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REPORT OF
THE COMMISSIONER FOR SCHEDULED
CASTES AND SCHEDULED TRIBES

FOR THE YEAR
1959-1960

(Ninth Report)

PART I

by

L. M. SHRIKANT

NIEPA DC



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OFFICE OF THE COMMISSIONER
FOR
SCHEDULED CASTES AND SCHEDULED TRIBES

As required under Article 338 of the Constitution, I have the honour to present my Ninth Report for the year 1959-60.

L. M. Shrikant
Commissioner.

The 26th September, 1960.

The President,

((through the Minister for Home Affairs).

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Prime Minister with a group of Gaddi children from Himachal Pradesh

SECTION I

INTRODUCTION

When the Eighth Report for the year 1958-59 came up for consideration in the Lok Sabha on the 18th August, 1960, the Speaker was pleased to make the following observation:—

“It is a long time since the Report was placed on the Table of the House. Hereafter, I propose to take up this matter within 15 days after the Report is placed on the Table of the House. We are now trying to have the next Report also. Each Report has to be submitted within six months of the conclusion of the year. Otherwise, there will be overlapping. Therefore, Honourable Members also will insist on taking up the Report earlier. I would also suggest to the Honourable Minister that within 15 days of placing the Report on the Table of the House he should give notice of the motion for consideration. I will give priority to this Report. Otherwise this becomes stale”.

I am submitting this Ninth Report relating to the financial year 1959-60 to the President, under Article 338 of the Constitution, before the end of September, 1960. It is hoped that the printed copies of the Report will be available during the month of December, 1960, enabling the Report being placed on the Table of both the Houses of Parliament and also its discussion during that month.

2. In a number of cases the State Governments have not been able to collect the relevant data for this Report, for the financial year ending 31st March, 1960, from the various Departments under them and furnish the same to me. In all nearly 90 circulars were sent to all the State Governments/Union Territories, Ministries and Universities asking for material for the Report. Even the most important ones remained unanswered from many of the State Governments in time, in spite of reminders, as will be clear from the following statement:—

S. No.	Name of the State/Union Territories	No. of important circulars sent	No. of circulars replied upto compilation of Report	No. of circulars not replied upto compilation of Report
1	2	3	4	5
1	Tripura	29	27	2
2	Laccadive, Minicoy and Amindivi Islands	28	24	4
3	Mysore	30	22	8
4	West Bengal	30	22	8
5	Andaman & Nicobar Islands	28	22	6
6	Punjab	30	21	9
7	Rajasthan	30	21	9
8	Bihar	30	20	10

1	2	3	4	5
9	Uttar Pradesh	30	19	11
10	Manipur	29	18	11
11	Andhra Pradesh	30	16	14
12	Delhi	29	16	13
13	Madra	30	15	15
14	Madhya Pradesh	30	14	16
15	Assam	30	13	17
16	Jammu & Kashmir	30	13	17
17	Kerala	30	9	21
18	Himachal Pradesh	29	9	20
19	Bombay	30	6	24
20	Orissa	30	5	25
21	Pondicherry	7	5	2

Through these important circulars, information was called for, *inter-alia*, on the following matters:—

- (i) economic measures like allotment of land, control of shifting cultivation, opening of cooperative societies and development of cottage industries, etc.;
- (ii) representation in various cadres of service;
- (iii) progress made in education at various levels;
- (iv) financial and physical targets achieved under the different sanctioned schemes; and
- (v) training programmes for welfare personnel.

3. The main hurdle in this task is the loss of three or four working months in view of the financial year being from April to March closely followed by the monsoon season which virtually hampers the starting of schemes before October. It seems that the financial year is not going to be changed in spite of the suggestions made in my Annual Reports, by the Study Team on Social Welfare and Welfare of Backward Classes set up by the Committee on Plan Project of the Planning Commission, the Estimates Committee and the Chief Minister, West Bengal.

4. To help the Assistant Commissioners in the collection of the relevant data, I had personally approached the Governments of Madhya Pradesh and Maharashtra who are making frantic efforts to fulfil the financial targets of the Plan. I do, however, realise the difficulties in the way of the State Governments in collecting the necessary material from the different Departments as the Social Welfare or Harijan or Tribal Welfare Departments are only coordinating Departments and are mostly dependent for the execution of various schemes on other Departments. The result is that this Report for the year 1959-60 will naturally lack in up-to-date information and may present incomplete picture to that extent. Some of the incomplete information as indicated in the Report for the year 1958-59 has, however, been brought up-to-date, wherever possible, in this Report.

5. I would request the State Governments to prepare quarterly and six-monthly Progress Reports up-to-date and collect relevant figures of expenditure before the budget sessions of their respective Legislatures so that at least estimated figures are supplied to me for inclusion in the Report. It is on the basis of such facts and figures supplied

by the State Governments that a satisfactory annual Report can be presented to Parliament. It must be admitted that the State Governments are to be relied upon for most of the material for the compilation of the Report. It is not possible for the Assistant Commissioners or my Head Office to collect, independently, facts and figures for the Report. Even the evaluation work of various welfare schemes cannot be done effectively through the offices of the Assistant Commissioners five of whom are in charge of two or three States, and have only a skeleton staff consisting in some cases of an Investigator, an Upper Division Clerk, a Lower Division Clerk and a Steno-typist.

6. The Speaker also made the following suggestions for the consideration of the Report in the Lok Sabha:—

“I will make a suggestion with respect to this Report which comes up here again and again. As soon as the Report is presented, why not all the Members belonging to the Scheduled Castes and Tribes convene a meeting here in the Central Hall. I am prepared to allow the hall for their use—and arrive at certain points which they must emphasise in respect of the Report here. As soon as a voluminous report of this kind is presented to the House year after year, a Committee of the Members interested may be convened and the Honourable Minister may be there and all the points may be discussed to the satisfaction of the Members, and whatever points have to be brought up here may be brought up. That can be done hereafter to avoid consideration of many other points. The Commissioner may also be invited.

“As soon as a report of this kind is presented to the House, the Honourable Minister may automatically move the House for the appointment of a Committee consisting of the representatives of the various groups so that they may sit at it and come forward with their decisions”.

I welcome this suggestion as it will make the discussions of the Report in Parliament interesting and instructive high-lighting important points of the Report. This will also help me in writing my future Report.

7. In the present Report, repetition of suggestions and recommendations, and of facts and figures mentioned in the previous years, for comparison, have been avoided and the background and details of certain welfare schemes have been given in brief. The realisation that the Report is not read, much less studied, on account of its size has been well brought out in the following manner by a friendly critic:—

“Already the Reports of the Scheduled Castes Commissioner (which have also perhaps tended to defeat their own ends by a rather amorphous bulk) seems to arouse very little Parliamentary interest apart from some exasperation that reservation continued for decades has apparently produced so little”.

The size of this Report has, therefore, been considerably reduced to make it handy and to include only those facts figures and changes taking place during the year. Effort has, however, been made to give, as far as possible, more detailed State-wise information as suggested by the Study Team, in the Appendices to the Report.

8. For the last nine years, enough material has been presented in my annual Reports and it is gratifying to note that it has been taken advantage of by various Committees and Commissions, like the Estimates Committee of Parliament, Study Team on Social Welfare and Welfare of Backward Classes, Special Multi-Purpose Tribal Blocks Committee, Backward Classes Commission and possibly now by the Tribal Commission even though this fact is sometimes not acknowledged. The labour for compiling the Report is well compensated by its serving as a reference book for research students, officers and those who are interested in the problems of backward class people as I find from discussion with the foreigners who came to discuss the problem with me.

9. I generally find it difficult to collect sufficient data relating to the Scheduled Tribes and the Scheduled Areas. I would earnestly request the Governors of the States concerned to personally visit the Scheduled Areas and have their Reports compiled and sent to me in time as required under para 3 of the Fifth Schedule of the Constitution. These Reports are required to be submitted to the President within three months after the close of the financial year to which they pertain. The fact, however, is that these Reports for the year 1959-60 have not so far been received from any of the States excepting Rajasthan.

10. It is true that there is no provision in the Constitution that the State Legislatures should discuss my Reports even though mostly the State Governments are concerned with the matters dealt with in them. The result of such discussions in the five States of Assam, Bihar, Bombay, Orissa and Rajasthan have clearly indicated their usefulness as these discussions have helped in creating public opinion as regards the utility and effective implementation of the welfare schemes and a good atmosphere of public vigilance which is very necessary in democracy. The rest of the States, it is hoped, will follow suit and derive benefit by such discussions in their Legislatures. This indirectly lessens the heavy burden of the Central Government which is far removed from the scene of the field activities in the States which should justifiably share the brunt of criticism that is levelled during discussions in both the Houses of Parliament.

SECTION II

ADMINISTRATIVE SET UP TO LOOK AFTER THE INTERESTS OF SCHEDULED CASTES, SCHEDULED TRIBES AND OTHER BACKWARD CLASSES

OFFICE OF THE COMMISSIONER FOR SCHEDULED CASTES AND SCHEDULED TRIBES—ADMINISTRATIVE SET UP IN THE CENTRAL GOVERNMENT—ADMINISTRATIVE SET UP IN THE STATES—ADVISORY BOARDS/COMMITTEES FOR HARIJAN AND TRIBAL WELFARE—DEMOCRATIC DECENTRALISATION.

Office of the Commissioner for Scheduled Castes and Scheduled Tribes.

It has already been pointed out in the last Report that there has been some reduction in the posts sanctioned for this Organisation during that year. Due to this reduction, my office is feeling very much handicapped in the efficient and prompt disposal of work which has been steadily increasing. In order to overcome this difficulty, my office approached the Ministry of Home Affairs to sanction more staff for this office. The O and M Study Team of the Ministry of Home Affairs visited my office in the month of November 1959, to examine the requirements of additional staff. Two Section Officers of that Ministry also visited this office earlier in 1959, for the same purpose. Though the result of their investigation has not been communicated, the Ministry of Home Affairs have informed that it has been decided not to undertake work study of my office as certain proposals for the reorganisation of the existing set up of my office as well as of the Regional Offices, is under consideration of that Ministry and the staff requirements can only be considered after a decision is taken on the general reorganisation proposals. In spite of all this, on the request of the Scheduled Areas and Scheduled Tribes Commission, the services of one Research Officer and one Investigator from my office have been placed at their disposal.

2. The Ministry of Home Affairs have very recently converted some of the posts at the headquarters office into permanent ones. It is hoped that other posts in existence for more than three years in this office as well as in the Regional Offices would also be made permanent early.

3. During June, 1959, the Union Public Service Commission again advertised posts of Assistant Commissioner for Scheduled Castes and Scheduled Tribes. The interviews were held sometime in November-December, 1959 but the selected officers had not been *posted upto the end of the year 1959-60.

Administrative set-up in the Central Government

4. The latest position regarding the administrative set-up in the Ministry of Home Affairs and the Planning Commission is indicated in Appendix I. It will be observed that the Ministry of Home Affairs have appointed one Tribal Welfare Officer with his headquarters at Shillong, during the year under report. In Planning Commission, one Senior Research Officer and one Research Officer have been appointed during the year under report, in addition to the strength of the previous year.

* The list of selected persons has since been received and posting orders are likely to be issued shortly.

Administrative set-up in the States.

5. The latest position, as regards the changes in the administrative set-up in the various States and Union Territories which occurred during the period under report is indicated in Appendix II. In *Assam* during the year under report the post of Assistant Development Commissioner was filled. He is expected to assist the Secretary with respect to the development activities in Community Development Blocks in the Tribal Areas. In the Tribal Research Institute of *Bihar* State out of 12 non-gazetted posts, 5 have been made gazetted and designated as 'Research Assistants'. A lecturer (Gazetted Class II) has also been appointed in subordinate charge of the training centre started for imparting training to the staff employed on the work relating to the welfare of Scheduled Tribes. In *Mysore*, one Special Officer for Scheduled and other Tribes has been appointed at the headquarters. The designation of Assistant Women Welfare Officer at headquarter has been changed to 'Women Welfare Officer'. The posts of Social Service Organisers/Inspectors, who are in between the District Social Welfare Officers (District level) and the Social Welfare Inspectors (Taluk level), are now proposed to be attached to the office of the Director of Social Welfare, thereby making the entire set up uniform throughout the State. The *Kerala* Government made certain administrative changes in the Harijan Welfare Department towards the end of the year 1959. That Government have now cancelled those orders and the Director of Harijan Welfare has been made solely responsible for the implementation of the schemes for the welfare of Backward Classes. In *West Bengal*, a new post of Assistant Director of Tribal Welfare has been created to deal with the subject of Central Scholarships for Backward Classes, during the year 1959.

Advisory Boards/Committees for Harijan and Tribal Welfare

6. The meetings of the Central Advisory Boards for Tribal and Harijan Welfare were held in April and December, 1959, and the recommendations made therein were circulated by the Ministry of Home Affairs to all the State Governments and Union Territory Administrations. It would be more helpful if the State Governments/Union Territory Administrations would consider the recommendations of the Advisory Boards promptly and intimate their decision to the Ministry of Home Affairs before subsequent meetings of the Boards/Committees.

7. In the Report submitted to Government of India, the Study Team on Social Welfare and welfare of Backward Classes set up by the Committee on Plan projects (Planning Commission) have made *inter-alia*, the following recommendations regarding the functions and the constitution of the State Advisory Boards/Committees/Councils:—

(A) Functions:

- (i) Association with planning;
- (ii) periodical assessment of the work of various welfare schemes; and
- (iii) consideration of the difficulties encountered by beneficiaries in the actual operation of the various welfare schemes.

(B) Composition:

- (i) 1/3rd from among the Member of Legislative Assemblies/Member of Legislative Councils (Tribal representatives in the case of Tribal Welfare and Harijan representatives for the Board for Harijan Welfare).
- (ii) 1/3rd from among Social Workers.
- (iii) 1/3rd from among the Social Scientists.

(C) The tenure of membership should be at least two years with a provision of re-nomination of a certain proportion of members.

(D) The Boards should meet more frequently than at present.

8. The available information indicates that almost all the States have agreed in principle with the suggestion of the Study Team in so far as the functions of State Advisory Boards/Committees/Councils are concerned. There are divergent views as regards the composition of these bodies and some of the State Governments like *West Bengal* etc., have stated that since the welfare Advisory Boards are functioning well, no modification in the present composition of these bodies is necessary. Similar views have been expressed in regard to the suggestion relating to the tenure of membership. The last suggestion concerning the frequent meetings of these bodies has been received favourably by a number of States/Union Territories.

Democratic Decentralisation

9. On the recommendation of the Study Team on Community Projects and National Extensive Service of the Committee on Plan Projects set up by the Planning Commission, the State Governments/Union Administrations have decided/contemplated to set up Panchayat Samitis and Zila Parishads etc. In the States of *Rajasthan* and *Andhra*, Panchayat Samitis and Zila Parishads have already been constituted. The Panchayat Samitis are required to look after *inter-alia* the work relating to the welfare of Backward Classes. In the State of Rajasthan a sum of Rs. 38.49 lakhs was transferred to the Panchayat Samitis for implementing new schemes and maintaining institutions which were previously under the administration of Social Welfare Department. It is reported that the Panchayat Samitis sometime utilise these funds for purposes other than those for which grants have been sanctioned. It is, therefore, suggested that there is need for strict supervision of the work done by Panchayat Samitis relating to the welfare of Backward Classes so as to ensure that funds placed at their disposal are utilised properly.

SECTION III

REVISION OF THE LISTS OF SCHEDULED CASTES AND SCHEDULED TRIBES AND THEIR REPRESENTATION IN PARLIAMENT, STATE LEGISLATURES AND LOCAL BODIES ETC.

LISTS OF SCHEDULED CASTES AND SCHEDULED TRIBES—LISTS OF OTHER BACKWARD CLASSES—
CENSUS DATA REGARDING BACKWARD CLASSES—REPRESENTATION IN PARLIAMENT, STATE
LEGISLATURES AND TERRITORIAL COUNCILS—REPRESENTATION IN POLITICAL POSTS—
RESERVATION OF SEATS IN LOCAL BODIES AND GRAM PANCHAYATS.

Lists of Scheduled Castes and Scheduled Tribes.

The work relating to the finalisation of the comprehensive and consolidated lists of Scheduled Castes and Scheduled Tribes for the reorganised States and Union Territories could not be completed during the year. The matter is, however, under active consideration of the Ministry of Home Affairs in consultation with this organisation and the Planning Commission.

Lists of Other Backward Classes.

2. No final decision regarding the criteria for classifying 'socially and educationally Backward Classes' has yet been taken by the Government of India.

