimate share in the services. He has, however, added that, "we can tackle the economic poverty, but when it comes to the question of removing injustices, the Government and the Planning Commission in particular, may not be able to do very much. It requires very large effort from all sections of the people. It requires to be tackled from the political plan and not from the administrative plan."

1.3. The Committee are of the opinion that unless concerted efforts are made for raising the educational, economic and social status of the Scheduled Castes and Scheduled Tribes simultaneously, the avowed objective of creating a classless society in the country cannot be fulfilled. The Committee, therefore, suggest that the Planning Commission should give serious attention towards the educational, economic and social backwardness of the Scheduled Castes and Scheduled Tribes and suggest ways and means to bring this vulnerable section of the society at par with others as quickly as possible.

B. Formulation of Plans

1.4. Asked about the methodology for the formulation of Plan schemes for the amelioration of the conditions of Scheduled Castes and Scheduled Tribes, the Committee have been informed during evidence that the problems of Scheduled Castes and Scheduled Tribes have been before the country for quite a long time. Basic material for the preparation of various plans for the upliftment of the Scheduled Castes and Scheduled Tribes is already available in the debates of the Houses of Parliament, Reports of the Commissioner for Scheduled Castes and Scheduled Tribes, Reports of the Committee on the Welfare of Scheduled Castes and Scheduled Tribes and Reports of various Expert Committees/Commissions appointed by the Government/Planning Commission. On the basis of the material available concrete plans are formulated for being dovetailed with the normal Five Year Plan. For this purpose, various groups at different levels are set up. Clarifying the position further, the representative of the Department of Social Welfare has stated that "for the Fifth Plan, we have already set up a Steering Group, a number of Working Groups and other Study Groups

for discussing different problems. These Groups (Study Groups, etc.) formulated their proposals both in general terms as well as in concrete terms. These proposals then go to the Steering Group, which is normally presided over by a Member of the Planning Commission and it is in the Steering Group that the ultimate plan has to take shape, and naturally, it has to be accommodated within the overall Plan". The representative of the Planning Commission has stated during evidence that the Steering Group, Working Groups, Task Forces, etc. provided enough material to prepare a general approach to a Plan.

1.5. The Committee desired to know the terms of reference of the Steering Group, Task Forces, etc. set up by the Planning Commission. The Planning Commission, in its Order No. PC|SW|53 (1)|71 dated the 5th April, 1972, has mentioned the terms of reference and functions of the Steering Group, Task Forces, etc., which read as under:—

Steering Group

- (i) To review the development in regard to social welfare and welfare of backward classes by the end of the Fourth Plan; to identify the present bottlenecks and weaknesses in policies and programmes and suggest corrective measures;
- (ii) To suggest a perspective of development from 1973-74 to 1988-89 in the light of the overall development perspective envisaged in the Fourth Plan;
- (iii) To formulate proposals for the Fifth Plan in the light of the perspective, indicating priorities, policies, programmes and outlays.

Task Forces

- (i) To review the nature and level of development, identify the present bottlenecks and weaknesses in policies and programmes and suggest corrective measures;
- (ii) To suggest a perspective of development from 1973-74 to 1988-89 in the light of the overall development perspective envisaged in the Fourth Plan;
- (iii) To formulate proposals for the Fifth Plan in the light of the perspective, indicating priorities, policies, programmes and outlays.

It has been stated that there are four Task Forces, namely (1) Child Welfare, (2) Social Security for the aged and other handicapped categories, (3) Development of Tribal Areas, (4) Education and Employment of Backward Classes. The Steering Group|Task Forces may, for their studies, constitute Working Groups and co-opt members.

1.6. Asked whether any Associations of the Scheduled Castes and Scheduled Tribes are involved in any way in the formulation of Plans, the Committee have been informed during evidence that in the Steering Group, Working Groups, etc, Associations like the Harijan Sevak Sangh, etc. are represented and they also participate in the formulation of Plans. In addition, there are also academic experts, people from the Universities and other institutions. The Government have tried to give a wide representation in these Working Groups, because only then the very best talent in the country can be associated with the formulation of Plans. Asked how many persons belonging to the Scheduled Castes and Scheduled Tribes have been associated with the formulation of Plans at different levels, the representative of the Department of Social Welfare has stated during evidence as follows:

“We do not do it on a Caste basis, and we never attach much importance to things like caste representation in such matters but we only think of expertise....”

1.7. Elaborating the point, the Director General, Backward Classes Welfare, has stated:

“The question raised by the hon. Member in regard to the association of members of the Scheduled Castes and Scheduled Tribes in the actual formulation of the Plan, is a very important question and my submission is this. The annual report of the Commissioner for Scheduled Castes and Scheduled Tribes is discussed every year. In addition, the budget demands of the Department of Social Welfare are also discussed and this discussion gives adequate opportunities to Members belonging to Scheduled Castes and Scheduled Tribes to voice their grievances. In addition, we have the Consultative Committee of Members of Parliament. My intention in referring to all these very important bodies is only to elucidate that the Department of Social Welfare very carefully scrutinises every one of the suggestions made on these very important occasions, whether in the formulation or in the modification of any scheme relating to Scheduled Castes and Scheduled Tribes.”

1.8. Asked whether there was any active participation of Voluntary Organisations, Zila Parishads, Gram Panchayats, etc., in the formulation of plans, the Committee have been informed during evidence, that some of the Voluntary Organisations are already involved in the Study Groups and Working Groups set up by the Task Forces. A Working Group is not purely an official body but it consists of a number of well-informed people, both from the academic field as well as from the Voluntary Organisations. So far as Zila Parishad and Gram Panchayats are concerned, they are apparently involved in the final stages of the formulation of the Plan. The representative of the Planning Commission has stated that once the Approach Paper to the Plan is approved by the National Development Council, there is no reason why the local organisations should not be associated with the Plan.

1.9. Asked whether any district organisations were involved in the formulation of a Plan, the representative of the Department of Social Welfare has stated during evidence as follows:

"The district organisations come in at the time of the preparation of the State Plan and also when we break up the Plan for implementation and not when we formulate the Plan at all-India level."

1.10. Clarifying the position further, the representative of the Planning Commission has informed the Committee during evidence that the Planning Commission has been requesting various State Governments to formulate Plans district-wise. However, the State Governments have not succeeded in formulating the Plans district-by-district. He has also stated during evidence that in the process of Planning, an Approach Paper to the Plan is first prepared. Each State Government is requested to formulate its own Approach Paper. In drawing up their Approach Papers, the State Governments consult such Organisations as they consider necessary. These Approach Papers are considered and given approval by the National Development Council. Once these Approach Papers are approved, the details of the Plan are worked out. The basic idea is to consider what is the best that can be done to ensure that the Scheduled Castes and the Scheduled Tribes get the maximum benefit out of the Plan.

1.11. In reply to a question, it has been stated during evidence that if it is decided to prepare Plans at a very low level, say at village level, then the Plans prepared will not make any impact on the final Plan because they will be completely out of touch with the broad thinking at the national level and also completely unrealistic from the point of view of the availability of resources.

1.12. The Committee have been further informed during evidence that for the formulation of the Plan, a fairly exhaustive discussion is held with the State Ministers in charge of Social Welfare because the State Ministers are familiar with the problems of their States. The representative of the Department of Social Welfare has stated that "the concrete Plan for each State, ultimately, is prepared, as a sort of joint exercise between the Central Government, State Governments and the Planning Commission".

1.13. Asked whether any Seminars have been held for the formulation of the Fifth Plan, the representative of the Planning Commission has replied in the negative. The representative of the Department of Social Welfare has stated that the mechanism for the preparation of a Plan changed from time to time. At the time of the preparation of the Fourth Plan, certain panels were set up for each Sector and they discussed various problems. Certain Seminars were also held at that time. Now, for the Fifth Plan, a Steering Group, Task Forces and various Working Groups and Study Groups have been set up.

1.14. In reply to a question, the representative of the Planning Commission has informed the Committee during evidence that State Planning Boards have been set up by the State Governments at the suggestion of the Planning Commission to give thought, both to short term and long term requirements. The Planning Commission does not issue any directive to the State Governments regarding the working of these State Planning Boards. The Planning Commission, in its broad outlines issued to the State Governments, has suggested that it should be ensured that the local organisations, gram panchayats and Zila Parishads are associated with the formulation of the Plans.

1.15. Asked whether, while formulating Plans for the Scheduled Castes and Scheduled Tribes, a single factor can not be isolated and then schemes prepared and executed one by one, the representative of the Planning Commission has stated during evidence that:

"We cannot say, this time we will tackle the educational part of it, next time health part of it, etc. It has got to be a balanced approach, because employment has to be provided, social status has to be raised, educationally, they have to be improved, etc. It was felt that the Scheduled Castes and Scheduled Tribes were economically weak. So, certain scholarships and stipend were given. Certain posts were reserved. Certain coaching institutions were started with special funds so that they can be trained to take up

higher jobs. The thinking in the Fifth Plan is, when they come out from the high schools, some vocational guidance should be given to them and they should be trained for jobs between white collar jobs and other type of jobs."

1.16. The Committee feel convinced that active participation of representatives of Scheduled Castes and Scheduled Tribes in the formulation of Plans at all stages is a sine qua non for its success and implementation. Every endeavour should, therefore, be made to locate the expertise that is available among the Scheduled Castes and Scheduled Tribes so that qualified persons belonging to these communities could be co-opted as members by the Steering Group/ Task Forces set up by Planning Commission. The Committee would also like the Planning Commission to write to the State Governments to ensure association of qualified Scheduled Castes and Scheduled Tribes with the State Planning Boards.

CHAPTER II

PLAN ALLOCATIONS AND EXPENDITURE

A. Plan Provisions and Expenditure

Outlay and Expenditure

2.1. The percentage of outlay and expenditure incurred on Backward Classes Welfare from First Five Year Plan to Fourth Five-Year Plan may be seen at Appendix I. The total outlay and expenditure for the Scheduled Castes and Scheduled Tribes in the various Plans have been started to be as follows:—

FIRST FIVE YEAR PLAN†

Group	(Rs. in crores)			
	Scheduled Castes		Scheduled Tribes	
	Outlay*	Expd.	Outlay*	Expd.
I. Education			3.89	5.10
II. Economic Uplift	7.00*	0.27	24.85*	8.46
III. Health, Housing & Others			1.81	3.81
TOTAL	7.00*	5.97	24.85*	17.37

†During the First Five Year Plan, there was no division of schemes between the Central and State Sectors. Grants-in-aid were given to the State Governments on *ad hoc* basis.

*Break up of the outlay of Rs. 7.00 crores and Rs. 24.85 crores not available.

SECOND FIVE YEAR PLAN

Group	Category		Scheduled Castes	
	(Rs. in crores)			
	State Sector	Central Sector	Outlay	Expenditure
I. Education			12.09	13.00
II. Economic Uplift			2.30	1.79
III. Health, Housing & Others			8.45	7.52
TOTAL	22.84@	22.31	5.72	5.57

@Includes Rs. 15 lakhs for Other Backward Classes in Punjab.

Category : Scheduled Tribes

(Rs. in crores).

Group	State Sector		Central Sector	
	Outlay	Expenditure	Outlay	Expenditure
I. Education	8.24	6.49	1.55	1.56
II. Economic Uplift	7.87	11.59	12.66	11.11
III. Health, Housing & Others	13.33	4.45	6.78	5.31
TOTAL	29.44	22.53	20.99	17.98

THIRD FIVE YEAR PLAN
CENTRAL SECTOR PROGRAMMES

Scheduled Castes

(Rs. in crores)

Name of the Scheme	Allocation	Expenditure
1. Post-matric scholarships	3.60	7.85
2. Girls Hostels	0.20	0.04
3. Improvement of Working and living conditions of those engaged in unclean occupations	1.44	1.05
4. Housing/House sites	2.99	2.90
5. Spill over schemes . . . . .	..	0.09
TOTAL	8.23	11.93

Scheduled Tribes

(Rs. in crores)

Name of the Scheme	Allocation	Expenditure
1. Post Matic Scholarships	2.00	1.48
2. Girls Hostels	0.10	0.09
3. Tribal Development Blocks	17.03	15.91
4. Co-operation	2.98	3.06
5. Tribal Research & Training	0.77	0.39
6. Spill over Schemes . . . . .	..	0.54
TOTAL	22.88	21.47

STATE SECTOR

(Rs. in crores)

Group Scheme	Scheduled Castes		Scheduled Tribes	
	Allocation	Expenditure	Allocation	Expenditure
I. Education	15.58	16.62	12.62	11.74
II. Economic Uplift	6.15	4.79	13.77	12.69
III. Health, Housing and Others	5.30	4.95	6.14	6.12
TOTAL	27.03	26.36	32.53	30.55

ALLOCATIONS AND EXPENDITURE DURING 1966-67, 1967-68 AND 1968-69
(Rs. in lakhs)

Scheme	1966-67		1967-68		1968-69	
	Allocation	Expenditure	Allocation	Expenditure	Allocation	Expenditure
	1	2	3	4	5	6	7
CENTRAL SECTOR—Scheduled Castes						
1. Post-Matric Scholarships	133.65	438.66	210.00	528.78	255.00	629.48
2. Girls Hostels	13.78	4.79	10.00	7.38	8.00	9.00
3. Career Planning/ Pre-examination coaching	..	..	1.00	..	5.00	7.00
4. Improvement of Working and living conditions of Sweepers and Scavengers	89.71	76.18	10.05	12.50	20.00	24.00
TOTAL	237.14	519.63	231.05	548.66	288.00	669.48
CENTRAL SECTOR—Scheduled Tribes						
1. Post-matric Scholarships	33.44	57.33	44.00	73.30	100.29	100.29
2. Girls Hostels	14.17	4.49	11.25	11.38	12.00	12.00
3. Career Planning/ Pre-examination Coaching	..	..	5.00	1.25	6.00	6.00
4. Tribal Development Blocks	899.86	868.06	467.02	449.51	530.50	528.02
5. Co-operation	53.00	49.86	21.00	29.16	24.00	24.00
6. Tribal Research and Training	25.50	10.65	12.33	10.76	13.00	13.00
TOTAL	1025.97	990.39	560.60	575.36	685.79	683.31

STATE SECTOR-*Scheduled Castes*

(Rs. in lakhs)

I	2	3	4	5	6	7
1. Education	255.85	249.89	303.61	306.08	365.00	353.39
2. Economic Development .	94.81	67.22	88.48	66.89	73.77	75.65
3 Health, Housing & Other Schemes	78.52	80.38	100.75	95.91	86.97	98.79
TOTAL .	429.18	397.49	492.84	468.88	530.74	528.83

NOTE : 1. Figures for 1967-68 include anticipated figures in respect of Jammu and Kashmir.

2. Figures for 1968-69 include anticipated expenditure in respect of Haryana, Jammu and Kashmir, Uttar Pradesh and West Bengal.

STATE SECTOR-Scheduled Tribes

(Rs. in lakhs)

1. Education	194.71	185.98	229.01	205.75	173.87	260.92
2. Economic Development	199.56	190.82	110.62	95.40	109.16	73.38
3. Health, Housing & Other Schemes	97.95	85.16	49.48	36.74	47.28	43.23
TOTAL	492.22	461.96	389.11	337.89	330.31	377.53

NOTE : Figures for 1968-69 include anticipated figures in respect of Andhra Pradesh, Uttar Pradesh and West Bengal.

ALLOCATION AND EXPENDITURE DURING 1969-70

Name of Scheme	Outlay approved (Rs. in lakhs)	Expenditure incurred (Rs. in lakhs)
I	2.	3
CENTRAL SECTOR-Scheduled Castes		
1. Post-Matric Scholarships	62.00	141.62
2. Girls Hostel	17.00	9.82
3. Pre-examination Training	15.75	5.85
4. Improvement in working and living conditions of those engaged in unclean occupations	51.25	50.91
TOTAL	146.00	208.30

CENTRAL SECTOR—*Scheduled Tribes*

I	2	3
1. Post matric Scholarships	25.00	56.66
2. Girls Hostels	23.50	20.70
3. Pre-examination Training	6.00	3.12
4. T. D. Block/Spl. Areas Projects	661.00	683.55
5. Cooperation	68.25	51.55
6. Research & Training	12.50	11.99
TOTAL	<u>796.25</u>	<u>827.57</u>

STATE SECTOR—*Scheduled Tribes*

Group	.	.	.
1. Education	244.61	247.82	.
2. Economic Development	66.29	54.68	.
3. Health, Housing and Others	239.73	221.10	.
TOTAL	<u>550.63</u>	<u>523.30</u>	.

STATE SECTOR—*Scheduled Tribes*

Group	.	.	.
1. Education	247.31	237.02	.
2. Economic Development	98.82	63.95	.
3. Health, Housing and Others	71.93	51.52	.
TOTAL	<u>418.06</u>	<u>352.49</u>	.

AMOUNTS RELEASED BY THE GOVERNMENT OF INDIA UNDER THE CENTRAL SCHEME OF "GRANT-IN-AID TO NON-OFFICIAL ORGANISATIONS ENGAGED IN THE WELFARE AND DEVELOPMENT OF SCHEDULED CASTES AND SCHEDULED TRIBES ETC.

Year	Amount released
I	2
	Rs.
1954-55	7,50,829
1955-56	8,24,050
1956-57	9,14,975

I	2
1957-58	9,83,434
1958-59	12,98,998
1959-60	13,54,605
1960-61	22,19,985
1961-62	19,71,770
1962-63	18,06,661
1963-64	20,55,484
1964-65	22,62,196
1965-66	23,94,752
1966-67	21,96,711
1967-68	25,20,564
1968-69	26,99,875
1969-70	32,81,194
1970-71	33,00,270
1971-72	33,00,000 (Provision)

FOURTH FIVE YEAR PLAN

Out of an outlay of Rs. 142.38 crores in the Fourth Five Year Plan, Rs. 73.64 crores are for Scheduled Tribes and Rs. 53.76 crores for Scheduled Castes both in the Central as well as State Sectors. The break up of Central and State Sectors is as follows:—

Central Sector	. . . . .	Rs. 60.00 crores
State Sector	. . . . .	Rs. 77.43 crores
Union Territories	. . . . .	Rs. 4.95 crores

The details of the provisions made under various heads is as follows:—

(Rs. in crores)

Central Sector :

1. Post-matric scholarships	. . . . .	11.00
2. Coaching-cum-Allied Schemes	. . . . .	1.00
3. Research Training & Special Projects	. . . . .	1.50
4. Girls' Hostels	. . . . .	2.00
5. T. D. Blocks	. . . . .	32.50
6. Cooperation	. . . . .	2.50
7. Improvement for working and living conditions of persons engaged in unclean occupations	. . . . .	3.00
8. Denotified Tribes	. . . . .	4.50
9. Aid to Voluntary Agencies	. . . . .	2.00

TOTAL Rs. 60.00

State Sector :

- | | | |
|---|---|-----------|
| 1. Education | } | Rs. 77.43 |
| 2. Economic Development | | |
| 3. Health, Housing and other programmes | | |

Union Territories :

- | | | |
|---|---|----------|
| 1. Education | } | Rs. 4.95 |
| 2. Economic Development | | |
| 3. Health, Housing and other programmes | | |

Estimated expenditure both in the Central as well as the State Sectors during 1969-72 would be Rs. 41.49 crores for Scheduled Tribes and Rs. 29.49 crores for Scheduled Castes.

So far as Central assistance for the State Plan schemes in the Fourth Five Year Plan is concerned, commencing from 1969-70, it is in the form of block grants-in-aid and loans, 30 per cent of the amount is treated as grants-in-aid and 70 per cent as loan.

Welfare Programmes during 1972-73

Plan Programmes for the welfare of backward classes fall into two main groups 'Central and Centrally Sponsored Programmes' and 'Centrally Aided Programmes'. The welfare activities under the centrally aided programme are incorporated in the development plans of the State Governments.

Spill over schemes in Third Plan

2.2. The Committee desired to have details of the spill-over schemes mentioned in the Third Five Year Plan period. In a note furnished to the Committee by the Department of Social Welfare, it has been stated that the spill over schemes mainly related to communication, wells, housing etc. undertaken by the State Governments

on the understanding that they would complete them before the end of the Second Plan. The amounts involved are as follows:

Sl. No.	Name of the State	Spill over Expenditure on Schemes of Second Plan	
		Sch. Tribes	Sch. Castes
(Rs. in lakhs)			
1. Andhra Pradesh		2.83	0.89
2. Assam	.	8.21	..
3. Bihar		2.16	
4. Gujarat	.	0.11	..
5. Kerala	.	4.08	2.92
6. Madhya Pradesh		17.15	0.37
7. Maharashtra		0.25	0.79
8. Orissa	.	12.48	..
9. West Bengal	.	6.96	3.85
TOTAL		54.23	8.82

Per capita expenditure on Scheduled Castes and Scheduled Tribes

2.3. Asked whether it was a fact that although the expenditure on the welfare of Scheduled Castes and Scheduled Tribes has been on the increase from Plan to Plan, the *per capita* expenditure has been decreasing, the representative of the Department of Social Welfare has stated during evidence that it is not a fact that the *per capita* expenditure is going down year by year. He has stated that, apart from the First and Second Plans the amount of committed expenditure has not been included in the subsequent Plans. In addition to that, if general sector provisions are also quantified, the *per capita* expenditure will definitely go up.

Expenditure on Post-matric Scholarships

2.4. The Committee desired to know the reasons for spending almost double the amount provided for Post-matric scholarships in the Third Five Year Plan as well as in the year 1969-70. In a note furnished to the Committee, the Department of Social Welfare has stated that it has been a commitment on the part of the Government of India to meet the entire expenditure on all the eligible Scheduled Caste and Scheduled Tribe students applying for post-matric

scholarship. In the actual implementation of the programme, the figure of amounts expended has been varying from year to year, depending on the increased demands from certain States which were not anticipated on account of increased enrolments in certain classes. Any amount required in addition to the provision made in the budget is provided later by re-appropriation or supplementary grant as soon as the actual requirements are known.

So far as the Fourth Plan is concerned, it has been stated that although a sum of Rs. 11 crores has been provided for this purpose, this provision will be increased to meet the demand of all eligible students. The Committee desired to know the increased amount that would be required to meet the demand. In a note furnished to the Committee, it has been stated that according to the present estimates, Rs. 6 crores to Rs. 7 crores more would be required to meet the demand.

Shortfalls in Expenditure

2.5. (i) *Under the head "Pre-Examination Training".* The Committee noticed that as against the allocation of Rs. 6.00 lakhs and Rs. 15.75 lakhs for the Scheduled Castes and Scheduled Tribes respectively in 1969-70, the expenditure has been only Rs. 3.12 lakhs and Rs. 5.85 lakhs respectively. The Department of Social Welfare has given the following reasons for this huge shortfall:

- (i) The States of Rajasthan, Maharashtra, Uttar Pradesh, Mysore and Gujarat were not able to set up such centres.
- (ii) Non-utilisation in full of the funds provided due to non-completion of certain preliminaries by the remaining States.

The Department of Social Welfare has further stated that the Centres have since started working in the majority of the States and it is expected that there will not be any shortfall in future.

2.6. (ii) *Under the head "Tribal Research and Training".* The Committee noticed that there have been huge shortfalls during the years 1966-67 and 1967-68 against the scheme "Tribal Research and Training". The Committee desired to know the reasons therefore. In a note furnished to the Committee, the Department of Social Welfare has stated that the Tribal Research Institutes were not adequately equipped in the year 1966-67 and, therefore, allocations had to be reduced in the succeeding years. A Committee was then appointed to go into the whole question of the structure and functioning of the Tribal Research Institutes which submitted its report in March, 1972. In pursuance of the recommendations of that Committee, a Central Advisory Council for Tribal Research Institutes has been constituted, and other corrective measures are being taken.

The Planning Commission, in a note furnished to the Committee, has stated that the Study Team on Tribal Research Institutes has examined this question and its observation is as follows:

"The shortfall in expenditure is mainly due to the delay in issuing financial sanctions by the concerned State Welfare Departments. The financial requirements of the Institutes should be screened by the respective Research Advisory Committees and once these are approved by them, the Welfare Department should issue a sanction without any delay."

2.7. (iii) *Under the head "Improvement of Working and living conditions of Sweepers and Scavengers."* The Committee noticed that under this head, whereas in the year 1966-67, there have been huge shortfalls, in years 1967-68 and 1968-69, the expenditure has been more than the allocation. The Committee desired to know the reasons therefor. In a note furnished to the Committee, it has been stated that the scheme 'Improvement of working and living conditions of Sweepers and Scavengers' was started during the Third Five Year Plan. Both these schemes were running independently upto 1966-67. It was however observed that the progress under the first scheme was not very satisfactory because of the following reasons:

- (i) Indifference on the part of those for whose benefit the scheme has been devised.
- (ii) Inadequate organisational and financial resources of the local bodies.
- (iii) Inability of the State Government to spur the local bodies into action.

With a view to achieve better results under the scheme, both the above mentioned schemes were combined w.e.f. the year 1967-68 as a composite scheme. The State Governments can utilise it in the best manner they choose i.e. they can utilise it for any part of the scheme, irrespective of less or more expenditure on any part of the scheme. This has resulted in achieving better progress and also more expenditure than the outlays during 1967-68 and 1968-69.

The Committee also desired to know why the target achieved during 1966-67, 1967-68 and 1968-69 against these schemes were not available. It has been stated in a note furnished to the Committee that there is a uniform prescribed proforma for submission of six-monthly progress reports by all the State Governments. All the

State Governments do not furnish complete information in regard to physical targets fixed and actually achieved by them each year. At the time of examination of these progress reports, the State Governments are again requested to furnish the required information but in majority of cases, it is not received despite repeated reminders.

2.8. (iv) *Tempo of expenditure during the first three years of the Fourth Plan.* The Committee noticed that the tempo of expenditure during the first three years of the Fourth Five Year Plan has been very slow as compared to the total outlay made in the Fourth Five Year Plan. The Committee desired to know the reasons therefor. In a note furnished to the Committee, it has been stated that the progress of expenditure in the first three years of the Fourth Five Year Plan so far has been as follows:

Outlay	Expenditure			(Rs. in crores)	
	1969-70	1970-71	1971-72	Total	Percentage
142.38	21.54	26.52	30.41	78.47	55%

It would thus appear that the tempo of expenditure for the Backward Classes Sector has been satisfactory.

Reasons for shortfalls

2.9. Explaining the reasons for shortfalls in the expenditure, the Department of Social Welfare has stated in a note furnished to the Committee that in general, the shortfalls may be attributed to the following reasons:—

- (1) Late sanction of schemes consequent on the time taken to complete preliminaries;
- (2) Rush of expenditure at the end of the financial year and lack of adequate machinery to cope up with the rush;
- (3) Delay in the submission of 'surrenders' by implementing authorities in the district and consequent lack of time to re-allot the 'surrenders';
- (4) Difficulties in spending allotted funds on equipments and machinery due to procedural delays etc.

2.10. The Committee have been informed during evidence that in the First and the Second Plan periods, the State Governments were sending proposals at every stage and these proposals were being examined and sanctioned by the Ministry concerned. This naturally led to considerable delay. The procedure now adopted does not envisage any of those difficulties. The entire programme is a part of the Plan agreed upon in advance constituting various units in respect of the annual Plan. The components of the annual Plan are decided upon much in advance in the previous year. The State Governments know right from the beginning of the next financial year the schemes which they have to implement. So the question of late sanction of schemes does not arise as far as the Third and Fourth Plans are concerned. In regard to the centrally sponsored schemes also, the amount and the nature of the schemes are decided in advance

Division of funds

2.11. Asked whether it was a fact that the funds allotted for Scheduled Castes and Scheduled Tribes are often diverted by the State Governments to other heads of expenditure and sometimes this was done with the approval of the Government of India, the Department of Social Welfare has stated in a note furnished to the Committee that generally, such diversions for other purposes are not allowed. However, in the case of girls' hostels, grant was intended only for building construction and some State Governments expressed their inability to utilise the amounts allotted for girls' hostels. Modification had, therefore, to be sanctioned. If such modification had not been agreed to, it was very likely that the funds would have lapsed. Some of the cases of diversion of funds are indicated below:—

Haryana

During 1969-70, an allocation of Rs. 50,000/- was made to the Government of Haryana for the scheme of hostels for Scheduled Caste girls. This entire amount was allowed to be diverted to the scheme of "Pre-examination Training" as the State Government expressed their inability to utilise the same on the construction of girls' hostels in accordance with the pattern prescribed for this scheme.

West Bengal

During 1967-68, amounts of Rs. 1.15 lakhs and Rs. 1.00 lakhs were allocated for the construction of hostels for Scheduled Tribe and

Scheduled Caste girls respectively. Out of these allocations, Rs. 0.75 lakh and Rs. 1.00 lakh respectively were allowed to be diverted for utilisation on the Sub-Block scheme for the welfare of Scheduled Tribes. This amount was allowed to be utilised on the scheme of Sub-Blocks as the State Government expressed their inability to utilise it on the scheme of girls' hostels *in toto*.

Kerala

During 1969-70, amounts of Rs. 30,000 and Rs. 1,50,000 were provided for the construction of girls' hostels for Scheduled Castes and Scheduled Tribes respectively. The State Government expressed their inability to utilise these provisions in full and suggested diversion of savings to other schemes. Accordingly, the provision of Rs. 30,000 mentioned above was allowed to be utilised by the State Governments on the scheme of Sub-Blocks started for the welfare of Scheduled Tribes and the savings of Rs. 95,000 under Scheduled Caste girls' hostels was allowed to be utilised on grant of Post-matric scholarships to Scheduled Caste students.

Some other States like Maharashtra, Madhya Pradesh, Tamil Nadu and Gujarat have also been utilising funds allotted for the scheme of expansion|construction of hostels for Scheduled Caste and Scheduled Tribe girls on the opening and maintenance of existing hostels, in the past.

2.12. It has been further stated that all the State Governments/Union Territory Administrations have since been told that they should strictly adhere to the pattern approved for this scheme by the Government of India. It has also been clarified to the State Governments|Union Territory Administrations that the Government of India would not in future accord approval for the diversion of funds initially provided for this scheme to other schemes. It is hoped that the instructions issued to them will enable the State Governments|Union Territory Administrations to complete the preliminaries before approaching the Government of India for providing funds therefor. This procedure, if strictly followed by them will lead to avoid shortfalls in the funds allotted to them each year.

