Report of the Study Team on Tribal Development Programmes

All-India

Committee on Plan Projects
PLANNING COMMISSION
1969

D.O. No. COPP/2/(4)/66-TDP
Chairman,
STUDY TEAM ON TRIBAL
DEVELOPMENT PROGRAMMES,
Committee on Plan Projects,
Planning Commission,
Yojana Bhavan,
New Delhi.
September 19, 1969.

MY DEAR PRIME MINISTER,

I submit herewith the All-India report of the Study Team on Tribal Development Programmes. Besides the All-India report we have prepared twenty reports on individual States/Administrations after a detailed study of their problems, followed in many cases, by a discussion of our tentative recommendations with the Ministers of the respective States and Union Territories in charge of tribal welfare.

2. I am sorry we have taken longer than expected in completing our labours. Comprehending as it does a whole range of activities including such diverse subjects as agriculture, animal husbandry, forests, cooperation, education, industries, medical and public health, communications, power, etc., the task of tribal development bristles with difficulties, administrative and financial, besides presenting other problems of which the reaction of the tribals to our approach to tribal welfare policy and the economic, social and political consequences of the measures now being undertaken for their uplift are by no means the least important. Although we divided ourselves into groups for completing the tour of tribal areas in 13 States, 6 Union Territories and a Frontier Agency with a view to expediting the study, delay could not be avoided, sometimes for reasons beyond our control.

3. The All-India report embodies our general conclusions and recommendations calling for attention at the national level. The draft was completed in November 1968 and after discussion with the Planning Commission and the Central Ministries concerned, was circulated to the State Governments/Administrations for comments and scrutiny. You will be glad to know that even during the process of scrutiny State Governments/Administrations proceeded to take action on some of the recommendations made by us as shown by the many footnotes added to our report.

4. The report is in four parts. In Part I, an attempt has been made to pin-point the main weaknesses in the tribal development programmes. We have also taken the opportunity to refer to the manifestations of discontent and unrest which came to our notice in tribal areas. Part II of the report is devoted to a study in detail of each sectoral programme while Part III deals with Administration and Institutional Set-up and Part IV with the provisions contained in the Constitution for the promotion of educational and economic interests of the Scheduled Tribes and other safeguards provided for them. While a reference to the Constitutional Provisions pertaining to the Scheduled Tribes may not strictly fall within the purview of planned development, we thought it necessary to make a study of the subject as progress in regard to the development of the tribal communities cannot be divorced from and depends in a large measure on the satisfactory working of the safeguards provided for them in the Constitution.

5. As pointed out in the report the main problems pertaining to tribals relate to indebtedness, land alienation, educational backwardness and inadequacy of communications. The drawback in the approach to tribal development in the past has been for action to lag behind even the weighty recommendations made by high level bodies to safeguard the interests of the tribals and promote their welfare. In view of the obligations cast on the State by the Constitution to promote the welfare of the tribal communities we hope that vigorous action will be taken to implement the recommendations made by us. We also trust that the report will help the State authorities to avoid the pitfalls of the past in the formulation of future programmes of tribal development and enable them to make the maximum use of available resources.

6. I am forwarding copies of the report to the Deputy Chairman, Planning Commission and the Union Minister of Law and Social Welfare. Copies are also being circulated to the States/Administrations. Similarly, the twenty reports on individual States/Union Territories, containing our detailed recommendations, which are in various stages of finalisation, will be forwarded to the State Governments/Administrations concerned, the Planning Commission and the Department of Social Welfare.

7. The interest which you have been evincing in the welfare of the weaker sections, among whom the Scheduled Tribes are, doubtless, the most vulnerable, has been a source of inspiration to us in our work. We are grateful to you for having given us an opportunity to study at first hand the problems of tribal development and to make recommendations to accelerate its pace. We also wish to express our gratitude

to the Deputy Chairman, Planning Commission, and the Secretaries, Planning Commission and Committee on Plan Projects for their help and co-operation.

The report is a product of our joint thinking. The burden of darfting, however, fell upon Shri T. Sivasankar. His hard work, long and varied administrative experience and objective approach to problems have been of immense help to the Team and I should like to express my gratitude to him.

Yours sincerely,

Sd./- P. SHILU AO

SHRIMATI INDIRA GANDHI,
Prime Minister of India,
NEW DELHI-1.

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CHAPTER I

INTRODUCTORY

1.1. At the instance of the Planning Commission, the Committee on Plan Projects constituted in its Resolution No. COPP/Adm/16(1)/66, dated 26th October, 1966, (Annexure I) a Study Team on Tribal Development Programmes with the object of giving practical effect to the recommendations made in the Original Fourth Five Year Plan Draft Outline for the welfare of Scheduled Tribes and for assisting State Governments in evolving concrete schemes of development specially adapted to the needs and conditions of tribal communities and areas. The Team was required to :

(a) study the problems and needs of the tribal communities in each State;

(b) appraise the working of tribal development programmes, specially during the Third Five Year Plan;

(c) ascertain how far the schemes formulated so far have enabled the tribal communities to secure an adequate share in the benefits accruing from the general development programmes;

(d) make detailed recommendations regarding the lines on which the schemes should be oriented in the Fourth Plan to accelerate progress; and

(e) suggest measures for strengthening the administrative machinery and harnessing tribal leadership and institutions so as to ensure their fullest participation in the tasks of economic and social development.

The Team, as originally constituted, consisted of Shri P. Shilu Ao as Chairman and Sarvashri L. M. Shrikant and B. Mehta as Members. Shri B. Mehta resigned the membership of the Team on February 20, 1967 and Shri T. Sivasankar was appointed as Member in his place. The Resolution constituting the Study Team provides for the co-option of a Member(s) by the Study Team from each State in consultation with the Chief Minister of the State for the study of development programmes in respect of that State. The names of Co-opted Members have been given in Annexure II.

1.2. At the first meeting of the Study Team held on November 15, 1966, it was decided to call for background information bearing on the problems of tribal welfare from the States. A list of points on which information was required from the State Governments was accordingly drawn up (Annexure III) and forwarded to them on December 5, 1966. The list of points was couched in general terms and as some of the replies did not touch on the points on which information was required, a questionnaire (Annexure IV) pinpointing the issues was circulated to all the States.

1.3. The Resolution constituting the Study Team required that the Team should visit the tribal areas, acquaint itself with the needs and problems of the tribal communities, assess the impact of the development programmes undertaken (more particularly) in the Third and preceding Plans

and make recommendations regarding the lines on which the development schemes should be oriented to accelerate progress and advance the interests of the tribals. Except in respect of Madhya Pradesh and Nagaland, no firm itinerary of visits could be drawn up in the last quarter of 1966 and in the first half of 1967 as the State Governments were politically preoccupied before and took some time to settle down after the General Elections and not infrequently the Team had had to postpone projected tours to suit the convenience of the States. With the rains restricting mobility and making a tour in the hilly tribal areas impossible the Team found that it would take much longer than the stipulated period of one year to cover the tribal areas in 13 States, 6 Union Territories and a Frontier Agency* and was compelled to ask for an extension of time to complete its work. Even with its extended term the Team found it necessary to divide itself into groups for completing its tour of all the tribal areas.

1.4. In addition to reports on the various States and Union Territories, which contain its detailed recommendations, the Team has decided to submit an All-India Report embodying its general conclusions and recommendations. The reports on the States have been discussed with the State Governments at the draft stage and their views have been taken into consideration before finalising them. Similarly, the All-India Report, which was circulated to the State Governments and Administrations of Union Territories, has been finalised after taking into consideration their comments and bearing in mind the views expressed and the suggestions made in discussion by the representatives of the Planning Commission, Ministry of Home Affairs, Departments of Agriculture, Community Development, Co-operation and Social Welfare and the Commissioner for Scheduled Castes and Scheduled Tribes. The report, of necessity, covers ground already covered by the Scheduled Areas and Scheduled Tribes Commission, the Committee on Special Multipurpose Tribal Blocks and the Study Team on Social Welfare and Welfare of Backward Classes. While it is hoped that the present study, which brings the comprehensive review of these eminent bodies up-to-date, will be of some assistance to the planners in avoiding waste inherent in a situation where programmes are not always correlated to felt needs, the Team is constrained to observe after a study of the tribal welfare work in the States that what was needed was less another report to swell the already voluminous literature** on the subject than the will and determination on the part of the State authorities to pursue vigorously and implement promptly their salutary recommendations. The Team came across cases where important recommendations which should have been implemented long ago were either not implemented at all or were still under the consideration of State Governments. By way of illustration, the Team would, in passing, refer to the inordinate delay in the abolition of the Muttadari System in the tribal areas of Andhra Pradesh and Orissa, a system more pernicious and inequitous in its operation than the Zamindari System, although its abolition was recommended by the S.A. & S.T. Commission as far back as 1961. The same Commission recommended the enactment of legislation to abolish the system of bonded labour prevalent

*The Study Team has not covered Uttar Pradesh and Goa, Daman & Diu as there were no Scheduled Tribes there when the Study Team was constituted. Subsequently, however, five tribes were declared as Scheduled Tribes in Uttar Pradesh in 1967 and another five in Goa, Daman and Diu in 1968.

**For list of Reports published on Scheduled Tribes and Backward Classes, please see Annexure V.

amongst the tribal communities in many parts of the country and which amongst the Paniyans of Kerala and Madras has assumed, over the years, the character of a sacrament, the bond between the tribal and his master being consecrated before the presiding deity of a well known temple in the area. Legislation to abolish a practice which is akin to slavery would have met with universal approval and should not have taken more than a year to enact. The Team understands that six years after the recommendation was made by the Commission a Bill for its abolition amongst Paniyans is still under the consideration of the Kerala Government and that barring Rajasthan, no serious action has been taken by any of the other State Governments to make the practice illegal. In the absence of political pressure, which the ignorant and inarticulate tribals can hardly be expected to bring to bear on the powers that be there appears to be a growing tendency to take the tribals for granted and for action to lag behind even weighty recommendations made to safeguard their interests and promote their welfare. Besides referring to the consequences, political and other, of such lapses the report will, in terms of the Resolution appointing the Team, deal broadly with the development programmes undertaken in the States for the benefits of the tribals, their impact on the welfare of the tribal communities, the waste involved in the undertaking of schemes conceived on the lines of the general development programmes, the lines on which they should be oriented to suit the needs of the tribals and the conditions obtaining in the regions which they inhabit and other allied matters.

1.5. The Study Team wishes to acknowledge with thanks the help and cooperation that it has received in its work from various sources and is particularly grateful to the State Governments and the Administrations of the Union Territories for the excellent arrangements made for its tours and in many cases, for the hospitality so kindly extended to it. Thanks are also due to the Liaison Officers and other representatives of the different States for the help rendered by them to the Team in the conduct of its study. The Team was fortunate in having, as its Co-opted Members, persons with first hand knowledge and experience of tribal welfare work in their States. Their association has been of great value in the preparation of the State Reports. The assistance rendered by the officers and staff of the Office of the Commissioner for Scheduled Castes & Scheduled Tribes under the guidance of Shri Vimal Chandra, Deputy Commissioner for Scheduled Castes & Scheduled Tribes, in the preparation of the Team's All-India Report has been considerable. Apart from shouldering the burden of compiling relevant material from the Team's State Reports they have placed the Study Team under a deep debt of gratitude by making valuable suggestions derived from their long and intimate association with tribal welfare work throughout the country. The Team is also grateful to Dr. B. K. Roy Burman, Deputy Registrar General of India and Shri N. Das, Assistant Director, Tribal Research Bureau, Bhubaneswar, who took special interest in its work.

1.6. At the time of its initial constitution, the Team did not have a whole-time Secretary. Dr. A. B. Bose, Joint Director, Social Planning in the Planning Commission, acted as Technical Secretary of the Team and organised its work. But as the work progressed it became necessary to have a whole-time officer as Secretary of the Team and Dr. G. D. Patel, then Administrative Analyst in the Committee on Plan Projects, was appointed as Secretary on February 6, 1967. This was the time when the material received from the States had to be analysed and arrangements

made for the Team's tours in the tribal areas of the States. Dr. Patel worked hard and his term with the Team came to a close on August 14, 1968 on his completing 60 years of age. As no substitute was appointed in his place the entire burden of his work fell on Shri Mohan Lal, Private Secretary to the Chairman, who functioned as *de facto* Secretary of the Team. The Study Team wishes to place on record its appreciation of the zeal, thoroughness, and energy displayed by him in the discharge of a duty which was not his own. Thanks are also due to the other officers and staff of the Study Team for their contribution to the work of the Team.

Sd./- P. SHILU AO
Chairman

Sd./- T. SIVASANKAR
Member

Sd./- L. M. SHRIKANT
Member

Sd./- MOHAN LAL
Secretary

New Delhi, the 19th September 1969.

CHAPTER II

GENERAL

2.1. *General Characteristics of Scheduled Tribes* : An introductory note on the demographic, economic and other salient features of the tribal population is given in Annexure VI for facility of reference.

2.2. *Tribal Welfare Policy* : It was brought to the notice of the Team in one of the States that there was some confusion in the minds of the tribal welfare workers regarding the real aim of tribal welfare policy. It was pointed out that whereas one school, quoting the authority of the late Shri Jawaharlal Nehru, held the view that tribals should "develop along the lines of their own genius" and that nothing should be "imposed" on them, another school believed in the rapid integration of the tribal communities with the general population, as recommended by the S.A. & S.T. Commission. While there is undoubtedly room for confusion, the conflict, in the opinion of the Team, is more apparent than real. While saying that development should proceed along the lines of their own genius it was not the intention to make the tribals better or more picturesque anthropological specimens to be retained as subjects of study by social anthropologists or as objects to satisfy the curiosity of inquisitive tourists. The intention was to assist them to progress, both economically and socially, and reach a standard of development such as would fit them to take their place as useful citizens in the life of the general community on a footing of equality. But this progress was to be achieved not by attempting to transform them overnight (in the words of the Committee on Special Multipurpose Tribal Blocks) into 'carbon copies' of the sophisticated plainsmen but by fostering all that is good and beautiful in their culture—their aesthetic sense, their honesty, their zest for life,—in other words, by a process of growth which has its roots in their traditions and by instilling in them a sense of pride in their heritage and a feeling of equality in place of the existing feeling of inferiority. The process has, of necessity, to be gradual and the Team feels that the target set by the S.A. & S.T. Commission that the goal of total assimilation should be reached by the end of the Fourth Plan is somewhat optimistic. The view of the Team is based on an objective assessment of the progress made so far in the social and economic development of the tribal communities and has been confirmed and reinforced by its visits to the more important tribal areas in the country. To assume that social and economic advance can be accelerated so as to reach the goal within 5 or even 10 years would be to oversimplify the problem. The factors which militate against progress are so many and varied that it is necessary to review the position and restate the aim of tribal welfare policy.

2.3. The disabilities to which the tribals have been subject over the centuries—poverty, malnutrition, neglect, ill-treatment, exploitation and worse—take time to overcome. Centuries of social repression have engendered in them a feeling of inferiority and it is not surprising that they have lost all confidence in themselves. It takes time to break through the psychological barrier so created and make them feel that they are as good as the plainsmen, given the opportunity to raise themselves in the social scale. Even to prepare the more backward amongst them to take full ad-

vantage of the welfare measures initiated for their benefit takes time and such of them as are in a position to do so have often to run the gauntlet of opposition from vested interests who see in their rise a threat to their own privileged position. Furthermore, development amongst the tribes themselves is not uniform. Quite apart from the differences in ethnic characteristics and cultural practices, wide disparities exist in their social and economic patterns.

2.4. Broadly speaking, there are three principal groups of tribes in India. At one end of the scale we have tribes, living in the fastnesses of the hills cut off from all contact with the outer world, who are still in the hunting and food gathering stage. They are found in pockets in South and Central India and in the Andamans. At the other end we find a virile race of freedom-loving, politically conscious tribals in North East India many of whom, through the devoted efforts of missionaries for over a century, have reached a stage when they can rub shoulders even with their most enlightened counterparts amongst the advanced communities. And in-between we see, in the vast tribal belt which stretches like a girdle across Central India, from Orissa (including Andhra) in the East to Gujarat in the West, tribals in varying stages of development. While dealing with this bewildering mosaic of diverse tribes it would be unrealistic to proceed on the basis that the stage of integration with the rest of the community can be reached by the end of the Fourth Five Year Plan. While the Team is in entire agreement with the view of the S.A. & S.T. Commission that the social and economic advance should be accelerated, the Team would sound a note of warning on the dangers inherent in a policy of forcing the pace to bring about the integration of the tribals with the general population before a predetermined deadline. The pace has to be related to the stage of development and receptivity of the tribes and the fact should not be lost sight of that for integration to be smooth, psychological adaptation is as important as material progress. The only result of imposing plans of development suitable for the more advanced tribal communities on tribes not ready to profit by them is to uproot them abruptly from their traditional moorings and produce a class of persons who while not being psychologically conditioned and emotionally ready to merge with the general community become misfits in their own. The Study Team, therefore, suggests that the aim of tribal welfare policy should be defined as the progressive advancement, social and economic, of the tribals with a view to their integration with the rest of the community on a footing of equality within a reasonable distance of time. The period has necessarily to vary from tribe to tribe and while it may be 5 or 10 years in the case of certain tribes, more particularly the tribes who have already come in contact with the general population by living in the plains, it may be two decades or more in the case of tribals who are still in the primitive food-gathering stage.

2.5. *Classification of Tribes*: As resources are limited the Team considers that the time has come for resolute action to be taken to deschedule on the one hand the more advanced tribal communities and on the other, to exclude communities which ought never to have been included in the list of Scheduled Tribes.

2.6. Certain anomalies in classification have come to the notice of the Team which, even after the appointment of the Advisory Committee on the Revision of Lists of Scheduled Castes and Scheduled Tribes, continue to persist. These anomalies have arisen largely because of the absence of

clearly defined principles or criteria governing the classification of tribes. Thus, for no ostensible reason a tribe scheduled in one State has not been classified as such in another, while in a case brought to the notice of the Study Team the anomaly had been carried to the point of absurdity by treating a tribe, rightly scheduled in one State, as coming within the purview of Scheduled Castes in another although the tribe itself was never regarded in either State or anywhere else as untouchable by the general community.

2.7. Another striking instance of such an anomaly relates to a section of the "Denotified Communities" who appear to possess all the characteristics of tribals but have not been included in the list of the Scheduled Tribes. Although no one is born a criminal, these tribes, during the days of the British rule, were made to bear the brand of criminality by the accident of their birth and were subjected to restraints on their movements so harsh that even an accidental failure to report to the guardians of law at unearthly hours was treated as an offence justifying the imposition of a savage sentence of imprisonment. Their emancipation, however, came with the attainment of Independence but for no ostensible reason they have been relegated to a separate category. While, with a view to efface the memories of a criminal past, the name "Ex-criminal tribe" given to them after the repeal of the Criminal Tribes Act, 1924, was first changed to "Denotified Tribes" and later to "Denotified Communities", the fact remains that the stamp of the past will continue to haunt them unless efforts are made to merge them with the rest of the society. The Backward Classes Commission, set up under Article 340 of the Constitution, had, in their report submitted in 1955, rightly recommended that these communities should be divided into Scheduled Castes, Scheduled Tribes and other Backward Classes as the case may be. Nothing, however, appears to have been done so far to give effect to that recommendation. This has resulted in the anomaly of the same community being treated as a Scheduled Tribe in one region and as a "Denotified Community" in another in the same State. Thus Yerkulas, Yenadis and Sugalis who are treated as Scheduled Tribes in the Andhra region have been classified as "Denotified Communities" in the Telangana region of Andhra Pradesh. There can be no two opinions about the need for special types of schemes to wean the members of these communities from their criminal tendencies and to settle them gainfully in honest occupations. This can still be done by undertaking such schemes even when they are included in the list of Scheduled Tribes. In fact different schemes have necessarily to be undertaken for different tribes, keeping in view their felt needs and requirements.

2.8. The Team regards the denial to such of the members "Denotified Communities" as are in every way tribal the benefits admissible to their scheduled brethern, as invidious and contrary to the spirit of the Constitution and trusts that the Parliamentary Committee which has been appointed to go into the question will help to end the anomaly and the injustice inherent in the present classification of the tribes. As at present even obvious mistakes in classification cannot be corrected except by legislation, it will be for Parliament to consider whether provision should not be made in the proposed legislation to set up a suitable machinery for the speedy rectification of palpable anomalies and mistakes in the classification of Scheduled Tribes. As it is of the utmost importance that Parliament should have reasoned and objective advice while considering the inclusion of any community in, or exclusion of any community from, the list of Scheduled Tribes, the Study

Team suggests that a high powered Commission, consisting among others, of anthropologists, social workers, administrators and legislators may be appointed, as and when necessary, to draw up a revised list of Scheduled Tribes on a scientific basis for consideration and approval by Parliament. The Commission may also assist Parliament in rectifying anomalies and mistakes in classification which may have crept into the approved list of Scheduled Tribes.

2.9. *Socio-Economic Survey* : Except in a few isolated cases no comprehensive economic survey has preceded the formulation of development programmes in any of the States or Union Territories. The stipulation that such a survey should be conducted before the opening of Tribal Development Blocks or failing which, a year thereafter, has largely remained a dead letter.

2.10. It was the considered view of a knowledgeable Secretary to a State Government that programmes for the development of tribal areas had not proceeded on right lines and that resources had been wasted on grandiose schemes of colonisation, housing, cooperation, etc., which, according to him, had largely failed and had conferred to tangible benefits on the tribals. This may appear to be a sweeping indictment of the approach to tribal development planning but it cannot be dismissed as being without substance merely because it happens to be an overstatement. The fact has to be faced that the results achieved have not been commensurate with the expenditure incurred and that much money has been wasted on schemes which have failed largely because of the failure of the planners to take into account the stage of development of the tribals for whom they are intended and the conditions obtaining in the areas where they are to be implemented. Tiled houses, involving considerable expenditure of public funds, constructed in the midst of forests on stereotyped lines for the tribals, have either remained untenanted or abandoned soon after construction because of the erroneous assumption of the planners that what is good for the people in the plains should be equally good and acceptable to the tribals. What is surprising is not the initial assumption which may have been due to ignorance but the persistence in the error in the face of accumulated experience which has demonstrated time and again that tribals will not 'stay put' in houses which do not conform to their ideas of layout and design.*

2.11. If housing schemes have failed, colonisation schemes, which if properly planned could be effective instruments in improving the economic condition of the tribals, have fared no better. More money has been wasted on these schemes, with their ambitious housing adjuncts, than on any other single welfare activity undertaken for the benefit of the tribals. In one of the more important States which the Team visited the failure was so complete that colonisation schemes were completely excluded from the Third Five Year Plan. It is no use inveigning against the tribals for not taking advantage of the schemes introduced for their benefit. To expect them to adapt themselves to schemes which the planners imagine is for their good instead of adapting schemes to meet felt needs and to make them acceptable to the tribals is to invite failure. In the opinion of the Study Team the imposition of a uniform pattern, conceived on the lines of the general development programme, irrespective of the stage of development of the community sought to be benefited and ignoring the special condi-

*The Team has been informed that in Mysore, a start has since been made in constructing houses suited to the area as well as the taste of the tribal community concerned.

tions obtaining in the regions where the schemes are to be implemented is responsible for much of the waste noticed in the implementation of development programmes in tribal areas. This waste could have been avoided if planning had been preceded by a socio-economic survey to help the planners with the data concerning the felt needs of the tribals and the conditions obtaining in the regions which they inhabit. The National Council of Applied Economic Research has agreed to undertake, with the assistance of the Tribal Research Institutes, a socio-economic survey of the tribal belt in Central India at a moderate cost. The Team recommends that the cost of the survey may be met by the Central Government.

1.12. The socio-economic survey which the Team envisages should take into consideration the topographical and climatic conditions, nature of the soil, the traditional cultivation practices including jhuming, suitability of crops and cropping pattern, scope for minor and medium irrigation, feasibility of introducing new and improved methods of cultivation, traditional skills and scope for establishing small-scale and cottage industries and so on. An assessment of the human and material resources of the areas, the extent and manner of their current utilisation, potentialities of development through better utilisation of available resources, infra structure and investment requirements needed to accelerate development should also come within the purview of such a survey. The data provided should be such as to facilitate the formulation of a perspective plan extending over a period of 10 to 15 years. In States which have no Tribal Research Institutes the Team suggests that socio-economic surveys may be conducted jointly by the Bureau of Economics and Statistics and the Tribal Welfare Department. The Central Government may meet the cost of such surveys.

CHAPTER III

FIVE YEAR PLANS

3.1. During the First, Second and Third Five Year Plans a large number of schemes were undertaken to promote the economic, educational and social development of the Scheduled Tribes. In the absence of an evaluation machinery the States have not been able to assist the Team with their own assessment of the impact of the development programmes on the welfare of the tribals. A brief review of the welfare measures undertaken in the three Plans is, however, attempted in the following paragraphs.

3.2. In the First Plan a provision of Rs. 250 millions was made for the welfare of the Scheduled Tribes—Rs. 150 millions by the Government of India and Rs. 100 millions by the State Governments to be found from their own resources. In the Second Plan, development schemes were taken up under two distinct programmes—the State Sector programme and the Centrally sponsored programme. While the expenditure on schemes undertaken in the State Sector programme was shared by the Centre and the States roughly on a 50 : 50 basis, the Government of India met the entire expenditure on schemes undertaken by the State Governments in the Centrally sponsored Sector. The State Sector schemes fell into three broad categories—(1) Education; (2) Economic Uplift; and (3) Health, Housing and Other Schemes, while the Centrally sponsored programme was confined to schemes which merited high priority or related to the removal of special disabilities of a nature which required intensive measures over a long period.

3.3. During the Third Plan a sum of Rs. 593.92 millions was provided—Rs. 219.67 millions in the Central Sector and Rs. 374.25 millions in the State Sector. The pattern of Central assistance adopted for the schemes in the State Sector during the Third Five Year Plan was on a 50 : 50 basis except in the case of Autonomous Hill districts of Assam where it was cent per cent. However, in view of the national policy of providing educational facilities to the entire population in the age group of 6—11, the pattern of Central assistance was modified in 1962-63 and Central assistance was raised from 50% to 75% under 'Education'. This modification enabled the State Governments to spend more funds on the spread of education among the Scheduled Tribes. A uniform pattern of assistance at the rate of 60% for all groups of schemes under the State Sector has now been prescribed from the year 1967-68 onwards. The following schemes qualify for assistance in these groups :—

Education	Grant of pre-matric scholarships; construction of school and hostel buildings, provision of books and clothing, setting up of Ashram Schools and provision of mid-day meals.
Economic Uplift	Development of land and irrigation facilities, supply of bullocks, implements, seeds and fertilisers, soil conservation, cottage industries, colonisation of shifting cultivators, cooperation, technical training and communications.

Health, Housing, etc.	Medical facilities, drinking water supply schemes, provision of houses and house-sites, provision of legal aid, grants to voluntary organisations working at the State level.

The schemes undertaken in the Third Plan under the Centrally sponsored programmes for the welfare of Scheduled Tribes were :

(1) Post-matric scholarships
(2) Tribal Girls' Hostels
(3) Tribal Development Blocks
(4) Co-operation, including forest cooperatives
(5) Tribal Research and Training
(6) Pre-examination Training

The more important among the physical targets achieved during the Third Five Year Plan in the State Sector and under the Centrally sponsored programmes are given in Annexures VII and VIII respectively.

3.4. The following table shows the expenditure incurred on the welfare of the Scheduled Tribes during the First, Second and Third Five Year Plan periods and the average *per capita* expenditure per annum on the three groups of schemes.

TABLE 1

*Expenditure incurred on the Welfare of Scheduled Tribes**

Scheme	First Plan		Second Plan		Third Plan	
	Total exp. incurred (Rs. in crores)	Per capita exp. (in Rs.)	Total exp. incurred (Rs. in crores)	Per capita exp. (in Rs.)	Total exp. incurred (Rs. in crores)	Per capita exp. (in Rs.)
1	2	3	4	5	6	7
Education	5·52	0·48	8·85	0·78	14·63	0·98
Economic Uplift ..	4·59	0·41	20·00	1·78	27·10	1·82
Health, Housing, Communications, etc.	10·14	0·90	15·08	1·34	11·67	0·78
TOTAL	20·25	1·79	43·93	3·90	53·40**	3·58

It will be seen from the above table that although the expenditure on the welfare of Scheduled Tribes has been on the increase from Plan to Plan and the expenditure incurred during the Third Plan was 21.56 per cent more than that incurred during the Second Plan, the *per capita* expenditure during the Third Plan was less than that in the Second Plan. This is because the population of Scheduled Tribes had risen to about 30 millions

**Source:* Report of the Commissioner for Scheduled Castes and Scheduled Tribes for the year 1965-66 (Fifteenth Report).

**For details of expenditure incurred by the various States and Union Territories please *see* Annexure IX.

according to 1961 Census as against the population of 22.5 million as per 1951 Census. The results of the 1961 Census were, however, not available at the time of formulation of the Third Plan. Similarly, the ratio of expenditure on tribal welfare to the total Plan expenditure has progressively declined over the three Plans. Slightly more than 1 per cent in the First Plan and 0.94 per cent in the Second, it slumped to 0.62 per cent in the Third Plan as will be evident from the following table :

TABLE 2

Total Plan provision and expenditure incurred on Scheduled Tribes

(Rs. in crores)

Plan	Total Plan		Scheduled Tribes			
	Provision	Expenditure	Provision	Percentage to total Plan provision	Expenditure	Percentage to total expenditure
1	2	3	4	5	6	7
First	2378	1960	25·00	1·05	20·25	1·03
Second	4800	4672	47·00	0·98	43·93	0·94
Third	7500	8608	59·39	0·79	53·40	0·62

3.5. In the First Plan, the main schemes undertaken related to education and economic development, improvement of roads and communications and the provision of medical and public health facilities. The highest per capita expenditure in this Plan was in regard to schemes pertaining to "Health, Housing and Communications" although in financial terms Economic Uplift took the first place. In the Second Plan the emphasis was on economic development—Agriculture, Cottage Industries, Forest Co-operatives and the setting up of Multi-purpose Tribal Blocks. In the Third Plan, which was marked by an extension of the Multi-purpose Tribal Blocks, renamed Tribal Development Blocks, the priorities were as follows :—

(a) Economic Uplift

(b) Education

(c) Health, Housing and Communications

The Team has no comments to make on the priorities adopted in the Third Plan and while recognising that deviations may be necessary in the light of needs disclosed after a socio-economic survey in particular areas, suggests the adoption of the same in the Fourth Plan.

It was the intention of the Study Team to draw up, at least in broad outline, a perspective plan of development of the more important tribal areas but it has not been able to do so partly because of the feeling on the part of the States that such an exercise would have no meaning in the absence of a firm indication regarding the availability of resources and mainly because of the futility of undertaking such a task in the absence of socio-economic surveys indicating the felt needs of the tribal population and the potentialities of the areas inhabited by them.

3.6. 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. Had a socio-economic survey been conducted, as it ought to have been, before the implementation of the development programmes at least in areas which were carved out into Tribal Development Blocks some years ago the results of the survey would have served as a valuable 'benchmark' against which progress in the intervening years could have been judged. But even so there is a general consensus of opinion that the position of the tribals has improved although, in the absence of data regarding the *per capita* income or the indebtedness of the tribal communities before and after the implementation of the welfare measures, the Team is unable to give a clear verdict as to whether the progress was appreciable or only marginal. But what does appear clear to the Team after a study of the tribal development programmes, undertaken in the country, is that if progress is to be judged by what remains to be done to bring the tribals on a par with the rest of the population, the leeway to be made up is still considerable and that the delay in the implementation of considered recommendations made by the Scheduled Areas and Scheduled Tribes Commission and other high level bodies in the past to protect the rights of the tribals has worsened the position which these recommendations were intended to correct while the failure to pay attention to and profit by their advice on matters pertaining to the formulation and implementation of tribal development programmes has resulted in the failure of ambitious schemes and consequent waste of valuable resources.

3.7. *Flow of funds from the General Development Programme* : 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. Even in Andhra Pradesh the direction of the State Government that 3% of the total provision of each Department should be earmarked for the welfare of the Scheduled Tribes has largely been ignored and broadly speaking the planners in the States have proceeded on the basis that the special provision is the only provision available to finance tribal development programmes. The Team recognises that there may be difficulties in earmarking a specific percentage of the provision of each Department for schemes to be undertaken by that Department in the tribal areas and would have suggested as an alternative that Departments should surrender a share of their provision, depending on the size of the tribal population, to be merged with the special provision for tribals were it not for the difficulties in compartmentalising the tribal and general development programmes whose integration in certain sectors like communications, soil conservation, etc., is necessary to obtain the best results. As any formula that may be suggested to achieve the object in view would imply a certain amount of rigidity in a sphere where flexibility is desirable, the Team suggests that the Planning Commission should stipulate as a condition of approval of the State Plans that their general development prog-

rammes should take into consideration the needs of the tribals and indicate the directions in which and, wherever possible, the extent to which the programmes are expected to benefit the tribal communities. It would be useful if a permanent cell is established in the proposed Evaluation Wing of the Planning Commission for evaluating from time to time the tribal welfare schemes in order to assess the impact of the welfare measures on the tribals in different areas.

The Study Team understands that the Planning Commission proposes to make a special provision in the Fourth Plan for the development of backward areas. The Team recommends that a reasonable percentage of the special provision may be earmarked specifically for the development of the more backward amongst the tribal areas.

3.8. *Allotment of Funds*: 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. While imposing these cuts it is not realised that the special programmes for tribals derive little or no support from the General Sector and that they include important schemes of economic development of vital importance to the tribal communities. In the case of some of the Tribal Development Blocks the cut imposed in 1966-67 was as high as 50%. Economic development does not proceed in jerks but is the result of steady and sustained effort over a long period. Any sudden stifling of activity by the drying up of funds not only stultifies progress but results in frustration and disappointment. At present, tribal development programmes are grouped with Social Services which generally bear the brunt of the cuts following any reduction in Plan allocations. It is presumably for this reason that the tribal provisions have suffered drastic cuts with depressing frequency in the last few years. The separation of tribal welfare from social welfare was suggested by the Scheduled Areas and Scheduled Tribes Commission in 1961. The Team would like to reiterate that tribal development programmes should be exhibited separately and not as a part of the Social Services and that as the funds now provided are inadequate and bear no relation to the needs, care should be taken to see that the size of any cuts that may be necessitated by a reduction in Plan allocations is not such as to dislocate or bring to a halt important development programmes.

3.9. *Creation of non-lapsable funds*: It has been brought to the notice of the Team that schemes are not sanctioned promptly and that, not infrequently, the delays are so inordinate as to make it difficult for the field staff to spend the amounts provided for in the budget before the close of the financial year. As the ability to reach financial targets is at present one of the tests by which the efficiency of field staff is judged, devices have been adopted to prevent funds from lapsing which can hardly be regarded as ingenuous. Thus, in one State, the Team was informed that a fair proportion of the Tribal Development Block funds had gone into the construction of cold storages for which the tribals had no use at all. The Team also understands that in some cases unspent balances had been drawn from the Treasury and that the amounts (kept in sealed bags) were accounted for in the personal ledger accounts of Collectors. While deprecating these practices, the Team would like to point out that the authorities would not have been driven to adopting such dubious expedients had action been taken to give effect to the recommendation of the Scheduled Areas and Scheduled Tribes Commission that a non-lapsable

Tribal Welfare Fund should be constituted on the lines of the Central Road Reserve Fund. The Team foresees no real difficulty in constituting such a fund to which may be credited the annual cumulative grants made to the States under Article 275 of the Constitution and unexpended balances which are now allowed to lapse at the end of the financial year. The Team would reiterate the recommendation of the S.A. & S.T. Commission regarding the constitution of a non-lapsable Tribal Welfare Fund and urge that action be taken to give effect to it at an early date.

3.10. *Imbalance in Development* : It is now generally recognised that there is a marked imbalance in development among the tribal communities. A large number of tribal communities continue to be extremely backward and some of them are still in the primitive food gathering stage. The S.A. & S.T. Commission felt that this class,—whom the Commission has described as the lowest layer,—needed the utmost consideration and recommended that its development should be made the special concern of the State Governments. While recommending that steps should be taken to find out in each area the tribes that had received no significant benefits from the Tribal Development Programmes and were still in a primitive stage, the Commission appended by way of illustration a list of such tribes to its report.

The Commissioner for Scheduled Castes and Scheduled Tribes has also stressed the need for undertaking special measures for the uplift of the backward sections of the tribal population. The Team has, in some of its State reports referred to the extremely backward nature of some of the tribal communities, which have remained untouched by the tribal development programmes undertaken during the three Plans. The tribes considered backward by the S.A. & S.T. Commission, the Commissioner for Scheduled Castes and Scheduled Tribes and the Study Team have been marked with an asterisk in the list of tribes in Annexure IXA. However, this classification is tentative and may call for additions and alterations. The Team suggests that State Governments and the Administrations of Union Territories may make an objective study of the extent to which each of the tribal communities living in their respective areas has benefited by the tribal development programmes and select on the basis of such a study the really backward communities which need special attention. Separate programmes for imparting education and for their economic uplift should be framed taking into consideration their present stage of development. The Team suggests that the schemes for their uplift should be treated as Central Schemes and special provision included in the Fourth Plan for the purpose.

CHAPTER IV

BRIEF REVIEW OF PROGRAMMES

4.1. A rational approach to the question of accelerating progress in the implementation of tribal welfare measures is to identify and eliminate to the extent possible the causes which have operated to retard it. The Team, therefore, while reserving a fuller review to the second part of its report, has attempted in the following paragraphs,—even at the risk of some repetition—to pinpoint weaknesses in the development programmes which have failed to yield the results expected of them and refer briefly to the delays in the implementation of recommendations made by expert bodies where such delays have adversely affected the interests of the tribals and to such other factors as, in its view, have militated against the smooth implementation or hampered the progress of tribal welfare schemes.

AGRICULTURE AND ALLIED PROGRAMMES

4.2. *Land Colonisation Schemes* : The expectation that land colonisation schemes would improve the economic condition of the tribals and help such of them as have been practising jhuming to change over to settled cultivation has not been realised and in nearly all the States these projects undertaken at great cost for the benefit of the tribals have, by and large, failed. As a matter of fact the failure in the States of Andhra Pradesh, Bihar and Orissa appears to have been the rule and the experience in one of the States so disconcerting that the State Government dropped these schemes altogether from the Third Plan and have not considered them for inclusion in the Fourth Plan. Although the causes may vary depending on local conditions, it appears to the Team that the basic weakness in many of these programmes lies in the assumption of planners that with the grant of land, provision of houses and supply of bullocks, enough has been done to enable the tribals to earn a living. What is not recognised is that the building up of fertility of virgin land takes time and that its productivity immediately after reclamation is not always enough to maintain a tribal family. Unless the tribals are given wages during the period of reclamation and a subsidiary occupation during the 'off' agricultural season they will have no alternative but to abandon the colony and migrate elsewhere to eke out a living as labourers. Irrigation is a potent factor in raising productivity and colonisation schemes with irrigation facilities have a better chance of survival than those depending on the vagaries of the monsoon. The Team came across colonies which, dormant at one stage, had been revived as soon as irrigation facilities were made available. It is also important to study the social customs of the tribals for cases are not unknown of certain tribes abandoning the colony over-night because of death or some other happening considered inauspicious by them. Where the tribals are new to agriculture it is a sound policy to start a cooperative agricultural farm where they can be taught agriculture before the land is parcelled out for individual cultivation. Notwithstanding the failure of the land colonisation schemes in the past the Team is not prepared to say that they are ineffective as instruments of economic uplift, given favourable conditions. To ensure success the Team suggests that before embarking on lavish expenditure on land colonisation schemes the customs and habits of the tribals should be studied and the

prospects of success carefully assessed after a thorough investigation. In the implementation of the schemes, steps should be taken to anticipate and avoid the mistakes which have led to the failure of similar schemes in the past. Some of the points emerging from the studies made into the failure of land colonisation schemes, which may well be kept in view while planning colonisation schemes or agricultural colonies, are mentioned in Annexure X.

4.3. *Land* : Amongst the factors which have impeded the development of agriculture in tribal areas, the absence of ownership or occupancy rights is undoubtedly the most important. According to the report of the Scheduled Areas & Scheduled Tribes Commission the Governments of Assam, Andhra Pradesh, Gujarat, Kerala, Madhya Pradesh, Mysore & Maharashtra had agreed that "as a first step vigorous effort should be made to stabilise the tribal people on their land which they have been traditionally cultivating by issuing *pattas* in their favour." The Team regrets to observe that the position regarding the issue of *pattas* has shown no perceptible improvement since the Commission submitted its report. Lands in the Agency areas of Andhra Pradesh, for example, are mostly unsurveyed and unsettled. The Team was perturbed to learn that in the Scheduled Areas of Bhadrachalam in Khammam district (Andhra) lands under the cultivation of tribals for 30 years or more were still being treated as encroachments. When it comes to a question of assignment of land the limit for the tribals is fixed at 5 acres although a five acre holding does not constitute an economic unit in the tribal areas. Many tribals have been cultivating more than 5 acres of land for generations in these tracts and it would be grossly invidious to deprive them of the lands of their forebearers which they have been cultivating for years when in similar circumstances *pattas* would have been issued to non-tribals for whom a higher ceiling has been fixed. The key to the economic improvement of the tribal lies in improving his creditworthiness and there is no better short-term measure calculated to achieve this object than the conferment on him of the rights of ownership. The Team, accordingly, recommends that energetic steps should be taken by the State Governments to see that the survey and settlement of tribal areas is completed at an early date and that *pattas* are granted to the tribals without delay.

4.4. *Land Alienation* : Most State Governments with a sizeable tribal population have enacted legislation to protect the rights of the tribals in land.* However, it was brought to the notice of the Team that tribal lands had in many cases, passed into the hands of non-tribals, the legal prohibition against such transfers notwithstanding. Sample studies conducted in Andhra Pradesh, Orissa and some other States have shown that transfers have taken place on a large scale without the permission of the Collector or other competent authority as required by law. Attempts by the State Governments to plug the loopholes in legislation have met with little success and moneylenders continue to circumvent the legal provisions by entering into *benami* or other clandestine transactions with the unsophisticated tribals. Quite apart from the fear of antagonising the moneylender the innate sense of honesty of the tribal will not allow him to question a deal, however unfavourable and one-sided the deal may be. The impotency of legislation to arrest this growing menace to the economic advancement of the tribal in

*Annexure XI indicates the legislative and executive measures adopted by various States/Union Territories to prevent alienation of land belonging to the Scheduled Tribes.

such a situation is thus obvious. The Team, after careful consideration of the question, has come to the conclusion that the only effective deterrent against the alienation of tribal land to non-tribals is for the authorities concerned to take action *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*. The Team recommends that for this purpose special officers may be appointed to make a summary enquiry into the ownership of lands under the occupation of the non-tribals and restore to the original owners, where they can be traced, lands from which they were illegally dispossessed or reserve them for assignment to the landless tribals where the original owners cannot be traced or do not come forward to claim them. As in a large number of cases lands have been in the possession of the non-tribals for years, the Team further recommends that the Governors may, in the exercise of their powers, under the Fifth Schedule to the Constitution, suspend** the operation of the Limitation Act with retrospective effect. If retrospective effect cannot be given otherwise than by a special enactment, legislation for the purpose may be undertaken.

4.5. The position regarding transfers of tribal land even in States where legislative measures have barred such transfers is, as pointed above, bad enough but it is immeasurably worse in States like Kerala where there is no law or regulation prohibiting such transactions except in respect of new assignments. When the Scheduled Areas and Scheduled Tribes Commission made its recommendations in 1961 regarding the steps to be taken to safeguard the rights of the tribals in land, transfers of land had already taken place on a large scale in Kerala following the massive migration in the fifties of men from the former States of Travancore and Cochin to the fertile areas of Wynad, the home of nearly 30% of the tribal population of the State. That process could have been arrested had the Commission's recommendations been followed up by swift action. But action has been delayed and alienations of tribal land have been allowed to go on unchecked. The Team understands that a Bill to prevent alienation of tribal land is under the consideration of the State Government. Even if it is passed into law the Team fears that it will not afford any significant relief as there were no legal restraints on the sale of land by the tribals and as the bulk of the land held by them has already passed into the hands of non-tribals.

4.6. *Land Tenure* : Two anachronistic systems of land tenure are still in vogue in the South, the Jenmi System in the Attappady and Wynad areas (predominantly tribal) of Kerala and the Muttadari System in some of the Scheduled Areas of the erstwhile composite State of Madras which now lie partly in Andhra Pradesh and partly in the adjoining State of Orissa.

4.7. *Jenmi System* : The tribals under the Jenmi System are tenants of the Jenmies and are completely at the mercy of the landlords. It has been urged before the Team that the abolition of the Jenmi System is a necessary condition for the improvement of the economic condition of the tribals.

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*The Team has been informed that in Bihar necessary powers for this purpose have since been vested in the Deputy Commissioners under the Bihar Scheduled Areas Regulation, 1969, and the Chotanagpur Tenancy Amendment Act, 1969.

**Under an enactment since made in Bihar, namely the Bihar Scheduled Areas Regulation, 1969, the period of limitation has been extended to 30 years.

The Scheduled Areas and Scheduled Tribes Commission recommended its abolition. The Team considers that its abolition is overdue and recommends that urgent steps be taken to extinguish the intermediary rights of the Jenmies on payment of compensation, if necessary.

4.8. *Muttadari System* : Oppressive in its operation and even more baleful in its effect than the zamindari system, the 'Muttadari' system has met with such universal condemnation that it is a matter of surprise that no action has been taken to end it. While commenting on the system the Collector and Agent of the East Godavari district wrote as follows in his report for the year 1965 :—

> "It is really surprising that despite the enforcement of the Estates Abolition Act of 1948 as far back as 16 years, the 'Muttadari' system in the Agency area is still existing unscathed on some legal interpretation or the other of the implication of the 'Muttadari' system. Proposals for the abolition of this feudal system were submitted to the Government in this office No. F 1.133/61, dated 10th July, 1961 but still no action could be taken for want of directions from the Government. This system of Land Revenue tenure is the worst sort of drag on almost all the measures of amelioration which are being taken up by the Government in various directions. The poor tribals who are engaged in cultivation of lands for generations together have no protection against the high-handedness of the Muttadars, either in the matter of exacting levies or outright evictions. The tribals are unable to raise even modest credits for agricultural purposes from any of the Government Agencies or Cooperative Socities for want of proprietary rights on their lands. Consequently, they are obliged to fall back on the available facility of private moneylenders, clandestine as well as inclandestine and ultimately are fleeced out by them mercilessly. Even the debt relief measures are not very successful in as much as the tribals are too shy to lodge complaints against the crushing indebtedness and when they do in desperation, they are prevailed upon ultimately by the creditors to back out at the stage of enquiries. This is because they are not sure of any alternate source of relief. Their experience has been that due to the existence of 'Muttadari' system they are not eligible to have proprietary rights on the lands. Consequently no agency of the Government or the Cooperatives are willing to advance them any credit and, therefore, they do not want their present creditors, the private moneylenders to be offended by taking up their cases to the Debt Relief Authorities. It is, therefore, very much imperative to expedite legislation for the abolition of this feudalistic system".

Notwithstanding the strong indictment of the system by the Agent, the Andhra Pradesh Government took no notice of his recommendation. A Committee was appointed in 1963 by the Orissa Government to go into the question but what happened to the Committee or its recommendations is not known while the fact remains that the system still continues in the State in its old form.

4.9. With no rights in the land which they have been cultivating for generations, the tribals have been reduced under this inquitious system to

the position of serfs by the high-handedness and exacting demands of the 'muttadars'. It is a sad reflection on the sincerity of our concern for the weaker sections of the community that twenty years after the relief afforded to the farmers in the plains by the enactment of the Estates Abolition Act, 1948 the simple, unsophisticated and voiceless peasants in the tribal areas should still be kept waiting for their emancipation. There is no justification for continuing a system which has not only adversely affected the development of agriculture but has proved to be a serious drag on almost all the ameliorative measures undertaken in the area. To end it now would be an act of belated justice. Not to do so would be a gross betrayal at once of the cause of the helpless tribals in the Agency areas and a retreat from our solemn obligations to the weaker sections of the community under the Constitution.

4.10. *Land Allotment* : The need for giving preference to landless persons belonging to Scheduled Castes and Scheduled Tribes has been generally recognised under the land assignment rules framed by the State Governments (Annexure XII). But the practice of clubbing Scheduled Castes with Scheduled Tribes for purposes of assignment without prescribing a specific percentage of reservation for Scheduled Tribes has operated against the interest of the latter as they have to compete with the Scheduled Castes, a section of the community which is politically powerful and far more vocal. The Team was given to understand that although there was a provision for reservation of 50% of what in the Mysore State is termed as "D.C." land for assignment to Scheduled Castes and Scheduled Tribes, in actual practice the best land was being allotted to the Scheduled Castes and uncultivable or barren waste land to the Scheduled Tribes. The position is much worse in Kerala where the rules provide for the reservation of 25% of Government land for allotment to Scheduled Castes and Scheduled Tribes subject to availability *after* allotment to persons already in occupation, including encroachers where the encroachment is unobjectionable. The Study Team understands that the proviso which confers in effect a pre-emptory right to land on the unauthorised occupier or encroacher has made the reservation ineffective and has to a large extent defeated its purpose as the encroacher, in most cases, is a non-tribal.

4.11. No provision has been made in the West Bengal Land Reforms Act, 1955 to reserve a proportion of surplus land vested in the State as a result of abolition of Zamindari for allotment to Scheduled Tribes. The West Bengal Government does not consider such a reservation necessary although the Tribes Advisory Council has been pressing for it. The Team feels that there is a strong case for the State Government to revise its stand.*

4.12. Rules regarding the allotment of Government land have been revised by some of the State Governments to the disadvantage of the Scheduled Tribes. While the Government of Andhra Pradesh reserved all unassigned lands for allotment to demobilised soldiers, the Government of Maharashtra

*The State Government have intimated that the Board of Revenue have issued instructions that persons belonging to the Scheduled Castes and the Scheduled Tribes should be given preference at the time of allotment of khas and vested land. In view of this the State Government do not consider it necessary at present to reserve a proportion of the vested land for the Scheduled Tribes.

gave precedence to ex-servicemen and goldsmiths in the matter of such allotment. It is gratifying to note that the Government of Andhra Pradesh have subsequently lifted the ban on assignment of Government waste lands subject to adequate reservation for assignment to demobilised soldiers. In Maharashtra too, according to the present policy of the Government, existing *Eksali* lessees belonging to Backward Classes, including co-operative societies of such persons, receive first priority for the grant of land in Scheduled Areas. However, the interests of Scheduled Tribes in this matter are still not being adequately safeguarded in some of the States. Thus, in Madhya Pradesh demobilised military personnel receive precedence over others followed by political sufferers. In Mysore too Scheduled Tribes do not get any preferential treatment. The Study Team feels that in the Scheduled Areas and the predominently tribal areas, at any rate, the Scheduled Tribes should be given the highest priority.

4.13. In Kerala and Rajasthan applications made by the tribals for the grant of land have been rejected on the ground that they were either not properly filled in or were not in the prescribed form. The tribals are not aware of the procedure and being illiterate cannot fill in the forms prescribed for the purpose. In the opinion of the Team it is no use extending concessions to the tribals without at the same time creating conditions to enable them to take advantage of those concessions. The Team recommends as follows :—

1. Separate percentages should be earmarked for Scheduled Castes and Scheduled Tribes of Government land available for assignment.
2. Reservation of land should be absolute and no pre-emptory right of encroachers should be recognised on such land. The State should reserve to itself the right to evict encroachers in the interests of the tribals.
3. Although the Welfare Department and the Village Panchayat may be of some assistance to the tribals in filling the forms, the State Government should endeavour to enlist the cooperation of voluntary agencies for the purpose.

4.14. *Soil Conservation* : Under the Kerala Land Development Act, 1964, 25% of the actual expenditure incurred on soil conservation schemes is treated as subsidy to be shared equally by the Central and State Governments while the remaining 75% of the expenditure has to be borne by the beneficiaries and repaid with interest at 5½%. The Act makes no distinction between the tribal and non-tribal areas. A similar contribution is expected from the beneficiaries in some other States also. The tribals are too poor to pay the contribution expected of them and to insist on a cash contribution is to deny them the benefits of soil conservation measures. While the cash contribution may be waived it would be reasonable to expect the tribals to make some contribution in the shape of labour.

4.15. The question of undertaking soil conservation measures on a planned basis in contiguous tribal areas lying in adjoining States does not appear to have been considered by any of the State Governments. Wynad in Kerala, for example, is an integral part of an extensive tribal belt which spreads into the States of Madras and Mysore. Similarly, the Agency areas of Srikakulam in Andhra Pradesh adjoin the tribal areas in the neighbouring

State of Orissa, while the tribal Chhotanagpur plateau in Bihar is conterminous with the tribal areas in Madhya Pradesh and Orissa. The problem of soil conservation in the area lying in one State cannot be isolated from a similar problem facing the adjoining areas in the neighbouring States. If lasting results are to be achieved no where is an area approach more imperative than in the field of soil conservation. As any programme of soil conservation to be effective should be drawn up after a survey of the entire belt, the Team recommends that Regional Development Boards be set up by the Ministry of Food & Agriculture in consultation with the States concerned to draw up a comprehensive and integrated soil conservation programme, each State being responsible for the implementation of the programme in its area.

4.16. *Animal Husbandry* : Enquiries made by the Study Team in the course of its tours regarding the performance of the animal husbandry programmes in the tribal areas have shown how unwise and wasteful it is to introduce in tribal areas measures meant for the more advanced communities without a full examination of the conditions obtaining in those areas and of the suitability of the schemes for the people whom they are intended to benefit. There is no point, for example, in stationing breeding bulls of a heavy breed in hilly areas where the cows are generally small; nor is any useful purpose served by giving a breeding bull to a tribal subject to the condition that he should maintain it when the earnings of the tribal are barely sufficient for his own maintenance. It did not, therefore, come as a surprise to the Team when it was brought to its notice in one of the States that instances of half starved bulls losing interest in cows were not uncommon.

4.17. Schemes for the development of poultry have been appreciated by the tribals. Experience has, however, shown that 50% of exotic birds do not survive while the others cease to be as productive as they should be after some time. Cross-bred types are more disease resistant and are likely to give better results than exotic varieties.

4.18. As regards piggery, the tribals find the exotic breeds somewhat heavy and their meat excessively fatty. It is for the animal husbandry experts to try and evolve a breed which combines the productivity of the exotic with the resistance to disease of the indigenous type.

FORESTS

4.19. The forest policy enunciated in 1894 put an end to the freedom enjoyed by the tribals in forests by subordinating tribal rights and privileges to the demands of sound forest administration. What little was then left by way of traditional rights was withdrawn in the Union Government's Policy Resolution of 1952 and simple concessions such as free grazing, removal of timber for *bona fide* domestic use, collection of minor forest produce, etc., were hedged round in many States by restrictions, often harsh and invariably irksome. It is easier to appreciate the approach to the forest policy of the pre-Independence days when the Central and Provincial Governments took little or no interest in the welfare of the tribals than to understand why their interests were totally neglected in the Resolution framed two years after the adoption of the Constitution which cast on the State the obligation to promote with special care the economic and other interests of the Sche-

duled Tribes. The whole outlook of the Forest Department is conditioned by the policies laid down for it; and as its aim is the preservation and development of forests it is apt to look askance at anything that comes in its way. Thus ironically enough, the autochthon has come to be regarded by the Department as an intruder in his own environment and next to the goat, as the greatest enemy of the forests.

4.20. Grievances against the Forest Department, to which reference has been made both by the Scheduled Areas and Scheduled Tribes Commission and the Committee on Special Multipurpose Tribal Blocks, continue unabated. In the Nilgiris district of Madras the Todas who have been leading a pastoral life from time immemorial have had their way of life seriously threatened by an indiscriminate extension of blue gum plantations to areas within close proximity of their habitations, thereby curtailing the area of pasture land available for their buffaloes and exposing their animals to the risk of being impounded for trespass. In its enthusiasm for setting up a game sanctuary the Forest Department in Mysore had taken steps to drive out the tribals inhabiting the area, brushing aside the plea of the Social Welfare Department that they should not be turned out before taking adequate steps for their rehabilitation. In the Chamba district of Himachal Pradesh the concession of removal of timber for *bona fide* domestic use which they had been enjoying for the last 40 years had been withdrawn because of an omission, through no fault of the tribals, to record these rights during the forest settlement. Cases have come to the notice of the Team where the Forest Department had to be persuaded with difficulty to release water in tanks lying in reserved forests for irrigation of tribal areas lower down. The impression gathered by the Team in the course of its tours is that the Forest Department is making the life of the tribals unnecessarily difficult. While the Team fully appreciates the importance of scientific forestry in the economy of the country it feels that it would be grossly unfair to ignore altogether the interests of the tribals. The regulation of rights should not be carried beyond the requirements of prudent forest management and become an irksome restriction as, for example, in the case of denial to the tribes of the freedom, which they have enjoyed for hundreds of years, in regard to the collection of minor forest produce which does not injure the forest in any way. By the induction of the contractor into this business the Forest Department has deprived them of an important subsidiary occupation and thereby dealt a serious blow to their economy. The fear that the restoration of the privilege will lead to a loss of revenue is no argument for extinguishing, without payment of compensation, a traditional right the exercise of which does not in any way detract from the value of the forest. If the restoration of rights or privileges unjustly withdrawn results in a loss of revenue the Team feels that the loss should be faced. It is difficult to think of a better or more effective short term measure for improving materially the economic condition of the tribals living in forests than the restoration of this privilege if, as has been done in Andhra Pradesh, the monopoly for the collection of forest produce is given to the tribals or to a cooperative society consisting of tribals and arrangements made to purchase the produce collected by them through a centrally approved agency, which unlike the middlemen, can be depended on to pay a reasonable price for the produce. The tribals have every right, moral and ethical, to expect forests to be used as agencies for their economic uplift and not as instruments of harassment and oppression. The Team, therefore, strongly

recommends that the restrictions imposed on the freedom of the tribals to collect minor forest produce should be withdrawn.

4.21. No serious attempt appears to have been made to implement the ecommendations of the S.A. & S.T. Commission made after a comprehensive survey of the problem of the forests in relation to the tribals and the Team foresees no change in the outlook of the Forest Department until the Policy Resolution of 1952 is amended casting squarely on that Department the responsibility for the welfare of the tribals living in the forests even if it means some slight loss of revenue. It is not impossible to reconcile the interests of scientific forestry with the interests of the tribals who, if treated with sympathy, will be an asset to the Forest Department. The Team accordingly recommends that early action be taken by the Government of India to amend the Forest Policy Resolution of 1952 on the lines indicated above.

Tribal Development Blocks

4.22. Although achievement has generally fallen short of expectation, it is broadly true that the T.D. programmes have helped to bring about a psychological change in the outlook of the tribals who now feel that life for them can be better and fuller than it has ever been. The change in the outlook is particularly marked in the fields of education and agriculture.

4.23. It was expected that the T.D. Blocks which aimed at intensive and coordinated development of the tribal areas would make it possible, in the words of the Draft Fourth Plan Outline "to supplement the provision available under the normal community development budget and give greater attention to the needs of the population". But the T.D. and other tribal programmes have not received any significant support from the general development provision.

4.24. It is a basic requirement in the planning of development programmes for the tribal areas that the schemes should be adapted to meet the felt needs of the tribals. As stated elsewhere the plans formulated are somewhat out of focus and are mere reproductions, without any attempt at adaptation, of schemes formulated under the community development programmes for the more advanced communities. Nor, while planning, has the fact been taken into consideration that there are wide disparities in development amongst the tribes themselves and that individual welfare measures are necessary for the uplift of the more backward amongst them, particularly those living in inaccessible areas. Development effort instead of correcting the existing imbalance as between tribe and tribe has widened it as the benefits of the schemes undertaken have largely accrued to the more progressive sections amongst them. The Team recommends that in the Fourth Plan special attention should be paid to the areas which have been neglected in the past and to the tribal communities who have not benefited to any significant extent by the development effort already made.

4.25. The Tribal Development Block is too small a geographical entity for coordinated planning and its concept, necessarily limited in scope. Its ambit cannot extend beyond such activities as agriculture, minor irrigation, health, etc. Programmes of soil conservation, major and medium irrigation, education at the secondary and higher levels, technical education, etc.,

cut across block, district or even State boundaries and cannot be financed out of the T.D. provision. Such schemes fall within the concept of what has come to be known as the 'area approach' and have to be financed out of the general provision, supplemented in suitable cases by the special provision for the tribals. Where tribal belts extend over wide areas it will be an advantage if a techno-economic survey is undertaken in addition to a socio-economic survey to assist the planners in the preparation of an integrated development programme for the entire belt. In the opinion of the Team the social and economic advance of the tribals lies in a judicious synthesis of the T.D. Block concept and the area approach, a synthesis arrived at after a socio-*cum*-techno-economic survey of the area.

4.26. While opinion is divided regarding the success of the experiment in democratic decentralisation amongst the general population it appears to the Study Team that the introduction of the Panchayati Raj among a people, who are notoriously backward and cannot provide the necessary leadership was premature. It has not only not benefited them but has militated against their interests. The fact has to be faced that an ignorant majority is liable to be dominated by an articulate minority. This is precisely what has happened in Andhra Pradesh. Taking advantage of the ignorance of the tribals, the non-tribals, although in a minority, have been able to get themselves elected to the more important standing committees of the Panchayat Samitis and as much of the work of the Samitis is done by these sub-committees, the tribals derive no benefit by being in a majority. In the opinion of the Team a measure of official assistance in the formulation and implementation of programmes of development in tribal areas is not only not retrograde but necessary.

4.27. In the Scheduled Areas the Team would suggest that the Governor may, in the exercise of his special powers, suspend, wherever the circumstances so warrant, the operation of the Panchayati Raj legislation and appoint an agency of the Tribal Welfare Department to ensure prompt implementation of development programmes and speedy redressal of grievances.

COOPERATION

4.28. Cooperation has not made much headway in the tribal areas except in Maharashtra and Gujarat where Forest Labour Cooperatives have succeeded in breaking the monopoly of middlemen and contractors in the exploitation of forest coupes. In the ultimate analysis cooperation is founded on character; and if there is one thing the average tribal possesses in ample measure it is the virtue of honesty which is the essence of character. If cooperation has not succeeded in this favourable context the reasons for the failure have to be sought in factors other than those touching the honesty of the tribal.

4.29. The Team feels that the poor showing of the cooperative societies in the tribal areas is largely attributable to the introduction into a primitive society of methods of administration and management fashioned to suit the conditions obtaining in the more sophisticated communities. Accustomed to get his loan from the Sahukar for the asking the tribal is repelled by the cumbrous procedure prescribed by the societies. The importance of simplifying the procedure to ensure prompt disposal of applications was emphasised by the S.A. & S.T. Commission and while reiterating its recom-

mendation the Team would only add that there is no great risk in such simplification as the tribal makes a genuine effort to repay his debts.

4.30. The Study Team is aware that cooperative societies have failed even amongst the progressive communities but the cases of the failure are not the same. Some of the factors responsible for the failure as disclosed in a survey conducted in Andhra Pradesh are :

1. Lack of understanding of the principles of cooperation on the part of the tribal.
2. Lack of managerial capacity on account of illiteracy.
3. Interference of non-tribals who have vested interests.
4. Lack of creditworthiness among tribals due to absence of *patta* rights.
5. Administrative bottlenecks :
   (a) failure of the societies to advance loans at the right time and collection of loans at the proper moment, and
   (b) inadequate supervision and control over the societies.

4.31. It is a fallacy to suppose that all that is necessary to ensure that the tribals receive a fair deal from a society is to appoint a tribal as its Chairman. It is too much to expect an ignorant tribal to understand the intricacies of so complex an organisation as a cooperative society and the fact is that in practice the Chairman is often no more than a figurehead while the subordinate staff or the non-tribals who infiltrate into the society run the show. What is needed to improve the working of the tribal cooperatives is not merely outside control but internal advice. And even more important than advice, what the cooperatives need is adequate financial assistance either by Government or by the banking agencies to ensure that they are not starved of funds. It came to the notice of the Team that the pioneering scheme of the Andhra Pradesh Government to purchase on the one hand the minor forest produce collected by the tribals and on the other to provide them with the necessary credit facilities for cultivation and other purposes through the Scheduled Tribes Cooperative Finance and Development Corporation (its working has been reviewed at some length in a subsequent chapter) could make available only Rs. 11,000/- to meet the credit requirements of a Block consisting of some 200 villages, an amount which works out roughly to Rs. 55/- per village,—a mere pittance hardly sufficient to meet the credit needs of even a single family, let alone a village. The inadequacy of the effort thus disclosed brings into bold relief the real problem which the cooperative credit societies are facing in their attempts to supplant the moneylender and the middlemen in the tribal areas. There are severe limitations on the amount of share capital that they can raise from an impoverished community and as their reserves are small and assets negligible their borrowing power is low. Two courses are open to increase their borrowing power : either the existing norms for the grant of loans by financing banks will have to be raised or the State Government will have to stand guarantee for the loans taken by them. It does not appear that any action has been taken on the recommendation of the S.A. & S.T. Commission that the Reserve Bank should set up a separate department to deal with the problem of tribal economy on the lines of the Agricultural Credit Department. The Team considers that it is of the utmost importance that the Reserve Bank should be closely associated in any scheme that may be drawn up to make the cooperatives effective instruments for providing credit in the tribal areas.

4.32. The Team would like to reiterate the recommendations made by the S.A. & S.T. Commission and other high level committees on the need for advancing loans on the security of the produce and the importance of linking credit with marketing.

INDEBTEDNESS

4.33. Barring certain areas in the Agency tracts of the North Eastern region which were closed to the middlemen and contractors during the days of the British rule, indebtedness is widespread in the tribal areas, and amongst the problems facing the tribals, is probably the most difficult to tackle. The chronic indebtedness of the tribal has its origin in poverty, deficit economy and improvidence. Legislation undertaken by States like Maharashtra, Bihar, Andhra and Orissa to regulate the operations of the moneylender and scale down past debts has failed to loosen the stranglehold of the Sahukar partly because of the devious methods adopted by the latter to defeat its protective provisions and mainly because of the strong sense of honesty in the tribal who, even when he understood the implications of the measures undertaken for his benefit, will not repudiate a debt, however usurious the rate of interest. Thus out of 414 applications received by a Special Officer appointed to scale down debts in Bhadrachalam (Andhra Pradesh), only in 4 cases could the debts involving some Rs. 410/- be scaled down while the remaining cases had to be dismissed or closed down because of compromise outside the courts or withdrawal of applications by the parties. The fact is that cooperative societies have not been able to touch even the fringe of the problem of indebtedness in the tribal areas and the tribal who is desperately in need of credit cannot afford to antagonise the Sahukar who is ready to accommodate him in times of difficulty. While propaganda by voluntary agencies may be of some help in encouraging the tribals to take advantage of debt relief legislation, the Team feels that an evasion of its provisions cannot be prevented so long as the State is unable to meet the demands of credit in the tribal areas.

4.34. In the attack on the problem of indebtedness it does not appear that advantage has been taken of the honesty of the tribal. In the Thana district of Maharashtra over 90% of the sum amounting to Rs. 19 lakhs advanced to the tribals to end a system locally known as 'palemod' was returned by the tribals. If cooperative finance is inadequate to meet the credit requirements of the tribals the State Government may consider advancing loans to the tribals owning lands through the revenue officers on the security of the produce. As a matter of fact, areas like the Thana district of Maharashtra and the Kolli Hills of Madras where tribal indebtedness is chronic, can be selected for the introduction of pilot schemes for the total eradication of indebtedness as the soil in both the areas is fertile and the ability to repay is more than marginal.

4.35. The problem of tribal indebtedness bristles with difficulties and while its evil can be minimised by enabling cooperative societies to play a more active role as purveyors of credit the ultimate solution, in the opinion of the Team, lies in the economic advance of the tribals, in an improvement in their ability to repay which such an advance implies and in education which alone can lead to the emergence of leadership within the community capable of persuading the tribals to avoid wasteful spending and extravagant expenditure on tribal ceremonies and rituals.

EDUCATION

4.36. Although qualitatively and even quantitatively the results may not appear to be striking, the real achievement—and this is not inconsiderable as a psychological 'break-through'—of the educational effort in the post-Independence years is to be found in the remarkable awakening of interest in and a genuine desire for education on the part of the tribals. The interest is not confined to the more progressive tribal communities in the North Eastern region who have already attained parity or near parity with the general population but extends even to those living in remote tribal areas. The Team was struck by the sense of pride with which parents of tribal boys in remote tribal areas spoke of the progress of their sons who, having completed their primary, were continuing their studies in the middle and secondary schools away from their homes.

4.37. The problem of education in the tribal areas is the problem of wastage. It is not that wastage and stagnation are peculiar to the tribal communities but the extent of wastage is much larger amongst them than amongst the general population. Apart from poverty, the main cause for the excessive wastage amongst tribals is to be traced to the absence of facilities to make the transition smooth from the primary to the middle and from the middle to the secondary with the result that students tend to drop out after completing the primary or the middle stage as the case may be. Thus in the Nilgiris district of Madras facilities for tribal boys after passing the V Standard, are so meagre that the Team was told that they had no alternative but to discontinue their studies. The position was even worse in Kerala where the Government Residential Basic Schools left them at the loose end after they had passed the IV Standard.

4.38. Many of the primary schools are single-teacher schools where neither the teachers nor the pupils are regular in their attendance. Ashram Schools are popular and attract a large number of students. But a majority of them provide facilities for education only up to the primary level. In the opinion of the Team a stage has been reached when they should be upgraded at least to the middle school level. Such a step will help to minimise wastage. To get the best results the Team suggests that the upgrading of Ashram Schools should be accompanied by the establishment of high schools at selected places with hostels for both boys and girls.

4.39. As regards the scope of the instruction to be imparted in the Ashram and other tribal schools the Team is in entire agreement with the view of the Study Team on Social Welfare and Welfare of Backward Classes who observed as follows :

> "The standard of education that a tribal should attain at the conclusion of the primary stage should be such as to equip him for tribal occupations, in case it is necessary for him to discontinue at that stage. At the same time there should be sufficient basis provided in the syllabus up to the upper primary stage so that if a tribal is willing and able to continue his studies further he should find it easy to do so."