3. As mentioned in the last Report, the Government of Mysore had listed as many as 166 communities as other Backward Classes for the purposes of recruitment to services. They had also reserved 45 per cent seats in technical and professional colleges for other Backward Classes who were defined as 'all communities other than Brahmins, Scheduled Castes and Scheduled Tribes'. The orders regarding the reservation of seats in the technical and professional colleges was challenged in the High Court of Mysore who have held it to be *ultra-vires* of the Constitution. The Government of Mysore have, therefore, appointed a Committee in January 1960 to:

- “(i) suggest the criteria to be adopted in determining which sections of the people in the State should be treated as socially and educationally backward.
- (ii) suggest the exact manner in which the criteria thus indicated should be followed to enable the State Government to determine the persons, who should secure such preference, as may be determined by Government in respect of admission to technical institutions and appointments to Government services.

The Committee have recommended in their interim report that Backward Classes should be listed on the basis of their caste or community and their backwardness judged on the basis of the percentage of literacy in the community and their representation in Government services. The Committee have drawn up a list of other Backward Classes, based on caste whose backwardness was determined on the basis of percentage of their literacy amongst the members of each caste in relation to the average percentage of literacy in the State and also on the basis of percentage of those employed in the Services of the State amongst the members of each caste in relation to the total number of persons employed under the State Government, excluding persons in Class IV posts. The Government of Mysore have decided that the communities so listed should be considered



A Paniyan woman & her children—Kerala

as Other Backward Classes tentatively till the finalisation of the Report of the Committee and 25 per cent appointments and posts in the State Government be reserved for them.

Census data regarding Backward Classes.

4. The Government of India have taken a decision that in the 1961 Census enumeration of castes should be confined to the members of Scheduled Castes and Scheduled Tribes. This is in pursuance of the decision of the Government not to enumerate castes except to the extent required to satisfy the provisions of the Constitution. In addition, the Census Authorities propose to tabulate certain essential demographic economic and social data for each Scheduled Caste and Scheduled Tribe community, separately. Besides, the Registrar General of India also propose preparing an all-India brochure containing brief monographs each of the Scheduled Castes and Scheduled Tribes. All this information will be very useful in planning future programmes for these communities. It has been suggested to the Census Authorities that they may also consider the desirability of collecting and tabulating additional information regarding:—

- (i) persons belonging to these castes and tribes who are practically living as 'serfs' of agricultural land owners. Examples of such communities are to be found amongst the Halis (Dublas, Naikas, Dhodias and Chodhras) of Bombay and certain Scheduled Caste families who enjoy 'ulkudi right' in Kerala.
- (ii) Scheduled Caste persons engaged in household and organised industries, respectively, connected with tanning, leather and leather goods manufacture.
- (iii) Scheduled Caste persons engaged in scavenging and sweeping.
- (iv) the religion professed by Scheduled Caste persons, since the Scheduled Castes belong both to Hindu and Sikh religions.

It is also desirable to collect and tabulate caste-wise information relating to the population of (i) Denotified Communities, (ii) Nomadic Tribes, and (iii) Neo-Buddhists. This information will be very useful for planning welfare measures for these groups, especially in view of the fact that these are decidedly the groups to get Government help as Other Backward Classes during the Third Five Year Plan period. Unless, therefore, the caste-wise population figures of these communities are available it will not be easy to decide on the quantum of financial help that should be given for their welfare.

Representation in Parliament, State Legislatures and Territorial Councils.

5. Article 334 of the Constitution which provides for the reservation of seats for Scheduled Castes and Scheduled Tribes in Parliament and State Legislatures for a period of ten years from the commencement of the Constitution, was amended by the Constitution (Eighth Amendment) Act, 1959. This Act which received the consent of the President of India on the 5th January, 1960, extends the period of reservation for another 10 years. Thus the reservation for Scheduled Castes and Scheduled Tribes will continue upto 1969 and it is hoped that during this period these people would progress to such a level as to render political safeguards unnecessary.

6. The number of Scheduled Caste and Scheduled, Tribe persons who have been returned to the Lok Sabha against unreserved seats remains unchanged. Sri D. S. Dora, a Scheduled Tribes member from Andhra Pradesh whose election had been held void by the Election Tribunal, however, won his appeal in Andhra Pradesh High Court and is now continuing as a member. The position is that Section 54 of the Representation of the People Act, 1951, which lays down special procedure for election to constituencies in which seats are reserved for Scheduled Castes and Scheduled Tribes, says that, "If the number of candidates qualified to be chosen to fill the reserved seats exceeds the

number of such seats, and the total number of candidates also exceeds the total number of seats to be filled,..... the Returning Officer shall first declare those who, being qualified to be chosen to fill the reserved seats, have secured the largest number of votes, to be duly elected to fill the reserved seats, and then declare such of the remaining candidates as have secured the largest number of votes to be duly elected to fill the remaining seats". The election of Sri D. S. Dora was a case of this very nature. Here four persons, including two belonging to Scheduled Tribes, contested elections in the double member constituency of Parvatipur in Andhra Pradesh, where one seat was reserved for Scheduled Tribes. The largest number of votes were secured by Sri B. S. Dora, a Scheduled Tribe person, and the next position was that of Sri D. S. Dora, also a Scheduled Tribe person. The Returning Officer declared Sri B. S. Dora elected to the reserved seat and Sri D. S. Dora to the general seat in accordance with the provisions contained in Section 54 of the above mentioned Act. By way of general information, it may be mentioned that it has been declared *vide* Section 55 of that Act, for the avoidance of any doubt, "that a member of the Scheduled Castes or of the Scheduled Tribes shall not be disqualified to hold a seat not reserved for members of those castes or tribes, if he is otherwise qualified to hold such seats under the Constitution and this Act.

7. The latest information in regard to the Scheduled Caste and Scheduled Tribe members who have been elected against unreserved seats in the State Legislative* Assemblies, also remains unaltered in States other than Kerala and Madhya Pradesh. In the State of Kerala, one Scheduled Caste member has been elected against an unreserved seat during the mid-term elections held in 1959. In Madhya Pradesh, the number of Scheduled Tribe members elected against unreserved seats has increased this year from 1 to 3. Information in respect of Bombay has not been received.

8. In so far as the Rajya Sabha is concerned, the number‡ of Scheduled Caste members has now increased from 7 to 10 and that of Scheduled Tribe members has gone down from 4 to 3, during the period under report. In the State Legislative@ Councils, the number of Scheduled Caste members has risen to 16 while the number of Scheduled Tribes remains unchanged. This position is exclusive of the State of Bombay for which the information has not been received.

9. As regards the Territorial Councils£, the number of elected as well as nominated Scheduled Caste and Scheduled Tribe members in the Manipur and Tripura Councils remains unchanged. In the Himachal Pradesh Territorial Council, the number of Scheduled Caste and Scheduled Tribe members is 14, which includes one Scheduled Caste and one Scheduled Tribe member elected against unreserved seats.

Representation in Political Posts.

10. In the Union Government, the number of Scheduled Caste and Scheduled Tribe persons holding the portfolios of Ministers, Deputy Ministers, etc. remains the same. As regards the State Governments, the position remains unchanged excepting in the States of Andhra Pradesh, Bihar and Orissa. Andhra Pradesh deserves special mention, as a Scheduled Caste person has become the Chief Minister of that State. In case of Bihar, previously there was no Scheduled Tribe Minister but during the period under report one Deputy Minister belonging to a Scheduled Tribe was appointed. In Orissa, there are no members belonging to Scheduled Castes and Scheduled Tribes at present whereas in the previous Government in that State there were two Deputy Ministers from

*Appendix III.

‡Appendix IV.

@Appendix V.

£Appendix VI.

these communities. This information has not been received in respect of the Government of Bombay. The position in the matter for the Centre as well as the State Governments during the year under report, as compared to last year, is as below:

Name of Political Post	Union Government				State Government			
	Scheduled Castes		Scheduled Tribes		Scheduled Castes		Scheduled Tribes	
	1958-59	1959-60	1958-59	1959-60	1958-59	1959-60	1958-59	1959-60
Ministers	1	1	..	..	14	14	3	4
Deputy Ministers	2	2	..	..	10	8	6	4
Parliament Secretaries	..	..	1	1	2	2	5	5
TOTAL	3	3	1	1	26	24	14	13

Reservation of seats in Local Bodies and Gram Panchayats.

11. The position regarding the legislative and executive measures in force in the various States/Union Territories for providing reservation of seats to Scheduled Castes and Scheduled Tribes in the Local Bodies were reported to have remained unchanged everywhere except in Rajasthan. In Rajasthan, where no reservation had hitherto been provided for Scheduled Castes and Scheduled Tribes in Local Bodies, the Rajasthan Municipalities Act, 1959 provides for reservations for them in the Local Bodies, according to their population. The question of fixing the number of seats for different classes of municipalities, in accordance with the provisions of this Act, is still under the consideration of the Government.

12. Similarly in case of Gram Panchayats, no change in the legislative and executive measures providing for reservation for these communities has been reported. The Government of Punjab have, however, intimated that the Punjab Legislative Assembly is considering to pass a new unified Panchayat Act. This Act would provide for reservation of seats for Scheduled Castes in the Pepsu area also; at present such reservation is provided in the Punjab area only.

SECTION IV

WELFARE SCHEMES FOR BACKWARD CLASSES

PLAN PROVISION AND ITS DISTRIBUTION AMONG THE STATES AND UNION TERRITORIES—SLOW TEMPO IN IMPLEMENTATION OF WELFARE SCHEMES AND STEPS TAKEN TO ACCELERATE IT—ACHIEVEMENTS OF FINANCIAL TARGETS IN THE FIRST FOUR YEARS OF THE PLAN PERIOD—CEILINGS FIXED FOR 1960-61—PHYSICAL TARGETS—TIMELY AND ACCURATE SUBMISSION OF PROGRESS REPORTS—PROGRESS OF VARIOUS WELFARE SCHEMES UNDER BOTH THE CENTRAL AND STATE SECTORS—ON-RUSH OF EXPENDITURE AT THE END OF THE FINANCIAL YEAR—GRANTS-IN-AID TO NON-OFFICIAL AGENCIES

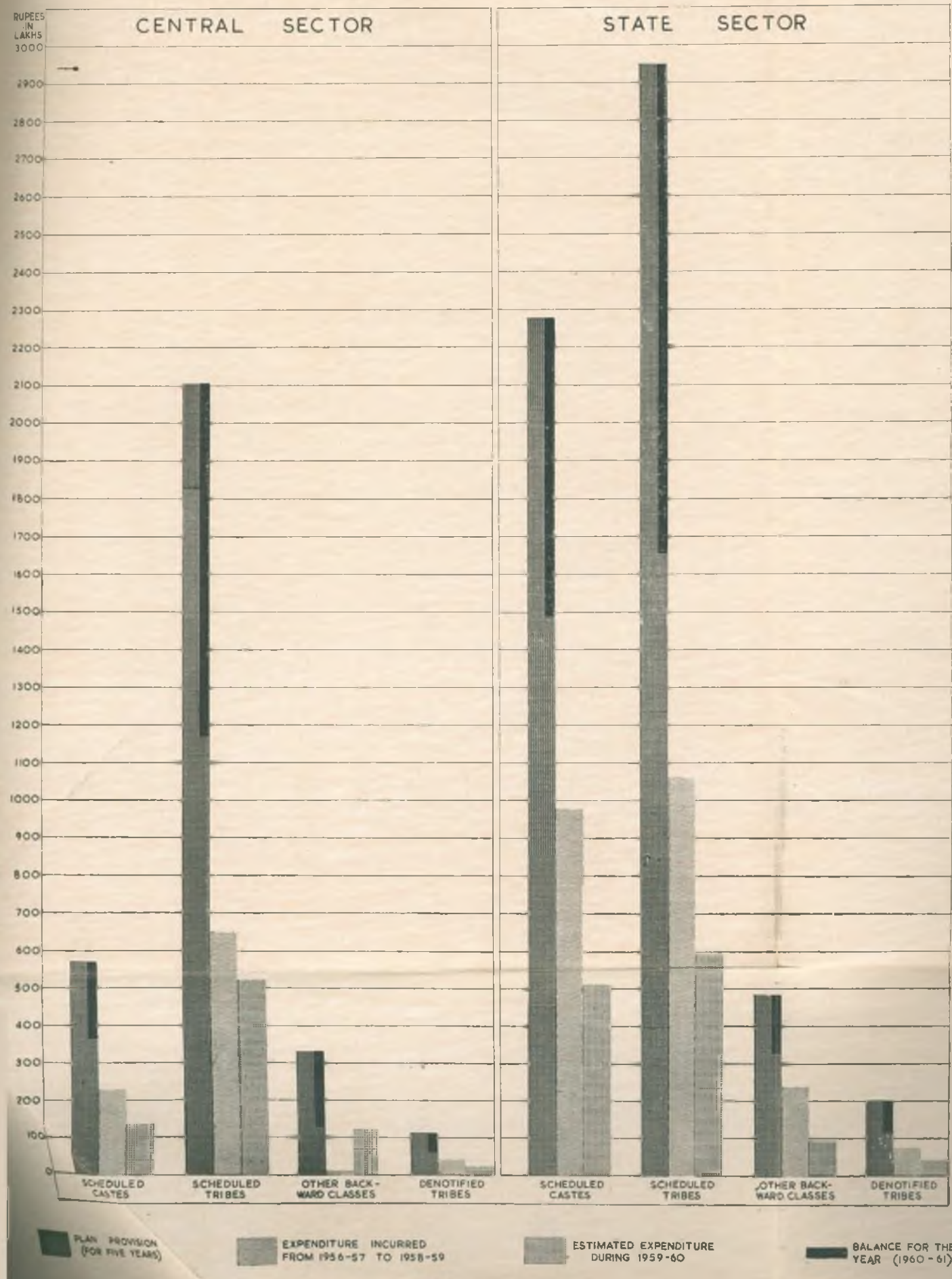
Plan provision and its distribution among the States and Union Territories.

The year under review witnessed a fairly satisfactory progress in expenditure on the welfare schemes for Backward Classes. It will be recalled that a provision of Rs. 91 crore was made in the Second Five Year Plan for the welfare of the backward classes, the latest distribution of which, as a result of the reorganisation of the States under both the State and Central Sectors, is indicated below in respect of each category of the backward classes:—

Name of the State/Union Territory	Scheduled Tribes	Scheduled Castes	Denotified Tribes	Other Backward Classes	Total
1	2	3	4	5	6
(Rs. in lakhs)					
<i>Centrally Sponsored Schemes</i>					
1. Andhra Pradesh	106.00	47.18	8.50	23.00	184.68
2. Assam	424.50	22.00	..	8.68	455.18
3. Bihar	236.12	45.21	1.50	37.00	319.93
4. Bombay	205.25	38.95	11.00 (5.00)	37.00	292.20 (286.20)
5. Kerala	30.94	32.67	..	6.00	69.61
6. Madhya Pradesh	407.50	37.47	5.50	37.00	487.47
7. Madras	16.12	81.16	27.00	23.00	147.28
8. Mysore	14.90	41.30	5.00	11.00	72.20
9. Orissa	286.50	17.00	2.50	30.00	336.00
10. Punjab	89.45	46.00	3.00	15.00	153.45
11. Rajasthan	117.54	21.87	4.50	18.00	161.91
12. Uttar Pradesh . . . . .	..	94.24	41.00	55.00	190.24
13. West Bengal	66.13	31.69	1.00	26.00	124.82
14. Jammu and Kashmir . . . . .	..	..	..	10.00	10.00
15. Delhi . . . . .	..	3.00	1.45	0.96	5.41
16. Himachal Pradesh	15.00	4.00	..	..	19.00
17. Manipur	50.00	..	..	..	50.00
18. Tripura	47.00	..	..	..	47.00
19. Andaman and Nicobar Islands . . . . .	..	..	..	..	..
20. Laccadive, Minicoy and Amindivi Islands . . . . .	..	..	..	..	..
21. Pondicherry . . . . .	..	..	..	..	..
TOTAL	2112.95	563.84	111.95	337.64	3126.38

PLAN ALLOCATIONS, EXPENDITURE INCURRED DURING THE FIRST THREE YEARS & ESTIMATED EXPENDITURE DURING THE FOURTH YEAR OF THE SECOND FIVE YEAR PLAN.