Clarifying the position during evidence, the representative of the Department of Social Welfare has stated that the most important question for consideration is whether the expenditure on Scheduled Castes and Scheduled Tribes should come under the heading of 'tied' expenditure. On this point, there has been a difference of opinion between the Department of Social Welfare and the State Governments. The Department of Social Welfare has always felt that it should be 'tied' expenditure, as the money given for a particular

purpose should not be spent for any other purpose. However, the National Development Council took the stand that such expenditure should not be 'tied'. Their argument was that the State Governments were in a better position to judge the actual needs of utilisation and that there were enough Scheduled Caste/Tribe lobbies operating in the State Governments which would exercise the necessary vigilance.

Allotment of funds

2.13. The Committee on Plan Projects (1969) has observed in their Report that:

"The Team recognises that Plan allocations have to be cut when anticipations regarding resources fail to materialise. But experience has shown that in any reduction in the State Plan allocations, the sector which suffers most is the tribal welfare sector."

The Committee desired that a statement indicating the allocations reduced for the schemes for the welfare of Scheduled Castes and Scheduled Tribes during all the Plan periods in the Central as well as the State Sectors should be furnished to them. The Planning Commission, in a note furnished to the Committee, has stated that State Governments have been under pressure due to constraint on resources and each State Government has made its own decision regarding the adjustments in Plan allocations to suit emerging priorities. The position in the various Plans is as follows:—

(Rs. in crores)

Plan	Allocations		Expenditure	
	ST	SC	ST	SC
First	24.85	7.00	19.83	7.08
Second	50.56	27.41	42.92	27.48
Third	59.90	40.14	51.05	37.8
1966-69	N.A.	N.A.	34.54	26.47
Fourth	73.64	53.76	41.49*	29.49*

(*Expenditure for the period 1969-72)

2.14. The Committee regret to observe that the provisions made in the various Five Year Plans for the Scheduled Castes and Scheduled Tribes so far have been grossly inadequate as compared to the magnitude of the problems being faced by these communities. The Committee are all the more unhappy to point out that even

these meagre allocations could not be utilised in full and there have been huge shortfalls in expenditure for the Scheduled Castes and Scheduled Tribes from Plan to Plan. The Committee sadly come to the conclusion that there have been some inherent defects in the process of planning and implementation of the schemes for the amelioration of the conditions of Scheduled Castes and Scheduled Tribes. In the circumstances, the Committee would call for concentrated attention and vigorous efforts on the part of the Planning Commission, Ministries/Departments of the Government of India, State Governments and other authorities concerned to ensure that the outlays provided for in a Plan for the Scheduled Castes and Scheduled Tribes are not allowed to be dissipated by inappropriate and uncoordinated schemes and actions. The Committee expect the Planning Commission and the Government of India immediately to evolve corrective measures to eliminate the possibility of having huge shortfalls in expenditure as the case has hitherto been.

2.15. The Committee also suggest that a machinery should be devised whereunder the spending Departments including those of the State Governments make periodic reports to the Commissioner for Scheduled Castes and Scheduled Tribes in regard to under utilisation or diversion of funds giving full justification thereof so that the Commissioner could make his own independent assessment of the position for the purposes of his Annual Reports to the President.

2.16. The Committee note that during the Fourth Five Year Plan, an amount of Rs. 21.54 crores has been spent in 1969-70, Rs. 26.52 crores in 1970-71 and Rs. 30.41 crores in 1971-72, which means 55 per cent of the total outlay. The Committee do not agree with the contention of the Planning Commission that the tempo of expenditure in the first these years of the Fourth Five Year Plan has been satisfactory. The Committee need hardly stress the desirability of suitably phasing out the expenditure in all the years of a Plan.

2.17. The Committee view with concern that there have been diversion of funds allotted for Scheduled Castes and Scheduled Tribes to other heads of expenditure by the State Governments. Taking into consideration the already meagre allocations for the Scheduled Castes and Scheduled Tribes, the Committee feel that such diversion of funds is wholly unjustified. The Committee are firmly of the opinion that no diversion of funds meant for the welfare of Scheduled Castes and Scheduled Tribes should be allowed under any circumstances. The Committee agree with the contention of the Department of Social Welfare (now Ministry of Home Affairs) that the expenditure on Scheduled Castes and Scheduled Tribes

should come under the heading of "tied" or "earmarked" expenditure. The Committee would urge that this question may be placed before the National Development Council again for their consideration.

2.18. The Committee would also like the Planning Commission and the Government to ensure that any reduction in the expenditure on Plan schemes, due to non-materialisation of resources, does not adversely affect the Plan Schemes for the Scheduled Castes and Scheduled Tribes.

2.19. The Committee are distressed to find that there have been inordinate delays or defaults on the part of the State Governments in furnishing full information or returns pertaining to the Welfare Schemes for the Scheduled Castes and Scheduled Tribes to the Planning Commission and to the concerned Ministries/Departments of the Government of India. The Committee would like the Government to devise some self-executive machinery by which the requisite information and the returns are received promptly and in the prescribed time from the State Governments concerned.

B. Provisions in the Fifth Five Year Plan

2.20. It has been stated that the question of strategy to be followed in the Fifth Five Year Plan for the development of the Scheduled Tribes was considered at the Conference of State Ministers Incharge of the Welfare of Backward Classes and Social Welfare held on 23rd July, 1972. The broad strategy recommended by the Conference was as follows:—

- (1) Enactment and strict enforcement of protective legislations for Scheduled Tribes living inside or outside Scheduled Areas.
- (2) Devising special schemes and modifying existing ones to cater to the needs of the most backward and neglected tribal communities.
- (3) Expansion of the Tribal Development Block programme to cover all areas having at least 50 per cent tribal population and provision of funds to cover pockets of tribal concentration remaining outside the Blocks.
- (4) The allotment of Tribal Development Blocks and Tribal Pockets to be increased for accelerated development.
- (5) For enlarging the activities of apex cooperative corporations, financing agencies should finance loans.

- (6) Devising procedures to ensure that benefits flow from the general sector programmes to Scheduled Tribes particularly for drinking water communications, health, agriculture, animal husbandry and cottage industries.
- (7) Schemes of rehabilitation of tribal people displaced as a result of the construction of major projects should form an integral part of such projects and should provide for education and training of the displaced persons.

2.21. It has been stated that while these decisions were primarily taken in respect of Scheduled Tribes, they apply with equal force in respect to Scheduled Castes and others. The approach of the Ministry of Home Affairs to the Fifth Five Year Plan, therefore, is that weaker and vulnerable sections among the Scheduled Castes and Scheduled Tribes should be given the first priority and there should be greater emphasis on the schemes of economic development and programmes that would provide avenues of employment.

2.22. It has been stated in the document entitled "Social Welfare in the Fifth Five Year Plan", published by the Department of Social Welfare that the Scheduled Castes and Scheduled Tribes form one-fifth of the total population of the country. The investments in the earlier Plans have been modest and could not make any noticeable dent on most of the problems. The draft proposals in the Fifth Five Year Plan envisage investments of the following order:—

(Rs. in crores)

- (i) Programmes for Scheduled Castes—Rs. 200.00
 (ii) Programmes for Scheduled Tribes—Rs. 250.00

2.23. The details of these proposals have been stated to be as follows:

(Rs. in crores)

Sl. No.	Particulars of the Scheme	Total Plan provision
I. WELFARE OF SCHEDULED CASTES		
<i>EDUCATION :</i>		
1	Post-matric Scholarships	31 '00.
2	Scheme of Coaching Students	10 '00
3	Additional Boarding Grants	6 '00
4	Hostels	10 '00
5	Pre-matric Scholarships	8 '00
TOTAL :		55 '00

Economic Uplift :

6	Assistance to agriculturists	40.00
7	Assistance to set up in trades	30.00
8	Co-operative Societies	9.00
		<hr/>
		79.00

Health, Housing & other Schemes :

9	Housing & House-sites	20.00
10	Rehabilitation	5.00
11	Conversion of dry latrines	10.00
12	Improvement of working conditions.	10.00
13	Electrification of Houses	2.00
14	Drinking Water Wells	5.00
15	Propaganda	1.00
16	Voluntary Organisations	2.00
17	Training	2.00
18	Administration	1.00
		<hr/>
		58.00

II. (A) DENOTIFIED TRIBES

All Schemes	5.00
(B) NOMADIC & SEMI-NOMADIC TRIBES	
All Schemes	3.00
	<hr/>
	8.00

III. SCHEDULED TRIBES

1	Tribal Development Blocs	60.00
2	Special Schemes for neglected tribes	5.00
3	Strengthening of Tribal Corporations	5.00
4	Shifting Cultivation	5.00
5	Tribals affected by Projects	5.00
6	Consumer Credit Etc.	5.00
7	Research & Extension	3.00
8	Strengthening of Administration	5.00
9	Education	97.00
10	Integrated Development Projects	60.00
		<hr/>
		250.00
		crores*

*The share of the Ministry of Home Affairs in this respect has been kept at Rs. 250 crores on the presumption that resources will be earmarked to the required extent by all concerned authorities. In case there are notable short fall in any sector, the Social Welfare Plan will have to be suitably augmented so that the desired impact of developmental programmes is made in the tribal areas during the Fifth Five Year Plan.

WELFARE OF SCHEDULED CASTES

2.24. The objective of the programmes for the welfare of Scheduled Castes during the Fifth Plan period is to combine economic uplift and employment programmes with education and training. These programmes are as follows:—

(1) *Post-matric Scholarships*.—At the end of the Fourth Plan, the level of annual expenditure would be Rs. 10.20 crores on the award of about two lakh scholarships. During the Fifth Plan, an annual growth of 10 per cent in the number of scholarship awards is expected. It is also proposed that the scholarship rates be brought at par with the National Scholarships scheme. The requirement under this head will be Rs. 21 crores in the Fifth Five Year Plan period.

(2) *Coaching Facilities for Students*:—It has been stated that special coaching to Scheduled Caste students to improve their educational standards at the post-matric, and higher secondary levels is at present totally inadequate. Unless special measures are taken to provide such facilities, the level of drop-outs and failures will be considerable. It is proposed that during the Fifth Five Year Plan period, special coaching should be provided in existing educational institutions for giving this facility. Broadly, the objective is to engage existing teachers in educational institutions to provide coaching facilities outside school/college hours on payment of additional remuneration to teachers. The rate of coaching fee per student will vary from course to course and State to State. On an average the expenditure would be Rs. 50/- per student per year (for five months) for four lakh students, out of whom one lakh students will be at the post-matric stage. The provision required will be Rs. 10 crores.

(3) *Additional Boarding Grants to Post-matric Hostellers*:—It has been generally agreed by various Committees and Study Teams that opening of separate hostels for Scheduled Caste students should be discouraged, as far as possible. Government may consider giving a directive to all aided institutions to reserve 20 per cent of their hostel capacity for Scheduled Castes and Scheduled Tribes. Scheduled Caste students should be encouraged to join general hostels and the entire extra expenditure that they may be required to spend in the hostel towards room rent, mess charges and other compulsory charges may be met under this scheme, with an average of Rs. 100/- p.m. for 10 months including the maintenance charges already provided in post-matric scholarship scheme. Besides, a

lumpsum grant of Rs. 50/- per annum will also be paid for incidental expenses. It is proposed to cover 40,000 students in the first year of the Plan and 4,000 students will be added every year. The overall outlay will be Rs. 6 crores.

(4) *Hostels for Middle & Higher Secondary Students including Girls' Residential Institutions*—There are at present about 3,000 hostels wherein about 1.50 lakh middle and higher secondary Scheduled Caste and Scheduled Tribe students are staying as against a total enrolment of about 40 lakh such students.

During the Fifth Five Year Plan period, it is proposed to open 1000 hostels with 50 students each during the Plan period. The break-up of the proposed expenditure is as follows:—

Recurring expenditure—Rs. 30,000 per annum per hostel
 Non-recurring expenditure—Rs. 5,000 per annum per hostel
 @Rs. 100 per student.

The provision will be Rs. 10 crores.

(5) *Pre-matric Scholarships*—The national goal is that all children in the age group 6—11 years will be enrolled in the schools by 1975-76, and those in the age group 11—14 by the year 1980-81. Schooling will thus be provided by the normal educational programme, but supplemental efforts by way of mid-day meals, books, stationery and in some cases clothes will be required.

It is estimated that out of about 40 lakh Scheduled Caste and Scheduled Tribe students in middle and higher secondary schools, 13.65 lakh students only are in receipt of scholarships at a rate varying from Rs. 30 (Kerala) to Rs. 150 (Madhya Pradesh) per annum. The level of expenditure for these scholarships in 1969 was Rs. 9 crores. If all the remaining about 27 lakh students are to be provided with scholarships at an average rate of Rs. 60 per annum, the cost comes to Rs. 16.20 crores, and the expenditure for the Plan period will be of the order of Rs. 81 crores. It is expected that the State Governments who do not have the scholarship facility will provide this amount in their Plan expenditure on Education. However, with the increased enrolment envisaged in the Fifth Five Year Plan, a much larger provision than this will be called for.

The outlay required will be about Rs. 8 crores.

(6) *Economic Development—Assistance to Agriculturists and agricultural Labourers*—The proposal is to give an assistance of Rs. 1,000/- per household, equally divided into loan and subsidy.

The scheme will cover four lakh households. To prevent benami transactions in land and also to provide assured employment throughout the year, community based agricultural farms should be set up for landless Harijans. Under the scheme, in addition to landless labourers, it is also proposed to benefit certain scattered households who are already in possession of some land but do not have the wherewithal to provide for the infrastructure for agricultural development. The scheme will be organised on a pattern of colonisation as it has been the experience that lands allotted to Harijans are often alienated. To prevent this, the land allotted by Governments to Harijans may be on lease and may be made inalienable, though heritable.

The small Farmers' Development Agency and the Marginal Farmers' Schemes implemented by the Ministry of Agriculture do not cover the whole of the country. Further, these schemes do not provide subsidy content to the desired extent. It is, therefore, proposed to provide separate provision for Harijans. In the working of the scheme, the flow of full benefits available from other schemes will also be ensured. In this connection, the general sector provisions for economic development in the Ministries of Agriculture, Industrial Development, Irrigation, Public Health, Communications, Co-operation etc. will provide their due share for the benefit of the Scheduled Caste agriculturists and the existing extension services already available with them will pay special attention to the benefit of these colonists.

The overall requirement will be Rs. 40 crores for the Fifth Plan period.

(7) *Financial assistance for setting in trades.*—The need to provide State assistance to effect a vertical social mobility in respect of Scheduled Caste people need not be emphasised. It has been observed that the Scheduled Castes established in independent professions, trades, etc. suffer from certain initial handicaps to compete with the others in the field. It is desirable that the State should give aid in the initial stages to help them to stand on their own legs. The scheme is divided into three parts, as explained below:—

- (i) Both in urban and rural areas, there are Harijan artisans engaged in non-traditional occupations who are unable to expand their production due to want of resources. It is proposed to give subsidies to individual needy persons. the quantum of aid to be determined according to the trade. There are a large number of existing financial institutions both under Government as well as

autonomous bodies who should be persuaded to provide necessary financial facilities to the Scheduled Caste artisans.

- (ii) There is a large number of unemployed and under-employed Harijans whose further absorption on land is not possible. It is proposed that such persons may be given short term training in trades which are in great demand and may be given subsidies|loans for setting up trades after completion of the training.
- (iii) Scheduled Caste trainees passing out of I.T.Is.|Polytechnics may be given assistance to set up independent workshops.

It is proposed to benefit at least two lakh persons in all the categories mentioned above taken together and on an average, each beneficiary will receive Rs. 1500 to be divided suitably as subsidy and loan.

The Plan provision will be Rs. 30 crores.

(8) *Co-operative Societies of different types*—In order to improve the economy of the Scheduled Castes, it is essential to develop other forms of vocation along with agriculture on a co-operative basis. It is proposed to establish co-operative societies of different types, such as, dairy, industrial, credit and consumers' co-operatives. In all 4500 societies will be established with a total ceiling of Rs. 20,000 (working|share capital contribution Rs. 10,000, managerial subsidy Rs. 5,000 and Rs. 5,000 for other expenses). Towards working capital, the ratio between subsidy and loan will be determined according to the type of society. Under this programme, it is also proposed to finance the setting up of independent Corporations for the economic development of Scheduled Castes on the lines of a few Corporations that have already come into being in the States of Kerala, Punjab, Haryana, etc. Such Corporations will raise the bulk of their finances from the existing financial institutions under necessary guarantee from the State Governments.

The outlay will be Rs. 9 crores.

(9) *Health, Housing and other Schemes—Rehabilitation of scavengers in other trades and occupations*—As recommended by the Committee on Customary Rights to Scavenging, scavenger families who give up scavenging *en bloc* will be provided with subsistence allowance @ Rs. 100/- p.m. each, to receive training on some gainful trade or occupation for six months to one year and after the completion of training each of them will be provided with a subsidy

of Rs. 500/- mainly in kind and partly in cash, to settle in the particular trade for which he/she has been trained. At the rate of Rs. 1,500 per trainee, 33,000 trainees will benefit. The outlay for rehabilitation of scavengers will be Rs. 5 crores. Such a programme may preferably be operated through Voluntary Organisations.

Housing subsidy and loan at the rate of Rs. 2,000/- and Rs. 1,000/- respectively will be provided to individual scavengers, tanners, and sweepers in that order of priority. It has been observed that where this scheme has been implemented through local bodies, who also contribute towards the cost of construction, the ownership vests with the local bodies and the municipal scavenger/sweeper has to vacate the quarter on retirement. It is, therefore, proposed that the Welfare Departments may directly take the responsibility of constructing such houses, preferably in well planned mixed colonies where certain common amenities like community halls schools, creches, drinking water, etc. may also be provided at Government cost. The beneficiaries will not be permitted to sell or mortgage the houses for a period of 20 years. Wherever necessary, assistance for house-sites will also be provided from Government lands. Number of beneficiaries: 67,000. Plan outlay will be Rs. 20 crores. It may be added that wherever possible, under the general programme of distribution of house sites for landless labour which happens to fall in the category of minimum needs, the Ministry of Works and Housing will be requested to cover this category of Scheduled Castes.

(10) *Conversion of dry latrines into water borne latrines*:—The problem of scavengers cannot be basically solved as long as the practice of serving of dry latrines persists. Therefore, instead of only trying to improve the working conditions of scavengers, it is more desirable that dry latrines may be abolished in a phased manner, thereby eliminating the necessity of a scavenger. In spite of legal provisions in the Municipal Acts, a large number of house-owners do not take connections from the main sewers to the latrine, either on account of its high cost or poor return by way of paltry rents in cities like Delhi. In smaller towns having a population of less than 50,000 and not having underground sewers, house owners may be given subsidy/loan for constructing septic tanks or hand flush latrines. The ceiling of assistance for construction of septic tanks may be Rs. 600 and that for hand flush latrines Rs. 100/-. The ratio between subsidy and loan will be 50:50. The ceiling of income of beneficiaries of this group will be Rs. 300/- per month. This scheme will be applicable to rural areas also. During the Fifth Plan, it is proposed to cover three lakh latrines in all. However, it is felt that this programme should be financed by the Health Ministry and should

form part of the National Water Supply and Sanitation Scheme of that Ministry. Special earmarking of funds for this scheme of an appropriate magnitude is called for. A token provision of Rs. 10 crores is made for the purpose.

(11) *Improvement of working conditions of scavengers and sweepers*—This programme has been under implementation since the beginning of the Second Five Year Plan, but it has not met with considerable success and it has not made the desired impact mainly because the local bodies and State Governments were asked to contribute a percentage of the cost of wheel-barrows. In the Fifth Five Year Plan, it is proposed that this be made a Centrally Sponsored Scheme with the entire financial assistance for the programme coming from the Centre.

The supply of other implements like gum-boots and gloves, scrapers, hand carts, etc. has not been undertaken in most of the cases and the scheme was taken to mean for the supply of wheel-barrows only. It is essential that the concerned categories of scavenging staff should be provided with other equipments also. Beneficiaries will be five lakh scavengers at an average cost of Rs. 200/- per beneficiary. The plan outlay will be Rs. 10 crores.

(12) *Scheme for electrification of houses*—The State Electricity Boards will be persuaded to earmark a certain portion of their allocation for providing main lines to Harijan localities in urban-rural areas. Most of the Harijans are not in a position to take out individual connections from the main. To assist such Harijans, it is proposed to give subsidy/loan in the ratio of 50 : 50 upto a ceiling of Rs. 400/- and to cover 50,000 houses in the plan period. It is felt that this scheme will not only bring a modern amenity to Harijans but will also revolutionise their outlook. Number of beneficiaries: 50,000. The Plan outlay will be Rs. two crores.

(13) *Drinking Water Wells*—The Ministry of Health will be persuaded to ensure that the State Governments earmark adequate provision for tribal villages and Harijan localities under their programme of 'drinking water supply'. However, there will be still very many deserving cases which will need our attention. Hence a token provision of Rs. five crores is kept.

(14) *Propaganda against Untouchability*—The provosion may be spent in printing and distributing the Untouchability (Offences) Act in the regional languages, organising film shows bearing on the problem of untouchability, assisting production of such films and other visual aids. The provision is Rs. one crore.

(15) *Aid to Voluntary Organisations*—At the beginning of the Third Five Year Plan, it was categorically stated that aid to Voluntary Organisations would be available only for such activities, the tangible results of which could be easily assessed, and not merely for propaganda purpose. It is proposed that during the Fifth Five Year Plan, these guidelines will be strictly adhered to and the aid will be available for paid workers only if they organise institutional activities like Balwadis, Creches, Hostels, Craft-training classes, etc. A provision of Rs. two crores is proposed for the Plan period.

(16) *Vocational and Technical Training assistance to I.T.I. students*—It has been felt that lack of hostel facilities, non-selection of Scheduled Caste persons for trades of their choice and non-availability of adequate number of stipends had been some of the reasons for the Industrial Training Institutes not attracting sufficient Scheduled Caste persons for training. Therefore, the following facilities should invariably be provided to the Scheduled Caste trainees:

- (i) Hostel facilities;
- (ii) Award of stipends at a uniform rate of Rs. 45/- p.m. for all Scheduled Caste trainees;
- (iii) The trainees should be selected for all trades, not for trades hereditary to them only;
- (iv) At present, stipend at the rate of Rs. 25/- p.m. is given under the scheme of the Ministry of Labour & Employment and the balance of Rs. 20/- p.m. is made available by the Department of Social Welfare. This causes delay and hardships. Adequate funds should be provided by the Department of Social Welfare for supplementing the provision in Labour and Employment Department.

A provision of Rs. two crores has been kept. This will benefit about 15,000 students.

(17) *Administration*—A token provision of Rs. one crore has been kept for strengthening the administrative set up including the organisations under the Director General (Backward Classes Welfare) and the Commissioner for Scheduled Castes and Scheduled Tribes

Welfare of Scheduled Tribes:

2.25. The Welfare Schemes for Scheduled Tribes proposed to be undertaken during the Fifth Plan period (as contained in the Document Social Welfare in the Five Year Plan) are enumerated below:

(1) The problem of tribal development has reached a crucial stage and has assumed a new significance in the context of high priority accorded to social justice in the new planning effort. The efforts made in the first four Plans have not made much of a dent on this problem. A new strategy to tackle this problem has been worked out. The total national effort has been defined with a view to make the tribal community an equal partner in all facets of national life as early as possible.

(2) Both individual welfare approach and schematic block approach are inappropriate in these areas. An integrated development project will be extended to the entire tribal area in the country. The problem will, however, be different for States which have a tribal majority and for others. The tribal majority states in the North-East are compact viable small units whose plans in effect are plans of tribal development. No separate area development plans for tribals in these States are necessary. Their plans will be taken care of separately.

(3) In other States, the tribal areas will be grouped in compact development project areas for the purposes of planning and execution. These areas will be carved out keeping in view their physical resources, ethnic composition, level of education, economic and social development and such other factors. This work will be taken up as a phased programme. The first priority will be given to those areas which are at the last rung of the economic ladder. Special assistance in the Fifth Five Year Plan will be provided by the Centre for these area development plans. In other areas, the present T.D. programme will be intensified and slowly merged into area development programmes. It will be ensured that general sector resources also flow adequately to these areas.

(4) All programmes which help in minimizing the incidence of exploitation like marketing, credit, supply of consumer goods will be given the highest priority. Programmes which help in building up inner strength of the local community like education and health will also get a higher priority. Economic development programmes will be formulated keeping in view the special requirements of the area.

(5) The Tribal Development and Integrated Area Development programme, however, need some explanation. The present schematic T.D. programme will slowly have to be converted into area development programme. As and when area development programmes are ready, the grant in the form of *ad hoc* T.D. alloactions will cease to flow. Thus, slowly, the present T.D. pattern will become a sub-structure of the area development structure and get assimilated into it. As it may take some time before this concept is translated into actual programmes, T.D. assistance will have to be continued in the present form for transitional period.

(6) Certain anomalies in the T.D. programmes will have to be removed even in this transitional phase. There are 263 additional blocks which have more than 50 per cent tribal population. They will have to be covered by this programme, unless they become part of an integrated area development project. A Stage IV will also be added to all those T.D. Blocks which will be completing their Stage III during the Fifth Five Year Plan period. This again will apply to those T.D. Blocks which do not get absorbed in an area development project. The total allocation in Stage II for the five year period at present is Rs. 5 lakhs only as against Rs. 10 lakhs both for Stage I and Stage III. This anomaly will be removed by raising the allocation for Stage III also to Rs. 10 lakhs.

(7) It will be necessary to spell out the role of the Ministry of Home Affairs in case of integrated development schemes and particularly in respect of extremely backward areas as their problem is urgent. In any State 10 per cent to 20 per cent of the tribal areas can be said to constitute the hard core of backward regions. Adequate outlay for the integrated development schemes for these regions will be necessary. Bulk of the resources will be found from various schemes outlined earlier to be implemented by different Departments. The resources will be made available to the development agency by the concerned Departments and coordination for flow of resources will be done at the central level by the Ministry of Home Affairs. As the main responsibility of the development of extremely backward areas will be that of the Ministry of Home Affairs, a provision for nucleus money will have to be made in the Plan of the Ministry of Home Affairs.

Approach to the Fifth Five Year Plan

2.26. It has been stated in the Planning Commission Document entitled 'Approach to the Fifth Plan (1974-79)' that most of the Welfare programmes, in the absence of adequate financial backing and organisational support, have had little impact on the poverty.

educational backwardness and social disabilities of backward classes. Allocations under welfare of backward classes, which were meant to be supplementary to the outlays in the general sectors of development, have, in fact, substituted the latter. Not infrequently, while programmes and policies are advocated on behalf of the poor, they are not the actual beneficiaries. The benefits often do not reach those for whom they are intended. In the case of area based programmes such as the tribal development blocks, which have been taken up since the Second Five Year Plan, the impact has not been satisfactory on account of limited areas covered and the absence of substantial investment on such programmes as minor irrigation, development of communications and electrification.

2.27. It has been further stated that in the Fifth Five Year Plan, the strategy of development of backward classes places greater emphasis on the role of the general sector in providing major developmental programmes. The public consumption programmes specially in regard to minimum needs, will evolve eligibility conditions which will give high priority to Scheduled Castes, Scheduled Tribes and nomadic tribes. Programmes of the general sector, which include agriculture, land reforms, village and small scale industries, training programmes for employment in semi-skilled professions, and communications will accord high priority to development of backward classes. Education, economic development and social legislation programmes will be directed toward improvement in the quality of life of these communities, enabling them over a period of time to reach reasonable levels of development.

2.28. It has also been stated that in the past, the benefits of development both in the general sector and especially in the backward classes sector have not percolated to the lower sections of these communities. It has become necessary to identify the more backward among the backward classes with a view to taking to them programmes covering economic development and the minimum needs.

2.29. It has also been stated that in the past, research programmes in the welfare of backward classes sector have laid greater stress on tribal problems. The problems of Scheduled Castes and denotified tribes have tended to be neglected. In the Fifth Five Year Plan, research would be sponsored in a systematic way concerning the problems of these communities also. Training programmes implemented so far were meant for the personnel working among tribals at district and block levels. In the Fifth Five Year Plan, personnel would have to be trained to deal with specific problems of these communities such as social disabilities of Scheduled Castes and denotified tribes.

Flow of funds from the General Sector to Backward Classes Sector

2.30. The Committee on Plan Projects (1969) has observed in its Report that:—

“Although the attention of the State Governments has been repeatedly drawn to the fact that the special provision in the Plan for the Scheduled Tribes and other backward communities is not in lieu of the provision in the general development programme but is intended to supplement it, the Team notes with regret that no conscious attempt has been made by any of the State Governments, with the solitary exception of Andhra Pradesh, to ensure that the tribals receive a reasonable share of the benefits from the general development programme to which they, as citizens of the State, are legitimately entitled.”

2.31. The Committee on Untouchability, Economic and Educational Development of the Scheduled Castes (Elayaperumal Committee) has observed in its Report that:

“The Committee is convinced that it is necessary to establish at the State level a small Cell in the Directorate of Social Welfare to keep a constant watch and review the orders issued by the Government to the development department for earmarking of funds and their proper utilisation for the benefit of Scheduled Castes. Such earmarking and reservation should be built into the procedures for operations of various schemes and the performance of the various departments in respect of such reservation of earmarking must be inspected periodically by the Cell.”

2.32. The Parliamentary Committee on the Welfare of Scheduled Castes and Scheduled Tribes desired to know whether any funds have been spent out of the general development programmes for the welfare of Scheduled Castes and Scheduled Tribes, both in the Central as well as the State Sectors. The Planning Commission, in a note furnished to the Committee, have stated that in the Second Five Year Plan, Special Multipurpose Blocks were started which received funds from the Community Development Blocks. At stage I, the Community Development Blocks contributed Rs. 12 lakhs per block for five years and Rs. 5 lakhs per block for five years during stage II. In the Third Five Year Plan, the same pattern of contribution from Community Development was made. Community Development Blocks contribution is, however, confined to only stages I and II of Tribal Development Blocks. In the Fourth Five Year Plan six pilot projects were started in tribal areas of Andhra Pradesh, Bihar, Madhya Pradesh and Orissa on which Centre provided Rs. 1.50 crores per project for 1972-73 and 1973-74 for agricultural programmes. The Ministry of Agriculture are responsible for imple-

menting the programmes. It has been further stated that the details of the outlays and expenditure on the flow of funds from other general sectors to tribal areas are not available.