4.40. The Team is distressed to note that even after 20 years of Independence the tribal communities—this observation does not apply to

the North Eastern region— have not been able to produce even a handful of graduates. Provided they are not mentally dwarfed by reason of malnutrition in early childhood, the tribal children are, generally speaking, as intelligent as the non-tribal children. Unfortunately no attempt has been made to discover talent amongst tribal boys and to encourage it. Bright students should be assisted in every way to pursue their studies from the primary to the university stage and even beyond even if it means—in exceptionally promising cases—subsidising the parents. Central Schools of the residential type should be established at selected centres with facilities for the teaching of science and mathematics and should be manned by a team of well-paid teachers capable of maintaining a standard of teaching comparable with the best obtaining in the schools for the general population. To these schools should be sent the more promising boys from the primary and Ashram Schools and admission should be restricted to those who pass a preliminary test. The schools should be open to the members of the non-tribal communities but preference should be given to the tribal students. Instruction in science and mathematics is of the utmost importance for without a proper grounding in these disciplines the tribal students find themselves greatly handicapped in prosecuting their studies in technical schools and colleges.

4.41. *Vocational Education and Technical Training* : The Team regrets to observe that generally speaking training imparted is not linked to job opportunities and that the skills acquired after completion of the training are not utilised by the trainees to earn a living. There is no follow-up programme and no attempt made to find jobs for boys trained in Craft Centres and Industrial Training Institutes. Where the training is not linked to job opportunities the money spent on such training is a sheer waste of public funds. Where industrial, mining and other projects are located in or near tribal areas, as in Bihar, Madhya Pradesh and Orissa, the skills imparted should be related to the requirements of those industries. Trainees should be acceptable to the employees on the basis of their proficiency and the skills acquired should be such as to enable them to produce goods of marketable quality. Technical education of a superficial type is worse than useless and will lead to frustration and disappointment.

Medical and Public Health

4.42. Although there has been a considerable expansion of medical facilities in the Second and Third Plan periods the benefits have not been commensurate with the effort made. The reason is that many hospitals and dispensaries in the tribal areas—in Assam, Nagaland, Rajasthan, Andhra Pradesh and many other States and Union Territories—have been without doctors for months. Apart from the difficulties of communications, doctors and paramedical staff are deterred from serving in tribal areas, even with special pay and allowances, because of the difficulty in finding suitable residential accommodation or any accommodation at all in the places to which they are posted. It is no use establishing hospitals if doctors and other ancillary staff cannot be found to man them. Residential accommodation should invariably be provided for the doctors and staff of hospitals and the conditions of work made sufficiently attractive by the offer of special pay and allowances. The need at present is less for the expansion of existing facilities than for their consolidation.

4.43. The Team suggests that in the Fourth Plan the emphasis should shift from cure to prevention. Tribals depend on jungle streams, ponds and irrigation tanks for their drinking water supply. Drinking of contaminated water is the cause of many diseases. Most tribal areas suffer from an acute shortage of drinking water during the summer months. The Team suggests that the highest priority should be given in the Fourth Plan to the supply of uncontaminated drinking water to the tribals. A survey of the villages where drinking water is scarce should be undertaken and a phased programme for the supply of pure drinking water, either by the sinking of wells or by such other methods as may be suitable for the area, should be drawn up for implementation within a reasonable period. Priority should be given in the programme to villages where there is an acute scarcity of drinking water.

HOUSING

4.44. In the formulation of housing schemes for tribals a distinction should be made between plains tribals and tribals living in hilly areas. While it would be appropriate to build tiled houses for plains tribals, it is unnecessary extravagance to build in remote forest areas tiled and G.C.I. structures which the occupants can hardly be expected to maintain. The Team came across thatched houses built for the tribals at a tenth of the cost which were as comfortable to live in as tiled houses. A tribal knows how to plug a leak in a thatched house but is helpless when a tile gives way.

4.45. The folly of building tiled houses on stereotyped lines without taking into consideration tribal customs, practices and superstitions has been demonstrated time and again. In the Damodar Valley whole villages built to rehabilitate the tribals, who were displaced by the construction of dams across the Damodar river and its tributaries, went untenanted because the planning of the villages and the design of the houses were not in accordance with their ideas of layout and design. To guard against the contingency of the houses being rejected after construction the Team recommends that consultation with the tribals to ascertain their wishes regarding the design of houses should be made a condition precedent to the approval of any tribal housing scheme. This is not to suggest that houses built for tribals should not be improvements over the structures they normally build for themselves but that the improvements should be in accord with their ideas and superstitions regarding layout and design. It may also be necessary for the selection of the sites and construction of houses to be preceded by the observance of tribal rites and rituals.

4.46. Presumably to avoid the charge of discrimination the limited provision available for the construction of houses for plains tribals is being distributed to a number of districts in some of the States. It was brought to the notice of the Team in one State that the amount falling to the share of each district was barely sufficient to build 4 or 5 houses. The Team considers that instead of dispersing effort over a large number of small housing schemes which are not likely to be appreciated it would be sounder policy to draw up a phased programme of house building, providing for the construction of a reasonable number of houses at a few selected centres every year.

COMMUNICATIONS

4.47. The importance of communications in the tribal economy hardly needs any emphasis but what ought to be guarded against is the danger of plainsmen invading the tribal areas to exploit the tribals. That exploitation can be ruthless and complete is illustrated by the fact that the opening up of communications to Wynad in Kerala, unaccompanied by any measures to protect the interests of the tribals in land, enabled the men from the plains to grab the best lands of the tribals and reduce them to their present helpless condition. The Team understands that the unrest in the tribal areas of Srikakulam in Andhra Pradesh which culminated recently in serious disturbances, had its origin in the loss of land by the tribals following the massive influx of population from the plains with the opening up of communications and the eradication of malaria which had acted in the past as an effective deterrent to intending immigrants.

TRIBAL DISCONTENT

4.48. Before concluding this brief, if somewhat, sketchy review of the programmes undertaken to advance the social and economic condition of the tribals the Study Team would like to refer to the manifestations of discontent and unrest which have come to its notice in certain tribal areas. In the opinion of the Study Team it is important that an objective study of the causes that have contributed to this disquieting development should be made in order that mistakes, if any, in our present approach to the problem of the tribals may be corrected before discontent takes an ugly turn and culminates in an upheaval.

4.49. Unrest in tribal areas is the cumulative result of a number of contributory factors. Enough has already been said in this report of the harshness of the forest laws and regulations and the lack of sympathy and understanding in administering them; of the utter inadequacy of the credit provided to combat tribal indebtedness; of the inability of protective legislation, as it stands today, to prevent the passing of tribal lands into the hands of non-tribals; of the ineffectiveness of the measures taken to rehabilitate the tribal population displaced from their homes following the large scale acquisition of tribal land required for irrigation and hydro-electric and other projects; of the delay in the implementation of important recommendations made by high level bodies and of the discrimination in the implementation of salutary measures of which the retention of the Muttadari System—a system more oppressive than the Zamindari—in the agency areas of Andhra and Orissa even after 20 years of Independence is but one example.

4.50. Tribal unrest is not a new phenomenon. It existed during the pre-Independence days when grievances erupted into violence in various places and at various times and force had to be used to quell tribal uprisings. Experience, however, taught the British administrators never to allow grievances to grow until they became explosive. Although, for want of communications, the conditions of touring were far more difficult than they are today and malaria was rampant in the hills, it was usual for the Collector or the Agent to tour continuously for 3 or 4 weeks in the agency areas, meeting tribals in conferences, listening to their grievances and dispensing justice. That salutary practice is no longer followed by the present day administrators. Thus, in Srikakulam, where tribal discontent has taken

a violent turn the Team was told that the Agent had spent only 2 days in the agency areas in 1966. With malaria completely eradicated and the communications vastly improved it should be possible for the district officers to tour the agency areas more intensively than they do at present. The only impact of the flying tours undertaken by these officers in cars and jeeps on the tribal areas is the stink of petrol they leave behind. There is now a complete lack of rapport between the officers and the tribal population, which has facilitated the propagation of subversive propaganda amongst the tribals by interested parties out to foment trouble.

4.51. Less apparent in its immediate effect but far reaching in its impact on their psychology is the attitude of paternalism we have adopted all along in our relations with the tribals. Conscious of the rectitude of our intentions we are apt to delude ourselves into the belief that the feeling of the tribal to the efforts we are making on his behalf to raise his living standards will be one of appreciation and gratitude, forgetting that in a developing society, however primitive, the position does not remain static, and that the reaction of the emerging class of educated tribals to such an attitude is likely to be one of resentment and even hostility. Political consciousness is a corollary to socio-economic development and when you educate a tribal you cannot insulate him from the political currents sweeping through the country and beyond. The causes of tribal unrest may be either agrarian, political or socio-economic or an amalgam of all the three in varying proportions. In Assam, which even before Independence, had an educated elite in its hill districts, thanks to the efforts of the Missionaries, blindness to signs of political unrest as revealed by the persistent failure to give in time to their enlightened representatives an adequate share, at the appropriate levels, in the governance of the State appears to have been the proximate cause for the growing feeling that for the full development of their personality and for the fulfilment of their political aspirations, they should free themselves from the dominance of the plainsmen who had persistently refused to treat them as equals. The movement for secession thus had its origin in the revolt of the intelligentia against a position of tutelage which offended their sense of self-respect. A movement for secession for similar reasons which appeared in Jharkand (Bihar) in the fifties, is now gaining momentum. Such a movement may spread to other areas if we do not modify in time our present approach and begin to treat the tribals not as perpetual wards but as equals and partners. Partnership, not paternalism, is the real antidote to tribal discontent.

4.52. In the opinion of the Study Team the real remedy for agrarian and economic discontent lies in taking effective measures to safeguard the rights of the tribals in land and forests, in restoring to them the lands from which they have, for whatever reason, been illegally dispossessed and in so streamlining the administration as to ensure speedy redressal of genuine grievances. The remedy for political unrest lies in a readiness to understand and even to anticipate the political aspirations of the tribals and in a willingness to meet them before the aspirations assume the character of claims and the claims eventuate into demands.

PART II

DEVELOPMENT PROGRAMMES

CHAPTERS V TO XIII

CHAPTER V

AGRICULTURE AND ALLIED SECTORS

5.1. Out of a total tribal working population of 169 lakhs, 149 lakhs or about 88% are engaged in agricultural pursuits. Agriculture is thus their mainstay and should be given high priority in any programme of tribal development.

5.2. *Shifting Cultivation* : A good number of tribals living in the hill areas do not follow the normal settled method of cultivating land. They resort to a system of shifting cultivation, called by different names depending on the region : 'Jhum' in Assam, Nagaland, NEFA, etc., 'Bewar' in Madhya Pradesh, 'Podu' in Andhra Pradesh and Orissa and certain other names in other parts of the country. Under this system all natural growth on the land, including shrubs and trees, is burnt and seed scattered over the ashes. The seed sprouts in due course and produces a crop. The land is then left fallow for a number of years and the cultivators shift to another piece of land, returning to the first after some years. Unregulated jhuming or podu, by removing the vegetative cover, leads to loss of fertility and soil erosion. The problem of shifting cultivation is acute in the States of Andhra Pradesh, Assam (including NEFA), Bihar, Nagaland and Orissa, and in the Union Territories of Manipur and Tripura.

5.3. Notwithstanding its obvious disadvantages shifting cultivation cannot be stopped immediately as it has become a way of life of the tribals who have been practising it for generations. Over vast areas in the interior, where land suitable for terracing is not available, shifting cultivation has to be tolerated as a necessary evil. But every effort should be made to regulate this system of cultivation on scientific lines,—as is being done in NEFA,—to minimise its evils and help in the building up of the fertility of the jhumed area. Simultaneously, wherever possible, an attempt should be made to wean away the tribals from this harmful practice by undertaking, after adequate investigation, colonisation schemes at places where such colonisation schemes have a reasonable chance of success. Such schemes have been introduced in the States of Andhra Pradesh, Bihar, Madhya Pradesh, Orissa and Kerala and the Union Territory of Tripura. The expectation that these schemes would improve the economic conditions of the tribals and also help them to change over from shifting cultivation to settled cultivation has, as stated in the first part of this report, not been realised in many States.

5.4. It was brought to the notice of the Team in the course of its visit to Bhadrachalam T.D. Block that a land colonisation scheme started in the Block at Gouravaram village had failed. To make an one-the-spot study of the reasons for its failure the Team visited Gouravaram. The scheme was started in 1960-61 for the rehabilitation of Koyas. No irrigation facilities were provided in the colony. 40 houses were constructed at a cost of Rs. 500 each. None of the houses was occupied by the Koyas and all of them were found to be in a dilapidated condition.

5.5. Another case of failure which came to the notice of the Team in the course of its tour was in Puttur village of South Kanara district of Mysore State. The colonists were given 2 acres of land each, but *pattas* were not issued to them. The wells that were planned were never constructed. Bullocks given to the members of the colony died for want of proper feed and the failure was complete when the Government cancelled the allotment of land to the tribals.*

5.6. In Tripura, out of the 27,000 families practising shifting cultivation, about 18,231 families were reported to have changed over to permanent cultivation. Each family has been allotted 2 standard acres of arable land and paid cash grants for the purchase of essential requirements like seeds, bullocks and agricultural implements. However, the scheme has not been a complete success as settlement of families on land has not been without its quota of deserters.

It has to be recognised that the tribals have not acquired as yet the necessary skill and technique of the plough, in particular of wet cultivation. In the initial stages, therefore, it is important that the field officers should supervise and guide the agricultural operations in these settlements to enable the newly settled families to acquire an adequate knowledge of the technique of cultivation. The supervisors posted to the colonies should, as far as possible, be persons with a background of practical agriculture and preferably drawn from the Agriculture Department. Where there are a number of agricultural colonies, it would be useful if a separate Agriculture Officer is appointed for making periodical visits to the colonies to guide the colony supervisors in their work. In this connection, the Team would commend for adoption to the other States the scheme relating to Demonstration and Pilot Projects on terrace cultivation which has been working satisfactorily in Nagaland. Under the scheme expert cultivators in the methods of terrace rice cultivation drawn from the Angami and Chakhesang areas, where permanent cultivation is in vogue, are posted to the areas where 'Jhuming' is extensively practised. They are paid a flat salary of Rs. 300 per month. They demonstrate and train the vilagers in the 'Jhuming' areas in the methods of terrace rice cultivation (both dry and wet terraces) on farmers' holdings (*i.e.* Pilot Project Centres) for a period of 3—5 years till they become fully familiar with the techniques of terraced rice cultivation. The experts, thereafter, are withdrawn and either released or shifted to a new centre. The scheme has been quite successful not only in demonstrating the value of soil conservation, but also in inducing the farmers to take to permanent cultivation and has been very popular all over the State. 164 acres of land were developed by the expert cultivators under the scheme while more than 750 acres were developed by the farmers in and around the Pilot Project Centres during the Third Plan period.

5.7. Certain other matters in Tripura which came to the notice of the Study Team, related to the delay in the payment of grants to families settled in the colonies, and non-completion of formalities regarding the registration of the land in their names. While the delay in the payment of grants made their day-to-day subsistence difficult, the absence of the rights of ownership, by depriving them of the facility for obtaining loans which they

*It is reported that this happened before 1956 when the taluk was a part of the erstwhile Madras State. However, the Mysore State authorities are now taking care to see that such cases do not occur.

would have got from the Government for agricultural and other productive purposes, drove them to the usurious money-lenders.

5.8. One of the difficulties now being experienced by the Administration for settling Jhumias on the plains is the high cost of land reclamation. The land allotted to Jhumias is generally full of jungle growth and the cost involved in reclamation is high. The amount paid by way of grant to the Jhumias is limited to Rs. 500 per acre. With this amount, it is not possible for them to reclaim the land and bring it under cultivation. It is suggested, therefore, that wherever sizeable tracts of land are available, mechanised reclamation may be undertaken at Government cost and developed land allotted to the tribals. As, however, certain Union Territories like Tripura have neither the resources nor the equipment to undertake this work, the Team suggests that the Central Tractor Organisation of the Government of India may provide the necessary assistance for the purpose.

5.9. To control and regulate 'Jhuming' in Manipur the Administration has undertaken a programme for terracing areas where irrigation facilities exist. To encourage tribals to take to terraced cultivation a subsidy is given at the rate of Rs. 150 to Rs. 200 per acre, an amount estimated to cover 75% of the cost of terracing. In view of the steep rise in prices in recent years, the Government of Manipur may consider whether subsidy, which was fixed at the present level, years ago, should not be increased.

5.10. Simultaneously with regulating shifting cultivation, steps should be taken to make agriculture more remunerative by encouraging the Scheduled Tribe agriculturists to take to improved methods of agriculture. The following measures may be undertaken for the purpose : (a) Setting up of demonstration farms, (b) Distribution of improved agricultural implements, manure and fertilisers and high yielding varieties of seeds, and (c) Providing credit facilities. The 'New Strategy' of agricultural development envisaged in the Fourth Plan should be extended with suitable modifications to the tribal areas. Certain State Governments have already made some progress in this direction. Thus, in Rajasthan high yielding varieties of maize and paddy have been introduced with a marked degree of success in the tribal areas of the State. The results would be more striking if irrigation facilities can be provided but this may not always be possible in the undulating terrain of tribal areas. In the tribal areas of Banswara district long staple cotton is grown, but there is no processing unit in the area. Conditions are favourable for establishing a cotton ginning and pressing factory at Banswara on a cooperative basis. In Orissa more could be done to promote agriculture by introducing improved methods of cultivation among the tribals. The Lanjia Saoras of Orissa are good cultivators and have been growing two crops of paddy per year in their fields. The supply of improved seeds would help them to increase production.

5.11. During the visit of the Team to the tribal areas of Rajasthan, it was brought to its notice that the State Government had taken a decision that subsidy should not be granted for the purchase of fertilisers and pesticides. The social workers of the region regard this decision as retrograde. The Team suggests that the State Government may reconsider their decision and extend financial assistance to the tribals, 50% as grant and the balance as loan.

5.12. Improved agricultural implements distributed to tribals should be such as would meet with their approval. In a survey conducted by the

Tribal Research Institute, Udaipur (Rajasthan) in Simalwara T.D. Block it was revealed that out of all the improved implements introduced in the Block, only improved ploughs have been accepted by the farmers. Among the farmers contacted only 60% appeared to have approved of the improved implements; the others were reluctant to adopt them.

While distributing improved implements care should be taken to ensure that repair facilities are available in the vicinity. In Gujarat, there is strong case for setting up a workshop at the district level.

5.13. *Minor Irrigation* : Irrigation facilities are important for developing agriculture in tribal areas. Minor irrigation works fall under the following broad categories :

(i) surface irrigation from tanks and bandharas;

(ii) wells—bore or artisan and tubewells;

(iii) lift irrigation and pumping arrangements; and

(iv) drainage and embankment.

In almost all the States which were visited by the Team no surveys were undertaken in the tribal areas to locate the available sources of irrigation. It is only on the basis of such a survey—which should be accompanied by a contour and soil survey—that a judicious selection can be made of the more purposeful schemes that can be undertaken in the area.

5.14. In Kolli Hills of Salem district (Madras) it came to the notice of the Team that there were quite a number of sites where check-dams could be constructed to tap the waters of hill streams for irrigation purposes*. In Mysore, although 4,000 minor irrigation works were taken up in the Third Plan in the general sector, the needs of the tribal areas do not appear to have been taken into consideration while formulating the irrigation programme. Nor has any special programme of irrigation been prepared for the tribal areas for incorporation in the Fourth Plan.** In Himachal Pradesh no systematic survey of the irrigation potential has been undertaken. In the Lahaul and Spiti district even grass does not grow without irrigation. The Team was given to understand that an Irrigation Cell has recently been set up to draw up a Master Plan for providing irrigation facilities in the area.

5.15. Minor irrigation projects have been taken up in Belthangadi and Sullia taluks of South Kanara district (Mysore). The Team was glad to see the visible improvement in the economic condition of the tribals after the provision of irrigation facilities.

5.16. The set-up for the implementation of minor irrigation programmes in tribal areas is unsatisfactory and inadequate in most States. In Orissa, the Rural Engineering Organisation is entrusted with the minor irrigation projects by the Tribal Welfare Department. The latter has no say in the matter of the selection or execution of irrigation projects. In Andhra Pradesh, the subject of minor irrigation has been transferred from the

*The State Government have since intimated that investigations are in progress.

**The Team has been informed that special schemes have since been prepared for the tribal areas of Bihar.

Revenue authorities to the Panchayati Raj institutions. The Panchayat Samitis, with their limited resources, are not in a position to repair the large number of tanks which are in need of repairs in the tribal areas. The Study Team recommends that an Officer of the rank of an Executive Engineer under the administrative control of the Director of Tribal Welfare might be appointed to assist the Panchayats in the development of minor irrigation, including the renovation of old tanks, in accordance with a phased programme.

5.17. In an excellent report (1968) on the working of the T.D. Blocks in Andhra Pradesh the State Director of Tribal Welfare has explained the difficulties which stand in the way of prompt execution of irrigation projects in tribal areas. Summarising the present position in Andhra Pradesh, he has observed as follows :

> "During the discussions held with the Block Development Officers it was pointed out that there are certain difficulties in the execution of the minor irrigation programmes. The main bottleneck appears to be that of getting a 'clearance' from the Public Works Department before undertaking the construction of a minor irrigation project. It is said that there is considerable delay in getting it from the Public Works Department. This is an important aspect to which Public Works Department authorities have to pay much attention. To avoid delay and also the practice of referring the schemes piecemeal to the Public Works Department a survey should be undertaken and all the proposals processed through the authorities concerned. The limit upto which the water can be harnessed without detriment to the existing sources in the lower reaches should be once for all decided for each Tribal Development Block. The schemes, however, could be taken up as and when the funds are made available."

5.18. The position obtaining in other States does not seem to be very different. The Study Team is in full agreement with the views expressed by the Director of Tribal Welfare and recommends that active steps should be taken to remove the bottlenecks referred to by him.

5.19. Most of the State Governments give financial assistance to the tribals to dig wells. Small land holders cannot afford to construct wells individually. In Gujarat, there is no element of subsidy in the financial assistance given by the Government. In Andhra Pradesh, loans are granted by the State Government for the purchase of the pumping sets. But the tribals are not able to take advantage of the scheme as there is no element of subsidy in it. In Maharashtra and Madhya Pradesh, the Team was happy to learn that a subsidy equivalent to 75% of the cost of the pumping set was given to the tribals. The Team recommends that similar concessions may be extended to the tribals in other States.* The condition prescribed by some States for popular contribution should also be waived in respect of minor irrigation schemes. In this connection a scheme introduced by the Government of Maharashtra merits attention. The State Government introduced a scheme of community wells under which a group of agriculturists having a compact area of 10 to 30 acres can collectively obtain

*The Government of Bihar have stated that there is a proposal under consideration for allowing such subsidy upto 75% or even upto 100% in deserving cases.

financial assistance from the State Government. The scheme has proved to be both useful and popular. The response from agriculturists to this scheme is encouraging but the provision at present falls far short of the demand.

5.20. *Horticulture* : In the relatively high altitudes of tribal areas, conditions are favourable for the development of horticulture. The tribals, being illiterate and ignorant, are not able to practise horticulture on scientific lines. In the Saora area of Orissa, there are a number of orange trees. The tribals do not take care of them and sell the fruits at low prices to middlemen even before they are ripe. The Saora Hills are suitable for large scale citrus cultivation. A few demonstration plots, coupled with propaganda, may create an interest in them and make them take to orange cultivation in a big way. In Niyamgiri, the home of Dongaria Kondhs, bananas, jack-fruit, pine-apples and oranges grow in abundance. In fact, these fruits provide the main source of income to the tribe. Scientific horticulture would help and improve the economic condition of the tribals in this area.

5.21. In Kolli and Kalrayan Hills of Salem district (Madras), a Centrally sponsored scheme for the development of horticulture has achieved impressive results. The main object of the scheme is to improve the economic condition of the tribal people by developing orchard cultivation and the cultivation of certain other cash crops like potato, ginger, etc. Considerable progress has been achieved in the cultivation of improved varieties of potato and ginger and of coffee, cardamom and pine-apple in these areas.

5.22. The most important cash crop of Himachal Pradesh is the potato. In fact, potato cultivation is the basis of the tribal economy of this Territory. It has transformed the economy of the tribal area, particularly in Lahaul where the yield of potato is about 32 maunds a bigha. One serious bottleneck, however, is the lack of marketing and communication facilities. When the crops mature in October, the Rohtang Pass is closed and the Lahaul is virtually cut off from the outside world. To ensure that the tribals do not suffer loss for want of storage facilities, the Team suggests the setting up of a potato grinding and dehydration plant of medium size in the district.

5.23. In Orissa, as already stated, the Niyamgiri area is suitable for large scale cultivation of bananas and other fruits. If financial aid can be given to the tribals, the output of fruits can be considerably increased. There is a ready market for the fruits at Rayagada and other parts of the State. The State Government is now organising marketing facilities for the produce from this area.

5.24. It was brought to the notice of the Team that fruits like jack-fruit guava and banana, which grow in abundance on the Kolli Hills go to waste for want of adequate marketing facilities. In view of the difficult terrain and absence of communications much time is wasted in taking the produce to the marketing centres. The Team suggests that conditions are favourable for the starting of a Multipurpose Cooperative Society which, besides helping the tribals in marketing their fruits, can provide assistance and guidance to them in such matters as the introduction of scientific methods of agriculture. Financial assistance may be given to the society to set up a cold storage plant.

5.25. The apples of Himachal Pradesh are capturing the markets of many leading cities in the country. Apple cultivation is highly remunerative, the annual income being Rs. 5,000 to Rs. 20,000 per acre.

5.26. The following schemes have been undertaken by the Government of Himachal Pradesh for the development of horticulture :

(i) establishment of progeny orchards;

(ii) establishment of garden colonies;

(iii) production of foundation seed of vegetables;

(iv) establishment of fruit and vegetable preservation units;

(v) intensification of schemes for the raising of grapes;

(vi) intensification of research on development of fruits and nuts; and

(vii) establishment of a high altitude dry zone research station.

5.27. It was represented to the Team that the incidence of root-rot was very high. The Team suggests that a survey should be undertaken to determine the incidence of root-rot and steps taken, well before any serious damage is caused to the fruit bearing trees, to minimise its evil effects and check its spread by plant protection measures.

5.28. Panchayat Nurseries and Community Orchards have been established in this Territory and efforts have been made to encourage the tribals to grow almonds and walnuts.

5.29. *Animal Husbandry* : Livestock not only supplies draught power needed for cultivation and rural transport, but also supplies protective foods like milk, meat, egg and products like hides, skins, bone-meal and manure. Superstition prevented some of the tribals from milking buffaloes but gradually there has been a change in their outlook and they have begun to shed their prejudices and are prepared not only to milk the buffaloes but to sell the milk. The Koyas of Andhra Pradesh and Orissa are excellent cattle breeders and maintain large herds of cattle but milking is not a common practice with them. It should be easy with proper orientation to make them good dairymen. In the fast developing Dandakaranya, Koyas living there will have no difficulty in finding a ready market for milk products.

Cattle also serve as beasts of burden in the difficult terrain of the tribal areas. It is only animals like mules, yaks and churus which are hardy that can bear the severe cold and inclement conditions prevailing in the upper regions of the Himalayas. Pigs are maintained for religious sacrifices and for meeting social obligations such as payment of bride price, fines and compensation for injuries. The Mithuns of NEFA, for example, dominate the tribal economy and are the most precious possession of the tribal people. Apart from being a source of food, the Mithun serves as tribal currency in the non-monetized economy of the area.

5.30. The importance of pasture in the development of cattle wealth cannot be over emphasised. The grazing rules framed in many States, however, pay scant regard to the needs of the cattle. Although new progeny swell the number of cattle every year, permits which are issued to the tribal people in Himachal Pradesh are not revised. The result is that the tribals are challaned and fined for grazing cattle in excess of the number covered

by the permits. Realising the gravity of the problem the Himachal Pradesh Government have recently appointed a grazing committee, with the Minister of Forests as its Chairman, to examine such questions as the number of animals to be permitted for grazing, the pasture areas to be developed etc., etc. The hardships experienced by the Todas who are a pastoral tribe of the Nilgiris by the extension of blue gum plantation on the Wenlock Downs almost to their door-step have been referred to in the chapter on forests. While making adequate grazing facilities available to the Toda buffaloes, steps should be taken to grade-up the local breed by supplying* murrah he-buffaloes to the Todas. The Todas should also be given the assistance of agricultural experts to grow fodder crops and leguminous crops on the Wenlock Downs.

5.31. Livestock in tribal areas is generally of a non-descript type and its productivity is poor. In some States, under the programme of poultry development, improved cocks, hatching eggs and chicks are being supplied free of cost. Steps have also been taken to grade up the local breed cattle. But, as pointed out in the first part of this report, care should be taken to see that breeding bulls of heavy breed are not supplied to tribal areas where the cattle are generally small and stunted.

5.32. There is no livestock research station nor are there any diagnostic and investigation laboratories in Nagaland for the effective control of diseases. In NEFA it was reported to the Team that foot and mouth disease among the Mithuns was causing concern. The Team feels that adequate veterinary aid should be provided to combat the diseases by establishing diagnostic and investigation laboratories and dispensaries in places which are easily accessible to the tribal people.

5.33. *Fisheries* : There is considerable scope for the development of fisheries in Tripura, Nagaland and Himachal Pradesh. In Tripura, next in importance to rice which is the staple food of the people comes fish. The people of Nagaland too are very fond of fish, but the level of production of fish in the State is only of the order of 50 tonnes as against 400 tonnes of fish procured annually from Manipur and Assam. The *Baspa* valley in the Kinnaur district of Himachal Pradesh is ideal for trout. While there may not be abundance of water resources for fish production in the tribal areas, it is necessary to undertake surveys to locate water areas which may be used for stocking fish. No special steps seem to have been taken to develop pisciculture in the tribal areas of Tripura and Nagaland. The Team was happy to learn that in Kinnaur district, a new hatchery was being set up. More could be done by the Fisheries Department in this direction in Himachal Pradesh. In Nagaland, besides renovating the derelict tanks and bringing them under pisciculture, small tanks should be constructed in the interior to stock carp fingerlings. This would enable local needs to be met within the village itself.

5.34. Stocking of major reservoirs at Malampuzha, Peechi, Walayar, Meenkara, Wazhani and Neyyer in Kerala has already been taken up. The Harijan Welfare Department, in consultation with the Department of Fisheries, has as a first step, deputed tribal boys for training in the Fisheries Research Institute. This should be followed up by measures of practical utility to the tribal people.

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*The State Government have since intimated that the question of supplying Murrah buffaloes to Todas is under consideration.

CHAPTER VI

FORESTS

6.1. The tribal has always lived in an intimate relationship with forests. The forest gives him food and provides materials to build his home. By exploiting its produce such as honey, fruits and other products, he has been able to supplement such meagre income as he may derive from agriculture. Thus, the economy of the tribal is mainly built around the forest. He, therefore, resents any attempt to deprive him of the benefits, which he has been enjoying freely in the past.

6.2. As a result of the Government policy to exercise closer control over the use of forest products and to regulate the rights and privileges of users, the tribals have been deprived of their traditional rights in forests. Under this policy, tribals have no statutory rights but enjoy only certain concessions/privileges such as :

(a) Right to take water for agricultural purposes.

(b) Digging of wells or canals for agricultural purposes.

(c) Free grazing in open forests (under passes).

(d) Removal of stones and earth for domestic or agricultural use.

(e) Removal of timber, bamboos, reeds, canes, etc., for construction and repair of houses and for agricultural implements.

(f) Collection and removal of head-loads of dead wood for domestic use.

(g) Collection of grass for cattle and for covering their huts.

(h) Fishing and hunting excluding the protected fauna.

(i) Cultivation of forest lands.

6.3. There is, however, no uniformity in the grant of these concessions/privileges by the States. What is more, they are confined only to certain categories of forests and sometimes confined to certain regions of a particular State.

6.4. Privileges and concessions should as far as possible be given on a uniform basis to all the tribals in a State irrespective of the region. Such uniformity is essential for avoiding heart-burning among the tribals. In Andhra Pradesh for example, timber for agricultural purposes is allowed free to tribals in the Andhra region but not in the Telangana region. The Team suggests that timber for agricultural purposes and *bona fide* domestic use should be allowed on a uniform basis throughout the State. The Study Team understands that the forests laws of Andhra and Telangana regions have since been integrated in the Andhra Pradesh Forests Act, 1967. But as rules under the new Act have not been framed the statutory rights and concessions under the old laws still continue. The Team feels that rules should be framed under the Andhra Pradesh Forests Act without further delay to ensure uniformity in the exercise of forest rights by the tribals.

6.5. Lack of uniformity sometimes arises from dual control. In Manipur, reserved and protected forests are under the control of the Forest Department while the unclassified forests are under the control of the Revenue Department. Such dual control is not conducive to efficient management. The Team feels that it is important to have a unified control over forests to ensure that they are scientifically and efficiently managed.

6.6. The State Forest Departments do not seem to have given adequate publicity to the privileges and concessions granted to the tribals. This has led to much confusion among the tribals. The Study Team feels that every Panchayat in the tribal areas may be provided with a copy of a booklet in the regional as well as in the tribal languages giving details of the privileges and concessions for the information of the tribal people. As the tribals are generally illiterate the Panchayats may employ a 'Crier' to give publicity by beat of tomtom to the concessions in the trbial villages.

6.7. *Forest Villages* : In some States, Forest Departments establish forest villages in remote areas to ensure regular supply of labour for such works as survey and demarcation, felling of trees, road building etc., and in order to attract tribal families to these villages, the tribals are given certain special concessions not admissible to other tribals. The general conditions governing the forest villages are :

(1) The Forest Department and its contractors have the first claim to the labour of the forest villages on payment of wages at the market rate.

(2) The villagers may not accept other employment without the sanction of the Forest Department and are expected to obey the orders of the Divisional Forest Officer.

The S.A. & S.T. Commission recommended that these colonies should be made model villages, self sufficient as far as possible and provided with essential amenities of life. There has been no determined effort to give effect to this recommendation.

6.8. *Protection of Forests* : Forests in Maharashtra are mainly found on the slopes of the Western Ghats, on the Satpura range along the State border and in the Yeotmal-Chanda Zone in the eastern parts of the State. The indiscriminate felling of trees has not only denuded the forests but has also adversely affected the agricultural output. In Nagaland, the opening up of the interior private forest areas in the last few years by the construction of roads has resulted in heavy exploitation of virgin forests. The Team suggests that the State Government should step in before it is too late and devise ways and means of exploiting these forests scientifically.

6.9. Shifting cultivation is widely practised in Nagaland. Land left bare after 'Jhuming' can well be brought under forest cover by planting it with species like Alder, Wattle or Eucalyptus which are particularly suited to the needs of the 'Jhuming' cycle. Besides protecting and enriching the soil, afforestation of jhumed areas will raise the proportion of area under forests. Wherever possible additional areas may be brought under forests to ensure that the area under forests reaches the level indicated in the National Forest Policy Resolution, 1952. Paucity of technical personnel in the State is likely to prove a bottleneck in the execution of any large scale forest programme such as the one recommended above. The Study

Team recommends that the Union Ministry of Food and Agriculture may assist the State Government in securing the services of suitable personnel on deputation from other States for the purpose.

6.10. *Protection of Interests of Tribals* : In some of the States the forest boundaries run very close to the tribal habitations. This has led to conflict between the tribals and the Forest Department. In Orissa, where this conflict is pronounced, the Tribes Advisory Council has been recommending from time to time that the reserved forest boundary should be at least one furlong away from the village boundary. The forest authorities on the other hand argue that if the boundaries are shifted the tribals will encroach up to the boundary line and that the process of shifting will thus continue indefinitely. This process can be arrested if instead of a one furlong strip, which appears to be too narrow to be effective as a buffer zone, the distance separating the reserved forest line and village boundary is increased in suitable cases to a kilometre or more to make available a reasonable area which may be worked as a village forest for the benefit of the villagers.

6.11. Complaints were heard in the tribal areas of Chamba district of Himachal Pradesh that Patwaris had entered forest areas as private land in the village land records and allowed the trees to be cut. Such cutting has resulted in soil erosion. It was also alleged that some Pradhans managed to have areas reserved as forest wherein some people of the adjoining villages had private rights. The Team suggests that the Administration should take serious notice of such mal-practices of which the former which leads to the denudation of forests is the more serious.

It was brought to the notice of the Team that the tribals who used to get their requirements of timber for domestic use from Nalda and Duling forests in Lahaul and Spiti district had been refused the facility, which they had enjoyed for the last 40 years, as the Forest Department had ceased to recognise their traditional rights in these forests. It was urged in defence of the action that as these rights had not been recorded during the forest settlement, the Forest Department was not in a position to recognise them. The Team feels that a legalistic approach to the grievances of the tribals in regard to forest rights is contrary to the spirit of tribal welfare policy. As the tribals, the original inhabitants of the forests, have enjoyed forest rights for the last 40 years, legal considerations, in the view of the Team, should not stand in the way of a human approach to the problem of the tribals.

6.12. *Management of Private Forests* : In Assam, Nagaland and NEFA, there are large forest areas which are not owned by Government. In Nagaland, the private forests are generally owned by an individual, a clan, a whole village or a number of villages. In Assam, only the reserved forests are under the direct control and supervision of the State Forest Department. The major forest areas of the Autonomous Hill districts are under the control of the District Councils. In NEFA, only a small area under forests has so far been brought under forest reserve. As a result, extensive areas under forests in these States are not being worked systematically under any proper working plans. The development of forests is a specialized job which needs substantial resources. The Team, therefore, recommends that while the control of the private forests may continue to vest in the existing owners such as District Councils, Village Councils, etc., and the right of

royalty may be retained by them, their scientific working should be entrusted to the State Forest Department on their behalf in the overall interest of the entire community.

6.13. *Recruitment of tribals by Forest Department* : The friction that exists between the Forest Department and the tribal people can be reduced if tribals are recruited by the Forest Department in reasonable numbers as guards, watchers, peons, mahouts, etc., and wherever possible to higher posts. But the percentage of tribal people employed by the Forest Department is low. It was brought to the notice of the Study Team that in Andhra Pradesh, out of 400 foresters and forest guards only 76 were tribals. Insistence on prior registration with the Employment Exchange, it was pointed out, was acting as a handicap and had reduced the chances of tribals in the matter of employment. The tribals are ignorant of procedure and can hardly be expected to go to the nearest Employment Exchange to get themselves registered. The Study Team suggests that if registration cannot be dispensed with altogether in the case of the tribals, the Block Development Officer should be authorised to perform the functions of the Employment Exchange in their case and it should be open to him to forward direct to the recruiting authorities the names of suitable tribals registered with him.

CHAPTER VII

TRIBAL DEVELOPMENT BLOCKS

7.1. Among the Tribal Development Programmes undertaken by the Government of India for the development of the tribal areas, the most important and perhaps the most significant, is the programme for the establishment of Special Multipurpose Tribal Blocks, as the T.D. Blocks were originally called. The aim of these Tribal Blocks, which were modelled on the general pattern of the N.E.S. Blocks, and were to be, as far as possible co-terminus with them, was to bring about a rapid improvement in the economic and social standards of the tribal people by selecting specially undeveloped but compact areas for multi-sided development. The object was sought to be achieved by making the programme of development more intensive in character than that undertaken in the normal C.D. Blocks and what is more, orient it to the tribal way of life. A modest beginning in this direction was made in 1956, when 43 Special Multipurpose Tribal Blocks were started of which 34 Blocks were within the Scheduled and the Tribal Areas and the remaining 9 outside such areas. These Blocks were more or less in the nature of pilot projects. A detailed evaluation of their working was made by the Special Multipurpose Tribal Blocks Committee appointed in May, 1959 with late Dr. Verrier Elwin as Chairman, mainly with a view to determining the future pattern to be followed. The pattern of the T.D. Blocks, started during the Third Plan period, was largely based on the recommendations made by this Committee.

7.2. By the end of the Third Five Year Plan 415 more T.D. Blocks had come into existence as shown in the following yearwise break-up :—

Year	Number of Blocks allotted	Number of Blocks actually opened
1	2	3
1961-62	27	27
1962-63	49	43
1963-64	104	100
1964-65	119	112
1965-66	151	133
TOTAL	450	415

The number of T.D. Blocks taken up in States and Union Territories during the five years of the Third Plan period is given in Annexure XIII. With the opening of 31 more Blocks during 1966-67, the number of T.D. Blocks (including the Special Multipurpose Tribal Blocks) in the country is now 489. (No T.D. Blocks have been opened during 1967-68 and 1968-69).

7.3. The Team visited in the course of its tour a good number of Blocks in different States and Union Territories. The Team's observations and recommendations are given below :

7.4. *Schematic Budget* : In their financial pattern, the Tribal Development Blocks deviate considerably from the C.D. Blocks or even from the old Special Multipurpose Tribal Blocks. A Tribal Development Block gets Rs. 10 lakhs in Stage I and Rs. 5 lakhs in Stage II from the Department of Social Welfare and also Rs. 12 lakhs in Stage I and Rs. 5 lakhs in Stage II from the Ministry of Food, Agriculture, Community Development and Cooperation (Department of Community Development). While drawing up development schemes, the Block agencies are guided by what is called the "schematic budget", earmarking specific percentage of funds for programmes under different heads*. The "schematic budget" of a T.D. Block was intended to be a flexible one and in theory, could be varied according to the local conditions. In practice, however, the budget tended to follow a rigid pattern regardless of the special needs of the people of the area. The Study Team feels that the budget should be sufficiently flexible to enable schemes to be reoriented to suit the wishes and felt needs of the people. In fact, it is unrealistic to have an all-India pattern of T.D. Blocks. At Namkum and Chanko Blocks in Bihar, it was brought home to the Team that the all India pattern which is being followed by the State of Bihar did not suit the various tribal areas in the State as they are passing through different stages of development and have different topography, customs and usage. The Block activities had not made any noticeable impact as general development had not taken place in the tribal areas to any significant extent. Yet another case which brings out the need to modify the normal T.D. pattern to suit the special tribal conditions obtaining in an area relates to the Pangi and Bharmour areas of Chamba district in Himachal Pradesh. Schemes suitable in other tribal areas, even in Himachal Pradesh, would not be suitable here owing to the migratory character of the people. Similarly, conditions in Nagaland are different from those obtaining in other States. For instance, in Chakesang area in Kohima where the saturation point has almost been reached in terracing, the emphasis should be on programmes other than land development. It is high time that the question of re-orientation of the programmes undertaken by the T.D. Blocks is taken up and the necessary changes in the "schematic budget" effected. For this purpose the State Government may consider appointing small committees consisting of officers of the various development departments to draw up, in consultation with the local tribal leaders and Block officers, programmes with clear priorities of the activities to be undertaken in each Block.

It has been brought to the notice of the Team that salaries of the Staff of T.D. Blocks tend to absorb a considerable proportion and in some cases, the bulk of the development provision. For instance, in one of the States out of a sum of Rs. 100,000, sanctioned for a T.D. Block, nearly Rs. 73,000 or nearly three-fourths of the entire provision had been spent on staff and out of a sum of Rs. 20,000, sanctioned for a Sub-Block, the salaries of the staff alone accounted for Rs. 16,000. Although the schematic budget provides for a ceiling on the expenditure on personnel, the pattern of expenditure is liable to be and in practice has been distorted very considerably as it has not been possible for the States to effect a reduction in staff to correspond with the savage cuts imposed on the tribal provision in recent years.

*Please see Annexure XIV.

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 Team was at one stage inclined to suggest that expenditure on staff should not exceed 10 per cent of the available provision. On a provision of a lakh of rupees, the expenditure on staff would have to be limited on this basis to ten thousand rupees,—a sum barely sufficient to meet the salaries of a couple of officers and their ancillary staff. Considering that the development work in tribal areas needs the services of men who have specialised in a number of disciplines, an upper limit of 10 per cent may in practice prove to be completely unrealistic. After a careful consideration of the question, the Study Team feels that it would be reasonable to shift the burden of expenditure on staff,—other than clerical and lower categories of staff,—appointed to implement development programmes in T.D. Blocks on to the general provision. Thus the salary of an agricultural officer employed in a T.D. Block may be debited to the general agricultural budget and not to the T.D. budget, the salary of an engineer to the P.W.D. budget, of a medical officer to the budget of the medical department and so on. Such a procedure would be in consonance with the suggestion repeatedly made by the Government and the Planning Commission that the special provision made for tribal development should be regarded as a supplement to the general provision which at present does not but in fairness should bear a reasonable proportion of the financial burden in the administration and development of the tribal areas.

7.5. The danger of confusing the tribals by introducing a large number of programmes has been pointed out by the expert committees who have reviewed the working of the tribal development programmes. The Team suggests that in any programme drawn up agriculture should ordinarily be given the highest priority.

7.6. The areas covered by the T.D. Blocks have not yet reached the stage of development envisaged for them and the benefits which have already accrued are likely to be nullified if schemes are given up while they are only half-way through. The Team, therefore, recommends that the life of the T.D. Blocks should be extended to 15 years by adding a new Stage—Stage III with an additional allocation of Rs. 10.00 lakhs per Block.

7.7. *Administrative set-up and Staffing Problems* : With the introduction of the scheme of democratic decentralisation, the implementation of the T.D. Block programmes has increasingly come to rest with Panchayati Raj institutions. As implementing agencies, these institutions have not proved to be effective. The Team has already emphasised the need for active official assistance in the formulation and implementation of development programmes in the tribal areas. The Team also suggests that in predominantly tribal districts, which have 5 or more T.D. Blocks, there should be a separate officer of the rank of Additional District Magistrate to supervise the work of the Block Development Officers and ensure that a proper scheme of priorities is drawn up and implemented. The officer may also be required to undertake periodic evaluation of the working of the Blocks and report his findings to the Tribal Welfare Department.

7.8. In some States—Bihar and Orissa are examples—work relating to T.D. Blocks is being looked after by the C.D. Department. The Team considers that the control of T.D. Blocks should vest in the Tribal Welfare Department which has an intimate knowledge of the tribal areas and of the

needs of the tribal people. The Team has noted with satisfaction that, in Madhya Pradesh, the work pertaining to the T.D. Blocks has already been taken over by the Tribal Welfare Department. As a first step, the Department has assessed the needs of particular Blocks and made an effort to use the special funds as a lever to siphon funds from the general sector into the tribal areas.

7.9. Abolition of the posts of B.D.Os. in Madhya Pradesh had resulted in certain administrative maladjustments. However, the Study Team has noted with satisfaction that officers of the rank of Junior Class II (equivalent to former B.D.O.) designated as Area Organiser have since been posted in 93 T.D. Blocks in the State. Steps are also being taken to fill up the posts of Area Organisers in the remaining T.D. Blocks.

7.10. What is commonly known as the single line administration is proposed to be introduced in the hill areas of Manipur under which a single Administrative Officer will supervise the entire work in his area with the heads of departments exercising their control over their field staff through him. Under this arrangement the same officer will look after the job of the B.D.O. as well as of the S.D.O. The Study Team feels that this arrangement which makes for unified control should be introduced as early as possible and given a fair trial. It would, however, be necessary for the success of the scheme that the Administrative Officer incharge of the Block should enjoy adequate powers for sanctioning expenditure. At present, most of them can sanction expenditure on individual schemes upto a petty sum of Rs. 500*.

7.11. In Nagaland, although most of the schemes in the Block programme are agriculture-based, the B.D.Os. in the State are generally appointed from the Civil Service, presumably due to shortage of technical personnel in the Agriculture Department. Until such time as technical personnel become available, the State Government would do well to obtain the services of men from other States on deputation. The Study Team learns that, as an experimental measure, four officers of the Agriculture Department have recently been appointed as B.D.Os.

7.12. In the T.D. Block set-up of Rajasthan, there is provision for the appointment of an Extension Officer (Forests) to guide the people in the preservation and development of forests. This example may well be followed by other States.

7.13. Representations have been made to the Team in the course of its tours by the Block staff regarding the difficulties under which they are labouring. In Tripura, for example, the complaint was loudly made that the rent charged for the accommodation provided was on the high side. The complaint was not without substance. It is a grave hardship to call on men working in remote and inaccessible places to pay the same rent as is charged for accommodation with electrical and sanitary fittings at the district and sub-divisional headquarters.

7.14. Block staff often maintain two establishments for lack of facilities like medical aid, education, etc., in the Block area. And yet many State Governments have not given compensatory allowances to officials working

*The Administration has since intimated that the Senior Block Development Officers working in the Hills have powers of sanctioning individual schemes upto Rs. 5,000/-.

in the T.D. Blocks. In the absence of monetary and other incentives, suitable persons will not be attracted to work in out of the way tribal areas. In Mysore State, the posts of mid-wives have remained vacant for years in the T.D. Blocks*.

7.15. It was brought to the notice of the Team that it was not uncommon for States to post officers who are condemned as inefficient or as a punitive measure to the tribal areas. The Study Team strongly deprecates this tendency. In a remote tribal area of Mysore State the Team came across a doctor, who was a cripple**. With his disability he could hardly be expected to do justice to his work in difficult terrain. It is important that picked officers with special aptitude for tribal welfare work should be posted to work in tribal areas.

7.16. In Kharwara Block in Rajasthan, it was brought to the notice of the Team that five B.D.Os. had been transferred during a period of five years. In Nagaland and some other States also, there had been frequent transfers of B.D.Os. To ensure continuity, the Team considers that B.D.Os. and extension staff posted to a particular place should be retained there for a minimum period of three years to enable them to establish rapport with the tribals and enlist their cooperation and confidence.

7.17. The Annual Conference of Community Development and Panchayati Raj and the Conference of the State Ministers of Community Development and Panchayati Raj recommended that with a view to ensuring adequate representation of tribals there should be a relaxation of the educational qualifications. The Team was told that the Department of Community Development had issued instructions to the State Governments to the effect that at least 75 per cent of the Village Level Workers and a substantial percentage of Block Development Officers should be tribals and that with a view to achieving adequate representation the educational qualifications should be relaxed. But most of the States do not appear to have taken steps to implement this recommendation and one State Government—the Government of Bihar have expressed themselves against any such relaxation. The Team feels that the recommendation of the Annual Conference should be accepted and given effect to without delay. Should the State Governments consider that relaxation at the higher levels is inexpedient, they may consider lowering the qualifications at least in respect of Village Level Workers to enlarge employment opportunities for tribals.

7.18. A large number of tribal villages, not covered by Tribal Development Blocks, have hitherto received scant attention at the hands of the planners. The communities inhabiting these villages have received little or no benefit from the tribal welfare programmes. The development of such villages should not be ignored. If such villages cannot be covered by the T.D. Blocks, which may be set up in the Fourth Five Year Plan, separate funds should be earmarked for their development on a *per capita* basis, corresponding to the *per capita* provision for the tribal population covered by T.D. Blocks.

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*In Mysore, a beginning has since been made in the case of Tribal Welfare Inspectors, who are now granted a special pay of Rs. 30/- p.m.

**The Team has been informed that while the doctor has since been transferred, it has not been possible to find a substitute for him as yet.

7.19. *Progress of Expenditure* : There is considerable delay in the sanction of schemes as technical departments take an unconscionably long time to communicate their technical approval. Not infrequently the sanction itself is received at the fag end ot the year. The Block staff in their anxiety to spend the funds resort to irregular practices. The Team came across a case where a false completion certificate had been given in the case of a water supply scheme in Himachal Pradesh although the work had not been completed. The irregularity was clearly designed to show as having spent in full the sanctioned amount which, in fact, had not been spent. While such irregularities are reprehensible and call for severe disciplinary action, the Team feels that the real remedy lies in streamlining the procedure to ensure that sanction for schemes is not held up by slackness on the part of technical departments in according technical approval.

7.20. *Area Approach* : In the case of T.D. Blocks the basic principle is that the special schemes in the tribal areas are to supplement and not to supplant the general development programmes in the Block area. As stated elsewhere in the report, in no State has any serious attempt been made to see that a resasonable share from the general development programmes is earmarked for tribal areas in addition to the provisions made in the C.D. & T.D. budgets of the Block. In view of the limited provision available to a Block, the Block programmes cannot include schemes like polytechnics, major roads and major and medium irrigation projects quite apart from the fact that such programmes cut across District and even State boundaries. The need for continuing the 'Block Approach' with the 'Area Approach' in the development of tribal areas has been pointed out in an earlier chapter.

7.21. During its visit to the Tribal Development Blocks the Study Team discovered that the more advanced sections of the tribal population had snatched away a lion's share of the benefits of the various schemes undertaken in the Blocks. Insistence on popular contribution has led to the unfortunate result that areas inhabited predominantly by tribals have been deprived of schemes which have been transferred to areas inhabited largely by non-tribals, who unlike the tribals have the capacity to pay. There is also a tendency on the part of Block authorities to start schemes in areas which are easily accessible. The criterion for starting schemes should be the felt needs of the population inhabiting the area, not the convenience of the Block staff. If the tribals are unable to pay the contribution it should either be waived altogether or recovered in the shape of labour.

7.22. *Sub-Block Schemes* : In some States where the criteria laid down for the formation of T.D. Blocks are not fulfilled, *ad hoc* assistance has been given for the development of tribal pockets which have been designated as Sub-Blocks. In West Bengal, for example, the tribals are interspersed with the general population and there is no compact area where the tribals constitute two-thirds of the tribal population. An expenditure of Rs. 8.58 lakhs was incurred during 1966-67 on the 16 Sub-Blocks located in West Bengal. A reduced allocation of Rs. 7.6 lakhs was made for 1967-68. Although West Bengal has a sizeable tribal population the accident that the tribals are not living in compact areas has led to the result that the State is receiving much less assistance than is due to it on the basis of population. There is clearly a case for increased Central assistance to West Bengal.

7.23. In Kerala, there is only one Tribal Development Block in Palghat district at Attappady. In 1966-67, 3 Sub-Blocks were started in North Wynad, South Wynad and Udumbanchola. The severe cut imposed by the Government of India on the provision for the welfare of Scheduled Tribes has stood in the way of the opening of two more Sub-Blocks which were proposed to be started during 1967-68.

7.24. It was urged before the Team that there was adequate justification for opening a T.D. Block in the Nilgiris, in view of the number and complexity of tribal problems to be tackled in the district. If the area is considered too large to be constituted into a single Block the question of starting Sub-Blocks in pockets of tribal concentration in the district may be considered.

CHAPTER VIII

COOPERATIVES

8.1. To tackle the problem of indebtedness and accelerate the pace of economic progress amongst tribals a special provision for starting cooperative societies in the tribal areas has been a regular feature in the Plans. It was expected that this provision would be supplemental to the provision made in the general sector. The Team could not however ascertain the extent of the benefits derived by the tribals from the general sector funds. Presumably, as in many other schemes, the cooperatives in tribal areas have had to depend almost wholly on the special provision made in the Backward Classes Sector.

8.2. Under the Backward Classes Sector, a large number of co-operative societies have been started. Initially, the societies were credit societies meant to serve only the credit needs of the tribals. Later on their activities were expanded and societies like the Forest Labour Cooperatives, Grain Gola Coop. Multipurpose Societies, Marketing-*cum*-Consumers Societies, etc., came into being. In Madhya Pradesh, the Tribal Cooperative Development Corporation was set up to function as an apex organisation for financing and controlling existing cooperative societies in the tribal areas and also for providing technical guidance to them. It was further entrusted with the task of organising new societies in tribal areas with a view to the gradual elimination of forest contractors and middlemen engaged in the trade of minor forest produce. The intention was to ensure that tribal workers received a fair wage and a fair share of the profits. The pioneer in this field, however, was the Andhra Pradesh Scheduled Tribes Cooperative Finance and Development Corporation which was started by the Andhra Pradesh Government. The objects were to (a) prevent the exploitation of the tribals by middlemen, (b) provide them with credit facilities, (c) procure for them their daily requirements and (d) arrange for the marketing of their agricultural and minor forest produce. The Corporation, although it has come in for criticism from certain quarters, is rendering valuable service to the tribals by purchasing at reasonable prices the forest and agricultural produce brought by them. It also sells to them at reasonable rates their daily necessities like salt, kerosene, etc.

8.3. *Forest Labourers Cooperative Societies*: The condition of the forest folk, to say the least, is deplorable. Most of them are illiterate. Many of them can barely eke out their living and quite a number are destitute. At one time the tribal considered himself a lord of the forest. The forest contractor has, however, usurped his position and has reduced him to the status of a forest labourer. One way of rehabilitating the tribals is to make them supplant gradually the contractors by forming themselves into cooperatives to exploit forest coupes. To this end, the Five Year Plans included the starting of Forest Labourers Cooperative Societies as a Centrally sponsored programme and liberal provision was made to give an impetus to the movement. Forest Labourers Cooperative Societies were first introduced in Maharashtra and Gujarat and later adopted by other States. In Maharashtra alone, there were 266 societies by the end of the Third Plan and today there are as many as 420 such societies in the tribal areas of

the State. It is the intention of the Government of Maharashtra to eliminate completely the forest contractors by the end of the Fourth Plan.

8.4. Except in Maharashtra and Gujarat, the Forest Labourers Cooperative Societies have not made any significant progress. The success achieved by the societies in Maharashtra and Gujarat is due partly to the extremely helpful attitude of the State Governments who have extended to them credit facilities and technical guidance, and mainly because of the devoted efforts of voluntary non-official agencies who have nourished the societies in a manner seldom seen in the country. Failure of Forest Labour Cooperative Societies in other States is primarily due to the unhelpful attitude of the Forest Departments who in their anxiety to augment their resources have been reluctant to replace forest contractors by Forest Labourers Cooperative Societies. Lack of institutional resources and finance have also hampered the progress of these societies in some States. The Team understands that a Working Group on Tribal Economy in the Forest Areas has been set up by the Department of Social Welfare to review the situation. Even without waiting for its report, the Team suggests that the State Governments should take a policy decision to liquidate over a reasonable period forest contractors and replace them by a cooperative agency on the Maharashtra and Gujarat patterns.

8.5. *Assessment* : The impression gained by the Team in the course of its tours was that the cooperative movement had not registered the progress expected of it. The vast majority of the tribal population has not been covered by the movement; nor have the societies which have come into being, been able to eliminate the money-lenders, traders or the middle-men who have been exploiting the tribals. Many societies are reported to be dormant or on the verge of liquidation. As many as 70 societies out of 235 started in the T.D. Blocks in Andhra Pradesh are not functioning at all. In Utnoor Block in Andhra Pradesh 45 out of the 54 societies started in Special Multi-purpose Tribal Blocks fared badly and the entire investment of Rs. 8 lakhs is reported to have "gone down the drain". A similar situation prevails in many other States. Some of the factors responsible for the unsatisfactory performance of cooperative societies as disclosed in a survey conducted in Andhra Pradesh and enumerated in the first part of the report are :—

1. Lack of understanding of the principles of cooperation on the part of the tribals.
2. Lack of managerial capacity on account of illiteracy.
3. Interference of non-tribals who have vested interests.
4. Lack of credit-worthiness among tribals for want of *patta* rights.
5. Administrative bottlenecks :
   (a) Failure of the societies to advance loans at the right time and collection of loans at the proper moment; and
   (b) inadequate supervision and control over the societies.

8.6. To identify the factors responsible for the poor performance of cooperative societies in tribal areas, the Government of India set up in 1961 a Special Working Group to study the progress of Backward Classes, particularly the Scheduled Tribes, in the field of cooperation and to suggest

measures for accelerating progress. This Special Working Group came to the conclusion that the factors which have led to the slow development of the co-operative movement in tribal areas were structural weaknesses, operational defects, management problems, faulty procedures and adoption of business methods and practices which are not suitable for the tribals. Based on its findings, it observed that the Cooperative Organisations should provide to the tribal people the services rendered by the trader or money-lender on more favourable terms and inject a greater degree of flexibility in their working. It recommended the formation of integrated service cooperatives at the *hat* level with four sections (grain section, cash loan section, marketing section and consumer goods section), organisation of marketing societies, setting up of regional marketing societies affiliated to apex societies in each State having a tribal population exceeding 10 lakhs, establishment of a national corporation for cooperative development for tribal areas, and starting of separate forest-*cum*-labour societies. It further suggested that for improving the economic condition of the tribals, cooperatives should take up industries based on forest and agriculture. A number of recommendations were also made in regard to operational and other matters in order to increase the effectiveness of cooperatives. The Team is in full agreement with the suggestions of the Special Working Group. The report of the Group was considered in May 1964 by the State Ministers incharge of the Welfare of Backward Classes and incharge of Cooperatives and detailed recommendations were formulated. Later on, in January 1966, the Department of Social Welfare issued detailed instructions to the State Governments indicating the lines on which the programme of cooperatives suggested by the Working Group should be implemented. The Ministry of Food, Agriculture, Community Development and Cooperation have also issued detailed instructions regarding Forest Labourers Cooperatives. The Team trusts that the State Governments and Union Territories will take concrete steps to implement the programme suggested by the Special Working Group.

8.7. One of the reasons why the cooperative movement has not become popular in the tribal areas is stated to be its failure to recognise the social needs of the tribals and advance loans for non-productive purposes. Attempts are being made, although in a limited way, by the Government of Madhya Pradesh through the M.P.S.T.C.D. Corporation to meet the needs of the tribals in regard to expenditure in connection with the marriages and other ceremonies of tribals. During 1966-67, an experimental scheme was undertaken in Bagicha Block in Raigarh district and Gandhwani Block in Dhar district, for which the Government of India sanctioned Rs. 1 lakh. According to this scheme, financial assistance not exceeding Rs. 150/- was given to members of the Scheduled Tribes for non-productive purposes, the amount being recoverable in 12 months if taken for consumption purposes and in 3 years if taken for social needs. The consensus of opinion among the villagers interviewed by the Team was that the scheme had proved beneficial as it helped them to keep away from the money-lenders. The Team would suggest a gradual extension of this scheme to other States and to the other tribal areas in Madhya Pradesh.

8.8. A reference has been made above to the Corporations which have been set up in Andhra Pradesh and Madhya Pradesh. It appears that the Madhya Pradesh S.T.C.D. Corporation Ltd. which has done useful work is now facing serious financial difficulties which have weakened its position. It attributes its present troubles to the initial losses and the

high rate of interest it has to pay on its borrowings not only to the apex cooperative bank but also to the Government of India. With the loss of some of its credit-worthiness, the apex cooperative bank has reduced its cash credit from Rs. 45 lakhs to Rs. 30 lakhs. A further reduction in the credit limit has been threatened by the Bank unless the State Government agrees to stand guarantee. The Corporation has applied to the State Government for a guarantee upto Rs. 70 lakhs. The Team is of the opinion that the Reserve Bank should be persuaded to come in a big way and assist the Corporation in tiding over its difficulties. The State Government should also come forward to stand guarantee* after satisfying itself that the Corporation is being run on sound lines.

8.9 The second difficulty faced by the Corporation arises out of the policy of the State Government in regard to minor forest produce. The State Government has become conscious of the revenue earning potentiality of minor forest produce and is considering the introduction of monopoly trade, thus depriving the Corporation of business which would have helped them to improve their financial position. This is less than fair to the Corporation more particularly to the tribals who depend on minor forest produce to supplement their meagre income from agriculture and other sources. The obvious course for the State Government is to give the monopoly of minor forest produce not to a separate Government agency but to the Corporation, as has been done in Andhra Pradesh, which has been formed with the specific object of promoting the welfare of the tribals.

8.10 The Corporation set up in Andhra Pradesh has come in for severe criticism from certain quarters. It is alleged that with its extravagant overheads it has become top-heavy; that it cotinues to rely on a recurring subsidy from Government and has made no serious efforts to manage its affairs in such a way as to make its operations self-supporting; that it has no rational pricing policy and that with the element of overheads entering into the price structure it is unable to pay fair prices to the tribals unlike the private traders who go to their doors instead of waiting for them to come to the shandies with their produce; that its purchase agents indulge in mal-practices and do not hesitate to cheat the Corporation by buying at rates lower than the rates claimed by them; that it has not inspired confidence in the tribals and has made no impression on the problem of tribal indebtedness and that, in short, it has failed in its primary purpose of rescuing the tribals from the stranglehold of middlemen and moneylenders and promoting their welfare.

8.11 According to the General Manager of the Corporation, who was examined by the Study Team, the Corporation was working on a 'no profit no loss basis'. Its turnover in 1967 was Rs. 1.13 crores. Out of its 12 affiliated primary marketing societies, only 3 were making a profit. The obligation to pay a sum of over Rs. 3 lakhs annually by way of rental had a crippling effect on its activities and had placed the Corporation at a disadvantage *vis-a-vis* private traders who, not labouring under any such obligation, could afford to pay better prices to the tribals in clandestine transactions. The total godown capacity was barely sufficient to meet 10% of the requirements and, for want of storage space, the Corporation had been compelled to sell potatoes at 40 paise a Kg. sometime back. According to the General Manager, the Corporation was still in need of financial assistance from Government and although aid to the extent to 12% had been promised,

*The Team understands that the State Government has since given the necessary guarantee.

the assistance actually given had been reduced to 8%. He felt that it would take 10 to 15 years to consolidate the position and make the Corporation a going concern.

8.12. While the Study Team would not, in the absence of a detailed enquiry, venture to comment on the somewhat serious allegations made against the Corporation, it is prepared to recognise that the Corporation had had to contend against factors which have militated against its satisfactory working. It is true that it enjoys a monopoly in regard to the purchase of minor forest produce but it is only fair to point out that the monopoly is not absolute. Considerable quantities are purchased by private traders in the 'Mukhasa' areas which continue to retain their original rights of trading in minor forest produce even after the abolition of the Zamindari system. Pilferage persists notwithstandnig the establishment of checkposts and, in the difficult terrain of the tribal areas, cannot be completely stopped. The loan funds at the disposal of the Corporation are insufficient to meet even a small fraction of the total demand for credit in the tribal areas. It is no use inveighing against the Corporation for not making an impact on the problem of indebtedness for as matters stand at present it cannot, with its limited resources, raise the money needed to finance a substantial loaning programme in the tribal areas.

8.13 The Study Team has had occasion to notice a certain amount of overlapping in the activities of the Corporation and of the cooperative societies functioning in tribal areas. To avoid overlapping it suggests that it may be useful to examine whether it is not feasible to make the Corporation an 'Apex' organisation of which the co-operatives operating in the tribal areas may be subsidiaries. The recommendation of the Director of Tribal Welfare in his report on the working of the T.D. Blocks that the entire provision of Rs. 38.40 lakhs made available to the cooperative societies in the Blocks should be channelled through the Corporation is in line with this suggestion. The Study Team feels that the Corporation, with all its limitations, if reorganised and strengthened, will prove to be a potent factor in improving the economic condition of the tribals in the Agency areas. The Study Team, therefore, recommends that a high level committee be appointed to examine the working of the Corporation and make recommendations regarding the action to be taken :

(a) To remove the difficulties which have hampered its working and stood in the way of an expansion of its activities, and

(b) To ensure coordination of the activities of the Corporation with those of the cooperative societies which are performing parallel functions.

Meanwhile it will be necessary for the Government to continue to provide reasonable financial assistance to the Corporation so as to ensure its smooth functioning.

8.14. The tribal cultivators do not have rights of ownership in land. They are, therefore, unable to avail themselves of the loan facilities provided by the cooperative societies and other Government agencies. The prohibition against the alienation of the land to non-tribals has, therefore, seriously reduced their credit-worthiness. To remedy this state of affairs the Study

Team would like to reiterate its recommendation made elsewhere in this Report that the law prohibiting the alienation of land should be amended so as to enable the tribals to mortgage their lands to cooperative societies, Government institutions and Panchayati Raj bodies.* In the event of default, it should be open to these bodies to take over the land and sell it to another tribal or get it cultivated through the debtor or some other agency and recover the amount in instalments.

*The Government of Bihar have intimated that their recent enactment, namely, The Chotanagpur Tenancy (Amendment) Act, 1969 enables a member of the Scheduled Tribes, with the previous sanction of the Deputy Commissioner, to transfer by simple mortgage, his right in his holding or any portion thereof to a Cooperative Society or to a Company or a Corporation owned by the State or the Central Government specially set up for providing agricultural credit to cultivators.

CHAPTER IX

INDEBTEDNESS

9.1. *Introduction* : It is often remarked that the tribals seem to accept indebtedness as an inevitable and inescapable aspect of their existence. This may not hold good in respect of all the tribal communities but it is broadly true that the vast majority of them find themselves perpetually in debt. Often, the debts descend from father to son and are passed on even to the third generation. The reasons for this state of affairs are many and varied. Uneconomic holdings, poor soil, primitive techniques of cultivation and lack of irrigation facilities make agriculture uneconomic. In the old days, the tribal could turn to the forests to supplement what he could extract from his land but the increasing rigours of forest administration have denied him even such simple rights as the collection of minor forest produce. Improvident in his habits and always in need of money to fulfil social obligations and tribal rituals he has become an easy victim of exploitation by unscrupulous moneylenders and middlemen. Small amounts borrowed at usurious rates of interest from time to time snowball into a sum beyond his capacity to repay and what little he possesses by way of land is snatched by the moneylender in partial satisfaction of the debt. No programme of economic development is likely to have any impact on the tribal economy unless vigorous measures are taken to rescue the tribal from the clutches of the moneylender.

9.2 *Extent of Indebtedness* : While assessing the magnitude of the problem of indebtedness the Team was greatly handicapped by the absence of adequate data. Surveys undertaken in certain areas have however confirmed the view that indebtedness is prevalent on a large scale among the tribal communities. A survey conducted by the P.E.O. in Narayanapatna Tribal Development Block showed that 55 per cent of the tribals were indebted and that most of the loans had been taken for non-productive purposes, chiefly from traders-cum-moneylenders. A survey by Reserve Bank of India in 1962 in Gujarat revealed that 72 per cent of the tribal households reported outstanding loans while a similar survey undertaken by the Director of Statistics in the tribal areas of Salem district (Madras) showed that 68.3 per cent households were in debt. A detailed study of indebtedness in the Scheduled Areas of Madhya Pradesh by the Tribal Research Institute of Madhya Pradesh showed that 52.5 per cent of the families were indebted, the extent of indebtedness being as high as 82.9 per cent in Ratlam district while the average debt per family was Rs. 367/-. 87 per cent of the amount borrowed was obtained in cash. Loans were given in two thirds of the cases on personal security and in a third of the cases on the security of land/house/ornaments. 34.5 per cent of the loans were for domestic consumption, 13.2 per cent for social and religious needs and 43.6 per cent for productive purposes. The sources from which loans were taken were Government (13.5%), cooperative societies (18.6%), moneylenders (63.8%) and others (4.1%). In 63 per cent of the cases the rate of interest was more than 25 per cent.

9.3. A socio-economic survey in connection with the problem of the tribal indebtedness conducted in Dadra and Nagar Haveli by the Gujarat

University in 1964-65 revealed that the average annual debt per family worked out to Rs. 100. But the more important finding of the survey was that the private creditor—the Shahukar or the Seth—still reigned supreme in the field of tribal credit and that the cooperatives supplied only an insignificant part of the credit needs of the tribals. In yet another survey carried out in the Kinnaur district of Himachal Pradesh in 1965 it was reported that about 40 per cent of the families were indebted. Money was borrowed mostly for social functions and daily household consumption. Further details of these surveys and studies on indebtedness among Scheduled Tribes are given in Annexure XV.