(BACKWARD CLASSES SECTOR)



1	2	3	4	5	6
State Sector					(Rs. in lakhs)
1. Andhra Pradesh	210.06	152.82	14.10	27.97	404.95@
2. Assam	200.51	157.24	15.18	28.01	400.94*
3. Bihar	902.50	47.50	..	..	950.00
4. Bombay	280.85	171.21	7.30	84.00	543.36
5. Kerala	167.47	189.32	21.44	71.47	449.69
6. Madhya Pradesh	36.80	142.79	..	40.97	220.56
7. Madras	499.47	104.11	19.79	75.86	699.23
8. Mysore	31.68	353.10	65.79	55.24	505.81
9. Orissa	36.01	207.75	17.55	35.07	296.38
10. Punjab	318.245	55.155	6.60	..	380.00
11. Rajasthan	21.62	180.03	9.68	14.84	226.17
12. Uttar Pradesh	142.98	56.89	17.11	11.52	228.50
	..	505.57	17.89	76.54	600.00@
13. West Bengal . . . . .	..	380.56	17.89	76.54	474.99*
14. Jammu and Kashmir	141.05	34.63	4.95	3.08	183.71
15. Delhi . . . . .	..	23.65	..	15.30	38.95
16. Himachal Pradesh . . . . .	..	14.20	..	..	14.20
17. Manipur	23.24	18.04	..	..	41.28
18. Tripura	66.25	3.00	..	..	69.25
19. Pondicherry	73.50	1.90	..	..	75.50
	..	5.85	..	..	5.85
GRAND TOTAL	2951.825	2267.515	202.20	511.86	5933.40
	2942.275	2146.925	203.23	511.90	5804.38

Slow tempo in implementation of welfare schemes and steps taken to accelerate it.

2. In my Report for 1958-59, I had indicated the progress made during the first two years of the Plan period, and brought to notice the huge shortfalls in expenditure. I am glad to report that the Ministry of Home Affairs called at New Delhi a conference on the 31st January and 1st February, 1960 of the State Ministers in charge of the Welfare Departments dealing with the backward classes to discuss the situation and find out the solution for the difficulties and bottlenecks which stood in the way of proper implementation of the schemes. The consensus of opinion at the conference was that the slow rate of the development activities was due to the following reasons:—

1. Inadequacy of preliminary planning and arrangements for implementation of approved schemes.
2. Inadequacy of arrangements for collecting progress reports in time so as to serve as a basis for periodical reviews of the situation and initiation of special measures to achieve the target.
3. Procedural delays and delays due to absence of co-ordination between the implementing Departments and Departments incharge of Welfare of Backward Classes.

@ Figures as shown in the annual Plan for 1950-61 which represent the likely expenditure during the 2nd Five Year Plan.

*Original Ceilings.

4. Organisational incapacity of the Departments in some States to utilise in full the allocations made under the Plan.
5. Slow rate of expenditure in the Special Multi-purpose Tribal Blocks.

Certain decisions aiming at the proper and speedy implementation of the schemes were therefore taken. In short, the following measures have been adopted from time to time to facilitate the expeditious and efficient utilization of the funds provided for the welfare of backward classes:—

- (1) Schemes for a particular year are discussed by a Working Group in the Planning Commission with the State Governments much in advance of the commencement of the financial year. Thus leaving ample time for the State Governments to finalise the schemes and work out necessary details like location etc., so as to commence implementation of the schemes right from the start of the financial year.
- (2) State Governments have been empowered to go ahead with the implementation of the approved schemes with the sanction of their own Finance Department.
- (3) State Governments have been empowered to regulate expenditure on schemes included in a Group of schemes for the same category of Backward Classes, the Groups being (a) Education, (b) Economic Uplift, and (c) Health, Housing and Other Schemes in respect of welfare schemes for Scheduled Tribes and Scheduled Castes and (a) Education and (b) Other Schemes in respect of schemes for the welfare of Denotified Tribes and Other Backward Classes.
- (4) On the recommendations made by the State Ministers' Conference the State Governments have been empowered to reappropriate funds from one Group of schemes to another Group of schemes for the same category of Backward Classes provided,
 - (a) the reappropriation is from schemes in group III to schemes in Group II viz. Economic Uplift Schemes, or to schemes for starting new schools or construction of hostels under Group I;
 - (b) reappropriation is limited to 25 per cent of the outlay fixed for the Group from which diversion is effected;
 - (c) the reappropriation does not adversely affect the tempo of important schemes;
 - (d) each sanction in respect of such reappropriation, together with full justification, therefore, is *simultaneously* communicated to the Government of India, the Planning Commission and the Commissioner for Scheduled Castes and Scheduled Tribes; the Assistant Commissioner for Scheduled Castes and Scheduled Tribes concerned, and the other Ministries of the Government of India, if any, concerned with the schemes; and
 - (e) the reappropriation is made within the financial year to which the grants relate.
- (5) Ways and means advances equal to 3/4th of the estimated Central assistance due on welfare schemes are being given to the State Governments by the Ministry of Finance in nine equal monthly instalments beginning from May, the payment orders issued by the Home Ministry in the last quarter of the financial year, on the basis of the actuals for the first three quarters and a realistic estimate of the anticipated expenditure for the last quarter, being adjusted against these advances by the Accountant General concerned and final settlement of account, on the basis of the actuals for the year as a whole, being made in the following financial year.

(6) The State Governments have been requested to:—

- (a) determine the location of the schemes well before the commencement of the financial year and also to take other necessary administrative steps so that the schemes could be implemented from the very start of the financial year;
 - (b) arrange for the training of workers by opening institutions for the purpose or to make arrangements for their training in institutions in the neighbouring States;
 - (c) achieve complete co-ordination with other Departments in the State to ensure efficient, speedy and prompt implementation of welfare schemes; and
 - (d) give suitable allowances to staff working in tribal areas to attract necessary staff of the requisite calibre to work in these areas.
- (7) The Assistant Commissioners for Scheduled Castes and Scheduled Tribes have been instructed to send special quarterly reports indicating measures necessary to fulfil the Plan targets.
- (8) The State Governments have been requested by the Ministry of Home Affairs to achieve the maximum utilisation of the Plan targets by taking special steps to (a) utilise the current year's allotment for the welfare of Backward Classes including the supplementary allotments for the purpose; and (b) accelerate the implementation of the Plan schemes so that if necessary the ceiling for the current year could be increased by suitable adjustments to make up for retarded progress in the past.
- (9) The quarterly progress reports received from the State Governments are examined and where progress is slow, the State Governments are addressed specifically to increase the tempo of progress so as to achieve the targets for the year.
- (10) As recommended by the State Ministers' Conference the State Governments have been requested to avoid shortfalls in the Plan by (1) implementing fully an approved programme for the year; (2) taking up additional schemes; and (3) delegating adequate authority to the field agencies and arranging periodical review of the progress.

Achievements of financial targets in the first four years of the Plan period.

3. The adoption of all these measures is, as will be observed from the table below, expected to lead to better results in the fourth year of the Plan period, as compared to those achieved in the first three years.

Category of Backward Classes	Plan Outlay	Expendi- ture from 1956-57 to 1958-59	Estimated expendi- ture in 1959-60
1	2	3	4
(Figures in lakhs)			
<i>Centrally Sponsored Schemes</i>			
Scheduled Tribes	2107.76	648.65	521.429
Scheduled Castes	570.28	228.675	135.068
Denotified Tribes	111.9 ^e	42.279	20.629
Other Backward Classes	330.94	10.374	119.572
TOTAL	3120.93	929.978	796.698

1	2	3	4
<i>State Sector Schemes</i>			
Scheduled Tribes	2948.40	1062.36	599.39
Scheduled Castes	2276.76	977.20	509.19
Denotified Tribes	200.39	72.74	42.18
Other Backward Classes	483.97	237.73	92.22
TOTAL	5909.53	2350.03	1234.98

Ceilings fixed for 1960-61.

4. Keeping in view this likely performance in the fourth year of the Plan period, the Central Government has sanctioned the following sums of money to be spent by each State/Union Territory during the final year of the Plan period:—

Name of the State/ Union Territory	Scheduled Tribes		Scheduled Castes		Denotified Tribes		Other Backward Classes	
	Central Sector	State Sector	Central Sector	State Sector	Central Sector	State Sector	Central Sector	State Sector
1	2	3	4	5	6	7	8	9
(Rs. in lakhs)								
Andhra Pradesh	42.41	49.12	10.47	44.99	1.77	3.50	8.49	7.50
Assam	95.17	188.00	8.45	12.00	..	..	0.50	..
Bihar	70.09	61.58	11.56	42.42	0.30	2.60	28.70	18.40
Bombay	68.12	59.14	9.59	73.34	0.77	7.83	19.57	13.60
Jammu and Kashmir . . . . .	..	..	6.40	8.80	..	..	3.10	4.60
Kerala	11.73	13.40	15.68	39.00	..	..	3.00	10.11
Madras	7.11	8.00	20.43	72.00	8.38	17.00	12.76	10.00
Madhya Pradesh	210.97	49.07	11.84	12.42	2.80	0.97	21.90	4.91
Mysore	5.48	8.00	7.75	58.50	3.81	5.50	5.50	8.00
Orissa	119.615	77.00	9.97	15.22	0.85	2.41	11.00	..
Punjab	30.58	8.02	9.58	41.00	1.00	2.01	10.774	..
Rajasthan	56.00	28.00	8.00	15.00	1.00	3.25	9.00	1.75
Uttar Pradesh . . . . .	..	..	45.75	104.31	41.99	2.99	35.34	12.70
West Bengal	24.02	29.56	12.37	7.23	0.44	1.20	17.97	0.76
Delhi . . . . .	..	..	1.788	3.91	0.87	..	0.263	..
Himachal Pradesh	5.87	9.00	3.24	4.66	..	..	..	..
Manipur	18.00	18.07	..	1.36	..	..	..	..
Tripura	22.26	17.76	..	1.63	..	..	..	..
Pondicherry . . . . .	..	..	..	1.91	..	..	..	..
TOTAL	787.425	624.35	192.868	558.98	63.98	49.26	187.867	92.33

As a rule, the yearly ceilings are fixed at one-fifth of the Plan outlay sanctioned for each State. But that has not been the case each year in view of the inability of some of the State Governments/Union Territories to spend the allotment, whatever made to them, and hence the yearly ceilings were fixed much below the actual rate. Since the performance of the fourth year was expected to be comparatively better and inspired confidence in the capacity and the will of the State Governments to spend larger sums of money, they have actually been sanctioned an allotment which is more than what

they were normally entitled to receive in one year. This has been done to enable the State Governments/Union Administrations to make good, as far as possible, the shortfalls in the previous years. Taking for granted that the entire amount sanctioned during 1960-61—the last year of the Second Five Year Plan—is utilized, the position emerging at the end of the Plan period, in so far as the financial targets are concerned, will be as under:—

Category of Backward Classes	Estimated expenditure from 1956-57 to 1960-61	
	Central Sector	State Sector
Scheduled Tribes	1957·504 lakhs	2278·10 lakhs
Scheduled Castes	556·611 lakhs	2045·37 lakhs
Denotified Tribes	126·888 lakhs	164·18 lakhs
Other Backward Classes	317·813 lakhs	422·28 lakhs
TOTAL	2958·816 lakhs	4909·93 lakhs
	i.e. grand total — Rs. 7868·746 lakhs	

In other words, the total expenditure will be about Rs. 79 crores, including expenditure incurred through non-official agencies.

5. But I can say with certainty that the anticipated expenditure of Rs. 79 crores is an impossibility, because firstly there may not be 100% expenditure in every State during 1960-61 as anticipated, and secondly considerable funds from the amounts reported to be spent will not in fact be the actual expenditure, but simply book transfers. In view of the same, the total expenditure at the end of five years would in my opinion, be much below and may be round about Rs. 65 crores only, leaving a big unspent balance of Rs. 26 crores. It may be mentioned that the figures of expenditure incurred in the first four years of the Plan period which have been collected by me from the Progress Reports and the Annual Plans prepared by the State Governments/Union Territories are by no means entirely conclusive for the assessment of the progress of the schemes. On the contrary, they are misleading, because the expenditure does not nearly represent the amounts actually spent during the year concerned. Instances have come to my notice that the amounts placed at the disposal of the District Magistrates and other executive officers which could not be utilised in time during a particular year were transferred either to their personal ledger accounts or kept in the treasuries as revenue deposits. Similarly the funds placed at the disposal of District Development Boards, N.E.S. Blocks, Panchayat Samities, etc., have been reported as spent, whereas these agencies would be keeping these funds with them to be utilised in subsequent years. As for example, the Social Welfare Department in Rajasthan transferred funds to the Panchayat Samities in two instalments. The first sanction for the amount of Rs. 20,21,830 was issued in October, 1959 and the second one for Rs. 16,62,830 on the 22nd March, 1960. It can be easily presumed that the amount sanctioned in March could not have been spent by the Panchayat Samities, and a large portion of it must have remained unspent in their personal deposit accounts. A similar instance can be cited in respect of Bihar where a District Magistrate transferred a sum of Rs. 1,02,343, which was meant for construction of a hostel, to a District Board as per orders of the Government. This amount, is reported to have been spent, even though no construction has taken place in the year 1959-60. This practice of transferring the funds and treating them to be spent should be stopped if the proper assessment of the development activities is to be ensured. There can be no objection in sanctioning additional funds by the Government of India if the needs of the State Governments/Union Territories are to be met with for their

welfare programme. But at the same time, the factors mentioned above should be duly considered in order to ensure proper planning and phasing of the welfare programme.

Physical targets

6. In any case, however, satisfactory the financial targets may be, they cannot by themselves lead one to the conclusion that real progress has been achieved. The thing that really matters is the physical targets. If the physical targets achieved do not correspond to the expenditure incurred, the object of securing the betterment of the conditions of the Backward Classes cannot be said to be fulfilled. After all it is the benefits that have actually accrued to these down trodden persons, which count the most. For the correct assessment of the achievement in terms of physical targets, it is absolutely necessary that full details about locations and costs of individual welfare schemes are given in the Progress Reports and are also made available to my Assistant Commissioners so that they may visit the places, inspect the same and meet the people to study their reactions. Observations made by them will be useful in making the welfare programme more realistic as the same may be based on-the-spot study. But I apprehend, this important duty cannot be discharged by the Assistant Commissioners satisfactorily, if they are not provided adequate staff for the purpose. Unless adequate field staff is provided, it will be physically impossible for the Assistant Commissioners to visit the far-flung areas under their vast jurisdiction comprising of more than one State. I have in the past laid some stress on the dire need for such field staff in the shape of Research Officers, Investigators, etc. This useful work of evaluation should not be sacrificed at the alter of economy. I am sure that the extra expenditure involved in the above staff will in the long run yield results and secure the object in view, namely, the timely and proper implementation of the schemes, in the context of the felt needs of the people, and the avoidance of wasteful expenditure. It is also necessary, in the interest of efficiency, to provide each Assistant Commissioner with a Jeep. In the absence of a Jeep, much valuable time is wasted in catching trains and buses to visit the areas on tour. I hope this suggestion of mine will receive immediate attention at the hands of the Government of India.

Timely and accurate submission of Progress Reports

7. Emphasis has been laid from time to time on the submission of accurate Progress Reports punctually. Despite all this emphasis, the Reports from most of the State Governments/Union Territories are never punctual. The extent of the delay can be judged from the fact that though the final reports for the year 1959-60 were due by the end of June, 1960, they have not been received from most of the States.

8. As pointed out in para 5 above, these Reports are not only conspicuous by the absence of the vital data regarding locations and the cost of each individual scheme, but they also suffer from inaccuracies, as will be evident from a few instances cited below:—

- (a) In Madhya Pradesh the entire provision of Rs. 30 lakhs was reported to have been spent on the scheme 'Communications', during 1958-59, even though not a single pie had been spent.
- (b) The Bihar Government reported that a Tussar Sub-Station was functioning at Bandgaon in Singhbhum District. The fact is that such a sub-station had never been started there.
- (c) In the Progress Report for the year 1958-59 sent by Mysore Government in some columns figures pertained to the year 1959-60, and the figures supplied by the State Government differed from those furnished by the Audit Department.

(d) In Bombay, the District Local Board, Amreli received large grants during 1958-59 and 1959-60. All these grants were not utilized but the State Government reported full utilization thereof.

These instances are illustrative and by no means exhaustive. Since these reports are the only documents to convey a complete and true picture of the progress made in a particular year, their punctuality and accuracy have to be ensured. If the tendency on the part of State Governments and Union Territories of reporting the expenditure on the welfare schemes without actually spending the funds is not checked by the Government of India, the planning will have no meaning. It would also be immensely difficult for the planners to get a true picture of the achievements in the field of the welfare of the Backward Classes.