Participation in the Schemes formulated by other Ministries|Departments

2.33. The Elayaperumal Committee (1969) has observed in its Report that "....the Social Welfare Department at the Centre and in the States must participate actively in the formulation of the schemes of other Departments|Ministries." When this question was raised during evidence, the representative of the Department of Social Welfare (now Ministry of Home Affairs) has stated that it is very difficult to participate in everyone of the schemes which other Ministries formulated. The Department of Social Welfare has been associating with the Ministries for the schemes meant for the Scheduled Castes and Scheduled Tribes. He has further stated that:—

"The Department is actively associated with the formulation of the plans of the other Ministries, particularly those sectors which concern Scheduled Castes and Scheduled Tribes. How deeply involved are we in the formulation of the plans? To begin with let me give an example of the plans of education. There is the biggest gap in the education of the Scheduled Castes and Scheduled Tribes. In the formulation of the education plan we suggested that we may have separate funds for filling up the gaps in the areas and the strata of the society but the Education Department put forward the argument that their plans cover the removal of all the backlog. They said it should have 100 per cent coverage. We are quite satisfied for the provision is made in education plan for attaining those objectives and some machinery is set up to see that that is actually done. We are at that stage at the moment. I believe nothing more is possible in that sort of planning at this stage. Later on when the plans are broken down in areas, regions, etc., then we must have a really good reporting agency. Firstly we may start with the areas which are backward. We must keep a watch how far the areas have been provided with schools. The education plans will be according to the schedule. Then the only other problem will be whether the people are availing of the school facility. We have to work out a fairly detailed method of reporting as well as certain amount of inspection and control."

2.34. The Committee have been further informed during evidence that unlike Scheduled Tribes, the Scheduled Castes inhabit in mixed

areas and are mostly interspersed with the population. Every effort is made through effective coordination with the concerned Ministries and Departments of the Government of India at the Central level and correspondingly by the Commissioner at the State level to obtain resources from that particular Department/Ministry for the Scheduled Castes who are generally interspersed with general population.

2.35. The representative of the Planning Commission has, however, admitted during evidence that the benefits of the Plan activities have not been going to the Scheduled Castes and Scheduled Tribes as expected. The Planning Commission is deeply concerned with this and has been trying to find out ways and means as to how the benefits could flow to them in relation to their requirements.

Imbalances in Development

2.36. The Committee on Plan Projects (1969) has observed in its Report that, "It is now generally recognised that there is a marked imbalance in development among the tribal communities." When this question was raised during evidence, the representative of the Department of Social Welfare (Ministry of Home Affairs) has stated that the Department is aware that the benefits are derived from the various schemes in a very uneven manner in different groups. There are many Scheduled Castes and Scheduled Tribes who do not have primary education even today. This matter is being gone into on the administrative as well as political level. The extremely backward people have to be demarcated and efforts made to bring them at par with others. Explaining the position further, the representative of the Department of Social Welfare has stated that:

"My own thinking is we can certainly say 25 per cent of the Scheduled Castes can be treated as exceptionally backward groups and people who have not got even post-primary stage. You cannot treat them with those who are preparing for IAS. Unless this group is attended to, this will be extremely backward. How to deal with them and how to give additional assistance, we are trying to evolve some method out of it."

Magnitude of Investment

2.37. The Committee have been informed during evidence that the problems are so vast and the resources are so meagre that every effort has to be made to maximise the resources which are going in for solving these problems. Generally, in a country like India, highest priority is attached to productive investment, i.e. investments which produce goods and materials. Then come social services, health, education, etc. and then comes the correlation among

the social services, i.e. removal of inequalities. In the earlier Plans, the Government thought that the disability of the backward classes could be improved by their economic improvement. Therefore, the first point that the Government has tried to emphasise in the preparation of Fifth Five Year Plan is that the Scheduled Castes and Scheduled Tribes should get their full and legitimate share out of the general development investment. Clarifying the position further, the representative of the Department of Social Welfare has stated that:—

“Some method will have to be devised by which the Scheduled Castes and Scheduled Tribes who form about 22 per cent of the population, get at any rate not less than 22 per cent of the development investment made in their sector. There are various ways suggested like earmarking funds, better vigilance on the part of Government in activities, better method of reporting on investments made. All those are matters of detail. Until we perfect that method of vigilance and reporting and pulling up shortfalls in investment made in the general development schemes, we will never be able to solve the problem. That is more or less the conclusion of this Department.”

2.38. The Committee have noted that in the First, Second, Third and Fourth Five Year Plans, the percentage of Backward Classes Sector outlay to the total outlay in the Public Sector was to the extent of 1.63, 1.87, 1.52 and 0.90, respectively. The Committee have been informed that an investment of the order of Rs. 200* crores for Scheduled Castes and Rs. 250 crores for Scheduled Tribes is envisaged for the Fifth Five Year Plan, as mentioned in the document, ‘Social Welfare in the Fifth Five Year Plan’ prepared by the Department of Social Welfare. Taking into consideration the population of Scheduled Castes and Scheduled Tribes, which is 21.54 per cent of the total population of the country and the vast problems facing them, the Committee feel that investments of a much higher order are necessary to bring about a substantial improvement in their socio-economic conditions.

2.39. The Committee are unhappy to learn during evidence from the representative of the Planning Commission that “the benefits of the Plan activity have not been going to the Scheduled Castes and Scheduled Tribes.” The Committee would attribute this state of affairs to defective planning, lopsided allotment of priorities, inadequate financial backing and organisational support, inordinate

*This figure includes Rs. 8 crores for Denotified, Nomadic and Semi-Nomadic Tribes.

delay in the sanction of schemes and their poor implementation and inappropriate and uncoordinated policies and actions, etc. The Committee urge that immediate corrective measures should be taken so that the welfare schemes for the Scheduled Castes and Scheduled Tribes envisaged for the Fifth Five Year Plan are not hampered.

2.40. The Committee regret to find that in the earlier Plans, the allocations under welfare of backward classes, which were meant to be supplementary to the outlays in the general sectors of development, have, in fact, substituted the latter. They, however, note that in the Fifth Five Year Plan, the strategy of development of backward classes places greater emphasis on the role of the general sector in providing major developmental programmes. To achieve this end, the Committee would like to endorse the views of the Elayaperumal Committee that "The Social Welfare Department* at the Centre and in the States must participate actively in the formulation of the schemes of other Departments/Ministries." The Committee feel convinced that this would help other Departments/Ministries to understand the problems of Scheduled Castes and Scheduled Tribes and make them conscious of the need for providing programmes for the welfare of Scheduled Castes and Scheduled Tribes out of the general development funds.

2.41. The Committee would also like the Planning Commission to devise a machinery or an Authority to supervise and ensure that the benefits intended to flow to the Scheduled Castes and Scheduled Tribes from the general sector funds do actually flow for the welfare of these communities. Such machinery or Authority should also evaluate from time to time the extent of actual flow of benefits to Scheduled Castes and Scheduled Tribes from the general sector funds, both with a view to rectify the defaults in time and also to augment the provisions for the welfare of Scheduled Castes and Scheduled Tribes in the light of the experience gained.

*Now the Ministry of Home Affairs at the Centre.

CHAPTER III

CENTRALLY SPONSORED SCHEMES

A. Post-Matric Scholarships

3.1. It has been stated that the Centrally sponsored scheme of Post-Matric Scholarships was instituted by the Government of India in the year 1944-45 for the Scheduled Castes and was extended to the Scheduled Tribes in the year 1948-49. Till the year 1958-59, the scholarships were awarded by the then Ministry of Education who were controlling this scheme. From the year 1959-60, the work relating to the calling for of applications, their scrutiny and actual sanction and disbursement of scholarships to the candidates was transferred to the State Governments and Union Territory Administrations mainly with a view to avoiding delays.

3.2. Under the existing regulations, all Scheduled Tribe students receiving post-matric education in the recognised institutions are eligible to receive these scholarships without any means or merit tests. However, in the case of Scheduled Caste students, there is a liberal means test whereby those students whose parents/guardians' income is less than Rs. 500/- p.m. are eligible to get these scholarships.

In order to give more incentive to meritorious students belonging to Scheduled Castes and Scheduled Tribes, the rates of maintenance allowance under the scheme have been increased by 50 per cent in the case of those scholarship holders who secured first division or at least 60 per cent marks in the last qualifying examinations.

3.3. Since 1944-45, there has been considerable growth of this scheme and the number of beneficiaries which was 114 in that year has now increased to over two lakhs during the year 1971-72. The expenditure on the scheme is now more than Rs. 10 crores per year. The level of expenditure reached during the year 1968-69 now stands committed to the States' non-Plan budgets and the expenditure over and above that level is borne by the Government of India. It has been stated that although a sum of Rs. 11 crores has been provided in the Fourth Five Year Plan for this purpose, this provision will be increased to meet the demand of all eligible students. According to the current estimates, the expenditure by the Government of India on this scheme may be around Rs. 18 crores during the Fourth Five

Year Plan. It is expected that by the end of the Fourth Five Year Plan period, the beneficiaries under the scheme would exceed the figure of 2.5 lakhs per annum.

3.4. The outlay provided by the Government of India for these scholarships to States/Union Territory Administrations during 1972-73 is stated to be as under:—

	Amount (in lakhs of Rs.)	Likely Benefi- ciaries
Scheduled Castes	386.87*	1,95,000
Scheduled Tribes	75.35*	35,000
	<hr/> <u>462.22</u>	<hr/> <u>2,30,00</u>

*Excludes committed share of the States/Union Territory Government.

3.5. During the debate on the Nineteenth Report of the Commissioner for Scheduled Castes and Scheduled Tribes held in Lok Sabha on the 21st November, 1972, the Prime Minister observed that there had been a demand to increase the quantum of scholarship. This was a justified demand and the quantum of scholarship would be increased.

3.6. It has been further stated in the Annual Report of the Ministry of Home Affairs (1972-73) that the Government of India has since decided to increase the rate of these scholarships. The details of the rates are now being worked out and it is hoped that a decision will be taken shortly. In the Fifth Five Year Plan prepared by the Department of Social Welfare, it has been stated that, "It is also proposed that the scholarship rates will be brought on par with the National Scholarship Scheme. The requirement under this head will be Rs. 21 crores in the Fifth Plan Period."

3.7. Asked during evidence whether there was any proposal to treat the entire expenditure on Post-Matric scholarships as non-Plan committed expenditure of the Central Government, the representative of the Department of Social Welfare has stated:

"There is no proposal to make the entire post-matric scholarship expenditure as committed expenditure. That is because the Finance Commission gives award and the case of each State is built up on a number of factors, including this factor. We expect the Finance Commission will give such a award that the State Governments will be in a position to meet the committed expenditure."

3.8. The Committee need hardly stress that education is the most effective instrument in raising the social and economic status of the Scheduled Castes and Scheduled Tribes. To bring the Scheduled Castes and Scheduled Tribes educationally at par with other sections of the society, the Committee feel that more and more Scheduled Caste and Scheduled Tribe students should be encouraged to take advantage of the scheme of Post-Matric scholarships.

3.9. The Committee suggest that the question of increase in the quantum of scholarship should be settled immediately, as the Scheduled Caste and Scheduled Tribe students are facing financial difficulties in view of the enormous increase in the cost of living.

3.10. The Committee also urge that the scheme of Post-Matric Scholarships should be reviewed by Government/Planning Commission in its entirety, more particularly with a view to (i) linking the quantum of scholarship with the rising cost of living; and (ii) to ensure payment of scholarship amounts to students at the beginning of the academic session, so that the objective of this scheme is fully and effectively realised.

B. Girls Hostels

3.11. It has been stated that the need for providing hostels for girl students belonging to Scheduled Castes and Scheduled Tribes studying at middle and secondary stages was initially felt towards the end of the Second Plan period. Accordingly, a provision of Rs. 20 lakhs for giving grants-in-aid for construction of hostels for grants-in-aid for hostels in the tribal areas was made in the Central Sector of the Third Five Year Plan.

3.12. In the beginning, the scheme was primarily intended for Scheduled Caste and Scheduled Tribe girl students in middle and secondary stages of education and hostels were opened in rural and semi-rural areas. A review of the scheme was made during the year 1970-71. It was observed that the scheme could not make much headway as the local authorities/non-official organisations were reluctant to take advantage of the scheme under the existing terms and conditions prescribed for its implementation. The Central Government, have, therefore, made certain changes in the pattern of the scheme which are given below:—

- (1) The State Government have now been allowed to construct hostels for Scheduled Caste and Scheduled Tribe girls studying in college and University stage of education.

- (2) Hostels can now be constructed at any place where the concerned educational institutions are situated, keeping in view the concentration of Scheduled Caste and Scheduled Tribe population in a particular place/area where the educational facilities for girls are inadequate.
- (3) Financial assistance is now available for construction of new hostels both in the case of Scheduled Tribes as well as in the case of Scheduled Castes.
- (4) Financial assistance is also given for setting up of a small library.
- (5) Voluntary Organisations are now required to contribute only upto 10 per cent of the total approved cost instead of 25 per cent prescribed earlier.

During the Fourth Plan period, a provision of Rs. 200.00 lakhs has been made for this scheme. During the first three years, 1969-70, 1970-71 and 1971-72 of the Fourth Five Year Plan, Rs. 30.50 lakhs, Rs. 41.17 lakhs and Rs. 39.67 lakhs (anticipated expenditure) respectively have been spent on this programme. The provision for 1972-73 is Rs. 41.95 lakhs.

3.13. Asked whether the changes made in the pattern of the scheme have made any impact on the working of the scheme, it has been stated in a note furnished to the Committee that the changes in the pattern of the scheme have been made only recently and their impact is being watched.

3.14. Asked whether it is a fact that funds allotted for the construction of hostels for Scheduled Castes and Scheduled Tribes are often diverted by State Governments to other heads of expenditure and some times this is done with the approval of the Government of India, the representative of the Department of Social Welfare has stated during evidence that such diversions are not generally allowed. However, in the matter of construction of girls hostels, some State Governments expressed their inability to utilise the funds allotted for the purpose. So, in a few cases, modifications had to be agreed to. Otherwise, the funds would very likely have lapsed. Giving examples of such modifications, the representative of the Department of Social Welfare has stated that in the case of Haryana, an allocation of Rs. 50,000 for the construction of girls hostel was diverted to the head 'Pre-Examination Training Centre'. In the cases of West Bengal and Kerala, diversions had also been agreed

to. In reply to a question, the representative of the Department of Social Welfare has stated that:—

“Our approach has been not to build exclusive hostels for Scheduled Castes and Scheduled Tribes. Wherever we can find seats in general hostels for Scheduled Castes and Scheduled Tribes, we would like to finance accommodation of such boys and girls in existing general institutions. In fact, in our 5th Plan approach paper, it is proposed that both at the pre-matric and post-matric level, we should not build exclusive hostels for these communities but finance a certain percentage in the existing general hostels.”

3.15. The Committee would like to emphasise that setting up of hostels is an important step in the direction of promotion of educational facilities among Scheduled Caste and Scheduled Tribe girl students. They are, therefore, unhappy to learn that the scheme for the construction of girls hostels has not been able to make much headway. The Government and the Planning Commission should keep a constant and vigilant watch on the working of this scheme and take immediate remedial measures as soon as any deficiencies are noticed.

3.16. The Committee regret to note that the funds allocated for the construction of girls hostels are often diverted to other heads of expenditure by the State Governments and this has sometimes been done with the approval of the Government of India. The Committee are strongly of the view that such diversions should not be allowed at any cost and the funds allocated should be actually utilised by the State Governments for implementation of this scheme.

3.17. The Committee welcome the new approach of the Government to finance a certain percentage of accommodation in the general hostels, both at the pre-matric and post-matric levels, for the Scheduled Caste and Scheduled Tribe students. The Committee recommend that Government should ensure that accommodation for Scheduled Caste and Scheduled Tribe students is reserved in all general hostels in the country, both at the pre-matric and post-matric levels, in proportion to the population of the Scheduled Castes and Scheduled Tribes in each State and Union Territory respectively in which a hostel may be situated. The entire expenditure on accommodation (including boarding and lodging) so reserved for Scheduled Caste and Scheduled Tribe students should be financed by Government. The Committee would like the Government to work out the details of such a scheme and to intimate the same to the Committee.

C. Pre-Examination Training Centres

3.18. It has been stated that the Government of India constituted the scheme of Pre-Examination Training Centres with a view to improving the representation of Scheduled Castes and Scheduled Tribes in the State and Central Services. The Centres located at Allahabad and Madras are imparting training to the persons belonging to these communities to enable them to appear in the I.A.S., I.P.S. and Allied Services Examinations held by the Union Public Service Commission, every year. The Government of India meets the entire expenditure on the scheme. The students belonging to these communities living in any part of the country can seek admission in these Centres.

3.19. The Centre at Madras has trained 42, 34 and 27 candidates during the years 1966-67, 1967-68 and 1968-69, respectively. Out of them five candidates have been selected for Central Services. During the year 1969-70, Madras Centre trained 22 candidates and five (including four ex-trainees) qualified for the I.P.S. of Central Services. During the year 1969-70, out of 59 trainees of the Allahabad Centre, three qualified for the I.A.S. and 23 (including 12 ex-trainees) for the I.P.S. and Central Services.

3.20. It has been further stated that in the year 1967-68, it was decided to start training courses for entry into State Civil and Subordinate Services and Subordinate Services of the Central Government etc. At present such centres are working in the States of Andhra Pradesh, Bihar, Gujarat, Haryana, Kerala, Madhya Pradesh, Maharashtra, Mysore, Orissa, Punjab, Rajasthan, Uttar Pradesh, West Bengal and Delhi.

3.21. During the Fourth Five Year Plan, a provision of Rs. 100.00 lakhs has been made for the scheme. The actual expenditure during the years 1969-70 and 1970-71 was Rs. 8.97 lakhs and Rs. 12.75 lakhs respectively. The Plan outlay for 1971-72 is Rs. 18.95 lakhs and it is estimated that the expenditure will be within the allocation made. For the year 1972-73, an amount of Rs. 22.05 lakhs has been provided for this scheme.

3.22. Asked whether any review has been made of the working of the Pre-Examination Training Centres, the Committee have been informed during evidence that a special review had been made in September, 1971 by a Seminar-cum-Workshop. In fact, the working of the existing Pre-Examination Training Centres is being constantly reviewed. The idea is to make the existing Centres basically result-oriented.

3.23. In reply to a question, it has been stated that the recommendations of the Seminar-cum-Workshop cover various aspects of the working of the Pre-Examination Training Centres and Coaching-cum-Guidance Centres. These have been forwarded to the State Governments and other concerned authorities for appropriate action. The most important recommendation regarding the Pre-examination Centres was to make the courses broad based so that candidates may be trained for more than one competitive examinations. The employment opportunities available in the Public Sector Undertakings like the L.I.C. and the Nationalised Banks were also to be covered by the training courses run by the Pre-examination Training Centres. For this purpose, examination papers from certain Nationalised Banks and LIC were obtained and furnished to the Pre-examination Training Centres for drawing up suitable training courses. For drawing up an aptitude test for selecting candidates for various examinations, a Committee has been appointed and its report is awaited.

3.24. As regards Coaching-cum-Guidance Centres, the Ministry of Labour and Employment have been requested to improve the working of these Centres in the light of the recommendations made by the Seminar. The question of expansion of the scheme during the Fifth Five Year Plan will also be considered.

3.25. The Committee have been informed during evidence that it has been decided to set up three more Centres where residential, in addition to tuition, arrangements will be made available to the candidates appearing in the examinations for all-India Services. In reply to a question, the representative of the Department of Social Welfare has stated during evidence that most of the Scheduled Caste and Scheduled Tribe candidates fail in *viva voce* test. Certain steps have to be taken to improve the situation. For this purpose, mock interviews will be held to give them confidence. The idea is to give them 30 to 35 mock interviews before they appear before the U.P.S.C.

3.26. The Committee have been informed during evidence that the Department of Social Welfare will like every Pre-Examination Coaching Centre, particularly meant for all-India Services, to have their hostels in the campus of the University. The Government is trying to set up the new Pre-Examination Centres in the campuses of the Universities e.g. the Government is trying to set up a Centre at Patiala in the Campus of the University. The Vice-Chancellor has already ~~to~~ the proposal.

3.27. Two Study Groups of the Committee have visited some of the Pre-Examination Training Centres at Calcutta, Ranchi, Allahabad and Bhopal, etc. and held discussions with the officials there.

The Study Groups observed that at several Centres seats remain vacant and that the hostel facilities were not available. Representations were made to the Study Groups by the students that hostel facilities should be provided to them. In some of the Centres, there were no arrangements for providing coaching on some of the optional subjects which were included in the curricula of the competitive examinations. It was also observed that the rates of scholarships varied from State to State. The honoraria paid to the lecturers were also inadequate. The results of some of the Centres were also not up to the mark.

3.28. The Committee have no doubt that the Pre-Examination Training Centres can go a long way in improving the representation of Scheduled Castes and Scheduled Tribes in the Central as well as State Services. They note that the working of the Pre-Examination Training Centres was reviewed by a Seminar-cum-Workshop in 1970. The Committee would like to stress that constant endeavours should be made to make these Centres basically result-oriented.

3.29. The Committee would further stress that courses of study taught at these Centres should be made broad-based so as to bring, besides the examinations conducted by the Union and State Public Service Commissions, examinations held by the Nationalised Banks, Life Insurance Corporation, Public Sector Undertakings, etc. within their purview. The Committee also suggest that special arrangements should be made to give the students training in confidence-building so that they may perform well in viva voce tests.

3.30. The Committee also recommend that such Centres should be established in all the State and Union Territory Capitals, preferably in the Campus of a University, where both residential and tuition facilities are available to the students.

3.31. The Committee further suggest that these Centres should maintain a close liaison and coordination with the recruiting authorities so that suitable training programmes could be started well in time.

D. Tribal Development Blocks

3.32. It has been stated that the objective of the Tribal Development Programme is the intensive development of the tribal areas. Tribal Development Blocks constitute the most important economic programme for the Scheduled Tribes, in the Central Sector of the Backward Classes Plan. These Blocks are based on the pattern of Community Development Blocks, and are designed to bring about rapid improvement in the economic and social standards of the

tribal people by selecting specially under-developed compact areas for multisided development.

3.33. 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 (now Ministry of Home Affairs) 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. The Heads of Development in respect of the funds provided by the Department of Social Welfare (now Ministry of Home Affairs) are as follows:—

stage—I	stage—II	stage—III	Rs. in lakhs
Vehicles	0.50	0.25	
Project Office and Personnel	1.50	0.75	
Economic Development	4.80	2.40	10.00
Communications	2.00	1.00	
Social Services	1.20	0.60	
TOTAL	10.00	5.00	10.00

3.34. It has been decided not to open any new T.D. Block during the Fourth Five Year Plan, particularly because a new stage in State-III has been introduced to the existing T.D. Blocks.

The State-wise distribution of T.D. Blocks has been stated to be as follows:—

S. No.	State/U.T.	No. of T.D. Blocks started during				
		II Plan	3rd Plan	1968-69	4th Plan	Total
1	2	3	4	5	6	7
1	Andhra Pradesh	4	20	..	..	24
2	Assam	7	40	2		49
3	Bihar	8	51	4	..	63
4	Gujarat	3	50	..		53
5	Kerala	..	1	..		1
6	Madhya Pradesh	10	107	9		126
7	Maharashtra	4	40	..	..	44

1	2	3	4	5	6	7
8	Nagaland	.	..	9	2	4
9	Orissa	.	4	62	9	75
10	Rajasthan	.	1	13	4	18
11	Tamil Nadu.	.	.	2	..	2
12	Dadra and Nagar Haveli			2	..	2
13	Himachal Pradesh			..	2	2
13	Himachal Pradesh	.	..	7	..	7
14	Manipur	.	Blocks re-organised and 20 Sub-Blocks started			20
18	Tripura	.	1	4	..	5
(including 20 Sub-Blocks)						504*

3.35. For the Fourth Five Year Plan, a provision of Rs. 3,250.00 lakhs has been made for this scheme. The actual expenditure during the years 1969-70 and 1970-71 was Rs. 683.55 lakhs and Rs. 618.98 lakhs, respectively. The Plan outlay for 1971-72 is Rs. 607.25 lakhs. For the year 1972-73, an amount of Rs. 640.25 lakhs has been provided for this scheme, the details of which are given below:

(Rs. in lakhs)

(i) 4 Blocks in Stage I @ Rs. 2 lakhs per block	.	8.00
(ii) 370 in Stage II @ Rs. 1 lakh per block	.	370.00
(iii) 110 Blocks in Stage III @ Rs. 2 lakhs per block	.	220.00
(iv) Ad hoc T.D. Blocks in Mysore	.	4.00
(v) 20 Sub-Blocks in Manipur at flat rate of Rs. 1.20 lakhs/per Sub-Block per annum	.	24.00
(vi) Special areas projects in U.P.	.	4.25
(vii) Development of Pockets of Tribal Concentration in West Bengal	.	10.00
TOTAL	.	640.25

3.36. The Committee on Plan Projects (1969) have observed in their Report that it would be idle to expect any significant progress in the development of T.D. Blocks if the bulk of the provision meant for development is absorbed by way of expenditure on staff. The

*Besides these T.D. Blocks, there are 16 Sub-Blocks in West Bengal, 6 *ad hoc* Blocks in Mysore and two Area Projects in Uttar Pradesh, Four new T. D. Blocks started during 1970-71 as a special case in Nagaland.

Committee desired to know the percentage of expenditure on staff *vis-a-vis* the expenditure on development in T.D. Blocks. The Department of Social Welfare has stated in a note furnished to the Committee that all establishment|administrative charges have been committed to the States' non-Plan budgets so that in Stage III, available Plan resources are primarily utilised to consolidate the intensive development efforts. However, not more than 5 per cent of the Centrally allocated funds may be utilised for (i) special additional staff (ii) special pay and allowances for staff and (iii) purchase of vehicle, if one does not already exist. The Government of India do not propose to lay down a rigid schematic budget for the funds allocated for T.D. Blocks. The State Governments have already been intimated that top priority should be given to agriculture and soil conservation. In order that the States may have latitude in allocation of expenditure between the five heads viz. vehicles, personnel, economic development, communication and social services, the Government of India agree that they might reappropriate funds between these heads subject to the following rules, namely:—

- (i) At least Rs. 4,80,000 should be spent on schemes of economic development;
- (ii) Money for drinking water wells may be found from any head;
- (iii) If any amount is spent from C.D.|T.D. funds on education, 90 per cent should be on Scheduled Tribes; and
- (iv) Out of C.D. grants or loans also, as large amount as possible, should be spent on the weaker sections of the community.

3.37. The Committee have received many complaints during their tours that Tribal Development Blocks have not been started in many areas which were predominantly inhabited by Scheduled Tribes. Asked about the reasons therefor, the Department of Social Welfare has stated in a note furnished to the Committee that the proposals for the Fifth Five Year Plan include a scheme to cover all those tribal areas which have more than 50 per cent concentration of tribal population by Integrated Area Development Programmes. It will be possible from 1971 Census data, to identify Talukas with more than 50 per cent tribal population. For area development programmes, larger contiguous areas having similar problems will have to be demarcated. This is being attempted as part of the advance action for the Fifth Five Year Plan.

3.38. The Minister of Education and Social Welfare has stated in Lok Sabha during the debate on the 19th Report of the Commissioner for Scheduled Castes and Scheduled Tribes that in regard to the tribal areas, the Department of Social Welfare has worked out certain proposals to ensure that adequate flow of general sector resources is available for the tribal areas. The Planning Commission and the various Central Ministries concerned are applying their mind to this. The Committee desired to have the details of the specific proposals in this regard. In a note furnished to the Committee, the Department of Social Welfare has stated that in pursuance of the proposals included in the draft Fifth Five Year Plan, the Education Minister has written to all the State Governments to prepare integrated area development programmes for all those areas which have got 50 per cent tribal concentration. Special schemes are also to be prepared for other isolated tribal communities. The Education Minister has also addressed all the concerned Central Ministries to specially provide for programmes in the tribal areas. An inter-departmental group under the Chairmanship of Adviser (PA) in the Planning Commission has been formed to discuss with each Ministry ways and means to ensure flow of funds to tribal areas from general sectors of development. Also, representatives of Social Welfare Unit which handles Tribal Development participated in the relevant Steering Group and Task Force set up for Fifth Plan formulation meetings to bring to focus the problems of tribal areas and see that schemes for tribal development are included. The Government of Madhya Pradesh have already appointed a Task Force for preparing integrated area development programmes for tribals in that State. Other State Governments are also being persuaded to undertake similar programmes.

3.39. The Committee on Plan Projects (1969) have observed in their Report that:

“While it cannot be denied that much work has been done and considerable sums of money have been spent in the field of tribal welfare during the three Plan periods, it is difficult to assess with any degree of accuracy the success achieved in the implementation of measures formulated for the social and economic advancement of the tribals.”

The Committee desired to have the comments of the Planning Commission on the above observations of the Committee on Plan Projects. In a note furnished to the Committee, the Planning Commission has stated that detailed and carefully planned surveys in tribal areas are necessary for fixing priorities, and preparation of development programmes. A periodical evaluation of programmes

is also called for. In regard to the Scheduled Tribes, the State Governments were requested invariably to conduct socio-economic survey before starting tribal development blocks. Evaluation of some programmes has also been conducted by various Tribal Research Institutes and other organisations. Moreover, in the context of integrated area development programme in general and special programme for specially backward areas and communities, surveys and evaluation have added significance. Identification of specially backward areas and communities is also being taken up.

3.40. The Committee have been informed during evidence that maximum emphasis has been laid on those programmes which help in minimising or eliminating exploitation. Some of the measures are as follows:—

- (1) Free legal aid in all those cases in which land might have been alienated so that the land could be restored again.
- (2) Credit facilities for non-productive purposes.
- (3) Citizens education, especially for Scheduled Tribes.