9.4. It was brought to the notice of the Team that the problem of indebtedness amongst the tribals of the Kolli Hills (Madras) was particularly acute. The average debt of a tribal family was estimated at Rs. 2,000. The rate of interest charged varied from 60 per cent to 100 per cent. In this area, interest is deducted in advance. When the amount to be borrowed is large, the tribals take loans against the sale deeds of their lands which are fertile. If the loan is repaid with interest, the moneylender returns the sale deed; if there is a default he grabs the land and the tribal becomes his tenant. As, in view of the fertility of the land, there is a certain amount of repaying capacity amongst the tribes in the area, the Team suggests that long term loans should be given to them to extinguish past debts and free them from the clutches of the moneylender. The Land Mortgage Bank would be a suitable agency for the grant of long-term loans. As the conditions in Kolli Hills are specially favourable for introducing a scheme for the liquidation of indebtedness, the Team recommends that these areas be selected for an all-out effort to rid the area of the moneylenders.

9.5. Apart from borrowing in cash, a system of borrowing in kind is in vogue in Maharashtra and Tripura. In the Thana district of Maharashtra, this system goes by the name of 'palemod'. Under this system the needy tribals take seed on loans at the time of sowing and return thrice or even four times the original quantity at the time of the harvest. Grain taken for consumption during this period or any time during the year is also returned at this rate. Thus during the harvesting season a major portion of the crop and sometimes the whole crop disappears into the godowns of moneylenders. The Tribal Research Institute, Poona, conducted a survey during 1967 to evaluate the working of a scheme introduced by the Government of Maharashtra for the eradication of 'palemod' system. The scheme was meant for the tribals in T.D. Blocks but its scope has been extended to cover the economically backward cultivators of Thana district. The Team was informed that during the year 1966-67, a sum of Rs. 31.08 lakhs was advanced as loan to 47,412 beneficiaries in the district and that over 90% of the loan had been repaid. Although the scheme has not completely eradicated the 'palemod' system it has given a severe blow to it.

9.6. In Tripura, a system called 'dadan' is prevalent. The mahajans in the Territory purchase the crop in advance at very low rates. Tribal people are mainly the victims of this practice. The Bombay Moneylenders Act which was extended to the Territory, some years ago, does not appear to have been effective in controlling this practice.

9.7. *Cooperatives* vs. *Moneylenders* : In spite of the expansion of the cooperatives in recent years the professional moneylender is still dominating the scene. The reason is that the tribal is not accustomed to the cumbrous

procedure of the cooperative societies and would prefer to obtain his credit requirements from the moneylender who is ever ready to accommodate him even when he has no security to offer. Further, the cooperative societies are not in a position, as matters stand at present, to raise sufficient loan funds to meet even a small fraction of the credit requirements of the tribals.

9.8. The reluctance of the cooperative societies to lend money for non-productive purposes has helped the moneylender to perpetuate his hold on the tribals. The Team has referred to the experimental scheme undertaken by the Government of Madhya Pradesh to meet the credit requirements of tribals for non-productive purposes in the Chapter on Cooperatives. Another scheme, more comprehensive in scope, which caters to the same needs is the Purchase, Sale and Fair Price Shop Scheme introduced by the Orissa Government for improving the economic conditions of some of the most backward tribes in the districts of Koraput, Ganjam, Keonjhar and Phulbani. A short note on the scheme will be found in Annexure XVI. During the course of its visit to Orissa, the Team observed that the scheme was popular among the tribals. At places, where it had been introduced, tribals got reasonable prices for their produce, sometimes in advance. They were also able to purchase articles of daily use—foodstuffs, clothes, tobacco, iron implements, kerosene oil, matches, etc.,—at reasonable prices and on credit. The Team understands, however, that a review of the working of the scheme by the Tribal Research Bureau has revealed that the management needs strengthening. No time should be lost in taking such steps as may be necessary to improve its working. The Team also suggests that the State Government may consider the desirability of setting up a Local Advisory Committee consisting among others of tribal M.L.As. and Social Workers to keep a close watch on the working of the scheme.

It was brought to the notice of the Team that the scheme could not be extended to other tribal areas for want of funds. The Team recommends that liberal financial assistance should be provided by the Centre to enable the State Government to extend the scheme to other backward tribal pockets. The Team further suggests that other State Governments may consider the feasibility of introducing such a scheme in the tribal areas of their States. The Andhra Pradesh Scheduled Tribes-Cooperative Finance and Development Corporation has also a scheme to advance loans upto Rs. 250/- per tribal cultivator on personal security but due to paucity of funds the scheme has not made much headway. It has been estimated that the requirements of tribal agriculturists would be of the order of Rs. 28 lakhs per season calculated at Rs. 200/- per family. Thus, if the Corporation could be provided funds to the extent of Rs. 56 lakhs, it could meet the credit needs of the tribal agriculturists in the State. The Team considers that to be able to take up the scheme in a big way, the Corporation should be provided adequate financial assistance by way of a loan from the Reserve Bank of India backed up by a guarantee from the State Government. The main object of suggesting that the State Government should stand guarantee for the loan is to minimise the intermediaries between the Reserve Bank of India and the Corporation so as to keep down the rate of interest to be charged from the tribals to the minimum possible.

9.9. The Team understands that the Tripura Administration had drawn up a scheme for the creation of an imprest fund to tackle the problem of

moneylending. The scheme, however, did not meet the approval of Government of India. The Team suggests that the question may be reconsidered and a fair trial given to the scheme.

9.10. *Legislative and Executive Measures* : Steps have been taken in States and Union Territories to regulate moneylending and provide debt relief. While in most of the States this has been done through legislative measures applicable to all sections of the population, special legislation has been enacted only in certain States for protecting the interests of tribes living in Scheduled Areas. The Andhra Pradesh (Scheduled Tribes) Debt Relief Regulation 1960, the Andhra Pradesh (Scheduled Areas) Money-lenders' Regulation 1960, and the Madhya Pradesh Scheduled Tribes Debt Relief Regulation, 1965, are examples of such legislation. More recently in Bihar, the Bihar Scheduled Areas Regulation, 1969 has been enacted to amend the existing laws in their application to the Scheduled Areas in the State of Bihar. Annexure XVII contains a list of existing laws to control money-lending, debt redemption and abolition of debt bondage in various States/Union Territories.

9.11. The general legislation to regulate and control money-lending, applicable to every community including the Scheduled Tribes, has been found to be inadequate to take care of the special problems of the tribals. Various devices have been adopted by money-lenders to circumvent the protection given by the existing laws and regulations. Most of the transactions between tribals and the money-lenders are oral and such records as may exist are manipulated with a view to evade the law. The ignorance of the tribals, their honesty and simplicity and their acceptance without protest of the conditions of the oral agreement, although they may be at variance with the conditions prescribed by law, have enabled the money-lenders to continue their business of exploitation regardless of the protection given to the tribals. Being unfamiliar with procedure the tribals do not know how to take advantage of the protective provisions of the law enacted for their benefit.

9.12. Some of the measures undertaken in the past in connection with debt relief have suffered from the defect of limited jurisdiction. Thus, the Madhya Pradesh Debt Relief (Amendment) Regulation, 1963 was for a long time applicable only to the Scheduled Areas of the State. It was only recently amended to include the non-Scheduled Areas. The Bihar Money-lenders Act, 1939 does not apply to money-lenders whose credit loans do not exceed Rs. 500 during a year. The provisions of the Act do not also apply to loans made in kind. It is not surprising, therefore, that money-lenders take advantage of these loopholes and render the protective provisions ineffective. The weaknesses in the existing legislative and executive measures should be identified and suitable safeguards incorporated by undertaking amending legislation to defeat the devious methods adopted by the money-lenders to circumvent the law. Even more important than the plugging of loopholes in the existing legislation is the need for making the tribals aware of the protection given to them and the steps they should take to obtain relief. The Team considers that the assistance of voluntary agencies and Panchayati Raj bodies can be usefully enlisted for this purpose. Special legislation applicable to Scheduled Areas only should be made applicable to tribals living outside those areas.

9.13. *Bonded Labour* : Indebtedness has led to the emergence of a system of bonded labour which is known by different names in different States. It is called 'Sagri' in Rajasthan, 'Gothi' in Orissa, 'Vetti 'in Andhra Pradesh 'Jeetha' in Mysore, 'Mahidari' in Madhya Pradesh, 'Halpati' in Gujarat and 'Valva' in Dadra and Nagar Haveli. Under this system a tribal pledges his person, and sometimes even members of his family, against a loan. He is released only when the loan is repaid. Until then the tribal or his family is required to work for his creditor. The period of service varies from area to area and in some cases families work from generation to generation at a master's house. States like Orissa, Rajasthan, have enacted legislation to put an end to this practice but the law has not been effective in curbing this practice which still exists in a diluted or covert form. In Mysore, the system of bonded labour is in vogue in the taluks of Kharapura (H.D. Kote taluk) and Belthangadi (South Kanara). A 'Jeethagar' is usually paid Rs. 25 per annum in addition to food and clothing. The Paniyans of Nilgiris (Madras) and Wynad (Kerala) are a very backward tribe. For a petty sum of Rs. 40 from a landlord a Paniyan executes a bond to serve him as a farm labourer for a year or until such time as the loan is repaid. As he has no wherewithal to repay the loan he remains a debtor for life. His life is a life of perpetual serfdom under one master or another. There is no justification whatever for allowing a system which is akin to slavery, to continue. Although the S.A. & S.T. Commission recommended the abolition of the system no action has been taken by the Governments of Mysore, Madras and Kerala to implement the recommendation. The Team feels that legislation should be undertaken without delay to abolish it. While making this recommendation the Team is conscious of the fact that mere legislation will not end immediately a system hallowed by tribal custom over the years. But legislation will help to end it only if it is accompanied by special measures to improve the economic condition of the tribals.

9.14. *Conclusion* : The attack on tribal indebtedness to be effective and enduring should be two pronged. On the one hand long term credit should be provided to enable the tribal to free himself from the stranglehold of the usurious money-lenders, and on the other hand his repaying capacity should be raised by improving his economic condition. Cooperative credit should be forthcoming in an adequate measure and the procedure simplified to attract the tribal to take advantage of the credit facilities provided by the society. *Pattas* should be given to the tribals to improve their credit-worthiness and while restricting their rights to sell the land care should be taken to see that the restrictions are not carried to the point where they are prevented from mortgaging their lands to cooperative societies and other approved credit agencies. The cooperation of voluntary agencies should be enlisted to check by persuasion and propaganda the improvident habits of tribals who spend lavishly at tribal rituals and ceremonies.

CHAPTER X

EDUCATION

10.1. According to the 1961 Census, the literacy rate for the tribals was 8.5% against 24.0% for the entire country while the rate amongst tribal women was as low as 3.2%. Barring a few tribes in Assam, the tribals in all the States and the Union Territories are far behind the general population in the matter of education. Since education is probably the most effective instrument for ensuring equality of opportunity, both the Central and the State Governments have taken special steps in the Five Year Plans to see that adequate attention is paid to the educational development of the tribals. These steps have taken the form of stipends, scholarships, free studentships, mid-day meals, uniforms, exemption from payment of examination fee, book grants and hostel facilities, etc. Separate funds have been earmarked for the opening of special educational institutions for the tribals, like the Ashram Schools. Special incentives have been offered and a certain percentage of seats has been reserved in educational, vocational and technical institutes for the tribes. In the field of higher education, the schemes of post-matric and overseas scholarships have been instituted. Thus, right from the primary stage to the university stage, special facilities have been provided for the education of tribals.

10.2. There is no doubt that these steps have helped in the spread of education among the tribals. While much has been done a great deal still remains to be done if the tribals are to be brought on a par with the rest of the population. The fact that even after 20 years of Independence the tribal areas in the States, barring Assam, have not produced even a handful of graduates shows that all is not well with the system of education that is being followed at present. The Team has attempted to analyse the causes for this state of affairs in the first part of its report.

10.3. *Pre-Primary Education* : Education at the primary level should be preceded by pre-primary education of one to three years' duration. As the Education Commission has rightly pointed out, "transfer of an individual from the infant's play-dominated world to formal schools should include a transitional phase of gentle preparation and orientation to schooling. A young person should not be compelled to pass abruptly from a stage of full time education to another full time work; it would be desirable to interpose a period of part-time education and part-time work between the two". In some of the States, pre-primary schools under the name of Balwadis have already been started. The Team suggests that the programme of opening Balwadis should be intensified.

10.4. *Primary Education* : The figures of enrolment collected by the Ministry of Education for the year 1964-65 go to show that the extent of coverage of tribals is satisfactory in the States of Assam, Bihar, Gujarat and Maharashtra. In all the other States the enrolment is far from satisfactory. Absence of schools in many places inhabited by tribals, lack of arrangements for teaching tribal children in their mother tongue, unsatisfactory working of single-teacher schools, wastage and stagnation and lack of qualified teachers are some of the factors which have hampered progress in

these States. Special steps will have, therefore, to be taken to see that there is an increase in the enrolment at the primary stage, particularly of the more backward sections who have not availed themselves so far of the educational facilities extended to them. To accelerate progress the following measures are suggested:

(i) establishment of primary schools within one or two miles of the home of every child. If necessary, the normal norms prescribed for the opening of schools should be relaxed. Further, in the hill areas where even the distance of a mile or two might be covered by dense jungle infested by wild animals and might stand in the way of children joining the schools, a Primary School should be established in each hamlet if there is an enrolment of at least 20 pupils. In very sparsely populated areas, as already recommended by the Education Commission, Ashram Schools should be established;

(ii) grant of attendance allowance to teachers on the basis of enrolment and attendance of tribal children. In the matter of attracting children to schools, teachers can play a useful role by visiting tribal homes and persuading the parents and guardians to send their children to school. To ensure that teachers do play this role, attendance allowance should prove to be a good inducement;

(iii) all tribal students should be given free books and writing material and also cloth for uniforms. Free mid-day meals should be given to build up their health;

(iv) as recommended by the Education Commission, the medium of education in the first two years of the school should be the tribal language and books should be prepared in these languages (using the script of the regional languages). During this period, the children should be given oral instruction in the regional language and their familiarity and command over it should be improved;

(v) services of trained teachers should be secured;

(vi) the school hours should be fixed to suit the work the children are required to do for their families. Vacations and holidays should coincide with agricultural and forest operations and social festivities; and

(vii) abolition of the single-teacher schools, whose performance has been unsatisfactory, to the extent possible and their replacement by Ashram Schools.

10.5. *Middle Schools*: The figures of enrolment collected by the Ministry of Education have established that the extent of coverage at the middle school stage is much lower than that at the primary stage. The main cause for the wastage immediately after the primary stage appears to be absence of middle schools within walking distance of the tribal villages. To meet the needs of the tribal children living in scattered or thinly populated areas, where because of the norms laid down for the opening of the middle schools, it is not possible to establish such schools, Ashram Schools, which are popu-

lar with the tribals should be provided and expanded. Ashram Schools, wherever they have been started, have caught the imagination of the tribals and, unlike the sigle-teacher schools, have been a success.

10.6. *Secondary Schools* : Here again the coverage in all the States, including Assam, is very low. The tribal boys are often unable to prosecute their studies and drop out after the middle school stage either for want of High Schools in the vicinity or because of economic handicaps. In the opinion of the Education Commission, "the principal weakness in tribal education is really in the age-group 11-17 or higher primary and lower secondary education where the programme of scholarships and other assistance is not adequately developed. This is where talent is either eliminated or remains underdeveloped and it is this area to which greater attention will have to be paid in the future". The Team is in full agreement with the Commission. In order to ensure that talented children of tribals do not discontinue their studies, the States should see that gifted students, when they are spotted, are assisted in every way to prosecute their studies in schools which are manned by competent teachers. The Team suggests that adequately equipped schools manned by competent teachers, on the lines of Central Schools established in different parts of the country mainly for Central Government employees, should be established under a Centrally sponsored programme in selected centres in tribal areas with hostel facilities for both boys and girls. The Team is aware that education is essentially the responsibility of State Governments, but it is also a national concern. Hence the Centre would be justified in assuming responsibility for the education of talented students amongst the tribals as the tribals so educated will later on provide the leadership which the tribal communities need so badly. As pointed out in the first part of this report a preliminary test may be held to weed out students who do not measure up to the standard prescribed for admission to the school. As rightly stated by the Education Commission, "the education of the Backward Classes in general and of the tribal people in particular is a major programme of equalisation and of social cohesion and national integration. No expenditure is too great for the purpose".

10.7. *Tuition-Free Education* : The Education Commission has recommended that the counrty should gradually work towards a stage when all education should be tuition-free. This implies that there should be no tuition fee in Governmental, local bodies and aided private schools. A beginning should, therefore, be made to make education of tribals free at all stages.

10.8. Text books, stationery, etc., the expenditure on which is more than the tuition fee should be supplied free. Book Banks may be started in Secondary Schools and in institutions of higher education to ensure that all tribal students are provided with a full set of the text books needed at the beginning of the school year. In addition to these concessions, care should be taken to see that tribal students who are mostly under-nourished are given nourishing food while at school. Malnutrition stunts physical as well as mental growth. The provision of mid-day meals to tribal children, is, therefore, necessary for building up their health. It should be possible to make balanced diet available to them at moderate cost, if some land, preferably with irrigation facilities, in the vicinity of tribal schools is made available to them for the growing of fruits and vegetables for consumption by the students. Students should be encouraged to participate in agricultural activities outside school hours thereby giving their education an agricultural bias.

As eggs and milk are a valuable supplement to the daily diet of pupils there should also be a programme for rearing chickens and milch cows.

10.9. *Single-Teacher Schools* : In Kerala, the Government Residential Basic Schools are single-teacher schools. Initially, 30 tribal students are admitted in the first standard and for the next four years there is no fresh intake of students. After the first year of study the students are promoted to the second standard and the same teacher continues with them till they pass the fourth standard. Thus during the four years following the initial admission of students, children in the school-going age group are denied facilities of education in these schools. The Team recommends that all the four primary classes should be run simultaneously so that tribal children in the school going age group are able to receive education at the proper time.

10.10. Opinion is unanimous that the single-teacher schools have failed everywhere. The teachers, particularly in cases where no residential accommodation is available, are irregular and their frequent absence does not make for the regular attendance of pupils who cease to take the school seriously. The disadvantages of a single-teacher school are obvious. In the opinion of the Team it is important that every school should have at least two teachers.

10.11. *Teachers* : At present trained and qualified teachers are not available among the tribals and outsiders are not willing to serve in tribal areas. There is no uniformity in the scales of pay of school teachers, belonging to the same category, who work under different managements,—Government, local bodies, and voluntary agencies. There should be no great disparity in remuneration and the scales should as far as possible be made uniform. In order to induce good teachers to work in tribal areas it is essential to give them special pay and provide them with residential accommodation. The pupil-teacher ratio should be manageable.

10.12. *Relaxation in the Qualifications of Teachers* : Till such time as qualified trained teachers from amongst the tribals become available it will be necessary to relax qualifications and appoint in primary schools, teachers, who may even be non-matriculates, from amongst the tribals. The additional advantage in appointing tribals as teachers is that they can teach students in their own dialects.

10.13. *Provision of Building and Equipment* : To raise the standard of education in tribal areas, much depends upon the quality of teachers, method of teaching, equipment and buildings. It was disquieting to see schools housed in dilapidated buildings located in unhygienic environments. Most of the schools lack the basic minimum requirements in regard to libraries, laboratories and equipment. For several years schools have remained uninspected. It is necessary that reasonably good buildings and equipment should be provided and steps taken to ensure periodical inspections of schools by the inspecting staff of the Education Department.

10.14. *Girls' Education* : The problems of education of tribal girls deserve special attention. Though both tribal boys and tribal girls have still a long way to go to catch up with the rest of the population the gap between the education of boys and of girls is very wide and has to be bridged. The Team, therefore, recommends the establishment of Ashram type schools for tribal girls where general education could be combined with home science education.

10.15. *Post-Matric Education* : In the field of higher education the scheme of post-matric scholarships has, as stated above, been instituted. In the Third Five Year Plan, the number of scholarships awarded has shown a phenomenal increase. While in 1951-52* only 576 students received post-matric scholarships, the number rose to 15,925 in 1965-66 and to 17,760 in 1966-67. Although there has been a significant increase in the enrolment at the post-matric stage, it appears that a majority of tribals pursue purely literary courses which do not fit them for any, but administrative or clerical careers.

10.16. Representations were made to the Study Team regarding the inadequacy of the existing rates of post-matric scholarships. As will be seen from Annexure XIX, the rates vary from Rs. 40 for hostellers and Rs. 27 for day-scholars for under-graduate and certain graduate courses, to Rs. 75 for hostellers and Rs. 60 for day-scholars studying for professional degree courses in engineering, medicine, etc., depending upon the courses of study.

10.17. The scholarships now granted do not include book grant or equipment allowance. As the tribals cannot afford the expenditure on the purchase of books and equipment, the Team would suggest that scholarships should carry with them the concession of book grants and equipment allowance. For students living at a distance from the places of study, provision should be made for the payment of conveyance allowance.

10.18. The Team would also recommend an enlargement in the scope of the scholarships so as to cover trades and courses like telegraphy, book-keeping, shorthand, type-writing. *Ad hoc* financial assistance is even now given at the rate of Rs. 20 per month (inclusive of fees) for trade courses such as telegraphy, book-keeping, shorthand, typewriting, tailoring, tanning and leather goods manufacture. The Team, however, considers that the amount fixed is totally inadequate. The assistance to pursue such trades and courses should be given on a more liberal scale.

10.19. Complaints regarding delays in the sanction of scholarships continue to be made. So far no remedial steps seem to have been taken to remove the hardship which such delays entail. As recommended by the Education Commission "the administration of scholarships and other aids needs to be decentralised a great deal. Heads of institutions should be authorised to grant scholarships along with admission on their own authority. For this purpose, the necessary amount should be placed at their disposal well in advance of the academic year. This could be done on the basis of the previous year's expenditure with a margin for increase."

10.20. It has come to the notice of the Study Team that students studying in States other than their own often find it difficult to secure in time post-matric scholarships as they are required to send their applications through the authorities concerned in their parent State. To obviate the delay inherent in the present procedure the Team suggests that the Centre may place at the

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*The scheme of post-matric scholarships which was initially instituted in 1944-45 for the Scheduled Castes, was extended to Scheduled Tribes in 1948-49. For year-wise progress of the scheme, please see AnnexureVIII.

disposal of the States additional funds for payment of scholarships in such cases, to be adjusted later against the States to which they belong.

10.21. The Team would also like to stress the need for continuing the post-matric scholarships and making them available to all the tribal students irrespective of the income of their parents. There is now a great awakening among the tribals for education. It would indeed be a retrograde step to restrict the grant of scholarships by applying the "means test".

10.22. It has been borught to the notice of the Team that commencing from the year 1969-70, the Planning Commission has decided to treat the expenditure on post-matric scholarships at the 1968-69 level as non-Plan expenditure. The result of this decision will be to reduce appreciably the provision proposed by the Department of Social Welfare for the tribal development programmes during the Fourth Five Year Plan. The Team understands that the decision of the Planning Commission is subject to the understanding that the Finance Commission would specifically take note of this item of expenditure while taking a decision on the devolution of resources. The Team is perturbed at the decision of the Planning Commission and fears that unless the assistance is continued as heretofore, treating the scheme as a Central Scheme, the programme of post-matric scholarships is likely to receive a severe setback. It is relevant to point out in this connection that States, because of financial stringency, have not been able to increase the number of pre-matric scholarships. The Team trusts that the Finance Commission will, while determining the allocation of resources to the States, keep in view the Constitutional responsibility devolving on the Central Government for the development of tribal communities.

10.23. *Overseas Scholarships* : Under the Overseas Scholarships Scheme of the Ministry of Education, introduced in 1954-55, students belonging to Scheduled Tribes are given scholarships for higher studies abroad in subjects in which facilities are not available in India. Generally, preference is given to candidates who propose to go abroad for advanced studies in engineering, technology, medicine, agriculture and science. Till 1967-68, 44 Scheduled Tribe students had taken advantage of the scheme. At present only four scholarships are awarded per year to the Scheduled Tribe students. The number is inadequate. Since qualified candidates from these communities have started coming forward for advanced studies, the Team suggests that the number of the scholarships should be increased.

10.24. *Vocational and Technical Education* : In some 356 Industrial Training Institutes functioning in various parts of the country under the Craftsmen Training Scheme of the Ministry of Labour and Employment, seats have been reserved for tribal students depending on the percentage of the tribal population in the area. These institutes impart training to middle and higher secondary qualified persons in various crafts and trades. The figures of enrolment in these institutes show that in almost all the institutes the enrolment of tribal students is very low. The failure to take advantage of the facilities offered by these institutes is not due to any reluctance on the part of tribal students to go in for technical training but is attributable to the initial handicap that science and mathematics, a knowledge of which is essential for technical courses, are not taught in tribal schools. The position is similar in regard to admission to technological colleges where despite the reservation of seats the enrolment is very low. The importance of

introducing mathematics and science in the curriculum of tribal schools, therefore, needs no emphasis.

10.25. As agriculture is of special significance to tribals, it is important that an agricultural bias should be given to tribal education. The Team suggests that the school curriculum in the tribal areas should include a course in practical agriculture. This will help the tribal students who are unfit for higher studies or who desire to go back to their lands to take to modern methods of cultivation.

10.26. *Industrial Training Institutes*: As stated earlier, despite reservation in the technical and vocational institutes the tribals have not been able to take full advantage of the facilities extended to them. What applies to the technical and vocational institutions applies also to the I.T.Is. Apart from the absence of a scientific background the meagreness of the stipend allowed to them stands in the way of their joining these institutes. The old rate of Rs. 25/- has now been raised by some of the States to Rs. 45/- p.m. Even this amount is not sufficient to enable the tribals to defray the expenses of their training. Furthermore, the institutes are not generally located near the habitations of the tribals and do not always provide hostel facilities. The Team, therefore, recommends an increase in the stipends sufficient to cover the expenses of the training. Hostel arrangements should also be made and financial assistance given to the tribals to settle them in the trades in which they have been trained. Their placement in the industries should also be the concern of the Government. It was brought to the Team's notice that a large number of trainees could not secure employment after completing their courses. It is suggested that the training programme may be reoriented keeping in view the needs for personnel required by different industries and other employing agencies in the vicinity. Training in trades having little scope for employment should be discontinued, while facilities for trades with increasing demand should be expanded. In short, training imparted in these institutes should be linked to job opportunities. Successful trainees should be assisted in securing suitable jobs, and for this follow-up programme is essential. In this connection, the Team had the benefit of a discussion in Bihar with a representative of a large industrial house. It was felt that the courses of study prescribed at the institutes as well as the manner of imparting training needed to be reviewed. It was emphasised that the training at these institutes should be oriented to meet the requirements of the different industries in the area as these were the main agencies offering employment to the trainees and that for this purpose a close liaison between the institutes and industries was necessary. The Team suggests that it should be possible to work out suitable arrangements whereby the trainees are given facilities to gain experience in actual working conditions in the industries in which they expect to be absorbed, while the industries offer their own officers to the Industrial Training Institutes for short periods, say 3 to 6 months, to impart training to the trainees. The representative offered to extend full cooperation to the State Government on behalf of his group of industries in working out a programme on these lines. The State Governments may consider the suggestion and take advantage of the assistance which industrial organisations may be prepared to offer in their States. The Team also suggests that to enable tribals to select such trades for which they are particularly suited or have a special aptitude, there should be Vocational Guidance Officers who could guide them at the time of admission.

10.27. *Follow-up Programme* : Enquiries made by the Team in the various States revealed that no information was available regarding the career of the post-matric scholars after they had completed their studies. The Team also came across cases where tribals who had passed from the Industrial Training Institutes had not been able to secure any employment for long periods. It is necessary to ensure that tribal students who successfully complete their studies do not remain unemployed for long. Unemployment leads to frustration and disappointment. The Team, therefore, suggests that separate cells* should be set up in the Tribal Welfare Departments to follow up the careers of tribal students who have received technical or higher education and to assist them, wherever necessary, in finding jobs appropriate to their qualifications and attainments.

10.28. The Team understands that the Government of West Bengal have under consideration a scheme to improve the prospects of employment of tribal candidates passing out from I.T.Is. by giving them stipends and attaching them as unpaid apprentices to selected industrial organisations. The Team considers that the scheme is well worth a trial and recommends that it may be treated as a Centrally sponsored scheme. The success of the scheme will, however, depend on the cooperation which Industry will be prepared to extend to it.

10.29. It would be unrealistic as matters stand at present to expect tribal students to compete with students from the more advanced communities while seeking admission to technical schools and colleges. In regard to the admission of students labouring under the handicaps created by adverse conditions in backward areas to technical institutions, the Education Commission has observed as follows :—

> "A major objective of policy in selecting students for admission should be to secure social justice and to spread the net wide enough to catch all available talent. It will be necessary, therefore, to make some allowance for the handicaps created by the adverse conditions in which many students from rural areas, from urban slums and from the unprivileged classes have to study".

The Team agrees with the Commission and recommends that the standards may be relaxed slightly** while considering the applications from tribal students for admission to technical institutes. If necessary, they may be required, after joining the institutes, to put in extra periods and even the duration of the courses may be extended by a year or so to enable them to complete their courses. A follow-up programme after they have completed their courses should be an integral part of the programme of education and training of tribals in technical institutions.

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*The Government of Bihar have intimated that such cells have been set up in the State.

**The Team has since been informed that in Madras certain relaxation of standards are allowed in the case of Scheduled Tribes for admission to the B.E. Degree course.

CHAPTER XI

MEDICAL AND PUBLIC HEALTH

11.1. There has been during the three Plan periods, a considerable expansion of medical and public health facilities in the tribal areas. The provision made and the expenditure incurred on these facilities during the last three Five Year Plans are given in the following table :

TABLE 3

Provision made and Expenditure incurred during the Five Year Plans

(Rs. in lakhs)

Plan	Provision made	Expenditure incurred
1	2	3
First	..	153·53
Second	478·27	383·14
Third	247·37	247·36*

The benefits, however, have not been commensurate with the facilities provided as it has not been possible to secure the services of doctors and para-medical personnel for most of the dispensaries and hospitals established for the tribals. For example, in Banswara district in Rajasthan, five Primary Health Centres had no doctors and were being managed by compounders. In Mysore, out of 20 sanctioned Maternity Health Units, only 10 units were actually functioning while the other 10 units were dormant for want of trained mid-wives willing to work in the tribal areas. Because of the reluctance of the doctors, nurses, etc., to serve in the districts of Kinnaur, Chamba and Lahaul and Spiti of Himachal Pradesh, Allopathic/Ayurvedic Dispensaries and Primary Health Centres opened in those districts were understaffed. In Manipur, only 7 doctors were serving in the tribal area which has as many as 76 medical institutions. In the district of Broach in the Gujarat State, Primary Health Centres in some of the Blocks had no doctors and were being run by compounders. In Nagaland, there is an acute shortage of doctors and para-medical personnel and the large number of dispensaries and general hospitals set up for the tribals during the last three Plans are understaffed. The same is true of Orissa where due to lack of medical personnel, it has not been possible to provide more dispensaries, health centres, etc.

11.2. The reluctance on the part of medical personnel to serve in tribal areas is due to the absence of residential accommodation, lack of educational facilities for children and the absence of modern amenities in the places to which they are posted. Suggestions have been made from time to time to meet the situation. The Committee on Special Multipurpose

*Provisional.

Tribal Block suggested that "there should be a certain period of service in tribal areas for all doctors as a condition of promotion, crossing the efficiency bar or for being sent for higher studies in India or abroad and that those doctors who serve well should receive the special commendation in their character rolls and be considered for accelerated promotion". The S.A. & S.T. Commission felt that "the solution may well lie in having a special cadre for a period of 20 years to secure the medical staff required for the tribal areas" and observed that "it will not be possible for the State Governments to secure their services on the terms offered in the plains areas." Unfortunately, these well-considered views have not yet been given serious consideration. Since the problem of combating the diseases prevalent in the tribal areas and of extending medical facilities to such areas does not admit of any delay, the authorities concerned should find a solution of the problem on the basis of the suggestions made by the Committee on Special Multipurpose Tribal Blocks and the S.A. & S.T. Commission. This much, however, is obvious to the Team; doctors will not willingly serve in the tribal areas and will try to get out of those areas if posted, by inventing excuses, unless incentives are given in the shape of allowances and the conditions of living made attractive by providing them with free furnished quarters. To make service for a specified term in the tribal areas obligatory, the Team would suggest that a certain number of seats be earmarked by the State Governments in Medical Colleges for persons willing to work in tribal areas for a minimum period of five years. The cost of their training may be met by the State Government and failure to honour the undertaking should entail refund of the money spent on their education. The question of setting up of a Corps of doctors for tribal areas on the pattern of the Central Family Planning Corps of doctors may also be considered.

11.3. The States have so far concentrated on the setting up of hospitals and dispensaries and on programmes for the elimination of diseases like leprosy and smallpox. While these programmes have no doubt, to be continued and even intensified, a stage has been reached when more stress needs to be laid on public health and preventive measures than on the establishment of new hospitals and dispensaries. The aim of the health programme in the Fourth Plan should be to ensure a fuller utilisation of the existing facilities. Steps should be taken to fill the vacant posts of doctors and other personnel and to strengthen the existing hospitals and dispensaries and expand their coverage. More mobile dispensaries should be started to cater to the needs of remote areas; and in inaccessible places arrangements should be made to provide first-aid boxes in the schools and other suitable places. Mobile dispensaries should be attached to the sub-divisional hospitals and visits to the villages should be made according to a well-planned schedule after giving advance information to the villagers. Until communications in tribal areas improve, schemes such as, bullock-cart schemes to serve as mobile medical vans should be continued.

11.4. Primary Health Centres should be located in places where they can cater to the needs of as many villages as possible. As people's contribution was compulsory for the starting of these centres in Andhra Pradesh till recently, most of them were started in areas where people with money and influence lived. Now that the stipulation regarding people's contribution has been waived, the Team trusts that hereafter the more backward areas will be given priority while opening these centres.

11.5. The Team would stress the need for the spread of health education among the tribals. As the tribals are illiterate, audio-visual methods may be adopted to put across to them the basic principles of health and sanitation.

11.6. For the control of leprosy, steps should be taken initially to organise leprosy surveys by qualified doctors. The existing leprosy clinics should be upgraded to control units and provided with the requisite number of sub-clinics for extensive as well as intensive leprosy control work. Beds should be reserved for the tribal patients in general leprosy hospitals which normally are not fully occupied. Occupational-*cum*-therapy vocational training centres should be established in the leprosy clinics having a sizeable number of patients. Vocational training should also be arranged for tribal patients after they are discharged from the leprosy clinics.

11.7. The Government of West Bengal have formulated a scheme for the training of tribals as health assistants. Another scheme launched by the State Government relates to the training of tribal girls as general duty assistants and for their subsequent absorption in hospitals and health centres. The results of this scheme may be watched and if successful it may be adopted by other States.

11.8. In a number of tribal colonies in Tripura, visited by the Team, it was learnt that no malaria control unit had ever visited them. The Administration may take up the matter with the Government of India in order to strengthen the existing arrangements.

11.9. In Tripura, under the welfare programme, a scheme is in operation for providing financial assistance in the shape of conveyance charges to poor tribal patients living in remote areas and suffering from serious diseases to enable them to go to the nearest hospital. The Team would recommend the adoption of this scheme by other States. The States may also consider the desirability of providing ambulances at the sub-divisional headquarters for carrying expectant mothers to the nearest maternity centre and patients in serious condition to the nearest hospital.

11.10. *Drinking Water Facilities* : The need for supplying uncontaminated water for drinking purposes in the tribal areas has been recognised. The efforts so far made have fallen short of requirements and the leeway to be made up is considerable. For instance, out of 4,975 tribal villages in Tripura, only 1,475 villages have adequate sources of water supply for drinking purposes. In Mysore, 50 drinking water wells have so far been sunk, and to satisfy the requirements of tribals, 120 more wells have to be constructed. In Manipur, out of 1406 villages, only 476 villages have been provided with facilities for protected drinking water supply. In the Nilgiris district and Yercaud Block in Salem district (Madras), the tribals have often to walk three miles or more to fetch water. A survey undertaken by the Government of Maharashtra revealed that the problem of drinking water is acute in the Konkan and in the tribal areas of Thana, Dhulia, Aurangabad and Bhandara. In Andhra Pradesh, there is still need for some 2,200 more wells. In Orissa, about 6,500 villages do not have any protected water supply. In Madhya Pradesh, there are over 12,000 villages without drinking water wells and some 3,000 'problem' villages where it is not possible to dig ordinary percolation wells. In the 7 tribal districts of

Gujarat, there are 601 villages which are without drinking water facilities. In the absence of regular water supply sources, people in the Mizo Hills district of Assam have to collect and preserve rain water during the monsoon against the difficult days in the dry season. The water supply schemes taken up during the last three Plans in NEFA have covered only a fifth of the 2451 villages which are in need of drinking water supply.

11.11. The need for the provision of adequate sources of drinking water in the tribal areas cannot be over-emphasised and the Team suggests that the highest priority should be given to it in the Fourth Plan. The States should undertake a survey of the tribal areas to locate villages where drinking water supply is scarce and a phased programme of sinking wells or providing drinking water by such other methods, as may be feasible, drawn up to be implemented within a reasonable period. Sizeable amounts should be provided in the Fourth Five Year Plan to ensure that no village in the tribal area is without a safe source of drinking water. In places like Assam and Nagaland, where water supply through gravitation is not possible or is very expensive because of the location of villages which are mostly situated on hill-tops, it may be worthwhile undertaking major schemes whereby drinking water is pumped to storage tanks in some selected villages situated at the highest altitude in the area for distribution by the gravitational method to villages located lower down. Such a programme should prove more economical in the long run.

CHAPTER XII

TRANSPORT AND COMMUNICATIONS

12.1. Tribals have been living in isolation for centuries past. The main reason for this isolation is lack of communications. To develop the tribal areas and to improve their economic condition, communications are a *sine qua non*. A small beginning was made in the First Five Year Plan to open up some of the remote and isolated tribal areas. A sum of Rs. 4.12 crores was spent on the construction of some 2,500 miles of roads, including village roads and bridle-paths. Of the expenditure thus incurred, Rs. 3.31 crores were spent in Assam alone. In the Second Five Year Plan, a sum of Rs. 7.29 crores was spent out of the total allocation of Rs. 9.5 crores on the opening up of communications. The shortfall of about Rs. 1.6 crores during the Second Plan period was largely due to the shortage of trained personnel. In the Third Five Year Plan, a sum of Rs. 5.4 crores was allotted under the State Sector for the construction of jeepable roads, village roads, bridle-paths, etc., of which a sum of Rs. 5.1 crores was spent. Assam again accounted for the bulk of the expenditure which came to Rs. 3.08 crores. What has been done in the three Plans has not touched even the fringe of the problem. There are large areas which are still isolated and are in urgent need of communications. In some of the Scheduled tracts, large areas remain in isolation during the rainy season for want of bridges on rivers.

12.2. *Andhra Pradesh* : It was brought to the notice of the Team in the course of its tours in Andhra Pradesh that many tribal villages still remained unconnected by roads, and were extremely difficult of access. The road from Khalapur to Paderu, although completed, was reported to be unfit for traffic because of an inexcusable omission to construct a few culverts. The result is that tribals who could have marketed their produce within the limits of Andhra Pradesh have now to take it to Orissa for sale.

12.3. *Bihar* : The interior areas are still devoid of adequate means of communications. The Team was told that many areas in Santhal Parganas were not even connected with the weekly markets (Hatias). Further, in certain areas there were villages which remained completely cut off, especially during the monsoon season.

12.4. *Manipur* : Most of the tribal areas, particularly in the interior, are still without proper communications. Absence of good roads has stood in the way of development, besides making the efficient distribution of available commodities difficult.

12.5. *Dadra & Nagar Haveli* : This Territory, which was under the Portuguese rule till its integration with India, a decade ago, had no First Second and Third Five Year Plans. Communications are particularly poor in this area and a special effort will, therefore, have to be made in the Fourth Five Year Plan to make up the leeway. Owing to heavy rains during the monsoon, the surface of whatever roads exist, is washed away. It is, therefore, suggested that, as a first step, the existing roads

should be black-topped. The Damanganga Cause-way at Rakholi may be converted into a regular bridge so that the area may not be cut off from the outside world during monsoon.

12.6. *Gujarat* : Half the population of Surat district is tribal and the Team understands that several villages in this district are inaccessible during the monsoon. In any programme for extending communications in the Fourth Plan, a high place may be given to the construction of roads in this district. In the Dharampur taluka of Bulsar district, out of 240 villages, only 25 villages are accessible during the monsoon. Since Dharampur taluka is a border taluka, the following new roads need to be constructed for the development of tribal areas :—

1. Dharampur to Nasik Road (37 miles)
2. Dharampur to Surgana Road (38 miles)
3. Dharampur to Pangarbari Road (20 miles)
4. Dharampur to Gadhi Bildha Road (23 miles)
5. Mankad Dhamni Road (30 miles)
6. Dhabkhal Sildah and Fatehpur Road (30 miles).

12.7. *Nagaland* : Though over 30 per cent of the Third Plan expenditure was incurred on the construction of roads, the position with regard to accessibility of the various areas in the State, particularly during the monsoon season, is still far from satisfactory. Tuensang district, in particular, lags behind in road development. A survey is called for to ascertain the economic needs of the various areas and roads should be constructed to meet those needs. Roads are urgently needed to open up the valleys and certain other areas in the foot-hills which are particularly suitable for agricultural development. Further, the roads now in existence need to be linked up with those in the neighbouring States to promote the economic development of Nagaland. In any programme of road construction in the Fourth Plan period, special attention should be paid to the needs of the backward areas in Tuensang and Chakasang and Zeliang-Kuki areas in Kohima.

12.8. *Rajasthan* : The Banswara district is cut off during the monsoon by two rivers—by the Mahi on the eastern, western and northern sides and by the Anas in the south. No railway line passes through the district. It is, therefore, essential that the bridging of the rivers and improvement of communications should be given high priority in this area.

12.9. *Himachal Pradesh* : Adequate funds should be placed at the disposal of panchayats in Bharmour Block to enable them to maintain the roads. The Pangi Block of Chamba district is sandwiched between the towering Pangi range and the inner Himalayan ranges. There is neither a 'muleable' road nor a jeepable road through this valley which is accessible only after crossing the Rohtang Pass. The Pangi Block is cut off for over six months during winter on account of snow. Priority should, therefore, be given to schemes for establishing proper communications in the Pangi area. The possibility of connecting Pangi with Chamba by a tunnel through the Rohtang Pass may also be examined. Since communications provide the infrastructure for the economic development of tribal areas, a phased programme for the construction of the following roads may

be undertaken to connect border areas with headquarters of sub-divisions and districts :—

1. Rohtang—Dandi—Udaipur—Killar and Batot Road;
2. Sumdo—Kaza Road;
3. Keylong—Kaza Road;
4. Killar—Keylong Road;
5. Chanju—Tindi Road;
6. Aihju Surahi Pass—Khadamukh—Kalicho Road; and
7. Tisa—Devikothi—Ahal Road.

Link roads should be constructed to connect the valleys with the main roads and also foot-paths and bridle-paths to enable access to pastures in Lahaul and Spiti, Pangi and Bharmour and Kalpa.

12.10. *Tripura* : About 1,200 kms. of tracks or paths have to be constructed to connect the different inaccessible areas in the Territory. In view of the magnitude of the task, the work will have to be taken up in a phased manner. There is an urgent need to open up certain isolated areas, particularly the border areas of Kanchanpur and Jampoi hills, where all-weather roads should be constructed.

The only rail link that Tripura had with the rest of India in the pre-partition period is now in East Pakistan. The rail link from Kalkalighat in Assam was extended to Dharamnagar some years ago and as a result the railway now traverses through the Territory for a short distance of seven miles upto its northern-most sub-divisional town. This has not brought about any appreciable improvement in the transport position in the Territory and the people continue to be dependent primarily on road transport. The extension of the rail link upto Sabroom, the southern-most sub-divisional town of the Territory is, therefore, of the utmost importnace not only for the all-round development of Tripura but also for defence purposes.

A major bottleneck in road construction in the Territory is scarcity of road metal. Tripura does not possess large stone quarries. Bricks are now being used by the Public Works Department as a substitute for road metal. The supply of bricks is, however, unreliable as burning of bricks can be undertaken only for 4 months in the year owing to heavy rains in the area. Moreover, the cost of bricks is very high. The Study Team, therefore, feels that it would be useful if the Central Road Research Institute could investigate and lay down suitable specifications for the construction of cheap and durable roads in Tripura, keeping in view the materials available locally for road building and the topographical features of the area.

12.11. *Mysore* : The provision of Rs. 1 lakh for communications made in the original Fourth Plan Draft Outline for the construction of approach roads needs to be augmented. Further, some of the approach roads already constructed by the Social Welrafe Department in reserved forests are not maintained properly by the Forest Department. Adequate funds should be provided for the maintenance and upkeep of such roads. The Forest Department, the Public Works Department or the Panchayats concerned, depending on the location of the roads, should be entrusted with the responsibility for the maintenance of roads constructed for the benefit of the tribals.

12.12. *West Bengal*: As in other States, the main weakness of the communication programmes undertaken for the benefit of the tribals seems to be lack of adequate provision for the maintenance and upkeep of roads and other works. There is at present no coordination between the Road Department and the Tribal Welfare Department and no attempt is made to see that side by side with the extension of road programmes, schemes for connecting tribal hamlets with the main roads are also taken up. The programme hitherto taken up by the Tribal Welfare Department seems to have been undertaken on an *ad hoc* basis. It is necessary to draw up a perspective plan for the development of communications in the tribal areas and for this purpose, adequate funds should be provided in the tribal welfare budget. The Tribal Welfare Department has also no technical staff to undertake periodical repairs. Unless timely repairs are undertaken, the money spent on road construction will prove to be a waste of public funds. The Study Team recommends that roads, after construction, may be taken over for maintenance by the Road Department. In some cases, however, it may be expedient to make the Panchayats or local bodies responsible for such works. For this purpose, suitable grants may be made to them from the Tribal Welfare or Road Development funds.

12.13. *Madras*: In the Yercaud Block, a loop road branching from Nagalur to join the road from Poomarathur to Bommidi via Mulvi village and Mallapuram forest is under construction. It is estimated to cost Rs. 72 lakhs. The road on completion will shorten distances to marketing centres and facilitate the marketing of produce by the tribals. The construction of this road may be expedited.

Work on certain roads in Yercaud Block which had been taken up for construction in accordance with the Master Plan has had to be suspended for want of funds. Funds may be provided urgently to complete the half finished work. Otherwise, the surface formation will be washed away in the monsoon and the money already spent will be wasted.

Most of the tribal villages in Yercaud and Kolli Hills are located in hilly areas and are not connected either by rail or road. A phased programme for the construction of link roads and approach roads may be drawn up to connect these villages with the main roads.

12.14. *Andaman & Nicobar Islands*: For Car Nicobar Islands, a naval base is essential because it is very vulnerable from the East and South East Asian countries. A motor boat should be provided for going round the islands to establish contacts with the Onges. A ferry and a boat for inter-island communication are essential for the development of Little Andaman and the other islands. Two or three helicopters are also needed to facilitate transport.

12.15. *Kerala*: The road programme in tribal areas is entrusted to the Public Works Department and not to the Harijan Welfare Department. The Team could not obtain details of the road programme undertaken by the P.W.D. in tribal areas. Left to itself the P.W.D. is not likely to take the requirements of the tribal areas while formulating its programme of road construction. The Harijan Welfare Department should bring to the notice of the P.W.D. the needs of the tribal areas and see that a reasonable percentage of the provision made under transport and communications in the State's Fourth Five Year Plan is earmarked for the development of communications in those areas.

12.16. *Maharashtra* : The tribal areas in the State lack even the minimum communication facilities. There are not many roads in the tehsils of Surgana, Kalwan, Peint and Baglan which are predominantly inhabited by Scheduled Tribes. Unfortunately, these areas have no subsidiary and feeder roads linking them and tehsil headquarters. In the eastern part of Thana district and in the Dhulia district, there is a dearth of fair-weather roads. Although the Chanda town (the district headquarters) is connected by roads with the adjoining districts, there are no good roads within the district connecting the interior areas with the district headquarters. Owing to lack of communications, Chanda district is cut off from the adjacent Narainpur tehsil of Bastar district in Madhya Pradesh, a distance of 26 miles from Bhamragarh by foot. Bhamragarh stands at the confluence of 3 rivers—the Pamul Gautam, the Indravati and the Parla Kota. These 3 rivers overflow during the monsoon and cut off completely the tribal areas of the three tehsils. Bridges should be constructed on these rivers for facilitating communications.

12.17. *Madhya Pradesh* : Extensive tribal areas remain isolated for four to five months in a year because of unsatisfactory roads and absence of culverts and bridges. The Team suggests that the construction of bridges, culverts and causeways, should be taken up on a priority basis in accordance with a phased programme. Initially only such roads may be constructed as are vital to tribals and forest economy.

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12.18. *Orissa* : Enough attention has not been paid to the opening up of communications in the tribal areas. The few feeder roads and bridle-paths which have been built are of poor construction and are washed off quickly by rains. Besides, they are not being properly maintained.

12.19. *Assam* : According to the revised 'GRID & STAR' formula drawn up by the Government of India all the four Autonomous Hill Districts of Assam should have 10,512 miles of motorable roads at the end of the year 1981 as follows :

	Miles
Shillong Sub Division	1,729.15
Jowai Sub Division	885·70
Tura Sub Division	1,379·00
Aijal Sub Division	2,026·25
Lungleh Sub Division	1,482·19
Mikir Hills Sub Division	1,258·17
North Cachar Hills Sub Division	1,751·35
Total	10,511·81
Say	10,512·00

The achievement at the end of the Third Five Year Plan, however, was only 2,606 miles as under :—

	Miles
Shillong Sub Division	768·32
Jowai Sub Division	224·17
Tura Sub Division	482·83
Aijal Sub Division	537·08
Lungleh Sub Division	105·45
Mikir Hills Sub Division	235·79
North Cachar Hills Sub Division	251·59
Total	2,605·23
Say	2,606·00

Thus, there is a deficiency of 7,906 miles to be made up before the target of 10,512 miles can be reached. It is of the utmost importance to accelerate the construction of roads in Assam.

12.20. *Laccadive, Minicoy and Amindivi Islands*: For passenger traffic, the people depend entirely on motor vessels plying between the islands and the mainland ports. There is no all-weather ship plying between the islands and the mainland. An order has now been placed for the purchase of an all-weather ship which will be ready for delivery in the year 1969. Inter-island communications should be improved by the provision of more motor boats.

12.21. *NEFA*: Spectacular progress in road construction work has been made in NEFA. As against three jeepable roads, which were only fair weather ones, with a total length of 168 kms. (105 miles) throughout the Agency in 1957, by the end of Third Plan about 1,550 kms. of new roads were constructed by the NEFA Engineering Department. This was in addition to about 700 kms. of border roads constructed by the Border Roads Organisation. The Administration has also constructed during the three Plan periods 412 kms. of bridle-paths, 647 kms. of mule paths and 5,989 kms. of porters tracks. However, there are no roads yet connecting divisional headquarters with each other; nor are there any roads connecting many of the sub-divisional headquarters with the divisional headquarters. There are also a number of important places near the border which need to be connected by roads. The Administration has explained that till recently the aim was to connect the district headquarters with the plains of Assam for quick transportation of men and materials. Now that all the district headquarters are connected by good roads, the construction of lateral link roads has been taken in hand in accordance with a phased programme drawn up for the purpose.

The problem of communications in NEFA has been studied by the Working Group on Transport and Road Development in Hilly Areas and by the National Council of Applied Economic Research in its Techno-Economic Survey of the Agency. The conclusion that has emerged from these studies is that NEFA has the least road mileage per 100 sq. miles among the hilly areas of the country. The rugged terrain, the rapid rise and fall of the hills and their unstable character, the frequent land shifts due to earthquakes, the steep fall in gradients over a relatively short distance from the Tibetan plateau 14,000 feet above sea level to the flat Brahmaputra Basin in the plains have added to the difficulties of construction. Nevertheless, the challenge has to be met and it will be necessary to give priority to road construction in this area for many years to come.

At present, Daporijo in the Siang district is connected by two routes with North Lakhimpur in the plains of Assam of which the first goes through Ziro (270 kms.) and the second through Basar (330 kms.). Since these two routes are very long, it was brought to the notice of the Study Team in the course of its tour of the Agency that there was a proposal to connect Siang to North Lakhimpur by a direct route which would reduce the distance by over 100 kms. The Team suggests that priority should be given to the construction of this road. The Team also recommends that urgent steps should be taken to widen and black top the Margherita-Changlang-Khonsa Road.

12.22. It appears that in several States road construction programmes are being undertaken by different agencies. For example, in Manipur four agencies, namely the Public Works Department, Community Development Department, Tribal Welfare Department and the Forest Department are in charge of road construction. It is gratifying to note that with a view to pooling available resources for road construction works and in order to avoid duplication, the Government of Manipur have established a Road Construction Board to coordinate the activities of these agencies. The Team recommends a similar approach in other States also.

12.23. Priority should be given to such roads as can be used throughout the year and those which link up the tribal villages with the weekly markets, hospitals, dispensaries and schools.

12.24. In some of the States ambitious schemes of road development are being financed from the meagre tribal welfare funds. Since funds under the Backward Classes Sector are meant to supplement, and not to supplant, the provision in the general sector, such diversion of funds should not be allowed.

CHAPTER XIII

INDUSTRY, MINERALS AND POWER

13.1. *Industry* : The expectation that the industrialisation of tribal areas would help in improving the economic condition of the tribal communities has proved to be largely illusory. Major industrial projects like the mammoth steel plants located in tribal territory, far from providing employment opportunities to the tribals, have operated to their detriment by uprooting them from their hearths and homes and offering them no satisfactory alternative to the traditional methods by which they eked out a living in their old environment. The attitude of the projects, even in the public sector has been that their responsibility to the tribals ended with the payment of compensation for the land acquired from them. As cash compensation is squandered on drink and tribal rituals, destitution is the price the tribals have had to pay for the establishment of industries in the areas inhabited by them. While it is realised that rehabilitation presents problems which may divert attention from the main tasks on which the projects are engaged, the Team sees no reason why the responsibility should not be cast on them to draw up a training programme for the tribal people to absorb as many of them as possible in skilled and semi-skilled jobs on the project. As in view of their illiteracy tribals will not be in a position to take full advantage of the training facilities offered, steps should be taken in advance to open more schools in the area, preferably of the Ashram type, which will turn out students reasonably well equipped to take advantage of the training facilities and other employment opportunities offered by the project.

13.2. *Minerals* : Tribal areas are rich in minerals and other natural resources. And yet no systematic survey has been attempted in many States to locate and prove mineral deposits. The Team recommends that the survey of mineral resources in the tribal areas may be given priority and a phased programme drawn up for the purpose.

13.3. *Cottage and Village Industries* : The development of cottage and village industries has been an integral part of the tribal welfare programmes in the first three Five Year Plans. During the Third Plan, an allocation of Rs. 228.77 lakhs was made under the State Sector for promotion of these industries. Implementation did not come up to expectations and the actual expenditure incurred fell short of the provision by some Rs. 84 lakhs. The programme included training in crafts, setting up of production-*cum*-training centres, grant of stipends to trainees, provision of financial assistance to the passed-out trainees for the purchase of tools and equipment to enable them to settle in the trades of their choice.

During the course of its tours the Team had occasion to go round some of the training-*cum*-production centres. The object of these centres is to train tribals in different trades to enable them to earn their livelihood. The Team noticed, however, that there had generally been no effective follow-up to ensure that the passed-out trainees secured employment after training or engaged themselves in the trades in which they were trained. This was also the finding of the sub-committee of the Tribes Advisory Council in West Bengal who after visiting some of the training-*cum*-production centres in the State observed that none of the passed-out trainees was found earning his

livelihood by following the trade in which he had received training. The Director of Tribal Welfare, Andhra Pradesh, has in a recent report also stated that a very small percentage of persons had settled in the trades in which they had been trained largely because of the absence of a follow-up programme.

The Study Team would like to emphasise that training is not an end in itself and it is only through an adequate follow-up programme that the benefits of the training can be secured to the trainees. Unless adequate steps are taken to provide employment opportunities to the trainees or facilities to get them settled in the trades in which they have undergone training, the resultant unemployment will lead to frustration bringing the whole system of vocational training into disrepute among the tribals. The considerations which should govern the type of training to be imparted in training-*cum*-production centres should be the same as those which govern the selection of subjects for inclusion in the syllabus of I.T.Is. and other educational institutions imparting technical training. Care should be taken in the selection of trades to turn out craftsmen for whose skill there is a demand in the vicinity. Basic factors such as the availability of raw materials, a ready market for the goods produced, etc., should be taken into consideration while starting training-*cum*-production centres. The training to be provided should be intensive and the skills acquired should be such as to enable the trainees to produce goods of marketable quality. The production-*cum*-training centres now running in many places are mere show pieces and the products they produce have no dependable market, even if they are of marketable quality which they frequently are not. The Team, therefore, recommends that instead of expanding scarce resources in imparting training of a superficial type to a large number of persons, it would be better to concentrate effort on a few training-*cum*-production centres and impart intensive training to a limited number of students.

Wherever possible, training programmes may be so arranged as to harness the traditional skills of the tribals. Thus, if any particular tribe has shown an aptitude for metal work the training imparted should aim at making the trainees better metal workers capable of producing even sophisticated articles provided they command a ready market. What ought to be avoided, while making arrangements for the training of tribals, is the danger of unequal competition in the villages posed by established craftsmen pursuing their traditional callings. The training should be related to local needs.

13.4. *Power* : In Himachal Pradesh and certain other tribal areas, mountain streams can be harnessed for the production of power. A few micro-hydel units have already been set up in Himachal Pradesh. The Team understands that the prospects of starting such units are favourable in certain inaccessible areas of Nagaland. The Team suggests that a special survey of hydro-electric potential of mountainous streams be undertaken particularly in remote tribal areas which it would be uneconomic to cover by the conventional grid. The construction of micro-hydel stations should, however, be preceded by a careful study of the load potentialities of the area. Electricity can do much to promote agriculture and industries, both large scale and small scale, and will help to improve the economic condition of the tribals. The Team noted with regret that although a major hydro-electric project had been constructed in the heart of the tribal area at Machkund on the Andhra-Orissa border, no attempt had been made to electrify fertile valleys like Araku in the vicinity. The development of these areas will receive a much needed impetus if electric power is made available to them.

PART III

ADMINISTRATION AND INSTITUTIONAL SET-UP

CHAPTERS XIV & XV

CHAPTER XIV

ADMINISTRATION AND INSTITUTIONAL SET-UP

14.1. Administration in the tribal areas, to be effective, should be geared to suit the requirements of a population living in widely sundered and often inaccessible places and should take into account the primitive nature of their social organisation, their illiteracy and poor economic condition. Simplicity should be its key note, particularly at the district and village levels.

A. Administrative Set-up at the Centre

14.2. The Ministry of Home Affairs was in charge of the work pertaining to the welfare of Scheduled Tribes till 1964 when it was taken over by a new Department created under the name of Department of Social Security. The suggestion that a spearate Department should be set up in the Ministry of Home Affairs to deal exclusively with the welfare of Backward Classes had been made by the Study Team on Social Welfare and Welfare of Backward Classes. The Scheduled Areas and Scheduled Tribes Commission, which was appointed by the President subsequently under Article 339 of the Constitution, however, suggested the establishment of separate Department in the Home Ministry to deal exclusively with tribal problems. This recommendation was made keeping in view the need for accelerating the tempo of development of the tribal communities. The existing arrangement whereby tribal welfare is clubbed with the welfare of Scheduled Castes and other Backward Classes is both wrong and administratively inexpedient. Whereas the problems of the Scheduled Castes are concerned with backwardness arising out of a pernicious social system based on caste, the backwardness of tribal communities has its origin in conditions created by geography for tackling which an entirely different approach is indicated.

14.3. When the Department of Social Security was set up in 1964 as a separate entity, it was placed under the charge of the Minister of Law. The Home Ministry, while transferring the work relating to welfare of Backward Classes, including tribal welfare, to the new Department, retained control of service matters and the administration of Scheduled and Tribal Areas. The Department of Social Security was also made responsible for certain other subjects dealt with previously by the Ministries of Education, Home Affairs, Labour and Employment and Industry. Later, however, when a new Cabinet was constituted in 1966, the Department was reorganised under the present designation of Department of Social Welfare and certain subjects handled by it were transferred to the Ministries of Education, Commerce, and Labour, Employment and Rehabilitation. There was a further reshuffle in 1967 when certain subjects dealt with by the Planning Commission and the Ministries of Home Affairs and Education were transferred to it. The subjects now allocated to it in terms of Article 77(3) of the Constitution are set out in Annexure XX. Besides being in charge of social welfare, prohibition and public cooperation, the Department of Social Welfare is responsible for the welfare of Scheduled Castes, Scheduled Tribes, ex-criminal tribes and other Backward Classes. The work relating to service safeguards in respect of the Scheduled Tribes and the administration of Scheduled and Tribal Areas, however, continues to be the responsibility of the Ministry of Home Affairs. It is obvious from the list of subjects in Annexure XX

that tribal welfare is one amongst a host of miscellaneous social welfare activities which the Department is called upon to handle. In such a situation it is difficult to exepct tribal welfare to receive the attention which its importance deserves. Apart from the weakness pointed out earlier in the present arrangement, where the problems of the Scheduled Castes and Scheduled Tribes, although basically different, are handled by a single agency, it has been brought to the notice of the Study Team that efficiency has suffered by the frequent changes in the person of the Cabinet Minister holding charge of the Department which has been functioning without a Secretary and a full-time Joint Secretary since July 1967. The Department which was at first in the charge of the Minister of Law was transferred to the Minister of Planning and then to the Minister for Petroleum and Chemicals and is now back again with the Minister of Law. With such frequent changes at the top and the vital posts of Secretary and Joint Secretary unfilled for long periods, it is idle to expect new ideas to emerge or a dynamic policy to be initiated to accelerate progress amongst the tribal communities. Tribal welfare, unlike social services, comprehends in its scope the whole range of development activities and priority which, in view of our obligations under the Constitution, would normally have been given to it has been obscured by reason of its being clubbed with activities which cannot claim to be as important. For this reason, if for no other, the Team reiterates the recommendation of the S.A. & S.T. Commission that a separate Department of Tribal Welfare should be created in the Ministry of Home Affairs, and suggests that, pending its creation, a separate wing should be set up in the Department of Social Welfare to deal exclusively with the problems of tribal welfare.

14.4. The Study Team would like to refer in passing to the position of the Director General, Backward Classes Welfare, who now functions as the Joint Secretary in the Department in so far as Backward Classes Welfare is concerned. Burdened with secretariat duties in addition to his duties as Director General of Backward Classes Welfare, he has been made responsible for the administration and establishment work of the entire Department, including the Social Welfare and Educational Programme Wings. The Team feels that it is high time, if the existing set-up is to work with a reasonable degree of efficiency, the Department is placed in the charge of a whole-time Secretary.

14.5. No special built-in arrangements have been provided in the Department of Social Welfare for watching the progress and evaluation of tribal welfare programmes. The bulk of the expenditure on tribal welfare is accounted for by Tribal Development Blocks. Although the S.A. & S.T. Commission had recommended that there should be a special cell in the Home Ministry, in charge of tribal welfare, to follow up actively the progress of work in the Tribal Development Blocks, no machinery has been set up in the Ministry or Department of Social Welfare for the purpose. The Commission had also recommended the introduction of arrangements for periodical research through a Cell or Cells established specially for the examination of the following subjects : (i) implementation of safeguards in relation to rights in land and forests, (ii) prevention from exploitation by money-lenders and other intermediaries, (iii) indebtedness and relief from it, (iv) allotment of land, (v) impact of development activities under the Tribal Development Blocks, (vi) integrated programme of development through agriculture, animal husbandry, forests, processing industries, (vii) growth of cooperation, (viii) impact of industrialisation, (ix) displacement

of tribals from their lands, (x) Tribal Councils and Statutory Panchayats, (xi) questions of personnel, (xii) education and (xiii) health. The Study Team understands that no such Cells exist either in the Ministry of Home Affairs or in the Department of Social Welfare. While the Study Team is unable to visualise any continuing work for these Cells, nevertheless it seems necessary that the Social Welfare Department should have at its disposal the services of experts in the fields of Cooperation, Education, Agriculture, Forests, etc., so as to be in a position to follow up actively the progress of work in these fields in the tribal areas.

14.6. *Directorate General of Backward Classes* : Until June 1967, there was no machinery worth the name in the Department for formulating welfare schemes for the Scheduled Castes and Scheduled Tribes and for watching the progress of their implementation in the States. The Commissioner for Scheduled Castes and Scheduled Tribes appointed under Article 338 of the Constitution was, however, performing these duties in addition to his function as specified in the Constitution, namely, to investigate and report on the working of safeguards accorded to Scheduled Tribes and other backward communities. As this arrangement was considered to be unsatisfactory, it was decided in June 1967 to relieve the Commissioner of the functions of 'follow-up' of schemes for the welfare of Backward Classes, watching progress and maintaining liaison with the States and transfer them to a separate organisation set up under the Director General of Backward Classes Welfare. Under this arrangement the field organisation of the Commissioner for Scheduled Castes and Scheduled Tribes which consisted of 17 Regional Offices was transferred to the Director of Backward Classes Welfare who was redesignated as Director General. The Regional Offices on transfer were regrouped into five Zonal Offices, each headed by a Zonal Director under the overall control of the Director General. The Zonal Directors are assisted by one or more Deputy Directors and are expected to maintain close liaison with the State Governments to ensure rapid implementation of the welfare programmes. The Zonal Directors are also required to render such assistance as the Commissioner for Scheduled Castes and Scheduled Tribes may require in connection with the discharge of his duties. The Zonal Offices started functioning at Baroda, Bhopal, Chandigarh, Madras and Ranchi* from February 1, 1968. However, it appears that the full complement of staff is still not in position and that the posts of Zonal Director at Madras** and of Deputy Director at Baroda are still unfilled while that of Deputy Director at Chandigarh has been lying vacant since May 1968.

14.7. As the first year after re-organisation was devoted to the setting up of the five Zonal Offices which have started working without the full complement of Zonal and Deputy Directors, the Department considers it premature to indicate the operational effects of the reorganisation. The Study Team is, therefore, unable to say whether the system of Zonal Offices has helped to accelerate the progress in the implementation of the welfare programmes. However, it is clear that the withdrawal of the field organisation of the Commissioner, which had taken about a decade to build up, before the Department was ready with a field organisation of its own was somewhat hasty. The Study Team can only urge at this stage that steps should be taken without delay to see that the vacuum thus created is not left unfilled for any considerable length of time.

*The Zonal Office at Ranchi has since been shifted to Patna.

**The Team understands that the post was filled in January 1969.

14.8. The Study Team understands that the functions of the Zonal Directors have not so far been clearly defined. The Team feels that this should be done without delay to ensure that adequate attention is paid to the tasks they are expected to perform. Otherwise, there is the danger of Zonal Offices functioning more or less as 'post offices' between the Department and the State Governments. The Team would also suggest that the Department may consider whether the jurisdictions of Zonal Directors as given in Annexure XXI are not too large for effective coverage. For instance, the Zonal Director in charge of Eastern Zone with headquarters at Patna is expected to cover the States of Bihar, West Bengal, Orissa, Assam, Nagaland and the Union Territories of Manipur, Tripura and Andaman and Nicobar Islands. (NEFA has not been specifically mentioned under the jurisdiction of any Zone but the Team presumes that it would also fall in the Eastern Zone). The charge seems to be too heavy considering the inadequacy of communications and difficulties of touring in mountainous terrain.

14.9. *Commissioner for Scheduled Castes and Scheduled Tribes* : Article 338 of the Constitution provides that :

"(1) There shall be a Special Officer for the Scheduled Caste and Scheduled Tribes to be appointed by the President.

(2) It shall be the duty of the Special Officer to investigate all matters relating to the safeguards provided for the Scheduled Castes and Scheduled Tribes under this Constitution and report to the President upon the working of those safeguards at such intervals as the President may direct, and the President shall cause all such Reports to be laid before each House of Parliament."

The first appointment of this Officer, designated as Commissioner for Scheduled Castes and Scheduled Tribes, was made in November 1950. Since then, the Commissioner has submitted sixteen Annual Reports to the President, the seventeenth report* for the year 1967-68 is now due.

14.10. *Functions of the Commissioner* : As pointed out by the S.A. & S.T. Commission in their report, the office of the Commissioner has a special significance in the scheme of tribal welfare. It is also a link between the Constitution on the one hand and the Union Government and the State Governments on the other. It is the medium through which the Union Government and Parliament are kept informed of the progress in the implementation of the safeguards for the Scheduled Tribes and of schemes for their welfare. Until June 1967, the Commissioner had a field organisation of his own in the various States and Union Territories in the form of regional offices. However, these offices were taken away from his jurisdiction on the plea that the work of the Commissioner "mainly comprises the receipt of complaints, inquiry into them, collection of information for the Report, evaluation of the data received, and finally the preparation of the Report itself. It is the clear duty of the Central and State Governments to supply all the necessary data and information. The main work of the Commissioner is to evaluate them critically. For this type of work, it does not appear necessary to maintain a field organisation with senior officers located at different places in the country with separate offices of their own." As a result, the Commissioner is now left with only his headquarters office,

*The report has since been submitted and published.

where he is assisted by two Deputy Commissioners, one Secretary* to the Commissioner and some research and secretariat staff. The abolition of the regional organisation under the Commissioner has not only reduced the orbit of his effective exercise but it has deprived him of the facility of making frequent on-the-spot enquiries into the condition of tribal communities. The Study Team can hardly regard as satisfactory an arrangement where the Commissioner is required to discharge his Constitutional functions through the very agencies on whose performance in certain spheres he may be called upon, by virtue of his office, to sit in judgement. The Team recommends that his organization may be strengthened suitably to enable him to make independent enquiries in the field with regard to matters connected with the working of the safeguards provided in the Constitution for the Scheduled Tribes.