Progress of various welfare schemes under both the Central and State Sectors

9. The progress of the various important schemes implemented in the first four years of the Second Five Year Plan is discussed in detail in the relevant Sections of this Report. The figures of expenditure incurred during this period are indicated State-wise in Appendix VII. The total expenditure incurred during the years 1956-57 to 1959-60 on each important scheme under both the Central and State Sectors is shown below:—

Scheme	Category of Backward Classes	Total expenditure incurred during 1956-57, 1957-58 & 1958-59	Estimated expenditure incurred during 1959-60
		3	4
		(Rupees)	
<i>Centrally Sponsored Schemes</i>			
Education	(1) Scheduled Tribes	42,45,125	25,50,455
	(2) Scheduled Castes	14,249	6,50,000
	(3) De-notified Tribes	1,09,887	2,20,300
	(4) Other Backward Classes	5,73,630	17,50,758
Agriculture	(1) Scheduled Tribes	20,86,789	75,03,329
	(2) Scheduled Castes	51,95,692	21,99,836
	(3) De-notified Tribes	7,90,300	2,40,000
	(4) Other Backward Classes	82,000	39,48,000
Cottage Industries	(1) Scheduled Tribes	20,19,516	28,04,342
	(2) Scheduled Castes	39,40,804	27,77,785
	(3) De-notified Tribes	1,52,840	1,34,200
	(4) Other Backward Classes	3,82,000	13,45,000
Medical & Public Health	(1) Scheduled Tribes	35,42,546	48,17,428
	(2) Scheduled Castes	31,63,319	16,83,655
	(3) De-notified Tribes	1,000	1,000
	(4) Other Backward Classes	Nil	25,40,500
Co-operation	(1) Scheduled Tribes	36,13,344	22,88,700
	(2) Scheduled Castes	1,04,600	2,20,000
	(3) Other Backward Classes	Nil	1,65,000
Housing	(1) Scheduled Tribes	70,21,581	48,89,383
	(2) Scheduled Castes	87,46,582	44,03,077
	(3) De-notified Tribes	27,45,157	13,12,128
	(4) Other Backward Classes	Nil	4,85,000

	2	3	4
			(Rupees)
Communication	(1) Scheduled Tribes	86,55,605	53,35,943
	(2) Other Backward Classes	Nil	1,55,000
Animal Husbandry	(1) Scheduled Tribes	5,04,089	4,89,759
	(2) Other Backward Classes	Nil	48,000
Special Multi Purpose Tribal Blocks	(1) Scheduled Tribes	179,03,615	145,16,500
Publicity	(1) Scheduled Castes	Nil	6,000
Rehabilitation	(1) Scheduled Tribes	16,34,059	10,41,216
	(2) Scheduled Castes	15,00,300	11,68,444
	(3) De-notified Tribes	4,08,400	1,46,800
	(4) Other Backward Classes	Nil	1,90,000
Grants to Voluntary Agencies	(1) Scheduled Tribes	}	} Figures given separately in the Section
	(2) Scheduled Castes		
	(3) De-notified Tribes		
	(4) Other Backward Classes		
Community Centres	(1) Scheduled Castes	1,70,833	40,000
Sarvaswadan Villages	(1) Scheduled Tribes	11,92,000	Nil
Miscellaneous	(1) Scheduled Tribes	122,95,466	50,21,200
	(2) Scheduled Castes	31,300	3,58,097
	(3) De-notified Tribes	20,330	8,500
<i>State Sector Schemes</i>			
Education	(1) Scheduled Tribes	286,15,793	179,83,708
	(2) Scheduled Castes	523,73,696	308,27,204
	(3) De-notified Tribes	24,72,002	13,22,232
	(4) Other Backward Classes	178,76,627	72,52,398
Agriculture	(1) Scheduled Tribes	161,45,418	98,00,684
	(2) Scheduled Castes	48,64,272	17,93,627
	(3) De-notified Tribes	16,97,309	11,21,081
	(4) Other Backward Classes	18,86,228	5,98,515
Cottage Industries	(1) Scheduled Tribes	38,34,311	27,78,951
	(2) Scheduled Castes	25,33,586	15,29,308
	(3) De-notified Tribes	5,32,166	5,49,518
	(4) Other Backward Classes	10,48,621	3,54,400
Medical & Public Health	(1) Scheduled Tribes	130,57,143	68,62,284
	(2) Scheduled Castes	73,90,447	28,07,128
	(3) De-notified Tribes	2,36,079	1,73,903
	(4) Other Backward Classes	2,37,100	77,093
Co-operation	(1) Scheduled Tribes	20,03,618	10,23,500
	(2) Scheduled Castes	3,60,806	2,75,719
	(3) De-notified Tribes	5,000	10,000
	(4) Other Backward Classes	64,048	36,700
Housing	(1) Scheduled Tribes	23,14,176	14,43,000
	(2) Scheduled Castes	220,18,915	96,78,406
	(3) De-notified Tribes	14,22,805	6,68,453
	(4) Other Backward Classes	8,67,727	3,71,000
Communication	(1) Scheduled Tribes	272,76,381	104,53,700
	(2) Scheduled Castes	1,05,220	13,000
	(3) De-notified Tribes . . . . .	..	10,000
	(4) Other Backward Classes	91,008	..

	1	2	3	4
Animal Husbandry	(1) Scheduled Tribes		16,42,176	14,16,167
	(2) Scheduled Castes . . . . .		..	50,000
	(3) De-notified Tribes		4,500	10,000
	(4) Other Backward Classes		171	..
Community Centres	(1) Scheduled Tribes		1,25,448	78,000
	(2) Scheduled Castes		9,03,250	7,72,440
	(3) De-notified Tribes		93,372	65,620
	(4) Other Backward Classes		87,000	94,000
Publicity	(1) Scheduled Tribes		2,53,895	1,88,750
	(2) Scheduled Castes		16,30,109	7,90,097
	(3) De-notified Tribes		1,248	..
	(4) Other Backward Classes		24,836	17,000
Rehabilitation	(1) Scheduled Tribes		24,82,505	14,49,926
	(2) Scheduled Castes		4,32,350	60,000
	(3) De-notified Tribes		5,31,590	1,32,500
	(4) Other Backward Classes		4,73,767	99,200
Grants to Voluntary Agencies	(1) Scheduled Tribes		19,19,247	10,52,491
	(2) Scheduled Castes		28,82,070	11,12,695
	(3) De-notified Tribes		1,93,311	84,600
	(4) Other Backward Classes		1,75,170	25,300
Miscellaneous	(1) Scheduled Tribes		65,65,916	46,08,108
	(2) Scheduled Castes		22,25,395	21,10,147
	(3) De-notified Tribes		1,85,400	70,300
	(4) Other Backward Classes		9,40,734	2,97,366

NOTE:—Break-up of expenditure on some schemes in some States is not available and hence the figures given in the above table are not entirely complete.

Onrush of expenditure at the end of the financial year

10. In my last Report, I had urged the need of chalking out a phased programme for the implementation of welfare Schemes throughout the year, to avoid the on-rush of expenditure at the fag end of the year. This on-rush takes place many a time in order to avoid surrender or lapsing of the funds by executive officers who are tempted to transfer the same to their personal ledger accounts or in the treasuries as revenue deposits which fact has been described somewhat in detail in the foregoing paragraphs. The necessity of avoiding this last minute expenditure was also stressed in the Conference of the State Ministers. It will, however, be noted from the table below that there was no appreciable improvement in this behalf in the year under report.

Category of Backward Class	Ceiling fixed	I	II	III	Total of 3 quarters	Anticipated expenditure in IVth quarter.	Total expenditure estimated in 1959-60	
1	2	3	4	5	6	7	8	
		<i>Bihar</i>					(Figures in lakhs)	
Scheduled Tribes	56.40	4.58	3.96	6.73	15.27	37.33	52.60	
Scheduled Castes	10.67	0.21	0.66	0.74	1.61	8.21	9.82	
De-notified Tribes	0.40	..	..	..	..	0.40	0.40
Other Backward Classes	13.30	..	..	..	..	13.30	13.30

1	2	3	4	5	6	7	8
<i>Bombay</i>							
Scheduled Tribes . . .	63·07	1·13	1·21	13·39	15·73	44·86	60·59
Scheduled Castes . . .	15·48	0·30	0·20	1·40	1·90	10·57	12·47
De-notified Tribes . . .	0·65	..	..	..	0·02	0·63	0·65
Other Backward Classes . .	17·425	..	..	..	..	17·425	17·425
<i>Orissa</i>							
Scheduled Tribes . . .	80·77	2·20	2·18	6·35	11·73	44·56	56·29
Scheduled Castes . . .	3·40	0·25	0·27	0·53	1·05	2·53	3·58
De-notified Tribes . . .	0·50	..	..	0·02	0·02	0·47	0·49
Other Backward Classes . .	9·02	0·04	0·35	2·53	2·92	5·89	8·81
<i>West Bengal</i>							
Scheduled Tribes . . .	16·64	0·19	0·41	1·01	1·61	14·75	16·36
Scheduled Castes . . .	12·12	0·11	0·41	0·51	1·03	8·02	9·05
De-notified Tribes . . .	0·34	0·02	..	..	0·02	0·32	0·34
Other Backward Classes . .	8·03	..	..	..	..	8·03	8·03
<i>Delhi</i>							
Scheduled Castes . . .	2·89	0·01	0·20	0·06	0·27	1·70	1·97
Other Backward Classes . .	0·24	..	..	..	..	0·30	0·30
<i>Himachal Pradesh</i>]							
Scheduled Tribes . . .	3·115	..	..	0·68	0·68	2·33	3·01
Scheduled Castes . . .	2·50	..	..	..	0·02	2·48	2·50

The conclusion is obvious, namely, that there is lack of proper planning and phasing of the welfare programme. Needless to point out that if this tendency continues, wasteful expenditure cannot be avoided.

11. This aspect of the problem was, therefore, again brought by me to the notice of the State Governments. All the States have assured me that they are alive to this aspect of the problem and are endeavouring to overcome the difficulties. According to the Government of West Bengal however, the problem of on-rush of expenditure is due to rainy weather during the period from May to October, in which no construction work can generally be undertaken. Another reason put forth by that State is that though the schemes are sanctioned at the beginning of the year, execution of the same continues throughout the year. The actual expenditure, however, cannot be incurred in some cases before the later part of the year. Specially in the case of schemes involving construction works, payment is made only on the completion of the works. Bills, in these cases, have to be drawn during the later part of the year although the works continue throughout the year. The actual expenditure in the concluding months of the financial year may be comparatively heavier, but the tempo of work is generally maintained at a uniform level throughout the whole year. I am afraid these reasons are not entirely valid. The rainy season starts in the later part of June and continue upto the end of August, hence, the construction work can easily be taken up from April to the middle

of June and again from September to March. The second reason advanced by the West Bengal Government may hold good so far as the schemes involving construction are concerned. This reason cannot obviously apply to other Schemes.

Grants-in-aid to non-official agencies

12. The non-official agencies continued to render valuable assistance in the measures for removal of untouchability and in the implementation of activities for the welfare of Backward Classes. The agencies of all India repute and standing received, as hitherto, aid from the Government of India either direct or through the State Governments. The grants received by these agencies, and the expenditure incurred by them, during the first four years of the Plan period, are indicated in Appendix VIII. An account of the activities of some of the non-official agencies of all-India repute which received grants from the Government of India and are working for the removal of Untouchability, is given in the Section dealing with the Social disabilities. As regards such Organisations working in other fields, brief account of their activities is given below:—

13. *Bharatiya Adimjati Sevak Sangh*.—The sangh was granted Rs. 3,68,000 during 1959-60. It actually drew Rs. 3,62,000. The schemes approved during the year were construction of Thakkar Bapa Bhawan in Delhi, training of village level workers, grants to the affiliated institutions of the Sangh for starting new work, making up deficit in unavoidable cases and for economic development of Adiwasi and Other Backward Classes, conferences and seminars, publication of books on various tribal problems, Life Members Scheme, introduction of Ambar Charkhas among the tribals and a few others. The scheme of Ambar Charkhas has been started only from 1959-60. The amount approved has not yet been fully utilised. Under this scheme the tribals will be taught the working of the Ambar Charkhas and they will also be supplied with them. This will help them in earning their livelihood easily. The Sangh has set up a separate department under its Head Office for this work as the scheme covers almost all the State of the country. One of the life members of the Sangh is incharge of this work. The audited accounts and the annual report of the Sangh have been received. The expenditure incurred comes to Rs. 3,55,769 and it includes Rs. 1,74,000 which have been allotted to various branches of the Sangh for distributing Ambar Charkhas. During the year under review the Government of India, sanctioned a sum of Rs. 32,000 for the Life Members Scheme. The whole amount has been reported to be utilised. The Life Members of the All-India Cadre whose number is 16 are doing useful work for the welfare of tribal people.

14. *Servants of India Society, Poona*.—The Society, in addition to its multi-farious other programmes, is also doing welfare work among the Scheduled Castes, Scheduled Tribes and other Backward Classes in several States. During 1959-60, society was sanctioned a grant by the Government of India for their activities in Mysore, Uttar Pradesh and Orissa States. This grant was subject to the condition that the Society will bear 10 per cent of the expenditure from its own funds. The Schemes approved for the year were: running of centres at Ankola, Baad Kagal, Dandeli, in Mysore and Ashram school, Primary schools etc. in Uttar Pradesh and Thakkar Bapa Ashram in Orissa and others. The Society has submitted its audited accounts and the annual report for the year. The expenditure incurred during 1959-60 was Rs. 74, 659. The progress achieved by the Society is satisfactory except in the case of Orissa State where the grant could not be drawn by the Society due to delay in the issue of authority to the Accountant General by the State Government.

15. *Indian Red Cross Society, New Delhi*.—The Society has been doing welfare work amongst the Backward Classes in Tehri-Garhwal District of Uttar Pradesh. Its activities

mainly consist of maternity and child welfare. A grant of Rs. 79,200 has been sanctioned during 1959-60 for the following schemes:—

1. Main centre at Chamma: (salaries of one doctor, one assistant, 3 midwives/Gram Sevikas, 2 Chowkidars-cum-peons, one Ayah, one cook, one washerman and one sweeper, and medicines and other contingencies)	26,050
2. 6 sub-centres (salaries of 9 midwives/Gram Sevikas, 2 peons, 4 dais-cum-Ayahas, medicines and contingencies)	22,650
3. Mobile dispensary and health unit (salary of one driver, one film operator and one health visitor, including maintenance of jeep, furniture, equipment etc.)	8,500
4. Publicity, Health, education and propagananda material	3,000
5. Maintenance and construction of sub-centre buildings.	18,000
Total	79,200

The audited accounts and the annual report of the Society have not been received so far. It has, however, been observed that a full time lady doctor could not be appointed during the year under report. One sub-centre had to be closed as two midwives resigned from service.

16. *All India Backward Classes Federation, Delhi.*—The activities of the Federation are mainly confined to the welfare of Backward Classes other than Scheduled Castes and Scheduled Tribes. The Federation is getting a grant from the Government of India on the condition that 20 per cent of the approved expenditure will be borne by it. The schemes approved during 1959-60 were as follows:—

1. Backward Classes hostel at Delhi	15,000
2. Backward Classes hostel at Puri	14,300
3. Backward Classes hostel at Amraoti	24,700
4. Backward Classes hostel at Bhopal	3,000
5. 4 Women's community centres at Delhi (under this scheme the women are taught domestic crafts like sewing, embroidery etc. They are also taught the three R's).	6,000
6. Administrative charges	3,140
Total	66,140

The amount actually released was Rs. 52,000. The audited accounts and the annual report for the year have not yet been received from the Federation. The expenditure incurred during the year is, therefore, not available.

17. *Andhra Pradesh Adimjati Sevak Sangh, Hyderabad.*—During 1958-59, the Government of India approved of schemes sponsored by the Sangh, involving an expenditure of Rs. 1,21,000, for Housing Colonies, Community Halls, 2 Hostel Buildings, Adult night Schools, etc. A grant of Rs. 1,10,800 was sanctioned to the Sangh by the Government of India. The remaining amount of Rs. 10,200 was to be contributed by the Sangh from its own funds. During 1958-59, the Sangh spent Rs. 10,652.25 and Rs. 34,801.16 on the Constructional and continuing Schemes respectively *i.e.* a total expenditure of Rs. 45,453.41. On the Constructional Schemes the expenditure was incurred by way of advances for building materials.

The unspent balance was allowed by the Government of India to be incurred during 1959-60 and no fresh grant was sanctioned. During 1959-60, the Sangh continued its

performance. The total expenditure of Rs. 80,946:38 was thus incurred during the two years 1958-59 and 1959-60. The Sangh claims to have completed the construction of 53 houses and 97 houses taken up for construction.