Pilot Projects

3.41. It has been stated that six pilot projects have been sanctioned under Central Programmes for Srikakulam in Andhra Pradesh, Chakradharpur (Singhbhum) in Bihar, Dantewada and Konta (Bastar District) in Madhya Pradesh, Parlakimedi (Ganjam) and Gunupur (Koraput) in Orissa State. The details of these six projects are as follows:

Place of Project	Name of Agency through which the project is being implemented	Date of registration of the Agency	Funds released		Expenditure reported up to 30-9-1972
			1971-72	1972-73	
(Rs. in lakhs)					
<i>Andhra Pradesh</i>					
Srikakulam	The Girijan Development Agency, Srikakulam	18-1-1972	5.00	20.00	9.90
<i>Bihar</i>					
Chakradharpur (Singhbhum)	The Tribal Development Agency, Chakradharpur	25-1-1972	5.00	16.00	3.32
<i>Madhya Pradesh</i>					
Dantewada (Bastar)	The Tribal Development Agency, Dantewada	14-2-1972	5.00	5.00	0.59
Konta (Bastar)	The Tribal Development Agency, Konta Project, Jagdalpur	14-2-1972	5.00	5.00	0.62
<i>Orissa</i>					
Parlakimedi (Ganjam)	The Tribal Development Agency, Parlakimedi	13-3-1972	5.00	23.50	18.27
Gunupur (Koraput)	The Tribal Development Agency, Gunupur	13-3-1972	5.00	24.00	13.44

Note : Each project has an outlay of Rs. 1.50 crores for the remaining period of the Fourth Plan period. These projects aim at coordinated economic development of areas that are predominantly inhabited by the tribal people. The projects will be started this year for which preliminary action has already been initiated.

3.42. The Committee have been informed that the Projects are being implemented through a society (registered under the Societies Registration Act, 1860) called the Tribal Development Agency, with the District Collector as the Chairman, and other connected district level officers, Member of Parliament and M.L.As. as members. The grants are directly released by Government of India to the Agency. Each Project has a whole time Project Officer of the rank of A.D.M. to ensure coordinated and effective implementation of the various programmes.

3.43. Each project has an outlay of Rs. 1.50 crores for the core programme of economic development of Tribals and Rs. 0.50 crore for arterial roads to open up the Tribal belts during the Fourth Plan period. The core programme of economic development relates to Agriculture, Debt Redemption, Land Restoration, Land Record and Survey, Land Reclamation, Land Development, Soil Conservation Measures, Control of Shifting Cultivation, Minor Irrigation, Horticulture, Development of Animal Husbandry, e.g. Piggery, Poultry, Fisheries and Cattle Development and encouragement of Forest-based Industries, etc. Subsidies ranging between 50 per cent and 75 per cent are available from the Agency funds for the different items of the programme and the balance is expected to come from the beneficiaries who may avail of institutional credit facilities. The cost on communications is to be borne cent per cent by the Agency.

3.44. The approach to the economic problems of the tribals would as far as possible be comprehensive and integrated but there would be enough flexibility in drawing up and execution of the programmes in the different project areas keeping in mind the conditions obtaining in that particular area. Multiplicity of agencies approaching the tribals for various facets of their economic life would be avoided.

3.45. Asked whether there is any proposal to extend the scope of the pilot projects to cover other States, it has been stated in a note furnished to the Committee that these have been taken up as Pilot Projects. After the impact of these Pilot Projects are properly assessed, the question of extending such projects to other areas may be considered.

3.46. The Committee appreciate that Tribal Development Blocks have been started for the intensive development of the tribal areas. They, however, feel that the Tribal Development Blocks have not made much headway as is evident from the recommendations of the Committee on Plan Projects (1968). The Committee feel that a re-thinking is called for on the whole approach to the Tribal Develop-

ment Blocks so that necessary corrective measures may be adopted for the Fifth Plan period to make the results commensurate with the expenditure involved. With this aim in view, the Committee recommend that a detailed and carefully planned survey of the tribal areas should be conducted for identification of the problems and fixing of priorities, so that a comprehensive development programme could be prepared accordingly.

3.47. The Committee are of the view that the 'integrated area development programme,' initiated by the Department of Social Welfare (now Ministry of Home Affairs) is a step in right direction and will help in the intensive development of the tribal areas. The Committee note that a Task Force has already been set up in Madhya Pradesh for preparing integrated area development programmes for tribals in that State. The Committee expect that similar Task Forces will also be set up in other States immediately to do the needful.

3.48. The Committee note that six Pilot Projects have been sanctioned in Andhra Pradesh, Bihar, Madhya Pradesh and Orissa for the coordinated development of areas that are predominantly inhabited by the tribals. Since these Projects have been set up very recently, the Committee would not like to make any comment at this stage. They would, however, like that the results of the Pilot Schemes should be carefully watched, and if they prove encouraging, the question of setting up similar projects in other tribal areas should be considered.

3.49. The Committee would like to stress the desirability of starting Tribal Development Blocks where the population of the tribals is more than 50 per cent.

E. Cooperation

3.50. It has been stated that land and forests constitute the principal assets in tribal economy. These assets could best be exploited for the collective welfare of tribal people through their own cooperative endeavour. In fact this scheme is meant to improve the material conditions of Scheduled Tribes by protecting them from exploitation. Of the basis of the recommendations made by the Working Group on Cooperation for Backward Classes, all the State Governments/Union Territory Administrations have been instructed that the main type of cooperatives to be organised among the Scheduled Tribes should be:

- (a) Service Cooperatives,
- (b) Primary Marketing Cooperatives,
- (c) Forest Labour Cooperatives, and
- (d) Labour Contract and Construction Cooperatives.

3.51. During the Fourth Five Year Plan, a provision of Rs. 250:00 lakhs has been made for this scheme. The actual expenditure during the year 1969-70 and 1970-71 was Rs. 51.55 and Rs. 45.15 lakhs respectively. The Plan outlay for 1971-72 is Rs. 45.30 lakhs and it is estimated that the expenditure will be to the same order. For the year 1972-73, an amount of Rs. 55.00 lakhs (Rs. 35.00 lakhs as grant and Rs. 20.00 lakhs as loan) has been provided for this scheme.

3.52. Attempts were made during the three Five Year Plan periods to develop forest labour cooperatives. The Governments of Gujarat and Maharashtra have taken the lead in this matter.

Further, in order to coordinate and extend financial and technical guidance to the Primaries, Apex Tribal Cooperative Organisations have been set upon the States of Andhra Pradesh, Bihar, Madhya Pradesh, Maharashtra and Orissa. Also the Government of India have constituted a Coordination Committee to coordinate the activities and working of the Tribal Apex Cooperative Organisations in the country to render assistance in organising sales and to provide exchange of views, experience and market intelligence.

3.53. Asked about the reasons for not introducing this scheme for Scheduled Castes also, the Planning Commission in a note furnished to the Committee has stated that historically, the programmes of cooperation have been taken up in tribal areas especially to tackle the problem of indebtedness. Starting with credit societies, they have expanded to cover activities of Forest Labour Cooperatives, Graingola Cooperative Multipurpose Societies, Marketing-cum-Consumer Societies etc. One of the reasons for not taking up the scheme of 'Cooperation' in Backward Classes Sector for the Scheduled Castes is that the regular cooperatives could also take up services for Scheduled Caste members in each area. By the nature of their isolation, tribal cooperatives had to be separately promoted and fostered. Only a few State Governments have undertaken measures for development of cooperatives among Scheduled Castes in the State Plan of the Backward Classes Sector.

3.54. The Committee have been informed that in the proposals for the Fifth Five Year Plan, Cooperation has been given very high priority. It is proposed to cover under this scheme credit for non-productive short term, medium term and long term needs for all purposes. It is also proposed that marketing and supply of essential commodities should be attended to by the same organisation. In the integrated area development programme, it is proposed to stream-line the entire marketing and credit structure to meet the

new requirements. It is necessary that adequate provision is made for this purpose in the Plan and the financing institutions, including the Reserve Bank of India, extends full support and makes suitable changes in their procedures and schemes to accommodate the special needs of the tribal areas.

3.55. Asked whether any evaluation has been made of the working of this scheme, it has been stated in a note furnished by the Planning Commission that the scheme of Cooperation had been evaluated by a Special Working Group set up by the Ministry of Home Affairs in 1961 which submitted its report in 1962. The Study Team on Tribal Development Programmes set up by the Committee on Plan Projects also reviewed the programme in 1969. According to the findings of these reports the programme of Cooperation was not quite successful among Scheduled Tribes for the following main reasons:

- (i) Lack of understanding of the principles of Cooperation on the part of the tribals;
- (ii) Lack of managerial capacity on account of illiteracy;
- (iii) Interference of non-tribals who have vested interests;
- (iv) Lack of credit-worthiness among tribals due to absence of patta rights;
- (v) The relationship between the money-lenders and the tribals are deep rooted and personal. The former extend loan for the asking. The tribals have to go through lot of formalities in obtaining loans from Cooperatives, and they are repelled by these cumbersome procedures;
- (vi) Supervision and control over the societies is not adequate.

3.56. The Planning Commission has made the following suggestions for improving the working of this scheme:

- (i) The working of the Cooperatives should be simplified so that the tribals are able to take active part in their functioning;
- (ii) Financial assistance from the Government or banking agencies to the societies is necessary in order to ensure that they are not starved of funds;
- (iii) There should be provision for giving loans for non-productive purposes also.

3.57. The Committee desired to have the recommendations made by the Working Group of the Planning Commission on Cooperation

for Backward Classes and the action taken thereon. In a note furnished to the Committee, the Department of Social Welfare has stated that the recommendations of the Working Group on Cooperation for Backward Classes together with the guidelines as to the manner in which they should be implemented were forwarded to all the State Governments/Union Territories *vide* Department of Social Welfare letter No. 12/89/65.SCT.III (A) dated the 15th January, 1966 (Appendix II).

3.58. The Committee drew the attention of the Department of Social Welfare to the fact that in the statement indicating physical targets achieved during 1966-67, 1967-68 and 1968-69, nothing has been mentioned against the scheme 'Cooperation' whereas there have been provisions and expenditure against the scheme during all these years. The Committee desired to have a clarification in the matter. The Department of Social Welfare has furnished a note stating that the physical targets were not shown in majority of the cases in the progress reports furnished by the State Governments. Emphasis is made every year on the State Governments to furnish the half yearly reports in time showing financial and physical targets, both proposed and achieved.

3.59. Asked about the position of setting up Apex Tribal Cooperative Organisations in other States/Union Territories, the Department of Social Welfare has stated in a note furnished to the Committee that such Apex Organisations are particularly useful in such States where there is sizeable tribal population depending upon the collection of minor forest produce as a means of livelihood. At present, such tribal areas are already covered by Apex Organisations. Further, a Coordination Committee of the existing Tribal Apex Corporations has also been set up to help in the working of the organisations. There is at present no proposal to organise Apex Corporations in other States/Union Territory Administrations. It has been further stated that the working of the Corporations has been reviewed at the meeting of the Coordination Committee of Apex Tribal Corporations held on 10th July, 1972. A copy of the minutes of that meeting may be seen at Appendix III.

3.60. The Committee visualise that Cooperative Societies can play a vital role in tackling the problem of indebtedness and accelerating the pace of economic progress amongst the tribals. They are, however, pained to observe that the Cooperative movement, for which funds have been made available from Plan to Plan, has not registered the progress expected of it. Nonetheless, the Committee feel assured that 'Co-operation' has been given very high priority in the Fifth Five Year Plan. The Committee urge that the working of the

Cooperative Societies should be reviewed to identify the factors responsible for their poor performance and to suggest such corrective measures as may be deemed necessary to improve the situation, with a view to ensure that the funds being allocated in the Fifth Five Year Plan are gainfully utilised.

3.61. The Committee recommend that Apex Tribal Cooperative Organisations should be established in all those States where there is sizeable tribal population depending upon the collection of minor forest produce as a means of livelihood.

.. 3.62. The Committee urge that, keeping in view the needs and requirements of the Scheduled Castes, similar Cooperative Societies should also be started for Scheduled Castes and necessary funds provided in the Fifth Five Year Plan.

F. Research, Training and Special Projects

3.63. It has been stated that the successive Five Year Plans have provided special programmes for tribal development keeping in view their specific needs and problems. Even though the tribal communities are referred to as a distinct segment of Indian population, it is recognised that there are wide ranging variations in the socio-economic conditions of the tribes themselves. Research into the tribal life, has, therefore, been recognised as one of the essential pre-requisites for evolving plans for the development of tribal communities to make them more meaningful and effective.

3.64. It has been further stated that the main object of this scheme is to promote research in tribal problems and train personnel to work in tribal areas. The research studies provide basic material for formulation and evaluation of policies and programmes undertaken for the welfare of Scheduled Tribes. At present, there are eleven tribal research institutes/centres/bureaus in the country which are listed below:—

- (1) Tribal Cultural Research and Training Institute, Hyderabad.
- (2) Tribal Research Institute, Shillong.
- (3) Tribal Research Institute, Ranchi.
- (4) Tribal Research and Training Centre, Gujarat Vidyapith, Ahmedabad.
- (5) Tribal Research and Development Institute, Bhopal.
- (6) Tribal Research Institute, Poona.
- (7) Tribal Research Bureau, Bhubaneswar.

- (8) Tribal Research and Training Institute, Udaipur.
- (9) Cultural Research Institute, Calcutta.
- (10) Tribal Research Wing, Lucknow.
- (11) Tribal Research Institute, Calicut, Kerala.

3.65. These training institutes impart training to the following functionaries:

- (1) District Social Welfare Officers and other Officers concerned with the tribal welfare programme or working in tribal areas.
- (2) Personnel in Tribal Development Blocks not borne on the strength of the Blocks, such as Officers belonging to Revenue, Forest, Excise and Police Departments.
- (3) Village-level workers in Tribal Areas.

3.66. The expenditure incurred on the running of the nine Institutes (the Tribal Research Institute and the Tribal Research Wing in Kerala and Uttar Pradesh respectively were set up in the Fourth Five Year Plan) during the Third Plan period was Rs. 39 lakhs. All these Institutes are being continued during the Fourth Five Year Plan. During the Fourth Five Year Plan, a provision of Rs. 150.00 lakhs has been made. The actual expenditure during the years 1969-70 and 1970-71 for the running of these Institutes was Rs. 11.99 lakhs and 12.61 lakhs respectively. An allocation of Rs. 12.70 lakhs had been made for the year 1971-72. For the year 1972-73, an amount of Rs. 17.00 lakhs has been allocated for this scheme.

3.67. The Committee drew the attention of the Department of Social Welfare to the fact that there have been huge shortfalls during the years 1966-67 and 1967-68 against the scheme 'Tribal Research and Training' under the Central Sector-Scheduled Tribes. The Committee desired to know the reasons therefor. In a note furnished to the Committee, the Department of Social Welfare has stated that the Tribal Research Institutes were not adequately equipped in the year 1966-67 and, therefore, allocations had to be reduced in the succeeding years. A committee had been appointed to go into the whole question of the structure and functioning of the Tribal Research Institutes which submitted its report in March, 1972. In pursuance of the recommendations of the Committee, a Central Advisory Council for Tribal Research Institutes has been constituted with the following functions:—

"The Central Research Advisory Council for Tribal Research Institutes will coordinate the activities of the Tribal

Research Institutes set up in the country. The Council will provide broad guidance on policy formulation. The Council will also serve as a clearing house for the Tribal Research Institutes, the Central and State Governments and other Research Organisations connected with the tribal problems. The Council will also organise Seminars and Conferences to provide an All India Forum for Research workers. The Council will also undertake such other steps aimed at promoting research on tribal problems."

3.68. The Central Advisory Council has held its first meeting and considered various aspects of Tribal Research in detail and have made several recommendations. A copy of the minutes of that meeting is attached. (See Appendix IV).

3.69. The Planning Commission, in a note furnished to the Committee, has stated that the Study Team on Tribal Research Institutes has examined the question of shortfalls in expenditure and its observation is as follows:—

"The shortfall in expenditure is mainly due to the delay in issuing financial sanctions by the concerned State Welfare Departments. The financial requirements of the Institutes should be screened by the respective Research Advisory Committees and once these are approved by them, the Welfare Department should issue a sanction without any delay".

3.70. Resolution No. 12/5/72-RU dated the 28th November, 1972, giving the composition and functions of the Central Advisory Council by the Government of India is given in Appendix V..

3.71. The Committee have been informed during evidence that the Council's functions are just to be a clearing house of information for all the Research Institutes and to give a sense of direction and purpose for the work which is being done by these Institutes.

3.72. The Committee desired to know the recommendations of the Conference of the Secretaries to the State Governments dealing with the welfare of Backward Classes and heads of Tribal Research and Training Institutes held in Hyderabad in June, 1970 and action taken thereon. The recommendations made by that Conference may be seen at Appendix VI. The Department of Social Welfare, in a note furnished to the Committee, has stated that these recommendations

were forwarded to the concerned State Governments/Tribal Research and Training Institutes for appropriate action. Simultaneously, the Study Team on Tribal Research Institutes set up by the Planning Commission was examining the working of the Tribal Research Institutes in detail and the Study Team also took into consideration the recommendations made by this Conference while drafting their final report. The Study Team has since submitted its report and this has also been forwarded to the concerned State Governments/Tribal Research and Training Institutes.

3.73. A Study Group of the Committee which visited the Tribal Research Institute at Ranchi during February 1972, felt that liaison and coordination between the various Tribal Research Institutes was necessary to coordinate the work being done by various Institutes and avoid duplication in their work. The Study Group noted that at present the Institutes were not in a position to state whether the recommendations contained in their Reports had been accepted/implemented by the State Governments or not. The Study Group felt that the Tribal Research Institutes should be kept informed of the action taken by the State Governments concerned on the surveys and findings of the Tribal Research Institutes on various subjects submitted to them. The Study Group considered it desirable that the Commissioner for Scheduled Castes and Scheduled Tribes should include in his annual reports a resume of all the important recommendations made by the various Tribal Research Institutes and action taken thereon by the State Governments concerned. The reports of the Institutes should also be sent to the Parliament Library for the use of the Members.

3.74. The Committee note that the main object of the scheme "Research, Training and Special Projects" is to promote research in tribal problems and train personnel to work in tribal areas. The Committee need hardly point out that tribal development comprehends in its scope a wide range of activities involving such diverse subjects as agriculture, cooperation, industries, forests, education, health, social anthropology, etc. The Committee are, therefore, of the opinion that to make fruitful studies of all these subjects, the Tribal Research Institutes should be adequately equipped and have the necessary expertise. The Committee also suggest that the observations of the Study Groups of the Committee, as enumerated in para 3.73. above, may be taken into consideration for improving the working of the Tribal Research Institutes.

3.75. The Committee note that a Central Advisory Council has been set up in 1972 to coordinate the activities of the Tribal Research

Institutes. The Committee suggest that the Council may be broad-based by the inclusion of a Tribal Member of Parliament as a non-official.

G. Improvement in the working and living conditions of those engaged in unclean occupations.

3.76. It has been stated that this scheme is composed of two parts viz. (i) improvement in the working conditions of sweepers, scavengers, tanners and flayers and (ii) improvement in the living conditions of those Scheduled Castes who are engaged in unclean occupations or are landless labourers. The financial assistance is provided by the Government of India to the State Governments so that they could give (a) grant-in-aid to municipalities/local bodies for the purchase of hand-carts wheel-barrows, scrappers, gum-boots and other protective devices and (b) subsidy for construction of houses for sweepers, scavengers, tanners and flayers, house-sites to members of Scheduled Castes who are engaged in unclean occupations or are landless labourers.

3.77. Under part (i) of the scheme municipalities in towns having a population of less than one lakh are eligible for grant-in-aid upto 75 per cent of the cost, while for municipalities with a total population of one lakh or more the grant-in-aid is upto 50 per cent of the cost. Under part (ii) of the scheme, Central assistance is given to the State Governments. The pattern of housing scheme is that the total cost of the construction of a house is fixed at Rs. 1200 which can be raised to Rs. 1600 at the discretion of the State Government.

3.78. It has been stated that this programme is only a supplemental one as the long term solution to the problem of scavenging depends upon the conversion of dry latrines into sanitary latrines and measures for improved conservancy and sanitation like septic tanks which come under the general sector programmes. The National Water Supply and Sanitation Programme of the Ministry of Health has already initiated schemes in this direction.

3.79. The Ministry of Health has suggested to the local bodies and municipalities:

- (i) No new buildings should be allowed to be constructed without provision of flush-out latrines;
- (ii) In areas where sewers have been laid, strict enforcement of law for compulsory connection of dry latrines in the existing houses to sewers should be launched: and

(iii) Where sewers are not laid, a special drive should be launched for conversion of dry latrines into flush-out latrines in selected areas by connecting them to local septic tanks or leaching pits.

3.80. It has been further stated that during the Fourth Five Year Plan, a provision of Rs. 300.00 lakhs has been made for this scheme. The actual expenditure during the year 1969-70 and 1970-71 was Rs. 50.91 lakhs and Rs. 59.46 lakhs, respectively. The Plan outlay for 1971-72 is Rs. 61.30 lakhs. For the year 1972-73, an amount of Rs. 62.80 lakhs has been provided for this scheme.

3.81. The Committee noticed that whereas in the year 1966-67, there have been huge shortfalls, in the years 1967-68 and 1968-69, the expenditure has been more than the allocation. Asked about the reasons therefore, it has been stated in a note furnished to the Committee that the progress under Part (i) scheme was not very satisfactory because of the following reasons:—

- (i) Indifference on the part of those for whose benefit the scheme has been devised.
- (ii) Inadequate organisational and financial resources of the local bodies.
- (iii) Inability of the State Government to spur the local bodies into action.

3.82. With a view to achieve better results under the scheme, both part (i) and part (ii) schemes were combined w.e.f. the year 1967-68 as a composite scheme. The State Governments can utilise it in the best manner they choose i.e. they can utilise it for any part of the scheme, irrespective of less or more expenditure on any part of the scheme. This has resulted in achieving better progress and also more expenditure than the outlays during 1967-68 and 1968-69.

3.83. It has been stated in the Nineteenth Report (1969-70) of the Commissioner for Scheduled Castes and Scheduled Tribes that in the previous Report, it has already been pointed out that this scheme which is so simple has not been implemented with the required zeal and care necessary and has not achieved fully the intended goal. A large number of instances of the unsatisfactory working of the scheme have been pointed out in the earlier Reports. Measures have also been suggested for the proper implementation of the scheme. The following recommendations made earlier are reiterated:—

- (i) the State Governments must ensure that the Municipalities/Local Bodies purchase only such implement as may be suitable under the local conditions;

- (ii) grants for purchase of wheel-barrows etc. may be sanctioned for such areas only as have adequate roads and lanes for plying them; and
- (iii) while sanctioning the grants it should be kept in view that the Municipalities/Local Bodies concerned are financially capable to replenish the supply of implements, which become worn out and useless.

3.84. It has been further stated that a working group appointed by the National Commission on Labour in 1967, to study the working and service conditions of sweepers and scavengers in all its aspects and suggest practical steps to be taken to improve their living and working conditions, has also pointed out in their report that in spite of the attempts made so far to eradicate the evil, the practice of headloads of night-soil being carried was in existence. The Committee felt that 'sweepers and scavengers' constituted an important section of the working class who had been denied the benefits of progressive labour legislation. The Committee also felt that as the recommendations of various Committees appointed in this regard had no statutory force, the implementation thereof by various employing authorities was not uniform and generally poor and as such it recommended that the Central Government should undertake a comprehensive legislation regulating their working service and living conditions which should also provide for adequate inspectorate and enforcement machinery. This recommendation of the Committee deserves sympathetic consideration. The Committee also made a number of other observations about the minimum pay, regulation of working hours, weekly rest and holidays to sweepers and scavengers. Matters like the supply of uniforms, protective implements, health, housing and educational facilities, social security etc. were also reviewed by the Committee who suggested various remedial measures which deserve attention of the Government of India and the State Governments.

3.85. The Committee are convinced that no significant improvement in the working and living conditions of those engaged in unclean occupations can be expected unless the whole problem is tackled on a war footing. The Committee expect the Ministry of Home Affairs to realize that these depressed sections of the society, which are the lowest of the low, have to be given a new and fair deal under the Fifth Five Year Plan. The Committee suggest that as a first step in this direction, the Ministry of Home Affairs should ensure that the State Governments spend the allocations provided to them under the scheme entitled "Improvement in the working and living

conditions of those engaged in unclean occupations" and there is no diversion of funds. They further suggest that all allocations made under the said scheme should be tied to the special projects. A high ranking officer in the Ministry of Home Affairs should be charged exclusively with the responsibility to ensure that the Schemes for the welfare of this section of our society are fully implemented.

3.86. The Committee also endorse the observation of the National Commission on Labour made in their Report on the 'Working and Service Conditions of Sweepers and Scavengers' that "the Central Government should undertake a comprehensive legislation for regulating their working, service and living conditions which should also provide for adequate inspectorate and enforcement machinery".

3.87. The Committee would like to emphasise that the first and foremost task for the improvement of the living conditions of those engaged in unclean occupations is the provision of houses and house-sites to them and for this purpose substantial financial assistance is needed. The Committee hope that the question of augmenting the grants-in-aid to the State Governments under this scheme for construction of houses and for giving them to the allottees on hire-purchase basis would be considered. The Committee would like to stress that while constructing houses for those engaged in unclean occupations, it should be ensured that their houses are constructed near their places of work and not outside city limits. All civic amenities should be provided in their colonies. Their houses should be built in colonies inhabited by others so that they may get a chance to mix with the people of other communities.

H. Grants-in-aid to Voluntary Organisations

3.88. It has been stated that grants-in-aid to various Voluntary Organisations to enlist their cooperation in the huge task of ameliorating the conditions of the backward sections of the society, i.e. Scheduled Castes and Scheduled Tribes, Nomadic Tribes and Other Backward Classes' were continued during 1972-73. Working Groups were set up for each of the Organisations which had been receiving grants-in-aid from the Department of Social Welfare on a regular basis, to examine the proposals for grants-in-aid for 1972-73 and make recommendations in respect of each such proposal. The Director General, Backward Classes Welfare, was the Chairman of all the Working Groups and a representative of the Planning Commission was also included in all the Groups as a member. The representatives of the grantee Organisations were also invited to the meetings of the Working Groups.

3.89. The Working Groups made their recommendations in respect of all the proposals which have, by and large been accepted by the Department. As a result of these recommendations, some of the continuing schemes have been modified.

3.90. Grants-in-aid have been sanctioned to various organisations for the following purposes:—

- (i) In respect of the Scheduled Castes, for propaganda and publicity for the removal of untouchability, running of schools and hostels, training in arts and crafts, improvement in the living and working conditions of the sweepers and scavengers etc.;
- (ii) For the Scheduled Tribes, assistance is given for the conduct of Ashram Schools, training of workers, running of schools and hostels, training in crafts and technical training, research work etc.;
- (iii) Assistance has also been given for running a pre-examination training centre for the benefit of the Scheduled Caste and Scheduled Tribe candidates appearing for the All India Services etc. examinations conducted by the Union Public Service Commission.

3.91. The main Organisations which are receiving grants under this Programme are:—

- (i) Ramakrishna Mission
- (ii) Bharatiya Adimjati Sevak Sangh
- (iii) Servants of India Society
- (iv) All-India Women Conference
- (v) Bharatiya Ghumantu Jan (Khanabadosh) Sevak Sangh.
- (vi) Harijan Sevak Sangh
- (vii) Indian Red Cross Society
- (viii) Bhartiya Depressed Classes League
- (ix) Hind Sweepers Sevak Samaj
- (x) Indian Council of Child Welfare.

3.92. It has been stated that the grants are sanctioned to these Organisations subject to certain terms and conditions which the grantees have to accept before the actual release of the grant. These are broadly as follows:—

- (1) The funds will not be used for party, political or anti-Government propaganda. If it is found that this has been

done, future grants will be withheld and those already sanctioned recovered.

- (2) Quarterly progress reports on the schemes undertaken by the Organisations should be submitted in triplicate to the Government of India under intimation to the State Government concerned.
- (3) The Organisation will agree to the occasional visits of the Government officers and consider their suggestions for the progressive working of the schemes.
- (4) The Organisations will submit to the Government of India a detailed report of the work done alongwith a statement of accounts audited by a registered auditor within a month of the close of the financial year.
- (5) The Organisations will agree to make a nominee of the Government as a member of their managing committee appointed for this purpose.
- (6) The accounts in so far as they relate to the Central grant for the proposed schemes will be subject to the test check by the Comptroller and Auditor General of India at his discretion.
- (7) The Organisations will have no authority to dispose of any capital equipment for which grant-in-aid has been sanctioned to them without prior approval of the Government of India.
- (8) The funds will be spent exclusively for the purpose for which they are meant.
- (9) Propaganda for the removal of untouchability has to be conducted systematically and vigorously specially in the rural areas. The workers should be drawn both from Harijans and non-Harijans.

3.93. To ensure that the grantees comply with the terms and conditions of the grants and that the welfare schemes are run on proper lines, the Zonal Directors, Backward Classes Welfare inspect the aided schemes and send their inspection reports.

3.94. During the Fourth Five Year Plan, a provision of Rs. 200.00 lakhs has been made for this scheme. The actual expenditure during the years 1969-70 and 1970-71 was Rs. 32.81 lakhs and Rs. 33.00 lakhs respectively. The provision for 1971-72 is Rs. 33.00 lakhs. For the year 1972-73, an amount of Rs. 40.00 lakhs has been provided for this scheme.

3.95. In reply to a question, it has been stated that grant-in-aid is given by the Central Government to Voluntary Organisations of All India Character only. However, sometimes exceptions are made in the case of some outstanding Organisations working in a particular State only. The procedure for release of grants is that before the start of the financial year, the Organisations already receiving aid from the Government are asked to submit their detailed proposals for the next year. These proposals are discussed by the Working Group set up for the purpose in the Ministry to examine the working of these schemes if they are continuing schemes, and to assess the importance and utility of new schemes if any proposed by the organisations. In these discussions, the representatives of the Organisations concerned are also associated. The Working Group decides the nature of schemes to be undertaken or continued and also the quantum of assistance to be given in regard to such schemes. Thereafter, the approval of the Finance Ministry is obtained and grants are released in two instalments in a year to these Organisations. The first instalment is released (in the first quarter, subject to the production of an unaudited statement showing the manner in which the grant was utilised by the Organisation during the preceding year. The second instalment is released (about October) only after receipt of a complete audited statement of the grant released to that Organisation during the previous year, and also the submission of a progress report on the schemes undertaken during the current year.