While reorganising the set-up of the Commissioner's office in 1967, it was envisaged that the Commissioner could indent on the services, among others, of Research Institutes, Universities and voluntary agencies, for organising special studies on selected problems. In addition to the studies which the Commissioner and his organisation may undertake on their own, it is possible to visualise cases where the Commissioner may find it necessary to avail himself of the assistance of Universities or other agencies in undertaking studies on his behalf. To enable the Commissioner to reimburse the cost of such studies, the provision necessary for the purpose may be placed at his disposal.

14.11. As pointed out earlier, the problems of Scheduled Tribes and Scheduled Castes are basically different. The Team notes that it was for this reason that the Scheduled Areas and Scheduled Tribes Commission had in their report recommended the appointment of a separate Commissioner for Scheduled Tribes. While reiterating this recommendation the Team suggests that, if considered necessary, Article 338 of the Constitution may be amended to provide for the appointment of two Special Officers—one for the Scheduled Castes and another for the Scheduled Tribes.

14.12. *Other Ministries* : Apart from the Department of Social Welfare, the Ministry of Home Affairs, the Ministry of Education, the Ministry of Food, Agriculture, Community Development and Cooperation and the Planning Commission are concerned with the work relating to Scheduled Tribes in one way or the other. Thus, matters relating to reservation in services under the Government of India and administration of the Scheduled and Tribal Areas come within the purview of the Ministry of Home Affairs. The Ministry of Education is in charge of overseas scholarships for Scheduled Castes and Scheduled Tribes. The scheme for the award of post-matric scholarships to these communities, which till recently was being looked after by the Ministry, has now been transferred to the Department of Social Welfare. The Community Development Department of the Ministry of Food, Agriculture, Community Development and Cooperation is concerned with the working of the Tribal Development Blocks in the States. In the Planning Commission the work relating to the welfare of Backward Classes, including Scheduled Tribes, is looked after by a Joint Secretary who is assisted by a Joint Director. While the Team has no particular comments to make on the administrative set-up in these organisations, it would like to emphasize the need for effective coordination between the various Agencies at the Centre and suggests that joint reviews

*The post has since been redesignated as Assistant Commissioner.

of the working of the tribal development programmes may be undertaken periodically by the Ministries and the Planning Commission. For this purpose, the Team has recommended elsewhere the re-constitution of the Central Coordinating Committee which was first set up in 1962 but has been dormant ever since.

B. ADMINISTRATIVE SET-UP AT THE STATE AND DISTRICT LEVELS

(i) *At the State Level*

14.13. Article 164 of the Constitution provides that "in the States of Bihar, Madhya Pradesh and Orissa, there shall be a Minister in charge of tribal welfare who may in addition be in charge of the welfare of the Scheduled Castes and Backward Classes or any other work." Para 14(3) of the Sixth Schedule to the Constitution stipulates that in Assam "in allocating the business of the Government of the State among his Ministers the Governor may place one of his Ministers specially in charge of the welfare of the autonomous districts and autonomous regions in the State." With the exception of Bihar which did not have a separate Minister for Tribal Welfare when the United Front Ministry was in office, these States have complied with the Constitutional provisions. It is obvious that the intention of the framers of the Constitution in incorporating these provisions was to ensure that adequate attention was paid to the tribal people, particularly in areas where their population was large. The S.A. & S.T. Commission after a careful examination of the question had recommended that "in the States with a tribal population of one million and above, there should be a Minister exclusively in charge of the portfolio of tribal welfare and responsible for the fulfilment of tribal policies and programmes." While the Team is reluctant to make any recommendations which may appear to restrict the discretion of Chief Ministers, it feels that the undivided attention of a Minister of Cabinet rank is necessary in these States and also in Andhra, Gujarat, Maharashtra, Rajasthan and West Bengal, which have a tribal population of over a million to provide the drive and direction so essential for progress. Where the Chief Minister himself happens to be the Minister in charge as was the case till recently in Andhra Pradesh—an arrangement which had made for effective coordination—the Team suggests that a Deputy Minister be appointed to assist the Chief Minister and relieve him of the burden of routine work.

14.14. The administrative set-up dealing with the tribal programmes varies from State to State as will be seen from Annexure XXII. Thus while there are separate Tribal and Harijan Welfare Departments in Madhya Pradesh and West Bengal, Tribal Areas and Welfare of Backward Classes Department in Assam, Tribal and Rural Welfare Department in Orissa and Welfare Department in Bihar, in most of the other States, the Departments/Directorates of Social Welfare are charged with the responsibility of administering the tribal welfare programmes. It appears that no attempt has so far been made to study the set-up in the States concerned with a view to streamlining their working. The Estimates Committee (Second Lok Sabha) in their Forty-eighth Report had suggested, as far back as 1959, that a comparative study of the administrative machinery for the welfare of Backward Classes in various States should be made. But unfortunately, no systematic study appears to have been conducted in pursuance of that suggestion. The Study Team would reiterate the need for such a study and recommend that the Department of Social Welfare should take it up as a matter of some urgency through its field officers. While

the Study Team recognises that it is really not necessary that all the States/ Union Territories should have the same type of set-up—nor is such a set-up possible in view of the problems peculiar to each State and the different sizes of tribal population—it considers such a study essential for the setting up of an efficient machinery capable of achieving the desired measure of progress within a reasonable period.

14.15. During the course of its tour of the various States, the Study Team noticed certain weaknesses in the set-up of the Tribal Welfare Departments. In Andhra Pradesh, no separate field staff had been given to the Director of Tribal Welfare. The District Social Welfare Officers, who were under the administrative control of the Zila Praishads, were also the field personnel of the Directorate of Tribal Welfare. This arrangement cannot be considered satisfactory for the effective working of schemes for tribal welfare. Separate District Officers for tribal welfare should be appointed to work under the Director of Tribal Welfare in this State. In Bihar, although the Department of Welfare is responsible for the welfare of the Scheduled Tribes, it has no Directorate to control the working of the extensive field organisation consisting of 18 District Welfare Officers, 17 Assistant Welfare Officers, 228 Welfare Inspectors and 628 Graingola Sevaks. A Directorate of Tribal Welfare at the State level is necessary, in the opinion of the Team, to provide the necessary supervision and guidance to the field staff in the implementation of various welfare schemes. In Bihar, it was suggested to the Team that in the districts having substantial tribal population, there should be a wholetime officer of the rank of Additional District Magistrate, invested with all the powers of Collector/Deputy Commissioner under the tenancy and other enactments of a protective nature, who should be responsible for tribal welfare, including work relating to protective legislation, T.D. Blocks, redressal of grievances of Scheduled Tribes, etc. The Team feels that such an arrangement will ensure unified control and direction and assist in improving the working of tribal welfare measures. In Madras, the schemes for the welfare of the Scheduled Tribes are administered by the Director of Harijan Welfare—an officer under the Social Welfare Department. But the responsibility for the implementation of schemes in the two T.D. Blocks in the State rests with the Collector, who is responsible to the Department of Rural Development and Local Administration for that purpose, and not to the Social Welfare Department. The Team feels that it would make for better coordination of tribal welfare policy if one Department of the State Government is in charge of the tribal welfare. In Maharashtra, the Director of Social Welfare, who is also in charge of tribal welfare, has so much to do in the sphere of social welfare that he cannot devote adequate attention to the problems of the tribals. The Study Team is of the view that there should be a full-time Director in the State which has large tribal population to look after their interests. Pending the creation of the post of a full-time Director for tribal welfare, the post of Joint Director, which the Team understands was in existence sometime back, should be revived to ensure that tribal welfare work receives adequate attention. In West Bengal, the Director of Tribal Welfare is also *ex-officio* Director of Tribal Research Institute.* This appears to be too heavy a charge for one officer. The Study Team recommends that the post should be bifurcated and a whole-time Director for Tribal Welfare appointed in the State.

*He is also ex-officio Joint Secretary in the Scheduled Casts and Tribe Welfare Department.

14.16. In Andaman & Nicobar Islands, a Tribal Welfare Officer should be appointed to look after the welfare of the Nicobarese. This officer may be provided with a motor boat and a jeep to enable him to travel in and around the islands. It is also desirable to appoint Deputy Directors for Tribal Welfare, one for the Andaman group of islands and the other for the Nicobar group of islands. The entire work in the Territory should be coordinated by a Director of Tribal Welfare at the State level. In Manipur, the Development Commissioner should be given secretariat status to enable him to function effectively at the State level and suitable administrative and financial powers should be delegated to the Additional Commissioner. The Study Team considers that in Tripura, there is an urgent need to streamline the administration in the tribal areas and to reorganise the Tribal Welfare Department. The Team understands that the Administration has already a proposal under consideration for the creation of a Directorate for the Welfare of Scheduled Tribes, Scheduled Castes and Other Backward Classes, in place of the existing organisation which is in the charge of the Additional District Magistrate (Development). The Team suggests that the technical staff needed for the Directorate should be obtained on deputation on a selective basis from the respective Departments and placed under its direct supervision during the deputation period.

14.17. In all the States with over one million tribal population, there should, in the opinion of the Team, be a full-time Director for Tribal Welfare who should be given the status of ex-officio Joint Secretary/Deputy Secretary of the Department concerned. This arrangement will help in obviating delays in the execution of schemes. A similar recommendation was made by the Commissioner for Scheduled Castes and Scheduled Tribes in his 1958-59 Report.

(ii) *At the District Level*

14.18. The S.A. & S.T. Commission recommended that for speedy and effective implementation of the developmental activities in the tribal areas, the Collector of the District should be in overall charge of developmental activities and that all the heads of the departments in the districts and their subordinates concerned with the work of the Scheduled Tribes, should function under his supervision, guidance and control. In the States having Scheduled Areas, they suggested that, above the Collectors, there should be an officer of the status of a Commissioner in overall charge of the tribal districts who should be clothed with plenary powers, subject to the condition that in regard to important questions of policy he should consult the State Government. The Study Team is in full agreement with the above recommendation of the Commission and suggests that administrative machinery at the district level be reorganised on the above lines.

14.19. With a view to bringing about an improvement in the administration as well as in the tempo of development, the S.A. & S.T. Commission also recommended that contiguous Scheduled Areas in different districts might be formed into separate districts and an unwieldy large district divided into two or more separate districts. This important recommendation does not appear to have received the consideration its importance deserves.

14.20. During its tour in Andhra Pradesh, the Team was informed that the Agency areas were not receiving sufficient attention from the district officers and that the time had come for constituting the extensive tribal belt lying in four different districts (Srikakulam, Visakhapatnam, East Godavari and West Godavari) into two separate districts for facilitating quick development of the area.

14.21. The two sub-divisions of Lahaul & Spiti district in Himachal Pradesh are separated by high mountain passes. Spiti is cut off, for over seven months from Keylong, the district headquarters, but the Spiti sub-division is open throughout the year through Rampur-Bushahr route passing through the Kinnaur district. The Border Roads Organisation has extended the Hindustan Tibet Road right upto the Sumdo village on the border of Spiti sub-division. To connect Sumdo with Kaza (headquarters of Spiti) would involve the construction of a further stretch of 52 miles of road. If this road is constructed, the headquarters of the sub-division will be easy of access throughout the year.

In the interest of efficiency, some of the hill districts of Himachal Pradesh may well be reorganised. The Spiti sub-division may be transferred to the adjacent Kinnaur district, and the Pangi tehsil of Chamba district, which is cut off by mountains from the rest of Chamba district but which is adjacent to Lahaul district may alongwith the Lahaul sub-division, form a new district with Udaipur as the district headquarters. The reorganisation of the districts of Chamba, Lahaul & Spiti and Kinnaur should facilitate the introduction of the single-line pattern of administration and tribal development.

14.22. In Manipur, it would be advisable to have at least one more district to lighten the charge of the officers at the district level. The Union Territory of Tripura needs to be divided into two or three districts in order that the charge of the district officers may become manageable.

14.23. In Kerala, the tribal belt of Wynad which was a single taluk before the reorganisation of States was divided into North Wynad and South Wynad taluks and attached to Cannanore and Calicut districts respectively. As the same tribal communities inhabit this area and as the conditions are identical, the Team feels that in the interest of efficient administration the two taluks should be merged and attached as a single taluk of Cannanore or Calicut district.

14.24. The posting of officers in the areas having considerable tribal population should be made on a selective basis without disturbing the general service cadre and only such persons should be drafted to these areas as have an aptitude for this type of work. Officers should learn tribal languages. To make the service conditions attractive, there should be a scheme of incentives like special allowances, housing facilities, arrangement for proper education of officers' children, etc. The Team would even recommend the setting up of sub-cadres of officers to work in the tribal areas in all the Departments concerned in the various States. In making a similar recommendation, the Education Commission have observed as follows :—

> "It is necessary to have sub-cadres amongst officers in all departments. The persons in these sub-cadres will be selected for their competence and aptitude for work among the tribals. Once an officer is recruited to this cadre, his work should be watched for

a year or two in the first instance and if it is found satisfactory, he should be retained in it for a period of 10 or 15 years at least and posted to work with the tribals. There should be special allowances or privileges to go with the cadre which should make it attractive enough for the better type of officers to compete for admission to it. Such special cadres are very necessary for teachers."

C. Democratic Decentralisation

14.25. Village Panchayats exist in all the States and in nearly all the Union Territories. The higher tier Panchayati Raj bodies, *viz.* Panchayat Samiti at the Block level and Zila Parishad at the District level, as envisaged in the scheme of Democratic Decentralisation, have also been established in most States, the exceptions being Madhya Pradesh, Kerala, Jammu & Kashmir and Nagaland. In Bihar, however, Panchayati Raj presently covers only three districts, while in Assam, it is confined to the plains districts. Except in West Bengal, where a four-tier system has been introduced, all the other States have followed the three-tier system.

As regards the Union Territories, Panchayati Raj has been introduced at the village level only in Manipur while in Tripura legislation has been passed for the setting up of Gaon Panchayats. In NEFA, the NEFA Panchayati Raj Regulation of 1967, which has been made operative with effect from October 2, 1968, provides for the constitution of the Agency Council, Zila Parishad and Anchal Samitis. Action is under way to constitute these bodies.

14.26. With the introduction of the system of democratic decentralisation, the responsibility for the implementation of various welfare schemes has been transferred to the Panchayats. An examination of the working of this system in the various States by the Study Team shows that the number of tribals seeking representation on these bodies is small and that the system has been quite ineffective in most of the States, particularly at the village level. The only reason that the Team can advance for this unsatisfactory response of the tribals is that the new set-up does not conform to their customs and traditions and is looked upon by them as both alien and incongruous. In Andhra Pradesh, the offices of the President and Vice-President of the Panchayat Samitis are reserved for the Scheduled Tribes in the T.D. Blocks consisting of tribal villages. Seats are reserved for them in these Samitis and their seven Standing Committees, but the more powerful Standing Committees had been captured by the non-tribals. In Maharashtra, most of the tribal members of the Panchayat Samitis in the Chanda district were illiterate and were completely in the hands of the non-tribal members. In Orissa, a study conducted by the local Tribal Research Bureau revealed that, in a particular Scheduled Area in the State, more than 73% Sarpanches were non-tribals. In West Bengal, it was brought to the notice of the Team that no reservation had been made for the Scheduled Tribes in Panchayats, except that the State Government were to nominate two persons belonging to Backward Classes in the Anchalik Parishads at the Block level. However, no statistics relating to the number of Scheduled Tribe persons thus nominated to the Anchalik Parishads, or elected to these bodies, were available. Although in Himachal Pradesh, Panchayati Raj Act has been in force since 1954, it has not made any impact on the tribal areas of Kinnaur and Chamba districts, while in the other areas, having considerable tribal population, the Panchayati Raj bodies have proved

to be ineffective because of local factions. It was also observed that though the Panchayati Raj in Himachal Pradesh was functioning at the village and tehsil levels, the agencies for the execution of general schemes were the Block Development Committees. In Manipur, the Panchayati Raj bodies have not yet been set up in tribal areas. In the valley area, Panchayats had incurred heavy expenditure on establishment out of their limited resources. Establishment expenditure could easily have been curtailed by regrouping Panchayats without any detriment to administrative efficiency.

14.27. The Study Team regards the unsatisfactory working of the system of Democratic Decentralisation in tribal areas as the inevitable result of imposing on a primitive social organisation a system which even the sophisticated communities in the plains have failed to work with any marked degree of success. As pointed out by the Committee on Special Multipurpose Tribal Blocks more can be achieved "by reviving and strengthening the traditional Tribal Councils than by working in rivalry to the traditional village institutions."

D. Tribes Advisory Councils

14.28. The Fifth Schedule to the Constitution provides that "there shall be established in each State having Scheduled Areas therein and, if the President so directs, also in any State having Scheduled Tribes but not Scheduled Areas therein, a Tribes Advisory Council consisting of not more than twenty members of whom, as nearly as may be, three-fourths shall be the representatives of the Scheduled Tribes in the Legislative Assembly of the State." It is also laid down therein that if the number of representatives of the Scheduled Tribes in the Legislative Assembly of a State is less than the number of seats in the Tribes Advisory Council to be filled by such representatives, the remaining seats shall be filled by other members of those tribes.

14.29. In accordance with these provisions, Tribes Advisory Councils have been set up in all the States having Scheduled Areas—Andhra Pradesh, Bihar, Gujarat, Madhya Pradesh, Maharashtra, Orissa and Rajasthan. Such Councils have also been set up in Madras and West Bengal which have no Scheduled Areas but have Scheduled Tribes. Tribal Advisory Committees or Boards on more or less the same lines as the Tribes Advisory Council have been set up in most of the other States and Union Territories. Thus, there is a State Tribal Advisory Board in Kerala, a Tribal Advisory Council in Manipur and a Tribal Advisory Committee in Tripura. There are, however, no such Boards or Committees specifically for the Scheduled Tribes in A. & N. Islands and in L.M. & A. Islands. The tribal interests in these Territories are watched by the general advisory boards.

14.30. In Bihar, a Tribes Advisory Council which had been set up as required under the Constitution was not reconstituted till about the middle of 1968 although the term of the last Council had expired in 1967. It is understood that on the dissolution of the State Legislature and the imposition of President's rule, the State Government decided to constitute an *ad hoc* body to be called the Scheduled Tribes Advisory Board, on the lines more or less of the Tribes Advisory Council. This became necessary as compliance with para 4 of the Fifth Schedule to the Constitution, which stipulates that as far as possible three-fourths of the members of such a Council should be the representatives of the Scheduled Tribes in the Legislative Assembly of the State, could not be complied with after the dissolu-

tion of the State Legislature. The Team feels that in such cases a Tribes Advisory Council with three-fourths of its members from amongst the Scheduled Tribes should be treated as having been set up under the Constitution, even though none of the members of the Scheduled Tribes on the Council may be MLAs. This view is supported by a further provision in para 4 of the Fifth Schedule to the Constitution that if the number of representatives of the Scheduled Tribes in the Legislative Assembly of the State is less than the number of seats in the Tribes Advisory Council to be filled by such representatives, the remaining seats shall be filled by other members of these tribes. This would appear to imply that in the event of there being no Legislative Assembly in a State, three-fourths of the members of a Tribes Advisory Council can be taken from amongst other members of these tribes although they may not be MLAs. This point, may however, be examined further by the Department of Social Welfare and a decision taken which will serve as a guide in similar cases.

14.31. Before its reorganisation, Punjab had set up a Tribes Advisory Council. With effect from the 1st November, 1966, following the reorganisation, the Scheduled Area of Lahaul and Spiti, the home of the Scheduled Tribes population of Punjab, was transferred to the Union Territory of Himachal Pradesh. Under para 4 of the Fifth Schedule, Tribes Advisory Councils can be established in States and not in Union Territories. With the transfer of the tribal population of Punjab, and its Scheduled Area, to Himachal Pradesh the Statutory Tribes Advisory Council of the old Punjab State ceased to function. A new Advisory Board, with the Chief Minister as Chairman, has, however, been formed by the Himachal Pradesh Government in place of the Tribes Advisory Council. The local tribal people did not seem to be happy over this development as they felt that the new Board was likely to take more time in putting into execution decisions involving various Government Departments. The Team, therefore, suggests that if the Tribes Advisory Council was able to inspire confidence among the local people, there should not be any objection to the setting up of a Council in Himachal Pradesh on the lines of the Tribes Advisory Council, under the administrative orders of the authorities concerned.* The Study Team would, in fact, recommend a suitable amendment to the Constitution to provide for the establishment of Tribes Advisory Councils in Union Territories having a large tribal population. As recommended by S.A. & S.T. Commission, "there should, in all States and Union Territories whether they have Scheduled Areas or not, be Tribes Advisory Councils to advise on the protection and development of the tribes."

14.32. The Team has noticed that the meetings of the Tribes Advisory Councils are generally convened at very long intervals and the views expressed by members at the meetings are not taken due notice of even on important matters like the preparation of Five Year Plans of the State concerned. The Study Team feels that the meetings of these Councils in the various States should be held regularly and their views on all matters pertaining to tribal welfare should be taken into account before finalising the programmes and plans for their welfare.

14.33. The S.A. & S.T. Commission had recommended that the Tribes Advisory Council should have a staff of its own with a Secretary who could

*The Government of Himachal Pradesh have intimated that the Himachal Pradesh Backward Classes Welfare Co-ordinating Council has now been set up and that its first meeting was convened on December 9, 1968.

do the follow-up work. However, no State has appointed any separate staff for the Tribes Advisory Councils. The Secretary of the Council is also an official of the State Government—generally the Secretary or Director incharge of Tribal Welfare. The Team feels that while the present period of financial stringency may not be the proper time to appoint staff exclusively for the Tribes Advisory Councils, conditions should be created and facilities provided to enable the Councils to function effectively. As indicated earlier, the Councils generally meet after very long intervals; sometimes only once a year when a large number of items are rushed through. Serious consideration cannot be given to important questions in meetings conducted in a hurry. Follow-up action on the recommendations of the Council has degenerated at present to the formality of circulating at each meeting a statement purporting to show the action taken on the decisions of the previous meeting but which in practice indicates nothing more than that "the matter is under examination" or "that the question has been referred to the Department concerned". The Team feels that for the effective implementation of the recommendations of the Councils it would be advantageous to set up Standing Committees of the Councils for different subjects—development programmes, indebtedness, land alienation, education, employment and so on. These committees may be required to meet as frequently as may be necessary to review in detail the performance in their respective spheres.

14.34. The Team has noted with satisfaction that certain healthy conventions in regard to the functioning of the Tribes Advisory Councils have, of late, been evolved in Madhya Pradesh. The Council there has been meeting frequently and is consulted by the Government on all important matters pertaining to the welfare of Scheduled Tribes. Sub-Committees have been constituted and the members of the Council have been afforded facilities to acquaint themselves first hand with the working of the various welfare schemes. The Tribes Advisory Councils in other States may well copy the methods of working adopted in Madhya Pradesh.

E. Coordination Committees

14.35. For the effective integration of the activities of the various agencies concerned with tribal welfare, the Estimates Committee (Second Lok Sabha) in their Forty-eighth Report had recommended that " a Central Coordinating Committee consisting of the representatives of the various Ministries concerned with the welfare of the backward classes be appointed to ensure better awareness, coordination and proper working of different welfare schemes". In pursuance of this recommendation, the Government of India constituted a Central Coordinating Committee consisting of the representatives of the Planning Commission and of the Ministries concerned, under the chairmanship of the Special Secretary, Ministry of Home Affairs. This Committee met for the first and the last time in March, 1962. The Study Team regrets to observe that while an important recommendation made by a Parliamentary Committee was given effect to in 'letter', it has not been implemented in 'spirit' and would suggest that the Central Coordinating Committee be reconstituted at an early date and its working so regulated as to make it an effective instrument for achieving the object in view.

14.36. In the States, as in the Centre, the Study Team has noticed that the work of coordination and evaluation of the tribal welfare programmes

has not received adequate attention. Either the Coordination Committees have not been constituted at all or, where constituted, they are ineffective. The Study Team considers that the formation of Coordination Committees is of the utmost importance to ensure that there is proper coordination among the various Departments concerned with tribal welfare.

14.37. The Team would like to refer briefly to the position in some of the States in regard to coordination. It is heartening to note that in Andhra Pradesh, the Chief Minister is in charge of tribal welfare. This is an excellent arrangement as it makes for effective coordination. The Study Team feels that this arrangement should continue at least for the next ten years. In Gujarat, a quarterly meeting of all the Heads of Departments concerned with the implementation of tribal welfare schemes is held under the chairmanship of the Minister of Backward Classes Welfare. This is a healthy practice. In Kerala, it was suggested to the Study Team that the Inter-Departmental Committee which had been set up to expedite implementation of development programmes in tribal areas, should have the Minister of Harijan Welfare as its Chairman and the Heads of the Development Departments as its members. The Study Team recommends that this suggestion should be accepted. In Madras and Maharashtra, no such committees exist. In Rajasthan, there is a Coordination Committee under the chairmanship of the Chief Secretary. There is at present no coordinating agency of any sort in Himachal Pradesh. In Manipur, the Coordination Committee should be made more effective.

14.38. The Study Team would urge the State Governments, who have not constituted Coordination Committees, to implement the recommendation of the S.A. & S.T. Commission that "a small committee of officials from the Tribal Welfare, Agriculture, Veterinary, Forest, Irrigation and Roads and Medical and Public Health Departments should be set up at the State level for coordination and effective implementation of tribal welfare programmes both in the Scheduled Areas and other tribal areas". The committee may also include the head of the Tribal Research Institute and a representative each of the Education, Community Development and Cooperation Departments. The usefulness of the committee will be enhanced if the Chief Secretary guides its deliberations.

F. Progress, Evaluation and Co-ordination Cells

14.39. Evaluation is important if only to judge whether the results are satisfactory or have belied expectations and, if they have, to effect such modifications as may be called for to make the schemes fit the needs of the tribal population. In pursuance of the suggestion of the Estimates Committee (Second Lok Sabha) in their Forty-eighth Report, some States have set up Progress, Evaluation and Coordination Cells. In his Report for 1963-64, the Commissioner for Scheduled Castes and Scheduled Tribes pointed out that though a large number of States had set up such Cells, the composition and pattern of these Cells widely differed and that there was no uniformity in their approach and functions. The fact seems to be that these Cells, as constituted at present, are mainly agencies for the collection of statistics and are totally ill-equipped to perform evaluation functions which involve field studies by groups of persons well versed in various disciplines. There may, however, be no justification, on financial grounds, for attaching to these Cells whole-time experts to conduct such studies; but what ought to be

ensured is that the expertise necessary is provided by the departments concerned as and when required. The Cells should be in the charge of a senior officer, preferably the Director of Tribal Welfare and should work in close conjunction with Tribal Research Institutes wherever they exist. Welfare schemes should be selected for evaluation periodically by the Director of Tribal Welfare in consultation with the Coordination Committee referred to above. Depending on the findings emerging from evaluation studies, they should be modified, wherever necessary, or dropped if found unsuitable.

14.40. The Team understands that a State Level Evaluation Committee is already at work in Orissa to evaluate, *inter alia,* the qualitative and quantitative achievements of the programmes undertaken during the three Plan periods and the benefits derived by the Scheduled Castes and Scheduled Tribes out of the special schemes executed for their welfare. The Government of Madhya Pradesh have also appointed a Commission to make a study of the tribal welfare programmes undertaken in that State during the three Plans. The Team welcomes the appointment of the Evaluation Committees by the two State Governments and would suggest that the other States and Union Territories, with a sizeable tribal population, may also appoint similar bodies to assess the impact of tribal development schemes in their areas during the three Plan periods.

G. Voluntary Organisations

14.41. Non-official agencies have been the pioneers in the field of tribal welfare and to them goes the credit for bringing to the notice of the people at large and to the Governments that there exists in the fastnesses of the hills and jungles amongst the tribal population a human problem awaiting solution. The earliest in the field were the Christian Missionaries whose work in the sphere of education and in providing medical relief, notably in the hill districts of Assam and some of the tribal areas in Bihar, is a shining example of what can be accomplished by selfless and dedicated service in pursuit of humanitarian objectives. Commendable work has also been done by the Bharatiya Adimjati Sevak Sangh to whose efforts are largely due the success of the Forest Labourers' Cooperatives in Gujarat and Maharashtra. The other voluntary agencies meriting special mention are the Servants of India Society and the Ramakrishna Mission. In recent years a number of voluntary organisations have been working for the promotion of the welfare of the tribals at the State and national levels. Their activities relate to education, medical relief, cooperation and occasionally to local self-government. To be really effective, these agencies should have their roots at the village level and not merely at the Block or District levels as generally appears to be the case at present.

14.42. The importance of enlisting the support of non-official organisations in promoting the welfare of the tribal communities has generally been recognized. As members of Advisory Committees in States, their representatives are consulted in the formulation and implementation of tribal development programmes. To enable them to expand their activities amongst the tribal population, the Central and various State Governments have been giving them grants-in-aid. While the Government of India gives grants-in-aid to organizations of an all-India character, the State Governments give grants-in-aid to the organisations functioning in their respective States.

14.43. During the course of its tours, the Study Team has had an opportunity of seeing for itself some of the work done by voluntary agencies in various parts of the country. While some organisations have given a

good account of themselves, the performance of some others has not been very satisfactory. For instance, in Andhra, the State Government disappointed at the performance of non-official organizations, seem to have taken a policy decision not to give any aid to such agencies. It is true that imposture occasionally masquerades in the guise of voluntary service and that fraudulent claims based on fictitious attendance are made by persons who run aided hostels and other institutions. The presence of a few black-sheep should not, however, be made a ground for not encouraging voluntary agencies of proved probity to take up welfare work in tribal areas. It has to be recognised that official effort, however efficient, cannot be a substitute for dedicated service which only a high minded voluntary agency can render. However sympathetic an official agency, it cannot bring to bear on its work that essential element of success in tribal welfare work namely, the human touch. The Team would, therefore, like to emphasise that while great care should be taken in the selection of voluntary agencies to work in tribal areas, it would be politically unwise and administratively inexpedient to dispense with their assistance altogether. Grants-in-aid should be given after a careful examination of past performance and to ensure that the agencies comply with the terms and conditions of the grant, the officers of the Tribal Welfare Departments and of the Zonal Directorates of the Social Welfare Department should periodically inspect all aided schemes and satisfy themselves that the grant is utilised for the purpose for which it was given.

14.44. It has been brought to the notice of the Team that in certain cases inordinate delays have occurred in the release of grants to voluntary agencies, resulting in the hold-up of salaries to the staff employed on welfare schemes. Voluntary organizations rarely have the resources to finance welfare schemes on their own over any length of time and it would be less than just to them to keep them waiting for funds needed for the smooth working of the schemes undertaken by them. In this connection, the Team would commend for adoption by other States the practice obtaining in Madhya Pradesh where the State Government arranges to pay 50% of the estimated expenditure in advance to the agencies concerned to ensure that lack of finance does not in any way hamper progress. Such an arrangement has the additional advantage of enabling the agencies to plan their activities well in advance. To enable non-official agencies to plan ahead on a long-term basis, the Team suggests that wherever possible a reasonably firm indication should be given of the financial assistance that may be forthcoming over a period, of say two to three years, if not for the entire Plan period. Where the grants intended for a particular period are not spent during that period, the unspent amounts need not be allowed to lapse but may be carried forward to supplement the next year's grants.

14.45. The Study Team has noticed a tendency on the part of voluntary agencies to restrict their sphere of operations to the more developed tribal areas. This has resulted in some cases in an overlapping of activities by a number of voluntary agencies operating in the same area. While deprecating this tendency, the Team suggests that in the matter of grants preference should be given to organisations which are willing to work for the advancement of the more backward amongst the tribal communities whose interests have been neglected in the past.

Besides enlisting the cooperation of voluntary agencies, the Study Team suggests that established voluntary organizations should be encouraged to build up cadres of trained and devoted workers who will take up service in

the cause of tribal welfare as a career. The Bharatiya Adimjati Sevak Sangh, an All-India Organization, is now receiving financial assistance from the Centre for building up a dependable cadre of life workers for selfless service among the tribal communities on the lines of the Servants of India Society and Servants of the People Society. The Study Team suggests that the Centre may extend similar financial assistance to other approved voluntary organizations of an All-India character, like the Ramakrishna Mission, to help them to build up such a cadre and expand their activities. Similarly, the State Governments may encourage voluntary organizations which have established a reputation for dedicated work in their States to build up a cadre of workers in such spheres, as Medical relief and Public Health, where the need for trained and competent workers is keenly felt. Great care should, however, be exercised in the choice of the organizations in view of the possibility of abuse and arrangements made for the periodical inspection of the work of the agencies receiving financial assistance under the scheme.

CHAPTER XV

RESEARCH AND TRAINING

A. Research

15.1. Tribal Research Institutes have been set up in the States of Andhra Pradesh, Assam, Bihar, Gujarat, Madhya Pradesh, Maharashtra, Orissa, Rajasthan and West Bengal, each of which has a tribal population of more than one million. In addition to these Institutes, there is at Shillong a Research Unit set up by the North East Frontier Agency and at Kohima the Naga Institute of Culture started by the Government of Nagaland. Other agencies engaged in tribal research are the Anthropological Survey of India, the Handicrafts and Social Studies Unit of the Office of the Registrar General of India, the Tribal Education Unit of the National Council of Educational Research and Training and Universities, like the University of Udaipur, Ranchi University, Lucknow University, Ravi Shankar University, Raipur, University of Delhi, M. S. University of Baroda, University of Jabalpur, etc.

15.2. In the course of its tours, the Study Team visited the Research Institutes in the various States and had discussions with the research staff on the nature and scope of the work they were doing with special reference to its bearing on the activities undertaken by the Administrative Departments of the State Governments to advance the welfare of the tribals. While a detailed review* of the working of these Institutes is contained in the respective State reports, the Team would like to observe here that they have been generally doing useful work although the tendency still persists in some of them to concentrate attention on work of an academic nature while in certain others much time, which could otherwise be more profitably employed on research, is spent on the periodical collection of routine statistics, a type of work which could more appropriately be handled by the Progress, Evaluation and Coordination Cells of the State Governments.

15.3. Tribal development comprehends in its scope a whole range of activities involving such diverse subjects as agriculture, cooperation, industries, forests, education, health, social anthropology, etc. To be adequately equipped the Tribal Research Institutes should have the necessary expertise in these disciplines at their disposal. If wholetime experts are ruled out on the ground of cost the work of the Institutes should be so organized as to enable specialists from the appropriate Departments of the State Governments to be associated with their work as and when necessary.

15.4. It does not appear that Tribal Welfare Departments have made adequate use of the Research Institutes to identify weaknesses in schemes which have either failed or not yielded the expected results in order that mistakes may not be repeated and pitfalls avoided in the formulation of future programmes. Thus, the disappointing performance of land colonisation schemes, the dismal failure of housing programmes, the halting progress of cooperatives, the adverse consequences on tribal economy of large

*A list of studies bearing on tribal development undertaken by the Tribal Research Institutes is given in Annexure XXIII.

scale acquisition of tribal land for industrial schemes and river valley projects and a host of other matters affecting the welfare of the tribals could have been referred to the Research Institutes for investigation. It must be realised that Tribal Research Institutes, to be effective, cannot work in isolation and that in order to get the best out of them the Tribal Welfare Departments should feed them with problems as and when they arise and profit by their findings. Such coordination as exists now between the Tribal Welfare Departments and the Tribal Research Institutes is somewhat tenuous and needs to be considerably strengthened.

15.5. The policy governing the appointment of heads of Research Institutes varies from State to State. Thus, in West Bengal and Maharashtra, the head of the Research Institute is the Director of Tribal Welfare, an officer of the IAS. In Orissa, the Secretary to the State Government in charge of tribal welfare is the *ex-officio* head of the Institute. In Bihar, the head of the Institute is an anthropologist*. It has been brought to the notice of the Study Team that the position of senior research workers in the Institutes in the administrative set-up in some of the States is such that they cannot speak out freely and have to subordinate their views to the views of the administrative heads. The Team considers that while it is open to the administrative heads to accept or reject the advice rendered by the research workers, the advice itself should be independent and uninhibited and should on no account be doctored to suit preconceived notions. To ensure independence of approach, the Team would suggest the appointment of whole-time officers as heads of Tribal Research Institutes on the analogy of the practice followed in Bihar. The officers should be picked men who combine a scientific background with practical experience of tribal research and should be treated as departmental heads directly responsible to the Secretary to Government in charge of tribal welfare.

15.6. State Governments have set up advisory committees to guide and review the progress of the Institutes. The Study Team understands that these committees do not meet regularly. The result is lack of direction and the absence of stimulus which a periodical review often provides. To be effective, these bodies should meet both regularly and frequently.

15.7. In some States—Andhra Pradesh, Assam, Gujarat, Madhya Pradesh, Orissa and West Bengal—the Tribal Research Institutes are located at the State capitals, while in others they are located away from them. Thus, the Institute in Maharashtra is located at Poona, the Institute in Rajasthan at Udaipur and the Bihar Tribal Research Institute at Ranchi. There is a school of thought which holds that it would make for a more intensive study of tribal problems if the Research Institutes are located in the heart of the tribal areas. The Team learns that the Orissa Government experimented with this idea some time ago and gave it up as the working of the Tribal Research Bureau of the State which was set up in the centre of the tribal area at Phulbani for the survey and evaluation of Tribal Development Blocks a couple of years ago was not satisfactory. The Team feels that it is not necessary to be dogmatic on the question of location as it is essentially a matter which has to be decided according to the conditions obtaining

*The Team understands that at present the Principal, Administrative Training Institute, who is an officer of the IAS, is also acting as the Director of the Bihar Tribal Welfare Research Institute.

in each State. Thus, while it may be expedient, as in Bihar, to locate the Institute in or near the Chotanagpur plateau which contains the bulk of the State's tribal population, it may be more convenient to locate it at the State capital in States like West Bengal, Orissa and Madhya Pradesh where the tribal communities are spread over the whole State. The location of the Institute in the State capital has also certain advantages in that it facilitates personal contact with administrative departments and makes for more effective coordination between the Institute on the one hand and the authorities in charge of the formulation and execution of tribal welfare schemes on the other.

15.8. The proposal that a Central Institute of Tribal Welfare may be set up to coordinate research on an all India level and take up studies of special problems which extend beyond the territorial limits of any one State such as shifting cultivation, impact of industrialisation on tribal society, etc., was first mooted by the Study Team on Social Welfare and Welfare of Backward Classes. It was later endorsed by the Scheduled Areas and Scheduled Tribes Commission. Quite apart from the fact that the present is not the proper time for embarking on schemes involving considerable expenditure, the Team does not envisage the emergence of a variety of problems of a continuing nature needing study at the National level. Such studies can be more usefully undertaken on an *ad hoc* basis by workers who are familiar with the particular tribal areas and the tribal languages spoken in such areas. While saying this the Team does not intend to convey that there is no need for an agency at the National level to coordinate, guide and encourage research on tribal problems. The Team suggests that to this end a beginning may be made by setting up a National Council of Tribal Research. The Council may be registered under the Registration of Societies Act to make it autonomous. It should be financed by Government and may be attached to the Department of Social Welfare for administrative and budgetary purposes. The composition and functions of the proposed Council are matters of detail and will have to be worked out after careful consideration. It would, however, be useful if it is headed by a leading anthropologist with first-hand experience of tribal research and includes representatives of the various research agencies in the country, officers from the State and Central Departments of Tribal Welfare and a representative each from the Ministries of Education and Finance, Department of Community Development, Planning Commission, Tata Institute of Social Studies, Registrar General of India, the Anthropological Survey of India and the University Grants Commission. It may work through committees and its functions may include calling of seminars for exchange of ideas and experience, periodical indication of areas and topics of research, sponsoring research programmes for institutions and individuals, recommending grants, coordinating research activities and serving as a clearing house of information on tribal research. The Council should keep abreast of activities relating to tribal research in foreign countries and bring out an annual compilation of research work undertaken among the tribal communities in the country and elsewhere. Till a couple of years ago it was usual for the Commissioner for Scheduled Castes and Scheduled Tribes to furnish in his report information on the activities of the Tribal Research Institutes as well as on research work and studies touching on the problems of tribal communities undertaken by Universities and other agencies during the year. However, as a result of the reorganization of his office in 1967, his reports no longer contain such information.

15.9. Certain matters of detail which have a bearing on the working of the Research Institutes are set out in Annexure *XXIV*.

15.10. Any review of tribal research undertaken in the country would be incomplete without a reference to the valuable work of a basic nature done by the Census Organisation which, besides compiling separate data in respect of Scheduled Tribes with regard to their population, sex-ratio, rural-urban classification, occupational distribution, literacy levels, religion, etc., based on the 1961 Census, has prepared ethnographic notes on the various tribes and monographs on tribal handicrafts and on socio-economic conditions in about 200 tribal villages in different parts of the country. The information thus collected during the Census has facilitated intensive studies and led to a better appreciation of the problems of Scheduled Tribes. The Team trusts that similar data will be collected and published by the Census Organisation in the ensuing Census. The need for associating the Census Organisation with the planning of research and development activities relating to Scheduled Tribes needs no emphasis.

B. Training

15.11. Facilities for imparting training to various categories of officers for work among the tribal communities exist in the Tribal Research Institutes in Andhra Pradesh, Bihar, Gujarat, Madhya Pradesh, Rajasthan and West Bengal. No such facilities are provided in the Institutes in Assam, Maharashtra and Orissa. Tribal Orientation and Study Centres have also been set up in Bihar (Ranchi), Madhya Pradesh (Jabalpur), Orissa (Bhubaneswar), and Rajasthan (Udaipur) for imparting training to the personnel working in the Tribal Development Blocks. Although the curriculum of these tribal orientation centres lays emphasis on a proper understanding of the life and cultural values of the tribal people and the techniques of working through their institutional framework, a field in which the Tribal Research Institutes are actively engaged, the Study Team observed that there is little or no coordination between them and the Training Institutes. This is because of the fact that while the administrative control of the Tribal Orientation and Study Centres is the responsibility of the Community Development Departments the control of the Resarch Institutes rests with the Tribal Welfare Departments. It is obvious that in this arrangement the Orientation Training Centres will not be able to benefit by the results of the studies undertaken by the Tribal Research Institutes in regard to the life and cultural patterns of the tribal communities or by their evaluation studies of tribal development programmes. The Study Team feels that for coordination to be effective, there should be unified control over the Training Centres and the Research Institutes.

15.12. During discussions with the Study Team, the representatives of the Department of Community Development did not favour this suggestion as they felt that coordination had already been achieved by transferring the management and control of these Centres from the Central Government to the State Governments in 1967. They also pointed out that the broad framework for the training to be imparted at the two sets of institutions had been worked out jointly and agreed to by the Department of Community Development and the Department of Social Welfare. Thus, while the Tribal Orientation Centres are responsible for the training of middle level personnel posted in Tribal Development Blocks and undertake a number of other training programmes for official and non-official personnel working in these and

other Blocks, the Tribal Research Institutes cater to the training requirements of Village Level Workers and certain other functionaries working mainly in Tribal Development Blocks. The Team appreciates that this arrangement has avoided an overlap or duplication in the training of personnel. However, it is doubtful if the arrangement will result in the utilisation, to any significant extent, of the knowledge and experience of the staff of the Research Institutes. While it is true that occasionally the Centres invite the staff of the Institutes to participate as guest speakers in their courses, such participation can hardly be regarded as a satisfactory substitute for the fuller treatment of the subjects which the Institutes alone can give. The Team would, therefore, like to reiterate the suggestion that the management and control of the Tribal Orientation Centres should also vest in the Departments of Tribal Welfare. The Team would further suggest that there should be a common advisory board to review and guide the work of the two institutions.

PART IV

CONSTITUTIONAL PROVISIONS

CHAPTER XVI

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CONSTITUTIONAL PROVISIONS

16.1. Article 46 of the Constitution lays down as a Directive Principle of State Policy 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 the Scheduled Tribes and shall protect them from social injustice and all forms of exploitation". The safeguards for Scheduled Tribes provide *inter alia* for their representation in Parliament and the State Legislatures (Articles 330, 332 and 334), representation in the Central and State Government Services [Articles 16(4) and 335], appointment of a Minister in charge of tribal welfare in Bihar, Madhya Pradesh and Orissa [Article 164(1)]. Article 275 provides for grants from the Union to the States for meeting the cost of schemes of development undertaken with the approval of the Centre for the welfare of the Scheduled Tribes in a State or raising the level of administration of the Scheduled Areas therein to that of the administration of the rest of the areas of that State. Article 244 lays down that the provisions of the Fifth Schedule shall apply to the administration and control of the Scheduled Areas and Scheduled Tribes in any State other than the State of Assam and the provisions of the Sixth Schedule shall apply to the administration of the tribal areas in the State of Assam.

FIFTH SCHEDULE :

16.2. Under the Fifth Schedule to the Constitution, the President may by order declare any area in any State to be a Scheduled Area. Scheduled Areas are generally under-developed all round and have a substantial tribal population. The areas so declared lie in seven States*, *viz.*, Andhra Pradesh, Bihar, Gujarat, Madhya Pradesh, Maharashtra, Orissa and Rajasthan. Information regarding the extent of the Scheduled Areas, the total population and the population of Scheduled Tribes in those Areas, based on the 1961 Census, is given in Annexure XXV.

16.3. Though the Scheduled Areas are administered as a part of the State in which they are situated, the Governor is empowered under this Schedule to (a) prohibit the application of any Central or State law, or direct its modification in its application, to these areas, and (b) frame regulations for the peace and good government of these areas. The regulations, *inter alia*, may (i) prohibit or restrict the transfer of land by or among members of the Scheduled Tribes, (ii) regulate the allotment of land to members of the Scheduled Tribes, and (iii) regulate the carrying on of business as money-lender by persons who lend money to members of the Scheduled Tribes. The Regulations framed or Acts (modified where necessary) made applicable to Scheduled Areas in the various States relate mainly to regulation of land

*Consequent on the reorganisation of Punjab on November 1, 1966, the areas of Lahaul & Spiti, which had been declared as Scheduled Areas in that State, were transferred to Himachal Pradesh. These areas ceased to be Scheduled Areas from the date of the transfer as there is no provision for declaring any area as Scheduled Area in the Union Territories.

transfers and control of moneylending. But as pointed out elsewhere the middlemen and moneylenders have taken advantage of the loopholes in these Acts and Regulations to render nugatory their protective provisions. Although the Scheduled Areas and Scheduled Tribes Commission suggested a study of the protective legislation undertaken in pursuance of the provisions of the Fifth Schedule to the Constitution in order to plug the loopholes and make the laws subserve the object in view, no serious attempt appears to have been made to follow up this important recommendation of the Commission.

16.4. The tribals live in Scheduled Areas as well as in non-Scheduled areas. In fact, there are, in certain States, inaccessible tracts inhabited by backward tribes, which have not been declared as Scheduled Areas. Thus, in Orissa, although parts of Kalahandi and Keonjhar districts are inhabited predominantly by backward tribes like Juang and Pauri Bhuinya, they have not been declared as Scheduled Areas. In view of the package programme for the development of tribes recommended by it, the S.A. & S.T. Commission thought that it would no longer be necessary to pursue the question whether a tribal area should be declared Scheduled or a Scheduled Area should be descheduled. One of the measures suggested by the Commission was that the State Governments should undertake general legislation applicable both to the Scheduled and non-Scheduled Areas for the protection of the rights of tribals in land and forests and to prevent exploitation of tribals by moneylenders. The Study Team regrets that the recommendation of the Commission has not recevied the attention that it deserved and that progress in regard to enactment of general legislation for the protection of tribals living in and outside the Scheduled Areas has not been satisfactory.

16.5. The Governors of the States having Scheduled Areas are required to make periodical reports to the President, regarding the administration of such areas. These reports, although required to be submitted to the President within three months of the close of the relevant financial year, are never submitted in time. The Commissioner for Scheduled Castes and Scheduled Tribes has been pointing out repeatedly in his annual reports the inordinate delay in the submission of these reports. On enquiry, the Team was shocked to find that not only had none of the States submitted in time the reports for 1967-68, but that only three reports had been received from Governors after a delay which ranged from 4 to 11 months, while reports from four other Governors were 'still awaited' even after the lapse of a whole year. The position regarding the dates of submission of these reports during the last few years is given in Annexure XXVI. The Team is constrained to remark that the very purpose for which the Constitution has prescribed the submission of these reports is being defeated by the scant attention paid in the States to their preparation and submission. The Team trusts that the Union Government, whose executive power extends to the giving of directions in regard to the administration of Scheduled Areas, will take early steps to check the tendency on the part of the States to reduce a Constitutional obligation to an empty and meaningless formality.

16.6. Another matter to which the Study Team would like to refer is the lack of consistency in the type of information incorporated in these reports from year to year. Suggestions have been made from time to time by the Commissioner for Scheduled Castes and Scheduled Tribes for improving the reports and making them more useful. The Study Team would ordinarily

have left it to the Governors to include in their reports such matters as they consider to be necessary in the light of the progress made in the development of the Scheduled Areas but it finds that the reports are becoming increasingly stereotyped and rarely embody matters, relevant and adequate, to enable one to judge the progress of development and assess the impact of the welfare programmes on the tribal community. It seems, therefore, desirable that a list of points aimed at eliciting information necessary for the proper evaluation of progress should be drawn up and communicated to the Governors for their guidance.

16.7. Although the work relating to the welfare of Scheduled Tribes was transferred from the Ministry of Home Affairs to the Department of Social Welfare many years ago, the subject of 'Scheduled Areas' continues to be handled by the Ministry of Home Affairs. As pointed out by the Scheduled Areas & Scheduled Tribes Commission, the intention behind the constitution of Scheduled Areas was to develop these areas and promote the economic, educational and social progress of the tribals living in those areas. The Study Team feels, therefore, that with the transfer of work relating to the welfare of Scheduled Tribes from the Ministry of Home Affairs to the Department of Social Welfare, work pertaining to the subject 'Scheduled Areas' should also have been transferred to the Department of Social Welfare. In justification of the present arrangement the Ministry of Home Affairs has stated as follows :

> "The arrangement of distribution of work between the Ministry of Home Affairs and the Department of Social Welfare is that all the special work relating to welfare activities in Scheduled Areas, over and above normal development activities, continues to be handled by the Department of Social Welfare. The entry 'Scheduled Areas' for the Ministry of Home Affairs in respect of Scheduled Areas thus comes to mean only the report of the Governors of States having Scheduled Areas. Even these are processed in consultation with the Department of Social Welfare. The latter Department were consulted earlier and it was agreed that reports may continue to be received in the Home Ministry and be submitted to the President by this Ministry after consultation with the Department of Social Welfare, since there were also the consideration of political aspects, *i.e.* giving of directions to the States or Administration of these areas involving political judgment at the highest level."

16.8. The Study Team has carefully considered the views of the Ministry of Home Affairs. A perusal of the reports of Governors shows that they deal mainly with schemes and developmental programmes undertaken for the welfare of the tribals in the Scheduled Areas and rarely, if ever, with political matters or matters concerning law and order. No occasion has arisen for the Central Government to issue any directions to the State Governments in regard to the administration of the Scheduled Areas. Reports containing matter requiring the exercise of political judgement are likely to be few and far between and, when received, can always be referred by the Department of Social Welfare to the Home Ministry for advice. The Study Team, therefore, sees no justification in letting the subject of 'Scheduled Areas' continue with the Ministry of Home Affairs when that Ministry is no longer administratively concerned with it. The Team has already recommended in Chapter XIV the creation of a separate Department of Tribal Welfare in the Ministry of Home Affairs and would suggest that the subject 'Scheduled

Areas' should be assigned to that department. Pending the creation of the new Department, however, the subject may be transferred to the Department of Social Welfare which deals at present with the welfare of the Scheduled Tribes.

16.9. The Fifth Schedule provides for the establishment of a Tribes Advisory Council in each State having Scheduled Areas to advise on such matters pertaining to the welfare and advancement of the Scheduled Tribes in the State as may be referred to it by the Governor of that State. The working of the Tribes Advisory Councils has been reviewed in Chapter XIV.

16.10. Another provision in the Fifth Schedule empowers the Union to give directions to a State in regard to the administration of the Scheduled Areas. So far, however, no direction has been given by the Union to any State having Scheduled Areas.

SIXTH SCHEDULE :

16.11. The Sixth Schedule to the Constitution deals with the administration of the Tribal Areas in Assam. The Tribal Areas have been specified in Parts A and B of the Table appended to para 20 of the Sixth Schedule. The Tribal Areas specified in Part A comprise the United Khasi-Jaintia Hills District, the Garo Hills District, the Mizo District, the North Cachar Hills and the Mikir Hills, while those in Part B comprise North East Frontier Tract, including Balipara Frontier Tract, Tirap Frontier Tract, Abor Hills District and the Misimi Hills District*.

16.12. The Schedule provides that the tribal areas in each item of Part A shall be an Autonomous District and if there are different Scheduled Tribes in an Autonomous District, the Governor may, by public notification, divide the area or areas inhabited by them into Autonomous Regions. Subject to certain provisions, the Governor has also powers *inter alia* to create a new Autonomous District. Besides, there is a provision in the Schedule for the setting up of a District Council in each Autonomous District and Regional Council in each Autonomous Region, wherever such a region is constituted. These Councils can have a membership of not more than 24 members, of whom not less than three-fourths should be elected on the basis of adult suffrage. Five District Councils—one each for the Garo Hills, the United Khasi and Jaintia Hills, the Mikir Hills, the North Cachar Hills and the Mizo—were set up in 1952. In 1953, a Regional Council was constituted for the Pawi-Lakher region in the south-eastern part of the Mizo district. More recently, on the recommendation of a Commission appointed by the Governor of Assam in 1963, a separate Autonomous District was created on 23rd December 1965, comprising the areas of the Jowai Sub-Division of the United Khasi-Jaintia Hills.

16.13. A Regional Council functions more or less on the same lines as a District Council and both the Regional and District Councils enjoy identical powers in respect of law-making, administration of justice, assessment and collection of land revenue and taxes on lands and buildings and residential

*The erstwhile Naga Hills District and the Naga Hills-Tuensang Area were Tribal Areas under para 20 of the Sixth Schedule. With the formation of the Nagaland State, these territories were omitted from the Sixth Schedule.

toll on persons. The Regional Council has not, however, been invested with certain administrative, legislative and taxation powers. A brief review of the salient provisions in the Sixth Schedule relating to the District and Regional Councils is given in Annexure XXVII.

16.14. The Sixth Schedule stipulates that no Act of the State Legislature in respect of any of the matters with respect to which a District Council or a Regional Council may make laws, and also no Act of the State Legislature prohibiting or restricting the consumption of any non-distilled alcoholic liquor shall apply to any Autonomous District or Autonomous Region unless the concerned District Council so directs by a public notification. The Governor of Assam is empowered to direct, by public notification, that any Act of Parliament or of the State Legislature, not covered by the above provisions, should not apply, or should apply with modifications, to any Autonomous District or Autonomous Region. The Schedule also empowers the Governor of Assam to appoint at any time a Commission to examine and report on any matter specified by the Governor and relating to the administration of the Autonomous Districts and Autonomous Regions in the State. Two such Commissions have already been appointed. The first Commission was appointed in October 1950 to define the boundaries of Mikir Hills Autonomous District and North Cachar Hills Autonomous District. The recommendation of the Commission that these districts should be constituted into a single administrative district was accepted and a new district known as the United District of Mikir and North Cachar Hills was constituted from the 17th November, 1951. Another Commission was appointed in 1963 to examine the question of creating a new Autonomous District for the Jowai Sub-division of the United Khasi and Jaintia Hills District. The Commission submitted its report in 1964. The recommendations of the Commission were accepted by the State Government, resulting in the creation of a new Autonomous District called the Jowai District.

16.15. With the previous approval of the President, the Governor of Assam can, by the issue of a notification, apply all or any of the provisions in the Sixth Schedule to any tribal area included in Part B of the Schedule, namely, NEFA. Until such a notification is issued, the administration of these areas, however, has to be carried on by the President through the Governor of Assam as his agent. So far no occasion has arisen for the issue of such a notification.

Representation in Parliament and State Legislatures

16.16. Article 330 of the Constitution provides for the reservation of seats for the Scheduled Castes and Scheduled Tribes in the Lok Sabha (the House of the People) and Article 332 provides for such reservation in the Legislative Assembly of each State. It also stipulates that the number of seats reserved for the Scheduled Castes and the Scheduled Tribes in the Lok Sabha, shall bear, as nearly as may be, the same proportion to the total number of seats allotted to that State or Union Territory in the House of the People as the population of the Scheduled Castes or the Scheduled Tribes in the State or Union Territory or part of the State or Union Territory, as the case may be in respect of which seats are so reserved, bears to the total population of the State or Union Territory. In the Legislative Assemblies also the seats are reserved on the same principle.

16.17. Annexures XXVIII and XXIX indicate the position regarding the reservation of seats for Scheduled Tribes in the Lok Sabha and State Legislative Assemblies. Initially, the provision for the reservation of seats was restricted, under Article 334, to a period of 10 years from the commencement of the Constitution. But before the expiry of this period, in the year 1959, the reservation was extended for a further period of 10 years by amending Article 334 of the Constitution. The extended period will now expire in 1970. As the tribal communities have not yet reached the same level of political development as the general population, the Study Team recommends that the provision for the reservation of seats for the Scheduled Tribes in the Lok Sabha and State Legislatures may be extended by a further period of ten years, that is till 1980.

Reservation in Government Services and Posts

16.18. Article 335 of the Constitution lays down that "the claims of the members of the Scheduled Castes and the Scheduled Tribes shall be taken into consideration, consistently with the maintenance of efficiency of administration, in the making of appointments to services and posts in connection with the affairs of the Union or of a State". An obligation is thus cast on the Union and State Governments to take steps to ensure that the claims of the members of the Scheduled Castes and Scheduled Tribes are duly considered in the making of appointments to services and posts under them. Article 16 empowers the State to make any provision for the reservation of appointments or posts in favour of any backward class of citizens which, in the opinion of the State, is not adequately represented in the services under the State. Besides making provision for the reservation of appointments or posts in favour of Scheduled Castes and Scheduled Tribes under this Article, the Government of India and the State Governments and Union Territory Administrations have taken certain other measures, such as relaxation of age limits and reduction in examination fees for entry into Government services, to make as many members of these communities as possible eligible for Government service.

16.19. As far as the services under the Government of India are concerned reservations for tribal communities have been made to the extent of 5 per cent of the vacancies which are filled by direct recruitment on an all-India basis. In the case of local or regional recruitment to Class III and Class IV services and posts, appointments to which are made otherwise than through UPSC except in Delhi, the reservations are in direct proportion to the Scheduled Tribe population in that area, subject to a minimum of 5 per cent. Similar reservations in services have been introduced by the State Governments and Union Territory Administrations*. However, in some States, there is combined reservation for Scheduled Castes and Scheduled Tribes. The Team feels that the practice of clubbing Scheduled Castes with Scheduled Tribes for the purpose of appointment to State services and posts without prescribing a specific percentage of reservation for Scheduled Tribes operates against the interest of the latter as they have to compete with the Scheduled Castes, a section of the community which is far more advanced and recommends that separate percentages of reservation in State services should be earmarked for Scheduled Castes and Scheduled Tribes. The Team has also observed that in certain States the reservation prescribed for Scheduled Tribes (where there is combined reservation for Scheduled Tribes and Scheduled Castes) is not in proportion to their population in the State. There is need to raise the reservation quota in such cases.

*Please see Annexure XXX for State-wise information.

16.20. The following table shows the intake of tribals in the services under the Government of India as on 1-1-1967* and the position as it existed 10 years earlier :

TABLE 4

Presentation of Scheduled Tribes in services under the Government of India

Class	Total Number of employees		Number of Scheduled Tribe employees		Pe centage of tribal employees to total employees		Percentage Increase on Decrease
	As on 1-1-67	As on 1-1-57	As on 1-1-67	As on 1-1-57	As on 1-1-67	As on 1-1-57	
1	2	3	4	5	6	7	8
I. ..	22,296	6,233	74	6	0·33	0·10	+0·23
II. ..	35,418	14,455	87	56	0·25	0·39	—0·14
III. ..	11,36,475	6,42,651	13,490	3,990	1·19	0·62	+0·57
IV. ..	11,63,593	7,59,570	41,527	18,497	3·57	2·43	+1·14

16.21. It will be observed that during the last ten years, the proportion of tribal employees has registered an increase in Class I, III and IV by only 0.23%, 0.57% and 1.14% respectively. But in Class II, contrary to expectations, the proportion has gone down. The Study Team regards it as somewhat disquieting that despite the fact that reservation orders have been in force for over 17 years the representation of the tribal communities in the various services even under the Government of India is still only nominal.

16.22. According to the Ministry of Home Affairs, the main causes for the low representation of Scheduled Tribes in the services are their educational backwardness and immobility. The other reasons for the poor intake of tribals in services as disclosed in the various reports of the Commissioner for Scheduled Castes and Scheduled Tribes seem to be as follows :—

(1) There is reservation only in respect of vacancies in a particular service and not in the service itself nor are the reservations introduced at the initial stage of the formation of a new service.

(2) Most of the posts in Class I and II are filled by promotion. Reservation orders are not applicable to cases of promotion.

(3) Rejection on the ground of unsuitability of candidates possessing the prescribed minimum qualifications. In other words, the need on the part of the appointing authorities for the proper application of the relevant rules while making recruitment to reserved posts.

16.23. It is true that Scheduled Tribes are educationally backward and that it would be unreasonable to expect posts to be filled by persons who are not qualified to hold them; but what is distressing is that the rules as they stand at present do not provide adequate opportunities of employment and promotion even to the limited number of qualified candidates available from amongst the ranks of the Scheduled Tribes. The Commissioner for Scheduled Castes and Scheduled Tribes has been pointing out in his annual reports that as the number of vacancies which arise from year to year to be filled by direct recruitment is generally small, the present practice of relating reservations in favour of Scheduled Castes and Scheduled Tribes, while constituting a new

*Please see Annexure XXXI for year-wise details.

service, to future vacancies and not to the total strength of the service has made the reservation completely ineffective and that there is little or no prospect under the rules as they stand at present of the percentage prescribed for the Scheduled Castes and Scheduled Tribes being reached within a reosonable distance of time. He has pointed out that there is no justification for allowing vacancies reserved for Scheduled Castes and Scheduled Tribes which can be carried forward for a period of two years to lapse at the end of that period.

16.24. The recommendation of the Commissioner for Scheduled Castes and Scheduled Tribes that reservation should be based on the total strength of the service and not on the basis of the vacancies has not been accepted by the Ministry of Home Affairs for the following reasons:

> "When new services are constituted, at the initial constitution, departmental candidates who may be holding posts which are incorporated in the new services, are screened and considered for absorption in the services. These are not new vacancies which are being filled and, therefore, the question of applying the reserved quota for Scheduled Castes and Scheduled Tribes at this stage would not arise. However, when the posts which were earlier not in an organised service were originally filled, the reservation for Scheduled Castes and Scheduled Tribes would have been applicable as and when the vacancies were filled by direct recruitment. Therefore, there is no reservation for Scheduled Castes and Scheduled Tribes at the initial constitution of a service where departmental candidates are appointed."

The fact that candidates are screened in constituting a new service shows that all the departmental candidates would not necessarily qualify for permanent retention; nor can it be assumed that departmental candidates will be immediately available to fill the posts in a new service. Where such vacant posts cannot be filled for want of suitable tribal candidates and where the exigencies of service require that the vacancies should be filled, the Team suggests that recruitment to such posts should be made on a purely temporary basis, and on the specific understanding that the incumbent appointed to any such post should make way for a candidate belonging to Scheduled Castes and Scheduled Tribes when one possessing the requisite qualifications becomes available. Should it appear, while constituting a new service, that ignoring the claims of departmental candidates would cause unnecessary hardship and no vacancies are likely to occur in the cadre in the near future, the Team suggests the creation of a reasonable number of supernumerary posts to provide representation for Scheduled Castes and Scheduled Tribes in the new service. The Team does not claim that the proposal now made is the only or the most satisfactory method of dealing with the question. There may be other and better methods of achieving the same object. The Team would, therefore, suggest that the present recruitment policy be reexamined in the light of the weighty arguments urged against it by the Commissioner for Scheduled Castes and Scheduled Tribes and a satisfactory formula evolved to accelerate the intake of Scheduled Tribe and Scheduled Caste candidates while constituting a new service.

16.25. That hardship is involved in allowing reserved vacancies, which remain unfilled for two consecutive years, to lapse cannot be denied. To do so would be to place an artificial bar against a qualified tribal candidate who may become available in the third year. While the Team sees no point in allowing unfilled vacancies to snowball over an indefinite period it suggests

that the vacancies may be frozen at the level at which they stand at the end of the two year period to be filled as and when qualified candidates become available.

16.26. Till recently, reservation in favour of Scheduled Castes and Scheduled Tribes was limited to posts to be filled by direct recruitment. Promotion posts were excluded from the purview of such reservation. The Team is glad to learn that the principle of reservation to promotion posts has now been accepted, although its scope has been somewhat circumscribed. The latest instructions of the Ministry of Home Affairs incorporated in O.M. No. 1/12/67-Estt(C), dated the 11th July, 1968 (Annexure XXXII) allow weightage in the matter of selection for promotion from Class III to Class II and within Class II and from Class II to the lowest rung or category in Class I. The concesssion thus granted has, however, been limited to 25% of the total vacancies in a particular grade or posts to be filled in any year from the Select List. Although the Commissioner for Scheduled Castes and Scheduled Tribes fears that for want of suitable candidates belonging to Scheduled Castes and Scheduled Tribes the latest instructions of the Ministry of Home Affairs are not likely to increase the percentage of representation of Scheduled Castes and Scheduled Tribes to any significant extent, the Team feels that the working of the present concession may be watched for some time before considering the question of extending the principle of reservation to all posts filled by promotion.

16.27. It is gratifying to note that the Government have recently issued orders requiring appointing authorities to indicate to the Employment Exchanges the reasons for the rejection of qualified candidates belonging to Scheduled Castes and Scheduled Tribes. The Team, however, understands that the instructions are not being properly implemented. The Team trusts that the Ministry of Home Affairs will take vigorous steps to ensure strict compliance with the instructions on the subject and see that the appointing authorities invariably record and communicate the reasons for the rejection of qualified candidates to the Employment Exchanges. The purpose of requiring the appointing authorities to communicate the reasons for rejection to the Exchanges will, however, be defeated if the reasons are not properly scrutinised. It is doubtful if the Employment Exchanges are the proper authority to undertake such scrutiny. This scrutiny should obviously be entrusted to an agency such as the Commissioner for Scheduled Castes and Scheduled Tribes who has been charged under Article 338 of the Constitution with the duty of investigating the working of the various safeguards. The Study Team, therefore, suggests that in all doubtful or border line cases the Employment Exchange should send to the Commissioner for Scheduled Castes and Scheduled Tribes a copy of the reasons given by the appointing authorities for the rejection of qualified candidates.

16.28. The Team has not been able to obtain the figures of intake of the tribals in the various services under the State Governments except from a few States/Union Territories. But from the reports of the Commissioner for Scheduled Castes and Scheduled Tribes it appears that the intake of the tribals in the State Governments/Union Territories is far from satisfactory. As regards Public Sector Undertakings, the Team has been informed that, upto March 1969, out of 174 Public Sector Undertakings, Statutory and other Semi-Government Bodies, 157 Undertakings/Bodies had made or agreed to make reservation for Scheduled Castes and Scheduled Tribes in their services and that the question of making reservations for Scheduled Castes and Sche-

duled Tribes in the services of other Undertakings etc. is being pursued. However, from the information regarding the total employees *vis-a-vis* the number of Scheduled Tribes in Public Sector Undertakings as on January 1, 1967, supplied to the Team (Annexure XXXIII), the Team was distressed to note that the representation of tribal communities in the services of Public Undertakings, which have accepted the principle of reservation, is nominal. The Team suggests that the employment returns submitted by the Undertakings may be carefully scrutinised and the need for making appointments from among the members of the tribal communities impressed upon the Undertakings concerned. As suggested by the Team earlier, the appropriate agency to undertake scrutiny of the employment returns would be the Commissioner for Scheduled Castes and Scheduled Tribes. The staff of the Commissioner's office should be strengthened, if necessary, to enable him to undertake this work.

16.29. The Study Team understands that the Centre has constituted a Committee under the chairmanship of the Home Minister to examine periodically the position and review the performance in the matter of recruitment of Scheduled Castes/Scheduled Tribes in the services/posts in or under the Government of India, Union Territories and Public Undertakings under the control of the Government of India and has requested the State Goverments to consider the formation of similar Committees. The Team hopes that periodical reviews by these Committees will help to improve the representation of tribal communities in the services under the Central and State Governments.

16.30. The Government of Bihar have recently set up an Employment Cell in the Department of Coordination, under the direct supervision of the Chief Secretary, to ensure that the tribal candidates get their due share of employment in Government services and elsewhere. The Government of Kerala also have a proposal under consideration to establish an Employment Cell in the Department of Harijan Welfare to see that the posts reserved for Scheduled Castes and Scheduled Tribes are filled up as far as possible by members of these communities. The Team suggests that similar cells may be set up in other States and Union Territories with a sizeable tribal population.

16.31. As a measure calculated to promote the material welfare and improve the socio-economic condition of the tribals the Study Team attaches the greatest importance to the implementation, in letter as well as in spirit, of the provisions of the Constitution bearing on the reservation of posts in Government service for the members of the Scheduled Tribes. It is true that agriculture is the mainstay of the tribals in most parts of the country but as suitable land available for assignment is scarce and cannot meet even a small fraction of the demand, the scope for ameliorating the lot of tribals through the promotion of agriculture is limited. The benefits of the concession regarding the reservation of posts are many and varied. A tribal who enters Government service, particularly in the middle or higher echelons, is not only benefited economically but acquires a social standing and a certain measure of sophistication which are almost certain to impel him to give to his children an education and an upbringing such as will ensure for them a status not inferior to the status which he himself has attained. To the individual, therefore, entry into Government service is at once a privilege and an opportunity; to his children it means a better start and a new and fuller life; and to the community to which he belongs a source of inspiration, shaking them

out of their lethargy and encouraging them to emulate the success of one of their members.

16.32. While the Study Team does not minimise the importance of efficiency in administration, it does not consider the plea of efficiency advanced in justification of the rejection of tribal candidates as an adequate explanation for the gross under-representation in the services, both under the Centre and in the States. The fact that, after coaching in pre-examination training centres, tribal boys have been able to compete successfully in All-India Examinations shows that, given the training and the opportunity, many of them can make the grade. The Study Team feels that it is for the authorities concerned to take steps, as suggested in an earlier Chapter, to spot talent at an early stage, educate promising boys and girls in properly equipped schools and colleges which maintain the requisite standard and fit them for the posts in the services after giving them the necessary training.