Constructional Schemes

Name of the place	Name of the Distt	Targets/Houses
1. Venkatampuram	Anantapur	15 completed.
2. Vellatur.	Guntur	10 completed.
3. Ponnur.	Guntur	10 completed.
4. Sarki	Srikakulam	15 under construction.
5. Bhadrachallam	Khammam	25 under construction.
6. Bombara.	Adilabad	25 under construction.
7. Hammanthal Pahad	Khammam	25—(16 houses taken up).
8. Machavaram	Mahabubnagar	25 (16 completed).
9. Bombara	Adilabad	1 Community Hall.
10. Bhadrachallam	Khammam	1 Do.
11. Ashok Nagar	Warangal	1 Do.
12. Manikyaram	Khammam	1 Do.
13. Mannanur	Mahabubnagar	1 Do.

(only the Hall at Mannanur has been taken up for construction.)

Hostels:

Narsampet	. . . .	The building has been completed, but its cost is not yet known.
Mannanur	. . . .	The building was completed at a cost of Rs. 9,895-94.

Continuing Schemes

• Under the continuing schemes, adult night schools are running at (1) Mannanur (Mahabubnagar District) for Chenchu tribals, (2) Karimnagar (Pegapalli), for Naikpodi, Hillreddi and Koya tribes, (3) Bombara (Adilabad District) for Gond Pardhan tribes, (4) Hanmanthapahad (Khammam District) for Koya tribes and (5) Asifabad. (This has been taken over by the State Government). The Sangh is also running 2 hostels one at Mannanur and the other at Narsampet. There were 84 hostellers in the hostel at Mannanur, consisting of 51 boys and 33 girls all belonging to Chenchu tribe. The hostel at Narsampet has the sanctioned strength of 50 students. But there were only 24 hostellers, all belonging to Koya tribe. To sum up, the Sangh utilized during 1958-59 and 1959-60 an amount of Rs. 49,810-19 on Constructional Schemes, and this amount includes advances also for which the expenditure particulars were not known to the Sangh at the end of the year 1959-60. And during these two years, an amount of Rs. 31,136:19 was spent on the continuing schemes.

18. *Tata Institute of Social Sciences, Bombay.*—This Institute is getting grant from the Government of India through the Bombay Government for imparting training to the tribal welfare officers. During 1959-60, a grant of Rs. 71,600 was sanctioned. In addition, a grant of Rs. 50,000 was also sanctioned for construction of a hostel building. The training, the duration of which is one year, is open to officers deputed by the State Governments. In 1959-60 there were 21 such trainees belonging to the several States. Besides, 5 candidates were also sent for training by the Bharatiya Adimjati Sevak Sangh. The number of candidates during 1959-60 was thus 26. The audited accounts and the annual report of the institute for the year ending March, 1960, have not been received

so far. The expenditure actually incurred during the year ending March, 1960, have not been received so far. The expenditure actually incurred during the year cannot, therefore, be indicated.

19. *Indian Council of Child Welfare.*—The activities of the Council for which the Government of India is giving grant through the State Government of Madhya Pradesh consist of running of centres and day nurseries for tribal children in Madhya Pradesh. During 1959-60, an amount of Rs. 47,000 was sanctioned to this organisation for the following Schemes:—

1. Running of 20 Balkendras	8,200
2. Running of 10 Balwadis Rs. 2500/- per Balwadi and salary of instructors	27,500
3. Construction of two Balwadis and repairs to structures:	3,400
4. Training programme for Balwadi teachers.	3,000
5. Salary and Travelling Allowance of Area Organiser:	4,900
Total	47,000

In the Balwadis the children between the ages of 3 to 6 are admitted and they are given preliminary instructions of pre-basic studies. So far there was no manual for this programme. But now a manual is under preparation. It includes introduction to physical and human environments, history in the form of tribal stories, the alphabet, vocabulary, song, poetry and stories, elementary counting, nature study, gardening and self service as practicals, handwork activities and play programme. After finishing this course, the children go to Balkendras. The aims and objects of the Balkendras are as follows:—

1. To promote an organisation for children-boys and girls in tribal areas.
2. To create a systematic Recreational Programme and Playground organisation for tribal villages.
3. To train tribal youth for leadership and community services.
4. To provide opportunities to children and young persons for developing interests in Nature Study, hobbies and tribal crafts.
5. To provide opportunities to such young persons for open air activities like swimming, mountaineering, cycling, hiking, camping, etc. with a view to building character and developing habits and energetic activity, work and self reliance.

These Kendras have been organised in Mandla and Chhindwara districts. Each Balkendra has its own programme. The play ground organisation consisting of minimum 30 children, both boys and girls, between the ages of 7 and 16 years who meet twice a week for organised play and once a week for enjoying "freeplay".

The duties of the area organiser are (1) maintaining contact with the Balkendras, (2) Organising camps and (3) Supervising Community Service.

Under the Teachers Training Programme, the men and women are imparted, advanced training in child studies, management and administration, cooking, tailoring, handwork and children art activities etc. Story, song, music and tribal dance also form part of the curricula.

The council has spent Rs. 44,126 during the year.

20. *Bharatiya Lok Kala Mandal, Udaipur (Rajasthan).*—The Mandal had first undertaken a cultural survey of the tribals of Madhya Pradesh. It has now taken up the cultural survey of the tribal areas of Manipur and Tripura. The Mandal had been sanctioned for this work during 1959-60 an amount of Rs. 15,000 through the Manipur Administration.

21. *Ramakrishna Mission, Calcutta.*—The grant is being paid to this Organisation for the welfare of Backward Classes through the State Governments. During 1959-60, the grant of Rs. 7.102 lakhs was sanctioned for construction of buildings for educational institutions at Cherrapunji, Shillong and Silchar; running of a mobile dispensary by Shillong Branch of the Mission and recurring expenditure of Cherrapunji Branch of Mission in Assam. This amount will be met out of the savings in the overall Plan ceiling fixed for Centrally Sponsored Programme for Scheduled Tribes in Assam. Maintenance of an orphanage for Backward Class boys at Kalady. This grant was sanctioned during 1958-59. But as it could not be utilised during that year, it was allowed to be spent during 1959-60 in Kerala. The report regarding the progress of these schemes has not been received and hence it is not possible to indicate the expenditure actually incurred by the Mission.

22. The non-official agencies, other than those of All-India repute, working in the States received aid direct from the State Governments. According to the information available with me, large sums of money were sanctioned in 1959-60 to such agencies by the State Governments, as shown below:—

No. of non-official agencies.	Categories of persons benefiting from grants.	Amounts sanctioned.
15	Scheduled Tribes.	4,62,479
26	Scheduled Castes	1,79,679
1	Denotified Tribes	35,300
42		6,77,458

23. In my last Report, I had recommended liberalization of the procedure regarding issue of sanctions in favour of non-official agencies, with a view to enabling them to undertake the implementation of the schemes entrusted to them right from the commencement of the financial year. I am glad to report that the procedure has now been revised. Under the revised procedure, the schemes are to be formulated by these agencies and sent to the Government of India for their scrutiny and approval in the month of December of the preceding financial year and the funds are released in two instalments—one in April and the second in December of every financial year.

SECTION V

SOCIAL DISABILITIES

OFFENCES COMMITTED UNDER THE UNTOUCHABILITY (OFFENCES) ACT, 1955—ENTRY OF ALL SECTIONS AND CLASSES OF HINDUS TO ALL HINDU TEMPLES—OBSERVANCE OF UNTOUCHABILITY IN VARIOUS STATES—MAINTENANCE OF THE LIST OF VILLAGES WHERE UNTOUCHABILITY IS BEING PRACTISED—WORK DONE FOR THE REMOVAL OF UNTOUCHABILITY—IMPROVEMENT IN THE WORKING CONDITIONS OF THE SCAVENGERS AND SWEEPERS, ETC.—LEGAL AID—PRACTICE OF BEGGAR—COMPLAINTS

Offences committed under the Untouchability (Offences) Act, 1955

Information regarding the offences committed under The Untouchability (Offences) Act, 1955, during 1959, has been received from 10 States and 3 Union Territories so far and has been given at Appendix IX. It will be seen from that Appendix that 389 cases were registered in 1959 in the 10 States and 3 Union Territories who have furnished the information as against 398 cases registered in those States and Union Territories during 1958. The fall in the number of cases was confined to the States of Kerala, Madhya Pradesh, Rajasthan and West Bengal, and the Union Territory of Delhi. A special mention must be made of Kerala where only 40 cases were registered during 1959 as compared to 89 cases in 1958. On the other hand there was a marked increase in the cases registered in the States of Andhra Pradesh and Mysore, from 1 to 17 and from 46 to 99, respectively. On the whole, however, there was a definite improvement in the disposal of cases in these 10 States and 3 Union Territories. It has been noticed that the figure regarding total cases registered during 1958 furnished by the State Governments of Kerala, Mysore, Punjab and Uttar Pradesh this year are different from the figures furnished by them for same period last year. The details of the disposal of cases challaned do not also tally with the total number of cases challaned in the year 1959 in case of the State Madhya Pradesh. Similar discrepancy has been noticed in the information furnished by the States of Madhya Pradesh, Orissa, Punjab and Uttar Pradesh in respect of the year 1958.

2. In order to judge correctly the extent of delay in the disposal of such cases by the courts and their investigation by the police, the States/Union Territories concerned were requested to furnish information regarding the pendency, from year to year, of all cases instituted during all the previous years. This information has been made available by the Governments of Kerala, Madhya Pradesh, Punjab, Rajasthan, Uttar Pradesh and West Bengal only. The Government of Mysore expressed inability to furnish this information. The picture presented by the statistics for these States is not bad. It is seen that delays of more than one year in a comparatively large number of cases occurred only in the States of Kerala and Madhya Pradesh. In Kerala, there was an inordinate delay in disposal of some cases as it is seen that 5 out of 20 cases challaned in 1957 were pending with the courts even at the close of 1959. In Madhya Pradesh 22 cases, out of 58 challaned in 1957, were disposed of by the courts in 1959. Any unusual delay in the disposal of these cases often causes a lot of difficulty to the poor Scheduled Caste persons concerned. It may be hoped that in the ensuing years all delays in the disposal of these cases will be avoided. Another factor to which attention was drawn in the previous Report was the low fines and punishments which are imposed on the offenders under the Act. During the year under report, a number of cases came to notice where the fines imposed on the defaulters were very low. For

example in the State of **Andhra Pradesh**, fine of Rs. 3 each was imposed in 2 cases. Similarly a fine of Rs. 4 was imposed in one case in Mysore State and punishments of fines up to Rs. 20 or imprisonments of a few weeks were noticed in cases nearly in all the States. In the previous Report the attention of the State Governments was invited to the various shortcomings in the implementation of this Act and it was recommended that the authorities concerned may draw the attention of the Courts towards the delay in the disposal of cases and the insignificant fines which are imposed on offenders under the Act. This recommendation is re-emphasised and it is also requested that complete and correct record of the cases may be kept by the States/Union Territories so that whatever information about the working of the Act is required can be promptly and correctly available.

Entry of all sections and classes of Hindus to all Hindu temples

3. In the previous Report the limitations of section 3 of the Untouchability (Offences) Act, 1955, dealing with the religious disabilities was pointed out. As the Ministry of Home Affairs and the Ministry of Law did not consider it feasible to enact another central legislation relatable to Article 25(2) (b) of the Constitution on this vital right of Scheduled Castes, it was suggested in the last Report that the State Governments may undertake legislation on the pattern already adopted by the Governments of Bombay, Madras and Uttar Pradesh. The latest information available indicates that no other States except **Andhra Pradesh** have any such legislation in force at present. Some of the State Governments viz., **Assam, Orissa and West Bengal** and the Union Administration of **Tripura** do not feel any necessity of enacting such a law as they consider the provisions of the Untouchability (Offences) Act adequate, while the Government of **Bihar** and the **Himachal Pradesh** Administration have reported that they are considering the desirability of undertaking supplementary legislation similar to those existing in the States of Bombay, Uttar Pradesh and Madras. The Government of **Andhra Pradesh** have adopted the Madras Temple Entry (Authorisation) Act, 1947. At present this Act is applicable only to the **Andhra** region and it has been found to be effective in abolishing certain restrictions regarding temple entry practised against the Scheduled Castes. That Government is, therefore, considering the extension of this law to the **Telangana** region also. It would thus appear that at present a supplementary legislation of this nature is in force in 4 States and it has been found desirable by them. It may, therefore, be reiterated that all the State Governments/Union Territories and especially those like **Mysore, Orissa, Punjab, Rajasthan** and **Madhya Pradesh** where the social disabilities of the Scheduled Castes still persist, should fully examine the desirability of having such a legislation.

4. The Government of **Bombay** who were requested to furnish, statistical information in regard to the offences committed under the **Bombay Hindu Places of Public Worship (Entry Authorisation) Act, 1956** during 1959 have not furnished this information so far.

Observance of untouchability

5. In the last Report, a brief account of the survey conducted by this Organisation in the State of **Uttar Pradesh** to find out the extent and nature of the practice of untouchability in that State was given. A similar effort was made by the Assistant Commissioner for Scheduled Castes and Scheduled Tribes. **Rajasthan** during 1958-59 and 1959-60 to study the nature of untouchability observed in that State. The study covered 51 villages spread in all the five administrative divisions of the State. The data collected through this survey have been analysed and the findings with regard to some of the important aspects studied are indicated below:—

- (a) *Entry into temples.*—Out of the 51 villages surveyed, 39 had one or more temples. In 12 villages, Harijans had no access at all to any of the temples

while in three villages they visited only the temples dedicated to their own deity. A more tolerant practice was, however, prevalent in 15 villages where the Harijans could worship from outside the temple gates. In 13 villages, however, they could do so in respect of all the temples, while in the remaining 2 villages they were allowed to do so only in regard to some of the temples. One village had a temple dedicated to a deity Guggo, with a Harijan priest, but this temple was visited by all castes due to the belief that visit to this temple would drive away evil spirits and cure serpent bite etc. In other 2 villages also, Harijans had free access to all the temples while in three other villages they were allowed free access only to some of the temples. Two villages had no Harijan families and for one village it was doubtful whether entry to Harijans was allowed.

- (b) *Drinking water wells, pias and eating places*—Only in one village out of 41 inhabited by Harijans and having wells, the Scheduled Caste persons were permitted to draw water from all the wells. In the remaining villages, restrictions of one kind or the other were in practice. In 16 villages there were separate wells for the use of Harijans. In 9 villages, separate taps were provided to the reservoirs attached to the wells from where Harijans could take water. In 15 villages either separate kundis or separate places to draw water from the same wells were provided for the Harijans and 'Savarnas'.

Only 3 villages had 'piao'. In one village, a bamboo pipe was being used for Mehtars only. In the second village, a separate utensil was being used to pour water for Brahmins only, and thus, all the castes other than Brahmins were being treated alike. In the third village all persons irrespective of their castes were served alike. It may be mentioned that the temple in this very village was accessible to Harijans.

No 'dhabas', hotels or restaurants were found in any of the villages surveyed.

- (c) *Service by Nais and Dhobis*—Nai families were found in 25 villages and in 24 out of 25 villages they were serving the 'Savarnas' only. Even in one village in which Nais were serving the Harijan castes the Mehtars were not able to get their services.

Seven Dhobi families were found in 3 villages and they were serving only 'Savarnas'.