3.96. Asked what action is taken for ensuring that the grants are properly utilised by the Voluntary Organisations, it has been stated in a note furnished to the Committee that the release of the grants is also subject to the production of an audited statement showing the complete details of the manner in which the grants were utilised by that Organisation. It may also be stated in this connection that the Organisations receiving grants-in-aid of over Rs. 5 lakhs, for example, the Harijan Sevak Sangh, will also be inspected by the Comptroller and Auditor General.

3.97. The Committee feel that in a vast country like India, Voluntary Organisations have a significant role to play in advancing the educational, social and economic progress of the Scheduled Castes and Scheduled Tribes. There is also greater need for surveillance on the work of the Voluntary Organisations in the field of activities for which grants-in-aid are given to them by the Central Government. The Committee suggest that a detailed survey should be conducted on the working of these Organisations so that necessary corrective measures could be devised to ensure that the purposes for which grants-in-aid are given to them are fully achieved.

I. Development Corporation for Scheduled Castes and Scheduled Tribes

3.98. It has been stated that a Development Corporation for Scheduled Castes and Scheduled Tribes has been set up in Kerala in September, 1972. The main objectives of the Corporation have been stated to be as follows:—

- (i) To construct suitable houses or to help the persons concerned to construct houses by advancing money and materials to them;
- (ii) To organise and develop poultry and dairy farming;
- (iii) To organise and develop intensive agricultural operations in the lands belonging to the Scheduled Castes and Scheduled Tribes.
- (iv) To organise and develop village and cottage industries such as bamboo, rattan, reed, leather works, fibre and clay;
- (v) To purchase and lend on hire purchase basis vehicles such as auto-rickshaw, Motor or Cars, Lorries and Trucks, machineries such as sewing machines, printing press, lathes and precision instruments;
- (vi) To advance money for purchase of land for house sites and for agricultural activities;
- (vii) To run provision shops, shops for consumable articles, boarding houses and hotels or to lend money to run such shops, houses and hotels;
- (viii) To advance loans to such members of Scheduled Castes and Scheduled Tribes who want to start the profession of Doctor, Engineer, Lawyer Architects, Chartered Accountants or such other useful professions.

3.99. In reply to a question, it has been stated that such Corporations for Scheduled Castes are existing in Punjab and Haryana. In the State Ministers' Conference held in May, 1971, the question of setting up of such Corporations was discussed. Many State Ministers expressed a desire to have such Corporations, but requested for Central aid.

3.100. The Committee suggest that the results of the working of the Development Corporation for Scheduled Castes and Scheduled Tribes set up in Kerala should be watched and if found satisfactory, the question of setting up of similar Corporations in other States be taken up.

J. Progress Reports

3.101. The Committee have been informed during evidence that the State Governments were required to submit two half-yearly progress reports—one for the period ending March and the other for the period ending September—on the working of various schemes for the welfare of Scheduled Castes and Scheduled Tribes. The representative of the Department of Social Welfare has admitted during evidence that, "It is a fact that many State Governments do not submit their Reports or their returns in time." He has further stated that, "This has been the subject of correspondence not only between us and the States concerned but also in the periodical conferences of State Ministers. Our Minister* had occasion to write to the Chief Ministers of the States concerned on several occasions, we had even suggested that each State Government should set up a progress and statistical cell specifically for this purpose of keeping the data readily available. Though many State Governments did set up such cells, the data that came from them was rather irregular."

3.102. So far as the Reports by the Zonal Directors are concerned, the Committee have been informed during evidence that the Zonal Directors normally submitted their Reports once a month indicating their observations on the working of various schemes and allied matters. If these observations needed to be acted upon by the State Governments, the Department of Social Welfare (now the Ministry of Home Affairs) passed them on to the State Government concerned for comments. If the observations were of all-India nature, then the Department took action thereon. Clarifying the position, the representative of the Department of Social Welfare has stated during evidence that:—

"So far as the Zonal Directors are concerned, their work consists of two items, one is the work given by the Commissioner of Scheduled Castes and Scheduled Tribes for investigation and report to the Department of Social Welfare. They are doing fairly well. It will be better, if you have a few more officers and few more zones created."

3.103. In reply to a question, the Committee have been informed that the whole pattern of working of the Zonal Directors has been reviewed recently and it has been decided that two or three more zones should be created to handle the work effectively.

* The Ministry of Education and Social Welfare.

3.104. Asked to differentiate between the work being done by the Assistant Commissioners or Deputy Commissioners for Scheduled Castes and Scheduled Tribes previously and the work now being done by the Zonal Directors, the representative of the Department of Social Welfare has stated during evidence that:—

"There are two inseparable responsibilities of the Government of India in the matter relating to the welfare of Scheduled Castes and Scheduled Tribes. One responsibility is discharged by the Commissioner for Scheduled Castes and Scheduled Tribes. The Commissioner is not an executive agency, he is not a planning agency. He is an observer. He is an investigator who reports to the President as to what is happening and what is not happening. He is merely an observer investigating the state of affairs. He had a number of Assistant Commissioners and Deputy Commissioners. He had a fairly large organisation. But the defect was that when the Plans began to make larger investment on the welfare of Scheduled Castes and Scheduled Tribes, some administrative agency had to be set up. If you have no money to spend, then there is no need by an administrative agency to control that. Naturally, you will require somebody who watches what the States Governments are doing. That is the responsibility of the Department. So we had to have an administrative agency for Plan control."

3.105 Asked whether the Zonal Directors have been discharging their duties effectively, the Committee have been informed during evidence that the Government were reasonably satisfied with the existing state of affairs.

3.106. The Committee are unhappy to learn that many States Governments have not been submitting their Progress Reports in time. The Committee need hardly point out that a progress report is an important mechanism to watch the progress made in the implementation of a scheme and that it would cease to have any significance if it is not prepared objectively and submitted in time. The Committee would, therefore, like the Ministry of Home Affairs to emphasise on the State Governments, the imperative need for timely submission of such progress reports. The Committee have no doubt that the progress reports, when received by the Ministry of Home Affairs, will be examined carefully and defects, if any, found in their implementation, communicated to the State Governments.

3.107. The Committee would also like the Ministry of Home Affairs to persuade the State Governments to open Cells for evaluating the progress achieved in the implementation of each scheme on a regular basis.

K. Programme Evaluation Organisation

3.108. Asked whether all the Central Sector Schemes have been evaluated by the Planning Commission, it has been stated in a note furnished to the Committee that the Programme Evaluation Organisation of the Planning Commission carried out evaluation of the programmes of all the sectors of economy. From time to time development programmes of backward classes are also evaluated. The Programme Evaluation Organisation has evaluated the Tribal Development Blocks Programme and recently it has taken up evaluation of Post-matric scholarship programme under Centrally Sponsored Schemes of Backward Classes Sector. Due to constraint on resources it has not been possible so far for the Programme Evaluation Organisation to evaluate all the Centrally Sponsored Programmes, including those under Backward Classes Sector.

3.111. The Committee need hardly stress that to quicken the pace of upliftment of the Scheduled Castes and Scheduled Tribes, all the schemes started for their welfare have to be made result oriented. The Committee are, therefore, firmly of the opinion that all the Centrally Sponsored Schemes for the welfare of Scheduled Castes and Scheduled Tribes should be evaluated objectively by the Programme Evaluation Organisation of the Planning Commission in collaboration with the Ministry of Home Affairs, so as to suggest ways and means to improve their working. The State Governments should also be advised to devise a machinery by which all the State Sector Schemes for the welfare of Scheduled Castes and Scheduled Tribes are similarly evaluated objectively.

CHAPTER IV

CONCLUSION

4.1. Article 46 of the Constitution lays down that "The State shall promote with special care the educational and economic interests of the weaker sections of the people and, in particular, of the Scheduled Castes and Scheduled Tribes and shall protect them from social injustice and all forms of exploitation." The Committee appreciate that to fulfil this avowed objective, considerable sums of money have been spent on the welfare of Scheduled Castes and Scheduled Tribes during various Plan periods. However, taking into consideration the present socio-economic conditions of Scheduled Castes and Scheduled Tribes and the imbalances in their development, as revealed by various Expert Committees and Commissions, the Committee feel that the expenditure so far incurred in four successive Five Year Plans has not produced the desired results.

4.2. The question of rapid spread of education among the Scheduled Castes and Scheduled Tribes requires serious consideration. The Committee need hardly point out that educational development is the pivot round which the socio-economic progress of these communities revolves. The Committee note that certain schemes viz., Post-Matric Scholarships, Girls Hostels, etc. have been started in the Central Sector. They, however, are not satisfied with the working of these schemes. The rate of Post-Matric Scholarship even today is the same, as was many years ago.

The Scheduled Caste and Scheduled Tribe students because of their economic condition can hardly be expected to pursue a course of higher studies with the meagre assistance that is provided to them in the shape of scholarships. The Committee, however, feel assured that the question of increase in the amount of the scholarship is being considered by Government on an urgent basis. So far as Girls Hostels are concerned, the Committee have noted that the funds have often been diverted to other heads of account by State Governments, thereby depriving the Scheduled Caste/Scheduled Tribe girl students of the basic facilities of education. The Committee emphasise that such diversion of funds should not be allowed under any circumstances.

4.3. Another problem that confronts the planners is the lack of adequate employment opportunities for Scheduled Castes/Tribes.

No doubt the problem is to be reviewed in the context of the present unemployment position in the country. But, nevertheless, concerted efforts should be made to provide the Scheduled Castes and Scheduled Tribes with jobs at least according to the quotas reserved for them as per the directives issued by Government. Side by side, a comprehensive scheme for encouraging Scheduled Castes/Tribes to set up cottage and small-scale industries should be prepared and implemented. The intake of Scheduled Castes/Tribes in the I.T.Is. should be augmented so that more and more Scheduled Caste/Tribe students acquire the necessary technical skill for different trades.

4.4. The Committee feel that the present difficult economic condition of Scheduled Castes/Tribes can be greatly improved by encouraging cooperative movement among them. Certain schemes have been started under the Central Sector but they do not appear to have made much impact on the situation. The members of these communities are even today being exploited by unscrupulous money-lenders. The Committee would like the Government to ensure that the Cooperative Societies started for Scheduled Tribes are made economically viable units and Apex Tribal Societies are opened to give credit facilities to them on liberal terms. For the benefit of Scheduled Castes also, Cooperative Societies should be encouraged. The feasibility of setting up Development Corporations on the lines of the Kerala Development Corporation should be explored.

4.5. Another question requiring urgent attention is the working and living conditions of those engaged in unclean occupations. The Government have started a scheme for the purpose but according to its own admission, this scheme has not made much headway. Even after 25 years of independence, night-soil is still being carried as head-loads and the sweepers and scavengers are looked down upon as untouchables. The Committee cannot too strongly emphasise the need for giving a new and fair deal to this most neglected section of the society in the Fifth Five Year Plan period. The problem of scavengers and sweepers must be studied in depth for evolution of a suitable policy for their uplift.

4.6. The Committee feel that integrated area planning for tribal areas during the Fifth Five Year Plan is a correct approach for accelerating the development of tribal areas. They hope that the Pilot Projects started in a few tribal areas, if proved successful, will be extended to other areas also. The Committee also feel that persons endowed with a missionary zeal for service to these communities should, as far as possible, be posted to the remote tribal areas and Government should provide them with necessary incentives.

4.7. The Committee would also stress the need for provision of adequate supply of drinking water in the remote tribal areas as also to such of the villages having sizable concentration of Scheduled Castes and Scheduled Tribes where the supply of drinking water is erratic or scarce. The Government should provide sizable amounts in the Fifth Plan to ensure that no village is without a safe source of drinking water. The Committee suggest the provision of drinking water facilities to tribal/Scheduled Caste villages should be brought within the ambit of Centrally sponsored schemes.

4.8. The Committee feel that mere augmentation in the outlay of Backward Classes Sector will not result in the improvement of the condition of Scheduled Castes and Scheduled Tribes if the basic problem of settlement of landless Scheduled Castes on land is not satisfactorily tackled, and land reforms are affected expeditiously and in the proper perspective.

The Elayaperumal Committee, the Shilu Ao Study Team as also the Commissioner for Scheduled Castes and Scheduled Tribes in their Reports have pointed out that the State Governments have not been giving due priority to Scheduled Castes/Tribes in the matter of allotment of land. The Committee would urge that the Central Government and the State Governments should take concerted steps to allot land to the landless Scheduled Castes and Scheduled Tribes on a priority basis, and to enact, if necessary, suitable legislation for the purpose.

4.9. The problem of land alienation is the most burning problem which concerns the tribal population. It has been reported by the Commissioner for Scheduled Castes and Scheduled Tribes in his 19th Report that legislative and executive measures undertaken to protect the land owned by the tribals from alienation have not been effectively implemented in various States, particularly in Andhra Pradesh, Bihar and Orissa. As a result, a large number of tribals have been deprived of their lands. Discontentment among the tribals has also prevailed in Chotanagpur area of Bihar and Koraput district in Orissa. The Committee are in agreement with the views of the Committee on Plan Projects (1969) that the only effective deterrent against the alienation of tribal land to non-tribals is for the authorities concerned to take action *suo 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, and to restore its possession to the rightful tribal owner.

4.10. The Committee hope that the Planning Commission and the Ministry of Home Affairs would take immediate and concerted steps

to provide redressals to the Scheduled Castes and Scheduled Tribes in the matter of land allotment and land alienation.

4.11. Last, but not the least, the Committee need hardly point out that all the planning will have little impact on the amelioration of the conditions of Scheduled Castes and Scheduled Tribes if the schemes started for their welfare are not implemented earnestly. The Committee regret to observe that there have been shortfalls in the expenditure on the welfare schemes from Plan to Plan and there is no proper machinery to watch the implementation of the schemes. The Committee, therefore, urge that the implementation machinery, both at the Centre and the States, should be strengthened and reoriented, so that the already meagre financial resources are not frittered away. They further recommend that Cells should be set up in all the States to keep a close watch on the implementation of the Plan schemes on a regular basis and to ensure the continuous flow of funds from the Central Sector to the Backward Classes Sector.

NEW DELHI;

May 11, 1973.

Vaisakha 21, 1895 (S)

BUTA SINGH,

Chairman,

Committee on the Welfare of
Scheduled Castes and Scheduled
Tribes.

APPENDIX I

(vide Para 2.1 of the Report)

Percentage of Outlay and Expenditure incurred on Backward Classes Welfare

(In crores of Rupees)

Plan	Total		Backward Classes welfare				
	Outlay	Expenditure	Outlay	Percentage to total outlay	Expenditure	Percentage to total expenditure	
	1	2	3	4	5	6	7
First	2,378	1,960	38.85	1.63	30.04	1.53	
Second	4,800	4,600	89.96	1.87	79.41	1.73	
Third	7,500	8,630	113.88	1.52	100.40	1.18	
1966-69	6,665	6,757	61.86	0.93	68.50	1.01	
Fourth	15,902		142.40	0.90			

APPENDIX II

(Vide Para 3.57 of the Report)

No. 12/89/65-SCT. III (A)

GOVERNMENT OF INDIA

DEPARTMENT OF SOCIAL SECURITY

New Delhi-11, the 15th January, 1966

To

All State Governments and Union Territories (Secretaries in charge of Welfare of Backward Classes, Secretaries in charge of Cooperation, Development Commissioners and Registrars of Cooperative Societies).

Sub:—*Cooperative programmes for Scheduled Tribes.*

Sir,

The report of the Special Working Group on Cooperation for Backward Classes (September, 1962) outlined a series of important proposals for building up cooperatives to serve the needs of Scheduled Tribes and other Backward Classes. This letter refers to cooperatives for Scheduled Tribes. The proposals made in the Special Working Group's report were considered in May, 1964 by State Ministers in charge of Welfare of Backward Classes and in-charge of Cooperation and detailed recommendations were formulated. However, the programme envisaged in the Working Group's report and in the recommendations of the State Ministers has not yet been put into effect. This letter sets out the lines along which it is proposed that the programme for cooperatives for Scheduled Tribes may be implemented with effect from 1966-67, which is the first year of the Fourth Five Year Plan.

2. *Approach:* The main types of cooperatives to be organised among the Scheduled Tribes are:—

- (a) Service cooperatives;
- (b) Primary Marketing Cooperatives;
- (c) Forest Labour Cooperatives; and
- (d) Labour Contract and Construction Cooperatives.

This letter outlines proposals in respect of the first three types of cooperatives mentioned above. Proposals concerning Labour Contract and Construction Cooperatives are contained in letter No. 6/1/66-BC dated 15.1.1966 of the Department of Cooperation, Ministry of Community Development, which issues simultaneously with this letter.

3. These four categories of cooperatives have a vital role to play in strengthening the tribal economy. It is of the highest importance that Departments in the States in charge of Tribal Welfare and Co-operation should work together closely to bring these cooperatives into existence and help them develop along sound lines, conditions favourable to the growth of cooperatives exist to a unique degree among Scheduled Tribes and cooperative institutions can and must make a fundamental contribution to their welfare.

4. It is requested that, along the lines indicated in this letter, the Departments concerned should work out specific programmes to be implemented during 1966-67, these programmes should be drawn up after the necessary field work and consultations at the local level and should on no account be based on *ad hoc* targets suggested from above.

5. Since a comprehensive, systematic and through-going effort to build up the basic cooperatives among Scheduled Tribes is being planned for, it is suggested that during 1966-67 such cooperatives might be organised preferably in tribal development blocks which have been in existence for three years or more. This would mean that the programme is taken up in blocks which already have the necessary organisation and have made a fair start. While this should be the general approach, tribal development blocks of shorter duration in which there are specially favourable conditions for success, such as local leadership and enthusiasm, could also be considered. In the first year of the Fourth Plan it will be best to organise new societies. The question of revitalising existing societies, specially service cooperatives, will be considered separately.

6. *Financial Provisions:* As regards funds for development of cooperatives in tribal areas, the Ministers' Conference of May, 1964 agreed that a minimum of Rs. 1.6 lakhs should be earmarked for cooperative development from funds specifically provided by the Government of India for tribal development blocks. The Conference also proposed that in these blocks, out of the normal block budget of Rs. 12 lakhs in Stage I, Rs. 1 lakh should be earmarked for cooperatives. Thus, according to these proposals, in a tribal development block, a sum of Rs. 2.6 lakhs should be available for

cooperative development during Stage I. Keeping these figures in view, Development Commissioners are requested to indicate, in consultation with local authorities, the amounts which will be available for cooperative development from both sources during 1966-67. The statement appended to this letter shows the provisions made for tribal development blocks in 1966-67 under the Centrally sponsored programme of the Department of Social Security as recommended by the Working Groups. These provisions are subject to the allotment which may be finally made to the Department in the budget for 1966-67. It should be emphasised that in developing cooperatives among Scheduled Tribes, the main emphasis must be on the organisational effort and on the education of the people since sufficient funds are expected to be available to make a fair start possible during 1966-67.

7. Administrative arrangements: The question of administrative arrangements for implementing the programme for cooperatives among Scheduled Tribes calls for careful consideration. At the Centre, the Department of Cooperation and the Department of Social Security have now a common officer in charge of programmes of cooperative development for backward classes. Since the main tasks of organisation lie in the States and problems of development among the Scheduled Tribes are of a special nature, it is requested that the State Department of Cooperation should second to the Tribal Welfare Department a special officer to take charge of cooperative programmes for Scheduled Tribes. This officer should be at least of the rank of Deputy Registrar and should be placed in a position to function effectively both on behalf of the Tribal Welfare Department and the Department of Cooperation. He should visit the districts in which tribal development blocks are situated and assist local cooperative and tribal welfare officials and in working out specific programmes in consultation with Panchayati Raj institutions and non-official workers. He should be responsible for actively promoting the development of cooperatives among Scheduled Tribes and for ensuring that they receive adequate support from cooperative financing agencies and the activities of various Departments.

8. Service Cooperative Societies: The Conference of State Ministers had recommended that it would be desirable to organise service cooperatives on the basis of the 'hat' as a unit, wherever 'hat' existed. However, in view of varying conditions in States, they stressed the need to maintain flexibility with regard to functions, population coverage and the basis of organisation. Service cooperatives are expected to take a comprehensive view of the needs of the tribal population. They should not only provide credit, but also supply consumer goods, maintain grain golas and to the extent

necessary, make outright purchases of agricultural and minor forest produce. The service cooperative should function as an agent of the marketing society.

9. For the Fourth Plan period the pattern of assistance proposed for service cooperatives is as follows:—

	For the First year	For the Fourth Plan
	Rs.	Rs.
(i) Share capital contributed by the Government	1,500	7,500
(ii) Share Capital to Grain Gola section (if such activity is undertaken)	2,000	5,000
(iii) Contribution towards the Price Fluctuation Fund (Grant) to be used for outright purchases	2,000	2,000
(iv) Godown (50% loan, 50% subsidy)	5,000	12,500
(v) Managerial subsidy	600	1,800
	11,100	28,800

The amounts indicated for the first year may serve as a guide in terms of which specific sums can be advanced according to requirements by way of share capital, contributions towards the Price Fluctuation Fund and godown. Against item (i) above the State Ministers' Conference had envisaged loans to members for purchasing shares in the service cooperative. In consultation with the Department of Cooperation it has now been decided that to facilitate the development of service cooperatives funds should be advanced by way of share capital to the society and members should be enabled to subscribe to share capital in convenient instalments. The Committee on Cooperative Credit had recommended such a system. It is suggested that a provision on these lines may be made in the bye-laws of the service cooperatives. The share capital contribution which is progressively replaced by instalments paid by members could be given to the cooperative as additional share capital within the amount envisaged for the Fourth Plan.

10. *Primary marketing societies*:—The Special Working Group proposed that new marketing societies should be started at *mandi* centres. The marketing society should supply production requisities, domestic requirements and agricultural implements to service cooperatives. Existing marketing societies in tribal areas should also be reorganised and equipped to assist members in the disposal of minor forest produce and agricultural produce. The pattern of assistance proposed by the State Ministers' Conference for primary

marketing societies which the Government of India have accepted is as follows:—

	Rs.
Share capital	10,000
Contribution towards Price	10,000
Fluctuation fund (Grant)	
Godown (50 per cent loan 50 per cent subsidy)	25,000
Managerial subsidy	5,000

11. *Forest Labour Cooperatives*:—The National Forest Policy Resolution envisaged that forest labour cooperatives should progressively take over as much of the exploitation of forests as possible. Forest labour cooperatives can make a steadily increasing contribution in falling of trees, conversion into logs, posts, fire-wood and charcoal and their transport and sales as well as in collection, processing and disposal of minor forest products. The Working Group on Forest Labour Cooperatives constituted by the Departments of Food and Agriculture, Cooperation, Social Security and the Planning Commission is engaged in reviewing the experience of the working of various patterns of forest cooperatives prevalent in different parts of the country, so that practical suggestions can be offered for future development. The recommendations of the Working Group will be shortly communicated to State Governments.

12. As recommended by the Conference of State Ministers' the pattern of assistance for forest labour cooperatives will be as follows:—

Share Capital contribution	3,000
Managerial subsidy	1,200
Welfare Fund (Grant)	1,500

13. The Special Working Group had visualised that in many instances forest labour cooperatives might also be able to function as labour contract and construction cooperatives. Such an arrangement would enable the members of the forest labour cooperatives to undertake road construction, minor irrigation and other works during periods when forest operations are less intensive. On the whole, however, in view of the nature of operations undertaken and the assistance offered there would be advantage in labour contract and construction society being registered separately from a forest labour cooperative.

14. This letter issues with the concurrence of the Planning Commission and the Ministry of Finance.

15. The action taken in implementing the various suggestions mentioned in this letter may please be indicated to this Department at an early date. A copy of your communication may please be sent to the Ministry of Community Development and Cooperation and to the Planning Commission (Social Planning Section).

16. The receipt of this letter may kindly be acknowledged. Five copies of this letter are enclosed.

Yours faithfully,
Sd/- (S. C. Sen Gupta)
Joint Secretary to the Govt. of India.

No. 12/89/65-SCT, III (A)

Dated the 15th January, 1966.

Copy forwarded to the Planning Commission (E.L. & S.P. Division)/Ministry of C.D. & C. (Department of Cooperation), New Delhi.

2. Copy also forwarded for information, to the Commissioner for Scheduled Castes and Scheduled Tribes/Ministry of Finance (Social Security Cell), New Delhi.

Sd/- (S. C. Sen Gupta),
Joint Secretary to the Govt. of India.

Copy to SCT. II Section.

Summary of the relevant Recommendation of the Bhargava Group report

Sl. No.	Reference to paragraph No. of the Report	Recommendation
1	2	3

CHAPTER—IV

Cooperative Organisations at Primary Level

1. 4.7 The cooperative organisation should provide to the tribals on more favourable terms all the services rendered at present by the trader or the money lender. It is necessary for this purpose to introduce a greater measure of flexibility in the existing pattern of organisation and working of cooperatives.
2. 4.8 & 10 Formation of an integrated service cooperative is recommended at the Hat level. The society should serve all the villages covered by the Hat. To begin with there should be a minimum of 100 members. A phased programme for increasing membership should be formulated. The objective should be to extend membership to 60 per cent of the total population during the Third Plan.
3. 4.11 The service cooperative should have 4 sections, (i) Grain Section; (ii) Cash Loan Section; (iii) Marketing Section and (iv) Consumers Goods Section.
4. 4.12 The maximum borrowing capacity of the member to be estimated at a multiple of his grain share in the case of grain loan and cash share in the case of cash loan. The minimum grain share may be one mound and in the case of persons with small holdings half a mound. Initially interest rate on grain loan should be 25 per cent.

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- Grain loans should be paid as far as possible in kind. The cash resources should not be utilised for purchase of grain and separate accounts should be maintained for cash and grain sections. Regular verification of stocks as well as supervision and audit are necessary.
5. 4.14 The face value of cash share should be low; say Rs. 10/-.
6. 4.18 Primary service cooperatives should act as agents of the cooperative marketing societies for making outright purchases of the tribals' produce.
- In addition, primary societies should make limited out-right purchases on their own. Adequate capital should be provided to the society for this purpose.
7. 4.22 Essential consumer goods such as salt, edible oils, kerosene, matches, gur, tea, etc. should be sold by the consumers, section. Sales should be on cash or in exchange of agricultural or minor produce locally accepted for such transactions.
8. 4.25 Existing village societies, if any, at the Hat centre should be reorganised and fitted into the modified pattern. Dement societies should be liquidated and their membership transferred to the new society. The existing Societies which are working well, should not be disturbed. These societies should, however, work in coordination with the society at the Hat level.

CHAPTER V

Cooperative Organisation at Higher Levels

Primary marketing societies

9. 5.2 Existing marketing societies in tribal areas should be reorganised and equipped to assist the members in the disposal of minor forest produce and agricultural produce. These societies should make outright purchases. New marketing societies should be started in other areas at the
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most important Mandi. The marketing society should supply production requisites, domestic requirements and agricultural implements to service cooperatives. A responsible employee of the marketing society should visit the service cooperative before the day of the Hat and assist it in adopting proper business methods and carrying out marketing functions effectively.

10. 5.9 In States with a tribal population exceeding 10 lakhs, separate regional marketing societies affiliated to apex societies should be established. The Andhra Scheduled Tribes Finance and Cooperative Development Corporation should be strengthened and the Madhya Pradesh Tribal Cooperative Development Corporation should be activised. The apex marketing societies in other States (States with a tribal population below 10 lakhs) should have a separate section for marketing the agricultural and forest produce of the tribal areas.
11. 5.10 The regional marketing society or the separate wing of the apex marketing society should confine its activity to blocks with substantial tribal population and should:
- & 11
- (a) lend administrative, technical and financial support to primary cooperative marketing societies in the marketing of agricultural and minor forest produce.
 - (b) undertake commodity studies;
 - (c) secure and build up the expertise and make the experience available to the primary marketing societies; and
 - (d) effect coordination among primary marketing societies.
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12. 5.26 To safeguard the interests of the tribals in the marketing of commodities involving inter-State to 31 and expert trade and for lending support to the regional marketing societies, a National Corporation for Cooperative Development for tribal areas be established. It should have promotional, developmental financial and commercial functions. The Corporation should work only through regional cooperative marketing societies or wings of the apex marketing societies. Where these do not exist the Corporation should assist their information. It should provide marketing intelligence to regional societies and train their staff in business methods. To begin with, the Corporation should be registered as a private limited company. It should eventually be converted into a national apex organisation of regional societies.

The authorised capital of the Corporation should be Rs. 100 lakhs of which Rs. 50 lakhs should be paid up immediately. Government of India should hold 75 per cent of the shares 15 per cent being offered to State Govts. with substantial tribal population and 10 per cent to the apex and regional marketing societies. The management of the Corporation should vest in a Board of Directors of 15 persons, including two representatives each of the State Government and the Regional Marketing Societies. The Corporation should have a small executive committee and a whole time managing Director.

13. 5.33 The Corporation is not a substitute for the Ministry of Home Affairs in its responsibility for tribal welfare. It should strengthen the efforts of the Ministry and be an instrument for implementing its policies in the economic sphere more effectively.

CHAPTER VI

Forest-cum-Labour Contract Societies

14. 6.1 Separate forest-cum-labour contract societies should be organised as service cooperative cannot be overburdened with additional activities. The society should undertake forest contract and other works relating to construction of roads etc.
15. 6.2 The forest society should not undertake credit or marketing functions but should obtain co-operatives and supply them to members at places of work.
16. 6.3 The area of operation of the society should be related to forest felling series, availability of road works etc. Normally these societies can be organized for one or two forest felling series with a membership of 200 to 300.
17. 6.4 The States and Central Governments should lay down a clear policy to encourage forest cooperatives taking into account the national forest policy of India. They should also provide for the proper administrative and supervisory control at all levels.
18. 6.9 According to the revised scheme, there should be no loss of revenue to Government. If there is a temporary fall in the revenue in some cases, it should be treated as expenditure on developmental activity in the tribal areas.
19. 6.8 The system of allotting forest coupes at upset prices is not recommended. The exploitation of the forest coupes may be entrusted to cooperative societies on the basis of partnership with the government. After meeting the working expenses, according to the schedule agreed to between the government and the society, the balance of sale proceeds should be shared by the Government and the cooperative suitably. Gujarat system of sharing the income
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		in proportion of 80:20 by Government and the society respectively is considered reasonable. Audit fee should also be included as an item of working expenses.
20.	6.10.	The active participation and guidance by the forest departments and the tribal welfare departments will minimise the risk of loss.
21.	6.18	The membership of the society should be open to forest workers of the area of operation. The number of sympathisers and social workers should not exceed 5 per cent.
22.	6.23	Apart from undertaking welfare activities involved in the operational work, every society should set apart a certain portion of the net profits for welfare activities of the members.
23.	6.31	It would not be desirable to hold up the organisation of forest labour-cum-contract societies till voluntary agencies come forward. The officers of the cooperative, forest, tribal welfare and block can formulate a scheme for organizing these societies. The sponsoring of forest labour societies should ultimately be taken over by the district federation of these societies.