16.33. *Investigation and report on the working of safeguards* : Article 338 of the Constitution provides for the appointment by the President of a Special Officer to investigate all matters relating to the safeguards provided for Scheduled Castes and Scheduled Tribes under the Constitution and to report to the President upon the working of these safeguards. It also lays down that such reports will be laid before each House of Parliament. This Special Officer is designated as the Commissioner for Scheduled Castes and Scheduled Tribes. The Team has already reviewed the functions, etc., of the Commissioner in Chapter XIV.

16.34. *Parliamentary Committee* : The need for effective follow-up of the recommendations contained in the Commissioner's report has been stressed from time to time. It is gratifying to note that a Parliamentary Committee on the Welfare of Scheduled Castes and Scheduled Tribes has been established. The chief task of the Committee will be to see how far the Constitutional Safeguards are being given effect to, and also how the Government has been trying to implement the recommendations made by the Commissioner in his annual reports.

SUMMARY OF RECOMMENDATIONS AND CONCLUSIONS

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CHAPTER II

GENERAL

1. As resources are limited time has come for resolute action to be taken to deschedule on the one hand the more advanced tribal communities and on the other, to exclude communities which ought never to have been included in the list of Scheduled Tribes. (para 2.5).

2. Certain anomalies in classification of tribes have come to the notice of the Team which, even after the appointment of the Advisory Committee on the Revision of Lists of Scheduled Castes and Scheduled Tribes, continue to persist. These anomalies have arisen largely because of the absence of clearly defined principles or criteria governing the classification of tribes. (para 2.6).

3. The denial to such of the members of Denotified Communities as are in every way tribal the benefits admissible to their scheduled brethren, is invidious and contrary to the spirit of the Constitution. It is hoped that the Parliamentary Committee which has been appointed to go into the question will help to end the anomaly and the injustice inherent in the present classification of the tribes. (para 2.8).

3A. As at present even obvious mistakes in classification cannot be corrected except by legislation, it will be for Parliament to consider whether provision should not be made in the proposed legislation to set up a suitable machinery for the speedy rectification of palpable anomalies and mistakes in the classification of Scheduled Tribes. As it is of the utmost importance that Parliament should have reasoned and objective advice while considering the inclusion of any community in or exclusion of any community from the list of Scheduled Tribes, the Study Team suggests that a high powered Commission, consisting among others, of anthropologists, social workers, administrators and legislators, may be appointed as and when necessary, to draw up a revised list of Scheduled Tribes on a scientific basis for consideration and approval by the Parliament and also to assist the Parliament in rectifying anomalies. (para 2.8).

4. The National Council of Applied Economic Research has agreed to undertake, with the assistance of the Tribal Research Institutes, a socio-economic survey of the tribal belt in Central India at a moderate cost. The cost of the survey may be met by the Central Government. (para 2.11).

5. In States which have no Tribal Research Institutes, socio-economic surveys may be conducted jointly by the Bureau of Economics and Statistics and the Tribal Welfare Department. The Central Government may meet the cost of such surveys. (para 2.12).

CHAPTER III

FIVE YEAR PLANS

6. The Team has no comments to make on the priorities adopted in the Third Plan and while recognising that deviations may be necessary in

the light of needs disclosed after a socio-economic survey in particular areas, suggests the adoption of the same in the Fourth Plan. (para 3.5).

7. The delay in the implementation of considered recommendations made by the Scheduled Areas and Scheduled Tribes Commission and other high level bodies in the past to protect the rights of the tribals has worsened the position which these recommendations were intended to correct while the failure to pay attention to and profit by their advice on matters pertaining to the formulation and implementation of tribal development programmes has resulted in the failure of ambitious schemes and consequent waste of valuable resources. (para 3.6).

8. 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 programmes to which they, as citizens of the State, are legitimately entitled. Broadly speaking, the planners in the States have proceeded on the basis that the special provision is the only provision available to finance tribal development programmes. The Planning Commission should stipulate as a condition of approval of the State Plans that their general development programmes should take into consideration the needs of the tribals and indicate the directions in which and, wherever possible, the extent to which the programmes are expected to benefit the tribal communities. (para 3.7).

8A. It would be useful if a permanent cell is established in the proposed Evaluation Wing of the Planning Commission for evaluating from time to time the tribal welfare schemes in order to assess the impact of the welfare measures on the tribals in different areas. (para 3.7).

9. A reasonable percentage of the special provision which the Planning Commission proposes to make in the Fourth Plan for the development of backward areas may be earmarked specifically for the development of the more backward amongst the tribal areas. (para 3.7).

10. Tribal Development Programmes should be exhibited separately and not as a part of the Social Services. As the funds now provided are inadequate and bear no relation to the needs, care should be taken to see that the size of any cuts that may be necessitated by a reduction in Plan allocations is not such as to dislocate or bring to a halt important tribal development programmes. (para 3.8).

11. The Team would reiterate the recommendation of the S.A. & S.T. Commission for the constitution of a non-lapsable Tribal Welfare Fund on the lines of Central Road Reserve Fund. (para 3.9).

11A. There is a marked imbalance in development among the tribal communities. A large number of tribal communities continue to be extremely backward and some of them are still in the primitive food gathering stage. The tribes considered backward by the S.A. & S. T. Commission, the Commissioner for Scheduled Castes and Scheduled Tribes and the Study Team have been marked with an asterisk in the list of tribes in Annexure IXA. However, this classification is tentative and may call for additions and alterations. The State Governments and the Administrations of Union Territories may make an objective study of the extent to which each of the tribal communities living in their respective areas has benefited by the

tribal development programmes and select on the basis of such a study the really backward communities which need special attention. The Team suggests that the schemes for their uplift should be treated as Central Schemes and special provision included in the Fourth Plan for the purpose. (para 3.10).

CHAPTER IV

BRIEF REVIEW OF PROGRAMMES

12. Before embarking on lavish expenditure on land colonisation schemes, the customs and habits of the tribals should be studied and the prospects of success carefully assessed after a thorough investigation. In the implementation of the schemes, steps should be taken to anticipate and avoid the mistakes which have led to the failure of similar schemes in the past. (para 4.2).

13. The key to the economic improvement of the tribal lies in improving his creditworthiness and there is no better short-term measure calculated to achieve this object than the conferment on him of the rights of ownership. Energetic steps should, therefore, be taken by the State Governments to see that the survey and settlement of tribal areas is completed at an early date and that pattas are granted to the tribals without delay. (para 4.3).

14. 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. For this purpose, Special Officers may be appointed to make a summary enquiry into the ownership of lands under the occupation of the non-tribals and restore to the original owners, where they can be traced, lands from which they were illegally dispossessed or reserve them for assignment to the landless tribals where the original owners cannot be traced or do not come forward to claim them. As in a large number of cases lands have been in the possession of the non-tribals for years, the Governors may, in the exercise of their powers, under the Fifth Schdule to the Constitution, suspend the operation of the Limitation Act with retrospective effect. If retrospective effect cannot be given otherwise than by a special enactment, legislation for the purpose may be undertaken. (para 4.4).

15. The abolition of Jenmi System in Kerala is overdue. Urgent steps be taken to extinguish the intermediary rights of the Jenmies on payment of compensation, if necessary. (para 4.7).

16. To end the "Muttadari" system in Andhra Pradesh now would be an act of belated justice. Not to do so would be a gross betrayal at once of the cause of the helpless tribals in the Agency areas and a retreat from our solemn obligations to the weaker sections of the community under the Constitution. (para 4.9).

17. (i) Separate percentages should be earmarked for Scheduled Castes and Scheduled Tribes of Government land available for assignment.

(ii) Reservation of land should be absolute and no pre-emptory right of encroachers should be recognised on such land. The State should reserve to itself the right to evict encroachers in the interests of the tribals.

(iii) Although the Welfare Department and the Village Panchayats may be of some assistance to the tribals in filling the forms for allotment of land, the State Government should endeavour to enlist the co-operation of voluntary agencies for the purpose. (para 4.13).

18. The tribals are too poor to pay the contribution expected of them for soil conservation schemes and to insist on a cash contribution is to deny them the benefits of soil conservation measures. While the cash contribution may be waived it would be reasonable to expect the tribals to make some contribution in the shape of labour. (para 4.14).

19. The problem of soil conservation in the area lying in one State cannot be isolated from a similar problem facing the adjoining areas in the neighbouring States. Regional Development Boards should be set up by the Ministry of Food and Agriculture in consultation with the States concerned to draw up a comprehensive and integrated soil conservation programme, each State being responsible for the implementation of the programme in its area. (para 4.15).

20. Early action be taken by the Government of India to amend the Forest Policy Resolution of 1952 casting squarely on the Forest Department the responsibility for the welfare of the tribals living in the forests even if it means some slight loss of revenue. It is not impossible to reconcile the interests of scientific forestry with the interests of the tribals who, if treated with sympathy, will be an asset to the Forest Department. (para 4.21).

21. Development effort instead of correcting the existing imbalance as between tribe and tribe has widened it as the benefits of the schemes undertaken have largely accrued to the more progressive sections amongst them. In the Fourth Plan, special attention should be paid to the areas which have been neglected in the past and to the tribal communities who have not benefited to any significant extent by the development effort already made. (para 4.24).

22. The social and economic advance of the tribals lies in a judicious synthesis of the T.D. Block concept and the area approach, a synthesis arrived at after a socio-cum-techno-economic survey of the area. (para 4.25).

23. In the Scheduled Areas the Governor may, in the exercise of his special powers, suspend, wherever the circumstances so warrant, the operation of the Panchayati Raj legislation and appoint an agency of the Tribal Welfare Department to ensure prompt implementation of development programmes and speedy redressal of grievances. (para 4.27).

24. The importance of simplifying the procedure to ensure prompt disposal of applications for loans from cooperative societies was emphasised by the S.A. & S.T. Commission and while reiterating its recommendation the Team would only add that there is no great risk in such simplification as the tribal makes a genuine effort to repay his debts. (para 4.29).

25. It does not appear that any action has been taken on the recommendation of the S.A. & S.T. Commission that the Reserve Bank should set up a separate department to deal with the problem of tribal economy on the lines of the Agricultural Credit Department. The Team considers that it is of the utmost importance that the Reserve Bank should be closely associated in any scheme that may be drawn up to make the cooperatives effective instruments for providing credit in the tribal areas. (para 4.31).

26. The Team would like to reiterate the recommendations made by the S.A. & S. T. Commission and other high level committees on the need for advancing loans on the security of the produce and the importance of linking credit with marketing. (para 4.32).

27. Legislation undertaken by States like Maharashtra, Bihar, Andhra and Orissa to regulate the operations of the moneylender and scale down past debts has failed to loosen the stranglehold of the Sahukar partly because of the devious methods adopted by the latter to defeat its protective provisions and mainly because of the strong sense of honesty in the tribal who, even when he understood the implications of the measures undertaken for his benefit, will not repudiate a debt, however usurious the rate of interest. (para 4.33).

28. While propaganda by voluntary agencies may be of some help in encouraging the tribals to take advantage of debt relief legislation, an evasion of its provisions cannot be prevented so long as the State is unable to meet the demands of credit in the tribal areas. (para 4.33).

29. A stage has been reached when Ashram Schools should be upgraded at least to the middle school level. Such a step will help to minimise wastage. To get the best results, the upgrading of these schools should be accompanied by the establishment of high schools at selected places with hostels for both boys and girls. (para 4.38).

30. Central Schools of the residential type should be established at selected centres with facilities for the teaching of science and mathematics and should be manned by a team of well-paid teachers capable of maintaining a standard of teaching comparable with the best obtaining in the schools for the general population. (para 4.40).

31. Instruction in science and mathematics is of the utmost importance for without a proper grounding in these disciplines the tribal students find themselves greatly handicapped in prosecuting their studies in technical schools and colleges. (para 4.40).

32. Where the training is not linked to job opportunities the money spent on such training is a sheer waste of public funds. Where industrial, mining and other projects are located in or near tribal areas, as in Bihar, Madhya Pradesh and Orissa, the skills imparted should be related to the requirements of those industries. (para 4.41).

33. In the Fourth Plan, the emphasis in the field of medical and public health should shift from cure to prevention. The highest priority should be given in the Fourth Plan to the supply of uncontaminated drinking water to the tribals. A survey of the villages where drinking water is scarce should be undertaken and a phased programme for the supply of pure drinking water, either by the sinking of wells or by such other methods

as may be suitable for the area, should be drawn up for implementation within a reasonable period. Priority should be given in the programme to villages where there is an acute scarcity of drinking water. (para 4.43).

34. To guard against the contingency of the houses being rejected after construction, consultation with the tribals to ascertain their wishes regarding the design of houses should be made a condition precedent to the approval of any tribal housing scheme. (para 4.45).

35. Instead of dispersing effort over a large number of small housing schemes which are not likely to be appreciated by plains tribals it would be sounder policy to draw up a phased programme of house building, providing for the construction of a reasonable number of houses at a few selected centres every year (para 4.46).

36. It is important that an objective study of the causes that have contributed to the manifestations of discontent and unrest which have come to notice in certain tribal areas should be made in order that mistakes, if any, in our present approach to the problem of the tribals may be corrected before discontent takes an ugly turn and culminates in an upheavel. (para 4.48).

37. There is now a complete lack of rapport between the officers and the tribal population, which has facilitated the propagation of subversive propaganda amongst the tribals by interested parties out to foment trouble. (para 4.50).

38. The real remedy for agrarian and economic discontent lies in taking effective measures to safeguard the rights of the tribals in land and forests, in restoring to them the lands from which they have, for whatever reason, been illegally dispossessed and in so streamlining the administration as to ensure speedy redressal of genuine grievances. (para 4.52).

CHAPTER V

AGRICULTURE AND ALLIED SECTORS

39. Out of a total tribal working population of 169 lakhs, 149 lakhs or about 88% are engaged in agricultural pursuits. Agriculture is thus their mainstay and should be given high priority in any programme of tribal development. (para 5.1).

40. Notwithstanding its obvious disadvantages, shifting cultivation cannot be stopped immediately as it has become a way of life of the tribals who have been practising it for generations. But every effort should be made to regulate it on scientific lines,—as is being done in NEFA,—to minimise its evils. Simultaneously, wherever possible, an attempt should be made to wean away the tribals from this harmful practice by undertaking, after adequate investigation, colonisation schemes at places where such colonisation schemes have a reasonable chance of success. (para 5.3).

41. The field officers should supervise and guide the agricultural operations in the agricultural colonies set up for shifting cultivators to enable the newly settled families to acquire an adequate knowledge of the technique of cultivation. The supervisors posted to the colonies should, as far as possible, be persons with a background of practical agriculture and pre-

ferably drawn from the Agriculture Department. Where there are a number of agricultural colonies, it would be useful if a separate Agriculture Officer is appointed for making periodical visits to the colonies to guide the colony supervisors in their work. (para 5.6).

42. Wherever sizeable tracts of land are available, mechanised reclamation may be undertaken at Government cost and developed land allotted to the tribals. Central Tractor Organisation of the Government of India may provide the necessary assistance. (para 5.8).

43. In view of the steep rise in prices in recent years, the Government of Manipur may consider whether subsidy for terracing which was fixed at the present level, years ago, should not be increased. (para 5.9).

44. Simultaneously with regulating shifting cultivation steps should be taken to make agriculture more remunerative by encouraging the Scheduled Tribe agriculturists to take to improved methods of agriculture by (a) setting up of demonstration farms; (b) distribution of improved agricultural implements, manure and fertilisers and high yielding varieties of seeds; and (c) providing credit facilities. (para 5.10).

45. Conditions are favourable for establishing on a cooperative basis a cotton ginning and pressing factory in Banswara district (Rajasthan) where long staple cotton is grown. In Orissa, more could be done to promote agriculture by introducing improved methods of cultivation among the tribals. (para 5.10).

46. The Government of Rajasthan may reconsider their decision not to grant subsidy for the purchase of fertilisers and pesticides and extend financial assistance to the tribals, 50% as grant and the balance as loan. (para 5.11).

47. Improved agricultural implements distributed to tribals should be such as would meet with their approval. While distributing improved implements care should be taken to ensure that repair facilities are available in the vicinity. In Gujarat, there is strong case for setting up a workshop at the district level. (para 5.12).

48. The set-up for the implementation of minor irrigation programmes in tribal areas is unsatisfactory and inadequate in most States. An officer of the rank of an Executive Engineer under the administrative control of the Director of Tribal Welfare might be appointed to assist the Panchayats in the development of minor irrigation including the renovation of old tanks, in accordance with a phased programme. (para 5.16).

49. Active steps should be taken to remove the bottlenecks concerning the prompt execution of minor irrigation projects in tribal areas. (para 5.18).

50. In Maharashtra and Madhya Pradesh, a subsidy equivalent to 75% of the cost of the pumping set is given to the tribals. Similar concessions may be extended to the tribals in other States. The condition prescribed by some States for popular contribution should also be waived in respect of minor irrigation schemes. (para 5.19).

51. Lack of marketing and communication facilities is a serious bottleneck in Lahaul and Spiti district of Himachal Pradesh where potato is the most important cash crop. When crop matures in October, Rohtang Pass

is closed and Lahaul area is cut off. The Team suggests the setting up of a potato grinding and dehydration plant of medium size in the district. (para 5.22).

52. In Kolli Hills in Madras, fruits like jackfruit, guava and banana, which grow in abundance, go to waste for want of adequate marketing facilities. The Team suggests that conditions are favourable for the starting of a Multipurpose Cooperative Society which, besides helping the tribals in marketing their fruits, can provide assistance and guidance to them in such matters as the introduction of scientific methods of agriculture. Financial assistance may be given to the society to set up a cold storage plant. (para 5.24).

53. In vegetable-growing and orchard areas of Himachal Pradesh, a survey should be undertaken to determine the incidence of root-rot and steps taken, well before any serious damage is caused to the fruit bearing trees, to minimise its evil effects and check its spread by plant protection measures. (para 5.27).

54. The Koyas of Andhra Pradesh and Orissa are excellent cattle breeders and maintain large herds of cattle but milking is not a common practice with them. It should be easy with proper orientation to make them good dairyman. (para 5.29).

55. In Nilgiris district, while making adequate grazing facilities available to the Toda buffaloes, steps should be taken to up-grade the local breed by supplying murrah he-buffaloes to the Todas. The Todas should also be given the assistance of agricultural experts to grow fodder crops and leguminous crops on the Wenlock Downs. (para 5.30).

56. Care should be taken to see that breeding bulls of heavy breed are not supplied to tribal areas where the cows are generally small and stunted. (para 5.31).

57. In Nagaland and NEFA, adequate veterinary aid should be provided to combat diseases among animals by establishing diagnostic and investigation laboratories and dispensaries in places which are easily accessible to the tribal people. (para 5.32).

58. It is necessary to undertake surveys to locate water areas which may be used for stocking fish in tribal areas. In Nagaland, besides renovating the derelict tanks and bringing them under pisciculture, small tanks should be constructed in the interior to stock carp fingerlings. This would enable local needs to be met within the village itself. (para 5.33).

CHAPTER VI

FORESTS

59. Privileges and concessions should, as far as possible, be given on a uniform basis to all the tribals in a State irrespective of the region in order to avoid heart burning among the tribals. The rules should be framed under the Andhra Pradesh Forests Act, 1967, without further delay to ensure uniformity in the exercise of forest rights by the tribals. (para 6.4).

60. In Manipur, reserved and protected forests are under the control of the Forest Department while the unclassified forests are under the control of the Revenue Department. It is important to have a unified control over

forests to ensure that they are scientifically and efficiently managed. (para 6.5).

61. Every Panchayat in the tribal areas may be provided with a copy of a booklet in the regional as well as in the tribal languages giving details of the privileges and concessions for the information of the tribal people. As the tribals are generally illiterate, the Panchayats may employ a 'Crier' to give publicity by beat of tomtom to the concessions in the tribal villages. (para 6.6).

62. There has been no determined effort to give effect to the recommendation made by the S.A.&S.T. Commission that forest villages should be made model villages, self-sufficient as far as possible and provided with essential amenities of life. (para 6.7).

63. In Nagaland, the opening up of the interior private forest areas in the last few years by the construction of roads has resulted in heavy exploitation of virgin forests. The State Government should step in before it is too late and devise ways and means of exploiting these forests scientifically (para 6.8).

64. In Nagaland, land left bare after jhuming can well be brought under forest cover by planting it with species like Alder, Wattle or Eucalyptus which are particularly suited to the needs of the jhuming cycle. Wherever possible, additional areas may be brought under forests to ensure that the area under forests reaches the level indicated in the National Forest Policy Resolution, 1952. The Union Ministry of Food and Agriculture may assist the State Government in securing the services of suitable personnel on deputation from other States. (para 6.9).

65. A legalistic approach to the grievances of the tribals in regard to forest rights is contrary to the spirit of tribal welfare policy. (para 6.11).

66. In Assam, Nagaland and NEFA while the control of the private forests may continue to vest in the existing owners such as District Councils, Village Councils, etc., and the right of royalty may be retained by them, their scientific working should be entrusted to the State Forest Department on their behalf in the overall interest of the entire community. (para 6.12).

67. The friction that exists between the Forest Department and the tribal people can be reduced if tribals are recruited by the Forest Department in reasonable numbers as guards, watchers, peons, mahouts, etc., and wherever possible, to higher posts. (para 6.13).

68. If registration cannot be dispensed with altogether in the case of the tribals, the Block Development Officer should be authorised to perform the functions of the Employment Exchange in their case and it should be open to him to forward direct to the recruiting authorities the names of suitable tribals registered with him. (para 6.13).

CHAPTER VII

TRIBAL DEVELOPMENT BLOCKS

69. The budget of a T.D. Block should be sufficiently flexible to enable schemes to be reoriented to suit the wishes and felt needs of the people. It is unrealistic to have an All-India pattern of T.D. Blocks. (para 7.4).

70. For re-orientation of the programmes undertaken by the T.D. Blocks, the State Governments may consider appointing small committees consisting of officers of the various development departments to draw up, in consultation with the local tribal leaders and Block Officers, programmes with clear priorities of the activities to be undertaken in each Block. (para 7.4).

70A. It would be reasonable to shift the burden of expenditure on staff, other than clerical and lower categories of staff, appointed to implement development programmes in T.D. Blocks on to the general provision. Such a procedure would be in consonance with the suggestion repeatedly made by the Government and the Planning Commission that the special provision made for tribal development should be regarded as a supplement to the general provision which at present does not but in fairness should bear a reasonable proportion of the financial burden in the administration and development of the tribal areas. (para 7.4).

70B. The danger of confusing the tribals by introducing a large number of programmes has been pointed out by the expert committees who have reviewed the working of the tribal development programmes. The Team suggests that in any programme drawn up, agriculture should ordinarily be given the highest priority. (para 7.5).

71. The life of the T.D. Blocks should be extended to 15 years by adding a new Stage—Stage III with an additional allocation of Rs. 10.00 lakhs per Block. (para 7.6).

72. In predominantly tribal districts, which have five or more T.D. Blocks, there should be a separate officer of the rank of Additional District Magistrate responsible to the Collector, to supervise the work of the Block Development Officers and ensure that a proper scheme of priorities is drawn up and implemented. The officer may also be required to undertake periodic evaluation of the working of the Blocks and report his findings to the Tribal Welfare Department through the Collector. (para 7.7).

73. The control of T.D. Blocks should vest in the Tribal Welfare Department which has an intimate knowledge of the tribal areas and of the needs of the tribal people. (para 7.8).

74. In the T.D. Block set-up of Rajasthan, there is provision for the appointment of an Extension Officer (Forests) to guide the people in the preservation and development of forests. This example may well be followed by other States. (para 7.12).

75. It is a grave hardship to call on men working in remote and inaccessible places to pay the same rent as is charged for accommodation with electrical and sanitary fittings at the district and sub-divisional headquarters. (para 7.13).

76. In the absence of monetary and other incentives, suitable persons will not be attracted to work in out of the way tribal areas. (para 7.14).

77. It is important that picked officers with special aptitude for tribal welfare work should be posted to work in tribal areas. (para 7.15).

78. To ensure continuity, B.D.Os. and extension staff posted to a particular place should be retained there for a minimum period of three years to

enable them to establish rapport with the tribals and enlist their cooperation and confidence. (para 7.16).

79. The recommendation of the Annual Conference of Community Development and Panchayati Raj and the Conference of State Ministers of Community Development and Panchayati Raj that with a view to ensuring adequate representation of tribals there should be a relaxation of the educational qualifications should be accepted and given effect to without delay. (para 7.17).

80. The development of tribal villages not covered by the T.D. Blocks should not be ignored. If such villages cannot be covered by the T.D. Blocks, which may be set up in the Fourth Five Year Plan, separate funds should be earmarked for their development on a *per capita* basis, corresponding to the *per capita* provision for the tribal population covered by T.D. Blocks. (para 7.18).

81. The real remedy for avoiding irregularities which are resorted to in order to prevent lapse of funds lies in streamlining the procedure to ensure that sanction for schemes is not held up by slackness on the part of technical departments in according technical approval. (para 7.19).

82. The criterion for starting schemes should be the felt needs of the population inhabiting the area, not the convenience of the Block staff. (para 7.21).

83. Insistence on popular contribution in the T.D. Blocks has led to the unfortunate result that areas inhabited predominantly by tribals have been deprived of schemes which have been transferred to areas inhabited largely by non-tribals, who unlike the tribals have the capacity to pay. If the tribals are unable to pay the popular contribution it should either be waived altogether or recovered in the shape of labour. (para 7.21).

84. Although West Bengal has a sizeable tribal population the accident that the tribals are not living in compact areas has led to the result that the State is receiving much less assistance than is due to it on the basis of population. There is clearly a case for increased Central assistance to West Bengal. (para 7.22).

85. If the Nilgiris area is considered too large to be constituted into a single T.D. Block the question of starting Sub-Blocks in pockets of tribal concentration in the district may be considered. (para 7.24).

CHAPTER VIII

COOPERATIVES

86. The State Governments should take a policy decision to liquidate over a reasonable period forest contractors and replace them by a cooperative agency on the Maharashtra and Gujarat patterns. (para 8.4).

87. The Team trusts that the State Governments and Union Territories will take concrete steps to implement the programme for accelerating progress in the field of cooperation suggested by the Special Working Group on Cooperation for Backward Classes. (para 8.6).

88. *The Team would suggest a gradual extension of the experimental* scheme undertaken in Bagicha and Gandhwani Blocks in Madhya Pradesh to advance loans to tribals to meet their social needs and for consumption purposes to other States and to the other tribal areas in Madhya Pradesh. (para 8.7).

89. The Reserve Bank should be persuaded to come in a big way to assist the Madhya Pradesh State Tribal Cooperative Development Corporation in tiding over its difficulties. The State Government should also come forward to stand guarantee after satisfying itself that the Corporation is being run on sound lines. (para 8.8).

90. The State Government should give the monopoly of minor forest produce not to a separate Government agency but to the Madhya Pradesh State Tribal Cooperative Development Corporation as has been done in Andhra Pradesh. (para 8.9).

91. A high level committee be appointed to examine the working of the Andhra Pradesh S.T.C.F.&D. Corporation and make recommendations regarding the action to be taken :

- To remove the difficulties which have hampered its working and stood in the way of an expansion of its activities; and
- To ensure coordination of the activities of the Corporation with those of the cooperative societies which are performing parallel functions.

Meanwhile, it will be necessary for the Government to continue to provide reasonable financial assistance to the Corporation so as to ensure its smooth functioning. (para 8.13).

CHAPTER IX

INDEBTEDNESS

92. As the conditions in Kolli Hills are specially favourable for introducing a scheme for the liquidation of indebtedness, these areas may be selected for an all-out effort to rid the area of moneylenders. (para 9.4).

93. The Orissa Government may consider the desirability of setting up a Local Advisory Committee, consisting among others of tribal M.L.As. and Social Workers, to keep a close watch on the working of the Purchase, Sale and Fair Price Shop Scheme. (para 9.8).

94. Liberal financial assistance should be provided by the Centre to enable the Orissa Government to extend the Purchase, Sale and Fair Price Shop Scheme to other backward tribal pockets. Other State Governments may consider the feasibility of introducing such a scheme in the tribal areas of their States. (para 9.8).

94A. The Andhra Pradesh Scheduled Tribes Cooperative Finance and Development Corporation has a scheme to advance loans upto Rs. 250/- per tribal cultivator on personal security but due to paucity of funds the scheme has not made much headway. To enable the Corporation to take up the scheme in a big way the Corporation should be provided adequate financial assistance by way of a loan from the Reserve Bank of India backed up by a guarantee from the State Government. (para 9.8).

95. The scheme for the creation of an imprest fund to tackle the problem of moneylending drawn up by the Tripura Administration may be reconsidered by the Union Government and a fair trial given to it. (para 9.9).

96. The weaknesses in the existing legislative and executive measures to regulate or control moneylending should be identified and suitable safeguards incorporated by undertaking amending legislation to defeat the devious methods adopted by the moneylenders to circumvent the law. Even more important than the plugging of loopholes in the existing legislation is the need for making the tribals aware of the protection given to them and the steps they should take to obtain relief. The assistance of voluntary agencies and Panchayati Raj bodies can be usefully enlisted for this purpose. Special legislation applicable to Scheduled Areas only should be made applicable to tribals living outside those areas. (para 9.12).

97. Legislation should be undertaken without delay to abolish the system of bonded labour which is still prevalent in Mysore, Madras and Kerala. But legislation will help to end it only if it is accompanied by special measures to improve the economic condition of the tribals. (para 9.13).

98. Cooperative credit should be forthcoming in an adequate measure and the procedure simplified to attract the tribal to take advantage of the credit facilities provided by the society. (para 9.14).

99. *Pattas* should be given to the tribals to improve their creditworthiness and while restricting their rights to sell the land care should be taken to see that the restrictions are not carried to the point where they are prevented from mortgaging their lands to cooperative societies and other approved credit agencies. (para 9.14).

100. The cooperation of voluntary agencies should be enlisted to check by persuasion and propaganda the improvident habits of tribals who spend lavishly at tribal rituals and ceremonies. (para 9.14).

CHAPTER X

EDUCATION

101. Education at the primary level should be preceded by pre-primary education of one to three years' duration. The programme of opening Balwadis—pre-primary schools—should be intensified. (para 10.3).

102. To accelerate progress of education at the primary stage, the following measures are suggested :

(i) establishment of primary schools within one or two miles of the home of every child. If necessary, the normal norms prescribed for the opening of schools should be relaxed. In very sparsely populated areas, Ashram Schools should be established;

(ii) grant of attendance allowance to teachers on the basis of enrolment and attendance of tribal children;

(iii) all tribal students should be given free books and writing material and also cloth for uniforms. Free midday meals should be given to build up their health;

(iv) the medium of education in the first two years of the school should be the tribal language and books should be prepared in these languages (using the script of the regional languages). During this period, the children should be given oral instruction in the regional language and their familiarity and command over it should be improved;

(v) services of trained teachers should be secured;

(vi) the school hours should be fixed to suit the work the children are required to do for their families. Vacations and holidays should coincide with agricultural and forest operations and social festivities; and

(vii) abolition of the single-teacher schools, whose performance has been unsatisfactory, to the extent possible and their replacement by Ashram Schools.

103. To meet the needs of the tribal children living in scattered or thinly populated areas, where because of the norms laid down for the opening of the middle schools it is not possible to establish such schools, Ashram Schools, which are popular with the tribals, should be provided and expanded. (para 10.5).

104. In order to ensure that talented children of tribals do not discontinue their studies the States should see that gifted students, when they are spotted, are assisted in every way to prosecute their studies in schools which are manned by competent teachers. (para 10.6).

105. Adequately equipped schools manned by competent teachers, on the lines of Central Schools established in different parts of the country mainly for children of Central Government employees, should be established under a Centrally sponsored programme in selected centres in tribal areas with hostel facilities for both boys and girls. (para 10.7).

106. The Education Commission has recommended that the country should gradually work towards a stage when all education should be tuition-free. A beginning should be made to make education of tribals free at all stages. (para 10.7).

107. Textbooks, stationery, etc., the expenditure on which is more than the tuition fee, should be supplied free. Book Banks may be started in Secondary Schools and in institutions of higher education to ensure that all tribal students are provided with a full set of the text books needed at the beginning of the school year. (para 10.8).

108. Care should be taken to see that tribal students who are mostly under-nourished are given nourishing food while at school. It should be possible to make balanced diet available to them at moderate cost, if some land, preferably with irrigation facilities, in the vicinity of tribal schools is made available to them for the growing of fruits and vegetables for consumption by the students. (para 10.8).

109. Students should be encouraged to participate in agricultural activities outside school hours thereby giving their education an agricultural bias. (para 10.8).

110. As eggs and milk are a valuable supplement to the daily diet of pupils there should also be a programme for rearing chickens and milch cows. (para 10.8).

111. In Government Residential Schools in Kerala, all the four primary classes should be run simultaneously so that tribal children in the school going age-group are able to receive education at the proper time. (para 10.9).

112. The disadvantages of a single-teacher school are obvious. It is important that every school should have at least two teachers. (para 10.10).

113. There should be no great disparity in remuneration of school teachers, belonging to the same category, who work under different managements,—Government, local bodies, and voluntary agencies, and the scales should as far as possible be made uniform. In order to induce good teachers to work in tribal areas it is essential to give them special pay and provide them with residential accommodation. The pupil-teacher ratio should be manageable. (para 10.11).

114. Till such time as qualified trained teachers from amongst the tribals become available it will be necessary to relax qualifications and appoint in primary schools, teachers, who may even be non-matriculates, from amongst the tribals. (para 10.12).

115. It is necessary that reasonably good buildings and equipment should be provided and steps taken to ensure periodical inspections of schools by the inspecting staff of the Education Department. (para 10.13).

116. The problem of education of tribal girls deserves special attention. The Team recommends the establishment of Ashram type schools for tribal girls where general education could be combined with home science education. (para 10.14).

117. Early steps may be taken to review the rates of scholarships and relate them to the cost of living in the districts and towns where the students are required to pursue their studies. (para 10.16).

118. Scholarships should carry with them the concession of book grants and equipment allowance. For students living at a distance from the places of study, provision should be made for the payment of conveyance allowance. (para 10.17).

119. The Team would recommend an enlargement in the scope of the scholarships so as to cover trades and courses like telegraphy, book-keeping, short-hand, type-writing. The assistance to pursue such trades and courses should be given on a more liberal scale. (para 10.18).

120. The administration of scholarships and other aids needs to be decentralised a great deal. Heads of Institutions should be authorised to grant scholarships, along with admission, on their own authority. For this purpose, the necessary amounts should be placed at their disposal well in advance of the academic year. (para 10.19).

121. To obviate the delay inherent in the present procedure for the grant of post-matric scholarships to students studying in States other than their own, the Centre may place at the disposal of the States additional funds for payment of scholarships in such cases, to be adjusted later against the States to which they belong. (para 10.20).

122. There is now a great awakening among the tribals for education. It would be a retrogade step to restrict the grant of scholarships by applying the "means test". (para 10.21).

123. The Team is perturbed at the decision of the Planning Commission to treat the expenditure on post-matric scholarships at the 1968-69 level as non-Plan expenditure, and fears that unless the assistance is continued as heretofore, treating the scheme as a Central Scheme, the programme of post-matric scholarships is likely to receive a severe set-back. The Team trusts that the Finance Commission will, while determining the allocation of resources to the States, keep in view the Constitutional responsibility devolving on the Central Government for the development of tribal communities. (para 10.22).

124. Since qualified candidates from tribal communities have started coming forward for advanced studies, the number of the scholarships under the Overseas Scholarships Scheme of the Ministry of Education should be increased. (para 10.23).

125. The failure to take advantage of the facilities for reservation of seats offered by vocational and technical institutions is not due to any reluctance on the part of tribal students to go in for technical training but is attributable to the initial handicap that science and mathematics, a knowledge of which is essential for technical courses, are not taught in tribal schools. The importance of introducing mathematics and science in the curriculum of tribal schools, therefore, needs no emphasis. (para 10.24).

126. As agriculture is of special significance to tribals, it is important that an agricultural bias should be given to tribal education. The school curriculum of the tribal areas should include a course in practical agriculture. (para 10.25).

127. Stipend for training in Industrial Training Institutes should be increased so as to be sufficient to cover the expenses of the training. Hostel arrangements should also be made and financial assistance given to the tribals to settle them in the trades in which they have been trained. (para 10.26).

128. The training programme of Industrial Training Institutes may be reoriented keeping in view the needs for personnel required by different industries and other employing agencies in the vicinity. Successful trainees should be assisted in securing suitable jobs and for this a follow-up programme is essential. (para 10.26).

129. It should be possible to work out suitable arrangements whereby the trainees are given facilities to gain experience in actual working conditions in the industries in which they expect to be absorbed, while the industries offer their own officers to the Industrial Training Institutes for short periods, say 3 to 6 months, to impart training to the trainees. (para 10.26).

130. To enable tribals to select such trades for which they are particularly suited or have a special aptitude, there should be Vocational Guidance Officers who could guide them at the time of admission. (para 10.26).

131. It is necessary to ensure that tribal students who successfully complete their studies do not remain unemployed for long. Separate cells should be set up in the Tribal Welfare Departments to follow up the careers of tribal students who have received technical or higher education and to assist them, wherever necessary, in finding jobs appropriate to their qualifications and attainments. (para 10.27).

132. The scheme to improve the prospects of employment of tribal candidates passing out from I.T.Is. by giving them stipends and attaching them as unpaid apprentices to selected industrial organisations, which the Government of West Bengal have under consideration, is well worth a trial; it may be treated as a Centrally sponsored scheme. (para 10.28).

133. Standards may be relaxed slightly while considering the applications from tribal students for admission to technical institutes. If necessary, they may be required, after joining the institutes, to put in extra periods and even the duration of the courses may be extended by a year or so to enable them to complete their courses. A follow-up programme after they have completed their courses should be an integral part of the programme of education and training of tribals in technical institutions. (para 10.29).

CHAPTER XI

MEDICAL AND PUBLIC HEALTH

134. Doctors will not willingly serve in the tribal areas and will try to get out of those areas if posted, by inventing excuses, unless incentives are given in the shape of allowances and the conditions of living made attractive by providing them with free furnished quarters. (para 11.2).

135. To make service for a specified term in the tribal areas obligatory, a certain number of seats be earmarked by the State Governments in Medical Colleges for persons willing to work in tribal areas for a minimum period of five years. The cost of their training may be met by the State Government and failure to honour the undertaking should entail refund of the money spent on their education. The question of setting up of a Corps of Doctors for tribal areas on the pattern of the Central Family Planning Corps of Doctors may also be considered. (para 11.2).

136. A stage has been reached when more stress needs to be laid on public health and preventive measures than on the establishment of new hospitals and dispensaries. The aim of the health programme in the Fourth Plan should be to ensure a fuller utilisation of the existing facilities. Steps should be taken to fill the vacant posts of doctors and other personnel and to strengthen the existing hospitals and dispensaries and expand their coverage. More mobile dispensaries should be started to cater to the needs of remote areas; and in inaccessible places arrangements should be made to provide first-aid boxes in the schools and other suitable places. Mobile dispensaries should be attached to the sub-divisional hospitals and visits to the villages should be made according to a well-planned schedule after giving advance information to the villagers. Until communications in

tribal areas improve, schemes such as, bullock-cart schemes to serve as mobile medical vans should be continued. (para 11.3).

137. Primary Health Centres should be located in places where they can cater to the needs of as many villages as possible. The Team trusts that hereafter the more backward areas will be given priority while opening these centres. (para 11.4).

138. The Team would stress the need for the spread of health education among the tribals. As the tribals are illiterate, audio-visual methods may be adopted to put across to them the basic principles of health and sanitation. (para 11.5).

139. For the control of leprosy, steps should be taken initially to organise leprosy surveys by qualified doctors. The existing leprosy clinics should be upgraded to control units and provided with the requisite number of sub-clinics for extensive as well as intensive leprosy control work. Beds should be reserved for the tribal patients in general leprosy hospitals which normally are not fully occupied. Occupational-*cum*-therapy vocational training centres should be established in the leprosy clinics having a sizeable number of patients. Vocational training should also be arranged for tribal patients after they are discharged from the leprosy clinics. (para 11.6).

140. The results of the scheme launched by the Government of West Bengal for the training of tribal girls as general duty assistants and for their subsequent absorption in hospitals and health centres may be watched and, if successful, it may be adopted by other States. (para 11.7).

141. The Tripura Administration may take up with the Government of India the question of strengthening the existing arrangements to control malaria. (para 11.8).

142. The scheme for providing financial assistance in the shape of conveyance charges to poor tribal patients living in remote areas and suffering from serious diseases to enable them to go to the nearest hospital, as is in operation in Tripura, may be adopted by other States. The States may also consider the desirability of providing ambulances at the sub-divisional headquarters for carrying expectant mothers to the nearest maternity centre and patients in serious condition to the nearest hospital. (para 11.9).

143. The need for the provision of adequate sources of drinking water in the tribal areas cannot be over-emphasised and highest priority should be given to it in the Fourth Plan. The States should undertake a survey of the tribal areas to locate villages where drinking water supply is scarce and a phased programme of sinking wells or providing drinking water by such other methods, as may be feasible, drawn up to be implemented within a reasonable period. Sizeable amounts should be provided in the Fourth Five Year Plan to ensure that no village in the tribal area is without a safe source of drinking water. (para 11.11).

144. In places as in States like Assam and Nagaland, where water supply through gravitation is not possible or is very expensive because of the location of villages which are mostly situated on hill-tops, it may be worthwhile undertaking major schemes whereby drinking water is pumped to storage tanks in some selected villages situated at the highest altitude in the area for distribution by the gravitational method to villages located lower down. (para 11.11).

CHAPTER XII

TRANSPORT AND COMMUNICATIONS

145. In Andhra Pradesh, the road from Khalapur to Paderu, although completed, was reported to be unfit for traffic because of an inexcusable omission to construct a few culverts. The result is that tribals who could have marketed their produce within the limits of Andhra Pradesh have now to take it to Orissa for sale. (para 12.2).

146. In Bihar, the interior areas are still devoid of adequate means of communications. The Team was told that many areas in Santhal Parganas were not even connected with the weekly markets (Hatias.) (para 12.3).

147. In Manipur, absence of good roads has stood in the way of development, besides making the efficient distribution of available commodities difficult. (para 12.4).

148. In Dadra and Nagar Haveli, to prevent the surface of roads being washed away during the monsoon, the existing roads should be black-topped. The Damanganga Cause-way to Rakholi may be converted into a regular bridge so that the area may not be cut off from the outside world during monsoon. (para 12.5).

149. Several villages in Surat district in Gujarat are inaccessible during the monsoon. In any programme for extending communications in the Fourth Plan, a high place may be given to the construction of roads in this district. (para 12.6).

150. In Nagaland, a survey is called for to ascertain the economic needs of the various areas and roads should be constructed to meet those needs. Roads are urgently needed to open up the valleys and certain other areas in the foot-hills which are particularly suitable for agricultural development. Further the roads now in existence need to be linked up with those in neighbouring States to promote the economic development of Nagaland. (para 12.7).

151. In any programme of road construction in the Fourth Plan period, special attention should be paid to the needs of the backward areas in Tuensang and Chakesang and Zeliang-Kuki areas in Kohima (Nagaland). (para 12.7).

152. The bridging of the rivers and improvement of communications should be given high priority in Banswara district in Rajasthan. (para 12.8).

153. In Himachal Pradesh, priority should be given to schemes for establishing proper communications in the Pangi area. The possibility of connecting Pangi with Chamba by a tunnel through the Rohtang Pass may also be examined.

The following roads may be undertaken to connect border areas with headquarters of sub-divisions and districts :—

1. Rohtang—Dandi—Udaipur—Killar and Batot Road;
2. Sumdo—Kaza Road;
3. Keylong—Kaza Road;

4. Killar—Keylong Road;
5. Chanju—Tindi Road;
6. Aihju Surahi Pass—Khadamukh—Kalicho Road; and
7. Tisa Devikothi Ahal Road.

Link roads should be constructed to connect the valleys with the main roads and also foot-paths and bridle-paths to enable access to pastures in Lahaul and Spiti, Pangi and Bharmour and Kalpa. (para 12.9).

154. In Tripura, there is an urgent need to open up certain isolated areas, particularly the border areas of Kanchanpur and Jampoi Hills, where all-weather roads should be constructed. (para 12.10).

155. The extension of the rail link upto Sabroom, the southern-most sub-divisional town of the Territory is important not only for the all round development of Tripura but also for defence purposes. (para 12.10).

156. It would be useful if the Central Road Research Institute could investigate and lay down suitable specifications for the construction of cheap and durable roads in Tripura, keeping in view the materials available localy for road building and the topographical features of the area. (para 12.10).

157. In Mysore, adequate funds should be provided for the maintenance and upkeep of roads. The Forest Department, the Public Works Department or the Panchayats concerned, depending on the location of the roads, should be entrusted with the responsibility for the maintenance of roads constructed for the benefit of the tribals. ((para 12.11).

158. In West Bengal, it is necessary to draw up a perspective plan for the development of communications in the tribal areas and for this purpose, adequate funds should be provided in the tribal welfare budget. The Tribal Welfare Department has also no technical staff to undertake periodical repairs. Unless timely repairs are undertaken, the money spent on road construction will prove to be a waste of public funds. Roads, after construction, may be taken over for maintenance by the Road Department. In some cases, however, it may be expedient to make the Panchayats or local bodies responsible for such works. For this purpose, suitable grants may be made to them from the Tribal Welfare or Road Department funds. (para 12.12).

159. Work on certain roads in Yercaud Block (Madras) which had been taken up for construction in accordance with the Master Plan has had to be suspended for want of funds. Funds may be provided urgently to complete the half-finished work. Otherwise, the surface formation will be washed away in the monsoon and the money already spent will be wasted. (para 12.13).

160. Most of the tribal villages in Yercaud and Kolli Hills are located in hilly areas and are not connected either by rail or road. A phased programme for the construction of link roads and approach roads may be drawn up to connect these villages with the main roads. (para 12.13).

161. Car Nicobar Islands are vulnerable to attack and a naval base is essential in view of their strategic importance. A motor boat should be

provided for going round the islands to establish contacts with the Onges. A ferry and a motor boat are essential for inter-island communication between Little Andamans and the other islands. Two or three helicopters are also needed to facilitate transport. (para 12.14).

162. In Kerala, the Harijan Welfare Department should bring to the notice of the Public Works Department the needs of the tribal areas and see that a reasonable percentage of the provision made under transport and communications in the State's Fourth Five Year Plan is earmarked for the development of communications in those areas. (para 12.15).

163. In the eastern part of Thana district and in the Dhulia district in Maharashtra there is a dearth of fair-weather roads. Although the Chanda town (the district headquarters) is connected by roads with the adjoining districts, there are no good roads within the district connecting the interior areas with the district headquarters. Three rivers—the Pamul Gautam, the Indravati and the Parla Kota—overflow during the monsoon and cut off completely the tribal areas of the three tehsils. Bridges should be constructed on these rivers for facilitating communications. (para 12.16).

164. In Madhya Pradesh, the construction of bridges, culverts and causeways, should be taken up on a priority basis in accordance with a phased programme. Initially only such roads may be constructed as are vital to tribal and forest economy. (para 12.17).

165. In Orissa, enough attention has not been paid to the opening up of communications in the tribal areas. The few feeder roads and bridle-paths which have been built are of poor construction and are washed off quickly by rains. Besides, they are not being properly maintained. (para 12.18).

166. In Assam, according to the revised 'GRID & STAR' formula drawn up by the Government of India all the four Autonomous Hill districts of Assam should have 10,512 miles of motorable roads at the end of the year 1981. The achievement at the end of the Third Five Year Plan, however, was only 2,606 miles. Thus, there is a deficiency of 7,906 miles to be made up before the target of 10,512 miles can be reached. It is of the utmost importance to accelerate the construction of roads in Assam. (para 12.19).

167. In Laccadive, Minicoy and Amindivi Islands, for passenger traffic. the people depend entirely on motor vessels plying between the islands and the mainland ports. There is no all-weather ship playing between the islands and the mainland. An order has already been placed for the purchase of an all-weather ship. Inter-island communications should be improved by the provision of more motor boats. (para 12.20).

168. In NEFA, the rugged terrain, the rapid rise and fall of the hills and their unstable character, the frequent land shifts due to earthquakes. the steep fall in gradients over a relatively short distance from the Tibetan plateau 14,000 feet above sea level to the flat Brahmaputra basin in the plains have added to the difficulties of construction. Nevertheless, the challenge has to be met and it will be necessary to give priority to road construction in this area for many years to come. (para 12.21).

169. In NEFA, there was a proposal to connect Siang to North Lakhimpur by a direct route which would reduce the distance by over 100 kms. Priority should be given to the construction of this road. The Team

also recommends that urgent steps should be taken to widen and blacktop the Margherita-Changlang-Khonsa Road. (para 12.21).

170. With a view to pooling available resources for road construction works, the Government of Manipur have established a Road Construction Board to coordinate the activities of different agencies in charge of road construction. The Team recommends a similar approach in other States also. (para 12.22).

171. Priority should be given to such roads as can be used throughout the year and those which link up the tribal villages with the weekly markets, hospitals, dispensaries and schools. (para 12.23).

172. In some of the States, ambitious schemes of road development are being financed from the meagre tribal welfare funds. Since funds under the Backward Classes Sector are meant to supplement, and not to supplant the provision in the general sector, such diversion of funds should not be allowed. (para 12.24).

CHAPTER XIII

INDUSTRY, MINERALS AND POWER

173. The Team sees no reason why the responsibility should not be cast on the projects, which acquire tribal lands, to draw up a training programme for the tribal people to absorb as many of them as possible in skilled and semi-skilled jobs on the projects. As in view of their illiteracy tribals will not be in a position to take full advantage of the training facilities offered, steps should be taken in advance to open more schools in the area, preferably of the Ashram type, which will turn out students reasonably well-equipped to take advantage of the training facilities and other employment opportunities offered by the project. (para 13.1).

174. The survey of mineral resources in the tribal areas may be given priority and a phased programme drawn up for the purpose. (para 13.2).

175. Training is not an end in itself and it is only through an adequate follow-up programme that the benefits of the training can be secured to the trainees. Unless adequate steps are taken to provide employment opportunities to the trainees or facilities to get them settled in the trades in which they have undergone training, the resultant unemployment will lead to frustration bringing the whole system of vocational training into disrepute among the tribals. Care should be taken in the selection of trades to turn out craftsmen for whose skill there is a demand in the vicinity. Basic factors such as the availability of raw materials, a ready market for the goods produced, etc., should be taken into consideration while starting training-*cum*-production centres. The training to be provided should be intensive and the skills acquired should be such as to enable the trainees to produce goods of marketable quality. (para 13.3).

176. Instead of expending scarce resources in imparting training of a superficial type to a large number of persons, it would be better to concentrate effort on a few training-*cum*-production centres and impart intensive training to a limited number of students. (para 13.3).

177. Wherever possible training programmes may be so arranged as to harness the traditional skills of the tribals. (para 13.3).

178. A special survey of hydro-electric potential of mountainous streams be undertaken particularly in remote tribal areas which it would be uneconomic to cover by the conventional grid. (para 13.4).

CHAPTER XIV

ADMINISTRATION AND INSTITUTIONAL SET-UP

179. Administration in the tribal areas, to be effective, should be geared to suit the requirements of a population living in widely sundered and often inaccessible places and should take into account the primitive nature of their social organisation, their illiteracy and poor economic condition. Simplicity should be its key note, particularly at the district and village levels. (para 14.1).

180. The existing arrangement whereby tribal welfare is clubbed with the welfare of Scheduled Castes and other Backward Classes is both wrong and administratively inexpedient. (para 14.2).

181. Tribal welfare is one amongst a host of miscellaneous social welfare activities which the Department of Social Welfare is called upon to handle. In such a situation it is difficult to expect tribal welfare to receive the attention which its importance deserves. The Team reiterates the recommendation of the S.A. & S.T. Commission that a separate Department of Tribal Welfare should be created in the Ministry of Home Affairs and suggests that pending its creation a separate wing should be set up in the Department of Social Welfare to deal exclusively with the problems of tribal welfare. (para 14.3).

182. It is high time, if the existing set-up is to work with a reasonable degree of efficiency, the Department of Social Welfare is placed in charge of a whole-time Secretary. (para 14.4).

183. The Social Welfare Department should have at its disposal the services of experts in the fields of Cooperation, Education, Agriculture, Forests, etc., so as to be in a position to follow up actively the progress of work in these fields in the tribal areas. (para 14.5).

184. It is clear that the withdrawal of the field organisation of the Commissioner for Scheduled Castes and Scheduled Tribes, which had taken about a decade to build up, before the Department of Social Welfare was ready with a field organisation of its own was somewhat hasty. The Study Team can only urge at this stage that steps should be taken without delay to see that the vacuum thus created is not left unfilled for any considerable length of time. (para 14.7).

185. The functions of the Zonal Directors should be clearly defined without delay to ensure that adequate attention is paid to the tasks they are expected to perform. The Department of Social Welfare may consider whether the present jurisdictions of the Zonal Directors are not too large for effective coverage. For instance, the charge of Zonal Director of the Eastern Zone seems to be too heavy considering the inadequacy of communications and difficulties of touring in mountainous terrain. (para 74.8).

186. The Study Team can hardly regard as satisfactory an arrangement where the Commissioner for Scheduled Castes and Scheduled Tribes is required to discharge his Constitutional functions through the very agencies on whose performance in certain spheres he may be called upon, by virtue of his office, to sit in judgement. The Team recommends that his organisation may be strengthened suitably to enable him to make independent enquiries in the field with regard to matters connected with the working of the safeguards provided in the Constitution for the Scheduled Tribes. (para 14.10).

187. It is possible to visualise cases where the Commissioner may find it necessary to avail himself of the assistance of Universities or other agencies in undertaking studies on his behalf. To enable the Commissioner to reimburse the cost of such studies, the provision necessary for the purpose may be placed at his disposal. (para 14.10).

188. While reiterating the recommendation of the S.A. & S.T. Commission for the appointment of a separate Commissioner for Scheduled Tribes, the Team suggests that, if considered necessary, Article 338 of the Constitution may be amended to provide for the appointment of two Special Officers—one for the Scheduled Castes and another for the Scheduled Tribes. (para 14.11).

189. Undivided attention of a Minister of Cabinet rank is necessary in the States which have a tribal population of over a million to provide the drive and direction so essential for progress. Where the Chief Minister himself happens to be the Minister in charge, as was the case till recently in Andhra Pradesh—an arrangement which had made for effective coordination—the Team suggests that a Deputy Minister be appointed to assist the Chief Minister and relieve him of the burden of routine work. (para 14.13).

190. It appears that no attempt has so far been made to study the set-up in the States dealing with the tribal programmes with a view to streamlining their working. The Department of Social Welfare should take up as a matter of some urgency a comparative study of the administrative machinery for the welfare of Backward Classes in various States. The Team considers such a study essential for the setting up of an efficient machinery capable of achieving the desired measure of progress within a reasonable period. (para 14.14).

191. Separate District Officers for tribal welfare should be appointed to work under the Director of Tribal Welfare in Andhra Pradesh. (para 14.15).

192. A Directorate of Tribal Welfare at the State level is necessary in Bihar to provide the necessary supervision and guidance to the field staff in the implementation of various welfare schemes. (para 14.15).

193. The Team feels that in the districts in Bihar having substantial tribal population the appointment of a wholetime officer of the rank of Additional District Magistrate, invested with all the powers of Collector/Deputy Commissioner under the tenancy and other enactments of a protective nature, who should be responsible for tribal welfare including work relating to protective legislation, T.D. Blocks, redressal of grievances of Scheduled Tribes, etc., will ensure unified control and direction and assist in improving the working of tribal welfare measures. (para 14.15).

194. In Madras, it would make for better coordination of tribal welfare policy if one Department of the State Government is in charge of the tribal welfare. (para 14.15).

195. There should be a full-time Director of Tribal Welfare in Maharashtra, which has large tribal population to look after their interests. Pending the creation of the post of a full-time Director, the post of Joint Director, which the Team understands was in existence sometime back, should be received to ensure that tribal welfare work receives adequate attention. (para 14.15).

196. The post of Director of Tribal Welfare and *ex-officio* Director of Tribal Research Institute should be bifurcated and a whole-time Director of Tribal Welfare appointed in West Bengal. (para 14.15).

197. A Tribal Welfare Officer should be appointed to look after the welfare of the Nicobarese in Andaman & Nicobar Islands. It is also desirable to appoint Deputy Directors for Tribal Welfare, one for the Andaman group of islands and the other for the Nicobar group of islands. The entire work in the Territory should be coordinated by a Director of Tribal Welfare at the State level. (para 14.16).

198. The Development Commissioner in Manipur should be given secretariat status to enable him to function effectively at the State level and suitable administrative and financial powers should be delegated to the Additional Commissioner. (para 14.16).

199. In Tripura, there is an urgent need to streamline the administration in the tribal areas and to reorganise the Tribal Welfare Department. The Administration has already a proposal under consideration for the creation of a Directorate for the Welfare of Scheduled Tribes, Scheduled Castes and other Backward Classes, in place of the existing organisation which is in the charge of the Additional District Magistrate (Development). The technical staff needed for the Directorate should be obtained on deputation on a selective basis from the respective departments and placed under its direct supervision during the deputation period. (para 14.16).

200. In all the States with over one million tribal population there should be a full-time Director for Tribal Welfare who should be given the status of *ex-officio* Joint Secretary/Deputy Secretary of the department concerned. (para 14.17).

201. Administrative machinery at the district level be reorganised on the lines suggested by the S.A. & S.T. Commission, namely that (i) the Collector of the District should be in overall charge of developmental activities and that all the heads of the departments in the districts and their subordinates concerned with the work of the Scheduled Tribes, should function under his supervision, guidance and control and (ii) in the States having Scheduled Areas, above the Collectors, there should be an officer of the status of a Commissioner in overall charge of the tribal districts, who should be clothed with plenary powers, subject to the condition that in regard to important questions of policy he should consult the State Government. (para 14.18).

202. The important recommendation of the S.A. & S.T. Commission that contiguous Scheduled Areas in different districts might be formed into

separate districts and an unwieldy large district divided into two or more separate districts does not appear to have received the consideration its importance deserves. (para 14.19).

203. During its tour in Andhra Pradesh, the Team was informed that the Agency areas were not receiving sufficient attention from the district officers and that the time had come for constituting the extensive tribal belt lying in four different districts (Srikakulam, Visakhapatnam, East Godavari and West Godavari) into two separate districts for facilitating quick development of the area. (para 14.20).

204. In the interest of efficiency, some of the hill districts of Himachal Pradesh may well be reorganised. The Spiti sub-division may be transferred to the adjacent Kinnaur district, and the Pangi tehsil of Chamba district, which is cut off by mountains from the rest of Chamba district but which is adjacent to Lahaul district, may along with the Lahaul sub-division, form a new district with Udaipur as the district headquarters. The reorganisation of the districts of Chamba, Lahaul & Spiti and Kinnaur should facilitate the introduction of the single-line pattern of administration and tribal development. (para 14.21).

205. In Manipur, it would be advisable to have at least one more district to lighten the charge of the officers at the district level. (para 14.22).

206. The Union Territory of Tripura needs to be divided into two or three districts in order that the charge of the district officers may become manageable. (para 14.22).

207. The two taluks of North Wynad and South Wynad in Kerala should be merged and attached as a single taluk of Cannanore or Calicut district. (para 14.23).

208. The posting of officers in the areas having considerable tribal population should be made on a selective basis without disturbing the general service cadre and only such persons should be drafted to these areas as have an aptitude for this type of work. (para 14.24).

209. Officers posted in the tribal areas should learn tribal languages. (para 14.24).

210. To make the service conditions in tribal areas attractive, there should be a scheme of incentives like special allowances, housing facilities, arrangement for proper education of officers' children, etc. The Team would even recommend the setting up of sub-cadres of officers to work in the tribal areas in all the departments concerned in the various States. (para 14.24).

211. The Study Team regards the unsatisfactory working of the system of Democratic Decentralisation in tribal areas as the inevitable result of imposing on a primitive social organisation a system which even the sophisticated communities in the plains have failed to work with any marked degree of success. As pointed out by the Committee on Special Multipurpose Tribal Blocks more can be achieved "by reviving and strengthening the traditional Tribal Councils than by working in rivalry to the traditional village institutions". (para 14.27).

212. The provision in para 4 of the Fifth Schedule to the Constitution would appear to imply that in the event of there being no Legislative Assembly in a State, three-fourths of the members of a Tribes Advisory Council can be taken from amongst other members of these tribes although they may not be MLAs. This point may be examined further by the Department of Social Welfare and a decision taken which will serve as a guide. (para 14.30).

213. The Study Team would recommend a suitable amendment to the Constitution to provide for the establishment of Tribes Advisory Councils in Union Territories having a large tribal population. (para 14.31).

214. Meetings of Tribes Advisory Councils in the various States should be held regularly and their views in all matters pertaining to tribal welfare should be taken into account before finalising the programmes and plans for tribal welfare. (para 14.32).

215. While the present period of financial stringency may not be the proper time to appoint staff exclusively for the Tribes Advisory Councils, conditions should be created and facilities provided to enable the Councils to function effectively. For the effective implementation of the recommendations of the Councils it would be advantageous to set up Standing Committees of the Councils for different subjects—development programmes, indebtedness, land alienation, education, employment and so on. These committees may be required to meet as frequently as may be necessary to review in detail the performance in their respective spheres. (para 14.33).

216. The Tribes Advisory Councils in other States may well copy the methods of working adopted in Madhya Pradesh. (para 14.34).

217. The Central Coordinating Committee be reconstituted at an early date and its working so regulated as to make it an effective instrument for achieving the object in view. (para 14.35).

218. The formation of Coordination Committees in the States/Union Territories is of the utmost importance to ensure that there is proper coordination among the various Departments concerned with tribal welfare. (para 14.36)

219. In Kerala, the Inter-Departmental Committee which has been set up to expedite implementation of development programmes in tribal areas, should have the Minister of Harijan Welfare as its Chairman and the Heads of the Development Departments as its members. (para 14.36).

220. In Manipur, the Coordination Committee should be made more effective. (para 14.37).

221. The Study Team would urge the State Governments, who have not constituted Coordination Committees, to implement the recommendation of the S.A. & S.T. Commission that "a small committee of officials from the Tribal Welfare, Agriculture, Veterinary, Forest, Irrigation and Roads and Medical and Public Health Departments should be set up at the State level for coordination and effective implementation of tribal welfare programmes both in the Scheduled Areas and other tribal areas". The committee may also include the head of the Tribal Research Institute and

a representative each of the Education, Community Development and Co-operation Departments. (para 14.38).

222. The Progress, Evaluation and Coordination Cells, as constituted at present in some States are mainly agencies for collection of statistics and are totally ill-equipped to perform evaluation functions which involve field studies by groups of persons well versed in various disciplines. The Cells should be in the charge of a senior officer, preferably the Director of Tribal Welfare and should work in close conjunction with Tribal Research Institutes, wherever they exist. (para 14.39).

223. States and Union Territories with a sizeable tribal population may appoint Evaluation Committees, as in Orissa and Madhya Pradesh, to assess the impact of tribal development schemes in their areas during the three Plan periods. (para 14.40).

224. To be really effective, voluntary agencies should have their roots at the village level and not merely at the Block or District levels as generally appears to be the case at present. (para 14.41).

225. It has to be recognised that official effort, however efficient, cannot be a substitute for dedicated service which only a high minded voluntary agency can render. However sympathetic an official agency, it cannot bring to bear on its work that essential element of success in tribal welfare work namely, the human touch. While great care should be taken in the selection of voluntary agencies to work in tribal areas, it would be politically unwise and administratively inexpedient to dispense with their assistance altogether. (para 14.43).

226. Grants-in-aid should be given to voluntary agencies after a careful examination of past performance and to ensure that the agencies comply with the terms and conditions of the grant, the officers of the Tribal Welfare Departments and of the Zonal Directorates of the Social Welfare Department should periodically inspect all aided schemes and satisfy themselves that the grant is utilised for the purpose for which it was given. (para 14.43).

227. Voluntary organizations rarely have the resources to finance welfare schemes on their own over any length of time and it would be less than just to them to keep them waiting for funds needed for the smooth working of the schemes undertaken by them. In this connection, the Team would commend for adoption by other States the practice obtaining in Madhya Pradesh where the State Government arranges to pay 50% of the estimated expenditure in advance to the agencies concerned to ensure that lack of finance does not in any way hamper progress. (para 14.44).

228. To enable non-official agencies to plan ahead on a long term basis, a reasonably firm indication should be given wherever possible of the financial assistance that may be forthcoming over a period of say two to three years, if not for the entire Plan period. (para 14.44).

229. In the matter of grants, preference should be given to organisations which are willing to work for the advancement of the more backward amongst the tribal communities whose interests have been neglected in the past. (para 14.45).

230. Besides enlisting the cooperation of voluntary agencies, established voluntary organizations should be encouraged to build up cadres of trained and devoted workers who will take up service in the cause of tribal welfare as a career. (para 14.45).

231. The Centre may extend financial assistance as in the case of Bharatiya Adimjati Sevak Sangh to other approved voluntary agencies of an All-India character like the Ramakrishna Mission to help them to build up a cadre of life workers for service among the tribal communities and expand their activities. Similarly, the State Governments may encourage voluntary organisations which have established a reputation for dedicated work in their States to build up a cadre of workers in such spheres as Medical Relief and Public Health where the need for trained and competent workers is keenly felt. (para 14.45).

CHAPTER XV

RESEARCH AND TRAINING

232. The Tribal Research Institutes in various States have been generally doing useful work although the tendency still persists in some of them to concentrate attention on work of an academic nature, while in certain others much time, which could otherwise be more profitably employed on research, is spent on the periodical collection of routine statistics, a type of work which could more appropriately be handled by the Progress, Evaluation and Coordination Cells of the State Governments. (para 15.2).

233. To be adequately equipped, the Tribal Research Institutes should have the necessary expertise in disciplines like Agriculture, Cooperation, Industries, Forests, Education, Health, etc. If wholetime experts are ruled out on the ground of cost, the work of the Institutes should be so organized as to enable specialists from the appropriate Departments of the State Governments to be associated with their work as and when necessary. (para 15.3).

234. Tribal Research Institutes, to be effective, cannot work in isolation and in order to get the best out of them the Tribal Welfare Departments should feed them with problems as and when they arise and profit by their findings. Such coordination as exists now between the Tribal Welfare Departments and the Tribal Research Institutes is somewhat tenuous and needs to be considerably strengthened. (para 15.4).

235. While it is open to the administrative heads to accept or reject the advice rendered by the research workers of Tribal Research Institutes, the advice itself should be independent and uninhibited and should on no account be doctored to suit preconceived notions. To ensure independence of approach the Team would suggest the appointment of wholetime officers as heads of Tribal Research Institutes on the analogy of the practice followed in Bihar. The officers should be picked men who combine a scientific background with practical experience of tribal research and should be treated as departmental heads directly responsible to the Secretary to Government incharge of tribal welfare. (para 15.5).

236. The Advisory Committees set up by State Governments to guide and review the progress of Tribal Research Institutes do not meet regularly. The result is lack of direction and the absence of stimulus which a periodical review often provides. To be effective, these bodies should meet both regularly and frequently. (para 15.6).

237. It is not necessary to be dogmatic on the question of location of the Research Institutes at the State capitals or away from them as it is essentially a matter which has to be decided according to the conditions obtaining in each State. (para 15.7).

238. With a view to coordinating, guiding and encouraging research on tribal problems at the National level a beginning may be made by setting up a National Council of Tribal Research. The Council may be registered under the Registration of Societies Act to make it autonomous. (para 15.8).

239. The information collected during the Census has facilitated intensive studies and led to a better appreciation of the problems of Scheduled Tribes. The Team trusts that similar data will be collected and published by the Census Organisation in the ensuing Census. The need for associating the Census Organisation with the planning of research and development activities relating to Scheduled Tribes needs no emphasis. (para 15.10).

240. For coordination to be effective there should be unified control over the Tribal Orientation and Study Training Centres and the Tribal Research Institutes. The management and control of the Tribal Orientation Centres should also vest in the Departments of Tribal Welfare. There should be a common advisory board to review and guide the work of the two institutions. (paras 15.11 & 15.12).

CHAPTER XVI

CONSTITUTIONAL PROVISIONS

241. Although the Scheduled Areas and Scheduled Tribes Commission suggested a study of the protective legislation undertaken in pursuance of the provisions of the Fifth Schedule to the Constitution in order to plug the loopholes and make the laws subserve the object in view, no serious attempt appears to have been made to follow up this important recommendation of the Commission. (para 16.3).

242. The Study Team regrets to note that the recommendation of the S.A. & S.T. Commission, that the State Governments should undertake general legislation applicable to both the Scheduled and non-Scheduled areas for the protection of the rights of tribals in land and forests and to prevent exploitation of tribals by moneylenders, has not received the attention that it deserved and that progress in regard to enactment of general legislation for the protection of tribals living in and outside the Scheduled Areas has not been satisfactory. (para 16.4).

243. The Team trusts that the Union Government, whose executive power extends to the giving of directions in regard to the administration of Scheduled Areas, will take early steps to check the tendency on the part of the States to reduce a Constitutional obligation, in regard to the submis-

sion of Governors' Report on Scheduled Areas, to an empty and meaningless formality. (para 16.5).

244. It seems desirable that a list of points aimed at eliciting information necessary for the proper evaluation of progress should be drawn up and communicated to the Governors for their guidance in the preparation of reports on the administration of Scheduled Areas. (para 16.6).

245. The Team sees no justification in letting the subject "Scheduled Areas" continue with the Ministry of Home Affairs when the Ministry is no longer administratively concerned with it. The Team suggests that pending the creation of the proposed Tribal Welfare Department, the subject may be transferred to the Department of Social Welfare which deals at present with the welfare of the Scheduled Tribes. (para 16.7).

246. As the tribal communities have not reached the same level of political development as the general population, the Study Team recommends that the provision for the reservation of seats for the Scheduled Tribes in the Lok Sabha and State Legislatures may be extended by a further period of ten years, that is till 1980. (para 16.17).

246A. Separate percentages of reservation in State services should be earmarked for Scheduled Castes and Scheduled Tribes. There is need to raise the reservation quota in such States where the reservation prescribed for Scheduled Tribes is not in proportion to their population in the State. (para 16.19).

247. The Study Team regards it as somewhat disquieting that despite the fact that reservation orders have been in force for over 17 years the representation of the tribal communities in the various services even under the Government of India is still only nominal. (para 16.21).

248. The present recruitment policy should be re-examined in the light of the weighty arguments urged against it by the Commissioner for Scheduled Castes and Scheduled Tribes and a satisfactory formula evolved to accelerate the intake of Scheduled Tribe and Scheduled Caste candidates while constituting a new service. (para 16.24).