6. With a view to see the actual position regarding observance of untouchability in Baroda and Kaira districts of Gujarat, the Assistant Commissioner for Scheduled Castes and Scheduled Tribes for Gujarat and Maharashtra visited 28 villages situated in 8 talukas of Baroda district and 2 villages situated in 2 of the talukas of Kaira district. It was observed that in the villages of Baroda Taluk the Scheduled Caste persons could not freely enter the hotels or temples or take water from public wells. In two of the villages where there was a water supply separate taps were provided for Scheduled Castes. In the Waghodia taluk of Baroda district also disabilities with regard to use of public wells and provision of separate taps were noticed. In one village, out of 5 in which observations were made, the village temple was open to them. There were hotels in 3 villages only, out of 5 villages visited, and hotels in 2 villages were open to the Harijans. In the Dabhoi taluk out of 4 villages including Dabhoi proper visited, the Harijans were not allowed to use public wells in two villages. In Dabhoi proper also Bhangis of one locality were not able to draw water from the public well and water was poured to them. In two villages of this Taluka the Harijans did not enter the hotels. There was no temple entry to Harijans in 2 villages while in Dabhoi proper the Harijans were able to visit one temple only. The position of Bhangis was, however,

more difficult. Only one village studied in this taluk was completely free from this practice and it had also won the second prize for removal of untouchability in 1956. In Padra Taluka, out of two villages visited wells were not open to the Harijans in one village while in Padra proper programme for drawing water from public wells was arranged in the past. There were no hotels in one village while in Padra proper some hotels were open to the Harijans. The temples were generally open to the Harijans at both the places. In Karjan taluk where observations were made in three villages it was seen that water taps and temples were open to Harijans in one village. In the other villages, wells were separate and entry in temples was also barred. The Harijans, excepting Bhangis, go into the hotels only in the headquarter town. In Savli taluk it was observed that Harijans do not use the wells. But the temples are open to them at the time of melas. Bhangis are not, however, allowed entry at any time. The hotels are not open to any of the Scheduled Castes. In one village studied in Jabugam taluk temple entry is allowed to Chamars, but Bhangis cannot go into the temple or take water from wells. In the village studied in Chhotaudepur taluk untouchability is rigidly observed whereas in the headquarters town Harijans are served tea outside the hotels and they cannot also go freely in the haircutting saloon or get temple entry. They may, however, take water from any public tap.

7. In the two villages studied in Kaira district there is no objection to the use of public water taps by Harijans and it was also stated that they can have darshan in the temples but the Swaminarayn temple was not open to them. Untouchability is thus observed here mainly in respect of hotels which they are not able to enter. In Borsad town untouchability is not being noticeably practised.

8. To conclude, in Baroda district although untouchability is not so rigidly observed at the 4 taluk headquarters of Padra, Dabhoi, Karjan and Waghodia, it is being noticeably observed in the 3 taluka towns of Savli, Jabugam and Chhotaudepur. In the villages its intensity varies considerably from village to village. Social disabilities are more often met in respect of entry into the hotels and temples and the use of wells is still largely prohibited to Harijans, especially Bhangis, though in the use of public water taps the Scheduled Caste persons generally find no difficulty. It is also observed that even when the Harijans are able to draw water from public wells or to enter temples in some villages when special programmes are arranged in Harijan weeks or on special occasions such as Melas, the original position reverts after such occasions and the Harijans are not able to make unrestricted use of public wells or enter temples.

9. In order to remedy these most common disabilities of the Harijans the following measures are suggested:—

- (i) Where the programme of opening public wells for Harijans has been successfully arranged in the past, the performance should be repeated frequently so that the caste Hindus may get compromised with the situation and also the Harijans may find courage to take water regularly.
- (ii) In order to persuade the Harijans to go to the temples, the programmes of temple entry may also be arranged at least once a year.
- (iii) In cases of haircutting saloons where Harijans are not allowed unrestricted entry, the social welfare officers should arrange the programme of taking the Harijans to haircutting saloons and see that the unrestricted entry is secured to them.

Maintenance of the list of villages where untouchability is being practised

10. As stated in the previous Report, the State Governments of Andhra Pradesh, Bihar, Madras, Mysore, Orissa and Punjab and the Union Territory of Himachal Pradesh had agreed to maintain lists of villages where untouchability is still being practised while the Governments of Bombay and Uttar Pradesh had preferred to maintain the lists

of villages from which the practice had disappeared. The Tribal Welfare Department of the Madhya Pradesh State have also compiled a list of villages where untouchability is still prevalent. The latest available information, however, indicates that no action has been taken in this direction by the State Governments of Madras, Mysore and Punjab and the Union Administration of Himachal Pradesh.

11. The Government of Andhra Pradesh had issued instructions to the Collectors of all the districts for maintaining such lists in the year 1955 and information for the year 1959-60 has now been furnished by them. It appears, therefrom, that untouchability has been completely eradicated from all the villages of all the districts in the State. This is not obviously the correct position as it is reported that though the prevalence of untouchability is not prominently noticed in some districts, there is no district in Andhra Pradesh which can be said to be entirely free from the practice. The only reason for showing that there are no villages where untouchability is practised appears to be that the District Officers are reluctant to admit that untouchability is observed in their jurisdiction. The Assistant Commissioner for Scheduled Castes & Scheduled Tribes for that State is now being directed to study this matter further.

12. The Government of Bihar had drawn up a list of 640 villages in 11 districts which was circulated to the District Officers of the concerned Districts with instructions that intensive efforts must be made to eradicate the practice from these areas. However, no report regarding the action taken in the matter has yet been furnished. The State Government, it seems, have also not drawn up any further lists in respect of the remaining districts.

13. The Assistant Commissioner for Scheduled Castes & Scheduled Tribes, Baroda, has been able to obtain, from Maharashtra Depressed Classes League, a list of 272 villages spread over 8 districts of Maharashtra where untouchability prevails. In the case of Maharashtra and Gujarat it should be possible to compile district-wise lists of villages where untouchability is being practised from the information regarding the entry of Harijans to public places, collected by the village authorities, in pursuance of the Government orders issued in November, 1958, for the districts in which programme of intensive work for eradication of untouchability has been introduced.

14. The information available from Madhya Pradesh indicates that out of the 26 districts for which the State Government have furnished information, untouchability is still being practised in 4,362 villages of 14 districts. In 6 districts, *viz.*, Guna, Gwalior, Indore, Dewas, Datia and Hoshangabad, it is reported that no such practice is prevalent at all while in 6 districts, *viz.*, Damoh, Bastar, Jhabua, Tikamgarh, Betul and East Nimar, it exists in one form or the other in almost all the villages. It may be mentioned that the State Government had informed last year that untouchability is not observed in any village in the districts of Narsinghpur and Rewa, but they have now reported that it is still being practised in 85 and 6 villages, respectively, of the two districts. It would appear from such reports that the lists are not being properly maintained and checked up regularly. As indicated in the report from the State Government, untouchability is being intensively practised in 6 districts, mentioned above. It is, therefore, necessary that intensive efforts should be made to eradicate untouchability in these areas.

15. In the 1957-58 Report, it was mentioned that the Government of Orissa had drawn up a list of 8,606 villages spread over 8 districts where untouchability was being observed. No further reports, have been received from them in this regard but some of the workers of the Orissa Depressed Classes League, who were requested to prepare such a list, have reported that untouchability is at least prevalent in 205 villages of 4 more districts, *viz.*, Cuttack, Ganjam, Dhenkanal and Kalahandi. This information is



Children at play in a Welfare Centre—Mysore

far from exhaustive and it is significant that none of the 50 Thakkar Bapa Ashram workers out of 130, who furnished this information, has reported the name of a single village from where the practice has been totally eradicated.

16. The Government of Uttar Pradesh have stated that untouchability is still observed extensively in rural areas and so the list of villages in which it is practised cannot be prepared. In fact, this would be the main reason why it is desirable to prepare such a list so that the areas where untouchability is rigidly observed can be found out and intensive programme for its eradication can be prepared. In the alternative a list of villages from which untouchability has been eradicated may at least be maintained.

17. The Assistant Commissioner for Scheduled Castes & Scheduled Tribes for West Bengal has been able to get a list of villages in respect of 5 districts of West Bengal, viz., Bankura, Burdwan, 24-Parganas, Hoogly and Nadia. It appears therefrom that untouchability in one form or the other is still prevalent in 110 villages of these districts.

18. The State Governments of Jammu and Kashmir and Rajasthan have not yet indicated whether they propose taking any steps to prepare the lists. Untouchability in Rajasthan is reported to be widely observed. Therefore, if it is not possible to prepare a list of villages where untouchability is observed they may at least take steps to maintain a list of villages from where untouchability has been removed. In the State of Jammu & Kashmir, which is also not free from this evil, the State Government may, perhaps, choose to maintain a list of villages where this practice is being observed. Observations made by the officers of this Organisation show that one or two programmes arranged for the Scheduled Caste persons to take water from public wells, entry to temples or hotels in villages are not sufficient for eradication of untouchability. In fact, in many villages although such programmes may have been arranged successfully, the Harijans have to revert to their original position after such programmes and are not able to exercise their rights freely without any opposition from the villagers. The lists of villages, where untouchability is observed or where it is eradicated prepared in the States, have therefore to be verified from time to time and should be amended after such verification. Unless this is done, the lists which are old will never be able to give a true and correct picture of the observance of untouchability in the States concerned.

19. The question of preparing lists of villages, where untouchability is observed in the States/Union Territories, was first raised in the 1952 Report and the matter is being reiterated every year. It is unfortunate, however, that in none of the States/Union Territories complete lists of such villages or even villages where untouchability is not observed, are yet prepared. The matter, in fact, requires very serious consideration as in the absence of such lists the extent of untouchability in various regions of the States cannot be known and in the absence of such definite information it will be difficult to prepare suitable schemes for its eradication and also to watch the progress made from year to year.

Work done for the removal of untouchability

20. *Non-official Agencies of All-India character.*—The work reported to have been done by the non-official agencies of all India character receiving direct grants from the Government of India during the year has been detailed at Appendix X.

21. The Harijan Sevak Sangh through its various branches all over the country continued intensive propaganda by organising meetings, melas, bhajans and kirtans, etc. They held 7,058 melas, meetings and conferences for this purpose and also succeeded in getting 1,284 temples and dharmshalas and 1,715 wells and 'diggies' thrown open to Harijans all over the country. Besides, 1,073 hotels, restaurants and coffee-shops, etc.,

were also thrown open to Harijans. They also made the services of 482 dhobis and barbers available to Harijans by persuasion or pressure of public opinion. The number of community dinners and tea parties organised was 499. The workers engaged by the Sangh were given training in 13 training camps held in different parts of the country. The usual work of distribution of posters and pamphlets and the programme for educational advancement of the Harijans was also continued by the Sangh. As mentioned in the previous Report, the Sangh has undertaken a commendable scheme for the removal of untouchability in the selected 'intensive areas' for this purpose. During 1959-60, the number of such areas taken up for intensive work was 22 and they were located in the States of Madhya Pradesh, Uttar Pradesh and Union Territory of Himachal Pradesh. The scheme of granting scholarships to those Caste Hindu students who were willing to reside and dine with the Harijan boys was also continued. During this period, scholarships amounting to Rs. 29,982 were distributed to 418 such students staying in the hostels run by the Sangh in different parts of the country.

22. The efforts of the Ishwar Saran Ashram for the removal of untouchability also continued with the help of two teams of 'bhajaniks' and one van fitted with projector. Leaflets and hand-bills were also distributed. The Ashram organised as many as 409 meetings and 14 cinema shows besides a number of camps. Ashram's work for the educational advancement of Harijans also progressed and 850 students including 481 Harijan students received education in its institutions. An Ashram type school for the children of Denotified Tribes with 2 attached hostels was also started during this year. Thus, the total number of hostels run by the Ashram increased from 5 in 1958-59 to 7 during the period under report. The number of students in the vocational school was 25.

23. Bharatiya Depressed Classes League and Bharat Dalit Sevak Sangh were also approached for the information about the work done by them during the period under report, but they have not furnished the information so far. The Bharatiya Depressed Classes League was not paid any grant during the last year and perhaps that body is, therefore, under the impression that it is not required to furnish any report.

24. *Non-official Agencies aided by the State Governments.*—It has been stated in the previous Reports that in addition to the non-official organisations of all-India character who receive grants from the Government of India, the State Governments/Union Territory Administrations also provide grants-in-aid, under the State Sector Schemes for work relating to removal of untouchability, to well-established non-official bodies operating in their respective areas. This year, an attempt was made to collect details regarding the number of agencies so aided in all the State/Union Territories and the extent of aid rendered to them. The information made available by the State Governments of **Andhra Pradesh, Assam, Bihar, Madhya Pradesh, Madras, Punjab, Uttar Pradesh and West Bengal** and the Union Territories of **Delhi and Tripura** is given at Appendix XI. The information indicates that 122 organisations were working in this field during the year 1958-59 and 1959-60 and the grants-in-aid paid to them by the State Governments amounted to Rs. 2,21,202 and Rs. 2,54,732, respectively, during the two years. It was pointed out in the last Report that the Government of Punjab was not agreeable to take up any schemes of this nature in spite of the fact that there was a need for it in the rural areas, as untouchability is practised there. During the year under report, however, they appear to have taken up this scheme by giving a small grant of Rs. 2,000 to one non-official organisation. It may be suggested that this work needs to be intensified by giving aid to more such agencies for operation in a wider area in that State. The Government of Mysore have discontinued this scheme from the year 1958-59, although untouchability has not been eradicated from the State. The propaganda about removal of untouchability can be properly handled by the voluntary agencies such as Harijan Sevak Sangh, Depressed

Classes League, etc., as they are more in touch with the people and can bring about better relations between the Caste Hindus and Scheduled Castes and ultimately create an atmosphere for removal of untouchability. It is hoped, therefore, that the State Government will reconsider the question and re-introduce the Scheme in their State.

25. *Government of India.*—The Ministry of Information & Broadcasting of the Government of India continued their propaganda and publicity work in order to mould the public opinion against the practice of untouchability through its various media, viz., films, All India Radio, Press advertisement, visual publicity and by including suitable material on the subject in their various publications. The information about their activities is given at Appendix X.

26. *State Governments.*—Last year a special mention of the steps taken by the Government of Bombay to intensify the campaign against untouchability was made as it was an effective change from the usual methods of publicity and propaganda. It was also suggested that the other State Governments/Union Territory Administrations may also consider the desirability of taking similar steps. In pursuance of this recommendation the State Governments of Madras, Mysore and West Bengal undertook special measures on the Bombay pattern during the year under report.

27. The Government of Madras, with a view to secure speedy removal of untouchability, have decided to employ Harijan servants to prepare and serve tea, meals, snacks in every canteen, tea-shop, hotel, etc., maintained by Government or by private parties catering for Government offices and quarters.

28. The instructions issued by the State Government of Mysore in this regard place the responsibility on the village panchayats and patels for the eradication of untouchability in their areas. Further, the Deputy Commissioners have been directed to use their position and influence in harnessing the panchayats to the anti-untouchability drive. Other important instructions are that land for housing may be granted to Harijans in the midst of Caste Hindu localities; all officers should report about the part played by them in this drive at the monthly co-ordination meetings and the Welfare Inspectors and District Social Welfare Officers should give prominent place to Harijans at all the important public functions. It may, however, be pointed out that this Resolution is found wanting in one respect, viz., the Government officers have not been asked to ensure active co-operation of non-officials and Social Workers. It would be better if the officials concerned are advised to seek such co-operation of reliable non-official agencies and individual workers in the field.

29. The instructions issued by the Government of West Bengal to their district officers are for intensification of efforts against untouchability so that the objective of eradicating it totally by the end of the Second Five Year Plan may be achieved. The measures that have been recommended are that these officers should impress this point on the villagers while on tour; and complaints regarding refusal to allow Harijans entry in the public places should be firmly dealt with; Harijans should be increasingly associated with public functions and gatherings and the development schemes in the rural areas should be so planned as to give maximum benefits to Harijans. The non-official agencies working in this field have also been advised to engage the right type of social workers for executing their programmes.

30. The Government of Pondicherry have also undertaken various methods for eradicating untouchability which include celebration of Harijan Days and distribution of posters and other propaganda material. The measures taken in Mysore and West Bengal will surely go a long way in eliminating the practice of untouchability and it may again be suggested that the rest of the States/Union Territories may also consider the desirability of adopting similar comprehensive measures, for early removal of the evil from their regions.

Improvement in the working conditions of the scavengers, sweepers, etc.

31. In order to stop the widely prevalent practice of carrying night soil as head-loads and to improve the working conditions of the scavengers, the Government of India in 1957-58 introduced, for the first time, a scheme for giving grants to the local bodies for the purchase of wheel barrows hand carts. The scheme provided that the Government of India would give grants to the tune of 50% of the total expenditure to be incurred on the purchase of hand carts and wheel barrows to those local bodies only who were prepared to stop this practice completely. Others who wanted to stop this practice piecemeal were kept out of the purview of the scheme. Since the conditions laid down in the scheme were rather too rigorous, it was suggested in the previous Reports that the conditions may be relaxed so as to give grants to those local bodies also who were prepared to take up this improvement as a phased programme. The Estimates Committee of the Lok Sabha in their forty eighth report also expressed similar views. The Government of India therefore, decided to relax the conditions and agreed to give grants to all those local bodies who were prepared to take up the scheme for completely stopping the practice in a phased programme, covering a period not exceeding five years. Subsequently, it was felt that these grants, since they were available only for the scavengers employed by the local bodies, would not give any relief to the scavengers in municipal areas who carry out scavenging in individual house-holds under a system of customary rights. Such scavengers form a very substantial percentage of all the scavengers in the country. It is gratifying that the Government of India have now decided to enlarge the scope of the scheme to benefit such scavengers also and would consider for financial assistance the proposals for wheel barrows given for the use of scavengers not employed by the local bodies, subject to the existing condition that Government of India's grant will be 50% of the expenditure on this scheme. Information about the progress of the scheme is given at Appendix XII. During the year 1957-58, a sum of Rs. 9,84,000 was sanctioned to 11 States and 2 Union Territories and the Government of Pondicherry. During 1958-59, the amount sanctioned, fell down to Rs. 6,31,850 sanctioned to 7 States only. During the period under report, a grant of Rs. 9,63,265 was sanctioned to the States of Bombay, Kerala, Madhya Pradesh, Madras, Mysore, Punjab, Rajasthan, Uttar Pradesh, West Bengal, and the Union Territory of Himchal Pradesh. The figures of actual expenditure incurred and physical targets achieved, however, are not available from the States/Union Territories.