APPENDIX III

(Vide Para 3.59 of the Report)

Minutes of the first meeting of the Co-ordination Committee of Apex Tribal Co-operative Organisations held at Hyderabad on 10 July, 1972

The following were present:—

- | | |
|---|-------------------------------------|
| 1. Shri P. P. I. Vaidyanathan,
Additional Secretary to the
Government of India,
Department of Social Welfare,
New Delhi. | Chairman |
| 2. Shri P. S. Rao,
Managing Director,
Girijan Co-operative Corporation,
Visakhapatnam. | Member |
| 3. Shri C. B. Prasad,
Secretary to the Government of Bihar
Welfare Deptt, and Chairman
Bihar State Tribal Cooperative
Development Corporation Ltd.,
Patna. | Member |
| 4. Shri A. K. Banerji,
Director, Tribal Welfare, M.P.
and Mg. Director, M.P. TCDC,
Bhopal. | Nominee of
the Chairman
TCDC. |
| 5. Shri V. T. Dhobi,
Chairman, Maharashtra Jungle
Kamgar Sahakari Sangh Ltd.,
Poona. | Member |
| 6. Shri S. K. Basu,
Director,
Tribal Welfare, Orissa
and Managing Director,
Orissa State Tribal Development
Co-operative Society Ltd.,
Bhubaneswar. | Member |
| 7. Shri B. D. Dwivedi,
Manager (Marketing) National
Agricultural Marketing Federation Ltd.,
New Delhi. | Member |

8. Shri R. U. S. Prasad,
Under Secretary to the
Government of India,
Department of Cooperation,
New Delhi.

Member.

9. Shri S. K. Kaul,
Officer on Special Duty,
Department of Social Welfare,
New Delhi.

Member

Secretary.

The following Officers of the Government of Andhra Pradesh attended the meeting as Special Invitees:—

1. Shri C. R. Krishnaswamy Rao Saheb,
Secretary to the Govt. of Andhra Pradesh,
Department of Revenue.
2. Shri P. Kamala Manohar Rao,
Director, Tribal Welfare, Andhra Pradesh.
3. Shri S. S. Jaya Rao,
Deputy Secretary to the Govt. of Andhra Pradesh,
Dept. of Revenue.

Shri V. T. Joshi, Conservator of Forests and Adviser to the Jungle Kamgar Sahakari Sangh also attended the meeting as a special invitee.

The agenda for the meeting was:—

- (i) Identification of areas of assistance and Cooperation between different Corporations and the National Agricultural Marketing Federation particularly in respect of minor forest and agricultural produce.
- (ii) The feasibility of obtaining financial assistance from the Nationalised Banks and the Reserve Bank of India.

The Chairman welcomed the members to the meeting and observed that periodical meetings of the Tribal Cooperative Corporations are extremely useful. He recalled that this Coordination Committee has been constituted in pursuance of the recommendations of the Conference of the representatives of the Tribal Cooperative Corporations held at Bhubaneswar in June, 1970. He explained that in the context of finalising programmes for tribal development for the Fifth Five Year Plan the suggestions that may be made in the meeting would be extremely useful. He invited the members to express their views on the agenda items keeping in view the requirements for the Fifth Five Year Plan. He further stated that the agenda items are not to be considered as exclusive and said that they were free to express their opinions on any relevant matter considered important in the working of the Corporations.

Shri C. R. Krishnaswamy Rao Saheb, Secretary to the Government of Andhra Pradesh, Revenue Department explained briefly the working of the Andhra Pradesh Girijan Cooperative Corporation. He stated that the working of the Girijan Corporation could broadly be classified into three categories:—

- (i) Collection and marketing of minor forest produce.
- (ii) Supply of consumer goods.
- (iii) Disbursement of Agricultural Credit to the farmers.

With regard to the fixation of price for minor forest produce paid to the tribals, he explained that the policy of the Corporation has been that the tribals must be paid the prevailing market rates without any deduction what-so-ever and that the incidental expenses should be reimbursed by Government less the profits earned by the Corporation on account of sale of produce bought from the tribals. The pricing policy of the Corporation was again considered by its Board of Directors and the Board resolved that in order to give a fair incentive price to the tribals, the average of the sale price during the previous five years should be given as the purchase price without making any deduction and that the loss be met by Government through grants. This system has so far worked well.

As regards the supply of consumer goods, he stated that the daily requirement depots which at present number 250 cater to the needs of the tribal people by providing facilities for exchange of goods. The daily requirement depots stock only essential consumer goods like rice, salt, kerosene, edible oils, bidi, matches etc.

As regards the disbursement of the agricultural credit to the farmers, it was stated that the scheme was started recently and is working satisfactorily. In this connection, he explained the provisions for safeguarding the interests of the tribals against alienation of land. It was stated that in the Scheduled Areas of Andhra Pradesh, land cannot be transferred at all by or to tribals or non-tribals. The old debts have been scaled down to the principal amount by the Debt Reconciliation Boards. He explained that these steps along with the agricultural credit now being extended to the farmers is likely to increase the land value in the course of time and would ultimately benefit the tribals.

He stated that there is a huge stock of tamarind lying undisposed in the various godowns of the Corporation. He stated that there has been a glut in the market and also some competition from neighbouring States. He requested the Coordination Committee to help

find a way to dispose of the stock without loss to the Corporation. In this connection, he also stated that the Food Corporation or the State Trading Corporation may be able to help the Corporation.

He also emphasised the need for exchanging of market intelligence and experience in the field of minor forest produce and that the different Corporations could exchange their experiences in this regard profitably.

Shri Rao Sahib put forth the view that in transactions relating to forest produce there is always a likelihood of losses being incurred by the Corporations if it is to be ensured that the tribal people engaged in the collection of forest produce get a minimum wage|remuneration irrespective of market trends. He stated that on the analogy of floor price or support price extended for foodgrains, a floor price|support price should be extended in case of minor produce as well so that the tribals are assured of a minimum wage for the labour they put in. He stated that losses incurred by the Tribal Corporations in trading in minor forest produce should be considered as a "social cost" and should appropriately be recouped by the State Governments. He stated that the Corporation is indeed not purely a commercial institution engaged in making profits. It has certain welfare and social obligations to discharge. If the ultimate aim of providing adequate opportunities for a better life to the tribal people engaged in collection of minor forest produce is to be achieved then a minimum wage will have to be paid to them by the Corporation. At times the market fluctuations may not permit this and if for this reason, the Corporation incur losses such losses should in all fairness be termed as 'social cost'.

The Chairman was doubtful whether on the analogy of floor prices for foodgrains, support price can be extended to minor forest produce. No doubt, he opined, minimum prices can be fixed for forest produce, as well. He, however, agreed that there is a case for some sort of selective price support though not on the same footing as floor pries for foodgrains.

Other members of the Committee while discussing the point raised by Shri Krishnaswamy Rao Saheb pleaded that a Fund should be created at the Centre to help the member Corporations to tide over financial difficulties caused due to violent fluctuations in the market prices of forest produce and also to meet temporary financial requirements.

It was suggested that the National Agricultural Marketing Federation or State Trading Corporation must come forward to find a

market for the forest produce collected by the member Corporations, on a commercial basis.

Shri C. B. Prasad, Secretary, Government of Bihar, Welfare Deptt. and Chairman, Bihar State Tribal Cooperative Development Corporation explained the working of the Corporation in the State. It was stated that the Corporation is in an infant stage; the Corporation having been started in 1969. He stated that during current season the investment has been about Rs. 7 lakhs and the turn over of the Corporation is about Rs. 50 lakhs. He stated that the Corporation is in immediate need of about Rs. 50 lakhs to expand the activities of the Corporation and that the Central Government should help the State Government in obtaining a loan of Rs. 50 lakhs from the Reserve Bank of India on concessional interest rate. If that is not possible the loan may be granted at the interest rate that may normally advance to an Apex Bank. He stated that even if the Reserve Bank is routing the advance through a State Apex Bank, the Corporation would be able to accept the arrangement but interest rate should not be raised. It was revealed that whereas the Girian Corporation has obtained loan from the Reserve Bank at 8 per cent the Bihar State Tribal Development Corporation can get the loan at 9 per cent.

While discussing the Corporation, Shri Prasad stated that the Corporation is at present engaged in business relating to the selected items like Timber, Kendu leaves, Charcoal and fuel, plate leaves (Mahul leaves) etc. He stated that in addition there is a good market for shellac. However, the marketing of shellac has not been to the desired extent due to competition from established dealers. In order to extend fair wages to the tribal, it would be necessary to exploit the produce on a commercial basis. He pleaded that the Marketing Federation should place a firm order with the Corporation that they will lift a fixed quantity of selected items so that the collection work can be organised in a systematic manner.

Shri Prasad agreed with the observations made by the Andhra Pradesh representative that there is a social aspect to the working of the Corporations and that the losses incurred by the Corporations in extending benefits to the tribals should not be treated purely as a commercial loss. He endorsed the idea of setting up a Central fund to help the member Corporations to tide over unforeseen temporary financial difficulties.

Shri Prasad pleaded for the setting up a Central Tribal Cooperative Development Corporation to assist the State Corporations in a

massive and purposeful manner. He pointed out that unless sufficient finance was placed at the disposal of these Corporations, the programmes in building necessary infrastructure, consolidating the cooperative movement in tribal areas and ensuring sound marketing structure were likely to suffer.

The Chairman intervening in the discussion was of the opinion that it would be premature to set up a Central Corporation now. He felt that the State Corporations have to be first organised on a sound footing before establishment of a Corporation at the Centre. He, therefore, suggested that we may consider setting up a small Cell in the Union Deptt. of Social Welfare to keep liaison with the concerned authorities. He requested the members to express their opinion in this regard.

Shri A. K. Banerji, Director Tribal Welfare, Madhya Pradesh and the Managing Director, M. P. State Tribal Cooperative Development Corporation stated that an investment of about Rs. 3.60 crores has been done so far. According to the latest accounts, the loss of the Corporation is of the tune of Rs. 1.80 crores. If advances that are not likely to be recovered which amount to about Rs. 1 crore is added to this the total loss, to date, will be of the order of Rs. 2.80 crores. The State Government is engaged in the task of finding out exact reasons for such huge loss.

In the meantime, Shri Banerji stated that the working of the Corporation has been reduced to a manageable scale keeping in view the availability of funds. He stated that about Rs. 2 lakhs only is available now for the business of the Corporation and that only selected items are now taken up for business.

Explaining activities of the Corporation in the restricted manner, he stated that this year collection of Sal seeds has been done quite satisfactorily. They have so far collected about 12.1/2 thousand quintals of Sal seeds. The weather fortunately helped them in collecting Sal seeds within the restricted time schedule. It was felt that the Corporations in Bihar and Orissa should also try to deal in the collection and sale of Sal seeds.

He stated that one of the difficulties faced by the Corporation is the non-availability of railway wagons to transport goods from interior areas. He suggested that the Central Government should help in procuring wagons on priority basis for perishable commodities.

Shri Banerji also stated that there is a need for quality control of forest produce collected. He stated that there should be proper

arrangements, for grading and standardising goods particularly when they are meant for export.

Shri S. K. Basu, Director, Tribal Welfare, Orissa and the Managing Director Orissa State Tribal Development Cooperative Society explained the working of the Corporation in the State. He endorsed the idea of creating a Fund at the Centre and the setting up of a Cell at the Union Department of Social Welfare.

Shri V. T. Dhobi, President, Maharashtra Jungle Kamgar Sahakari Sangh explained the working of the Sangh. He explained that the Cooperative sector in the Maharashtra State is doing forest contract work of the tune of about Rs. 5.50 crores a year out of a total forest contract work of Rs. 12 crores in the State. He stated that in the districts of Thana, Nasik and Dhulia there is no competition to the Sangh from the contractors. He stated that there are about 460 primary societies working under 13 district Federations under the overall control of the Sangh.

Shri V. T. Joshi, Conservator of Forest and Adviser to the Jungle Kamgar Sahakari Sangh stated that the Sangh is proposing to set up a Training-cum-Production Centre in the State for manufacture of wooden packing materials and providing employment to the tribal people. He stated that the Sangh is in need of Rs. 15 lakhs for this purpose and that Union Department of Social Welfare may help in granting this amount to the Sangh.

Shri B. D. Dwivedi, (Manager) Marketing in *Nafed* agreed to the suggestion that the Marketing Federation may help in finding suitable market for the forest produce collected by the member Corporations. It was suggested by him that the NAFED would get in touch with the individual Corporations in this regard. He hoped that the Marketing Federation would be able to extend all possible help to the Corporations in finding a suitable market for the forest produce collected by them.

Shri R. S. U. Prasad, Under Secretary to the Department of Co-operation, Government of India stated that at present there is no exchange of market intelligence amongst the Corporations and that frequent exchange of experience and market intelligence would help in finding a profitable market for the goods collected by the State Corporations.

He stated that no evaluation has so far been done of the movement. In the absence of any such evaluation, it is difficult to know as to how far the movement has helped the tribal people.

The Chairman explained that the Tribal Research Institutes in the States are taking up the evaluation work.

Shri Prasad also stated that it is not known as to how far the steps taken by the Corporations have been helpful in eliminating middle men. He opined that it would be helpful to evaluate the programme from this angle as well.

The Chairman explained that the Tribal Research Institutes will also go into this matter in the evaluation of the scheme.

As regards the availability of finance from the Reserve Bank of India at concessional rate of interest, it was stated that it is likely that the National Cooperative Development Corporation may also take up marketing of forest produce and that the N.C.D.C. may be able to get finance from the Reserve Bank of India at concessional rate of interest. In that case the N.C.D.C. can help the member Corporations as well.

He enquired the reasons for short allotment, in the Fourth Plan outlay of Rs .250 lakhs, for Corporations.

It was explained by the Member Secretary that allotments are released on the basis of discussions held each year on the actual requirement of each State Government. The allotment made so far represent the actual requirement of the Scheme 'Corporation' as a whole and not (Corporation' alone).

Summing up the deliberations, the Chairman spelt out the recommendations, as follows:—

The Committee recommends; (1) that a cell with adequate staff be set up in the Union Department of Social Welfare to provide liaison assistance to the member Corporations and also to keep in touch with all concerned interests in the better working of the Corporations. (2) that a Central Reserve Fund with an initial contribution of Rs. 5 crores be set up at the Centre. This Fund should be utilised to advance temporary accommodation to the member Corporations to tide over unforeseen contingencies. The fund should be of a revolving nature.

3. The National Agricultural Marketing Federation should extend all possible assistance to the member Corporations to find suitable markets for the produce collected. The Federation will depute persons to visit each Corporation to study and report about the commodities in which they deal and the manner in which the Federation can help in the sale of these commodities at a fair price.

The Chairman thanked all the members for attending the meeting and the co-operation extended.

Shri G. B. Prasad, on behalf of the Committee thanked Andhra Pradesh Government and the Officers for making excellent arrangements for holding the meeting.

The meeting then adjourned.

APPENDIX IV

(Vide Para 3.68 of the Report)

Minutes of the first meeting of the Central Research Advisory Council held at New Delhi on 23rd and 24th December, 1972

The meeting was inaugurated by Shri P. P. I. Vaidyanathan, Additional Secretary, Department of Social Welfare, Government of India. The list of participants is attached (Annexure I).

Inaugurating the meeting, the Additional Secretary explained the background for setting up of the Council and the tasks that the Council may be required to perform so as to throw useful suggestions on the impact of socio-economic change on the life of the tribal people. He said that his own experience in dealing with tribal problems was limited but it was clear that the tribal people do need protection and care particularly when changes are fast taking place. He expressed the hope that the Advisory Council will be able to study the problems in depth and suggest possible remedies. He assured that the Department of Social Welfare would consider the suggestions made by the Council in all its seriousness. (Full text of the speech of Shri P. P. I. Vaidyanathan is attached at Annexure II).

In the opening remarks, Dr. S. C. Dube, Chairman of the Council said that the Tribal Research Institutes have a major role to play by way of undertaking studies that would activate and stimulate the programme of rapid social change. He felt that a fresh approach, a new kind of strategy is to be adopted for bringing a real change in the lives of the tribal people. He was confident that with the assistance and cooperation of the universities, Anthropological Survey of India, Registrar General's Research Organization and the Indian Council of Social Science Research it would be possible for the Tribal Research Institutes to effectively undertake useful studies. He said that the Study Team on Tribal Research Institutes have made many useful suggestions and that the Council will be able to evolve a mechanism and adopt a suitable, purposeful programme of study (Full text of the Chairman's speech enclosed—Annexure III).

Before taking up the Agenda items for consideration the Chairman requested the representatives of the Tribal Research Institutes to state in brief:—

- (i) What have been the major achievements;
- (ii) What is the current programme; and
- (iii) Brief statement of what they think is the priority items of research.

The representatives of the Tribal Research Institutes present narrated the activities of their Institutes and spelt out certain items which they consider should receive priority in research.

The recommendations of the Study Team on Tribal Research Institutes were considered under four broad heads namely:—

- (i) Organizational set up;
- (ii) Research Programmes;
- (iii) Training Programmes; and
- (iv) Infra-structure.

(i) *Organizational Set up:*

The Council had detailed consideration of the most important problem of the autonomy of tribal research institutes. The existing pattern of the tribal research institutes varies from State to State. On the one extreme is the State of Gujarat where the Tribal Research Institute is a part of Gujarat Vidyapith and, therefore, autonomy is built into the system itself. In certain other States research organizations are just a part of the State Department. In some States the Tribal Research Institutes do not require any clearance for undertaking any study and even its publication. The Council, however, felt that keeping in view the role of the Tribal Research Institutes and its relationship with the State Departments, certain amount of self-imposed discipline will be necessary for them to be effective in moulding the policies of State Governments.

The question of autonomy to the Tribal Research Institutes could not be considered in isolation. It will be a complex function of numerous variables like the status of the Director of the Tribal Research Institute, type of research programme which the Institute will be required to take up, the quality of the personnel in the tribal research institute, the general climate of working of the institute and the norms regarding what is expected of a Tribal Research Institute which may develop in the national context under the overall guidance of the Central Advisory Council. Autonomy

though desirable is likely to loose much of its meaning if it is imposed structurally rather than evolved organically as suggested above.

The most important point which Council considered was the status of the Director. The Council was of the view that the Director should be a technical person of a sufficiently high status. As far as possible he should be of the status equivalent to a Professor in a University since for this important work a research worker of a lower status may not be able to carry his weight.

The Council also felt that the Tribal Research Institute will have a greater chance of establishing right traditions if they are developed not on strict hierarchical basis. Participative management on the pattern of a Faculty Council should be evolved. In matter of research all possible opportunities should be provided to all members of the team for giving fullest expression to their views and also to their personality as a research worker.

The Council also felt that research programmes of an All India character or of a regional character in which more than one tribal research institute or more than one organization are associated, will also go a longway in creating the right atmosphere and attitude towards the area of its work. It will also be extremely useful if the members of the staff in research institutes are encouraged to publish their works in recognised journals because it will instil a sense of academic responsibility amongst the research workers and will also bring in desired objectivity in their approach.

A small research advisory committee for each Tribal Research Institute with an expert as the Chairman will further help in giving right direction to the research effort of these Institutes.

The question about the roles of the Research Advisory Committees of each Tribal Research Institute, the Governing Body of the Tribal Research Institute and the Central Council for Tribal Research Institutes also came up for consideration. The Governing Body of the Tribal Research Institute should have administrative functions and should leave the guidance of research activities of the Tribal Research Institutes to the Research Advisory Committees and the Central Council for Tribal Research Institute. As between the functions of the Central Council and the local Research Advisory Committee it was felt that the Central Council will try to evolve a broad national profile of research in tribal problems within which each Tribal Research Institute will form its own plan of

action. The local Research Advisory Committee will help the Institute in formulating its detailed programme and also suggest certain programmes which it may consider necessary for that particular Institute. The Central Advisory Council will treat the suggestions of the local Research Advisory Committees as the basic data on which the National profile and guide-lines will be developed. The Central Council of course will be the most competent to evolve the national priorities while the local Committees will be responsible generally for the specific problems of the region. Thus the functions of these bodies will be mutually complementary rather than being hierarchical in nature.

Priorities in Research:

It was agreed that each Tribal Research Institute should take up (i) some studies of All-India nature, (ii) some studies of social anthropology with academic content and (iii) some studies of applied nature comprising surveys, evaluations, investigation etc. The allocation of time and effort under each of these categories may be in the proportion 3:3:4. The various programmes of the All-India character will be centrally sponsored. The Council may provide general guide-lines, the content and direction for these centrally sponsored programmes. The second sector comprising cultural anthropological studies will have to be decided upon jointly by various organizations *viz.* Central Research Advisory Council, Tribal Research Institutes, Anthropological Survey of India, Indian Council of Social Science Research and will also depend on the interest of the members of the staff in each Tribal Research Institute. The attempt will be to fill in the gaps in the existing knowledge as also to take up those cultural and anthropological studies which may have some relevance, though in a general sense, to the developmental problems of the State. These studies could be taken up in association with other organizations or jointly by two or more Tribal Research Institutes. The third sector of T.R. I's. activity will be purely of applied nature and will have to be decided in consultation with the State Governments keeping in view their urgent requirements of evaluation and planning in each region.

It was decided that each Tribal Research Institute should immediately prepare a Five Year Plan for its entire research activities budgeting its time as suggested above. This Five Year Plan may be sent by them to the Central Council so that a comprehensive view of the entire tribal research in the country can be taken up and the programmes finalised.

It was emphasised that each Tribal Research Institute will have to find its own configuration which will depend on its own cast and the local situation. However, it was agreed that certain basic priorities have to be observed by each of them so that tribal research advances in unison at the national level. The following priorities were agreed:

- (i) Crash programme of purposive reconnaissance survey of the entire tribal area should be taken up immediately so that at least a minimum basic data in respect of each region is available on a uniform basis for the entire country. This will in fact provide the basic infra-structure for future research and also provide the basic information, however rough and ready, for integrated development programmes which are now being envisaged. This programme may be taken up in collaboration with regional research stations of the Anthropological Survey of India as also the organization of the Registrar General of Censuses of India. The Council suggested that a Committee comprising Dr. Surjit Singh, Dr. B. K. Roy Burman, Shri D. P. Pratap, Shri S. L. Kalia, Miss D. Pugh and Dr. B. D. Sharma may be constituted which may review the existing sources of basic information and prepare a format for the collection of minimum information in respect of each T. D. Block on a priority basis. The Committee should give special attention to standardization of technical terms used in collecting data and its analysis.
- (ii) Identification of the weakest groups in the tribal communities and their socio-economic study should be taken up. These studies may be taken up in collaboration with various universities and the Anthropological Survey of India. The Directorate General of Census has already a bibliography of backward tribals which could form the basis of this work to start with.
- (iii) Various areas of modernization and the conflicts arising therefrom should be studied up on a priority basis. The Council suggested that the problem of land alienation may be studied in depth urgently throughout the country so that the effectiveness of various land legislations so far can be assessed and urgent remedial measures can be suggested to the Government for future action. The

problems arising out of industrialization in the backward regions should also be studied. Social movements have an important place in the tribal life and they should also be studied with a view to find their role in the change and modernization of tribal, communities. Restudies of some of the tribals at various levels of economic development may also be taken up.

- (iv) Suitable problems on Scheduled Castes may also be taken up for study.

The above studies, besides having a high priority in the long run, have also implications for immediate action programmes and therefore should also have the highest priority for the current year's research programmes. Their designs may be evolved at the national level so that the results are comparable and an All-India profile of these problems emerges.

At this stage the items included in the list of topics suggested for research and restudies by the I.C.S.S.R. was also considered. Each Institute may select topics which it may like to take up keeping in view the overall priorities suggested above. They should get in touch with the Indian Council of Social Science Research and keep the Council informed which may help them generally in the studies as also coordinate the work of research workers taking up these studies.

It was also urged that case studies in Administration of Tribal Areas and various facts of economic development & Social change may be commissioned. The Department of Social Welfare may get in touch with various institutions which may be interested in this project and prepare a plan for case studies. Suitable grants may be given to these institutions which may undertake these studies.

The question whether the Tribal Research Institutes should take up action research programmes was fully discussed. In the first instance it was necessary to clear the concept of "action research" itself. On the one extreme it could be conceived that the tribal research institutes could take up a full project for execution under its own aegies. On the other they could be just silent observers of the process of change being experienced by different areas under the impact of developmental programmes. It was felt while it will be difficult for a tribal research institute to take the full responsibility of the development programme in a complex situation, the passive role of an observer may also not be of much

help. The idea of doing action research on a small pilot basis was generally appreciated. It was agreed that each tribal research institute may plan and execute programmes in a small community or a group of villages where the various inter-actions could be closely followed, documented and analysed. This exercise will give the researches an insight into the process of change. However, each State and Tribal Research Institute could devise its own model for action research. It was, however, noted that inter-change of personnel between research and executive branches of administration, as was experimented in some States for giving field experience to the research workers has not proved successful and should not be tried. However, there was a case for greater association of sociologists in the planning and execution of developmental programmes. In the new structure which is now being envisaged for integrated area development programmes it would be useful if a social scientist is associated in the regional development authority and if possible in the project development agency also on a full time basis. The Social Scientist besides advising on sociological aspect of economic planning & development should become a full partner of the executive team entrusted with specific responsibility. The Social Scientists should be on the staff of the T.R.I. This will help the social scientists and the tribal research institute in designing and conducting purposeful studies and help them in giving feed back to the administration for formulation and implementation of suitable developmental programmes.

Evaluation

The need for evaluation preferably on a continuous basis was pointed out. It was necessary to have a round of detailed evaluation of the impact of various programmes in each region of the tribal areas once in five years. One view was that a detailed evaluation of each tribal bloc should be done once in five years. Another view was that this could be taken up in each region on a sample basis and this sample itself could be representative and give necessary trends of development in each region. Even in each bloc evaluation has to be on sample basis, and, therefore, it should not be difficult to devise a suitable machinery for this continuous round of evaluation. The need for such evaluation in the next 5 to 10 years is urgent since it is now envisaged to have time bound programmes in various developmental activities and suitable indicators must be devised for assessing the progress on a continuous basis.

It was felt that the methodology of evaluation needs much to be desired. The quality of evaluation varies considerably from Institute to Institute and from one Research worker to another. Many of the basic concepts in evaluation also need to be clarified. The Council, therefore, suggested that the Indian Institute of Advance Studies may be requested to organize a seminar on concepts and methodology of evaluation for research workers in tribal research institutes. On the basis of this seminar a manual on evaluation could be prepared which will serve as a guide line for all the evaluation work in tribal research institutes.

Libraries

Discussing about the libraries of the tribal research institutes it was felt that many institutes have built them up on common academic lines. The tribal research institutions' libraries should be specialized and they should have leaflets, pamphlets and all available literature on tribals and their problems in that region and even other parts of the country, if possible. The information in respect of each tribe should be available at different time levels. Each Tribal Research Institute must develop a data bank on all aspects of tribal life in that region. The Department of Social Welfare in the Government of India should have the collection of entire data which each tribal research institute may thus collect. The Department should have thus a big data bank on tribal life in the country. The Council recommended that adequate assistance for creation of the data banks in each T.R.I. should be given by the Centre.

Museums

The museums attached to Tribal Research Institutes should also be properly developed. We should have museums of tribal life which should record traditional pattern and trends of change. It will also be useful to have all the relevant items of a particular culture in the museum. The exhibits should be properly documented. The museums of various research institutes may have an exchange programme. It is now necessary that persons specialized in museology are placed incharge of these museums and they exchange their experience at workshops or seminars.

Training

Training and reorientation in tribal life and culture in various States needs to be properly organized and reinforced. The Council appointed a sub-Committee with Shri Haldipur, Prof. Lalit Sen, M.C.D., Dr. Sachidanand, Miss Pugh and Dr. B. D. Sharma to go into the whole question of training and reorientation in tribal areas

and place their views before the Council in its next meeting. The Council was generally of the view that training should be an integral part of each Tribal Research Institute. There should be a Senior Officer incharge of training both in the Institute and in other field organizations, if any, imparting training and orientation and conducting orientation courses for workers in tribal areas.

Publications

It was noted that the bulletins which are being brought out by various research institutes are irregular and have an uneven standard. In some of the States the policy is to publish research journals only in the regional language. The Council, therefore, suggested that there should be a regular news bulletin issued on behalf of the Council by the Department of Social Welfare which may briefly report the various activities in tribal development, publish full length papers or self contained summaries of papers prepared by researchers in tribal research institutes. The news bulletin should also give a resume of current research in tribal problems with a view to act as a clearing house of information and ideas.

The Council also decided that an annual publication should be brought out by the Department on behalf of the Council which should contain important research articles of workers in tribal research institutes and other organizations. The annual publication should be of a high academic standard. The Council decided to have an editorial board consisting of Dr. Surjit Sinha, Dr. L. P. Vidyarthi, Dr. B. K. Roy Burman, Dr. Suresh Sinha and Dr. B. D. Sharma. The first annual number may be brought out for the year 1972 itself. The Council also considered that an Assistant Editor in the grade of Senior Research Officer may be employed on a full time basis for bringing out the news bulletin and the annual publication of the Council. Other necessary secretarial assistance may also be provided.

Each Tribal Research Institute must clear all the unpublished work on a priority basis. The Indian Council of Social Science Research and the Institute of Advance Studies could be approached for publication grants if fund are lacking. The Department of Social Welfare may also consider giving *ad hoc* additional grants for clearing these unpublished material.