249. While the Team sees no point in allowing unfilled vacancies to snowball over an indefinite period, it suggests that the vacancies may be frozen at the level at which they stand at the end of the two year period to be filled as and when qualified candidates become available. (para 16.25).

250. Although the Commissioner for Scheduled Castes and Scheduled tribes fears that for want of suitable candidates belonging to Scheduled Castes and Scheduled Tribes the latest instructions of the Ministry of Home Affairs regarding weightage are not likely to increase the percentage of representation of Scheduled Castes and Scheduled Tribes to any significant extent, the Team feels that the working of the present concession may be watched for some time before considering the question of extending the principle of reservation to all posts filled by promotion. (para 16.26).

251. The Study Team suggests that in all doubtful or border line cases the Employment Exchange should send to the Commissioner for Scheduled Castes and Scheduled Tribes a copy of the reasons given by the appointing authorities for the rejection of qualified candidates. (para 16.27).

252. The employment returns submitted by the Public Undertakings may be carefully scrutinised and the need for making appointments from among the members of the tribal communities impressed upon the Undertakings concerned. The appropriate agency to undertake scrutiny of the employment returns would be the Commissioner for Scheduled Castes and Scheduled Tribes. The staff of the Commissioner's office should be strengthened, if necessary, to enable him to undertake this work. (para 16.28).

253. Employment Cells, as in Bihar, may be set up in other States/ Union Territories with a sizeable tribal population to ensure that the tribal communities get their due share of employment in Government Services and elsewhere. (para 16.30).

ANNEXURES

LIST OF ANNEXURES

ANNEXURE I

(Reference para 1·1)

RESOLUTION CONSTITUTING THE STUDY TEAM ON TRIBAL DEVELOPMENT PROGRAMMES

Copy of Government of India, Planning Commission, Committee on Plan Projects, Resolution No. COPP/Adm/16(1)/66 dated the 26th October, 1966, setting up the Study Team on Tribal Development Programmes, and incorporating change in composition of the Study Team made subsequently.

No. COPP/Adm/16(1)/66 :Programmes for the welfare and development of scheduled tribes form an integral part of the Five-Year Plans. Although significant progress has been achieved in several directions, it is important that during the Fourth and Fifth Plan periods the process of economic and social development among tribal communities should be greatly accelerated. Rising levels of well-being, growing economic opportunities and greater integration with the rest of the population are essential both for the welfare of tribal communities and the progress of the country as a whole.

2. The Draft Outline of the Fourth Five Year Plan provides substantial resources for special programmes for the welfare of tribal communities and indicates a number of directions in which current development programmes should be reoriented. In the light of past experience, it has become essential that the schemes formulated should enable the tribal communities to secure an adequate share in the benefits of general development programmes and speed up their economic and social advance. With the object of giving practical effect to these recommendations and assisting State Governments in evolving concrete schemes of development which are specially adapted to the needs and conditions of tribal areas, at the suggestion of the Planning Commission, the Committee on Plan Projects have set up a Study Team on Tribal Development Programmes composed of the following :

(i) Shri P. Shilu Ao, Former Chief Minister of Nagaland.	Chairman
(ii) Shri L. M. Shrikant, Secretary, Bharatiya Adimjati Sewak Sangh and ex-Commissioner for Scheduled Castes and Scheduled Tribes.	Member
(iii) Shri T. Sivasankar, formerly Secretary in the Union Ministries of Irrigation and Power and Works, Housing and Supply and later Lt. Governor of Goa.	Member (Appointed from April 12, 1967, in place of Shri B. Mehta, IAS, Chief Secretary, Government of Rajasthan who left the Study Team on February 20, 1967, consequent on his appointment as Member, Official Language (Legislative) Commission).

3. The Study Team will work in close cooperation with the Planning Commission, the Department of Social Welfare, the Commissioner for Scheduled Castes and Scheduled Tribes, the Department of Community Development and other Central Ministries concerned. In consultation with the Chief Ministers of States, the Study Team will co-opt one or more members in each State to function as members of the Team in relation to tribal development programmes in respect of that State.

4. The Study Team, thus enlarged, will acquaint itself first hand with the problems and needs of tribal communities in each State, appraise the working of tribal development programmes, specially during the Third Five Year Plan, and make detailed and specific recommendations regarding programmes of development to be carried out during the Fourth Five Year Plan. Particular emphasis will be given to devising measures for carrying the benefits of development in different sectors as effectively as possible to tribal communities and to the building up of the economy of tribal development blocks and tribal areas. The Study Team will give special attention to measures for strengthening the personnel and machinery for implementing programmes for tribal development in each State. It will also suggest steps for harnessing the leadership and institutions among tribal communities so as to ensure their fullest participation in the tasks of economic and social development.

5. The Study Team is expected to complete its work over a period of one year.

6. The headquarters of the Study Team will be at New Delhi.

7. Ordered that the RESOLUTION be published in the Gazette of India for general information.

ANNEXURE II

(Reference para 1·1)

LIST OF CO-OPTED MEMBERS OF THE STUDY TEAM ON TRIBAL DEVELOPMENT PROGRAMMES

State/Union Territory	Name of Co-opted Member
Andhra Pradesh	Shri V. Raghaviah, B.A., B.L. Chairman, Andhra Rashtra Adimjati Sevak Sangh, Ramasubbaiah Street, *Nellore*.
Assam	1. Shri L. K. Doley, former Deputy Minister, Government of Assam. 2. Shri W. A. Sangma, Chief Executive Member, District Council Garo Hills. 3. Shri J. B. Hagjer, Minister for Education, Government of Assam.
Bihar	Shri Narayanji, General Secretary, Adimjati Seva Mandal, *Ranchi*.
Gujarat	Shri Zinabhai Darji, President, District Panchayat, *Surat*.
Madras	The State Government did not suggest the co-option of any person as Member but only nominated an officer for liaison (Shri P. Sankaran, Director of Harijan Welfare).
Madhya Pradesh	Shri Shyam Lal, Working Secretary, Kasturba Gandhi National Memorial Trust, Kasturbagram, *Indore*.
Maharashtra	Shri Uttamrao Baliram Rathod, M.L.A.
Mysore ... —	Mrs. Yashodhara Dasappa, 'Yesso Nivas', Langford Gardens, *Bangalore*-25.
Nagaland	Shri H. Zopianga, Development Commissioner and Ex-officio Secretary to Government of Nagaland.
Orissa	Shri Ambalal Vyas, Honorary Rural Welfare Officer, Tribal and Rural Welfare Deptt.
Rajasthan	(late) Shri Manikya Lal Verma, ex-MP.
West Bengal..	Shri N. Raychaudhari, ICS (Retd.) formerly Member, Board of Revenue & ex-officio Secertary to the Government of West Bengal, Tribal Welfare Department.
Himachal Pradesh	Shri Des Raj Mahajan, Speaker, Himachal Pradesh Vidhan Sabha.

Manipur	Shri L. Solomon, Finance Minister, Government of Manipur, was nominated as the Co-opted Member but as the Territory was under President's Rule at the time of the Team's visit, Shri T. Kipgen, Development Secretary, was treated as the Co-opted Member.
NEFA	Smt. Omem Deori.
Tripura	Shri H. S. Deb Barma, Additional District Magistrate (Development).

ANNEXURE III
(Reference para 1.2)

LIST OF POINTS

I. *Background Information :*

Areas predominantly inhabited by scheduled tribes—scheduled and tribal areas, tribal population, rate of growth, occupational distribution; pressure on land; availability of land for cultivation; social forces and mobility; migration and incentives; indebtedness and other economic problems; rights in land and forests; bonded labour; literacy; minerals in scheduled and tribal areas; economic exploitation by money-lenders, land-owners, contractors and other middle-men; measures taken and their impact; social disabilities; wasteful habits and customs and impact of three Plans on tribal life.

II. *Programmes of Economic Development :*

Agriculture-land utilisation, cropping pattern, chemical fertilizers and organic and green manures, improved seeds, horticulture, consolidation of holdings, agricultural credit, shifting cultivation, land reclamation, contour bunding, soil conservation, animal husbandry; cattle development; poultry development and fishery; irrigation—major, medium and minor and flood control; power; exploitation and afforestation of forests; labour capital in-puts; landless labour and their problems; agricultural marketing; cooperative movement; minerals; industries large scale, mineral based and agro-industries or rural industries including arts and crafts; construction programmes.

III. *Rural Works Programme :*

Review of the programme and its impact.

IV. *Education :*

Primary, middle and higher education—boys and girls; ashram schools, technical and vocational education; hostel facilities; wastage and stagnation; scholarships and other incentives; medium of instruction and text books; availability of teachers and their training and knowledge of tribal customs and language; women teachers; school hours and vacation; social education—literacy, youth clubs, mahila mandals, etc.

V. *Health and Hygiene* :

Diseases; extent of medical facilities and their utilisation; concepts of disease causation; problems of extending medical benefits in tribal areas; drinking water; family planning and housing.

VI. *Transport and Communications :*

Rail, road and postal communication facilities, difficulties inherent.

VII. *Community Development and Panchayati Raj :*

(a) Impact of Community Development Programme; Concept of Community Development; utilisation of other funds; problems faced by and evaluation of Tribal Development Blocks; Size of C. D. and T. D. Blocks; Impact of Panchayati Raj institutions on traditional panchayats.

(b) Area approach and pooling of resources.

VIII. *Employment* :

Agriculture, animal husbandry, forests, industry, mines, construction programmes and Government. Training programmes for employment under Government.

IX. *Administration :*

Present system for administration of tribal welfare programmes at State, District and Block levels; methods of coordination; supervision at field level; training of personnel; role of office of Commissioner for Scheduled Castes and Scheduled Tribes; Tribes Advisory Councils; Cadres for tribal welfare; incentive for staff; statistics and reporting.

Financial Administration : Formulation and approval of schemes; provision of funds, pattern of central assistance and release of funds; utilisation of funds and execution.

X. *Role of Voluntary Organisations :*

Voluntary organisations in tribal welfare; problems relating to finance, training, buildings, etc.; nature and scope of activities; constitution of cadres of social workers; assistance given by State Governments and Central Government and measures to strengthen.

XI. *Problems of Displaced Tribals :*

Nature and extent of the problem; measures taken.

XII. *Research :*

Tribal Research Institutes and publications; how best to integrate research findings for formulation of programmes.

XIII. *Studies already made and follow-up of the Recommendations.*

ANNEXURE IV

(Reference para 1.2)

QUESTIONNAIRE

1. What are the needs and problems of tribal communities? Whether any socio-economic survey has been conducted for ascertaining resources and for fixing targets and priorities of tribal development programmes?

2. (a) Whether any appraisal of the working of tribal development programmes under the Third Five Year Plan was made ? If so, what were the financial and physical targets and achievements?

   (b) Whether there was any shortfall under any programme? If so, what were the factors for slow progress?

   (c) How are those difficulties proposed to be met in the Fourth Plan ?

   (d) To what extent are the tribals benefited?

   (e) Is any imbalance created in development of different tribes and areas? If so, what special schemes are proposed to be undertaken to correct the imbalance?

3. (a) The Draft Outline of the Fourth Five Year Plan indicates a number of directions in which the current development programmes should be reoriented. In formulating the T.D. programmes, whether those directions have been taken into account? If so, please indicate the programmes so reoriented.

   (b) In the Fourth Plan, what are the concrete schemes provided to quicken the pace of development and make up the leeway and meet to the maximum extent possible the needs of tribal areas and communities?

4. For intensifying development in tribal areas, an area approach is suggested in the Fourth Plan particularly in programmes like communications, irrigation, forestry, processing industries, vocational and secondary education. Whether the area approach is adopted in formulating T.D. programmes in the Fourth Plan ? If so, in what schemes ?

5. T. D. programmes are supplemental to the general development programmes. Whether care has been taken to see that tribals secure an adequate share in the benefits of the general development programmes? If not, indicate the steps taken or proposed to be taken to ensure this.

6. Whether action has been taken to pool the resources available from C.D., T.D., and General Development Sectors for formulation and implementatoin of integrated development programmes in the tribal areas.

7. Has a perspective plan for tribal areas been prepared? If not, on the basis of available data, please prepare a perspective plan extending over a period of 10-12 years (upto the end of the 6th Plan) bearing in mind the following factors:

   (a) availability of resources, financial, human and physical, and

   (b) implementing capacity of the personnel.

   NOTE : The object of a perspective plan is to bring the tribals on a par with the rest of the community over a period of time.

8. Whether the existing machinery for formulation and implementation of the plan is adequate and effective? If not, what further steps are needed to strengthen the existing set-up?

9. What measures have been adopted to secure trained personnel for implementing programmes in the tribal areas?

10. What is the part played by voluntary agencies in formulation and implementation of T.D. programmes? How can their association be made more fruitful?

11. What steps have been taken for harnessing the leadership and institutions such as traditional panchayats, Tribes Advisory Councils, Tribal Research Institutes, Universities, etc. among tribal communities for ensuring their fullest participation in the task of development?

12. How is the coordination in formulation and implementation of T.D. programmes secured at different levels such as State (inter-departmental), regional, district, block and village? What further measures do you suggest for streamlining coordination?

13. What is the experience of the State in implementing T.D. programmes through Panchayati Raj Institutions. How far has the representation of tribals on the Panchayati Raj bodies helped implementation of programmes to be more effective?

14. What are the special schemes undertaken for development of agriculture; especially minor irrigation and soil conservation, horticulture, animal husbandry, poultry, piggery and fisheries? Which of these, if taken up intensively, would have greater impact on tribal economy?

15. What is the impact of the present forest policy and laws regarding afforestation and soil conservation on the psychology and the economy of tribals inhabiting forests? Whether any attempt has been made to reorient the forest policy to subserve the interest of the tribals on the one hand and the forest development on the other?

16. (a) What is the extent of indebtedness in the tribal areas ? What are the measures adopted to scale down past debts? How far are they effective? What is the impact of cooperative credit movement in reducing tribal indebtedness?

    (b) Has the State regulated money-lending to tribals? If so, what is the effect of the law on the tribal economy?

17. Please state the main problems and needs regarding tribal education. Whether the measures taken by the State Government or Central Government to meet the needs are adequate? Do you suggest any other schemes to strengthen the educational programme? What is the extent of wastage and stagnation?

18. What is the scope for development of village industries in tribal areas? What is the progress made during three Plan periods?

19. (a) Whether the medical facilities available in tribal areas are adequate? Is trained personnel available in the medical dispensaries? If not, what measures have been adopted to attract the trained medical personnel?

    (b) What is the programme to provide clean drinking water to tribals?

ANNEXURE V

(Reference para 1.4)

LIST OF REPORTS PUBLISHED ON SCHEDULED TRIBES AND BACKWARD CLASSES

1. Annual Reports of the Commissioner for Scheduled Castes and Scheduled Tribes.

   (The first appointment of the Commissioner for Scheduled Castes and Scheduled Tribes was made in November 1950. Since then the Commissioner has submitted 16 annual reports to the President; the 17th report for the year 1967-68 is now due.)*

2. Report of the Backward Classes Commission, 1955.
3. Report of the Study Team on Social Welfare and Welfare of Backward Classes, 1959.
4. Forty-eighth Report of the Estimates Committee of Parliament, 1959.
5. Report of the Committee on Special Multipurpose Tribal Blocks, 1960.
6. Report of the Scheduled Areas and Scheduled Tribes Commission, 1960-61.
7. Report of the Study Group on the Welfare of the Weaker Sections of the Village Community, 1961.
8. Report of the Special Working Group on Cooperation for Backward Classes, 1962.
9. Report on the Seminar on Employment of Scheduled Castes and Scheduled Tribes, 1964.
10. Report of the Advisory Committee on the Revision of the Lists of Scheduled Castes and Scheduled Tribes, 1965.

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* The report of the Commissioner for Scheduled Castes and Scheduled Tribes for the year 1967-68 has since been published.

ANNEXURE VI

(Reference para 2.1)

GENERAL CHARACTERISTICS OF SCHEDULED TRIBES

1.1 *Origin of the term "Scheduled Tribe"* : The need to specify tribes and tribal communities as "Scheduled Tribes" arose only after the Constitution of India came into force on January 26, 1950. In the Government of India Act, 1935, a reference was made to the "Backward Tribes" and the Thirteenth Schedule to the Government of India (Provincial Legislative Assemblies) Order, 1936, specified certain tribes as backward in the then Provinces of Assam, Bihar, Orissa, Central Provinces and Berar, Madras and Bombay. However, the first serious attempt to list "primitive tribes" in the country was made during the Census of 1931.

1.2 *Specification of Scheduled Tribes :* Article 342 of the Constitution povides that the President may with respect to any State or Union Territory specify the tribes or tribal communities or parts of or groups within tribes or tribal communities which shall be deemed to be Scheduled Tribes in relation to that State or Union Territory. In pursuance of this provision, the President made an Order in 1950, in relation to the then Part 'A' and Part 'B' States, called the Constitution (Scheduled Tribes) Order, 1950. In the following year a similar order was issued in respect of the then Part 'C' States.

1.3 *Revision of List of Scheduled Tribes* : Under the Constitution, the Presidential Orders, specifying the Scheduled Tribes, once issued can be varied only by a Law of Parliament. The need for varying the orders first arose when the Andhra State was formed in 1953 and again on the creation of the new State of Himachal Pradesh a year later. The implementation of the recommendations of the Backward Classes Commission necessitated a further revision of these Orders in 1956. These Orders were revised once again on the creation of the new States of Maharashtra and Gujarat by the Bombay Reorganisation Act, 1960. Separate orders were also made for the Andaman and Nicobar Islands in 1959 and for Dadra and Nagar Haveli in 1962. The reorganisation of Punjab in 1966 resulted in the transfer of lists of the Scheduled Tribes from Punjab to Himachal Pradesh. More recently five tribes in Uttar Pradesh and an equal number of tribal communities in Goa, Daman and Diu have been declared as Scheduled Tribes under the Constitution (Scheduled Tribes) (Uttar Pradesh) Order, 1967 and the Constitution (Goa, Daman and Diu) Scheduled Tribes Order, 1968 respectively. A list of the Orders and Acts specifying the Scheduled Tribes in various States/Union Territories now in force is at Appendix I.

1.4 *The Advisory Committee* (1965) : The Constitution has not expressly enunciated the principles or policy which should govern the classification of tribes as Scheduled Tribes. However, it will be evident from a perusal of the special provisions relating to Scheduled Castes and Scheduled Tribes in the Constitution that the classification proceeds on the recognition of their allround backwardness which in the case of Scheduled Tribes is mainly due to their habitation in inaccessible areas thus cutting them from the main stream of development and the consequent need for special measures for their advancement and welfare, the stress on the Scheduled Tribes being somewhat more than on the Scheduled Castes. Thus in the lists of Scheduled Tribes prepared in 1950 and 1956 the primitiveness and backwardness were the tests applied for specifying a tribe as a Scheduled Tribe. These lists, however, came in for criticism on a number of occasions in Parliament as well as outside on the ground that they lacked consistency and contained several anomalies. Accordingly, in June 1965, an Advisory Committee was set up for advising Government on the revision of lists of Scheduled Castes and Scheduled Tribes. The Committee, which submitted its report in August 1965, suggested revised lists of Scheduled Castes and Scheduled Tribes.

1.5 *Select Committee of Parliament* : After an examination of the Report of the Advisory Committee and in the light of further discussions held with State Ministers, Members of Parliament belonging to Scheduled Castes and Scheduled Tribes and leading social scientists, a Bill to amend the lists of Scheduled Castes and Scheduled Tribes [The Scheduled Castes and Scheduled Tribes Orders (Amendment) Bill, 1967] was introduced in the Lok Sabha on August 12, 1967. A motion for reference of the Bill to the Joint Committee* of both Houses of Parliament was adopted by Lok Sabha on 26th March, 1968 and was concurred in by the Rajya Sabha on 28th March, 1968. The Committee are currently at work.

1.6 *Position of Scheduled Tribes on the basis of* 1961 *Census* : In the 1961 Census a detailed tabulation of data was undertaken in respect of the Scheduled Tribes with a view to presenting statistics relating to their social and economic conditions to facilitate intensive study and better planning for their welfare. The succeeding paragraphs dealing with the population of Scheduled Tribes, their sex ratio, rural-urban classification, occupational distribution, literacy levels, religion, etc., are based on the 1961 Census data.

1.7 *Population* : The population of Scheduled Tribes was over 30 millions or 6·87% of the total population of the country. Appendix II shows the population of Scheduled Tribes in the various States and Union Territories. It will be seen that Madhya Pradesh has the largest population of Scheduled Tribes, *viz.*, 6·68 millions which is 20·6% of the State's population. Orissa comes next with a tribal population of 4·2 millions or 24 per cent of the total population of the State, and is closely followed by Bihar with a population of over 4 millions constituting 9 per cent of the total population of the State. There are some other States which have a tribal population of over one million. These are Gujarat (2,754,446), Maharashtra (2,397,159), Rajasthan (2,351,470), Assam (2,064,816), West Bengal (2,054,081) and Andhra Pradesh (1,324,368).

1.8 In terms of predominance of tribal population over the general population, however, the first place goes to the Union Territory of Laccadives, Minicoy and Amindivi Islands in which the proportion of tribal population to the total population of the Territory is as high as 97 per cent. This is followed by Nagaland where the Scheduled Tribes account for 93 per cent of the total population and NEFA (North East Frontier Agency) about 89 per cent, and Dadra and Nagar Haveli 88 per cent.

1.9 It is difficult to be precise regarding the exact number of individually distinct tribal communities, since the same tribes may bear slightly different names in the States where they are enumerated in the official list. Further, some of the communities which are notified as Scheduled Tribe in one State may have been notified as the sub-tribe of another tribe or even as Scheduled Caste in some other States. However, if a tally is made of all the tribes notified as Scheduled Tribes in the States and Union Territories, whether with the same or different nomenclatures and whose members were returned in the Census, the total number of such tribes comes to 633.

1.10 *Sex-ratio* : Classification of Scheduled Tribes by sex in different States and Union Territories is given in Appendix III. It will be seen that there are 987 females for every 1000 males amongst the Scheduled Tribes as against 941 females for every 1000 males in the total population. While this is the pattern for the country as a whole, the position differs from State to State. Thus, in the case of the Scheduled Tribes females outnumber males in Bihar, Kerala, Madhya Pradesh, Nagaland, Orissa, Punjab (before reorganization), Laccadives, Minicoy and Amindivi Islands, Manipur and NEFA; the sex ratio in these States/Territories ranges between 1003 and 1040 of females to 1000 of males. On the other hand, in States like Andhra Pradesh, Assam, Gujarat, Maharashtra and West Bengal, the number of females ranges between 927 and 978 for every 1000 males.

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*The Joint Committee of both House of Parliament on the Scheduled Castes and Scheduled Tribes Orders (Amendment) Bill, 1967.

1.11 *Rural-Urban Classification* : Over 97 per cent of the total tribal population lives in rural areas and less than 3 per cent in urban areas. The corresponding figures for the total population of India are 82 and 18 per cent respectively. The proportion of urban population among the Scheduled Tribes is the highest in Madras (5·7%) and the lowest in Himachal Pradesh (0·3%)*. State-wise Scheduled Tribes population in rural and urban areas is given in Appendix IV.

1.12 *Literacy* : The proportion of literates among Scheduled Tribes is 8·5 per cent for the country as a whole as against 24 per cent among the total population. Literacy among tribal males is 13·8 per cent as against 3·2 per cent among females; the corresponding percentages for the total population being 34·5 and 13 respectively. The percentage of literacy by sex amongst total population and Scheduled Tribes population in different States/Union Territories is given in Appendix V. It will be seen that excluding NEFA, where for the bulk of the population a simplified Census Schedule was convassed and information for the entire tribal population is not available, literacy among Scheduled Tribes is highest in Manipur (27 per cent) followed by Assam (24 per cent). It is lowest, being around 4 per cent, in Rajasthan and Dadra and Nagar Haveli. Although there is a considerable gap in respect of literacy between males and females in the total population, in the case of Scheduled Tribes the gap is much more pronounced notably in States like Gujarat, Madhya Pradesh, Maharashtra, Orissa, Punjab, Rajasthan, West Bengal, Himachal Pradesh, Tripura and Dadra and Nagar Haveli.

1.13 *Working Force* : The working force among the Scheduled Tribes is reckoned at 56·6 per cent as against 42·9 per cent for the total population. Among tribal males the proportion of workers is 61·2 per cent while among females it is 51·9 per cent, as compared to 57·0 per cent and 27·9 per cent among males and females respectively in respect of the total population. Appendix VI gives the details for individual States and Union Territories. It is will be seen that the proportion of workers among the Scheduled Tribes is higher than among the total population in all the States and Union Territories except Nagaland, L.M. &. A. Islands and NEFA.

1.14 *Occupational Distribution* : Appendix VII shows the occupational distribution among Scheduled Tribes population and for the country as a whole. The bulk of the working force among the Scheduled Tribes is to be found in the categories of cultivators and agricultural labourers. These two categories together account for about 88 per cent of the working population as against 70 per cent among the total population.

1.15 The proportion of cultivators among the working population is highest in Nagaland (95 per cent) and lowest in L. M. & A. Islands (1 per cent). All States/Union Territories, except Kerala show a predominance of cultivators over agricultural labourers. In Assam, Bihar, Madhya Pradesh, Punjab, Rajasthan, Himachal Pradesh, Tripura and Dadra and Nagar Haveli, the percentage of cultivators to total workers ranges between 76 and 87 while in Gujarat, Madhya Pradesh, Madras and Orissa it ranges between 56 and 75. In Andhra Pradesh, Maharashtra, Mysore and West Bengal the corresponding proportion of cultivators is lower between 44 and 52.

1.16 Kerala, with the proportion of agricultural labourers (41 per cent) higher than that of cultivators (26 percent), occupies a unique position among the States and Union Territories. There are practically speaking no agricultural labourers in L. M. & A. Islands and NEFA and they are negligible in Assam, Nagaland, Himachal Pradesh and Manipur and Andaman & Nicobar Islands. The States which show 30 per cent to 38 per cent of workers as agricultural labourers include Andhra Pradesh, Gujarat and Maharashtra. In the remaining States and Union Territories the percentage of agricultural labourers varies between 4 and 29.

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* Before re-organization in 1966.

1.17 Barring Andaman and Nicobar Islands and L.M. & A. Islands followed by NEFA, Himachal Pradesh, Andhra Pradesh and Assam where household industry absorbs a considerable number of workers, the percentage of workers in this category in other areas is small or negligible. In the category—"Other Services", the tribals are reported to have found substantial employment (75 per cent) in NEFA. The other States where a sizable number have secured employment in 'Other Services' are Kerala (19%), Madras (10%), Orissa (10%), Mysore (7%) and West Bengal (5%).

1.18 The percentage distribution of workers of Scheduled Tribes and of the total population into broad occupational categories in the various States and Union Territories is given in Appendix VIII.

1.19 *Cultivating Households* : Statistical data regarding households engaged in cultivation,classified by size of land cultivated, in rural areas for members of Scheduled Tribes based on information elicited in a 20 per cent sample during the 1961 Census is contained in Appendix IX. It will be seen that 54·7 per cent, or over half of the holdings, are of less than five acres. It is well known that the productivity of land in tribal areas is generally poor due to primitive methods of cultivation, absence of irrigation facilities and inferior fertility status of soils. Keeping these considerations in view, a holding of five acres does not constitute an economic unit in most of the tribal areas.

1.20 *Religion* : An overwhelming majority of tribal popuation are Hindus (89·4%) and a small number profess Christianity (5·5%). There are also in limited areas and in much smaller numbers tribals professing Buddhism (0·3%) and Islam (0·2%). About 4 per cent among them claim to have a distinct tribal religion of their own. Belief in the Supreme Being is almost universal among the tribal communities.

Hindus are found among the Scheduled Tribes in all the States and Union Territories, except Andaman and Nicobar Islands and Laccadive, Minicoy and Amindivi Islands and Christians among the Scheduled Tribes in a majority of the States and Union Territories. Buddhists among Scheduled Tribes are found mainly in Assam, Himachal Pradesh, West Bengal and Tripura and Muslims in Bihar, Gujarat, Himachal Pradesh, Maharashtra, West Bengal, Laccadive, Minicoy and Amindivi Islands. In the Laccadive, Minicoy and Amindivi Islands, the entire tribal population is Muslim. The classified details of tribal population according to religion in different States and Union Territories are given in Appendix X.

1.21 *Languages* : Many of the tribes have their own dialects. They are all in the category of spoken languages and do not have any script. Santhali is the mother tongue of over 3 million tribals of India. Next come Bhili, Gondi and Kuruk/Oraon each of which is spoken by over a million people. The details are given in Appendix XI.

APPENDIX I

CENTRAL ACTS AND PRESIDENTIAL ORDERS RELEVANT TO SCHEDULED TRIBES

(i) The Constitution (Scheduled Tribes) Order, 1950.

(ii) The Constitution (Scheduled Tribes) (Part C States) Order, 1951.

(iii) The Scheduled Castes and Scheduled Tribes Orders (Amendment) Act, 1956.

(iv) The Scheduled Castes and Scheduled Tribes Lists (Modification) Order, 1956.

(v) The Constitution (Andaman & Nicobar Islands) Scheduled Tribes Order, 1959.

(vi) The Bombay Reorganisation Act, 1960.

(vii) The Constitution (Dadra and Nagar Haveli) Scheduled Tribes Order, 1962.

(viii) The Punjab Reorganisation Act, 1966.

(ix) The Constitution (Scheduled Tribes) (Uttar Pradesh) Order, 1967.

(x) The Constitution (Goa, Daman and Diu) Scheduled Tribes Order, 1968.

APPENDIX II

TOTAL POPULATION AND SCHEDULED TRIBES POPULATION

State/Union Territory	Total Population	Population of Scheduled Tribes	Percentage of Scheduled Tribes population to total population	%age of tribal population to total tribal population of the country
1	2	3	4	5
INDIA	439,072,582	30,172,221	6·87	100·00
Andhra Pradesh	35,983,447	1,324,368	3·68	4·39
Assam	11,872,772	2,064,816	17·39	6·84
Bihar	46,455,610	4,204,784	9·05	13·94
Gujarat	20,633,350	2,754,446	13·35	9·13
Kerala	16,903,715	212,762	1·26	0·70
Madhya Pradesh	32,372,408	6,678,410	20·63	22·13
Madras	33,686,953	251,991	0·75	0·83
Maharashtra	39,553,718	2,397,159	6·06	7·94
Mysore	23,586,772	192,096	0·81	0·64
Nagaland	369,200	343,697	93·09	1·14
Orissa	17,548,846	4,223,757	24·07	14·00
Punjab*	20,306,812	14,132	0·07	0·05
Rajasthan	20,155,602	2,351,470	11·67	7·79
West Bengal	34,926,279	2,054,081	5·88	6·81
A. & N. Islands	63,548	14,122	22·22	0·05
Himachal Pradesh*	1,351,144	108,194	8·01	0·36
L. M. & A. Islands	24,108	23,391	97·03	0·08
Manipur	780,037	249,049	31·93	0·83
Tripura	1,142,005	360,070	31·53	1·19
Dadra & Nagar Haveli ..	57,963	51,259	88·43	0·17
N.E.F.A.	336,558	298,167	88·59	0·99

* Separate figures for Haryana, Punjab, Chandigarh and Himachal Pradesh, after the reorganization of these areas, have not yet been published by the Registrar General of India.

APPENDIX III

SCHEDULED TRIBES POPULATION CLASSIFIED INTO MALES AND FEMALES

State/Union Territory	Scheduled Tribes Population			Females per 1000 males
	Total	Males	Females	
1	2	3	4	5
INDIA	30,172,221	15,183,220	14,989,001	987
Andhra Pradesh	1,324,368	670,368	654,000	976
Assam	2,064,816	1,055,431	1,009,385	956
Bihar	4,204,784	2,087,995	2,116,789	1,014
Gujarat	2,754,446	1,398,478	1,355,968	970
Kerala	212,762	106,076	106,686	1,006
Madhya Pradesh	6,678,410	3,334,363	3,344,047	1,003
Madras	251,991	129,185	122,806	951
Maharashtra	2,397,159	1,211,605	1,185,554	978
Mysore	192,096	98,337	93,759	953
Nagaland	343,697	171,233	172,464	1,007
Orissa	4,223,757	2,094,753	2,129,004	1,016
Punjab*	14,132	6,964	7,168	1,029
Rajasthan	2,351,470	1,220,433	1,131,037	927
West Bengal	2,054,081	1,043,042	1,011,039	969
A. & N. Islands	14,122	7,318	6,804	930
Himachal Pradesh* ..	108,194	54,719	53,475	977
L.M. & A. Islands	23,391	11,466	11,925	1,040
Manipur	249,049	123,162	125,887	1,022
Dadra & Nagar Haveli ..	51,259	26,002	25,257	971
Tripura	360,070	184,174	175,896	955
NEFA	298,167	148,116	150,051	1,013

*The figures relate to erstwhile Himachal Pradesh and Punjab before reorganisation in 1966.

APPENDIX IV

POPULATION OF SCHEDULED TRIBES IN RURAL AND URBAN AREAS

State/Union Territory	Total Scheduled Tribes Population	Rural Areas		Urban Areas	
		Population	Percentage to total	Population	Percentage to total
1	2	3	4	5	6
INDIA	30,172,221	29,399,823	97·4	772,398	2·6
Andhra Pradesh ..	1,324,368	1,267,287	95·7	57,081	4·3
Assam	2,064,816	1,996,783	96·7	68,033	3·3
Bihar	4,204,784	4,094,835	97·4	109,949	2·6
Gujarat	2,754,446	2,616,496	95·0	137,950	5·0
Kerala	212,762	203,599	95·7	9,163	4·3
Madhya Pradesh ..	6,678,410	6,603,325	98·9	75,085	1·1
Madras	251,991	237,663	94·3	14,328	5·7
Maharashtra ..	2,397,159	2,307,249	96·2	89,910	3·8
Mysore	192,096	182,161	94·8	9,935	5·2
Nagaland	343,697	333,834	97·1	9,863	2·9
Orissa..	4,223,757	4,136,206	97·9	87,551	2·1
Punjab*	14,132	14,132	100·0	—	—
Rajasthan	2,351,470	2,304,230	98·0	47,240	2·0
West Bengal	2,054,081	2,005,965	97·7	48,116	2·3
A. & N. Islands ..	14,122	14,122	100·0	—	—
Himachal Pradesh* ..	108,194	107,844	99·7	350	0·3
L. M. & A. Islands ..	23,391	23,391	100·0	—	—
Manipur	249,049	244,903	98·3	4,146	1·7
Tripura	360,070	356,372	99·0	3,698	1·0
Dadra & Nagar Haveli	51,259	51,259	100·0	—	—
N.E.F.A.	298,167	298,167	100·0	—	—

* The figures relate to erstwhile Himachal Pradesh and Punjab before reorganisation in 1966.

APPENDIX V

PERCENTAGE OF LITERACY AMONGST TOTAL POPULATION AND SCHEDULED TRIBES POPULATION

State/Union Territory	Total Population			Scheduled Tribes Population		
	Males	Females	Total	Males	Females	Total
1	2	3	4	5	6	7
INDIA	34·4	13·0	24·0	13·83	3·16	8·53*
Andhra Pradesh ..	30·2	12·0	21·2	7·26	1·48	4·41
Assam	37·3	16·0	27·4	31·09	15·72	23·58
Bihar	29·8	6·9	18·4	15·22	3·18	9·16
Gujarat	41·1	19·1	30·5	19·06	4·09	11·69
Kerala	55·0	38·9	46·8	22·63	11·92	17·26
Madhya Pradesh ..	27·0	6·7	17·1	9·25	0·97	5·10
Madras	44·5	18·2	31·4	8·93	2·73	5·91
Maharashtra ..	42·0	16·8	29·8	12·55	1·75	7·21
Mysore	36·1	14·2	25·4	13·24	2·81	8·15
Nagaland	24·0	11·3	17·9	18·99	10·57	14·76
Orissa	34·7	8·6	21·7	13·04	1·77	7·36
Punjab £	33·0	14·1	24·2	29·49	3·79	16·46
Rajasthan	23·7	5·8	15·2	7·39	0·28	3·97
West Bengal	40·1	17·0	29·3	11·20	1·76	6·55
Andaman & Nicobar Islands	42·4	19·4	33·6	15·56	6·31	11·10
Himachal Pradesh £	27·2	6·2	17·1	15·37	1·74	8·63
L. M. & A. Islands ..	35·8	11·0	23·3	34·40	10·61	22·27
Manipur	45·1	15·9	30·4	37·03	17·67	27·25
Tripura	29·6	10·2	20·2	17·37	2·31	10·01
Dadra and Nagar Haveli	14·7	4·1	9·5	8·28	0·41	4·40
N.E.F.A.	12·2	1·4	7·1	38·81	8·47	29·09*

*Excludes population 292,972 (144,586 Males and 148,386 Females) of NEFA as their distribution into literates and illiterates is not available.

£ The figures relate to erstwhile Himachal Pradesh and Punjab before reorganisation in 1966.

APPENDIX VI

PERCENTAGE OF WORKERS TO TOTAL POPULATION AND SCHEDULED TRIBES POPULATION

State/Union Territory	Total Population			Scheduled Tribes Population		
	Persons	Total workers	%age of workers	Persons	Total workers	%age of workers
1	2	3	4	5	6	7
INDIA* ..	438,774,729	188,571,542	42·98	29,879,249	16,922,491	56·63
Andhra Pradesh	35,983,447	18,663,042	51·87	1,324,368	811,387	61·27
Assam	11,872,772	5,137,411	43·27	2,064,816	1,060,581	51·36
Bihar	46,455,610	19,234,565	41·40	4,204,784	2,478,017	58·93
Gujarat	20,633,350	8,474,588	41·07	2,754,446	1,479,742	53·72
Kerala	16,903,715	5,630,333	33·31	212,762	99,961	46·98
Madhya Pradesh	32,372,408	16,929,177	52·30	6,678,410	4,058,924	60·78
Madras ..	33,686,953	15,351,621	45·57	251,991	143,060	56·77
Maharashtra ..	39,553,718	18,948,481	47·91	2,397,159	1,407,525	58·72
Mysore	23,586,772	10,726,346	45·48	192,096	102,498	53·36
Nagaland ..	369,200	219,310	59·40	343,697	202,536	58·93
Orissa	17,548,846	7,661,529	43·66	4,223,757	2,272,944	53·81
Punjab £ ..	20,306,812	7,101,146	34·97	14,132	9,283	65·69
Rajasthan ..	20,155,602	9,583,840	47·55	2,351,470	1,332,985	56·69
West Bengal ..	34,926,279	11,580,195	33·16	2,054,081	1,029,996	50·14
A. & N. Islands	63,548	31,194	49·09	14,122	7,572	53·62
Himachal Pradesh £ ..	1,351,144	805,487	59·62	108,194	68,307	63·13
L. M. & Amindivi Islands ..	24,108	12,449	51·64	23,391	11,927	50·99
Manipur ..	780,037	357,920	45·89	249,049	125,138	50·25
Tripura ..	1,142,005	437,229	38·29	360,070	185,747	51·59
Dadra & Nagar Haveli ..	57,963	34,794	60·03	51,259	31,716	61·87
NEFA* ..	38,705	26,164	67·60	5,195	2,645	50·91

*Excludes 297,853 population of NEFA.

£ The figures relate to erstwhile Himachal Pradesh and Punjab before reorganisation in 1966.

APPENDIX VII

OCCUPATIONAL DISTRIBUTION OF TOTAL POPULATION AND SCHEDULED TRIBES POPULATION

Occupational Category	Total Population		Scheduled Tribes Population		Percentage of Scheduled Tribes to total population
	Persons	Percentage to workers	Persons	Percentage to workers	
1	2	3	4	5	6
Total Population ..	438,774,729£	100·00	29,879,249£	100·00	6·81
Non-workers ..	250,203,187	57·02*	12,956,758	43·36*	5·18
Total workers ..	188,571,542	42·98* (100·00)	16,922,491	56·64* (100·00)	8·97
Cultivators ..	99,528,313	52·78	11,538,190	68·18	11·59
Agricultural Labourers	31,519,411	16·71	3,334,604	19·71	10·58
Mining, Quarrying Live-stock, Forestry, Fishing, Hunting and Plantations, Orchards and Allied Activities	5,221,216	2·77	578,333	3·42	11·08
Household Industry..	12,030,713	6·38	417,540	2·47	3·47
Manufacturing other than Household Industry	7,975,326	4·23	119,750	0·71	1·50
Construction ..	2,057,687	1·09	52,890	0·31	2·57
Trade and Commerce	7,651,965	4·06	66,323	0·39	0·87
Transport and Communications ..	3,019,084	1·60	46,486	0·27	1·54
Other Services ..	19,567,827	10·38	768,375	4·54	3·93

£ Excludes that portion of NEFA where simplified Census Schedule was convassed.
*Percentage to the total.

PERCENTAGE DISTRIBUTION OF WORKERS OF SCHEDULED TRIBES

State/Union Territory	Percentage of Workers		As Cultivators		As Agricultural Labourers		In Mining, Quarrying, Livestock, Forestry, Fishing, Hunting & Plantations, Orchard and Allied Activities	
	T	ST	T	ST	T	ST	T	ST
1	2	3	4	5	6	7	8	9
INDIA	43	57	53	68	17	20	3	3
Andhra Pradesh	52	61	40	48	29	34	3	4
Assam	43	51	65	84	4	3	10	2
Bihar	41	59	54	78	23	10	3	4
Gujarat ..	41	54	53	59	15	31	1	1
Kerala	33	47	21	26	17	41	9	8
Madhya Pradesh	52	61	63	72	17	20	3	2
Madras ..	46	57	42	58	18	21	3	7
Maharashtra ..	48	59	46	52	24	38	2	4
Mysore	45	53	54	44	16	29	3	12
Orissa	44	54	57	62	17	22	2	2
Punjab* ..	35	66	56	87	8	5	1	N
Rajasthan ..	48	57	74	87	4	4	2	3
Nagaland ..	59	59	88	95	1	1	N	N
West Bengal ..	33	50	39	49	15	28	5	14
A. & N. Islands	49	54	21	15	1	N	23	17
Himachal Pradesh* ..	60	63	83	85	1	1	1	N
L. M. & A. Islands	52	51	1	1	—	—	5	5
Manipur ..	46	50	65	92	1	1	N	N
Tripura	38	52	64	86	8	4	3	1
Dadra and Nagar Haveli ..	60	62	74	76	14	15	6	6
NEFA	68	51	1	3	N	—	1	N

T—Total.
ST—Scheduled Tribes.
N—Negligible
*The figures relate to erstwhile Himachal Pradesh and Punjab before reorganisation n 1966.

AND TOTAL POPULATION INTO BROAD OCCUPATIONAL CATEGORIES

At Household Industry		In Manufacturing other than Household Industry		In Construction		In Trade and Commerce		In Transport, Storage and Communications		In Other Services	
T	ST	T	ST	T	ST	T	ST	T	ST	T	ST
10	11	12	13	14	15	16	17	18	19	20	21
6	2	4	1	1	N	4	N	2	N	10	5
10	8	3	1	1	N	4	2	1	N	9	3
5	6	2	N	1	N	4	1	1	N	8	4
6	2	2	1	1	N	3	N	1	N	8	4
7	1	6	2	1	N	5	N	2	1	10	4
9	3	9	2	1	N	6	N	3	1	25	19
5	1	2	N	1	N	2	N	1	N	6	3
8	1	6	1	1	N	5	1	2	N	15	10
4	1	7	1	1	N	5	1	2	1	9	3
7	4	4	2	2	1	4	1	1	N	9	7
7	3	1	N	N	N	2	N	1	N	13	10
8	2	5	N	2	2	5	1	2	N	13	2
6	2	2	N	1	N	3	N	1	N	7	3
N	N	N	N	N	N	1	N	N	N	9	3
4	1	11	2	1	N	8	N	3	N	13	5
15	60	4	1	17	3	4	2	1	N	14	2
6	9	1	N	2	2	1	N	N	N	5	2
83	85	3	3	2	1	1	1	1	1	4	3
22	3	N	N	1	N	3	N	1	N	7	4
6	5	2	N	1	N	4	N	1	N	11	2
2	1	N	N	1	N	1	N	N	N	2	1
2	15	N	N	7	2	2	3	3	2	85	75

HOUSEHOLDS ENGAGED IN CULTIVATION, CLASSIFIED BY SIZE OF LAND CULTIVATED, IN RURAL AREAS FOR MEMBERS OF SCHEDULED TRIBES

(According to 20% sample of all households)

(in Acres)

Sl. No.	State/Union Territory	Households engaged in cultivation by size of land									
		Total		Less than 1		1·0 to 2·4		2·5 to 4·9		5·0 and above	
		Number	%age	Number	%age	Number	%age	Number	%age	Number	%age
1	2	3	4	5	6	7	8	9	10	11	12
	INDIA	840,765	100·00	46,127	5·49	198,600	23·62	215,216	25·60	380,822	45·29
1.	Andhra Pradesh	33,590	100·00	2,656	7·91	9,078	27·02	7,477	22·26	14,379	42·81
2.	Assam	63,311	100·00	2,722	4·30	16,133	25·48	21,994	34·74	22,462	35·48
3.	Bihar	1,43,093	100·00	11,060	7·73	41,257	28·83	43,795	30·61	46,981	32·83
4.	Gujarat	58,677	100·00	2,504	4·27	12,487	21·28	15,244	25·98	28,442	48·47
5.	Kerala	2,561	100·00	382	14·92	983	38·38	655	25·58	541	21·12
6.	Madhya Pradesh	1,97,786	100·00	7,609	3·85	25,542	12·91	37,699	19·06	126,936	64·18
7.	Madras	6,516	100·00	321	4·93	1,987	30·49	2,164	33·21	2,044	31·37
8.	Maharashtra	50,982	100·00	1,748	3·43	8,259	16·20	9,439	18·51	31,536	61·86
9.	Mysore	5,445	100·00	806	14·80	1,266	23·25	1,144	21·01	2,229	40·94
10.	Nagaland	10,651	100·00	543	5·10	4,461	41·88	2,948	27·68	2,699	25·34

1	2	3	4	5	6	7	8	9	10	11	12
11.	Orissa	1,23,607	100·00	7,214	5·84	38,672	31·29	33,206	26·86	44,515	36·01
12.	Punjab*	413	100·00	42	10·17	139	33·66	123	29·78	109	26·39
13.	Rajasthan	76,433	100·00	1,830	2·39	14,835	19·41	18,654	24·41	41,114	53·79
14.	West Bengal	45,598	100·00	4,994	10·95	15,455	33·89	13,259	29·08	11,890	26·08
15.	A. & N. Islands	381	100·00	50	13·12	142	37·27	42	11·03	147	38·58
16.	Dadra and Nagar Haveli ..	1	100·00	—	—	—	—	—	—	1	100·00
17.	Delhi	2	100·00	—	—	—	—	—	—	2	100·00
18.	Himachal Pradesh*	3,458	100·00	511	14·78	1,329	38·43	1,000	28·92	618	17·87
19.	L. M. & A. Islands	105	100·00	104	99·05	1	0·95	—	—	—	—
20.	Manipur	7,000	100·00	391	5·59	2,401	34·30	2,651	37·87	1,557	22·24
21.	Pondicherry	1	100·00	—	—	1	100·00	—	—	—	—
22.	Tripura	10,445	100·00	616	5·90	4,030	38·58	3,590	34·37	2,209	21·15

*The figures relate to erstwhile Himachal Pradesh and Punjab before reorganisation in 1966.

APPENDIX X

CLASSIFICATION OF SCHEDULED TRIBES BY RELIGION (1961 CENSUS)

Sl. No.	Name of the State/Union Territory	Total Population	Scheduled Tribes Population	Religion					
				Hindus	Tribal religion	Buddhists	Muslims	Christians	Others
1	2	3	4	5	6	7	8	9	10
	INDIA..	439,072,582	29,879,249 (6·80)	26,710,428 (89·39)	1,251,706 (4·19)	100,243 (0·34)	61,233 (0·21)	1,653,570 (5·53)	102,069 (0·34)
	STATES								
1.	Andhra Pradesh	35,983,447	1,324,368 (3·68)	1,319,614 (99·64)	—	216 (0·02)	11 (N)	4,524 (0·34)	3 (0·00)
2.	Assam	12,209,330*	2,362,983& (19·35)	1,132,071 (47·91)	343,707 (14·54)	21,992 (0·93)	3 (N)	567,324 (24·01)	4,914 (0·21)
3.	Bihar	46,455,610	4,204,784 (9·05)	3,030,209 (72·07)	729,248 (17·34)	—	1,315 (0·03)	444,012 (10·56)	—
4.	Gujarat	20,633,350	2,754,446 (13·35)	2,745,306 (99·67)	177 (0·01)	2 (N)	6,368 (0·23)	2,579 (0·09)	14 (N)
5.	Jammu & Kashmir	3,560,976	No Scheduled Tribes	—	—	—	—	—	—
6.	Kerala	16,903,715	212,762 (1·26)	202,645 (95·25)	—	—	7 (N)	10,110 (4·75)	—
7.	Madhya Pradesh	32,372,408	6,678,410 (20·63)	6,581,051 (98·54)	—	22 (N)	127 (N)	97,180 (1·46)	30 (N)

1	2	3	4	5	6	7	8	9	10
8.	Madras	33,686,953	251,991 (0·75)	251,486 (99·80)	—	—	12 (0·01)	487 (0·19)	6 (N)
9.	Maharashtra	39,553,718	2,397,159 (6·06)	2,372,552 (98·98)	—	15 (N)	21,882 (0·91)	2,694 (0·11)	16 (N)
10.	Mysore	23,586,772	192,096 (0·81)	192,036 (99·97)	—	—	52 (0·03)	4 (N)	4 (N)
11.	Nagaland	369,200	343,697 (93·09)	15,355 (4·47)	136,976 (39·85)	6 (N)	4 (N)	191,344 (55·67)	12 (0·01)
12.	Orissa	17,548,846	4,223,757 (24·07)	4,118,134 (97·50)	1,498 (0·04)	—	—	104,125 (2·46)	—
13.	Punjab@	20,306,812	14,132 (0·07)	5,953 (42·12)	—	8,179 (57·88)	—	—	—
14.	Rajasthan	20,155,602	2,351,470 (11·67)	2,351,131 (99·99)	—	—	34 (N)	235 (0·01)	70 (N)
15.	Uttar Pradesh	73,746,401	N.A.	—	—	—	—	—	—
16.	West Bengal	34,926,279	2,054,081 (5·88)	1,927,521 (93·84)	36,694 (1·79)	32,536 (1·60)	453 (0·02)	56,547 (2·75)	330 (N)

*Including population of N.E.F.A. (336,558).

&Including Scheduled Tribe population of N.E.F.A. (298,167), but All India total of Scheduled Tribe population and break-up in Columns 5 to10 against Assam includes only 5,195 persons *i.e.*, population of that portion of N.E.F.A. where simplified Census Schedule instead of All India Census Schedule was convassed.

@Separate figures for Haryana, Punjab, Chandigarh and Himachal Pradesh after the reorganisation of these areas have not yet been published by the Registrar General of India. After reorganisation the whole Scheduled Tribes population indicated against this State has been transferred to Himachal Pradesh. The present entry relates to erstwhile Punjab State before reorganisation.

1	2	3	4	5	6	7	8	9	10
UNION TERRITORIES									
1.	Andaman and Nicobar Islands ..	63,548	14,122 (22·22)	—	3,406 (24·12)	2 (0·01)	220 (1·56)	10,494 (74·31)	—
2.	Dadra and Nagar Haveli	57,963	51,259 (88·43)	50,787 (99·08)	—	—	—	472 (0·92)	—
3.	Delhi	2,658,612	No Scheduled Tribes	—	—	—	—	—	—
4.	Goa, Daman and Diu	626,667	N.A.	—	—	—	—	—	—
5.	Himachal Pradesh	1,351,144@	108,194 (8·01)	96,357 (89·06)	—	4,483 (4·14)	7,354 (6·80)	—	—
6.	Laccadive, Minicoy and Amindivi Islands	24,108	23,391 (97·03)	—	—	—	23,391 (100·00)	—	—
7.	Manipur	780,037	249,049 (31·93)	532 (0·21)	—	—	—	151,848 (60·97)	96,669 (38·82)
8.	Pondicherry	369,079	No Scheduled Tribes	—	—	—	—	—	—
9.	Tripura	1,142,005	360,070 (31·53)	317,688 (88·23)	—	32,790 (9·11)	—	9,591 (2·66)	1 (N)

@Separate figures for Haryana, Punjab, Chandigarh and Himachal Pradesh after the reorganisation of these areas have not yet been published by the Registrar General of India. After reorganisation, the whole Scheduled Tribes population indicated against Punjab's has been transferred to Himachal Pradesh. However, the present entry relates to erstwhile Himachal Pradesh before reorganisation.

Note.—The figures in brackets under Column 4 indicate percentage of Col. 4 to Col. 3. Figures in brackets under Cols. 5 to 10 show percentages of the respective columns to Col. 4.

APPENDIX XI

NUMBER OF SPEAKERS IN THEIR MOTHER TONGUES CONSIDERED AS TRIBAL LANGUAGES

Sl. No.	Mother tongue	Number of speakers 1951 Census	Number of speakers 1961 Census
1	2	3	4
1.	Abor Adi	2,167	3,912
2.	Agaria	4	98
3.	Aimol	335	108
4.	Aka/Hrusso	69	81
5.	Anal	3,239	5,522
6.	Andamanese*	27	17
7.	Angami	28,678	42,770
8.	Ao	48,723	57,745
9.	Asuri	1,510	4,540
10.	Banjari/Labhani	332,317	592,654
11.	Beriya*	N.A.	144
12.	Bhili	1,424,588	2,439,611
13.	Bhumij	N.A.	142,003
14.	Birhor	37	590
15.	Birjia/Brijia/Binjhia	1,744	2,395
16.	Bodo/Boro	166,447	361,801
17.	Chang-Naga	1,053	11,329
18.	Chiru	1,079	3,590
19.	Chote	695	1,035
20.	Dafla	N.A.	1,380
21.	Deori	6,715	9,103
22.	Dimasa	6,015	32,708
23.	Gadaba	54,454	40,193
24.	Garo	239,816	307,040
25.	Gondi	1,373,469	1,501,431
26.	Hakkipikki*	N.A.	81
27.	Halam	12,230	17,243
28.	Hengna*	N.A.	2
29.	Hmar	N.A.	25,530
30.	Ho	599,876	648,359

*These Mother tongues though considered unclassifiable are presumed to be tribal.
N.A. stands for not available.

Note.—There is slight difference in the spellings of certain mother tongues as given in 1951 Census.

1	2	3	4
31.	Jatapu*	37,518	19,467
32.	Juang	12,559	15,795
33.	Kabui	18,627	30,089
34.	Kacha Naga	911	9,734
35.	Kanauri	N.A.	28,630
36.	Kharia	N.A.	177,159
37.	Khasi	230,982	364,063
38	Khawathlang	N.A.	1
39.	Kherwari	96,621	647
40.	Khezha	N.A.	8,828
41.	Khiemnungam	N.A.	12,435
42.	Khoirao	N.A.	406
43.	Khond/Kondh	280,561	168,027
44.	Kisan	66,428	50,378
45.	Koch	5,208	8,225
46.	Koda/Kora	5,381	31,724
47.	Kolami	42,678	51,055
48.	Korn	2,490	5,678
49.	Konda	14,052	12,298
50.	Konyak	8,814	57,119
51.	Korku	170,607	220,242
52.	Korwa	26,477	17,720
53.	Kota	N.A.	956
54.	Koya	137,358	140,777
55.	Kui	206,509	512,161
56.	Kuki (Unspecified)	35,603	28,943
57.	Kuruk/Oraon	644,042	1,141,804
58.	Lakher	6,381	9,531
59.	Lalung	7,824	10,576
60.	Lambadi	628,166	679,363
61.	Lamkang	1,688	1,866
62.	Lepcha	27,068	23,706
63.	Lhota (Naga)	22,402	26,611
64.	Lushai/Mizo	163,600	222,202
65.	Makware	N.A.	769
66.	Mao	14,495	28,873
67.	Maram	2,797	4,928
68.	Maring	4,987	7,745
69.	Mikir	130,746	154,893
70.	Meithei (Manipuri)	485,788	636,430

*These Mother tongues though considered unclassifiable are presumed to be tribal.
N.A. stands for not available.

1	2	3	4
71.	Miri	57,623	136,598
72.	Mishmi	86	669
73.	Mru	N.A.	48
74.	Munda (Mundari)	585,211	998,690
75.	Naga (Unspecified)	12,231	**33,333
76.	Nicobarese	11,792	13,936
77.	Nocte	N.A.	66
78.	Onge*	N.A.	131
79.	Paite	14,045	18,612
80.	Paraja	146,938	N.A.
81.	Parji	19,847	109,401
82.	Pawai	1,847	6,866
83.	Phom	1,012	13,390
84.	Pochury	N.A.	18,500
85.	Purum	43	82
86.	Rabha	19,033	44,432
87.	Ralte	51	170
88.	Rangkhol	N.A.	4,651
89.	Rengma	6,048	5,935
90.	Santali..	2,811,578	3,247,058
91.	Savara (Saora)	256,259	265,721
92.	Sema (Naga)	39,640	47,464
93.	Shompen*	N.A.	70
94.	Simta (Naga)	2,027	9,583
95.	Singpho	141	819
96.	Tangkhul	34,964	44,020
97.	Tangsa	N.A.	460
98.	Thado	10,327	31,974
99.	Toda	879	765
100.	Tripuri	129,379	299,643
101.	Uchai*	N.A.	768
102.	Vaiphei	4,436	8,657
103.	Vagdi	516,991	756,786
104.	Wancho	N.A.	2,713
105.	Yimchungre	N.A.	12,673
106.	Zemi Naga	2,918	490

*These Mother tongues though considered unclassifiable are presumed to be tribal.
**Includes Chakesang (10,310) and Zeliang (9,460).

ANNEXURE VII
(Reference para 3.3)

IMPORTANT PHYSICAL TARGETS ACHIEVED DURING THIRD FIVE YEAR PLAN (STATE SECTOR)

(a) EDUCATION

Sl. No.	Name of the State/ Union Territory	Scholarships and stipends (Nos.)	Hostels and Boarding Grants	Ashram Schools	Mid-day Meals	Book grants equipment, etc. (Nos.)
1	2	3	4	5	6	7
1.	Andhra Pradesh	1,647	10 Hostels	8 Schools 1 School Building	62 Centres	55,397
2.	Assam	1,18,501	—	—	—	—
3.	Bihar	95,902	16 Hostels	10 Schools	—	3,941
4.	Gujarat	55,828	20 Hostels 5,228 Boarding Grants	18 Schools	—	
5.	Kerala	69,809	443 Boarding Grants	25 Schools	85 Schools	
6.	Madhya Pradesh	4,69,000	333 Hostels aided	36 Schools	—	—
7.	Madras	2,138	12 Boarding Houses	8 Schools	—	1,859
8.	Maharashtra	7,964	227 Hostels 2,474 Boarding Grants	—	—	—
9.	Mysore	2,571	12 Hostels 289 Grants	13 Schools	—	3,294
10.	Orissa	37,670	88 Hostels	8 Schools opened 15 Schools upgraded	23,121 Students	—

1	2	3	4	5	6	7
11.	Rajasthan	69,477	16 Rented Hostels 2 Hostels Buildings	4 Ashram Schools	—	—
12.	West Bengal	80,934	45 Hostels 15,054 Boarding Grants	11 Ashram School Hostels	—	19,942 Students
13.	A. & N. Islands	443	3 Hostels	—	—	—
14.	Himachal Pradesh	2,570	4 Hostels	—	18,161 Students	5,998 Students
15.	L. M. & A. Islands	—	—	8 Schools	—	—
16.	Manipur	4,270	88 Hostels	—	—	23,150 Students
17.	Tripura	3,540	21 Boarding Houses	—	—	1,192 Students
	TOTAL	10,22,264 Students	864 Hostels 23,509 Boarding Grants 12 Boarding Houses	153 Schools 1 School Building 11 School Hostels	147 Schools 41,282 Students	1,14,773 Students

(b) ECONOMIC UPLIFT

Sl. No.	Name of the State/Union Territory	Agriculture, supply of bullocks/ seeds	Cooperation	Cottage Industries	Soil Conservation and Shifting Cultivation	Major and Minor Irrigation	Communications	Animal Husbandry
1	2	3	4	5	6	7	8	9
1.	Andhra Pradesh..	1,623 Families 10 Trainees 8 Pilot farms	1 Corporation set up	11 Centres 46 Trainees	14 Works of colonisation 411 acres of conservation	72 Works	20 Road Works 6 Bridges 32 Culverts	
2.	Assam	3,720 Persons 8 Trainees 33 Demonstration Units	106 Societies	99 Centres 1,297 Persons	9,217 Acres 76 Demonstration Units 28 Trainees	—	834 Miles	22 Dispensaries or Units 30 Trainees 6,040 Individuals
3.	Bihar	1,234 Families	90 Grain Golas 4 Societies	506 Persons 4 Societies	—	—	19 Road Works 151 Miles	139 Bucks/ Boars
4.	Gujarat	1,682 Families	—	4 Centres 2,533 Persons given aid	5,641 Acres	191 Wells 144 Oil Pumps	—	—
5.	Kerala	410 Families	—	—	—	—	—	—
6.	Madhya Pradesh	3,012 Families	—	9 Centres	27,698 Acres	—	361 Miles 50 Culverts	—
7.	Madras	1,036 Families	—	—	—	98 Wells	—	175 milch animals supplied
8.	Maharashtra ..	4,373 Persons	34 Societies	4,524 Persons aided	384 Acres	28 Wells	65 Road Works	918 milch cattle
9.	Mysore	2,241 Persons	5 Grain Golas	2 Centres 1,009 Persons aided	—	—	16 Miles 1 Bridge 1 Culvert	—
10.	Orissa	—	142 Grain Golas	1,351 Trainees 1 Poultry Farm 4 Lac Farms	2,417 Families	—	550 Miles	1 Piggery & Goat breeding Farm

1	2	3	4	5	6	7	8	9
11. Rajasthan	..	294 Families	—	44 Societies aided	767 Families settled on land	144 tanks & Dams 725 Wells	—	—
12. West Bengal	..	1,717 Families	—	8 Centres 660 Students 1,523 Persons aided	2,211 Acres	425 Schemes	17 Miles 15 Culverts	155 Blocks Piggery and Sheep rearing
13. A. & N. Islands	..	—	—	337 Poultry birds 40 Women tailoring trainees	100 Families	—	—	—
14. Himachal Pradesh		—	40 Societies 1 Federation 2 Units	—	—	4 Kuhls	65 Miles 12 Bridges	2 Centres for Yak, Goat
15. L. M. & A. Islands	..	—	—	—	—	—	—	—
16. Manipur	..	37 Farms 19 Sheds	111 Cooperative Societies	644 Units given aid	11 Fruit Centres. 4,392 Acres	366 miles canals	810 Miles 261 Bridges 83 Culverts	4,712 Birds 2 Piggery units 56 Piglings 2 Dispensaries 145 Bulls
17. Tripura	..	1,226 Families 52 Students	40 Societies	105 Students 7 T.C.P. Centres 19 Samitis	11,435 Families 16 Colonies 688 Acres 13 Farms/ Orchards	—	251 Miles 124 Culverts 67 Bridges	—
TOTAL	..	22,568 Persons/ Families 70 Students 45 Farms 19 Sheds 33 Units	335 Societies 237 Grain-Golas 1 Corporation 1 Federation 2 Units	240 Centres 1,359 Persons Trainees 56 Societies 337 Poultry Birds 644 Units 5 Poultry/ Lac Farms 19 Samitis	50,642 Acres 14 Works 87 Units 16 Colonies 14,719 Families 13 Farms 28 Trainees	72 Works 1,042 Wells 144 Oilpumps 114 Tanks 4 Kuhls 336 Miles of canals	104 Road Works 3,055 Miles 355 Bridges 305 Culverts	6,070 Persons 1,093 Milch Cattle 26 Centres 4,712 Birds 157 Piggery Blocks 145 Bulls 57 Piglings 139 Bucks

(c) HEALTH, HOUSING AND OTHERS

Sl. No.	Name of the State/Union Territory	Housing and House sites	Medical	Drinking water supply	Legal aid to persons	Aid to Voluntary agencies Organisations (Nos.)	Community Centres
1	2	3	4	5	6	7	8
1.	Andhra pradesh	876 Perons	5 Maternity Centres, 20 Medicine Chests 6 Mobile Medical Units	313 Wells	..	4	...
2.	Assam	...	73 Dispensaries 393 Trainees 2,290 Patients	462 Projects	...	1,298	...
3.	Bihar	..	11,131 Persons	795 Wells	...	36	...
4.	Gujarat	3,553 Families	2,227 Patients	128 Wells	...	2	...
5.	Kerala	418 Homes	11 Dispensaries	2 Sources	...	...	...
6.	Madhya Pradesh	..	2 V. D. Centres 30 Leprosy Centres 6,179 Medicine Chests	743 Wells	...	..	...
7.	Madras	1,120 Families	...	132 Wells	...	..	...
8.	Maharashtra	1,336 Families	2,242 Patients	338 Wells	...	26	..
9.	Mysore	625 Fan ilies	1 Mobile Medical Unit	36 Wells	...	...	13 Centres
10.	Orissa	540 Houses	3 Anti-yaws team & 107,864 persons trained	1,200 Wells	26	148	..
11.	Rajasthan	...	..	514 Wells	..	..	..
12.	West Bengal	3,155 Families	...	1,389 Sources	..	1,221	..

1	2	3	4	5	6	7	8
13.	A & N Islands	37 Families	..	26 Wells 1 Tank	..	..	2 Community Centres 1 Community Hall
14.	Himachal Pradesh	549 Persons 1 Colony 1 Inn	..	41 Sources	188	1	
15.	L. M. &A Islands	143 Houses	..	58 Tanks	..	..	..
16.	Manipur	454 Persons 20 Inns	..	73 Source	..	54	477 Centres
17.	Tripura	296 Families	85 Dais trained 432 Patients given grant	76 Wells	1	4	
	TOTAL	1, 879 Persons 10,122 Families 1,101 Houses 1 Colony 21 Inns	1,26,186 Persons/Patients 393 Trainees, 6,199 Medicine Chests, 80 Mobile Units, 5 Maternity Centres, 85 Dais trained, 84 Dispensaries, 2 V.D. Centres 30 Leprosy Centres 3 Anti-yaws teams	4,301 Wells 462 Projects 1,505 Sources 59 Tanks	215	2,794	493

ANNEXURE VIII
(Reference para 3·3)

IMPORTANT PHYSICAL TARGETS ACHIEVED DURING THIRD FIVE YEAR PLAN
(Centrally Sponsored Programmes)

Sl. No.	Name of the State/Union Territory	Education			Economic Uplift	Health, Housing & Others
		Total No. of Scholarships awarded	No. of Girls' Hostels set up	No. of T. D. Blocks started	No. of Cooperatives set up	Tribal Research & training
1	2	3	4	5	6	7
1.	Andhra Pradesh	944	2	20	Nil	1 Tribal Research & Training Institute
2.	Assam	23,182	8	40	189*	1 Research Institute
3.	Bihar	16,430	6	51	37	Do.
4.	Gujarat	2,307	6	50	32 Organised 1,506 Assisted	1 Tribal Research & Training Institute
5.	Jammu & Kashmir	No Scheduled Tribes	—	—	...	..
6.	Kerala	430	2	1	...	...
7.	Madhya Pradesh	3,642	7	107	815 Societies 1 Tribal Coop. Dev. Corporation started	1 Tribal Research & Training Institute
8.	Madras	184	1	2	11	—
9.	Maharashtra	1,769	1	40	165 Forest Coops. assisted, 13 Federations of Coops. organised	Maintenance of and construction of building for Tribal Research Institute
10.	Mysore	197	1	2 ad-hoc Blocks	...	..

1	2	3	4	5	6	7
11.	Orissa	1,777	4	62	33 Societies organised 15 assisted	2 Research Centres maintained
12.	Punjab	358	...	2	...	—
13.	Rajasthan	1,679	2	13	1,044	1 Tribal Research & Training Institute
14.	Uttar Pradesh	—	—	...	...	—
15.	West Bengal	1,846	2	..	287 Multipurpose Co-op. Societies	1 Research Institute maintained. Land purchased for Cultural Research Institute. 65 persons trained at S. W. Training Institute.
16.	Nagaland	1,625	..	9	—	—
17.	Dadra & N. Haveli	3	...	2	—	—
18.	Himachal Pradesh	261	...	5	—	—
19.	Manipur	2,534	—	7	223	—
20.	Tripura	692	...	4	20	—
	TOTAL	59,860	42	415	2,448 Societies set up 1,686 Societies assisted 1 Tribal Coop. Dev Corporation started 13 Federations of Co-ops. organised	9 Institutes & Training Centres maintained

*Anticipated.

ANNEXURE IX
(Reference para 3·4)

GROUPWISE EXPENDITURE ON THE WELFARE OF SCHEDULED TRIBES DURING THE THIRD FIVE YEAR PLAN

(Rs. in lakhs)

State/Union Territoriy	Group I			Group II			Group III			Grand Total		
	Education			Economic Uplift			Health, Housing and other schemes					
	State Sector	Central Sector	Total	State Sector	Central Sector	Total	State Sector	Central Sector	Total	State Sector	Central Sector	Total
1	2	3	4	5	6	7	8	9	10	11	12	13
STATES												
Andhra Pradesh	13·74	5·58	19·32	57·17	98·76	155·93	107·78	5·35	113·13	178·69	109·69	288·38
Assam	159·37	86·81	246·18	161·54	162·66	324·20	546·65	44·07	590·72	867·56	293·54	1,161·10
Bihar	186·11	79·72	265·83	31·32	220·47	251·79	26·88	2·06	28·94	244·31	302·25	546·56
Gujarat	140·24	14·86	155·10	34·11	205·99	240·10	31·08	5·25	36·33	205·43	226·10	431·53
Kerala	16·47	0·80	17·27	3·50	9·14	12·64	10·08	—	10·08	30·05	9·94	39·99
Madhya Pradesh	286·32	15·06	301·38	96·92	599·75	696·67	75·44	23·72	99·16	458·68	638·53	1,097·21
Madras	12·87	1·05	13·92	13·57	13·54	27·11	17·81	—	17·81	44·25	14·59	58·84
Maharashtra	35·74	12·56	48·30	17·43	231·08	248·51	30·01	3·39	33·40	83·18	247·03	330·21
Mysore	10·44	1·26	11·70	13·95	10·37	24·32	13·43	—	13·43	37·82	11·63	49·45
Orissa	150·46	17·69	168·15	64·55	276·30	340·85	69·32	8·97	78·29	284·33	302·96	587·29
Rajasthan	51·95	7·41	59·36	45·86	87·80	133·66	8·88	1·77	10·65	106·69	96·98	203·67
West Bengal	90·32	10·11	100·43	33·98	32·75	66·73	41·80	11·74	53·54	166·10	54·60	220·70
Punjab	—	1·78	1·78	—	11·30	11·30	—	—	—	—	13·08	13·08

1	2	3	4	5	6	7	8	9	10	11	12	13
UNION TERRITORIES												
Andaman & Nicobar	—	1·70	1·70	—	1·03	1·03	—	1·53	1·53	—	4·26	4·26
Himachal Pradesh	—	13·31	13·31	—	39·07	39·07	—	17·57	17·57	—	69·95	69·95
Laccadive, M & A Islands	—	—	—	—	—	—	—	—	—	—	—	—
Manipur	—	30·39	30·39	—	64·61	64·61	—	26·45	26·45	—	121·45	121·45
Tripura	—	9·15	9·15	—	68·88	68·88	—	38·54	38·54	—	116·57	116·57
												5,340.24

Source : Report of the Commissioner for Scheduled Castes and Scheduled Tribes for the year 1965-66.