32. On the whole the progress in this direction cannot be considered to be satisfactory, except in the Bombay State, where a sum of Rs. 2,00,000 was sanctioned as grant-in-aid to 113 municipalities during 1959-60. In the State of Madras where it was proposed to manufacture and supply 700 wheel barrows to the Municipal Councils only 100 wheel barrows could actually be put into use. For this purpose grant amounting to Rs. 9,429 only was utilised. In the State of Mysore a grant of Rs. 41,434 was sanctioned as grant to 72 Municipalities for the purchase of hand carts etc; but as the sanction was accorded as late as January, 1960, perhaps the whole amount of the grant could not have been actually utilised. The Delhi Municipal Corporation have reported that no Municipal employee is now required to carry night soil as head loads and they have provided wheel barrows in all cases, but the number of wheel borrows provided is not intimated. The Himachal Pradesh Administration have worked out the total requirements of the Municipal councils/committee in the Territory. It is, therefore, desirable that details of the phased programme fulfilling these requirements may be finalised and necessary grants sanctioned by the Government of India. The Tripura Administration have not been able to put the wheel barrows in use for carrying night soil as before they are put into use it is reported that the culverts will have to be constructed and also the service lanes will have to be widened and improved so that the wheel barrows/hand carts could be taken near the latrines. The Administration now propose to implement the scheme in the Third Plan

33. The difficulty in proper and speedy implementation of this programme is that the financial position of the Municipalities is not generally sound enough to contribute even 50% of the total expenditure. In view of this it was suggested in the last Report that the Government of India should insist upon a contribution of about 20% to 30% of the total expenditure from the State Governments concerned so that the local bodies may not have to contribute large amounts and may be able to come forward voluntarily to implement the programme. It is felt that only such a step will give an impetus to the implementation of this scheme which is very important for improving the existing working conditions of the scavengers.

34. The practice of using the wheel barrows etc. purchased out of the grants for bringing refuse from the streets to dump stand and not for carrying night-soil has been noticed in some States and was commented upon in the last Report. The continuance of this practice prevents any appreciable improvements in the working condition of the scavengers. It is therefore necessary that the local bodies should see that wheel barrows, hand carts etc. purchased from the above scheme are used primarily for carrying night-soil, and the practice of carrying night-soil as head loads is abolished, instead of using them for other purpose.

35. The complete elimination of the system of carrying night-soil on heads is not likely to be secured unless very special and concerted efforts are made in this direction by all the authorities concerned. The widely prevalent system of customary rights under which the scavengers enjoy the 'right' of cleaning private latrines in the areas allotted to them, is a great obstacle in introducing any reforms in the scavenging work. In the last report a recommendation was made that the local bodies, leaders of the communities engaged in scavenging, government officials and non-official institutions concerned with welfare work should make joint efforts to replace these customary rights by a direct relationship of scavengers with the local bodies. It appears that the Municipal Corporation of Delhi, in order to stop the practice of carrying night soil as head loads by private scavengers, are considering the replacement of private sweepers by municipal staff as an experimental measure. They also propose to issue directions under sub-section (2) of section 350 of the Delhi Municipal Corporation Act, 1957 laying down that night-soil shall not be removed by any person along a street in head loads. This will equip the Corporation with authority to take action against any sweepers who defy the direction. This is a step in the right direction and other local bodies etc. all over the country may consider the desirability of taking a similar action if possible under their rules.

36. It was also pointed out last year that the scavengers should also be provided with protective equipment like coverings for hands, boots and suitable implements for collecting night soil in order to minimise the dirty element involved in this work. No information has been received from the State Governments/Union Territories on this point except from the Manipur Administration who have supplied gloves, shoes and aprons to the scavengers.

37. The Director General of Supplies and Disposals has recently put forward a suggestion that in view of the large value involved, if the specifications of these wheel barrows and hand carts are standardised, economic procurement can be effected by his Organisation. The expenditure incurred through rate contracts entered into by the Director General of Supplies and Disposals to meet the total requirements of the different States would be much less than the prices of wheel barrows and hand carts purchased by the local bodies, directly. This organisation can also help the authorities concerned in drawing up detailed particulars and specifications of the wheel barrows/hand carts. It is felt that the Ministry of Home Affairs, Government of India may take up this matter with the State Governments/Union Territories for further action.

38. The Central Advisory Board for Harijan Welfare had appointed a sub-committee in October, 1957, to prepare a scheme to end the practice of carrying night-soil as head loads by scavengers. This sub-Committee have not yet finalised their report but a broad

outline of their recommendations was placed before the Board. The outline of the recommendation is reproduced at Appendix XIII. It has been very rightly opined by the sub-committee that the problem of carrying night-soil as head load cannot be dealt with separately from the general problem of improvement of scavenging conditions and also that of living conditions of scavengers. In view thereof, they have suggested that the entire programme has to be an integrated one for which the highest priority should be given in the Third Five Year Plan. The Central Advisory Board, in its meeting on the 29th July, 1960, approved all the recommendations for the purpose of formulating the Third Five Year Plan. It was emphasised, in particular, that carrying of night-soil as head load or in baskets should be stopped completely so as to give the scavengers a sense of self-respect. Other implements should also be supplied so as to reduce the strain and dirtiness of this job. The Board also desired that the sub-committee should finalise their report early.

39. As mentioned in the earlier Reports, Appasaheb Patwardhan's pioneering work in the field of improving the scavenging conditions is continuing in Ratnagiri District, Bombay State. 'Safai Vidyalaya' was started by him last year at Vyara in Surat District in Gujerat with 2 objectives, viz., (i) to improve the methods of scavenging in most of the municipal areas as well as in rural areas; and (ii) to do away with scavenging class altogether. An exhibition of various types of latrines and urinals which can be adopted in rural and urban areas for converting night-soil into good manure and showing a clean method of scavenging, is proposed to be arranged at suitable places in India. 20 trainees, including some Caste Hindus, were receiving training in the Vidyalaya. The Municipality of Vyara in Surat District of Gujerat has constructed 12 latrines for public use where night-soil is used up in manufacturing gas for lighting without practically any cost whatsoever. This experiment of making gas out of night soil has proved to be successful in the municipal area and it is proposed now to be exhibited at Delhi and other places. Safai Vidyalaya will thus pave the way for solving the problem of the scavengers by making their task cleaner and healthier, and getting the night-soil utilised for a very good purpose, thus fetching an additional income for the municipal areas.

40. The details of the conditions of service and pay and allowances of the scavengers /sweepers employed by the local bodies in the various States and Union Territories were indicated in the last Report. It was also mentioned that the Government of Punjab had constituted a committee known as Scavengers' Living Conditions Enquiry Committee to study and enquire into the living conditions of the scavengers and sweepers and suggest ways and means to improve their conditions of work and to fix their minimum wages. This committee have not yet submitted their report.

Legal Aid

41. A number of cases of harassment of the Scheduled Castes by way of involving them in civil, revenue or criminal proceedings are reported every year. Being poor they are not in a position to contest such cases in courts of law although their cases may be strong and just. In order to secure them the justice due to them it is necessary that legal aid should be provided to them. The Central Advisory Board for Harijan Welfare had, therefore, recommended in 1957 that this scheme should be taken up in all the States/ Union Territories. The available information indicates that legal aid is given to Scheduled Castes in almost all the States, either sporadically or regularly from specific scheme of legal aid to Scheduled Castes, except in the State of Assam. Legal aid is also provided to the Scheduled Castes in the Union Territories of Delhi, Tripura and Himachal Pradesh. In Manipur legal aid is not available to Scheduled Castes at present. A statement giving information about the nature of cases in which legal aid is at present provided to the Scheduled Castes in the States and the Union Territories is given at statement 1 of Appendix XIV, and available information about the expenditure incurred on this

account during 1958-59 and 1959-60 in various States and Union Territories is given in statement 2 of the same Appendix. It will be seen from statement 2 of the Appendix that the Government of Bihar spent a large amount viz. Rs. 22,500 as legal aid to the Scheduled Caste people during 1959-60, but it is surprising to note that in the State of Bombay, where a provision of Rs. 46,000 was made for this purpose only Rs. 357 was actually spent, during that year.

42. The type of cases, for which legal aid has been made available, is not uniform and varies from State to State. In Bihar, legal aid to Scheduled Castes is given both in cognizable and non-cognizable cases, and in the State of Bombay, the scope of the scheme has recently been extended to defend criminal proceedings in cognizable cases also. On the other hand in the States of West Bengal and Orissa the scope of the scheme is restricted to land ejection cases only while in Punjab the legal aid to Scheduled Castes is given in cases of ejection from land or other property. In the States of Madras and Rajasthan, legal aid is being given in civil and revenue cases as well as criminal cases of a non-cognizable nature.

43. By laying down a means test for giving legal aid, the States of Bihar, Bombay, Rajasthan and Madhya Pradesh have taken a step in the right direction. In Bihar the grant of legal aid is not allowed in any case to a person having 10 acres or more of cultivable land, or who is otherwise well-to-do. In Bombay, legal aid is restricted to the Scheduled Caste persons whose annual income does not exceed Rs. 18,00. In Rajasthan this limit is Rs. 100/- per month, whereas in Vindhya Pradesh region of the State of Madhya Pradesh legal aid is refused if the applicant is found to be of sufficient means.

44. In order that the poor Scheduled Caste persons are able to get proper justice whenever they are dragged to courts in civil, revenue or criminal cases and whenever they themselves are forced to go to courts for securing justice, it is necessary that they should be provided legal aid in all the States and Union Territories.

45. Although the nature of legal aid to be given to Scheduled Castes in Various States will depend on local conditions, it is suggested that such aid should be made available at least in the following types of cases:—

- (1) Criminal Cases, whether cognizable by the Police or not, registered against the Scheduled Castes arising out of the practice of untouchability.
- (2) All Civil or Revenue proceedings instituted against the Scheduled Castes; and Civil and Revenue proceedings instituted by the Scheduled Castes, in which, on preliminary enquiry by the Welfare Department of the State it is found that they have been victims due to their ignorance and poverty or have suffered damage due to their not being allowed to exercise their civic rights and their being subjected to disability by observance of untouchability and due justice can be secured by them only by going to courts.

46. The State Government and Union Territories which have not yet made specific rules for giving legal aid to the Scheduled Castes, should take necessary action early so that the aid may be available systematically and promptly. Some means test may also be prescribed for such aid so that aid may be available only to the deserving Scheduled Caste persons.

Begar

47. It was observed in the 1956-57 Report that the practice of 'begar' (forced labour) was prevalent in one form or the other in the States of Orissa, Madhya Pradesh (Vindhya Pradesh region), Bombay, Punjab and Rajasthan. It had also been suggested that suitable steps may be taken to stop this practice completely. The State Governments concerned were requested to furnish information regarding the steps taken in this direction.

The Government of Rajasthan have informed that though in the past there had been some cases when the Scheduled Castes were forced to lift dead cattle etc. this practice has now been completely stopped. The Government of Madhya Pradesh have also informed that the 'harwahi pratha' though existing in the State, is not in the form of Begar. The wages are now governed by the Agriculture Minimum Wages Act. Recent reports, however, indicate that a type of serfdom still exists in certain areas of Shahdol, Sidhi and Rewa Districts of this State. Under this system whenever the harijans take loans from the landlords or rich people one member of the family is left with the creditor to work in lieu of loan till the money is repaid. It is desirable that investigations may be made in those districts to find out the extent of such practices and how far the rates of wages reckoned for such workers are in keeping with the provisions of the Minimum Wages Act. The other State Governments have not furnished information about the steps taken by them to stop 'Begar' completely in their jurisdiction.

Complaints

48. During the year under review, 1301 complaints were received in this office, out of which 242 were regarding land/housing and evacuee properties; 107 regarding harassments, 75 regarding financial help, 30 regarding scholarships, 15 regarding water facilities, 485 regarding services and the remaining 347 were of a miscellaneous nature. In addition, the Assistant Commissioners for Scheduled Castes and Scheduled Tribes in the various regions also received 805 complaints. This total, however, does not take into account the States of Assam and Kerala and the Union Territories of Manipur and Tripura. The maximum number of complaints (221) received by the Assistant Commissioners were also connected with questions regarding land and housing. The complaints were referred to the State Governments or Central Government Departments concerned and where the complaints were found to be true, necessary justice was secured for the complainants.

49. Some typical cases of various complaints from different States have been noted below. But it should not be considered that all the complaints or even the average of complaints received are of the type noted. Some are exceptional extreme cases to show to what length matter go:

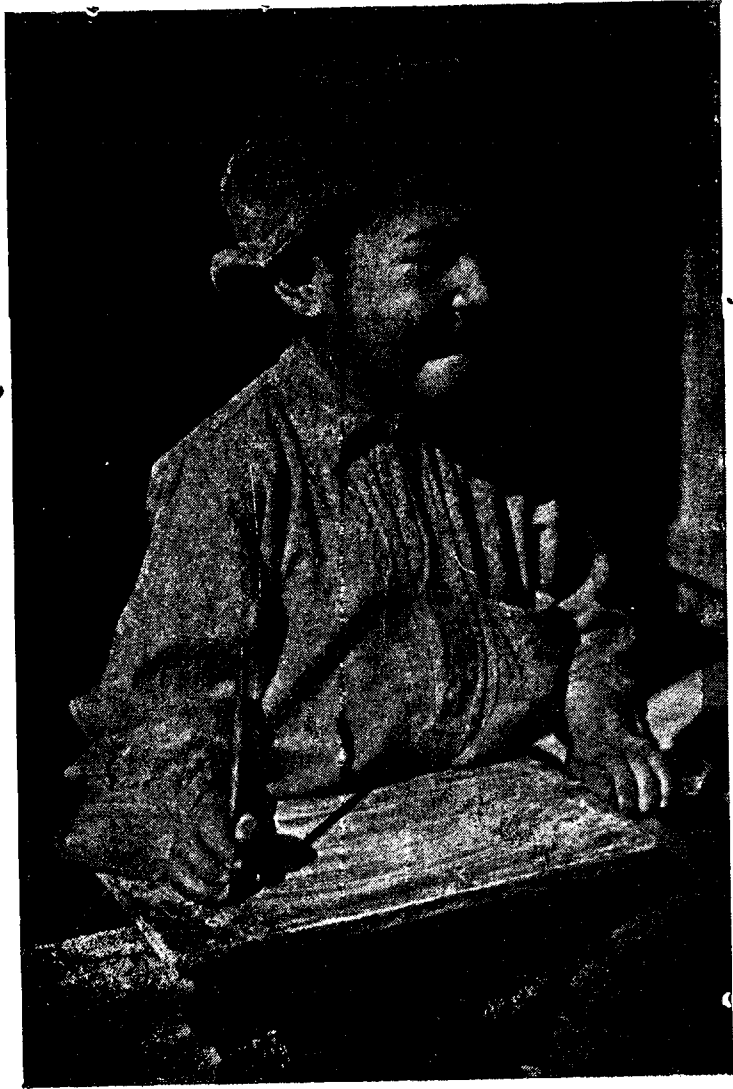
- (i) The Caste Hindus of a village in the Tehri district, Uttar Pradesh, did not allow the marriage party of harijans to proceed from the bride's village for 21 days as the harijans were breaking the customary rule of not using 'dola' and 'Palki' for the bride and bridegroom. It was reported that the officials concerned did not immediately take necessary action called for under the circumstances. However, a case was subsequently registered against 22 persons who were fined Rs. 20/- each under the Untouchability (Offences) act, 1955.
- (ii) A complaint was received from a M. L. A. of Rajasthan that one Scheduled Caste person was arrested on suspicion by the station officer of a police Station in Mandsaur, Madhya Pradesh, and was taken to the near by jungle where he was hung on a tree by his legs and was beaten mercilessly. Considering that the person was on the point of death he was untied from the tree and was locked up in a house. In the morning when it was found that the person was alive, he was taken to the Government hospital Neemach. The complainant then approached the doctor of the main hospital and requested him to examine him. The doctor reported that he found 13 major wounds and some bone fractures on his person. The matter was reported to the Collector, Mandsaur who was requested to enquire into the case. He reported that the chowkidar had assaulted the person. A case has been registered against the chowkidar in Police Station, Jiran, for further action.