Seminar:

The question of holding conferences on various aspects of tribal life was also considered. The important subjects for this year are:—

- (i) Land alienation in tribal areas;

- (ii) Shifting Cultivation;
- (iii) Tribal unrest;
- (iv) Working of financing institutions in tribal areas;
- (v) Administrative structure for development in tribal areas;
- (vi) Tribals in hunting and food gathering stages of economic development; and
- (vii) Nomadic Tribes.

These seminars may be organized in collaboration with other institutions and organizations. The Council requested Shri Surjit Sinha to give the basic frame for holding seminars on items (ii) shifting cultivation, (iii) tribal unrest, and (vi) tribals at hunting and food gathering stages, Dr. Roy Burman was requested to give a basic frame for item (iv) working of Financing Institutions.

The first Seminar may be held on Land Alienation in tribal areas under the joint auspices of the Central Research Advisory Council of the Department of Social Welfare, Indian Institute of Advance Studies and the Indian Council of Social Science Research. This Seminar may be held in the month of May or June at Simla.

The Council also suggested that regional seminars on these allied problems may be organized by tribal research institutes at least once in a year.

Staff Support:

The Council also discussed the need of a strong supporting cell for various activities which have been outlined above in the Department of Social Welfare. They felt that research cells should have 4 units;

- (a) Data Bank;
- (b) Evaluation;
- (c) Social Anthropological Studies; and
- (d) Editorial and Publications.

The Council felt that this is the pattern which is necessary at the moment which may suitably evolve in the light of experience. For example, for the first two years when the Crash Programme for collection of basic data in respect of each Tribal Development Block will be taken up there will be sufficient work for one independent unit. Similarly evaluation will also need the close attention of one independent unit in the initial stage when not only the entire work of evaluation in the country is to be organized but even the very basic concepts and methodological problems are to be tackled. After this

first phase, perhaps, the two units could be combined but not before a satisfactory progress has been made in each of these fields. Similarly in the case of publications if work of news bulletin gathers momentum the Unit may need further strengthening. Each of these units may be headed by a senior Research Officer and the work of all these units may be supervised by an officer of a higher status.

Standing Committee

It was decided that the Council should meet at least twice in a year. The Council should have a Standing Committee which may meet as frequently as may be necessary to get and follow up the programme of work outlined by the Council in its general meetings. The following will be the members of this Standing Committee:

- (1) Dr. S. C. Dube
 - (2) Dr. B. K. Roy Burman
 - (3) Dr. Surjit Sinha
 - (4) Mrs. Dhan
 - (5) Shri Chinchalkar
 - (6) Dr. B. D. Sharma
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ANNEXURE I

List of participants

Dr. S. C. Dube, Chairman

<i>Department of Social Welfare</i>	<i>Planning Commission</i>
Shri P. P I. Vaidyanathan, Addl- tional Secretary.	Shri K. V. Natarajan, Chief (N & S W).
Dr. B. D. Sharma, Director (Tribal Development).	Shri G. P. Bharal, Research Officer.
Shri M. P. Rodrigues, Zonal Director.	<i>Office of the Commissioner for Scheduled Castes and Scheduled Tribes</i>
Shri A. M. Qurup, Deputy Director.	
Shri C. B. Sharma, Analyst.	Shri B. Sen, Research Officer.
Dr. P. S. K. Menon, Research Officer.	Shri V. K. Adya, Research Officer.

<i>Office of the Registrar General of India</i>	Dr. Surjit Sinha, Director Anthropological Survey of India, Calcutta.
Dr. B. K. Roy Burman, Deputy Registrar General.	Shri L. P. Vidyarthi, Prof. of Anthropology, Ranchi University, Ranchi.
<i>Representatives from Universities, State Governments, etc.</i>	Miss D. Pugh, Deputy Director, Tribal Research Institute, Assam.
Shri D. G. Bhave, Special Secretary, Government of Madhya Pradesh.	Shri R. G. Shroff, Director, Tribal Research Institute, Ahmedabad.
Shri S. L. Kalia, Research Officer, Tribal Research Institute, Madhya Pradesh, Bhopal.	Shri L. N. Chakravarthy, Deputy Director of Research, Arunachal Pradesh Admn.
Prof. Sachidananda, Director, A. N. Sinha Institute, Patna.	Shri J. H. Chinchalkar, Secretary, Bharatiya Adimjati Sevak Sangh, New Delhi.
Mrs. R. O. Dhan, Director, Tribal Research Institute, Bihar.	Sri A. App, Tribal Research Institute, Kerala.

ANNEXURE II

Shri P. P. I Vaidyanathan

As you all know that the general set up in which tribal research should be guided, had been under consideration of a High Power Committee. There were different ideas on the subject as to whether a Central Institute should be set up for the regional ones should be strengthened. Ultimately it was decided that an Advisory Committee can perform the functions of a Central Institute in which all regional institutions are represented. It was felt that this would ensure independence of outlook which the regional institutions should have so as to enable them to develop on lines suitable to the local conditions. I hope this Advisory Council will be able to assist the regional institutes in undertaking cogent and more purposeful depth studies on social problems of the Scheduled Tribes.

The Tribal Research Institutes are functioning in a period of rapidly changing conditions; the change, the process of change and their impact on the weaker groups should receive higher attention. I personally think that the museum piece approach of research is out of date. Though we must remember that the tribals' outlook is a

little different. The role of the Institutes is to help enable the Government to formulate policies so that the impact of change on the tribal is softened. As a matter of fact change is coming, tribal are also caught up in the change as all of us. The problem arises because the tribals are much less in a position to stand the various pressures than many of us. It is of course a matter of degree but they are in a much worse situation. While these changes take place a large number of people have to undergo many hardships, it is rather a ruthless process. Everyone wishes to see that the human misery is reduced to the minimum in a situation like this. At people actively associated with the research you know much more about the subject than I do and I do not claim to give you any advice in any of your deliberations. You have Prof. Dube as Chairman of this Council and he can certainly give guidance on the subject. He has gone into the depth of the problem and has wide knowledge and experience. If any assistance is needed, my colleague Dr. B. D. Sharma, can provide it from the administrative angle. He is one of those who has been able to identify himself emotionally with the tribals. He has taken great care and to that extent has been much more effective than any other administrator in the situation. In the same situation, I call myself one of those who is not emotionally involved and some of my experiences in this field may be quite relevant to the occasion. In the course of my service I did not serve many tribal areas and my experience of tribal people is fairly limited. I took charge long ago of a predominantly tribal concentration region in the West Bengal and what impressed me then was their simplicity. They were really isolated communities, well disciplined. But unfortunately these communities were under undesirable influence. Of course our main task was to enforce the general law and order and the welfare programmes were not many then. I have a feeling that they are slow to adapt to changes. Non adaptation to quick changes is operating against improvement.

There are some problems which need special mention. For example about the excise problem I would like to mention that we, who generally enforce law and order in these matters and in such situation, find that the law operates against the tribal. We had to bend down and make the whole machine work. My first reaction is why don't you give a free license so long as the triabls do not sell it.

Regarding moneylenders, there is a peculiar situation where also we are unable to find a satisfactory solution. Law is there to protect them against money lenders and to protect their lands. But it does not help much. To some extent simplicity of the tribal is taken advantage of.

On the whole I come to the feeling that the tribals have to accept change and adapt themselves as much as they can. There will be a few casualties but the earlier they fall in line with the sort of modernization the better it will be for all concerned. Some of the tribals specially in Assam Hills, Nagaland, are in a much better position. They have understood the new situation and, I am sure, they will be able to survive, but I am much less hopeful in some other parts of the country.

We have always consulted the State Governments, talked to them, we have strengthened our Department, a Director has been appointed having sufficient background, Dr. Sharma is here. I only hope that we will be able to evolve some more effective measures, for this process of change, and making the State Governments also to fall in line with that policy.

The Tribal Research Institutes have to play a very important role. To enable us to understand, and to overcome the problems, you should be able to regularly supply us the clear nature of the problem and the remedies which may be effective in dealing with the problem and to coordinate the work of the number of Institutes. I am sure we will be able to provide some really effective advice to the Department. From the point of view of the Department we are always eager to find some solution. We will be able to bring all concerned round the table and think seriously about the matter. The Department will consider all the suggestions made by the Council with a view to evolve and implement programmes which are effective. Such programmes may be able to soften the impact of the changes on the large number of tribals who constitute 8 per cent of the population and therefore, 8 per cent of the weaker section of the country.

I have great pleasure in inaugurating this Conference.

Thank you.

ANNEXURE III

Dr. S. C. Dube

Friends,

I am very happy to be associated with this Council for I feel that the Tribal Research Institutes have a major role to play not only by doing useful anthropological and sociological research but also by undertaking studies that would active and stimulate the programme of rapid social change. As Mr. Vaidyanathan pointed out, the Scheduled Tribes are a special constitutional responsibility and if we go by the turmoil and discontent which has spread in tribal areas I think our policies and our planning process have not given a good account of themselves in the last 25 years. Thus, today, we are in search of fresh perspectives—a new kind of strategy for tribal develop-

ment—which will payoff. We may perhaps have to discard the old, stereotyped approach which brought about only nominal development without bringing any real change in the levels of living of the tribal people. In order to be able to formulate a strategy of this kind and to develop a new approach for tribal welfare, it is essential that we have a series of studies in critical areas of tribal life, with a new focus and with certain emphasis that were missing in the earlier studies done on the tribes and their problems. In view of the urgency of fulfilling the constitutional requirements and the very pressing need for doing something visible that will show tangible results in the near future of number of activities will have to be undertaken.

The Tribal Research Institutes today are in search of a role. They have to supplement the effort of other national agencies active in this field. My colleague Dr. Surji Sinha, of the Anthropological Survey of India is here. He has an ambitious programme of research, much of which is concerned with the tribes. Dr. Roy Burman's organisation is carrying out a number of studies. The University Departments have been active and now with the incentives provided by the Indian Council of Social Science Research which could support tribal research to the extent of about Rs. 8-10 lakhs in the next five years, we are all set for a really comprehensive programme. In this national effort the Tribal Research Institutes have a major role to play. Let us decide what that role is going to be.

You will recall that the Indian Institute of Advanced Study and the Indian Council of Social Science Research, a few months ago, organised a conference on Priorities in Tribal Research and evolved a detailed plan on action. A document regarding this conference been sent to you. We were happy that some of you participated (and participated with some vigour) in its discussions. I think one of the functions of this Council is to help the Tribal Research Institutes to find a role for themselves. Neglected tribal groups have to be studied, old studies have to be updated, new problem-oriented studies have to be undertaken. Evaluation and action research may also be viewed as a function of Tribal Research Institute.

In the last 25 years what has happened in the Tribal areas by way of real development has shattered many of our hopes and we must wonder whether the strategies we used to tackle tribal problems were quite correct. Even in the academic field, we have a sense of uneasiness about what we have been able to accomplish. We are not looking out for new strategies. This requires new studies with a new methodology.

Tribal Research Institutes have to dedicate themselves to developing new perspectives and new techniques. They must come out with significant new propositions to illuminate the path of tribal development.

APPENDIX V

(Vide Para 3.70 of the Report)

(To be published in Part I, Section I of the Gazette of India)

No. 12/5/72-RU

GOVERNMENT OF INDIA

MINISTRY OF EDUCATION AND SOCIAL WELFARE
DEPARTMENT OF SOCIAL WELFARE

New Delhi, the 28th Nov. 1972.

RESOLUTION

The Panel on Welfare of Backward Classes constituted by the Planning Commission in 1968 to advise on the formulation of the Fourth Five Year Plan for the welfare of backward classes recommended that the Planning Commission might take steps to constitute a Study Team to examine various aspects pertaining to the working of the tribal research institutes including enlargement of the scope of their activities and the setting up of a Central Research Institute. This recommendation of the Panel was accepted by the Planning Commission and a Study Team on Tribal Research Institutes was constituted *vide* Resolution No. PC|SW|31(1)|69.

2. The Study Team on Tribal Research Institutes set up by the Planning Commission has recommended that a Central Research Advisory Council for Tribal Research Institutes be set up in the Department of Social Welfare and that the Council could coordinate the work of the Tribal Research Institutes and other organisations as well as provide broad guidance on policy formulation. The Government of India has accepted the recommendation. It is, therefore, resolved to constitute an Advisory Council with the following functions and composition.

3. Functions of the Advisory Council

The Central Research Advisory Council for Tribal Research Institutes will coordinate the activities of the Tribal Research Institutes set up in the country. The Council will provide broad guidance on policy formulation. The Council will also serve as a clearing house for the Tribal Research Institutes, the Central and State

Governments and other Research Organisations connected with the tribal problems. The Council will also organise Seminars and Conferences to provide an All India Forum for Research workers. The Council will also undertake such other steps aimed at promoting research on tribal problems.

4. Composition of the Advisory Council

There will be not more than 30 Members of the Advisory Council. The members will represent Tribal Research Institutes, Tribal Welfare Departments in the State/Union Territory Administrations, Indian Council of Social Science Research Universities, the Planning Commission, the Registrar General's Organisation, Voluntary Organisations and Department of Social Welfare at the Centre. One of the members will be nominated as Chairman by the Government of India.

5. Tenure of the Council

The tenure of the Advisory Council will be for a period of 3 years. Government may extend this period.

6. Travelling Allowance to non-official members

It has been decided that the non-official members of the Council will be entitled to claim TA/DA for their journeys in connection with attending the meetings as admissible to First Grade Officers of the Government of India.

7. Meeting of the Council

The Council will ordinarily meet not less than once in six months.

ORDER:—Ordered that the above Resolution be published in the Gazette of India.

Sd/-

P. P. I. VAIDYANATHAN,
Additional Secretary to the Govt. of India.

To

The Manager,
Govt. of India Press,
Faridabad.

No. 13/2/71-RU Vol. II, New Delhi, the 3-12-1972.

Copy forwarded for information to Chief Secretaries to all State Governments/Union Territory Administrations; Secretary to the President; Prime Minister Secretariat; All Ministries/Deptts. of the Govt. of India; Planning Commission; Lok Sabha Secretariat; Rajya Sabha Secretariat, Deptt. of Parliamentary Affairs, Librarian of the Parliament House (5 spare copies) the Commissioner for Sch. Castes and Sch. Tribes; the Principal Information Officer, Press Information Bureau; Information Officer (Dept. of Social Welfare).

Sd/-B. D. SHARMA,
Director.

Copy to:—

1. All the Members of the Coordination Committee.
2. All the Sections in the Department.
3. Zonal Directors/Deputy Directors, B.C.W.

Sd/- B. D. SHARMA,
Director.

(To be published in Part I, Section I of the Gazette of India)

No. 12/5/72-RU

MINISTRY OF EDUCATION AND SOCIAL WELFARE
DEPARTMENT OF SOCIAL WELFARE

New Delhi, the 28th Nov. 1972.

RESOLUTION

In pursuance of para 4 of this Department's Resolution No. 12/5/72-RU dated the 28 November, 1972 Government of India hereby nominate the following persons to be the members of the Central Research Advisory Council for Tribal Research Institutes for a period of 3 years from the date of this Resolution:—

1. Dr. S. C. Dube, Director, Indian Institute of Advanced Studies Simla—Chairman.
- 2 Shri F. Bahadur, Director, Tribal Research and Development Institute, Bhopal—Member.
3. Shri N. N. Vyas, Principal, Manakylal Tribal Research Institute & Training Centre, Udaipur—Member.
4. Dr. P. R. Sirsalkar, Chief Research Officer, Tribal Research Institute, 28, Queen Garden, Poona-1—Member

5. Shri A. K. Das, Deputy Director, Cultural Research Institute, M. S. Building, *Calcutta*—Member.
6. Dr. Kulamoni Mohapatra, Asstt. Director, Tribal Research Bureau, *Bhubaneswar*—Member.
7. Mrs. R. O. Dhan, Director, Bihar Tribal Welfare Research Institute, Morabadi Road, *Ranchi*-8—Member.
8. Shri Ramesh G. Shroff, Tribal Reserach & Training Centre, Gujarat Vidyapith *Ahmedabad*-14—Member.
9. Miss. D. Pugh, Deputy Director, Assam Tribal Research Institute, Mawlai, *Shillong*—Member.
10. Shri Chandra Sen, Research Officer, Tribal Research Centre, *Lucknow*—Member.
11. The Special Officer, Tribal Research & Training Centre, Cheveyur Housing Colony, *Calicut*-17—Member.
12. Shri Dev Burman, Director, Tribal Research, Tripura, *Agartala*—Member.
13. Shri M. Alem Chiba Ao, Director, Naga Cultural Institute Government of Nagaland, *Kohima*—Member
14. The Director, Tribal Research, Arunachal Pradesh, Arunachal Pradesh, *Shillong*—Member.
15. Shri K. V. Natarajan, Social Welfare Division Planning Commission, Yojana Bhavan, *New Delhi*—Member.
16. Dr. B. K. Roy Burman, Deputy Registrar General, Government of India, *New Delhi*—Member.
17. Shri J. H. Chinchalkar, Secretary, Bhartiya Adimjati Sevak Sangh, Dr. Ambedkar Road, Jhandewalan, *New Delhi*-25.
18. Dr. Surjit Sinha, Director, Anthropological Survey of India, *Calcutta*—Member.
19. Dr. L. P. Vidyarthi, Head of the Department of Anthropology, Ranchi University, *Ranchi*—Member.
20. Prof. Sachidanand, Director A. N. S. Institute of Social Studies, *Patna*-v—Member.
21. Dr. T. B. Naik, Head of the Department of Anthropology, Ravi Shankar University, *Raipur*—Member.
22. Shri C. R. Krishnaswami Rao Sahib, Secretary, Government of Andhra Pradesh Department of Revenue, *Hyderabad*—Member.

23. Shri C. B. Prasad, Secretary to the Government of Bihar, Welfare Department, Patna—Member.
24. Shri D. G. Bhave, Special Secretary to the Government of Madhya Pradesh, Tribal and Harijan Welfare Department Bhopal—Member.
25. Dr. B. D. Sharma, Director Tribal Development, Department of Social Welfare, Shastri Bhawan, New Delhi—Member Secretary.

ORDER:—Ordered that the above Resolution be published in the Gazette of India.

Sd/- P. P. I. Vaidyanathan,
Additional Secretary to the Govt. of India.

To

The Manager,
Government of India Press,
Faridabad.

No. 12|5|72-RU Vol. II New Delhi, the 3-12-1972.

Copy forwarded for information to Chief Secretaries to all State Governments|Union Territory Administrations; Secretary to the President; Prime Minister Secretariat; all Ministries|Departments of the Government of India; Planning Commission, Lok Sabha Secretariat; Rajya Sabha Secretariat, Department of Parliamentary Affairs, Librarian of the Parliament House (5 spare copies), the Commissioner for Scheduled Castes and Scheduled Tribes; the Principal Information Officer, Press Information Bureau; Information Officer (Department of Social Welfare).

Sd/- B. D. SHARMA,
Director.

Copy to:—

1. All the Members of the Council;
2. All the Sections in the Department;
3. Zonal Directors|Deputy Directors, B. C. W.

Sd/- B. D. SHARMA,
Director.

APPENDIX VI
(Vide Para 3.72 of the Report)
GOVERNMENT OF INDIA
DEPARTMENT OF SOCIAL WELFARE

Annexure III

SUB: Recommendations|Observations made by the Conference of Secretaries to State Governments & Heads of Tribal Research & Training Institutes held at Hyderabad on 20th 22nd June, 1970—Report of Study Groups as Adopted by the Conference.

Study Group I: Functions and Areas of Research and Methodology

(1) **Functions:**—In view of the changing socio-economic conditions of the backward classes and growing political consciousness amongst them, it was agreed that the functions of the Tribal Research Institutes should be re-defined and uniformly adopted by all the Institutes as indicated below:—

- (i) Applied and Action Research should receive more attention in the research activities of the Institutes.
- (ii) In addition to the problems of Scheduled Tribes, a few problems of other classes may also be studied for the sake of comparison. The Institutes may also take up studies of other classes in so far as they have bearing on important problems relating to Tribals in a particular area.
- (iii) The Institutes should maintain as complete data as possible relating to the Backward Classes Welfare including special demographic data. A system of compiling important statistics particularly relating to developmental programmes and other important trends concerning backward classes should be build up progressively.
- (iv) In view of the importance of publicity as an integral aspect of the developmental programmes, every institute should pay attention to evolving visual representation of significant data suitably analysed so that all concerned may gather impressions of progress made in various fields.
- (v) Collaboration with other Tribal Research Institutes including National Institute of Community Development, Hyderabad, dealing with identical|analogue problems in adjoining areas may be developed to avoid duplication of efforts and to exchange research findings.

(2) *Areas of Research*—The following area the essential areas of research which should be taken into account while programming research project studies in Tribal Research Institutes:

- (i) Long-term studies of problems arising out of exploitation of the Scheduled Castes and Scheduled Tribes.
- (ii) Occupational mobility studies in respect of Scheduled Castes and Scheduled Tribes.
- (iii) Progress of education at different levels and the question of wastage and stagnation.
- (iv) Periodical evaluation of welfare schemes undertaken by the Central and State Governments for the welfare of backward classes and the measure of response of people to such programmes.
- (v) Survey of handicrafts, arts, production of artifacts among the Scheduled Castes and Scheduled Tribes in order to arrest the decline and revive traditional skills by adopting suitable measures.
- (vi) Employment potentialities of the region and the possibility of absorption of Scheduled Castes and Scheduled Tribes in varied occupations.
- (vii) Ethnographic studies including the Study of folk-songs, folklore, social organisation, social control, customs, beliefs, myths, etc. including institutions which can be reoriented to changing needs.
- (viii) Listing of tribal communities according to level of economic development in order that special attention could be given to most vulnerable segment of population.
- (ix) Wherever necessary, the studies may be taken up of population genetics with special reference to the phenomenon of certain communities dwindling in numbers.

(3) *Methodology*:

- (i) The objectives of research must be clearly defined and the methods to be adopted should be suitable to produce as accurate results as possible. In evaluation studies of any scheme in the process of implementation, critical observations on the factual data relating to shortfalls, delays, defects in implementation etc. should not be made without giving a clear picture of all the circumstances lest a censorious angle should become prominent. The report has to

be balanced and must be weighted with constructive suggestions to plug any loopholes that have come to light.

- (ii) Where remedial measures suggested would entail appreciable financial implications, it would be desirable to give a fully worked out pilot project so that the processing of the scheme by administrative departments becomes easier.
- (iii) In the selection of subjects for study and research, priority should be given to the problems suggested by the administrative departments at the Centre and in the States.

It was agreed that the objectives and methodology employed for each research project may be clearly mentioned in the report. The Group was unanimously of the view that a statistical cell should be built up in each Tribal Research Institute to collect, organise and analyse the available data on scientific lines so that the Tribal Institute becomes in due course a repository of all data relating to Tribals. Any significant data maintained by the Tribal Institute should be made available to the various development departments and other agencies whenever necessary. The Tribal Research Institutes should take the initiative to collect information regarding any significant socio-economic trends among the tribals and should keep a watch over the rate of progress in education of both boys and girls among the tribals in comparison with that of other communities of the same region. Such studies will throw light on what steps are required to be taken to step up the tempo in areas where special efforts are required.

(4) *General.*—Representatives of the Tribal Research Institutes agreed to send reports on the following to the State Governments as well as to the Department of Social Welfare, Government of India within three months:—

- (a) Delay in disbursement of post-matric scholarships in quantitative terms along with steps required to be taken to eliminate delays at all stages.
- (b) Review of the working of the Tribal Development Blocks by taking an average Tribal Block and examining in details the actual expenditure item-wise *vis-a-vis* the schematic pattern and to assess the necessity for reorientation.

The working of the T.D. Blocks, Post-Matric Scholarship scheme impact of land reforms and land allotment and trends in occupational mobility were discussed. It was decided that:

- (i) The details of the procedure adopted by the Maharashtra Government as explained by their representative to eliminate delays at all levels in disbursement of post-matric

scholarships month-wise may be studied with advantage by the other State Governments who are encountering practical difficulties in eliminating delays and in the disbursement of scholarship to the students on a monthly or a quarterly basis. The immediate step however is to ensure that no needy student drops out of an institution because he does not obtain the scholarship in the initial stage.

- (ii) It was pointed out that in a few cases Headquarters of Tribal Development Blocks were located outside the Tribal Block. It was the considered view of the Group that the State Governments may re-consider such cases and take early steps to locate headquarters inside the Block area to enable the Tribal population to take optimum advantage of the facilities.
- (iii) The District Social|Tribal Welfare Officer must have very close liaison with the Employment Exchanges and explore ways and means of getting the educated Tribals employed suitably. In this connection the working of the employment cell of the Government of Mysore was explained in detail by the representative of the Mysore Government. It was considered desirable that the other State Governments should study the working of the system so that similar steps could be taken in this regard.

STUDY GROUP NO. II—COORDINATION AND ORGANISATION

The Group No. II is concerned with the aspects of Coordination and Organisation of the Tribal Research Institutes. The Group reviewed the organisational pattern of Tribal Research Institutes in different States and also examined the coordination with other agencies engaged in applied research on the problems of the tribals and also with the Governmental Departments. The Group also considered the suggestion about the setting up of Central Research Institute.

So far as the organisation is concerned, the Group considered the nature of the Institute from the point of view of independence and autonomy, the status of the Director, his functions and financial and administrative powers to be delegated to him. It also considered the broad nature of the set up in the Tribal Research Institutes and the security of services to the personnel in the Department. So far as the Coordination aspect is concerned, the Group examined the spheres of coordination at different levels and discussed the problems of coordination.

(1) Between the Tribal Research Institute and the Directorate of Tribal Welfare; (2) between the Institute and the different Departments of the State Governments; (3) between the Institute and other agencies engaged in applied research on the problems of Tribal Welfare; (4) inter-coordination between Tribal Research Institutes in different States.

The discussion of the Group was brought to bear particularly on the above guidelines and the Group made unanimous recommendations as under:

(1) Organisations

- (i) Each Institute should have a wholetime Director to guide research and training programmes.
- (ii) In States where the Institute is a cell or a Wing of the Tribal Welfare Department, the Director of the Institute should be *ex-officio* Additional Director of the Tribal Welfare Department.
- (iii) The Director should be delegated with adequate financial and administrative powers to enable him to function smoothly and effectively.
- (iv) The Research Institute should be able to undertake research in an objective and independent manner. It should not be influenced by the Departmental consideration in all matters of research.
- (v) Subject to overall programme for research advised by an Advisory Committee, it must have maximum freedom in conducting research and for that purpose it should enjoy the necessary autonomy. This presupposes the nature of organisational pattern and the group felt that the Training Research Institute should not be the subordinate cell of the Department and should enjoy independence and autonomy as outlined above. The Research and Training may be entrusted to Universities which have special bias for Tribal Research work.
- (vi) The Research and Training has come to be a permanent activity and the Institute of Research and Training should be established on a permanent footing in each State. Wherever it is not done, at least, posts in existence for more than 5 years should be made permanent and the staff of the Institute should be regarded as permanent for

all purposes of service conditions. The Group also emphasised that the States should consider and take steps to improve the service conditions of the staff in Tribal Research Institutes.

- (vii) The Director of the Institute should be academically qualified and should have sufficient research experience to guide the staff. The Group did not consider it necessary to lay down rigidly as to what should be the set up in the Research Institute and it should be dealt to each State to consider looking to the number of Research Projects on hand etc. However, the Group felt that the Director should be relieved as far as possible, of the administrative routine and for that purpose, if necessary, adequate assistance should be considered.
- (viii) The Group felt that the Training of the Research Staff was also important and the Director of the Tribal Research Institute should provide guidance and training to the research staff and some reorientation may be arranged to acquaint the staff with the field problems concerned with or arising out of the research projects in hand.

(2) Coordination:

- (i) While the Group recommended independence and autonomy in the conduct of research, the Group emphatically felt that there should be maximum of coordination between the Director of Tribal Welfare and the Director of Tribal Research Institute.
- (ii) The Group felt that there should be maximum coordination between the Tribal Research Institutes and other agencies connected with applied research.
- (iii) The Group also felt that need for maximum coordination between the Tribal Research Institute and other agencies and Governmental Departments connected with it.
- (iv) The Group also decided that the Wing that is now working for Research at the Centre should be strengthened in the Ministry of Social Welfare in order to coordinate and guide the research activities of State Tribal Research Institute.
- (v) The Director of Tribal Research Institute should be given representation on the Tribal Advisory Committees and other State Level Committees connected with Tribal Welfare in order to achieve better coordination.

- (vi) The Committee felt that the work of the Research Advisory Committee was more important in the matter of approving the overall programme of research and also in achieving effective coordination.
- (vii) The Group welcomed the move of the Department of Social Welfare to call this Conference and recommends that such a Conference may as far as possible be called every year. In any case technical heads of the Institutes must meet every year. In such Conferences, besides the Secretaries, Directors of Tribal Welfare, Directors of Research and Training Institutes, representatives from the Universities and non-officially organisations interested in research may be invited to participate.

(3) Advisory Committee:

- (i) The Advisory Committee should consist of the concerned Secretary of the Department, the Director of Tribal Welfare and Director of Research Institute, representatives of Tribal M.L.As and M.Ps. of the State, University professors for Anthropology and Social Sciences, the Director of Community Development and the Zonal Director, Backward Classes Welfare.
- (ii) The Secretary of the Department should preside over the meeting and the Director of Research Institute should be Convenor.
- (iii) The meetings of the Research Advisory Committee shall be held regularly and more frequently as suggested by the Commissioner for Scheduled Castes and Scheduled Tribes and Shilu Ao Committee and the Group felt that there should be quarterly meetings of the Advisory Committee regularly held in each quarter.

(4) Expenditure:

The Group examined the reasons for shortfall in expenditure and delay in filling up of vacant posts etc. The Group recommended that the responsibility of the Tribal Research and Training should be with the Centre and the Centre should finance them as Central Schemes.

STUDY GROUP III: TRAINING

The imperative necessity of organising training programme for officials as well as non-officials working in tribal areas was re-emphasised by the Group. It suggests that all the Tribal Research Institutes should set up training wings, if not already done, and training programmes should be undertaken for the following categories of officials and non-officials at three different levels:

- (1) *National Level:* Short orientation programme of 7 to 10 days for top administrators in the States as well as at

the Centre and also M.Ps. and M.L.As. and other non-official workers such as office-bearers of important voluntary organisations working in the field of tribal welfare and Presidents of Zilla Parishads should be organised at the National Institute of community Development, Hyderabad. The officers could include, *inter-alia* Secretaries/ Directors of Tribal Welfare, senior officers of Department directly concerned with tribal areas such as Revenue, Forest and Cooperation Departments, Divisional Commissioners and Collectors/Superintendents of Police of districts falling in the Scheduled Areas or having preponderant tribal population.