ANNEXURE IXA
(Reference para 3·10)

LIST OF SCHEDULED TRIBES

Sl. No.	Tribe	Total Population
1	2	3
	Andhra Pradesh	
1.	Andh	1,468
2.	Bagata	55,154
3.	*Chenchus @ £ &	17,609
4.	*Gadaba £	21,840
5.	Gond	1,43,680
6.	*Goudu &	8,392
7.	*Hill Reddis £ &	3,894
8.	Jatapu	62,794
9.	Kammara	24,629
10.	*Kolam £	16,731
11.	*Koya @£	2,20,146
12.	*Konda Dora £	86,911
13.	Konda Kapu	29,823
14.	*Konda Reddis £	35,439
15.	*Khonds £	21,754
16.	Kotias	11,008
17.	Malis	1,443
18.	*Manne Dora £	8,476
19.	Makha Dora	9,965
20.	Porja	9,350
21.	Pardhan	9,701
22.	Nayaks	2,902
23.	Reddi Doras	3,132
24.	*Savara £	68,185
25.	Sugalis	96,174
26.	*Thoti &	546
27.	Valmiki	22,354
28.	*Yanadia @£	2,05,381
29.	Yerukula	1,28,024
30.	Bhil	83
31.	*Kulia &	85
32.	*Rona, Rena &	23
33.	Kattunayakan	74
34.	Unclassified	2,198
	Assam	
	Hill Tribes	
1.	*Kuki £	19,037
2.	Mizo	2,14,721
3.	Naga	9,309
4.	*Chakma £	19,338
5.	Dimasa (Kachari)	68,718

1	2	3
6.	*Garo £ ..	2,58,122
7.	Hmar ..	8,741
8.	*Hajong £	22,652
9.	Lakher ..	8,791
10.	Khasi & Jaintia	3,56,155
11.	Man ..	253
12.	*Mikir @ £	1,21,082
13.	Pawi ..	4,587
	Plain Tribes	
1.	*Baro ..	3,45,983
2.	Deori .. Borokachari £	13,876
3.	Hojai ..	3,617
4.	Kachari including Sonwal	2,36,938
5.	Lalung ..	61,315
6.	Mech ..	6,987
7.	*Miri £ ..	1,63,453
8.	*Rabha £	1,08,029
9.	Barmans in Gachar	13,114
	Bihar	
1.	*Asur @ £ &	5,819
2.	*Baiga £	951
3.	Banjara ..	42
4.	Bathudi ..	456
5.	Bedia ..	38,241
6.	*Binjhia £ &	6,725
7.	Birhor ..	2,438
8.	Birjia ..	4,029
9.	Chero ..	30,845
10.	*Chik Baraik £ &	30,770
11.	Gond ..	33,521
12.	Gorait ..	4,793
13.	Ho ..	4,54,746
14.	*Karmali £	26,509
15.	*Kharia @ £	10,983
16.	Kherwar	1,09,357
17.	Khond ..	814
18.	*Kisan £..	12,011
19.	Kora ..	13,824
20.	*Korwa @ £ &	21,162
21.	*Lohra or Lohar £ &	92,609
22.	*Mahli £ &	67,979
23.	*Mal Paharia £ @	45,423
24.	Munda ..	6,28,931
25.	Oraon ..	7,35,025
26.	*Parhaiya £ &	12,268
27.	Santal ..	15,41,345
28.	*Sauria Paharia @ £	55,606
29.	*Savar £	1,561

1 2	3
30. Bhumij	1,101,057
31. Unclassified	16,930
Gujarat	
1. Bhil (all tribes)	11,23,491
2. *Dubla £ &	3,23,644
3. Dhodiya	2,75,787
4. Gamit, Gavita, Mavch, Padvi	1,58,703
5. Chaudhry	7,469
6. Rathwa	1,35,730
7. Dhanka	1,28,024
8. Kokna, Kokni or Kukna	1,10,054
9. *Naikda or Nayaka &	1,08,024
10. *Varli £	97,710
11. Patelia	38,993
12. *Kunbi &	24,004
13. Koli	22,879
14. *Dhor, Koli Tokra, Kolcha or Kolga &	14,539
15. *Kotwalia, Vitolia or Barodia &	8,838
16. *Rabari £	5,093
17. *Vaghri £	4,327
18. *Sidi &	3,645
19. *Padhar £	3,125
20. Pardhi including Advichinchu	456
21. Bavcha	2,455
22. Kathodi	2,358
23. *Charan £	1,319
24. *Bharwad £	806
25. Pomla	319
26. Gond-Rajgond	87
27. Barda	21
28. Other than the above Scheduled Tribes	12,802
29. Bhil	791
30. Chodhara	6,107
31. Paradhi	2,846
Kerala	
1. Pulayan	61,097
2. *Paniyan @ £ &	37,068
3. Marati	14,829
4. Malayarayar	14,082
5. *Kurumans £	13,377
6. Kurichchan	11,849
7. *Irular and Irulan @ £ &	11,454
8. Kanikaran or Kanikar	9,457
9. *Adiyan £	5,691
10. *Muthuwan £ Mudvgar £ or Mudavan £	5,069
11. *Kattunayakan @ £ &	3,907
12. Mannan	3,610
13. Ulladan (Hill dwellers)	3,366
14. *Malayan £	3,168
15. Hill Pulaya	2,982

1	2	3
16.	Uraly	2,597
17.	Malai Arayan	2,115
18.	*Palleyan £	1,354
19.	*Kurunubas £	999
20.	*Kadar @ £ &	957
21.	*Malai Pandaram £ &	813
22.	*Malai Vedan £	720
23.	*Koraga &	548
24.	*Eravallan £	518
25.	Kammara	270
26.	Malakurvan	246
27.	Palliyar	210
28.	Kudiya or Malakudi	194
29.	*Malasar £	89
30.	Kochu Velan	47
31.	*Arandan &	43
32.	Palliyan	19
33.	Kondaraddis	9
34.	Kota	8
Madhya Pradesh		
1.	Gond	18,639
2.	Gond or Daroi	62,383
3.	Gond including Pathari	3,43,338
4.	Gond	26,70,253
5.	*Bhils £	3,325
6.	Bhils & Bhilalas including Patelia & Barela	12,21,930
7.	Bhilala	5,040
8.	*Kawar, Kanwar £, Kaur, Cherwa, Tathia, Tanwar or Chattri	3,28,713
9.	Kol (Dahait)	3,03,988
10.	*Kol £	82,021
11.	Oraon	2,83,073
12.	*Saharia, Sosia £ or Sor	4,959
13.	*Sahariya @	2,032
14.	*Seharia £	1,66,006
15.	Sehria, Sahariya	1,323
16.	*Baiga @ £	1,44,005
17,	*Korku £	22,335
18.	Korku including Bopchi Mauasi, Nihar or Nahual & Bondhi or Bondeya	1,31,910
19.	Halba or Balbi	1,30,123
20.	Bhattra	72,274
21.	*Bharia/Bhumia £	93,651
22.	Saur	16,575
23.	Sawar or Sawara	48,584
24.	Pardhan/Pathari & Saroti	52,531
25.	*Bhinjhwar @ £	48,804
26.	Khairwar	24,807
27.	Khairwar including Kondar	19,444
28.	Nagesia/Nagasia	46,850
29.	*Korwa@ £	42,056
30.	Panika	36,498

1	2	3
31.	Bhumiya	29,253
32.	*Majhwar £	27,476
33.	Pao	23,496
34.	*Dhanwar £	21,137
35.	Bhaina	19,941
36.	Kharia	19,107
37.	Sonr	17,541
38.	*Kamar £	11,795
39.	*Agariya £	11,793
40.	*Mawasi £	8,601
41.	Karku	6,430
42.	Saonta or Saunta	6,101
43.	Pardhi	1,038
44.	Pardhi including Bahelia, Chita Pardhi, Langoli Pardhi, Phans Pardhi, Shikari, Takankar and Takia	4,923
45.	*Bhunjia £	5,235
46.	Kond or Khond	4,525
47.	Keer	4,346
48.	Munda	4,114
49.	Nihal	2,880
50.	Nat, Navdigar, Sapera and Kubutar	2,553
51.	Biar/Biyar	2,385
52.	Gadaba/Gadba	1,128
53.	Mogia	819
54.	Parja	525
55.	*Birhul/Birhor £	513
56.	Majhi	482
57.	Mina	296
58.	Andh	4
59.	Unclassified	12,867
	Maharashtra	
1.	Bhil	5,75,022
2.	Koli Mahadev	2,74,244
3.	Gond	2,72,564
4.	Varli	2,43,980
5.	Kokna	2,12,836
6.	Thakur	1,59,372
7.	*Kathodi &	1,40,672
8.	Gamit	1,02,321
9.	Koli Malhar	89,047
10.	Andh	60,261
11.	Korku	50,279
12.	Dhanka	48,089
13.	Kolam	43,788
14.	Pardhan	32,237
15.	Pardhi	21,417
16.	*Koli Dhar &	15,461
17.	Dubla	13,630
18.	Dhodia	12,037
19.	Naikda	11,731

1	2	3
20.	Halba	5,430
21.	Kawar	2,915
22.	Rathawa	2,874
23.	*Barda £	918
24.	Vitolia	898
25.	Khairwar	275
26.	Pomla	263
27.	Patelia	180
28.	Chodhara	157
29.	Thodi	109
30.	Bavacha	94
31.	Kol	53
32.	Koya	33
33.	Nagesia	28
34.	Binjhwar	24
35.	Birhul	32
36.	Bhaina	12
37.	Bhunjiya	6
38.	Bhattra	3
39.	Oraon	1
40.	Others	3,836
41.	Dhanwar	40
42.	*Paura Bhils of Akrani Mahal &	NA
	Madras	
1.	Adiyan	8
2.	Aranadan	1
3.	*Irular @ £ &	79,835
4.	*Kadar @ £	293
5.	Kammara	26
6.	Kanikaran or Kanikkar	1,797
7.	*Kattunaicken £	6,459
8.	Kondakapus	3
9.	Kondareddis	8
10.	Koraga	6
11.	Kota	833
12.	Kudiya or Malakudi	2
13.	Kurichchan	5
14.	Kurumbas	1,174
15.	Kurumans	112
16.	*Malasar £	1,999
17.	Malakuravan	2
18.	*Malayali @ £	1,29,952
19.	Malai Arayan	58
20.	Malai Pandaram	3
21.	Malai Vedan	2
22.	*Mudugar or Muduvan £	119
23.	Palleyar	3
24.	*Palliyan £	1,551
25.	*Paniyan @ £ &	4,779
26.	Pulayan	2,669
27.	*Shoaga £	6,136

1	2	3
31.	Bhumiya	29,253
32.	*Majhwar £	27,476
33.	Pao	23,496
34.	*Dhanwar £	21,137
35.	Bhaina	19,941
36.	Kharia	19,107
37.	Sonr	17,541
38.	*Kamar £	11,795
39.	*Agariya £	11,793
40.	*Mawasi £	8,601
41.	Karku	6,430
42.	Saonta or Saunta	6,101
43.	Pardhi	1,038
44.	Pardhi including Bahelia, Chita Pardhi, Langoli Pardhi, Phans Pardhi, Shikari, Takankar and Takia	4,923
45.	*Bhunjia £	5,235
46.	Kond or Khond	4,525
47.	Keer	4,346
48.	Munda	4,114
49.	Nihal	2,880
50.	Nat, Navdigar, Sapera and Kubutar	2,553
51.	Biar/Biyar	2,385
52.	Gadaba/Gadba	1,128
53.	Mogia	819
54.	Parja	525
55.	*Birhul/Birhor £	513
56.	Majhi	482
57.	Mina	296
58.	Andh	4
59.	Unclassified	12,867
	Maharashtra	
1.	Bhil	5,75,022
2.	Koli Mahadev	2,74,244
3.	Gond	2,72,564
4.	Varli	2,43,980
5.	Kokna	2,12,836
6.	Thakur	1,59,372
7.	*Kathodi &	1,40,672
8.	Gamit	1,02,321
9.	Koli Malhar	89,047
10.	Andh	60,261
11.	Korku	50,279
12.	Dhanka	48,089
13.	Kolam	43,788
14.	Pardhan	32,237
15.	Pardhi	21,417
16.	*Koli Dhar &	15,461
17.	Dubla	13,630
18.	Dhodia	12,037
19.	Naikda	11,731

1	2	3
20.	Halba	5,430
21.	Kawar	2,915
22.	Rathawa	2,874
23.	*Barda £	918
24.	Vitolia	898
25.	Khairwar	275
26.	Pomla	263
27.	Patelia	180
28.	Chodhara	157
29.	Thodi	109
30.	Bavacha	94
31.	Kol	53
32.	Koya	33
33.	Nagesia	28
34.	Binjhwar	24
35.	Birhul	32
36.	Bhaina	12
37.	Bhunjiya	6
38.	Bhattra	3
39.	Oraon	1
40.	Others	3,836
41.	Dhanwar	40
42.	*Paura Bhils of Akrani Mahal &	NA
Madras		
1.	Adiyan	8
2.	Aranadan	1
3.	*Irular @ £ &	79,835
4.	*Kadar @ £	293
5.	Kammara	26
6.	Kanikaran or Kanikkar	1,797
7.	*Kattunaicken £	6,459
8.	Kondakapus	3
9.	Kondareddis	8
10.	Koraga	6
11.	Kota	833
12.	Kudiya or Malakudi	2
13.	Kurichchan	5
14.	Kurumbas	1,174
15.	Kurumans	112
16.	*Malasar £	1,999
17.	Malakuravan	2
18.	*Malayali @ £	1,29,952
19.	Malai Arayan	58
20.	Malai Pandaram	3
21.	Malai Vedan	2
22.	*Mudugar or Muduvan £	119
23.	Palleyar	3
24.	*Palliyan £	1,551
25.	*Paniyan @ £ &	4,779
26.	Pulayan	2,669
27.	*Shoaga £	6,136

1,999

1 2	3
28. Toda	714
29. Unclassified	13,442

Mysore

1. Sholigas	2
2.*Iruliga £ &	2,242
3. Malaikudiy	209
4. Meda	293
5. Marathas	1,083
6. Gowdalu	4,166
7. Hasalaru	8,905
8. Maleru	1,166
9. *Kuruman £	98
10. Pardhi including Adichinchu	344
11. *Hakkipikkis £	1,111
12. Bhil	34
13. Chenchu or Chenchwar	205
14. Barda	268
15. Bavacha or Bamcha	6
16. Bhil including Bhil Garasia, Dholi Bhil, Dungri Bhil, Dungri Garasia, etc.	183
17. Chodhara	3
18. Gond (including Naikpod and Rajgond)	687
19. *Gond or Rajgond £	175
20. *Jenu Kuruba @ £ &	3,623
21. *Kadu Kuruba @ &	4,005
22. Kammara	11
23. Kaniyan or Kanyan	142
24. Kathodi or Katheri etc.	225
25. Kattunayakan	9
26. Kokna, Kokni, Kukna	7
27. Palliyan	1,373
28. Koli, Dhor, Tokre, Koli Koleha or Kolgha	1,001
29. *Koraga @ £ &	6,382
30. Korama	147
31. Kota	81
32. Koya (including Bhine Koya & Raj Koya)	28
33. Kudiya	1,043
34. Kuruba	9,246
35. Malasar	7
36. Malayekandi	3,580
37. Marati	38,562
38. Naikda Nayaka etc.	70,598
39. Rathawa	4
40. *Soligaru £	10,653
41. Thoti	26
42. Toda	2
43. Vitolia, Kotwalia or Barodia	4
44. *Yerava £	15,290
45. Unclassified	4,867

1	2	3
Nagaland		
1.	Angami	33,766
2.	AO	55,924
3.	*Chakesang £ &	25,942
4.	*Chang £	11,328
5.	*Khiemungen £	12,434
6.	*Kongak £	59,775
7.	*Kuki &	3,029
8.	Lotha	26,565
9.	*Phom £	13,385
10.	*Rengma £	5,790
11.	*Sangtam £	18,496
12.	Sema	47,439
13.	*Yimchunger £	13,848
14.	*Zeliang £ &	9,460
15.	Other Nagas	3,079
16.	Others (Nepalis, Kimirs, Non-tribals, etc.)	27,803
17.	Kacharis	1,244
Orissa		
1.	*Khond @, Kond £ or Kandha	8,18,847
2.	Gond, Gondo	4,45,705
3.	Santal	4,11,181
4.	Soara, Savar, Saura	3,11,614
5.	Munda, Mundal Lohara, Munda Mahali	2,21,399
6.	Kolha	2,03,515
7.	Shaber or Lodha	1,93,613
8.	Bhottada or Dhotada	1,59,091
9.	Paroja	1,59,866
10.	*Bhuija or Bhuyah @	1,56,878
11.	Kisan	1,25,668
12.	Oraon	1,29,059
13.	Bhumij	1,16,181
14.	Bathudi	1,04,542
15.	Kharia/Khararian	96,691
16.	Binjhal	76,692
17.	*Koya @ £	55,284
18.	Bhumia	50, 294
19.	Mirdhas	26,660
20.	Sounti	44,409
21.	Kol	46,397
22.	Ho	43,323
23.	*Juang @ &	21,890
24.	Gadaba	43,939
25.	Kondadora	16,526
26.	Mundari	17,688
27.	Omanatya	14,365
28.	Pentia	9,656
29.	Unclassified	10,836
30.	Dal	9,844
31.	Bharua	7,210

1	2	3
32.	*Jatapu £	10,801
33.	Kora	7,189
34.	Mahali	7,016
35.	Matya	5,711
36.	Parenga	6,801
37.	*Kotia &	3,559
38.	*Banjari or Banjar £	3,678
39.	Bhunjia	2,375
40.	Binjhia or Binjhoa	2,230
41.	*Bondo Poraja @ £	4,677
42.	Didayi	1,978
43.	Holva	4,483
44.	Kawar	2,778
45.	Lodha	2,370
46.	Kulis	1,609
47.	Bhagata	1,511
48.	Korua	953
49.	Rajuar	1,018
50.	Kolah, Kol, Loharas	792
51.	Mankidi	627
52.	Kharwar	717
53.	*Birhor @£	273
54.	Desua Bhumij	248
55.	Gondia	199
56.	Madia	381
57.	Koli including Malhar	344
58.	Tharua	310
59.	Mankirdia	169
60.	*Chenchu £	52
61.	Baiga	43
	Rajasthan	
1.	*Bhil £	9,06,705
2.	Bhil Mina	2,063
3.	*Damor £, Damaria	14,534
4.	Garasia (excluding Rajput Garasia)	62,509
5.	Mina	11,55,620
6.	*Sehria, Sahariya@ £	1 23,299
7.	Unclassified	1,86,740
	West Bengal	
1.	Bhutia	23,595
2.	Baiga	4
3.	Bedia	1,191
4.	*Birhor @ £	100
5.	*Bhumij £	91,289
6.	Chakma	1,379
7.	*Chero £	559
8.	*Garo £	2,535
9.	*Gond £	735
10.	*Gorait £	425

1	2	3
11.	*Ho £	1,075
12.	*Hajang £	426
13.	*Kora £	62,029
14.	Karmali	1,023
15.	Kharwar	1,142
16.	Khond	41
17.	Kisan	3
18.	Korwa	2,891
19.	*Lodha £ or Kheria	40,898
20.	*Lepcha @ £	15,309
21.	Lohra	2,031
22.	*Malpaharia £	15,706
23.	*Munda £	1,60,245
24.	Magh	790
25.	Mahali	28,233
26.	Mech	13,915
27.	Mru	1,477
28.	Mahli	5,075
29.	Nagesia	4,875
30.	Oraon	2,97,394
31.	*Parhaiya £	487
32.	*Rabha @ £	6,053
33.	*Santal £	12,00,019
34.	*Sauria Paharia @ £	28
35.	*Savar £	2,181
36.	Unclassified	68,923
	Andaman & Nicobar Islands	
1.	*Andamanese £	19
2.	Nicobarese	13,903
3.	*Onges @ £	129
4.	*Shom Pens @ £	71
5.	Jarwa	NA
6.	*Sentinelese @ £	NA
	Himachal Pradesh	
1.	Gaddi	51,369
2.	Gujjar	16,887
3.	*Jad £, Lamba £, Khampa & Bhot £ or Bodh £	14,021
4.	*Kanaura or Kinnara £ &	27,251
5.	*Lahaula £&	2,860
6.	*Pangwala £ &	7,724
7.	Swangla	2,114
8.	Unclassified	100
	L. M. & A. Islands	
	Inhabitants of the Laccadive, Minicoy and Amindivi Islands who or both of whose parents were born in those Islands	23,391

1	2	3
Manipur		
1.	Thadou	47,994
2.	*Tangkhul £	43,943
3.	*Mao £	28,810
4.	*Kabui £	29,218
5.	Paite	17,029
6.	Hmar	15,365
7.	*Kacha Naga &	9,734
8.	Vaiphui	8,215
9.	*Maring £ &	7,745
10.	*Zou &	6,761
11.	*Kom £	5,477
12.	Maram £	4,928
13.	Anal	4,868
14.	Gangte	4,856
15.	Smite	2,818
16.	Any Mizo Tribe (Lushai)	2,746
17.	Chiru	1,809
18.	*Lamgang £	1,866
19.	Monsang	1,342
20.	Chothe	1,035
21.	Moyon	647
22.	Angmi	632
23.	*Koireng £	531
24.	Koirao	406
25.	Aimol	108
26.	Ralte	80
27.	*Puram £	82
28.	Sema	4
N.E.F.A.		
	*All Tribes £	298,167
Tripura		
1.	Tripura or Tripuri, Tippera	189,799
2.	*Reang £ &	56,597
3.	*Jamatia £	24,359
4.	*Chakma £	22,386
5.	Halam	16,298
6.	Noatia	16,010
7.	Mog	10,524
8.	*Kuki £	5,531
9.	Garo	5,484
10.	Munda	4,409
11.	Lushai	2,988
12.	Orang	2,875
13.	Santal	1,562
14.	Uchai	766
15.	Khasia	349
16.	Bhil	69

1	2	3
17.	Chaimal	50
18.	Bhutia	7
19.	Lepcha	7

* Backward Tribes

@ Tribes specified as backward by the Scheduled Areas and Scheduled Tribes Commission.

£ Tribes specified as backward by the Commissioner for Scheduled Castes and Scheduled Tribes.

& Tribes specified as backward in the respective State reports of the Study Team on Tribal Development Programmes.

ANNEXURE X

(Reference para 4.2)

POINTS TO BE KEPT IN VIEW WHILE PLANNING LAND COLONISATION SCHEMES OR AGRICULTURAL COLONIES FOR SCHEDULED TRIBES

(*i*) The lands should be properly reclaimed and developed before allotment to individual families. The area allotted should be sufficient to maintain an average tribal family. It should also be ensured that the lands allotted are of a reasonable quality.

(*ii*) In the employment of labour for the clearance of land, construction of houses, wells, approach roads and irrigation works, preference should be given to the settlers who should be paid fair wages.

(*iii*) There should be proper demarcation of land.

(*iv*) Simultaneously with the allotment of land necessary formalities regarding registration in the names of the tribals or issue of title deeds in their favour should be completed. This is necessary as in the absence of rights of ownership, the inmates of the colony will not be in a position to utilise the facility for obtaining loans from Government for agricultural and other productive purposes to which they would normally be eligible. They should on no account be compelled to seek the assistance of the money-lender to meet their credit needs.

(*v*) The allotment of land should be followed soon after by the free supply of bullocks, agricultural implements, seeds, fertilizers, etc. The assistance should, as far as possible, be in kind. Where, however, the payment in the shape of grants is envisaged, care should be taken to ensure that the grants are actually utilized for the purpose for which they are given. There should also be a proper system of follow-up to ensure that the facilities provided are availed of by the tribals and that they are not exploited by others.

(*vi*) Adequate subsistence allowance should be paid to the settlers till such time as they are able to raise the first crop on their fields. There should also be provision for subsidiary occupations during the "off" agricultural season.

(*vii*) Adequate irrigation facilities should be ensured. While selecting sites for the colony those within the command of water-supply sources should be given preference.

(*viii*) Colonies should be located preferably near forests. In fact, a patch of forest may be marked as village forest to meet the occasional requirements of the tribals. The management of the village forest should be made the responsibility of the inmates of the colony.

(*ix*) The Tribes Advisory Council/Board and the leaders of the tribal communities intended to be settled should be consulted in the selection of sites, layout and design of houses. If facilities are needed for the setting up of tribal deities or for the performance of traditional rites and rituals, necessary funds may be provided for the purpose to enable them to perform these rites.

(*x*) Ownership and pattern of utilisation of land before colonisation should be taken into account to avoid conflict between the families settled and the others having interest in the land or living in the neighbouring areas.

(*xi*) It is important to study the social customs and habits of the tribal communities proposed to be settled. The Tribal Research Institutes can provide useful guidance in this regard.

(*xii*) Tribes having similar traditions and customs should ordinarily be settled together in a colony to avoid difficulties of adjustment in the new social environment. As the tribals require the services of certain occupational groups like drummers, blacksmiths, cow-herds, etc., provision may be made for the settlement of one or two families from each of these groups in or around the colonies.

(*xiii*) Selection of families to be settled in the colony should be judicious and care should be taken to avoid settling at the same place traditionally hostile tribes or tribes with a history of inter-ethnic rivalries. At the same time, the strategy of building up community leadership so as to stabilise the life in the colony should be properly planned.

(*xiv*) The houses should be constructed according to the taste and traditional ideas of the tribals regarding layout and design to avoid the possibility of their developing an antipathy to living in houses not so constructed. This does not mean that improvements should not be incorporated in the construction of houses. But the improvements should not conflict with their traditions and superstitions. As far as possible locally available materials should be used in the construction of such houses.

(*xv*) The tribals resettled in colonies should have common amenities like drinking water supply, health centres, recreation centres, community houses, educational institutions, multipurpose cooperative societies, veterinary aids, etc. Provision should also be made for the continuance of traditional community organisations like bachelor dormitories, if they exist among the tribal families to be settled in the colony.

(*xvi*) A colony supervisor with a background of practical agriculture, or if the number of families is small, a sevak of the rank of village level worker, may be posted to each colony, at least for some years, to teach improved methods of agriculture to the settlers. Where there are a number of agricultural colonies, a separate agricultural officer should be appointed for making periodical visits to the colonies to supervise and guide the work of colony supervisors and village level workers.

(*xvii*) To watch progress and to take prompt action for removal of difficulties cropping up from time to time, the Collector or the officer in overall charge of the colony may be required to submit periodical reports to the State Government on the progress made in the colony in the fields of agriculture, education, employment, health, etc., and on the socio-economic conditions of the families.

ANNEXURE XI

(Reference para 4·4)

LEGISLATIVE AND EXECUTIVE MEASURES ADOPTED BY VARIOUS STATES/UNION TERRITORIES TO PREVENT ALIENATION OF LAND BELONGING TO SCHEDULED TRIBES

Andhra Pradesh

The Hyderabad Tenancy and Agricultural Lands Act, 1950 and the Andhra Inam Tenants Protection Act, 1954 are in force in the State to provide security of land tenure. These are general measures meant for all the sections of the population including the Scheduled Tribes. The Andhra Pradesh Scheduled Area Land Transfer Regulation, 1959 is intended to safeguard the rights of the tribals in land in the Scheduled Areas of the State. This regulation was extended to the Scheduled Areas of Telangana Region of Andhra Pradesh by the Andhra Pradesh Scheduled Areas Laws (Extension and Amendment) Regulation, 1963.

The following are some of the more important features of the Regulation :

(1) In the Agency tracts, any transfer of immovable property by a member of a Scheduled Tribe, without the previous sanction of the competent authority, is null and void.

(2) Where a transfer of immovable property is made in favour of any member other than a member of a Scheduled Tribe, the Agent or the Agency Divisional Officer, on application by any interested person, can restore the property to the transferor or to his heir.

(3) No immovable property situated in the Agency tracts owned by a member of a Scheduled Tribe shall be liable to be attached and sold in execution of a money decree.

Assam

Under the Assam Land and Revenue Regulation which was amended in 1947, the formation of 'Tribal Belts and Blocks' has been undertaken in the plains districts of the State. The settlement of land within these Belts and Blocks is restricted to the members of the Scheduled Castes, Scheduled Tribes and Other Backward Classes. Transfer of land too is similarly restricted. In the Tribal Areas, under the provisions of the Sixth Schedule, laws restricting ownership of land by non-tribals and transfer of tribal land to non-tribals, have been enacted by the District Councils in the Autonomous Discticts of Khasi and Jaintia Hills, Garo Hills and Mikir Hills.

Bihar

Four enactments comprise the land laws relating to the tribal people in Bihar. The Chotangpur Tenancy Act, 1908 extends over the five districts of Ranchi, Hazaribagh, Palamau, Dhanbad and Singhbhum. However, for Tana Bhagats, who are all Scheduled Tribes, the enactment applicable is the Ranchi District Tana Bhagat Raiyats Agricultural Land Restoration Act, 1947. This Act is in force in Ranchi district. The Santhal Parganas Tenancy Act, 1949 applies exclusively to the district of Santhal Parganas. The Bihar Tenancy Act, 1885 covers the remaining parts of the State. There are specific provisions in all these Acts prohibiting the transfer of land belonging to the tribal people to outsiders. Only in very special circumstances can such transfer be effected and that too after obtaining the permission of the Deputy Commissioner/Collector.

Gujarat

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

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

Kerala

There is no specific legislation preventing alienation of land by tribals to non-tribals. However, under the State Land Assignment Rules, 1964, the land granted on 'registry' cannot be alienated for a period of 10 years from the date of registry. Further, under the Kerala Hillmen Rules, 1964, any land, cultivated in areas at the disposal of Government or in Reserved Forest, for cultivating which licence may be granted to the Scheduled Tribes, shall not be alienable although heritable.

It is understood that draft legislation for the prevention of alienation of tribal lands to non-tribals was proposed early in 1963. No Act has, however, been passed till now on the basis of the draft legislation.

Madhya Pradesh

To protect the tribals against their land passing into the hands of non-tribals, the following enactments are in force :

(*i*) The M. B. Scheduled Area (Allotment and Transfer of Land) Regulation, 1954.

(*ii*) The Madhya Pradesh Land Revenue Code, 1959.

The M. B. Scheduled Area (Allotment and Transfer of Land) Regulation, 1954 :

This Regulation is applicable to the following areas of the State :—

District	*Area to which applicable*
(1) Jhabua	Whole district
(2) Ratlam	Sailana tehsil
(3) Dhar	Kukshi, Manawar and Dhar tehsils.
(4) West Nimar	Sendhawa, Burwani, Rajpur, Khargone, Bhikangaon and Maheshwar tehsils.

Under Section 4 of the Regulation no member of a Scheduled Tribe shall, except with the previous sanction of the Collector, transfer by way of sale, exchange, mortgage, lease or otherwise, any land to any person other than a member of a Scheduled Tribe. No land held or occupied by a member of a Scheduled Tribe shall be liable to attachment or sale in execution of any decree, order of a Civil or Revenue Court. Provided that in relation to any land allotted for agricultural purposes to a member of a Scheduled Tribe, the restrictions shall apply only during a period of 5 years from the date of such allotment. Any transfer, attachment or sale of any land made in contravention of this section shall be void.

The Madhya Pradesh Land Revenue Code, 1959

The Code is applicable to the areas of State other than those mentioned above.

Under Section 165 of the Code, the right of a Bhumiswami belonging to a tribe which has been declared to be an aboriginal tribe shall not be transferred to a person not belong-

ing to such tribes without the permission of a Revenue Officer given for reason to be recorded in writing.

No land comprised in a holding of a Bhumiswami belonging to a tribe which has been declared to be an aboriginal tribe shall be liable to be attached or sold in execution of any decree or order.

Madras

There is no legislation prohibiting the transfer of tribal lands to non-tribals except in Jawadhi Hills.

Maharashtra

The following Laws are in force in the State :

(*i*) The Madhya Pradesh Land Revenue Code, 1954 (applicable to Vidarbha).

(*ii*) The Bombay Tenancy and Agriculture Lands Act, 1948 (applicable to Western Maharashtra Districts).

(*iii*) The Bombay Tenancy and Agricultural Lands (Vidarbha Region) Act, 1958.

(*iv*) The Hyderabad Tenancy and Agricultural Lands Act, 1950 (applicable to Marathwada Region).

(*v*) The West Khandesh Mahawassi Estates (Proprietary Rights Abolition etc.) Regulation 1961 (applicable to Estates in Akkal Kuwa Taluka of Dhulia District).

(*vi*) The Maharashtra Land Revenue Code, 1966.

The first law prevents alienation of tribal lands to non-tribals and also ensures security of tenure, while the others are general laws providing security of land tenure and prohibiting transfers of lands from agriculturists to non-agriculturists.

Mysore

The land assigned under the Mysore Land Revenue (Amendment) Rules, 1960, to the members of the Scheduled Castes and the Scheduled Tribes cannot be alienated for a period of 15 years from the date of the grantee taking possession of the land. Such land, may, however, be alienated with the previous sanction of the Government and subject to such conditions as the Government may specify.

Nagaland

The Bengal Eastern Frontier Regulation (Regulation 5) of 1873 prohibits a person other than an indigenous tribal inhabitant to acquire any interest in land or the product of land in the inner line notified by the Government. The position was further amplified in Government of Assam. Excluded Areas Secretariat letter No. Ex/Misc./133/49/37, dated the 18th June, 1949 and was reaffirmed in Government of Nagaland, Home Department, letter No. CON. 94/66, dated September 24, 1966, which stated that "the final decision regarding the possession or acquisition of land by settlement, transfer, lease or mortgage or sale with any person who is not an indigenous tribal inhabitant of Nagaland rests with the State Government. Hence, under no circumstances, must any Deputy Commissioner or authorities subordinate to him, agree to or permit any such transactions relating to the acquiring of an interest in land or the product of land by a non-indigenous person, whether or not they are already resident in Nagaland or have retired from Government service or the service of the permanent Labour Corps, Assam Rifles, etc."

Article 371-A of the Constitution Provides *inter alia* that no Act of Parliament in respect of ownership and transfer of land and its resources shall apply to the State of Nagaland unless the Legislative Assembly of Nagaland by a resolution so decides.

Orissa

The Orissa Scheduled Areas Transfer of Immovable Property (by Scheduled Tribes) Regulation, 1956, provides for the control and check of the transfers made by the Scheduled Tribes to the non-Scheduled Tribes in the Scheduled Area. Under this regulation the

permission of the Collector is required for making any transfer of immovable property valid. Under the Regulation, attachment or sale of immovable property in execution of money decree against a member of the Scheduled Tribe is prohibited.

Outside the Scheduled Areas, alienation of land by the Scheduled Tribes has been restricted under the Orissa Land Reforms Act, 1960.

Rajasthan

The Rajasthan Tenancy Act, 1955, which is applicable to the entire State, prevents, through a special provision, the passing of lands held by the members of the Scheduled Castes and Scheduled Tribes into the hands of persons who are not members of these communities.

West Bengal

To protect the tribals against lands passing into the hands of non-tribals Chapter VII-A of Bengal Tenancy Act not only placed restrictions on the transfer of land by tribals, but also prohibited Courts from ordering the sale of tribal lands in execution of a decree except for arrears of rents in which case the decree could be executable solely by the Collector. Later with the promulgation of the West Bengal Estate Acquisition Act, 1954, the Bengal Tenancy Act became inoperative but the main provisions of Chapter VII-A were retained under the Estate Acquisition Rule 1954. Since November 1966, the West Bengal Land Reforms Amendment Act, 1965 has been enforced. Chapter II-A of the said Act contains the provisions of the Chapter VII-A of the repealed Bengal Tenancy Act and also introduces some new features. Under this Act, a person belonging to a Scheduled Tribe cannot transfer his land to any person without the permission of the Revenue Officer and in case the purchaser happens to belong to a tribe other than that of the transferor, the Revenue Officer shall not give permission unless he is satisfied that a purchaser belonging to such tribe and willing to pay a fair market price is not available.

Andaman & Nicobar Islands

Under the Andaman & Nicobar Islands (Protection of Aboriginal Tribes) Regulation, 1956, no member of an aboriginal tribe can, except with the previous sanction of the Chief Commissioner, transfer by way of sale, exchange, mortgage, lease or otherwise any land to any person other than a member of an aboriginal tribe. The Regulation also authorises the Chief Commissioner to declare, by notification, any area which is predominantly inhabited by aboriginal tribes to be a reserved area and prohibits acquisition of interest in land in such area by a person other than a member of an aboriginal tribe, except with the previous sanction of the Chief Commissioner.

Himachal Pradesh

There was no specific legislation preventing land alienation from tribals to non-tribals until recently when the Himachal Pradesh Assembly passed a Bill known as Himachal Pradesh Transfer of Land (Regulation) Bill of 1968 to prevent alienation of land belonging to Scheduled Tribes. The Bill, having been assented to by the President, has come into force w.e.f. June 3, 1969.

Laccadives, Minicoy & Amindivi Islands

The Laccadive, Minicoy and Amindivi Islands (Protection of Scheduled Tribes) Regulation, 1964, which is in force in the Territory, provides that no member of the Scheduled Tribes shall transfer by way of sale, mortgage, lease, exchange, gift, or otherwise, any land belonging to him, to a non-Scheduled Tribe person, except with the previous sanction of the Administrator. Besides, no land held or occupied by a member of the Scheduled Tribes shall be liable to attachment or sale in execution of any decree or order of a civil or revenue court. Sections 86 and 87 of the Laccadive, Minicoy and Amindivi Islands Land Revenue and Tenancy Regulation, 1965, provide security of tenure to tenants while

Section 99 protects a "Kudiyan"* from eviction from his "Kudi".*

Manipur

(i) Manipur Land Revenue and Land Reforms Act, 1960, which is applicable to the Valley Areas, provides security of land tenure and prohibits transfer of tribal land to non-tribals except with the previous permission of the Deputy Commissioner.

(ii) Assam Land Revenue Regulation, 1886 (as extended to the Union Territory) extends to the Hill Areas. Chapter X of this Regulation prohibits transfer of tribal land.

Tripura

Section 187 of the Tripura Land Revenue and Land Reforms Act, 1960 prohibits transfer of land to non-tribals except with the written permission of the Collector. Under an order of the late Ruler, transfer of land in the area declared as tribal reserve is prohibited.

Dadra and Nagar Haveli

Soon after the liberation of the territories in the occupation of the Portugese an Ordinance known as the Free Dadra and Nagar Haveli Tenancy and Agricultural Land Ordinance, 1961, was passed incorporating the salient features of the Tenancy Acts in force in the neighbouring States of Gujarat and Maharashtra. The Ordinance has been amended from time to time to improve the position of the Scheduled Tribes cultivators. The *Argenisce Agreria*, a Portugese land law which is still in force in the Territory, provides that an illiterate land-holder shall not transfer his land without the permission of the Mamlatdar. The tribals, being mostly illiterate, are thus required to take permission before transferring their lands. The Administration has proposed the replacement of the existing Portugese law by the Maharashtra Land Revenue Code of 1966.

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*"Kudiyan" means a person who has neither a homestead nor any land, either as owner or as a tenant in possession, and who has been permitted by a person in lawful possession of any land to have the use and occupation of a portion of such land for the purpose of erecting a homestead or to occupy a hut belonging to such person and situated in the said land, and "Kudi" means the land and the homestead or the hut so permitted to be erected or occupied.

ANNEXURE XII

(Reference para 4·10)

STATEMENT SHOWING THE LEGISLATIVE AND EXECUTIVE MEASURES ADOPTED IN THE VARIOUS STATES/UNION TERRITORIES FOR PROVIDING AGRICULTURAL LAND TO SCHEDULED TRIBES

Andhra Pradesh

Lands at the disposal of the Government in Ryotwari areas were assigned only to the landless poor directly engaged in cultivation including Harijans and backward communities. A family was eligible for one acre of wet land (this was subsequently raised to 2½ acres wet) or 5 acres of dry land. In the Telangana Region the assignment was not made by Gram Panchayats but by subordinate Revenue Officers of the Government. Members of Scheduled Castes, Scheduled Tribes and Other Backward Classes took their chance along with other landless persons in respect of the assignment of land. However, in November 1962, the State Government, by an order, stopped the assignment of Government lands, which was being done under the executive orders issued previously, and reserved all unassigned lands for demobilized soldiers. The ban was, however, lifted subsequently in 1964 subject to adequate land being reserved for demobilised soldiers.

Assam

In the Plains Districts of Assam, the Assam Land and Revenue Regulation, as amended in 1947, provides for the formation of "Tribal Belts and Blocks". These Tribal Belts and Blocks constitute about 24% of the total areas of these districts and settlement of waste lands in these Blocks and Belts is ordinarily confined to the cultivators belonging to the Scheduled Tribes (both Plains and Hill tribes), Other Backward Classes and Scheduled Castes categories as notified under Section 162 of the Assam Land and Revenue Regulation. In the rest of the Plains Districts, waste land is allowed to be settled with landless cultivators from all communities but preference is given to cooperative farming societies of such cultivators.

Bihar

Instructions have been issued to the District Officers to settle the available waste and vacant lands in the estates, vested in the Government through the abolition of intermediaries, with Scheduled Castes and Scheduled Tribes and Other Backward Classes (The Other Backward Classes entitled to receive the lands have been listed in a separate list) at the rate of 5 acres per family. The allotment is done by the District Welfare Officer in each district. A statutory committee known as Bihar Bhoodan Yajna Committee has been established under Section 3 of the Bihar Bhoodan Yajna Act, 1954 to administer all Bhoodan lands which vested in the Committee. Most of the persons with whom such lands have been settled belong to Scheduled Castes, Scheduled Tribes and Other Backward Classes.

Gujarat

The Scheduled Tribe members are given high priority in the allotment of government waste lands. In the Scheduled Areas and other areas predominantly inhabited by the tribals, they are given first priority. They also get concessions in occupancy price in respect of lands granted to them.

Kerala

The Kerala Land Assignment Rules, 1964 regarding allotment of land provide that 25 per cent of Government land available for allotment in each village should be reserved for allotment to families of Scheduled Castes and Scheduled Tribes. The allotments

are made by the Revenue authorities in consultation with Taluka Advisory Committee constituted for the purpose. These Committees consist of members representing the various political parties of the State and also of Revenue Officials. The parties concerned are liable to pay the cost of reclamation but concessional rates have been allowed for Scheduled Castes and Scheduled Tribes.

Apart from the provisions in the Kerala Land Assignment Rules, 1964, the Kerala Hill Men Rules, 1964, provide that the tribals shall enjoy the concession of cultivating land free of tax in the lands at the disposal of Government and Reserved Forests in which they live, to the extent of one acre each for a member, subject to a minimum of 3 acres and maximum of 15 acres for a family consisting of husband, wife and three unmarried children.

Madhya Pradesh

Land received in Bhoodans and Gramdan, the land available under the Ceiling of Holding Act and the land transferred by the Forest Department to the Revenue Department are allotted to landless persons. The order of priority is as follows :—

(*a*) Landless persons belonging to Military personnel class.

(*b*) Co-operative Societies of landless persons belonging to the following classes :—

(1) Political sufferers

(2) Members of aboriginal tribes

(3) Harijans

(*c*) Landless persons belonging to the following classes :—

(1) Political sufferers

(2) Members of aboriginal tribes

(3) Harijans

(*d*) Co-operative Societies of landless persons other than those mentioned in clause (b) above.

Madras :

In Nilgiris district an extent of 2795 acres has been reserved as Toda Patta lands. There is no other reservation of land for allotment to Scheduled Tribes although large extents of Government lands are reserved for Scheduled Castes in every district. For lands which are not reserved for Scheduled Castes, all the landless persons including Scheduled Tribes and Denotified Tribes have to take their chance. The cost of reclamation is given as loan. The area allotted is 2½ acres wet or 5 acres of dry land including the land already owned by the persons concerned. But in the case of Scheduled Tribes the maximum area to be assigned is fixed at 10 acres of dry land and 5 acres of wet land in hilly tracts, if sufficient land is available.

Maharashtra

The earlier rules for allotment of cultivable lands gave a priority to the landless Backward Classes and the cooperative societies of such people. Later on, however, the State Government issued revised instructions, under which ex-servicemen and goldsmiths enjoy a priority higher than the Backward Classes. The term 'Backward Classes' used in the orders includes Scheduled Castes, Scheduled Tribes, neo-Buddhists, Vimukt Jatis and Nomadic Tribes and also other Backward Classes. It is also understood that a general ban on allotment of lands was imposed pending completion of land utilization survey. According to the present policy of the Government (as laid down in Government Resolution No. IND 1068/20/750-A, dated January 14, 1969), existing Eksali lessees who have cultivated Government land for three years or more prior to March 1, 1960, are to receive first priority for the grant of land. In Scheduled Areas, first preference is given to lessees who belong to Backward Classes including cooperative societies of such persons. However, lessees

belonging to Backward Classes do not receive any preference in areas other than Scheduled and all lessees are treated alike.

Mysore

Instead of outright assignment, a policy has been adopted of leasing out Government waste land in the first instance. Among individuals priority is given to Scheduled Castes and Scheduled Tribes but individuals in the preference list come after educational institutions, inferior village servants having insufficient *Inams* and cooperative farming societies, The extent of land granted to each is usually 1 acre of garden land or land under a major irrigation project, 2 acres of irrigated wet land or 5 acres of dry land. The land so granted is leased for a period of 5 years, in the first instance, subject to the condition that it will be personally cultivated by the allottee within 2 years of allotment and will not be alienated within a period of 10 years. At the end of the lease period, the beneficiaries are entitled to registration as occupants of the land at an upset payment.

In the Mysore Land Revenue (Amendment Rules), 1960, provision has been made to reserve a certain percentage of lands, available for disposal in a village, for allotment to members of the Scheduled Castes and the Scheduled Tribes. If such lands are below 10 acres, the entire area is reserved for the purpose and if more than 10 acres, 50% is reserved, subject to a minimum of 10 acres. In the case of persons belonging to the Scheduled Castes and the Scheduled Tribes who are unable to pay the full occupancy price, the occupancy price can be waived upto Rs. 200 and the balance recovered in 3 annual instalments.

Orissa

Available lands are being allotted to the landless. First preference is given to landless Scheduled Tribes, Scheduled Castes and Other Backward Classes in the order mentioned. Landless persons from other than Backward Classes come last. A person is considered landless if he had either no land or has land below half an acre per member of his family. Land is settled only after it has been reclaimed; rent is charged only after reclamation. If the land is immediately cultivable it is settled straight away and assessed in full and the rent realised from the date of settlement. The allotment is made by the Revenue Officers.

The old policy of the Government that no *Salami* would be charged for allotment was revised some years ago. *Salami* at 20 per cent of the market value of the class of land concerned is now being charged. If the party is too poor to pay the *Salami* in a lump sum, the amount is recovered in five instalments. In Ganjam district the Agency tracts have not been settled; the Scheduled Tribes there can occupy the waste lands wherever available.

The Government in the Revenue Department have issued a set of instructions for settlement and lease of Waste Land and encroached lands in the State. According to these instructions landless persons are required to file applications before the local Tehsildars for allotment of such lands. The members of Scheduled Tribes and Scheduled Castes get first and second preference respectively over other applicants. The Collectors have also been delegated powers to exempt *Salami* (royalty) in full or in part and sanction acceptance of payment in instalments in hard cases where the poverty of the tribals warrants such a concession. Landless persons including Scheduled Tribes and Scheduled Castes are entitled to get lands to an extent of 5 acres inclusive of lands already held by them as tenants.

West Bengal

While no reservation has been made in the West Bengal Land Reforms Act, 1955, for allotment of surplus land vested in the State to Scheduled Tribes, the Board of Revenue has issued instructions that the persons belonging to the Scheduled Castes and Scheduled Tribes should be given preference at the time of allotment of khas and vested land (According to the figures of distribution received by the State Government from six districts it is

found that the Scheduled Tribes got a fair share of the total allotted land—infact more than that justified by the ratio of their population to the total population of the State or by the percentage of the Scheduled Tribe agricultural labourers of the State. The State Government do not, therefore, consider it necessary at present to reserve a portion of the vested land for allotment to the Scheduled Tribes).

The State Government have also provided for the allotment of fallow lands to the tribals, free of rent for the first two years, to encourage them to make their lands fit for cultivation. Thereafter, nominal rent is chargeable. The initial settlement in such cases is for a period of 5 years.

Rajasthan

Under the Rajasthan Land Revenue (Allotment of Land for Agricultural Purposes) Rules, 1957, 25% of the land available for assignment in a village has been reserved for Scheduled Castes and Scheduled Tribes.

Andaman & Nicobar Islands

Under the Andaman and Nicobar Islands (Protection of Aboriginal Tribes) Regulation, 1956, the Chief Commissioner is empowered by notification to declare any area which is predominantly inhabited by the aboriginal tribes to be a reserved area. In the reserved area, no waste or unoccupied land at the disposal of Government shall be allotted for agricultural purposes to any person other than a member of the aboriginal tribe. The Chief Commissioner may, however, allot any such land to a non-aboriginal, if he is satisfied that such land is not required by a member of the aboriginal tribe or allotment of land to a non-aboriginal is necessary for the purpose of consolidation of land or is otherwise necessary in public interest. However, in the Car Nicobar Island, the land is not at the disposal of the Government for allotment to settlers. It is the property of the owner of the trees standing on it. In some islands, the ownership of the land has been vested in the village chief who in course of time has made grants to all the families in his village.

Dadra and Nagar Haveli

The Administration has started giving to members of Scheduled Tribes, scattered plots of cultivable lands within the forest areas, called '*Mali*' which were hitherto not being allotted to them. The Administration has also discontinued the practice of alloting municipal lands, suitable for agricultural purposes through auction in order that such lands may be allotted to the Scheduled Tribe agriculturists.

During the year 1967, the Administration formulated a new scheme for the settlement of landless agricultural labourers. Under the scheme one hectare of agricultural land can be allotted to each landless agricultural labourer and small holder, particularly to landless Adivasis and Scheduled Castes. There is also provision in the scheme to give financial assistance to the extent of Rs. 1,450/- for the removal of stumps and terracing, and purchase of implements, bullocks and seeds according to the requirement of the beneficiary. 75% of the assistance is treated as subsidy and the remaining 25% as loan.

300 hectares of land have so far been distributed to an equal number of Adivasi families under the scheme. The allottees of these plots have also been given loans totalling about Rs. 2 lakhs. The Administration intends to allot 500 hectares of land during the next five years. It has been decided that members of the Scheduled Tribes should be given high priority in the allotment of Government waste lands and land which becomes available as a result of fixation of ceilings on land holdings.

Himachal Pradesh

The Nautor Rules provide that preference in the matter of grant of waste land should be given to persons who have no land or who hold less than 10 bighas of land. Members of the Scheduled Castes and Scheduled Tribes not possessing any or enough land thus have an opportunity under these rules to secure Nautor lands.

Manipur

No special provision is considered necessary by the Administration to assign land to Scheduled Castes and Scheduled Tribes since they already own adequate areas of land.

Tripura

The Tripura Land Revenue and Land Reforms (Allotment of Land) Rules, 1962, have been framed with the sole purpose of distributing lands among the Scheduled Castes and the Scheduled Tribes. Under these Rules lands available for assignment are being allotted to them free of *nazar*, at the rate of 2 acres per beneficiary.

Laccadive, Minicoy & Amindivi Islands

The Administration has intimated that no surplus lands are available for distribution in the Territory except in Minicoy Island. Section 14 of the Laccadive, Minicoy and Amindivi Islands Land Revenue and Tenancy Regulation, 1965, provides for allotment of *Pandaram* lands, *i.e.* lands in which Government has a proprietary right, for agricultural purposes or residential purposes and action is already in progress for the allotment of these lands for agricultural purposes to local inhabitants who have all been classified as tribals.

ANNEXURE XIII

(Reference para 7·2)

NUMBER OF T. D. BLOCKS TAKEN UP DURING THE THIRD FIVE YEAR PLAN

State/Union Territory	S.M.P.T. Blocks allotted during II Plan (No.)	Number of T.D. Blocks actually taken up during III Plan					Total	T.D. Blocks taken up during 1966-67	Total No. of T.D. Blocks including SMPT Blocks
		1961-62	1962-63	1963-64	1964-65	1965-66			
1	2	3	4	5	6	7	8	9	10
1. Andhra Pradesh	4	2	—	5	6	7	20	—	24
2. Assam .	7	4	4	8	10	14	40	2	49
3. Bihar ..	8	5	5	11	13	17	51	4	63
4. Gujarat ..	3	4	4	11	13	18	50	—	53
5. Kerala ..	—	—	1	—	—	—	1	—	1
6. Madhya Pradesh	10	—	14	26	30	37*	107*	10	127*
7. Madras. ..	—	—	—	2	—	—	2	—	2
8. Maharashtra ..	4	2	1	13	14	10	40	—	44
9. Nagaland ..	—	—	3	1	3	2	9	2	11
10. Orissa ..	4	6	6	13	16	21	62	9	75
11. Rajasthan ..	1	—	3	3	3	4	13	4	18
12. Dadra & Nagar Haveli ..	—	—	—	2	—	—	2	—	2
13. Himachal Pradesh ..	—	2	1	3	—	1	7	—	7
14. Manipur ..	1	1	1	1	2	2	7	—	8
15. Tripura ..	1	1	—	1	2	—	4	—	5
ALL-INDIA ..	43	27	43	100	112	133	415	31	489

NOTE: Two *ad hoc* Blocks were taken up in Mysore during 1963-64 and two in 1966-67.

Source : Highlights of the Programme- Community Development, Special Programmes, Panchayati Raj-Department of Community Development, December 1967 and January 1969.

*According to the information received by the Study Team from the Government of Madhya Pradesh, the number of T.D. Blocks actually taken up during 1965-66 in that State was 36 and, therefore, the total number of T.D. Blocks taken up in Madhya Pradesh during the Third Plan period should be 106 and the total number of T.D. Blocks including SMPT Blocks, 126.

ANNEXURE XIV
(Reference para 7·4)

SCHEMATIC BLOCK BUDGET***
BY MAJOR HEADS

(Rs. in lakhs)

Heads	For Stage I C.D. Blocks	For Stage II C.D. Blocks	Additional funds for Tribal Development Blocks**	
			In Stage I	In Stage II
I. *Block Headquarters*	*3·15*	*0·85*	*2·00*	*1·00*
(*a*) Personnel	2·60	0·70		
(*b*) Transport	0·15	0·15		
(*c*) Office equipment, furniture etc. ..	0·15	—		
(*d*) Project Office, Seed Store, Information centre etc.	0·25	—		
II. *Agriculture Development* .. (including Animal Husbandry, Fisheries, Minor Irrigation & Land Improvement)	*4·50*	*1·35*	*4·80*	*2·40*
III. *Rural Arts, Crafts and Industries* ..	*0·65*	*0·50*		
IV. *Amenities*	*4·30*	*2·30*	*3·20*	*1·60*
(*a*) Health & Rural Sanitation	1·15	0·50		
(*b*) Education	0·60	0·50		
(*c*) Social education (including Audio Visual Aids, women, youth and children's programme)	0·70	0·50	1·20	0·60
(*d*) Housing (Project & Rural)	1·00	0·30*		
(*e*) Communications	0·85	0·50	2·00	1·00
Less Rs. 60,000 from Group I & IV items in Stage 1 Blocks for augmentation of Group II	(—)0·60			
TOTAL	12·00	5·00	10·00	5·00

NOTES.— 1. An expenditure of Rs. 18,800 (Rs. 16,800 on Block Headquarters and Rs. 2,000 for Agricultural demonstration etc.) has been allowed during the pre-extension Stage which will be adjusted against the budget provision for the Stage I period after the pre-extension Block is converted into Stage I.

2. With effect from December 1962 it has been decided to increase the amount for agricultural development by Rs. 1 lakh for new Stage I Blocks by effecting savings under the amenities and on Block Headquarters.

*Rural Housing only.

**These figures pertain to the funds provided by the Deparment of Social Welfare (which has administrative responsibility for tribal welfare) in addition to the funds available from C.D. Blocks budget indicated in Cols. (2) and (3) above. T.D. Stage I Blocks start generally at the commencement of C.D. Stage II.

***The Budget referred to here is only a nucleus one. It is supplemented in each Block by Budgets of respective Departments under the normal programmes of maintenance and development in Five Year Plans.

ANNEXURE XV
(Reference para 9·3

FINDINGS OF THE SURVEYS CONDUCTED IN VARIOUS STATES/UNION TERRITORIES ON INDEBTEDNESS AMONGST SCHEDULED TRIBES

Andhra Pradesh

A survey was conducted by the Tribal Cultural and Research and Training Institute, Hyderabad, during 1963-64 in the Tribal Development Block, Chintapalli, Visakhapatnam district, to assess the extent of indebtedness amongst Scheduled Tribes. The survey revealed that out of 400 tribal families, 228 families (57%) were in debt. The average debt per family was Rs. 177·75. 36·40% of the indebted families had borrowed money from non-tribal moneylenders, and 15.78% from neighbours, relatives and sowcars. Only 13.16% of the families had taken loans from Government, Panchayat Samitis and Scheduled Tribes Cooperative Finance and Development Corporation.

Another survey was conducted by the Institute in the Bhadrachalam Block, Khammam district. The survey showed that the volume of debt was over Rs. 32,000 for 215 tribal households. 35·64% of the households borrowed money from the moneylenders and 32·34% from cooperative societies. Only 14·85% of the tribal households took loans from Government and Panchayat Samitis. The rate of interest charged by the moneylenders generally varied from 25% to 50% and was sometimes as high as 100%.

Assam

Information relating to rural indebtedness was collected by the Department of Economics and Statistics, Government of Assam, during the surveys undertaken between 1958 and 1964 in three hill districts of the State, namely, Garo Hills, United Khasi and Jaintia Hills and United Mikir and North Cachar Hills.

A socio-economic survey of the Garo Hills district was conducted in 1961. The percentages of indebted families to the total number of families in Border areas* (within projects)**, Border areas (outside projects), Non-Border areas (within projects) and Non-Border areas (outside projects), as revealed in the Survey were 23·95, 52·32, 24·44 and 3·88 respectively. The average amount outstanding per indebted family in Border areas (within projects), Border areas (outside projects), Non-Border areas (within projects) and Non-Border areas (outside projects), was Rs. 226·28, Rs. 108·55, Rs. 100·12 and Rs. 86·00 respectively.

A rural economic survey in United Khasi and Jaintia Hills, was undertaken in 1958. The percentages of indebted families in Border areas, Project areas and General areas of the U.K. & J. Hills district, as depicted in the said survey, were 62·50 and 28 respectively and the average amounts outstanding per indebted family Rs. 251·25, Rs. 277·98 and Rs. 180·08 respectively.

The economic survey in United Mikir and North Cachar Hills District undertaken in 1964 reveals, among other things, that the average amount of loan outstanding per family in rural areas was Rs. 19·94 compared to Rs. 1030·69, being the average annual income (net) per family.

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*Areas bordering Pakistan.

**Community Development Blocks.

Bihar

A pilot study on the problem of indebtedness among tribal families in the districts of Ranchi, Hazaribagh, Singhbhum, Dhanbad, Palamau and Santhal Paraganas was conducted by the Bihar Tribal Welfare Research Institute, Ranchi, during 1966-67. The study revealed that the incidence of indebtedness was quite high. It is understood that a detailed study on more scientific lines and with a uniform statistical frame as a follow-up of the earlier study is currently in progress.

Gujarat

A sample survey carried out in the Scheduled Areas of Chhotaudepur taluka of Baroda district in 1960 at the instance of Registrar General of Money-lenders revealed that 37·71% of the loans were supplied by the money-lenders. The rate of interest charged by the money-lenders was 12%.

A survey on rural indebtedness was undertaken in 1962 by the Reserve Bank of India in cooperation with the Bureau of Economics and Statistics. The survey showed that 72% of the tribal households reported outstanding loans. The average outstanding loan per tribal household came to Rs. 369/-.

Another survey was undertaken in some of the Tribal Development Blocks by the Bureau of Economics and Statistics. It was found that out of 134 tribal families in Nanivahiyal T.D. Block, 11 families i.e. 8·2%were under debt and their total debt was Rs.1,920/-; Most of the families had taken loans from cooperative societies. Two of them had borrowed money from the moneylenders and one from relatives. In Meghraj-Bhiloda T. D. Block, out of 123 tribal families, 82 families i.e. 66·7% were found to be indebted. Their total debt amounted to Rs. 29,137. 63% of the indebted tribal families had borrowed money from the traders.

Kerala

A sample survey on the economic condition of the Paniyans in Wynad was conducted by the Bureau of Economics and Statistics in the year 1964-65. The survey revealed that about 36% of the tribal households were indebted. 68% of the loans taken by the tribals were for meeting the household expenditure and expenditure on ceremonials. The survey also revealed that out of the selected households 43% were found to be 'bonded'. On the whole 12% of the Paniyan population was under bonded labour.

Madras

A sample survey on indebtedness among the tribals in Salem district was conducted by the Director of Statistics in 1961-62. The survey covered 50% of the total tribal population. It was found that 68·3% of the families were under debt. The average debt per family worked out to Rs. 236/-. 84·3% of the loans were obtained from the money-lenders. Only 10·6% of the loans were taken from the co-operative agencies. The rate of interest charged by the private money-lenders varied from 20% to 120% and was sometimes as high as 135%.

Madhya Pradesh

A survey was carried out by the Tribal Research and Development Institute, Bhopal, in 1964. The survey covered 4, 142 families in 13 districts. It was found that 2,175 families (52·5%) were indebted in the Scheduled Areas. The average debt per indebted family was Rs. 367/-. In Ratlam district, however, the extent of indebtedness was as high as 82·9%. The moneylender and indigenous trader advanced about 64% and Government sources provided 13·5% in the form of *Taccavis*. The rate of interest charged by the moneylender varied from 25% to 100%. However, in 63% of the cases the rate of interest charged was more than 25%.

34·5% of the loans were taken for domestic consumption purposes, 13·2% for social and religious purposes and 43·6% for productive purposes. 87% of the amount

borrowed was obtained in cash. In two thirds of the cases, loans were given on personal security and in the remaining cases on the security of land/house/ornaments.

Maharashtra

A survey of indebtedness was undertaken by the office of the Commissioner for Scheduled Castes and Scheduled Tribes in the Ashagad, Kassa, Talasari, Jawahar and Mokhada Tribal Development Blocks in Thana district covering 12 villages in all. The survey revealed that out of 315 families studied, 145 families (46%) were in debt. The average debt per reporting household for all the 12 villages as a whole was about Rs. 232/-. The level of debt per reporting household was the highest in Talasari Block (Rs. 467/- per household), and the lowest in Jawahar Block (Rs. 176·50 per household). About 48% of the total loans were supplied by the professional moneylenders and 35% by the cooperative societies. Only 17% of the loans were provided by the Government. It was also found that 84% of the total loans were taken in cash and 14% in kind. The rate of interest charged by the moneylenders and traders varied from 25% to as high as 400%.

A sample survey of 10 villages selected from four districts of Amravati, Chandrapur, Aurangabad and Nanded was undertaken in the months of February and March 1967 by the Cooperative Department. 10 tribal families in each village were contacted. The findings of the survey were that the average debt per family for productive purposes was. Rs. 477·90, as against Rs. 221·60 for non-productive purposes. The rate of interest charged by the moneylenders varied from 12% to 50% per annum.

Rajasthan

A survey of indebtedness among the tribes in Dungarpur district was conducted by the Directorate of Economics and Industrial Surveys in 1960. The survey revealed that the average debt per household was Rs. 302·22.

A Rural Credit Survey in the Kushalgarh Tribal Development Block conducted by the Social Welfare Department of the State in 1960 showed that the average debt per family amounted to Rs. 258/-.

The Tribal Research Institute, Udaipur, conducted in 1965 a survey to ascertain the impact of the Rajasthan Sagri System Abolition Act, 1961. The survey covered 12 villages consisting of 297 Sagris in Dungarpur district of whom 112 Sagris were interviewed. It was found that the average debt of a Sagri was Rs. 679/-. 86% of the loan was taken for non-productive purposes and the remaining 14% for productive purposes. The survey further revealed that 40% of the Sagris interviewed were employed after 1961, the year of application of the Act and only 14% of the Sagris interviewed had knowledge of the Act.

A survey was conducted by the office of the Commissioner for S.C. & S.T. prior to enactment of the Rajasthan Sagri System Abolition Act, 1961, to ascertain the extent of indebtedness and bonded labour amongst Scheduled Tribes. 15 villages of Dungarpur district were surveyed. It was found that the system of bonded labour (Sagri) existed in 10 villages. Out of 56 respondants, 53 were working as Sagris. The main cause for the Sagri System was the indebtedness of the tribals. The survey revealed that 85·8% of the households were under debt. The average debt per household amounted to Rs. 284/-. The amount of loans taken by the Sagris varied from person to person. 15 Sagris had taken loans less than Rs. 100/-; 8 between Rs. 100/- to Rs. 150/-; 24 ranging from Rs. 151/- to Rs. 300/- and 6 more than Rs. 300/-. The loans were mostly taken for non-productive purposes.

Orissa

A sample survey was conducted by the office of the Commissioner for Scheduled Castes and Scheduled Tribes in certain selected tribal areas of Koraput and Puri districts of Orissa. In all, 192 tribal families were covered by the survey. It was found that 83

families (about 43%) were in debt. The average debt per household worked out to Rs. 145·90. 88·5% of the loans were taken from unlicensed moneylenders. It was also found that 90% of the loans were not based on any security.

Another survey was carried out in the Narayana Patna Tribal Development Block (Koraput Sub-Division) by the Programme Evaluation Organisation, Planning Commission, to study the problems of land alienation and indebtedness. Six villages, namely Bodosorupalli, Jaiguda, Bodomaturu, Khaspavalsa, Nagulabeda and Karkaitika were selected for the study. It was found that out of 153 households studied 85 households (55%) were indebted. The total loan of the indebted households amounted to Rs. 5,600/-. Thus the average debt per indebted household worked out to Rs. 66/-. Further analysis showed that 59% of the indebted households had an outstanding debt to the extent of Rs. 50/- or less; 22% had between Rs. 50/- and Rs. 100/- and 14% ranging from Rs. 100/- to Rs. 200/-. The percentage of households having an outstanding debt above Rs. 200/- was only 5.

The survey further revealed that 90% of the indebted households had taken loans in cash, 5% in kind and another 5% both in cash and kind. It also showed that 61% of the amount borrowed was taken for non-productive purposes, 30% for productive purposes and the remaining 9% for both productive and non-productive purposes.

As regards the source of credit, it was found that 78% of the total outstanding amoun was borrowed from the non-tribal moneylenders, including traders, and 12% from the tribal moneylenders. Only 10% of the loan was taken from the cooperative societies and the Kshetra Samiti. In Karkaitika village 100% of the loan was supplied by a voluntary agency.

The rate of interest charged by the moneylender varied from 25% to 100% and sometimes it exceeded even 100%. About 26% of the loans were charged interest varying from 25% to 50% whereas 35% of the loans were charged interest ranging from 50% to 100%. On about 30% of the loans the rate of interest charged was above 100%. In Karkaitika village, however, the loans advanced by a voluntary agency were free of interest

Himachal Pradesh

A rapid socio-economic survey of Chitrari and Pukari villages in Chamba district was undertaken in 1966 by the Research Unit of the office of the Commissioner for Scheduled Castes and Scheduled Tribes, New Delhi. In all, 14 tribal households were studied. It was found that 11 households were indebted. The total loan of indebted families amounted to Rs. 3,050/-. The amount was borrowed either from the unlicensed moneylender or the cooperative society and sometimes from both. The rate of interest charged by the moneylender varied from 15% to 19% per annum.

Another economic survey conducted in Kinnaur district showed that out of 6,256 families studied, 2,515 families were under private debt. The debts, however, were nominal ranging from Rs. 100/- to Rs. 200/- which had been taken for marriage ceremonies etc. The amount was borrowed mostly from the local moneylender.

Dadra and Nagar Haveli

A socio-economic survey of the Territory was made by the Gujarat University in 1964-65 in which the problem of tribal indebtedness was, *inter alia* studied. It was found that the average expenditure of a tribal family was Rs. 960/- against an average income of Rs. 860/- . Thus the average debt per family worked out to Rs. 100/-. The survey showed that most of the debt was incurred for household consumption and marriage ceremonies. 18·13% of the families borrowed money from the sahukars, 10·53% from the Development Department, 8·87% from relatives and friends, 7·93% from seths and only 1·53% from the mamlatdar.

Tripura

A survey was undertaken in the Amarpur Tribal Development Block by the Programme Evaluation Organisation, Planning Commission, to study the problems of land

alienation and indebtedness. Five villages, namely, Taidukhamarbari inhabited by Koloi tribe, Tarbang Choudhurypara and Mola Roy inhabited by Riang tribe, Sarat Karbaripara inhabited by Chakma tribe and Tinghoria inhabited by Jamatia tribe were surveyed. In all, 162 households were studied. Of these, 66 households (40·7%) were found to be indebted. The percentage of indebted households varied from 18 in the case of Tinghoria village to 65·9 in the case of Tarbang Choudhurypara village. The total debt of the indebted households amounted to Rs. 18,254. The average outstanding loan per indebted household worked out to about Rs. 274.

As for the source of credit it was found that more than 53% of the loans were taken from the Block/Project, and about 35% were borrowed from the moneylenders. In Tinghoria village, however, most of the loans were taken from the money lenders. The rate of interest charged by the trader-cum-moneylender varied from 50% to 100% per annum .