- (2) *Regional level:* The next level of training may be organised at the State or the Regional levels for three categories, *viz.*, (a) B.D.Os. and Extension Officers of Tribal Development Blocks, (b) Supervisory Officers of technical departments which have a direct bearing with tribal welfare programmes, such as the Forest Department, at district level and below, (c) Presidents of Panchayat Samitis and important social workers of the district. There should be a common course for 15 days for all these three categories but for the Block Development Officers and other Extension Officers there should be further intensive training for one month.
- (3) *Field Level:* The third level of training should include Gram Sevaks, Gram Sevikas, Health Visitors, Midwives, Stockmen-cum-Health Supervisors, Foresters, Forest Guards, Primary School Teachers, Managers of Forest Cooperative Societies and officials of comparable status working in tribal areas.

2. The Group feels that it is desirable to enable top administrative officers in the country to develop proper awareness of tribal life and problems and suggests that at National Academy of Administration the IAS and IPS probationers should be provided with orientation in tribal cultures and problems. The India Forest College and the Forest Rangers' Colleges in the country should also include in their syllabi tribal problems with reference to the forest. Similarly all other national and State level institutions like the Police Training Colleges, Colleges of Cooperative Training etc. etc. whose trainees have at some stage to deal with tribal problems should include in their syllabi study of tribal life, cultures and problems with particular reference to their respective Departments.

State|Regional Training Centres

3. At present, out of 9 Tribal Research Institute, 7 have Training Wings attached to them. Some of these are not currently imple-

menting their training programmes for all the prescribed categories of trainees for one reason or the other. It is highly desirable that not only the sanctioned programmes should be revived forthwith but these should be further strengthened and intensified on the lines indicated above. It was observed that some of the States which had small tribal population might not be able to set up their own training institutes. It is suggested that such States may depute their trainees of the second category to the Training Institute in a neighbouring State. For instance, the Training Institute at Hyderabad could function as the Regional Training Institute for the remaining three southern States also *viz.*, Tamil Nadu, Mysore and Kerala. The Group observed that the training programme was conspicuous by its absence in the Eastern Zone. In Assam, Meghalaya, Nagaland, Manipur, Tripura and N.E.F.A. there is no training programme of this kind as yet and this lacuna should be removed urgently. The Tribal Research Institute at Shillong must be strengthened and organised on a sound footing alongwith Training Wing.

4. At present, four of the Orientation and Study Centres located at Bhubaneswar, Ranchi, Jabalpur and Udaipur continue to impart training in tribal welfare and thereby duplicate and overlap the effort of the Tribal Research and Training Institutes already existing at three of these places. The Group recommends that while these orientation and Study Centres may continue to impart general orientation/training in extension work, the training programme relating to tribal welfare should be conducted only at the respective Tribal Research Institutes by transferring tribal training work to the respective Tribal Research Institutes. This step is further desirable from another angle. It is strongly felt that the research and the training programmes at the Tribal Research Institutes should not be mutually exclusive. On the other hand, there should be constant utilisation of resources and experience between the two wings.

Pre-service Training Programmes

5. It is understood that there is a proposal to have a 'Sandwich' course for I.A.S./I.P.S. probationers at the National Institute of Community Development, Hyderabad. When this proposal is implemented, we suggest that the syllabus at the National Institute of Community Development for their training should also include topics relating to tribal life and problems.

6. The Group recommends that such personnel who have a general pre-service training like Village Level Workers should be provided with some basic grounding in the problems of tribal welfare during their pre-service training itself. At the Tribal Research and

Training Institutes, the course for this category of personnel should be for two months and should cover specific areas of interest relevant to them and their work.

Staffing pattern and recruitment

7. The Group feels that the Director of the Tribal Research Institute should be in over-all charge of both research and training programmes. To assist him in administrative as well as academic work there should be a Vice-Principal possessing suitable academic and administrative qualifications and experience. There should also be a core staff of lecturers with specialisation in subjects like Social Anthropology, Economics with specialisation in tribal economy, Applied Anthropology/Tribal Welfare and community organisation and group work.

Training of teaching staff

8. The Group recommends that the teaching staff of the training wings of the Tribal Research Institutes may be trained at the National Institute of Community Development, Hyderabad.

Syllabi of training courses

9. The Group recommends that the Department of Social Welfare may appoint a small sub-committee to go into the details of syllabi for different training programmes as outlined above.

10. It is understood that there is general reluctance on the part of the trainees to attend courses at these institutes, even though deputed, as they do not get adequate allowances. The Group feels that the trainees should be provided with adequate allowances and facilities.

Training of tribal leaders

11. The Dhebar Commission had recommend training of Tribal leaders who "occupy a pivotal role in the transmission of ideas from the outside world and also in interting the views of the tribals to Administration." For this purpose 7 to 10 days' peripatetic camps in tribal areas may be organised for tribal Sarpanchs, Up-Sarpanchs and traditional leaders.

12. Non-officials undergoing training under one of the three programmes enumerated in para 1 above or in short duration camps should be provided with necessary facilities to attract the desired number and kind of trainees.

13. In respect of the two categories of officials, *viz.*, those under (b) and (c) of para 1 above, the head of the training wing should

be required to furnish an assessment of the performance at the end of the training and it should be forwarded to the concerned Department which may consider this assessment while reviewing the annual confidential report on the official.

Posting of personnel

14. The Group feels that it would be desirable to depute officials for training after they have already acquired some familiarity with tribal life and problems by way of having worked in tribal areas. This will enable them to absorb and utilise their training better on their return. The Group also suggests that trained personnel must continue to work in tribal areas after completion of the training at least for three years. The Governments concern may also consider providing suitable incentive such as Scheduled Areas allowances to individual incumbents in order to encourage them to work in tribal areas with zeal.

Refresher Course

15. In addition to the above training programmes the Group feels that there is need to have periodical refresher courses for personnel at the various levels.

APPENDIX VII

(Vide para 4 of Introduction)

Summary of Conclusions/Recommendations contained in the Report

Sl. No.	Reference to Para Number in the Report	Summary of Conclusions/ Recommendations
1	2	3
1	1.3	<p>The Committee are of the opinion that unless concerted efforts are made for raising the educational, economic and social status of the Scheduled Castes and Scheduled Tribes simultaneously, the avowed objective of creating a classless society in the country cannot be fulfilled. The Committee, therefore, suggest that the Planning Commission should give serious attention towards the educational, economic and social backwardness of the Scheduled Castes and Scheduled Tribes and suggest ways and means to bring this vulnerable section of the society at par with others as quickly as possible.</p>
2	1.16	<p>The Committee feel convinced that active participation of representatives of the Scheduled Castes and Scheduled Tribes in the formulation of Plans at all stages is a <i>sine qua non</i> for its success and implementation. Every endeavour should, therefore, be made to locate the expertise that is available among the Scheduled Castes and Scheduled Tribes so that qualified persons belonging to these communities could be co-opted as members by the Steering Group Task Forces set up by Planning Commission. The Committee would also like the Planning Commission to write to the State Governments to ensure association of qualified Scheduled Castes and Scheduled Tribes with the State Planning Boards.</p>

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- 3 2.14 The Committee regret to observe that the provisions made in the various Five Year Plans for the Scheduled Castes and Scheduled Tribes so far have been grossly inadequate as compared to the magnitude of the problems being faced by these communities. The Committee are all the more unhappy to point out that even these meagre allocations could not be utilised in full and there have been huge shortfalls in expenditure for the Scheduled Castes and Scheduled Tribes from Plan to Plan. The Committee sadly come to the conclusion that there have been some inherent defects in the process of planning and implementation of the schemes for the amelioration of the conditions of Scheduled Castes and Scheduled Tribes. In the circumstances, the Committee would call for concentrated attention and vigorous efforts on the part of the Planning Commission, Ministries|Departments of the Government of India, State Governments and other authorities concerned to ensure that the outlays provided for in a Plan for the Scheduled Castes and Scheduled Tribes are not allowed to be dissipated by inappropriate and uncoordinated schemes and actions. The Committee expect the Planning Commission and the Government of India immediately to evolve corrective measures to eliminate the possibility of having huge shortfalls in expenditure as the case has hitherto been.
- 4 2.15 The Committee also suggest that a machinery should be devised whereunder the spending Departments including those of the State Governments make periodic reports to the Commissioner for Scheduled Castes and Scheduled Tribes in regard to underutilisation or diversion of funds giving full justification thereof so that the Commissioner could make his own independent assessment of the position for the purposes of his Annual Reports to the President.

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- 5 2.16 The Committee note that during the Fourth Five Year Plan, an amount of Rs. 21.54 crores has been spent in 1969-70, Rs. 26.52 crores in 1970-71 and Rs. 30.41 crores in 1971-72, which means 55 per cent of the total outlay. The Committee do not agree with the contention of the Planning Commission that the tempo of expenditure in the first three years of the Fourth Five Year Plan has been satisfactory. The Committee need hardly stress the desirability of suitably phasing out the expenditure in all the years of a Plan.
- 6 2.17 The Committee view with concern that there have been diversion of funds allotted for Scheduled Castes and Scheduled Tribes to other heads of expenditure by the State Governments. Taking into consideration the already meagre allocations for the Scheduled Castes and Scheduled Tribes, the Committee feel that such diversion of funds is wholly unjustified. The Committee are firmly of the opinion that no diversion of funds meant for the welfare of Scheduled Castes and Scheduled Tribes should be allowed under any circumstances. The Committee agree with the contention of the Department of Social Welfare (now Ministry of Home Affairs) that the expenditure on Scheduled Castes and Scheduled Tribes should come under the heading of "tied" or "earmarked" expenditure. The Committee would urge that this question may be placed before the National Development Council again for their consideration.
- 7 2.18 The Committee would also like the Planning Commission and the Government to ensure that any reduction in the expenditure on Plan schemes, due to non-materialisation of resources, does not adversely affect the Plan schemes for the Scheduled Castes and Scheduled Tribes.

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8	2.19	<p>The Committee are distressed to find that there have been inordinate delays or defaults on the part of the State Governments in furnishing full information or returns pertaining to the Welfare Schemes for the Scheduled Castes and Scheduled Tribes to the Planning Commission and to the concerned Ministries/Departments of the Government of India. The Committee would like the Government to devise some self-executive machinery by which the requisite information and the returns are received promptly and in the prescribed time from the State Governments concerned.</p>
9	2.38	<p>The Committee have noted that in the First, Second, Third and Fourth Five Year Plans, the percentage of Backward Classes Sector outlay to the total outlay in the Public Sector was to the extent of 1.63, 1.87, 1.52 and 0.90, respectively. The Committee have been informed that an investment of the order of Rs. 200* crores for Scheduled Castes and Rs. 250 crores for Scheduled Tribes is envisaged for the Fifth Five Year Plan, as mentioned in the document, 'Social Welfare in the Fifth Five Year Plan' prepared by the Department of Social Welfare. Taking into consideration the population of Scheduled Castes and Scheduled Tribes, which is 21.54 per cent to the total population of the country and the vast problems facing them, the Committee feel that investments of a much higher order are necessary to bring about a substantial improvement in their socio-economic conditions.</p>
10	2.39	<p>The Committee are unhappy to learn during evidence from the representative of the Planning Commission that "the benefits of the Plan activity have not been going to the Scheduled Castes and Scheduled Tribes." The Committee would attribute this state of affairs to defective planning, lopsided allotment of priorities, inadequate financial backing and organisational support, inordinate delay in the sanction of schemes</p>

*This figure includes Rs. 8 crores for Denotified, Nomadic and Seminomadic Tribes.

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and their poor implementation and inappropriate and uncoordinated policies and actions, etc. The Committee would urge that immediate corrective measures should be taken so that the welfare schemes for the Scheduled Castes and Scheduled Tribes envisaged for the Fifth Five Year Plan are not hampered.

11 2.40 The Committee regret to find that in the earlier Plans, the allocations under welfare of backward classes, which were meant to be supplementary to the outlays in the general sectors of development, have, in fact, substituted the latter. They, however, note that in the Fifth Five Year Plan, the strategy of development of backward classes places greater emphasis on the role of the general sector in providing major developmental programmes. To achieve this end, the Committee would like to endorse the views of the Elayaperumal Committee that "The Social Welfare Department* at the Centre and in the States must participate actively in the formulation of the schemes of other Departments|Ministries." The Committee feel convinced that this would help other Departments|Ministries to understand the problems of Scheduled Castes and Scheduled Tribes and make them conscious of the need for providing programmes for the welfare of Scheduled Castes and Scheduled Tribes out of the general development funds.

12 2.41 The Committee would also like the Planning Commission to devise a machinery or an Authority to supervise and ensure that the benefits intended to flow to the Scheduled Castes and Scheduled Tribes from the general sector funds do actually flow for the welfare of these communities. Such machinery or Authority should also evaluate from time to time the extent of actual flow of benefits to the Scheduled Castes and Scheduled Tribes from the general sector

*Now the Ministry of Home Affairs at the Centre.

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funds, both with a view to rectify the defaults in time and also to augment the provisions for the welfare of Scheduled Castes and Scheduled Tribes in the light of the experience gained.

- 13 3.8 The Committee need hardly stress that education is the most effective instrument in raising the social and economic status of the Scheduled Castes and Scheduled Tribes. To bring the Scheduled Castes and Scheduled Tribes educationally at par with other sections of the society, the Committee feel that more and more Scheduled Caste and Scheduled Tribe students should be encouraged to take advantage of the scheme of Post Matric scholarships.
- 14 3.9 The Committee suggest that the question of increase in the quantum of scholarship should be settled immediately, as the Scheduled Caste and Scheduled Tribe students are facing financial difficulties in view of the enormous increase in the cost of living.
- 15 3.10 The Committee also urge that the scheme of Post-Matric Scholarships should be reviewed by Government Planning Commission in its entirety, more particularly with a view to (i) linking the quantum of scholarship with the rising cost of living; and (ii) to ensure payment of scholarship amounts to students at the beginning of the academic session so that the objective of this scheme is fully and effectively realised.
- 16 3.15 The Committee would like to emphasise that setting up of hostels is an important step in the direction of promotion of educational facilities among Scheduled Caste and Scheduled Tribe girl students. They are, therefore, unhappy to learn that the scheme for the construction of girls hostels has not been able to make much headway. The Government and the Planning Commission should keep a constant and

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vigilant watch on the working of this scheme and take immediate remedial measures as soon as any deficiencies are noticed.

- 17 3.16 The Committee regret to note that the funds allocated for the construction of girls hostels are often diverted to other heads of expenditure by the State Governments and this has sometimes been done with the approval of the Government of India. The Committee are strongly of the view that such diversions should not be allowed at any cost and the funds allocated should be actually utilised by the State Governments for implementation of this scheme.
- 18 3.17 The Committee welcome the new approach of the Government to finance a certain percentage of accommodation in the general hostels, both at the pre-matric and post-matric levels, for the Scheduled Caste and Scheduled Tribe students. The Committee recommend that Government should ensure that accommodation for Scheduled Caste and Scheduled Tribe students is reserved in all general hostels in the country, both at the pre-matric and post-matric levels, in proportion to the population of the Scheduled Castes and Scheduled Tribes in each State and Union Territory respectively in which a hostel may be situated. The entire expenditure on accommodation (including boarding and lodging) so reserved for Scheduled Caste and Scheduled Tribe students should be financed by Government. The Committee would like the Government to work out the details of such a scheme and to intimate the same to the Committee.
- 19 3.28 The Committee have no doubt that the Pre-Examination Training Centres can go a long way in improving the representation of Scheduled Castes and Scheduled Tribes in the Central as well as State Services. They note that the

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working of the Pre-Examination Training Centres was reviewed by a Seminar-cum-Workshop in 1970. The Committee would like to stress that constant endeavours should be made to make these Centres basically result-oriented.

- 20 3.29 The Committee would further stress that courses of study taught at these Centres should be made broad-based so as to bring, besides the examination conducted by the Union and State Public Service Commissions, examinations held by the Nationalised Banks, Life Insurance Corporation, Public Sector Undertakings, etc. within their purview. The Committee also suggest that special arrangements should be made to give the students training in confidence-building so that they may perform well in *viva voce* tests.
- 21 3.30 The Committee also recommend that such Centres should be established in all the State and Union Territory Capitals, preferably in the Campus of a University, where both residential and tuition facilities are available to the students.
22. 3.31 The Committee further suggest that these Centres should maintain a close liaison and co-ordination with the recruiting authorities so that suitable training programmes could be started well in time.
- 23 3.46 The Committee appreciate that Tribal Development Blocks have been started for the intensive development of the tribal areas. They, however, feel that the Tribal Development Blocks have not made much headway as is evident from the recommendations of the Committee on Plan Projects (1969). The Committee feel that a re-thinking is called for on the whole approach to the Tribal Development Blocks so that necessary corrective measures may be adopted for the Fifth Plan period to make the results commensurate

with the expenditure involved. With this aim in view, the Committee recommend that a detailed and carefully planned survey of the tribal areas should be conducted for identification of the problems and fixing of priorities, so that a comprehensive development programme could be prepared accordingly.

24. 3.47 The Committee are of the view that the 'integrated area development programme', initiated by the Department of Social Welfare (now Ministry of Home Affairs) is a step in right direction and will help in the intensive development of the tribal areas. The Committee note that a Task Force has already been set up in Madhya Pradesh for preparing integrated area development programmes for tribals in that State. The Committee expect that similar Task Forces will also be set up in other States immediately to do the needful.
25. 3.48 The Committee note that six Pilot Projects have been sanctioned in Andhra Pradesh, Bihar, Madhya Pradesh and Orissa for the coordinated development of areas that are predominantly inhabited by the tribals. Since these Projects have been set up very recently, the Committee would not like to make any comment at this stage. They would, however, like that the results of the Pilot Schemes should be carefully watched, and if they prove encouraging, the question of setting up similar projects in other tribal areas should be considered.
26. 3.49 The Committee would like to stress the desirability of starting Tribal Development Blocks where the population of the tribals is more than 50 per cent.
27. 3.60 The Committee visualise that Cooperative Societies can play a vital role in tackling the problem of indebtedness and accelerating the pace of

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economic progress amongst the tribals. They are, however, pained to observe that the Cooperative movement, for which funds have been made available from Plan to Plan, has not registered the progress expected of it. Nonetheless, the Committee feel assured that 'Co-operation' has been given very high priority in the Fifth Five Year Plan. The Committee urge that the working of the Cooperative Societies should be reviewed to identify the factors responsible for their poor performance and to suggest such corrective measures as may be deemed necessary to improve the situation, with a view to ensure that the funds being allocated in the Fifth Five Year Plan are gainfully utilised.

- 28 3.61 The Committee recommend that Apex Tribal Cooperative Organisations should be established in all those States where there is sizeable tribal population depending upon the collection of minor forest produce as a means of livelihood.
- 29 3.62 The Committee urge that, keeping in view the needs and requirements of the Scheduled Castes, similar Cooperative Societies should also be started for Scheduled Castes and necessary funds provided in the Fifth Five Year Plan.
- 30 3.74 The Committee note that the main object of the scheme "Research, Training and Special Projects" is to promote research in tribal problems and train personnel to work in tribal areas. The Committee need hardly point out that tribal development comprehends in its scope a whole range of activities involving such diverse subjects as agriculture, cooperation in industries, forests, education, health, social anthropology, etc. The Committee are, therefore, of the opinion that to make fruitful studies of all these subjects, the Tribal Research Institutes should be adequately equipped and have the necessary expertise. The Committee also suggest that the observations of

the Study Groups of the Committee, as enumerated in para 3.73 of the Report, may be taken into consideration for improving the working of the Tribal Research Institutes.

- 31 3.75 The Committee note that a Central Advisory Council has been set up in 1972 to coordinate the activities of the Tribal Research Institutes. The Committee suggest that the Council may be broadbased by the inclusion of a Tribal Member of Parliament as a non-official.
- 32 3.85 The Committee are convinced that no significant improvement in the working and living conditions of those engaged in unclean occupations can be expected unless the whole problem is tackled on a war footing. The Committee expect the Ministry of Home Affairs to realise that these depressed sections of the society, which are the lowest of the low, have to be given a new and fair deal under the Fifth Five Year Plan. The Committee suggest that as a first step in this direction, the Ministry of Home Affairs should ensure that the State Governments spend the allocations provided to them under the scheme entitled "Improvement in the working and living conditions of those engaged in unclean occupations" and there is no diversion of funds. They further suggest that all allocations made under the said scheme should be tied to the special projects. A high ranking officer in the Ministry of Home Affairs should be charged exclusively with the responsibility to ensure that the Schemes for the welfare of this section of our society are fully implemented.
- 33 3.86 The Committee also endorse the observation of the National Commission on Labour made in their Report on the 'Working and Service Conditions of Sweepers and Scavengers' that "the

Central Government should undertake a comprehensive legislation for regulating their working, service and living conditions which should also provide for adequate inspectorate and enforcement machinery".

34 3.87 The Committee would like to emphasise that the first and foremost task for the improvement of the living conditions of those engaged in unclean occupations is the provision of houses and house-sites to them and for this purpose substantial financial assistance is needed. The Committee hope that the question of augmenting the grants-in-aid to the State Governments under this scheme for construction of houses and for giving them to the allottees on hire-purchase basis would be considered. The Committee would like to stress that while constructing houses for those engaged in unclean occupations, it should be ensured that their houses are constructed near their places of work and not outside city limits. All civic amenities should be provided in their colonies. Their houses should be built in colonies inhabited by others so that they may get a chance to mix with the people of other communities.

35. 3.97 The Committee feel that in a vast country like India, Voluntary Organisations have a significant role to play in advancing the educational, social and economic progress of the Scheduled Castes and Scheduled Tribes. There is also greater need for surveillance on the work of the Voluntary Organisations in the field of activities for which grants-in-aid are given to them by the Central Government. The Committee suggest that a detailed survey should be conducted on the working of these Organisations so that necessary corrective measures could be devised to ensure that the purposes for which grants-in-aid are given to them are fully achieved.

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| 36 | 3.100 | The Committee suggest that the results of the working of the 'Development Corporation for Scheduled Castes and Scheduled Tribes' set up in Kerala should be watched and if found satisfactory, the question of setting up of similar Corporations in other States be taken up. |
| 37 | 3.106 | The Committee are unhappy to learn that many State Governments have not been submitting their Progress Reports in time. The Committee need hardly point out that a progress report is an important mechanism to watch the progress made in the implementation of a scheme and that it would cease to have any significance if it is not prepared objectively and submitted in time. The Committee would, therefore, like the Ministry of Home Affairs to emphasise on the State Governments, the imperative need for timely submission of such progress reports. The Committee have no doubt that the progress reports, when received by the Ministry of Home Affairs, will be examined carefully and defects, if any, found in their implementation, communicated to the State Governments. |
| 38 | 3.107 | The Committee would also like the Ministry of Home Affairs to persuade the State Governments to open Cells for evaluating the progress achieved in the implementation of each scheme on a regular basis. |
| 39 | 3.109 | The Committee need hardly stress that to quicken the pace of upliftment of the Scheduled Castes and Scheduled Tribes, all the schemes started for their welfare have to be made result-oriented. The Committee are, therefore, firmly of the opinion that all the Centrally Sponsored Schemes for the welfare of Scheduled Castes and Scheduled Tribes should be evaluated objectively by the Programme Evaluation Organisation of the Planning Commission in collaboration |

with the Ministry of Home Affairs, so as to suggest ways and means to improve their working. The State Governments should also be advised to devise a machinery by which all the State Sector Schemes for the welfare of Scheduled Castes and Scheduled Tribes are similarly evaluated objectively.

40. 4.1 Article 46 of the Constitution lays down that "The State shall promote with special care the educational and economic interests of the weaker sections of the people and, in particular, of the Scheduled Castes and Scheduled Tribes and shall protect them from social injustice and all forms of exploitation." The Committee appreciate that to fulfil this avowed objective, considerable sums of money have been spent on the welfare of Scheduled Castes and Scheduled Tribes during various Plan periods. However, taking into consideration the present socio-economic conditions of Scheduled Castes and Scheduled Tribes and the imbalances in their development, as revealed by various Expert Committees and Commissions, the Committee feel that the expenditure so far incurred in four successive Five Year Plans has not produced the desired results.
- 41 4.2 The question of rapid spread of education among the Scheduled Castes and Scheduled Tribes requires serious consideration. The Committee need hardly point out that educational development is the pivot round which the socio-economic progress of these communities revolves. The Committee note that certain schemes. *viz.*, Post-Matric Scholarships, Girls' Hostels, etc. have been started in the Central Sector. They, however, are not satisfied with the working of these schemes. The rate of Post-Matric Scholarship even today, is the same, as was many years ago. The Scheduled Caste and Scheduled Tribe

students because of their economic condition can hardly be expected to pursue a course of higher studies with the meagre assistance that is provided to them in the shape of scholarships. The Committee, however, feel assured that the question of increase in the amount of the scholarship is being considered by Government on an urgent basis. So far as Girls Hostels are concerned, the Committee have noted that the funds have often been diverted to other heads of account by State Governments, thereby depriving the Scheduled Caste|Scheduled Tribe girl students of the basic facilities of education. The Committee emphasise that such diversion of funds should not be allowed under any circumstances.

42 4.3 Another problem that confronts the planners is the lack of adequate employment opportunities for Scheduled Castes|Tribes. No doubt the problem is to be reviewed in the context of the present unemployment position in the country. But, nevertheless, concerted efforts should be made to provide the Scheduled Castes and Scheduled Tribes with jobs at least according to the quotas reserved for them as per the directives issued by Government. Side by side, a comprehensive scheme for encouraging Scheduled Castes|Tribes to set up cottage and small-scale industries should be prepared and implemented. The intake of Scheduled Castes|Tribes in the I.T.Is. should be augmented so that more and more Scheduled Caste|Tribe students acquire the necessary technical skill for different trades.

43 4.4 The Committee feel that the present difficult economic condition of Scheduled Castes|Tribes can be greatly improved by encouraging cooperative movement among them. Certain schemes have been started under the Central Sector but they do not appear to have made much impact on the situation. The members of these communities are even today being exploited by unscrupulous money-lenders. The Committee

would like the Government to ensure that the Cooperative Societies started for Scheduled Tribes are made economically viable untils and Apex Tribal societies are opened to give credit facilities to them on liberal terms. For the benefit of Scheduled Castes also, Cooperative Societies should be encouraged. The feasibility of setting up Development Corporations on the lines of the Kerala Development Corporation should be explored.

- 44 4.5 Another question requiring urgent attention is the working and living conditions of those engaged in unclean occupations. The Government have started a scheme for the purpose but according to its own admission, this scheme has not made much headway. Even after 25 years of independence, night soil is still being carried as head-loads and the sweepers and scavengers are looked down upon as untouchables. The Committee cannot too strongly emphasise the need for giving a new and fair deal to this most neglected section of the society in the Fifth Five Year Plan period. The problem of scavengers and sweepers must be studied in depth for evolution of a suitable policy for their uplift.
- 45 4.6 The Committee feel that integrated area planning for tribal areas during the Fifth Five Year Plan is a correct approach for accelerating the development of tribal areas. They hope that the Pilot Projects started in a few tribal areas, if proved successful, will be extended to other areas also. The Committee also feel that persons endowed with a missionary zeal for service to these communities should, as far as possible, be posted to the remote tribal areas and Government should provide them with necessary incentives.
- 46 4.7 The Committee would stress the need for provision of adequate supply of drinking water in the remote tribal areas as also to such of the

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villages having sizeable concentration of Scheduled Castes and Scheduled Tribes where the supply of drinking water is erratic or scarce. The Government should provide sizeable amounts in the Fifth Plan to ensure that no village is without a safe source of drinking water. The Committee suggest the provision of drinking water facilities to tribal|Scheduled Caste villages should be brought within the ambit of Centrally sponsored schemes.

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4.8

The Committee feel that mere augmentation in the outlay of Backward Classes Sector will not result in the improvement of the condition of Scheduled Castes and Scheduled Tribes if the basic problems of settlement of landless Scheduled Castes on land is not satisfactorily tackled, and land reforms are affected expeditiously and in the proper perspective.

The Elayaperumal Committee, the Shilu Ao Study Team as also the Commissioner for Scheduled Castes and Scheduled Tribes in their Reports have pointed out that the State Governments have not been giving due priority to Scheduled Castes|Tribes in the matter of allotment of land. The Committee would urge that the Central Government and the State Governments should take concerted steps to allot land to the landless Scheduled Castes and Scheduled Tribes on a priority basis, and to enact, if necessary, suitable legislation for the purpose.

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4.9

The problem of land alienation is the most burning problem which concerns the tribal population. It has been reported by the Commissioner for Scheduled Castes and Scheduled Tribes in his 19th Report that legislative and executive measures undertaken to protect the land owned by the tribals from alienation have not been effectively implemented in various States particularly in Andhra Pradesh, Bihar and Orissa. As a result, a large number

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of tribals have been deprived of their lands. Discontent among the tribals has also prevailed in Chotanagpur area of Bihar and Koraput district in Orissa. The Committee are in agreement with the views of the Committee on Plan Projects (1969) that the only effective deterrent against the alienation of tribal land to non-tribals is for the authorities concerned to take action *suo 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, and to restore its possession to the rightful tribal owner.

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The Committee hope that the Planning Commission and the Ministry of Home Affairs would take immediate and concerted steps to provide redressals to the Scheduled Castes and Scheduled Tribes in the matter of land allotment and land alienation. ,

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Last but not the least, the Committee need hardly point out that all the planning will have little impact on the amelioration of the conditions of Scheduled Castes and Scheduled Tribes if the schemes started for their welfare are not implemented earnestly. The Committee regret to observe that there have been shortfalls in the expenditure on the welfare schemes from Plan to Plan and there is no proper machinery to watch the implementation of the schemes. The Committee, therefore, urge that the implementation machinery, both at the Centre and the States, should be strengthened and reoriented, so that the already meagre financial resources are not frittered away. They further recommend that Cells should be set up in all the States to keep a close watch on the implementation of the Plan schemes on a regular basis and to ensure the continuous flow of funds from the Central Sector to the Backward Classes Sector.