The survey also showed that 71% of the outstanding loan was taken for either productive or partially productive purposes and the remaining 29% was taken for non-productive purposes.

*Surveys by the Census Organisation**

As ancillary to 1961 Census a socio-economic survey of 500 villages was taken up by the Census Organisation. Till now reports of 287 villages have been published. These include 78 tribal villges.

In almost all the village survey monographs some information has been provided relating to indebtedness. With reference to the incidence of indebtedness among the households, covered by the survey, the 78 tribal villages can be categorised as follows:-

Very highly indebted (More than 50% households)	30
Highly indebted (30 % to 50% households)	12
Average indebted (15% to 30% households)	12
Low indebted (5% to 15% households)	14
Very low indebted (below 5% households)	1
Unspecified	5
Not available	4

The Statewise breakup of the 30 villages where indebtedness is very high is as follows Andhra Pradesh (7); Bihar (4); Gujarat (3); Madras (4); Madhya Pradesh (2); Nagaland (1); Rajasthan (7); Uttar Pradesh (1); and West Bengal (1).

The break-up of the 12 villages where indebtedness is high is as follows: Andhra Pradesh (3); Bihar (3); Kerala (1); Madras (1); Orissa (2); Punjab (1); and Manipur (2).

The break-up of the 12 tribal villages where indebtedness is average is as follows : Andhra Pradesh (4); Assam (4); Karala (1); Madhya Pradesh (1); and Manipur (2).

The break-up of the 14 tribal villages where indebtedness is low is as follows: Andhra Pradesh (1); Assam (6); Bihar (4); Orissa (1); Rajasthan (1) and NEFA (1).

The single tribal village where indebtedness is very low is in Kerala.

The break-up of 5 tribal villages where indebtedness prevails among the tribals but the incidence of which has not been recorded is as follows:

Assam (2); Kerala (2); and Manipur (1).

In respect of 4 tribal villages information is not available in the monograph. Their Statewise break-up is as follows:-

Bihar (1); Maharashtra (1); Madhya Pradesh (1); and Manipur (1).

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*The information has been furnished by the Office of the Registrar General of India.

ANNEXURE XVI

(Reference para 9·8)

NOTE ON THE PURCHASE, SALE AND FAIR PRICE SHOPS SCHEME FOR THE ECONOMIC DEVELOPMENT OF SOME OF THE MOST BACKWARD 'A' CATEGORY TRIBES OF THE STATE OF ORISSA

In the year 1964-65 the Government of Orissa in the Tribal and Rural Welfare Department started a scheme called the Dongria Kondh Development Scheme for the economic development of Dongria Kondhs, one of the most primitive tribes living in and around the Niyamgiri hills in the Bissamcuttac tehsil of Koraput district. Before the scheme was launched, detailed information about the living conditions of the Dongria Kondhs was collected. The Dongria Kondhs are essentially agriculturists and have a special aptitude for horticulture. They produce turmeric, castor seeds and mustard seeds, etc., and their horticultural products are mainly orange (sweet) pineapples (one of the best varieties available in the State), bananas, plantain and jack fruits. The annual yield of the horticultural produce of the Dongria Kondhs is considerable. However, even in years of bumper harvests, the Dongria Kondh lives in sullen poverty and leads a sub-human existence.

Exploitation by private traders is mainly responsible for the present position of Dongria Kondhs. There are some other factors contributing to their poverty such as their habitual drunkenness and the lack of communications in the difficult terrain which they inhabit. The Dongria Kondh villages are situated sparsely atop the Niyamgiri hills and access to them is through some bridle-paths, passing through forests, which are infested by wild animals. The Dongria Kondhs were thus living in isolation from the rest of world till the introduction of the Purchase, Sale and Fair Price Shops Scheme in the area.

The scheme provides for the following:-

(*a*) advancing interest-free loans to meet the requirements of Dongria Kondhs for all purposes, the amount of the loan to be advanced being decided by the Administrative Officer-in-charge of the scheme taking into consideration the assets owned by loanee;

(*b*) opening of marketing centres at convenient places to purchase whatever the Dongria Kondhs had to sell as their marketable surplus on payment to be made at prevailing market rates; and

(*c*) setting up of Fair Price Shops at convenient centres to cater to the needs of the Dongria Kondhs.

The working of the scheme over the last six years has resulted in a noticeable improvement in the economic condition of the Dongria Kondhs. The Dongria Kondh has now come to realise that he should not sell his produce without bargaining for the best price which he can obtain for it. It is expected that the scheme will help to improve their economic condition further as time goes on.

P.S. & F.S. Scheme

Following the pattern of the Dongria Kondh Development Scheme, the Government in the T. & R.W. Department have also introduced Purchase, Sale and Fair Price Shop Scheme in the six tribal pockets of the districts of Koraput, Phulbani, Ganjam and Keonjhar where similar conditions prevailed. It is proposed to extend the scheme to the tribal areas in the districts of Mayurbhanj, Sundargarh, Koraput and Kalahandi in the current financial year.

Each scheme is in the charge of an Administrative Officer of the rank of Gazetted Class-II of State Administrative Service or its equivalent rank. Each Purchase Centre is manned by a Junior Welfare Extension Officer in the scale of pay of Rs. 110-195 and a peon. Each Fair Price Shop is manned by a Salesman in the scale of pay of Rs. 70-95 and a Weighman-cum-Watchman in the Class IV service. Where there are a large number of marketing centres there is provision for the appointment of Marketing Officers. The Administrative Officers work under the direct supervision and guidance of the Collector of the district and at the State level there is an officer designated Special Officer, Tribal Development Programme (a senior O.A.S (I) Officer) to act as Liaison Officer between the Collector and the Government.

The expenditure incurred on the scheme during the last four years is given below:-

Year	Expenditure
1965-66	Rs. 2,59,148
1966-67	Rs. 11,12,818
1967-68	Rs. 10,24,637
1968-69	Rs. 15,33,400(Final grant)

The target in view aims at introducing similar schemes in all the T. D. Blocks numbering seventyfive (75). But the difficulty is to find the funds for such an expansion.

ANNEXURE XVII

(Reference para 9·10)

LAWS IN FORCE TO CONTROL MONEY-LENDING DEBT REDEMPTION AND ABOLITION OF DEBT BONDAGE IN STATES/UNION TERRITORIES

Sl. No.	State/Union Territory	Legislation in force
1	2	3
1.	Andhra Pradesh	*(*i*) The Andhra Pradesh (Andhra Region) Scheduled Areas Moneylenders Regulation, 1960 (extended to Telangana area in 1963). *(*ii*) The Andhra Pradesh (Andhra Areas Scheduled Tribes) Debt Relief Regulation, 1960 (extended to Telangana area in 1963). *(*iii*) The Agency Debt Bondage Abolition Regulation, 1964. *(*iv*) The Hyderabad Moneylenders' Act, 1938. *(*v*) The Madras Agricultural Debt Relief (Partially excluded Areas) Amendment Regulation, 1944. (*vi*) The Madras Debt Bondage Regulation, 1940.
2.	Assam	**(*i*) The Assam Moneylenders Act, 1934. (The State Government have brought forward legislation to amend the Assam Moneylenders' Act, 1934, with a view to providing for the registration of moneylenders, checking up of their accounts and other matters connected therewith. The Assam Money Lenders' (Amendment) Bill, 1968 which was introduced in the State Assembly in this connection is currently before the Select Committee). **(*ii*) The Assam Debt Conciliation Act, 1936.

*Regulations made under the Fifth Schedule to the Constitution.

**The Assam Money lenders' Act, 1934 was barred in the areas now Autonomous Districts of Assam by virtue of Notification No. 2316-A.P. dated the 3rd April, 1935, issued under the Assam Frontier Tracts Regulation, 1880 (II of 1880). The said Notification of 1935 continues to be valid in view of the provisions under Article 372 of the Constitution. The Assam Debt Conciliation Act, 1936 is also not applicable to the Autonomous Districts of Assam, as it was not specifically extended thereto under the Scheduled Districts Act, 1874, read with Section 14 of the Assam General Clauses Act, 1915. The provisions of both the enactments, *i.e.*, the Assam Money Lenders' Act, 1934, and the Assam Debt Conciliation Act, 1936, however, automatically apply to the Scheduled Tribes, Scheduled Castes and other Backward Classes, living in the Plains Districts of Assam in the same way as these are applicable to others living therein.

1	2	3
2.	Assam	*(*iii*) The Lusha Hills District (Money lending by non-tribals) Regulation, 1953.
		*(*iv*) The Mikir Hills District (Money-lending by non-tribals) Regulation, 1953.
3.	Bihar	(*i*) The Bihar Money-lenders Act, 1938.
		(*ii*) The Bihar Money-lenders (Regulation of Transaction) Act, 1939.
		(*iii*) The Bihar Scheduled Areas Regulation, 1969.
4.	Gujarat	(*i*) The Bombay Money-lenders Act, 1946.
		(*ii*) The Bombay Agricultural Debtors' Relief Act, 1947.
5.	Kerala	(*i*) The Kerala Money-lending Act, 1958.
		(*ii*) The Kerala Agriculturists Debt Relief Act, 1958.
6.	Madhya Pradesh	**(*i*) The Madhya Pradesh Scheduled Tribes Debt Relief (Amendment) Regulation, 1963.
		(*ii*) The Madhya Pradesh Money-lenders Act.
		(*iii*) The Madhya Pradesh Usurious Loans Act, 1938.
		(*iv*) The Madhya Pradesh Protection of Debtors Act.
		(*v*) The M. P. Anusuchit Jan Jati Rini Sahayata Ordinance, 1966.
7.	Madras	(*i*) The Madras Money-lenders, Act, 1957.
		(*ii*) The Madras Pawn Brokers Act, 1943.

*The Fifth Schedule to the Constitution is not applicable to Assam. The provisions of the Sixth Schedule apply to the Autonomous Districts of Assam. Under para 10 of the Sixth Schedule the District Councils have been given powers to make Regulations for the control of money-lending by non-tribals residing in the Autonomous Districts. In pursuance of these powers, the Mizo District Council (formerly known as the Lushai Hills District Council) and the Mikir Hills District Council made their own Regulations to control money lending by non-tribal money-lenders to tribals of their respective districts.

**Regulations made under the Fifth Schedule to the Constitution.

1	2	3
		(*iii*) The Madras Debt Conciliation Act, 1936.
		(*iv*) The Madras Indebted Agriculturists (Repayment of Debts) Act, 1955.
8.	Maharashtra	(*i*) The Bombay Money-lenders Act, 1946.
		(*ii*) The Madhya Pradesh Money-lenders Act.
		(*iii*) The Madhya Pradesh Usurious Loans Act, 1938.
		(*iv*) The Hyderabad Money-lenders Act, 1938.
		(*v*) The Bombay Agricultural Debtors Relief Act, 1947.
9.	Mysore	(*i*) The Mysore Money-lenders Act, 1961.
		(*ii*) The Mysore Pawn Brokers Act, 1961.
		(*ii.*) The Bombay Money-lenders Act, 1946.
		(*iv*) The Coorg Money-lenders Act, 1939.
		(*v*) The Madras Pawn Brokers Act, 1943.
		(*vi*) The Hyderabad Money-lenders Act, 1938.
		(*vii*) The Mysore Agriculturist Relief Act, 1928.
		(*viii*) The Mysore Debt Conciliation Act, 1937.
10.	Nagaland	No Act on moneylending has been extended to Nagaland nor has the State Legislature passed any legislation for this purpose. The following Central Acts are, however, in force in the State.
		1. Interest Act, 1839—in force in Kohima and Mokokchung districts.
		2. Usurious Loans Act, 1918—in force in whole of Nagaland.

1	2	3
11.	Orissa	*(*i*) The Orissa Money-Lenders Act, 1939.
		**(*ii*) The Orissa Money-Lenders (Application of certain provisions) Regulation, 1950.
		(*iii*) The Agriculturists' Loans (Orissa Amendment) Act, 1937.
		**(*iv*) The Orissa Debt Bondage Abolition Regulation, 1948.
12.	Rajasthan	(*i*) The Rajasthan Relief of Agricultural Indebtedness (Amendment) Act, 1962.
		(*ii*) The Rajasthan Money-lenders Act, 1963.
		(*iii*) The Rajasthan Sagri System Abolition Act, 1961.
		(*iv*) The Rajasthan Cooperatative Act, 1965.
		(*v*) The Agricultural Indebtedness Act, 1958.
13.	West Bengal	(*i*) The Bengal Money-lenders Act, 1940.
		(*ii*) The Bengal Agricultural Debtors' Act, 1936.
14.	Andaman & Nicobar Islands ..	(*i*) The Andaman and Nicobar Islands Money-lenders Regulation, 1956.
		(*ii*) The Andaman & Nicobar Islands Rules, 1957.
		(*iii*) The Andaman & Nicobar Islands (Protection of Aboriginal Tribes) Regulation, 1956.
		(*iv*) The Andaman & Nicobar Islands (Protection of Aboriginal Tribes) Rules, 1956.
15.	Dadra & Nagar Haveli	The Bombay Money-lenders Act, 1946, has been extended to the Union Territory with effect from Nov. 9, 1967.

*The Governor of Orissa has since promulgated the Orissa (Scheduled Areas) Money Lenders' Regulation 1968 under the Fifth Schedule to the Constitution. The Regulation has, however, not come into force yet. From the date of its enforcement, the Orissa Money Lenders' Act, 1939, shall, in its application to the Scheduled Areas of the State, stand repealed.

**Regulations made under the Fifth Schedule to the Constitution.

1	2	3
16.	Himachal Pradesh	*(*i*) The Punjab Redemption of Mortgages Act, 1913. *(*ii*) The H.P. Debt Reduction Act, 1953. *(*iii*) The Restitution of Mortgaged Lands Act, 1938. *(*iv*) The Spiti and Lahaul (Relief & Indebtedness Laws Application & Amendment) Regulation, 1962.
17.	Manipur	(*i*) The Bombay Money-lenders Act, 1946, as extenced to the Territory. (*ii*) The Punjab Backward Classes (Grant of Loans) Act, 1957, as extended to the Union Territory.
18.	Tripura	The Bombay Moneylenders Act, 1946, as extended to the Union Territory.
19.	Laccadives, Minicoy and Amindivi Islands	The Laccadives, Minicoy and Amindivi Islands (Debt Conciliation and Grant of Loans) Regulation, 1964.

*These laws apply to different areas. It is understood that the Government of Himachal Pradesh are taking steps to unify these laws for the entire Union Territory.

ANNEXURE XVIII

(Reference para 10·15)

YEARWISE PROGRESS OF THE SCHEME FOR THE GRANT OF POST-MATRIC SCHOLARSHIPS TO THE SCHEDULED TRIBES

Year	Number of Scholarships awarded	Expenditure incurred (Rs.)
1	2	3
1948-49	84	45,986
1949-50	186	94,965
1950-51	348	1,85,301
1951-52	576	2,81,780
1952-53	1,093	5,22,452
1953-54	1,587	8,18,538
1954-55	2,356	12,37,733
1955-56	2,883	13,05,238
1956-57	3,482	15,77,850
1957-58	4,300	18,97,538
1958-59	4,821	20,76,206
1959-60	6,112	23,88,691
1960-61	6,877	30,95,814
1961-62	8,548	36,77,669
1962-63	10,249	44,36,927
1963-64	11,836	50,27,741
1964-65	13,500	60,62,640
1965-66	15,925	70,57,880
1966-67	17,760	83,82,866

Source :—Report—1967-68—of the Department of Social Welfare.

ANNEXURE XIX

(Reference para 10·16)

RATES OF POST-MATRIC SCHOLARSHIPS

Course of Study	Monthly Rates for those residing in hostels	Monthly rates for day-scholars
1	2	3
	Rs.	Rs.
Preparatory/Pre-University, I.Sc., I.A., I.Com., I.Sc., (Agr.), B.Sc., B.A., B.Com., Corresponding Oriental Language/Fine Arts Courses	40	27
M.Sc., M.A., M.Com., LL.B. and Third year class in Hons. Courses, Corresponding Oriental Language/Fine Arts Courses	50	35
D.Sc., D.Litt., Ph.D.	60	45
Diploma/Certificate Courses in Agriculture, Veterinary Science, Hygiene and Public Health Course, Sanitary Inspector's Course, Pre-Engineering, Pre-Medical Courses.	40	27
Diploma and Degree Courses in Indian Medicine	40	27
Teacher's Training and Physical Education :—		
(*a*) Undergraduate Course	40	27
(*b*) Post-graduate Course	50	35
B.Sc., (Agr.), B.V.Sc. Diploma Courses in Rural Services/ Civil and Rural Engineering	50	35
Post-graduate Courses in Agriculture, Post-Diploma Courses in Co-operation/Community Development ..	60	45
Bachelor of Nursing and Bachelor of Pharmacy	65	50
Diploma/Certificate Courses in Engineering, Technology, Architecture, Medicine and courses for Overseers, Draftsmen, Surveyor, Electrician, Tool Maker and Wireless Operator	65	50
Degree Courses in Engineering Technology, Architecture, Medicine and B.A. M.S. or other similar courses, Master of Pharmacy	75	60
Trade Courses, *e.g.*, Telegraphy, Book-keeping, Shorthand, Typewriting, Tailoring, Tanning and Leather Goods Manufacture, etc.	*Ad hoc* financial assistance at the rate of Rs. 20 per month (inclusive of fees).	

ANNEXURE XX
(Reference para 14·3)

LIST OF SUBJECTS ASSIGNED TO THE DEPARTMENT OF SOCIAL WELFARE

1. Social Welfare.
2. Child Welfare and Co-ordinaion of activities of other Ministries and Organisations in connection with this subject.
3. Orphans and Orphanages.
4. Beggary, Juvenile Vagrancy, Juvenile Delinquency and other 'CARE' programmes.
5. United Nations International Children's Emergency Fund (UNICEF).
6. Education of the handicapped.

6-A. Central Braille Press, Dehra Dun.

7. Social and Moral Hygiene Programmes so far as they relate to women in moral danger, that is to say, Rescue Homes and Reception Centres, including after-care programmes, the administration of the Suppression of Immoral Traffic in Women and Girls Act, 1956 and the establishment and maintenance of Protective Homes.
8. Scheduled Castes, Scheduled Tribes, ex-criminal Tribes and other Backward Classes.
9. (*i*) Appointment, resignation etc., of Special Officer for Scheduled Castes and Scheduled Tribes etc., and

   (*ii*) Reports of the Special Officer.
10. (*i*) Commission to report on the administrtion of Scheduled Areas and the welfare of Scheduled Tribes; and

    (*ii*) Issue of directions regarding the drawing up and execution of schemes essential for the welfare of the Scheduled Tribes in the States.
11. Reports of the Commission to investigate into conditions of Backward Classes.
12. * * * * *
13. Social security measures.
14. Central Social Welfare Board.

14A. All matters relating to Prohibition.

15. All Attached or Subordinate Offices or other organisations concerned with any of the subjects specified in this list.

ANNEXURE XXI

(Reference para 14·8)

JURISDICTIONS OF ZONAL DIRECTORS, DIRECTORATE GENERAL OF BACKWARD CLASSES WELFARE

Name of Zone	Headquarters	Jurisdiction
1	2	3
Southern Zone	Madras	Mysore, Madras, Kerala, Andhra Pradesh, and Union Territories of Pondicherry and L. M. & A. Islands.
Northern Zone	Chandigarh	Punjab, Haryana, Jammu and Kashmir and Union Territories of Delhi, Himachal Pradesh and Chandigarh.
Central Zone	Bhopal	Madhya Pradesh and Uttar Pradesh.
Western Zone	Baroda	Rajasthan, Gujarat, Maharashtra and Union Territories of Goa, Daman and Diu and Dadra & Nagar Haveli.
Eastern Zone	Ranchi*	Bihar, West Bengal, Orissa, Assam, Nagaland and Union Territories of Manipur, Tripura and Andaman and Nicobar Islands.

*The Headquarters of Eastern Zone have since been shifted to Patna.

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ANNEXURE XXII

(Reference Para 14·14)

ADMINISTRATIVE SET-UP AT THE STATE LEVEL FOR TRIBAL WELFARE PROGRAMMES

Sl. No.	State/Union Territory	Agency at the State level for tribal welfare programmes
1	2	3
1.	Andhra Pradesh	A new Department of Tribal Welfare was constituted w.e.f. 7th December, 1966. The Department is headed by a Director.
2.	Assam	Tribal Areas and Welfare of Backward Classes Department.
3.	Bihar	Welfare Department. There is no separate Directorate of Tribal Welfare.
4.	Gujarat	Education and Labour Department. There is also a Directorate of Social Welfare (Backward Class Wing).
5.	Kerala	Labour and Social Welfare Department. There is also a Directorate of Harijan Welfare.
6.	Madhya Pradesh	Tribal and Harijan Welfare Department. There is also a Directorate of Tribal Welfare.
7.	Madras	Social Welfare Department. There is also a Directorate of Harijan Welfare.
8.	Maharashtra	Education and Social Welfare Department. There is also a Directorate of Social Welfare.
9.	Mysore	Planning, Health and Social Welfare Department. There is also a Directorate of Social Welfare.
10.	Nagaland	Planning Department.
11.	Orissa	Tribal and Rural Welfare Department. The Department functions as a composite office of Secretariat and Directorate. The Director of Tribal and Rural Welfare is also *ex-officio* Joint Secretary to Government, and the Deputy Director *ex-officio* Deputy Secretary.

1	2	3
12.	Rajasthan	Social Welfare Department. There is also a Directorate of Social Welfare.
13.	West Bengal	Scheduled Castes and Tribes Welfare Department. There is also a Directorate of Scheduled Castes and Tribes Welfare.
14.	Andaman & Nicobar Islands ..	Development Department.
15.	Dadra & Nagar Haveli	Social Welfare Department. (The Department is headed by a Social Welfare Officer who is responsible to the Administrator).
16.	Himachal Pradesh	Welfare Department. There is also a Directorate of Welfare.
17.	L.M.&A. Islands	Administrator is in overall charge of development activities.
18.	Manipur	Development Department is in charge of all development schemes at the Secretariat level. The administration of C. D. and T. D. programmes vests in the Development Commissioner who is the head of both the C. D. and T. D. Departments.
19.	NEFA	Planning and Development Department.
20.	Tripura	Tribal Welfare Department. There is no separate Directorate of Tribal Welfare but Additional District Magistrate (Depelopment) is responsible for the work at the field level.

ANNEXURE XXIII

(Reference para 15·2)

WORK DONE BY THE TRIBAL RESEARCH INSTITUTES

1. TRIBAL CULTURAL RESEARCH & TRAINING INSTITUTE, HYDERABAD (ANDHRA PRADESH)

I. *Field of Work.*—The Institute was set up in April 1963. It undertakes both research work and training of personnel.

A. **Research.**—Research has been completed on 40 projects so far. Those in the sphere of Applied Research having a bearing on Tribal Development are listed below :

1.	Cooperation	A Study of Andhra Pradesh Scheduled Tribes Cooperative Finance and Development Corporation Ltd., Visakhapatnam.
2.	Tribal Development Blocks ..	(*a*) A report on the working of T. D. Blocks in Andhra Pradesh. (*b*) Surveys of eight T. D. Blocks.
3.	Communication	D. B. K. Railway Project and the tribals of Araku Valley.
4.	Agriculture	(*a*) A study of Package Programme in the tribal villages of Polavaram T. D. Block—West Godavari District. (*b*) Shifting cultivation in Andhra Pradesh. (*c*) A note on the Potato cultivation among the tribals of Visakhapatnam Agency.
5.	Horticulture	An appraisal note on the Horticulture Development Farm, Srigindalapadu, Rampachodavaram T.D. Block, East Godavari District.
6.	Irrigation	Evaluation study of Minor Irrigation schemes in T.D. Blocks of Andhra Pradesh.
7.	Plantations	An evaluation study of coffee plantations in the tribal areas of Andhra Pradesh.
8.	Education	(*a*) An evaluation study of Ashram Schools. (*b*) Wastage and stagnation in the elementary schools of tribal areas.
9.	Leadership	Impact of Statutory Leadership on the traditional leadership in the tribal areas of Andhra Pradesh.
10.	Planning	(*a*) Strategy for Fourth Plan—A detailed note submitted to the Planning Department, Government of Andhra Pradesh.

		(*b*) A 50 crore rupees plan for the development of tribals in Andhra Pradesh [Incorporated in the Draft Fourth Plan published by the Planning Department, Government of Andhra Pradesh, Hyderabad.]
		(*c*) A study of Madagada—tribal village in Araku Valley (Socio-Economic factors involved at village level planning).
		(*d*) Notes submitted to the Study Team on T. D. Programmes, Committee on Plan Projects, Planning Commission.
		(*e*) Assessment of the T. D. Blocks in Andhra Pradesh.
11.	Legislation	Privileges and concessions extended to Scheduled Tribes in Andhra Pradesh.
12.	Health	Assessment of the drinking water wells in the T. D. Blocks of Andhra Pradesh.

The other projects mainly pertain to monographic, ethnographic, socio-economic and statistical studies on the tribes inhabiting the State such as Savaras, Naikpods, Yerukulas, Banjaras, etc. The Institute is also giving expert opinion on problems referred by the Central and State Governments as well as other official and non-official agencies. So far about 40 problems have been referred to the Institute for technical advice from time to time.

B. **Training.**—The Institute has been conducting training courses for Tribal Development functionaries, both official and non-official, belonging to different categories. 18 sessions were completed till July, 1968 and in all 276 officials of various categories had received training. One interesting feature of the training programme is the conducting of peripatetic training for non-official tribal leaders. 76 non-official tribal leaders were trained till July, 1968. The Institute also undertakes short term orientation courses for the benefit of Probationary Deputy Collectors and Junior I.A.S. Officers.

II. *Service.*—The Institute has a library. It is also maintaining a museum. Besides, the Institute is providing the necessary field work assistance and guidance to various foreign and Indian Research Scholars interested in Tribal Research.

The Institute is also publishing a Bi-annual bulletin entitled "TRIBAL". A novel feature has been introduced by the Institute by way of sending Appraisal Letters on "Tribal Affairs" highlighting certain aspects of Tribal Development.

2. TRIBAL RESEARCH INSTITUTE, SHILLONG (ASSAM)

I. *Field of Work.*—The Institute was set up in December, 1963. Its activities are at present confined to research only.

A. **Research.**—The Institute has prepared district mirrors* for seven districts and village reports for a number of tribal villages in four districts. The Institute has also undertaken study of socio-economic and cultural changes in some tribal villages. The reports are at present in typed form but arrangements are being made to publish them. Besides, the Institute is preparing a handbook for Scheduled Tribes and Scheduled Castes in Assam.

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*It is understood that these are in the nature of handbooks.

B. **Training.**—There are at present no arrangements for training in the Institute.

II. Service.—The Institute has a library and also a small museum.

3. BIHAR TRIBAL WELFARE RESEARCH INSTITUTE, RANCHI (BIHAR)

I. *Field of Work.*—The Institute was established in January, 1954. It undertakes both research work and training of personnel.

A. **Research.**—Research has been completed on 47 projects while 20 other projects are in progress. Those having a direct bearing on tribal welfare are listed below :

1. Cooperatives	(*a*) A study of the working of forest labour cooperatives and cooperative societies.
	(*b*) Evaluation of the working of Grain Golas.
2. Economic Uplift	(*a*) A note on alternative measures for development of agriculture among Pahariyas and in other tribal areas.
	(*b*) A survey of schemes related to economic uplift of tribal people and their evaluation.
	(*c*) A note on lac cultivation and its marketing by the Asurs.
3. Education	(*a*) A critical note on educational schemes for the uplift of Scheduled Tribes.
	(b) Evaluation of tribal education schemes—a case study of a Residential High School in Mahauadaur.
	(*c*) A study of stagnation and wastage at various stages of education, the expenses incurred on educational schemes, a follow-up of tribal students in their academic records and post-study employment; role of Adivasi and non-Adivasi teachers in relation to tribal children's educational programmes.
	(*d*) Study of the extent of stagnation of tribal students in Government schools and colleges and measures for bringing about improvements.
4. Employment	(*a*) A study of co-relation between the education and training facilities provided for tribal children and the utilization of employment opportunities.
	(*b*) Employment position in State Government and Public Undertakings.
	(*c*) Performance of Scheduled Tribe candidates at interviews for the different kinds of posts at State Public Service Commission and different firms, both Government and Private.
	(*d*) Study of the Training Institutes which prepare tribal students for employment *e.g.* I.T.Is. C.T.Is. and other Institutions.

		(*e*) Study of employment market and recruiting agencies and Regional Employment Exchanges.
		(*f*) A study of the problems of unemployment among educated tribals in Ranchi district.
5.	Family Planning	(*a*) Attitude of tribals towards Family Plannning.
		(*b*) A study of Family Planning Programmes for the backward areas.
6.	Health	A note on Medical and Public Health Schemes.
7.	Industries	Tribal needs and training in Cottage Industries.
8.	Indebtedness	Study of tribal indebtedness.
9.	Irrigation	A critical note on the allotment of funds for the construction of wells, 'jharnas' and 'chuans'.
10.	Labour	(*a*) Study of tribal labourers working in iron, copper and coal mines.
		(*b*) Study of tribal labourers working in industries like Heavy Engineering, etc.
		(*c*) In industrial areas, tribal girls work till late at night for contractors which affect their morals. A study to find suitable measures for checking it.
		(*d*) A statement of information required by the Planning Commission relating to aboriginal labour in Plantations.
11.	Land	Four studies on alienation of tribal land.
12.	Leadership	(*a*) Study of the strength and position of tribal mukhias in the context of Panchayati Raj in Ranchi district.
		(*b*) Study of conflict between traditional leadership and the statutory Panchayat and measures to put an end to the conflict for the benefit of both the parties.
13.	Legislations	(*a*) Study of legislations with regard to tribal land revenue including Khunt Katli holdings in Chotanagpur and Santhal Parganas.
		(*b*) Study of legislation regarding Panchayats.
		(*c*) Study on forest legislation, personal laws as well as tenancy laws to suggest the nature of special provisions.
14.	Rehabilitation	Study of the problems of rehabilitation of displaced persons from the newly developing industrial areas like Hatia, Bokaro, Maraphary, etc.

The remaining projects are mainly enthnographic, socio-economic, demographic, linguistic, psychological, etc.

B. **Training.**—1,173 Village Level Workers and Gram Sevaks and 7 Welfare Inspectors had been trained till July, 1968. The training course is of three weeks' duration.

C. **Coaching to Scheduled Caste and Scheduled Tribe candidates.**—A Pre-examination Training Centre has been started from August, 1968 at the Institute to prepare and equip the Scheduled Caste and Scheduled Tribe candidates for competing in the examinatons conducted by the Union Public Service Commission and the Bihar Public Service Commission for recruitment to certain services and posts.

II. *Service.*—The Institute has a library. It is also maintaining a museum and bringing out a journal 'Bulletin of the Bihar Tribal Research Institute'.

4. TRIBAL RESEARCH AND TRAINING INSTITUTE, AHMEDABAD (GUJARAT)*

I. *Field of Work.*—The Institute was started in September, 1962. It undertakes both research work and training of personnel.

A. **Research.**—Research has been undertaken on 16 projects. Of these, 9 have been completed and 7 are in progress. The following projects have a bearing on tribal development.

1. Cooperation	A comparative study of cooperative movement in tribal areas.
2. Education	(*a*) An enquiry into the problems of wastage and stagnation occuring at primary level. (*b*) An enquiry into the problems of college going tribal students.
3. Leadership	A study of political consciousness in tribal areas.
4. Training	A follow-up enquiry into the usefulness of tribal training given to officers by the Tribal Research and Training Institute.
5. Tribal Development Blocks ..	(*a*) An evaluation of the working of Special Multipurpose Tribal Blocks. (*b*) Bench-mark Surveys of 2 T. D. Blocks. (*c*) A study of Tribal Economy. (*d*) A study of Tribal Agriculture.
6. Tribal Dialects	Zexicons and conversational guides for important tribal dialects.

The remaining projects are mainly anthropological studies.

B. **Training.**—Arrangements exist in the Institute for training of officials. The Institute has conducted 19 courses for 373 officers deputed by the State Government till March, 1969.

II. *Service.*—The Institute has a library; it is also maintaining a museum.

5. TRIBAL RESEARCH AND DEVELOPMENT INSTITUTE, BHOPAL AND CHHINDWARA (M.P.)

I. *Field of Work.*—The Institute came into being on April 20, 1954. It undertakes both research work and training of personnel. The Research Wing is located

*The Institute is being run by the Gujarat Vidyapith.

at Bhopal while the Training Wing functions at Chhindwara. There is, however, a proposal to shift the Training Wing also to Bhopal.

A. **Research.**—Socio-economic surveys of T. D. Blocks covering plan programmes in the Blocks, opinion, attitude and aspiration of people towards development programmes, intensity of employment and unemployment in tribal areas, consumption, expenditure and its pattern in tribal areas, income sources and patterns and social economy of tribal villages have been conducted by the Institute. A survey has also been undetaken of the families displaced by the Kharkhara and Hasdeo Projects and the problems faced by them; indebtedness in tribal areas, and living conditions of tribal workers in Ramanuganj Kathan Cooperative Society. During the three rounds of sample survey, 33 sample T. D. Blocks were covered. The Institute has also surveyed the potentialities of the tribal areas with a view to formulating a programme of selected processing industries based on forest and agricultural produce available in these areas. Besides, it has undertaken preparation of Primers, Grammar and Text-books in some major tribal dialects.

B. **Training.**—The training programme includes the training of various cadres of officials of the State including IAS/IPS, BDOs, Medical Officers and various categories of officials of the Tribal Welfare Department.

II. *Service.*—The Institute has a library. It also maintains a museum and brings out a journal "Bulletin of the Tribal Research and Development Institute".

6. TRIBAL RESEARCH INSTITUTE, POONA (MAHARASHTRA)

I. *Field of Work.*—The Institute was established in 1962. Its activities are at present confined to research work only.

A. **Research.**—Since the inception of the Institute the following research and evaluation studies have been undertaken and completed.

1. Economic Uplift	Evaluation of the scheme of eradication of 'Palemode' System in Thana district.
2. Education	(*a*) Wastage and stagnation in primary and secondary education of the tribals in the Scheduled Area of Nasik district.
	(*b*) Survey of fit centres for proposed locations of Ashram Schools for Scheduled Tribes, Vimukta and Nomadic tribes.
	(*c*) Report on the working of Ashram Schools in Maharashtra State.
3. Forest	Study of the forest privileges granted to the Scheduled Tribes in Maharashtra; its benefits and abuses.
4. Housing	Study of the housing condtions and housing schemes of Scheduled Tribes in Maharashtra.
5. Rehabilitation	Study of the schemes for rehabilitation of shifting cultivators in Chandrapur district.

Some general studies of academic interest have also been undertaken.

B. **Training.**—There are at present no arrangements for training in the Institute. However, the proposal of the Institute for the setting up of a Training Wing has recently been approved by the Government and the Training Wing is expected to start functioning at the Institute very soon.

II. *Service.*—The Institute has a library; it is also maintaining a museum.

7. TRIBAL RESEARCH BUREAU, BHUBANESWAR (ORISSA)

I. *Field of Work.*—The Bureau was set up in 1952 as a semi-official agency. In 1956, it was organised as a regular branch of the Tribal and Rural Welfare Department. The Bureau undertakes research work. There is at present no arrangement for training of personnel in the Bureau.

A. **Research.**—The Bureau has undertaken research on 40 projects. Out of these 33, have been completed and the remaining are in progress. The following projects have a bearing on tribal development.

1. A study of indebtedness among tribals.
2. Rehabilitation of displaced persons under the Salia irrigation project in Puri district.
3. Impact of industrialisation on the tribals in Sundargarh district.
4. A study of the impact of Dandakaranya Project on the tribals.
5. A study into the practice of witchcraft in Mayurbhanj district.
6. A survey conducted on *Gothi* system of Koraput and suggestions to eradicate this system.

The remaining projects are ethnographic, socio-economic, etc.

II. *Service*—The Bureau has a library; it also maintains a museum. Besides, the Bureau publishes a quarterly research journal called "Adivasi".

8. TRIBAL RESEARCH INSTITUTE AND TRAINING CENTRE, UDAIPUR (RAJASTHAN)

I. *Field of Work.*—The Institute was set up in 1964. It undertakes both research work and training of personnel.

A. **Research.**—Research has been undertaken on 28 projects so far. Of these, 20 have been completed, while the remaining 8 are in progress. The following projects have a bearing on tribal development.

1.	Cooperation	Study of Forest Labour Cooperative Societies in Rajasthan.
2.	Hostels	(*a*) Study of socio-economic background of inmates of Scheduled Tribes Hostels in the Scheduled Areas.
		(*b*) Caste composition of the inmates of Scheduled Tribes, Scheduled Castes and Denotified Tribes Hostels.
		(*c*) Determinants of relationship among the hostellers—A cross-cultural study in urban setting.
3.	Rehabilitation/Resettlement ..	(*a*) A study in socio-economic conditions of Resettlement—Jawahar Nagar Project.
		(*b*) Study of Rata Pani Rehabilitation Colony.
		(*c*) Kathodis—A study in planned social change.
4.	T. D. Blocks	Socio-economic surveys of 4 T. D. Blocks.
5.	Planning	(*a*) Tribals : Past and Present. Perspective of Tribal Development in Rajasthan.

(*b*) A study on socio-economic conditions of S.Ts. & S.Cs. of Western Border of the State (Barmer district) with special reference to inter-dependence of these groups on Rajput and Muslim dominant castes.

6. Indebtedness .. .. .. A survey to ascertain the impact of the Rajasthan Sagri System Abolition Act 1961. (Rajasthan Men Sagri Vyavastha Aur Unmulan—Ek Sarvekshan—1965.)

7. Education .. .. Study on wastage and stagnation among the tribal students in the tribal areas of Rajasthan.

The remaining projects are mainly socio-cultural and socio-economic studies and references on the tribes of Rajasthan.

B. **Training.**—Training courses are conducted for various categories of personnel working at different levels both official and non-official. 311 persons (284 officials and 27 non-officials) had been trained till July 31, 1968.

II. *Service.*—The Institute has a library, it is also maintaining a museum. The Institute brings out a quarterly Research Bulletin of its own called "Tribe".

9. CULTURAL RESEARCH INSTITUTE, CALCUTTA (WEST BENGAL)

1. *Field of Work.*—The Cultural Research Institute was established in May, 1955. It undertakes both research work and training of personnel. While the Institute is functioning at Calcutta, its Training Wing (Social Workers' Training Institute) is functioning at Belpahari in Midnapore district).

A. **Research.**—Research has been completed on 75 projects so far while a number of projects are in hand and expected to be completed shortly. The following projects have a bearing on tribal development :

1. Education .. .. (*a*) Progress of secondary education among the Scheduled Castes and Scheduled Tribes.

(*b*) A comparative study on some different variables on the primary education of the tribal students o West Bengal.

(*c*) A study on the factors hindering tribal education in West Bengal.

(*d*) Progress of secondary education among the Scheduled Castes and Scheduled Tribes of West Bengal during 1962.

(*e*) Comparative study of the educational statistics to determine the educationally more backward sections among the Scheduled Tribes.

(*f*) Annual education survey.

(*g*) Progress of Post-Matric Education among the Scheduled Tribes and Scheduled Castes of West Bengal.

(*h*) Comparative assessment of the progress of education (at all levels) among the Scheduled Castes and Scheduled Tribes as per 1961 Census.

2.	Forest	A study of Forests and Tribals.
3.	Health	(*a*) A study on socio-medical problems of Munda women of Sunderban village. (*b*) A study on health and sanitation in the rural areas of Midnapur district. (*c*) A socio-medical survey among the Totos.
4.	Handicrafts	A study on the role of handicrafts in tribal economy.
5.	Indebtedness	Exploratory study on tribal indebtedness and socio-economic conditions of the tribals.
6.	Land	Exploratory study on alienation of tribal land.
7.	Voluntary Agencies	Evaluation of non-official organisations receiving Government Grants.
8.	Welfare Centres	An evaluation of welfare centres.
9.	Social Status	Comparative study of the levels of social, educational and economic development attained by the members of the Scheduled Tribes in relation to the people of other communities.
10.	Economy	(*a*) Agrarian Problems of Scheduled Castes and Scheduled Tribes of West Bengal. (*b*) The role of seasonal migration among Scheduled Castes and Scheduled Tribes of West Bengal. (*c*) Occupational Trends through Generations in rural areas of West Bengal. (*d*) Gradations of Scheduled Tribe and Scheduled Caste communities according to the participation of workers in different categories of professions as per 1961 Census.

The remaining projects are mainly ethnographic and monographic studies on the Garo, Birhor, Mahali, Malpaharia, Lepcha, Rabha and Oraon tribes.

B. **Training.**—Training is imparted to various categories of personnel in the Social Workers Training Institute at Belpahari, Midnapur district. In all 110 persons had been trained till July 26, 1968.

II. *Service.*—The Institute has a library; it is also maintaining a museum. It brings out quarterly a journal "Bulletin of the Cultural Research Institute". The Institute is also equipped with an Audio-Visual Unit which is working for filming the cultural aspects of the Santal, Birhor and Oraon.

ANNEXURE XXIV

(Reference para 15·9)

SOME OF THE MATTERS WHICH HAVE A BEARING ON THE WORKING OF THE TRIBAL RESEARCH INSTITUTES

(*i*) At present most of the staff employed by the Institutes is temporary and the pay scales are very low. In the absence of reasonable pay and prospects the tendency for the staff is to look about for better jobs elsewhere. This does not make for efficiency. The pay and prospects of the staff employed in the Institutes should be reasonably attractive and posts which have been in existence for five years or more and are likely to continue should be made permanent. The TA/DA rules for the research staff working in remote tribal areas where living conditions are difficult should be made more liberal. In particular, the rule regarding the gradual reduction of TA/DA for halts exceeding 10 days should be relaxed in the case of research staff as has been done in Orissa.

(*ii*) In some of the larger Institutes, like those at Ranchi and Bhubaneswar, much of the time of the Director (Assistant Director incharge in case of Bhubaneswar) is spent on routine administrative work. The Team suggests that in such Institutes there should be a separate officer to relieve the Director of administrative and housekeeping work to enable him to concentrate on research.

(*iii*) Many of the studies conducted by the Tribal Research Bureau, Bhubaneswar, have not been published for want of funds. The position is not likely to be very different in the other Institutes. There is also generally some time-lag in the preparation and printing of the reports with the result that the reports become out of date when published. To overcome this difficulty, the Commissioner for Scheduled Castes and Scheduled Tribes had suggested in one of his reports that summaries of the preliminay reports might be prepared and circulated in a cyclostyled form to the departments of the Government concerned as well as to other agencies interested in tribal welfare programmes. This is a useful suggestion and is commended for acceptance by the State Governments.

(*iv*) Almost all the Institutes are maintaining museums wherein are exhibited specimens of material equipment which have a bearing on tribal culture. However, quite a number of them, Gujarat, Maharashtra and Orissa, to name only a few, do not have qualified Museum Curators to look after the museums. To ensure that the museums are developed and maintained properly, it is necessary that the services of qualified curators should be provided to the Institutes. The Institutes may also find it useful to seek expert guidance and technical assistance from specialised agencies such as the National Museum, Department of Audio-Visual Education, Census Office, Films Division, etc., in respect of museum organisation and museum display, preparation of filming projects and their shooting, maintenance of film and tape record libraries, use of sophisticated equipment such as movie cameras, tape recorders, projectors, etc. Such consultative advice should enable the Institutes to make a better use of their resources.

(*v*) Suitable arrangements should be made to procure foreign and indigenous literature on tribal life and tribal problems for the Institutes. The Census Office has brought out a large number of Census reports on tribal life and monographs on tribal villages. Similarly Goverment Departments also publish reports etc., of interest to the Institutes. The Team suggests that arrangements should be made to supply complimentary copies of these publications to all the Institutes.

(*vi*) A number of Institutes are maintaining film libraries of their own but they are handicapped in acquiring films on tribal life because of lack of funds. To enable the Institutes to build up their film libraries, the Ministry of Information and Broadcasting may

arrange for the free supply of such Indian and foreign documentary films on tribal life as may be required by the Institutes.

(*vii*) The Team would also like to emphasise the need for inter-institutional co-ordination and cooperation. As there are many common problems in the field of tribal welfare, results of sutdies conducted in one State can be of benefit to another. With proper coordination it is also possible for the Institutes to avoid duplication of effort as has no doubt happened in the past. Thus many of the Institutes have undertaken surveys of indebtedness among tribal communities, staffing pattern of T. D. Blocks, evaluation of colonisation schemes, etc., without drawing on the studies already conducted. The Team suggests that suitable arrangements should be made and facilities provided to enable the research staff of one Institute to visit other Institutes doing similar work. An exchange of visits affords an opportunity to the research workers of one Institute to acquaint themselves with the studies undertaken by the sister Institutes on the problems of tribes in other regions and is calculated to enrich their experience and thinking. Similar cooperation should exist between the Institutes and the University Departments and other agencies engaged in tribal research.

(*viii*) The Team had occasion to see the report on the Bihar Tribal Welfare Research Institute, Ranchi, made by Dr. B. K. Roy Burman, Deputy Registrar General of India, at the instance of the State Government. In his report Dr. Roy Burman has made some useful suggestions as to the manner in which the Institute may organise its research work and has indicated certain guide-lines for systematic documentation, preparation of bibliographies, preservation of data on completion of research projects, etc. As the report is likely to be of interest to the other Institutes, the Team suggests that copies of the report should be made available to them.

(*ix*) The schematic budget for each T.D. Block includes provision for undertaking a socio-economic survey. As most of the Tribal Research Institutes are now undertaking these surveys, the provision for such surveys from the funds of T.D.Blocks may appropriately be transferred to the Tribal Research Institutes. This will help in expediting the completion of these surveys as with the allotment of additional funds, the Institutes will be in a position to appoint more staff.

ANNEXURE XXV

(Reference para 16·2)

STATEMENT SHOWING THE AREA, THE TOTAL POPULATION AND THE POPULATION OF THE SCHEDULED TRIBES IN THE SCHEDULED AREAS ON THE BASIS OF THE 1961 CENSUS

State	Area in Sq. Miles	Total population	Scheduled Tribes Population	Percentage of Scheduled Tribes population to the total population
1	2	3	4	5
1. Andhra Pradesh	11,595	10,11,375	4,95,862	49 03
2. Bihar	15,916	52,57,528	29,29,108	55·71
3. Gujarat	7,375	19,87,176	13,06,621	65·60
4. Madhya Pradesh	25,652	33,95,117	21,47,039	63·52
5. Maharashtra	9,285	11,65,688	8,56,318	63·26
6. Orissa	22,014	39,50,752	23,92,056	60·50
7. Punjab*	4,714	20,453	14,132	68·90
8. Rajasthan	3,897	8,77,074	5,64,049	64·31

*Consequent on the reorganisation of Punjab on November 1, 1966, the areas of Lahaul & Spiti, which had been declared as Scheduled Areas in that State, were transferred to Himachal Pradesh. These areas ceased to be Scheduled Areas from the date of the transfer as there is no provision for declaring any area as Scheduled Area in the Union Territories.

ANNEXURE XXVI

(Reference para 16·5)

STATEMENT SHOWING THE DATES OF RECEIPT OF THE GOVERNOR'S REPORTS ON THE ADMINISTRATION OF SCHEDULED AREAS IN THE MINISTRY OF HOME AFFAIRS

Position as on 18th June, 1969

Sl. No.	Name of the State	Reports for the Year			
		1965-66	1966-67	1967-68	1968-69
1.	Andhra Pradesh	3-3-67	8-4-68	6-11-68	Awaited
2.	Bihar	16-3-68	Awaited	Awaited	Awaited
3.	Gujarat	(Printed copy received on 11-3-68)	6-4-68	22-5-69	17-6-69
4.	Madhya Pradesh	29-8-67	6-3-68	Awaited	Awaited
5.	Maharashtra	20-3-67	9-5-68	19-4-69	Awaited
6.	Orissa	30-11-66	20-5-68	Awaited	Awaited
7.	Punjab	1-10-66	*	*	*
8.	Rajasthan	Dec. '66	16-1-68	Awaited	Awaited

*Lahaul and Spiti areas of Punjab have since merged with Himachal Pradesh, a Union Territory, for which there is no provision for declaring any area as Scheduled Area.

ANNEXURE XXVII

(Reference para 16·13)

SALIENT PROVISIONS IN THE SIXTH SCHEDULE TO THE CONSTITUTION RELATING TO DISTRICT AND REGIONAL COUNCILS

Status of District and Regional Councils and their rule making powers :

The Sixth Schedule provides that each District and Regional Council shall be a body corporate by the name respectively of the District/Regional Council of the district/region, shall have perpetual succession and a common seal and shall by the said name sue and be sued. While the Governor has powers to make rules for the first constitution of District and Regional Councils providing *inter alia* for their composition, allocation of seats therein, the delimitation of constituencies, the determination of qualifications for candidates and voters, the terms of office of members of the Councils, and the procedure for conduct of business including the appointment of officers and staff, the Councils can themselves after their first constitution make rules with regard to these matters. The Councils are also empowered to make rules relating to (a) the formation of subordinate local Councils or Boards and their procedure and the conduct of their business, and (b) generally all matters pertaining to the administration of the district or region concerned.

Powers of the Councils to make laws: The District and Regional Councils have the powers to make laws relating to :

(*a*) the allotment, occupation or use or the setting apart, of land, other than any land which is a reserved forest, for the purpose of agriculture or grazing or for residential or other non-agricultural purposes or for any other purpose likely to promote the interests of the inhabitants of any village or town ;

(*b*) the management of any forest not being a reserved forest;

(*c*) the use of any canal or water-course for the purpose of agriculture;

(*d*) the regulation of the practice of jhum or other forms of shifting cultivation:

(*e*) the establishment of village or town committees or councils and their powers;

(*f*) any other matter relating to village or town administration, including village or town police and public health and sanitation;

(*g*) the appointment or succession of Chiefs or Headmen;

(*h*) the inheritance of property;

(*i*) marriage; and

(*j*) social customs.

All such laws require the assent of the Governor before they can become effective.

Powers to collect land revenue or impose taxes:

The District and Regional Councils are empowered to assess and collect land revenue and to levy taxes on lands and buildings and tolls on persons residents within their areas.

Administration of Justice:

The District and Regional Councils are authorised to constitute village councils or courts for the trial of suits and cases between the parties all of whom belong to the Scheduled Tribes. The Councils may also, with the previous approval of the Governor, make rules concerning the powers etc., of the Village Councils and courts. But such powers of

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the Councils, unless specifically authorised by the Governor under para 5 of the said Schedule, are limited to the trial of offences other than those which are punishable with death, transportation of life, or imprisonment for a period of not less than 5 years.

Other Powers of District Councils:

The following powers are enjoyed by the District Councils only:

(*i*) making of Regulation for the regulation and control of money-lending or trading within the district by persons other than Scheduled Tribes residing in the district;

(*ii*) establishment, construction or management of primary schools, dispensaries, markets, cattle ponds, ferries, fisheries, roads and waterways, and prescribing of the language and the manner in which primary education should be imparted in the primary schools;

(*iii*) levying and collection of taxes on:

(a) professions, trades, callings and employment;

(b) animals, vehicles and boats;

(c) entry of goods into a market for sale therein, and passengers and goods carried in ferries; and

(d) maintenance of schools, dispensaries or roads.

District and Regional Funds:

The District and Regional Councils have their own funds known as District/Regional Fund, and the Councils may, subject to the approval of the Governor, make rules for its management. Where leases or liens are granted by the Assam Government for the purpose of prospecting or the extraction of minerals in respect of areas within the jurisdiction of District Councils, the latter are entitled to a share of royalties in respect of minerals within their areas. The estimated receipts and expenditure pertaining to an Autonomous District, which are to be credited to, or is to be made from the Consolidated Fund of the State of Assam are required to be placed first before the District Council for discussion and then after such discussion to be shown separately in the annual financial statement of the State to be laid before the State Assembly.

Annulment of suspension of Acts and resolutions of, and dissolution of a District or Regional Council:

The Governor is empowered to annul or suspend any act or resolution of a District or Regional Council if it is likely to endanger the safety of India and may take such steps as he may consider necessary to prevent the commission or continuance of scuh act, or the giving of effect to such resolution. He has also the power, on the recommendation of a Commission appointed by him to report on the administration of Autonomous Districts and Autonomous Regions, to dissolve District and Regional Councils.

ANNEXURE XXVIII

(Reference para 16·17)

ALLOCATION OF SEATS FOR SCHEDULED TRIBES IN THE HOUSE OF THE PEOPLE (LOK SABHA)

Name of the State/Union Territory/Area	Number of seats in the House as constituted before the Ist Nov. 1966.		Number of seats in the House as subsequently constituted.	
	Total	Reserved for Scheduled Tribes	Total	Reserved for Scheduled Tribes
1	2	3	4	5
I. *States*				
1. Andhra Pradesh	43	2	41	2
2. Assam	12	2	14	2
3. Bihar	53	5	53	5
4. Gujarat	22	3	24	3
5. Haryana	8	—	9	—
6. Jummu & Kashmir	6	—	6	—
7. Kerala	18	—	19	—
8. Madhya Pradesh	36	7	37	8
9. Madras	41	—	39	—
10. Maharashtra	44	2	45	3
11. Mysore	26	—	27	—
12. Nagaland	1	—	1	—
13. Orissa	20	4	20	5
14. Punjab	13	—	13	—
15. Rajasthan	22	2	23	3
16. Uttar Pradesh	86	—	85	—
17. West Bengal	36	2	40	2
TOTAL	487	29	496	33
II. *Union Territories*				
1. Andaman & Nicobar Islands	1	—	1	—
2. Chandigarh	—	—	1	—
3. Dadra & Nagar Haveli	1	—	1	1
4. Delhi	5	—	7	—
5. Goa, Daman & Diu	2	—	2	—
6. Himachal Pradesh	5	—	6	—
7. Laccadive, Minicoy & Amindivi Islands	1	—	1	1
8. Manipur	2	1	2	1
9. Pondicherry	1	—	1	—
10. Tripura	2	1	2	1
III. *Agency Area*				
1. North East Frontier Tract	1	—	1	—
TOTAL	21	2	25	4
GRAND TOTAL	508	31	521	37

ANNEXURE XXIX
(Reference para 16·17)

ALLOCATION OF SEATS FOR SCHEDULED TRIBES IN THE STATE LEGISLATIVE ASSEMBLIES

Name of the State/Union Territory	Number of seats in the Legislative Assembly as constituted before the Ist November, 1966		Number of seats in the Legislative Assembly as subsequently constituted	
	Total	Reserved for Scheduled Tribes	Total	Reserved for Scheduled Tribes
1	2	3	4	5
I. *States*				
1. Andhra Pradesh	300	11	287	11
2. Assam	105	23	126	10+15*
3. Bihar	318	32	318	29
4. Gujarat	154	21	168	22
5. Haryana	54	—	81	—
6. Jummu & Kashmir	75	—	75	—
7. Kerala	126	1	133	2
8. Madhya Pradesh	288	54	296	61
9. Madras	206	1	234	2
10. Maharashtra	264	14	270	16
11. Mysore	208	1	216	2
12. Nagaland	46	—	46	—
13. Orissa	140	29	140	34
14. Punjab	87	—	104	—
15. Rajasthan	176	20	184	21
16. Uttar Pradesh	430	—	425	—
17. West Bengal	252	15	280	16
II. *Union Territories*				
1. Goa, Daman & Diu	30	—	30	—
2. Himachal Pradesh	56	2	60	3
3. Manipur	30	**	30	9
4. Pondicherry	30	No Scheduled Tribe	30	—
5. Tripura	30	**	30	9
TOTAL	3,405	224	3,563	262

*Seats in Autonomous Districts.

**Under the Territorial Council Act, 1956, there was no provision for reservation.

ANNEXURE XXX

(Reference para 16·19)

STATEMENT SHOWING PERCENTAGE OF RESERVATION PRESCRIBED FOR SCHEDULED TRIBES IN STATE SERVICES

Sl. No.	Name of the State/ Union Territory	Percentage of S. T. population (1961 Census)	Percentage of reservation prescribed for Scheduled Tribes
1	2	3	4
	1. STATES		
1.	Andhra Pradesh	3·68	4
2.	Assam	17·39	10 in Plains Areas 12 in Hill Areas
3.	Bihar	9·05	10
4.	Gujarat	13·35	12½ (Combined for Sch. Castes, Sch. Tribes and other Backward Classes in all Class I & II State Services) 7 in Class III 9 in Class IV
5.	Kerala	1·26	10 (Combined for Sch. Castes and Sch. Tribes)
6.	Madhya Pradesh	20·63	18 for Class I & II 20 for Class III & IV
7.	Madras	0·75	16 (Combined for Sch. Castes & 12½ Sch. Tribes)
8.	Maharashtra	6·06	12½ (Combined for Sch. Castes, Sch. Tribes and other Backward Classes in all Classes I & II State Services. 7 for Class III 9 for Class IV
9.	Mysore	0·81	3
10.	Nagaland	93·09	@
11.	Orissa	24·07	24
12.	Rajasthan	11·67	12½ (Combined for Scheduled Castes and Scheduled Tribes) Class I, II, III Services/posts.) 15 (Combined for Sch. Castes and Scheduled Tribes) in Class IV Services /posts.

@The State Government have reserved 80% of all vacancies for the local tribal candidates of indigenous origin.

1	2	3	4
13. West Bengal		5·88	5
*II Union Territories**			
1. Andaman & Nicobar Islands		22·22	42½
2. Goa, Daman & Diu		N.A.	5 (*ad-hoc*-both for Scheduled Castes & Scheduled Tribes)
3. Himachal Pradesh		8·01	5
4. L. M. &. A. Islands		97·03	47½
5. Manipur		31·93	30
6. Tripura		31·53	30
7. Dadra & Nagar Haveli		88·43	42·5
8. N. E. F. A.		88·59	£

*(*i*) Direct recruitment on an all-India basis:—

(a) by open competition (i.e. through UPSC or by means of open competitive test by any other authority) 5%

(b) Otherwise than at (a) above 5%

(*ii*) Direct recruitment to Class III and Class IV posts normally attracting candidates from a locality or a region as given above.

£ Regionally NEFA falls within Assam. Thus, the same percentage of reservation as prescribed for Scheduled Tribes for Assam, namely 20% is being followed in NEFA.

ANNEXURE XXXI
(Reference para 16·20)

PROGRESSIVE REPRESENTATION OF SCHEDULED TRIBES IN SERVICES OF CENTRAL GOVERNMENT

	Class I			Class II			Class III			Class IV (excluding sweepers)		
As on	Total No. of employ-ees	Scheduled Tribes	Percentage	Total No.of employ-ees	Scheduled Tribes	Percentage	Total No. of employ--ees	Scheduled Tribes	Percentage	Total No. of employ-ees	Scheduled Tribes	Percentage
1	2	2	4	5	6	7	8	9	10	11	12	13
1-1-1957	6,233	6	0·10	14,455	56	0·32	6,42,651	3,990	0·62	7,59,570	18,497	2·44
1-1-1958	9,763	27	0·28	18,931	102	0·54	8,07,533	6,348	0·79	9,64,294*	22,771	2·36
1-1-1959	10,403	17	0·16	20,501	97	0·47	8,29,471	6,594	0·79	9,14,705	23,810	2·60
1-1-1960	11,621	24	0·21	22,486	166	0·74	8,75,103	8,186	0·94	9,29,718	27,276	2·93
1-1-1961	12,254	26	0·21	23,295	157	0·67	8,97,633	8,289	0·92	9,33,754	29,232	3·13
1-1-1962	14,119	38	0·27	25,747	102	0·40	9,16,347	8,946	0·98	9,47,036	29,424	3·11
1-1-1963	18,177	41	0·23	29,482	111	0·38	10,07,415	10,011	0·99	10,63,525	33,369	3·14
1-1-1964	18,040	41	0·22	28,789	88	0·31	10,46,898	11,365	1·09	11,13,148	35,883	3·22
1-1-1965	19,379	32	0·27	30,621	103	0·34	10,82,278	12,390	1·14	11,32,517	38,444	3·39
1-1-1966	20,379	103	0·52	30,001	80	0·27	11,17,754	12,356	1·10	11,76,826	40,113	3·41
1-1-1967	22,296	74	0·33	35,418	87	0·25	11,36,475	13,490	1·19	11,63,593	41,527	3·57
1-1-1968**	21,457	125	0·58	34,649	144	0·42	12,18,767	15,495	1·27	11,52,977	41,564	3·60

Source : Office of the Commissioner for Scheduled Castes and Scheduled Tribes.

*Including Sweepers.

**Does not include full information in regard to (a) Ministry of Home Affairs (b) Ministry of Defence and (c) Ministry of Transport & Shipping.

ANNEXTURE XXXII
(Reference para 16·26)

COPY OF O.M. No. 1/12/67-ESTS(C) DATED 11TH JULY, 1968 FROM THE MINISTRY OF HOME AFFAIRS, REGARDING RESERVATIONS FOR SCHEDULED CASTES AND SCHEDULED TRIBES IN POSTS FILLED BY PROMOTION

In this Ministry's Office Memorandum No. 1/10/61-Ests (D) dated 8-11-1963, reservations at 12½% and 5% of the vacancies were provided for Scheduled Castes and Scheduled Tribes in Class III and IV posts filled by promotion based on (i) selection or (ii) the results of competitive examinations limited to departmental candidates, in grades or services to which there was no direct recruitment whatsoever. The aforesaid Office Memorandum of 8-11-1963 also provided that there would be no reservations for Scheduled Castes and Scheduled Tribes in appointments made by promotion to a Class II or a higher service or post, whether on the basis of seniority-cum-fitness, selection or competitive examinations limited to departmental candidates.

2. The Government of India have reviewed their policy in regard to reservations and other concessions to Scheduled Castes and Scheduled Tribes in posts filled by promotion and have, in supersession of the orders in the aforesaid Office Memorandum dated 8-11-1963, decided as follows:-

A. *Promotions Through Limited Departmental Competitive Examinations*

There will be reservations at 12½% and 5% of vacancies for Scheduled Castes and Scheduled Tribes respectively in promotions made on the basis of competitive examinations limited to departmental candidates, within or to Class II, III and IV posts, in grades or services in which the element of direct recruitment, if any, does not exceed 50 per cent.

B. *Promotions by Selection Methods*

(a) Class I and II appointments :-

In promotions by selection from Class III to Class II and within Class II and from Class II to the lowest rung or category in Class I, the following procedure will be adopted:-

In promotions made by selection, employees in the field of eligibility numbering 5 or 6 times the estimated number of vacancies are normally considered for inclusion in the Select List, *vide* Ministry of Home Affairs' Office Memorandum No. F. 1/4/55-RPS, dated 16-5-1957. After rejecting those who are unfit for promotion, the Departmental Promotion Committee proceeds to categorise the remaining eligible employees into three categories, namely, 'Outstanding', 'Very Good' and 'Good'. Thereafter, the Committee draws up a Select List placing all employees in the 'Outstanding' category at the top, followed by those categorised as 'Very Good' and then by those categorised as 'Good', the *interse* seniority within each category being maintained. As a measure of improving representation of Scheduled Castes/Scheduled Tribes in services it has now been further decided that:-

(i) If within the zone of eligibility, there are any Scheduled Castes and Scheduled Tribes employees, those amongst them who are considered unfit for promotion bythe Departmental Promotion Committee will be excluded from consideration. Thereafter the remaining Scheduled Castes and Scheduled Tribes employees will be given by the Departmental Promotion Committee one grading higher than the grading otherwise assignable to them on the basis of their record of service i.e., if any Scheduled Caste or Scheduled Tribe employee has been categorised by the Committee on the basis of his record of service as 'Good', he should be recategorised by the Committee as 'Very Good'. Likewise, if any

Scheduled Caste or Scheduled Tribe employee is graded as 'Very Good' on the basis of his record of service, he will be recategorised by the Committee as 'Outstanding'. Of course, if any Scheduled Caste or Scheduled Tribe employee has already been categorised by the Committee on the basis of his record of service as 'Out-standing, no recategorisation will be needed in his case.

The above concession would be confined to only 25 per cent of the total vacancies in a particular grade or post filled in a year from the Select List. While making promotions from the Select List the appointing authority should, therefore, check up that the Scheduled Castes/Scheduled Tribes employees promoted in a year on the basis of this concession are limited to 25 per cent of the posts filled in a year from the Select List prepared according to the procedure outlined above; and

(ii) Those Scheduled Castes/Scheduled Tribes employees who are senior enough in the seniority list so as to be within the number of vacancies for which the Select List has to be drawn, should be included in the Select List, if they are not considered unfit for promotion and should also be given one grading higher than the grading otherwise assignable to them on the basis of their record of service and their place in the Select List determined on the basis of this higher categorisation. This would imply that even where, in some cases, the Select List were to consist of, say only 'Outstandig' non-Scheduled Caste/non-Scheduled Tribe candidates, adequate number of them being available from the field of eligibility or zone of consideration, those Scheduled Caste/Scheduled Tribe candidates who are high up in the eligibility list and are within the number of estimated vacancies for which the Select List is being prepared will, even if they are only 'Good' and after higher categorisation by one degree are categorised as 'Very Good' have to be included in the Select List, but they will be placed below the 'Outstanding' candidates in the Select List.

(b) Class III and IV appointments:-

There will be reservation at 12½ per cent and 5 per cent of the vacancies for Scheduled Castes and Scheduled Tribes respectively in promotions made by selection in or to Class III and IV posts, in grades or services in which the element of direct recruitment, if any, does not exceed 50 per cent.

Select List of Scheduled Caste/Scheduled Tribe Officers should be drawn up separately to fill the reserved vacancies as at present; Officers belonging to these classes will be adjudged separately and not along with other officers; and if they are fit for promotion, they should be included in the list irrespective of their merit as compared to other officers. Promotions against reserved vacancies will continue to be subject to the candidates satisfying the prescribed minimum standards.

C. *Promotions on the Basis of Seniority Subject to Fitness*

There will be no reservation for Scheduled Castes and Scheduled Tribes in appointments made by promotion on the basis of seniority subject to fitness, but cases involving supersession of Scheduled Castes and Scheduled Tribes Officers in Class I and II appointments will, as at present, be submitted for prior approval to the Minister or Deputy Minister concerned. Cases involving supersession of Scheduled Castes and Scheuduled Tribes officers in Class III and IV appointments will, as at present, be reported within a month to the Minister or Deputy Minister concerned for information.

3. The following instructions will apply to the filling of vacancies reserved for Scheduled Castes and Scheduled Tribes under the orders contained in this Office Memorandum:-

(1) (a) Scheduled Caste and Scheduled Tribe Officers who are within the normal zone of consideration should be considered for promotion along with others and adjudged on the same basis as others and those Scheduled Castes and Scheduled Tribes amongst them who are selected on that basis may be included in the general Select List in addition to their being considered for separate Select Lists for Scheduled Castes and Scheduled Tribes respectively.

(b) If candidates from Scheduled Castes and Scheduled Tribes obtain on the basis of their positions in the aforesaid general Select List, less vacancies than are reserved for them, the difference should be made up by selected candidates of these communities who are in the separate Select Lists for Scheduled Castes and Scheduled Tribes respectively.

(2) In the separate Select Lists drawn up for (i) Scheduled Castes and (ii) Scheduled Tribes, Officers belonging to Scheduled Castes or Scheduled Tribes, as the case may be, will be adjudged separately amongst themselves and not along with other officers, and if selected, they sould be included in the concerned separate Select List irrespective of their merit as compared to other officers. It is needless to mention that officers not belonging to Scheduled Castes and Scheduled Tribes will not be considered whilst drawing up separate Select List for Scheduled Castes and Scheduled Tribes. For being considered for inclusion in the aforesaid separate Select Lists, the zone of consideration for Scheduled Castes and Scheduled Tribes, as the case may be, would be of the same size as that for the general Select List, that is, if for the general Select List, the zone of consideration is 5 times the number of vancancies likely to be filled, the zone for consideration for the separate list for Scheduled Castes will also be 5 times the number of reserved vacancies for them, and likewise for Scheduled Tribes, subject of course to the condition that officers coming within such zone are eligible by length of service etc. as prescribed for being considered for promotion.

(3) For giving effect to the reservations in promotions prescribed in this Office Memorandum, it has been decided that a separate roster on the lines of the roster, prescribed in Annexure I to Office Memorandum No. 1/13/63-SCT(1), dated the 21st December, 1963 (in which points 1, 9, 17, 25 and 33 are reserved for Scheduled Castes and points 4 and 21 for Scheduled Tribes) should be followed. If, owing to non-availability of suitable candidates belonging to Scheduled Castes or Scheduled Tribes, as the case may be, it becomes necessary to dereserve a reserved vacancy, a reference for dereservation should be made to this Ministry indicating whether claims of Scheduled Castes/Scheduled Tribes candidates eligible for promotion in reserved vacancies have been considered in the manner indicated in (1) and (2) above. When dereservations are agreed to by this Ministry, the reserved vacancies can be filled by other candidates, subject to the reservations being carried forward to two recruitment years in accordance with this Ministry's Office Memorandum No. 1/4/64-SCT(1), dated the 2nd September, 1964.

(4) Where promotions in the above manner are first made on a long-term officiating basis, confirmations should be made according to the general rule viz., that an officer who has secured earlier officiating promotion on the basis of his place in the Select List(s) should also be confirmed earlier and thus enabled to retain the advantage gained by him, provided that he maintains an appropriate standard vide para I(iii) of this Ministry's Office Memorandum No. FI/1/55-RPS, dated the 17th February, 1955. But the principle of reservations would not apply again at the time of confirmation of promotees.

4. The above instructions take effect from the date of issue of these orders except where selections by the Departmental Promotion Committee under the old orders have already been made, or rules for a competitive examination have already been published.

5. Ministry of Finance etc. are requested to bring the above decisions to the notice of all concerned.

6. In so far as officers working in offices under the Comptroller and Auditor General are concerned separate orders will issue in due course.

ANNEXTURE XXXIII
(Reference para 16·28)

REPRESENTATION OF SCHEDULED TRIBES IN PUBLIC SECTOR UNDERTAKINGS AS ON JANUARY 1, 1967

Sl. No.	Categoty of employees/ Classification of posts	All employees	Scheduled Tribes	%age of Sch. Tribes employed
1.	Class I . . .	17,521	4	0·023
2.	Class II . . .	23,730	8	0·034
3.	Class III . . .	2,46,654	1,516	0·615

NOTE: (1) The information is based on the returns furnished by 56 Public Sector Undertakings.

(2) Figures in respect of Life Insurance Corporation incorporated in the information above relate to the position as on 1st March, 1967.

Source : Ministry of Home Affairs.

L/M2PC/70—3,00010—11-70—GIPF.