- (iii) A complaint was received from the harijans of a village in Delhi that they were not allowed to make use of a well which they had been using for about 75 years by the new owner of the land on which the well existed. On-the-spot enquiries being made by me revealed that such an action was taken against harijans because in the panchayat elections the harijans had supported their own candidates, all of whom won the elections and high caste Hindus did not get any seat. The harijans, however, lost the case in the court but with the efforts of this organisation a settlement was arrived at according to which the well was transferred to harijans. It may be pointed out that the owner of the well in question had another well also for his use.
- (iv) A case was reported from a village in District Rohtak, Punjab that two police inspectors accompanied by three constables came to the village and stayed at the house of one Dogra Kamoo. The Dogra asked a harijan to bring a cock and a hen for the police officers. On refusal to provide these the Dogra incited the police officers against him. The harijan was beaten by the police officers and thereafter one police officer blackened the face of the man and hung a iron 'tava' round his neck and also garlanded him with old shoes. He was then made to walk about in the streets of the village accompanied by two constables while he was on foot. He was also taken to the neighbouring village in the same fashion. Ultimately this man was allowed to go with the warning that if he lodged any complaint in the matter against police authorities he would be punished more severely. An enquiry was made in the matter by the Assistant Commissioner for Scheduled Castes and Scheduled Tribes concerned who confirmed these facts. The villagers also stated that Dogra Kamoo had connection with police officials and he was in the habit of taking cocks, hens and sheep, etc. free of charge from the harijans in order to entertain the police. The matter has been reported to the State Government and departmental enquiry is now being conducted.
- (v) This organisation noted from a press report that a harijan woman of a village near Sojat in Rajasthan was fined Rs. 11/4/- for using a water tap allotted to 'sarvanas'. On the default of payment, her calf was seized and sacrificed at the temple of a local goddess. On a reference being made the State Government reported that the report was absolutely incorrect. But the enquiries made by the Assistant Commissioner for Scheduled Castes and Scheduled Tribes on the spot, confirmed the report. The matter was, therefore, taken up with the Minister concerned, as a result of which it came out that the incident did take place as reported. Action is being taken against the subordinate official who had furnished incorrect report at first.

50. At times, the complaints made are found to be false on enquiries being made through official channels. A few instances of such nature are given below:—

- (i) A complaint was received from a Scheduled Caste person from Madras State that his land had been forcibly occupied by a caste Hindu creditor of his brother. The case was referred to the District officers who reported that the allegation was false and baseless.
- (ii) A complaint was received from the secretary, of an organisation working for the Scheduled Castes in Madras State alleging harassment of harijans by a section of the local caste Hindus. The personal enquiries made by the Assistant Commissioner for Scheduled Castes and Scheduled Tribes of that region revealed that the complainant who did not know English, had signed the petition under the impression that it related to a riot that had taken place some time before.

- (iii) It was reported by a Scheduled Caste person from Uttar Pradesh that he wanted to run a hotel at Shiva Chaudus fair in a village in Meerut District and went to that fair with that purpose but that he was hindered from doing so by the chairman of the fair who declared on a loud speaker that the shop was of a chamar and incited the people not to go to his shop. The case was referred to the State Government. The reply received from them reveals that the case was baseless and as a matter of fact there was a dispute between the applicant and some of his customers and one of the managing committee member intervened and settled the dispute in favour of the customer so the applicant was annoyed and made false allegations against the chairman.
- (iv) It was reported by a Scheduled Caste person from Rajasthan that although his name was referred by the employment exchange to the Deputy Inspector of schools he was not selected for the post of a peon because he was a Scheduled Caste person. On an enquiry being made from the State Government it was revealed that he was not given employment as he secured the lowest marks in the test given for the purpose.
- (v) A complaint was received from a harijan postal clerk working in Delhi alleging that the Assistant Post Master had been abusing him and calling him bad names because he belonged to a Scheduled Caste. The case was referred to the Director of Complaints, Posts and Telegraph Department, whose enquiries revealed that the complainant was not working properly and therefore, the irregularities in his work were being noted by the Assistant Post Master whenever he failed to rectify them. This was resented by the applicant and he made false allegations against the Assistant Post Master.



Educating tribal children—Himachal Pradesh

SECTION VI
EDUCATIONAL DEVELOPMENT

PROGRESS OF EDUCATION AMONG BACKWARD CLASSES—EXPENDITURE ON EDUCATION OF BACKWARD CLASSES—POST-MATRIC SCHOLARSHIPS—PRE-MATRIC SCHOLARSHIPS—EXEMPTION FROM PAYMENT OF TUITION FEES—SCHOLARSHIPS FOR OVERSEAS STUDIES—AWARD OF SCHOLARSHIPS IN PUBLIC SCHOOLS—RESERVATION OF SEATS IN TECHNICAL AND EDUCATIONAL INSTITUTIONS, LOWERING OF ADMISSION CRITERIA AND RELAXATION IN AGE LIMITS FOR ENTRY INTO INSTITUTIONS—TECHNICAL TRAINING INSTITUTES—ATTENDANCE OF THE PUPILS BELONGING TO BACKWARD CLASSES IN THE SCHOOLS—MANAGEMENT OF PRIMARY SCHOOLS IN SCHEDULED AND TRIBAL AREAS—ASHRAM SCHOOLS—TEXT BOOKS IN TRIBAL DIALECTS.

Progress of education among Backward Classes

It has already been emphasised in the previous Reports that the figures of enrolments separately for Scheduled Castes, Scheduled Tribes and Other Backward Classes in various stages of education are important for gauging the progress of these classes in the field of education. Unfortunately these figures are not yet available. The Ministry of Education have intimated that they cannot start collecting the figures of enrolment separately for Scheduled Castes, Scheduled Tribes and Other Backward Classes until the beginning of the 3rd Plan period, due to paucity of staff.

2. The Ministry has not furnished information regarding combined figures of enrolment for all the three categories of Backward Classes for the years 1958-59 and 1959-60. The information received from them for the year 1957-58, indicates a continued increase in percentage of enrolment of Backward Classes in pre-matric and post-matric stages of education all over India, as shown in the table below :—

S. No.	State of Education	Percentage of increase in enrolment during			
		1956—57 as compared to 1955—56		1957—58 as compared to 1956—57	
		Backward Classes	All (including Backward Classes)	Backward Classes	All (including Backward Classes)
1.	Pre-matric*	3.28	6.54	7.52	N.A.
2.	Post-matric*	20.40	9.37	14.45	N.A.

*Excluding enrolments in Institutions of Special and Professional Type of Education.

3. Efforts were also made to collect separate figures of enrolments for Scheduled Caste, Scheduled Tribe and Other Backward Class students direct from the State Governments. This information has been received from the Governments of Madhya Pradesh, Mysore, Uttar Pradesh and West Bengal and the Union Administration of Tripura which is summarised below :—

S. No.	Name of the State/Union Territory	Category of Backward Classes	Percentage of increase in the total enrolment	
			1957—58 as compared to 1956—57	1958—59 as compared to 1957—58
1	2	3	4	5
1	Madhya Pradesh	Scheduled Castes	6.55	2.06
		Scheduled Tribes	13.75	(—) 0.67
		Other Backward Classes	11.46	14.18
		All (including Scheduled Castes, Scheduled Tribes & Other Backward Classes)	11.07	5.56

1	2	3	4	5
2	Mysore	Scheduled Castes	(—)43·22	78·89
		Other Backward Classes	12·44	23·21
		All (including Scheduled Castes & Other Backward Classes)	17·51	20·29
3	Uttar Pradesh	Scheduled Castes	2·8	12·37
		Other Backward Classes	13·43	20·34
		All (including Scheduled Castes & Other Backward Classes)	10·10	7·76
4	West Bengal	Scheduled Castes	4·27	1·22
		Scheduled Tribes	10·44	9·41
		Other Backward Classes	8·95	35·39
		All (including Scheduled Castes, Scheduled Tribes & Other Backward Classes)	0·94	6·43
5	Tripura	Scheduled Castes	22·05	12·49
		Scheduled Tribes	5·8	(—) 2·31
		Other Backward Classes	43·32	(—) 3·58
		All (including Scheduled Castes, Scheduled Tribes & Other Backward Classes)	9·91	(—) 19·12

Expenditure on education of Backward Classes

4. The statement given below shows the expenditure incurred for each category of Backward Class during the first three years of Second Plan and the estimated expenditure to be incurred during 1959-60 :-

S.No.	Category of Backward Classes	Expenditure incurred under the State and Central Sectors:		
		1956—57 to 1958—59	1959—60 (estimated)	Total
1	Scheduled Tribes	3,28,60,918	2,05,34,163	5,33,95,081
2	Scheduled Castes	5,23,87,945	3,14,77,204	8,38,65,149
3	Denotified Tribes	25,81,889	15,42,532	41,24,421
4	Other Backward Classes	1,84,50,257	90,03,156	2,74,53,413
	Total	10,62,81,009	6,25,57,055	16,88,38,064

It is estimated that by the end of the year 1959-60, 52·15% of money earmarked for educational schemes for the benefit of Backward Classes in the Second Five Year Plan would be utilised. State-wise and year-wise expenditure and physical targets achieved during the years 1958-59 and 1959-60 may be seen at statements 1 and 2 of Appendix XV.

5. The information received from the Ministry of Education shows that during 1957-58, the expenditure incurred on the educational institutions specially meant for pupils belonging to Scheduled Castes, Scheduled Tribes and Other Backward Classes was Rs. 2,79,98,115/- as compared to Rs. 2,82,34,824/- spent during 1956-57. Latest information in respect of the years 1958-59 and 1959-60 has not been furnished by that Ministry. The State-wise break up of the expenditure, number of such institutions and enrolment of children belonging to Scheduled Castes, Scheduled Tribes and Other Backward Classes in these schools during 1957-58 may be seen at statements 1 to 3 of Appendix XVI.

Post-matric scholarships

6. The latest information received from the Ministry of Education regarding the working of the scheme for the award of inland post-matric scholarships to Scheduled Caste, Scheduled Tribe and Other Backward Class students shows that during the year under report a sum of Rs. 2,22,62,800/- was allocated by the Ministry of Education to the various State Governments and Union Territory Administrations. In addition a sum of Rs. 9,72,000/- was sanctioned by the Ministry of Home Affairs also for the same purpose bringing the total to Rs. 2,32,34,800/-. As against this the expenditure incurred by the various State Governments and the Union Territory Administrations during the year was Rs. 2,57,81,840/-, as compared to the corresponding expenditure of Rs. 2,23,12,545/- incurred by them during 1958-59. The category-wise break up of these amounts is given below :—

Category	1958—59		1959—60	
	Total expenditure incurred, in rupees	No of scholarships paid	Total expenditure incurred, in rupees	No. of scholarships awarded
Scheduled Castes . . .	1,25,86,130	32,552	1,43,84,638	38,657
Scheduled Tribes . . .	20,76,169	4,821	23,88,691	6,112
Other Backward Classes . . .	76,50,246	12,590	90,08,511	17,193
Total . . .	2,23,12,545	49,963	2,57,81,840	61,962

It will be observed from the above table that whereas the number of actual scholarships paid to the various categories of Backward Classes has been indicated for the year 1958-59, the information in respect of the year 1959-60 relates to the number of scholarships awarded during that year and the two figures are thus not comparable. This is due to the fact that information about the number of scholarships paid has not been furnished by the States of Bihar, Madhya Pradesh and Rajasthan. The State-wise detailed information may be seen in the statements 1 to 3 at Appendix XVII. During the year, a large number of complaints were received about the delay in the award of scholarships. This was primarily due to late decision of the Government of India regarding the funds to be made available to the States/Union Territories for the purpose. It is hoped that during the current year the position about the payment of these scholarships will considerably improve.

Pre-matric scholarships

7. In my last Report doubts were expressed about the procedure prescribed by the Ministry of Education in distributing funds to the States/Union Territories for award of post-matric scholarships to Backward Class students and it was stated that some States were likely to get less money than their actual requirements while the others might get more than they could hope to utilise. The procedure has since been revised. The available funds for these scholarships are now first apportioned among the Scheduled Castes, Scheduled Tribes and Other Backward Classes on the basis of expenditure incurred during the last year. The amount thus apportioned is then distributed among the State Governments/Union Territory Administrations in the ratio that the number of eligible candidates in each category in the State/Union Territory concerned bears to the total number of eligible candidates belonging to that category in the whole of India.

8. The State Ministers Conference held in Delhi on 31st January and 1st February, 1960 had recommended *inter alia* that all the Scheduled Caste, Scheduled Tribe students eligible under the Government of India scheme for post-matric scholarships should be

granted scholarships during 1959-60 and 1960-61 at the rates prescribed by the Ministry of Education for the purpose. In order to ensure this, it was agreed at that conference that in addition to the funds allotted by the Ministry of Education, State Governments would also spend at least to the extent of their expenditure for the grant of post-matric scholarships to Scheduled Castes and Scheduled Tribes in 1958-59 and that the Ministry of Home Affairs would allot to each State grants to meet the requirements over and above the Ministry of Education allocation plus the States' own expenditure which should be at least equal to that incurred in 1958-59 for the scholarships. The Ministry of Home Affairs accepted this suggestion and allotted necessary funds to States/Union Territories. This is no doubt a welcome step but it appears that at some stage in future, means test will have to be applied for the award of scholarships to these students, as it may not be possible for the Government to go on incurring grant on this account indefinitely.

9. Information was also called for from the State Governments/Union Territories in respect of the scholarships awarded by them to Scheduled Caste, Scheduled Tribe and Other Backward Class students for prosecuting pre-matric studies, during the years from 1956-57 to 1959-60. The information received so far which is incomplete has been given at Appendix XVIII.

Exemption from payment of tuition fees

10. The information regarding fee concessions, etc. granted by the States/Union Territories to Backward Classes was given in the previous Reports. The Delhi Administration has informed that all the students belonging to Scheduled Castes studying in recognised schools of Delhi Administration are exempted from payment of tuition fees but no statistics such as number of students exempted etc. are maintained by them. It is desirable that the Delhi Administration should collect such data. In Uttar Pradesh, education is free in classes I to VI, exemption from payment of tuition fees is granted to all Scheduled Caste students studying in classes VII and onwards. In West Bengal, the education in the primary stage is free to all while in the secondary stage only students belonging to Scheduled Tribes are exempted from the payment of tuition fees. In this connection it may be pointed out that in so far as post-matric courses are concerned the Government of West Bengal did not give concession of free tuition even to all Scheduled Tribe students. Only such students as were awarded Government of India scholarships were allowed concession of free education as the amount of such scholarships covered tuition fees also. However, it is desirable that all the students belonging not only to Scheduled Tribes but also to Scheduled Castes are exempted from the payment of tuition fees at the secondary stage. I have already suggested that in case it is not possible to exempt all Scheduled Caste students, at least students belonging to certain most backward communities among them like Dome, Mehtar, Hari and Bouri, etc. may be exempted from the payment of tuition fees at the secondary stage. In Rajasthan, all the Scheduled Caste/Scheduled Tribe students are exempted from payment of tuition fees. In Manipur reimbursement of tuition fees was first introduced in the year 1957 with retrospective effect from 1955-56 and 1956-57 respectively in respect of Scheduled Tribe/Caste students in indigent circumstances. Reimbursement was made only to Scheduled Tribe/Scheduled Caste students of aided schools from classes III to post-Matric and the Scheduled Caste/Scheduled Tribe students of Government schools were exempted from payment of tuition fees. From the year under Report, however, full free education upto and including class VI irrespective of caste and creed was introduced in Manipur. In the State of Jammu & Kashmir, education is free for all including Scheduled Castes and Other Backward Classes from primary to Post-Matric classes. In Mysore, the Scheduled Castes and Scheduled Tribes are exempted from the payment of tuition and examination fees, etc. at various stages of education. In Madras, the concession relating to exemption of special fee for library, laboratory and medical inspection which is at present allowed only to the pupils belonging to Scheduled Castes and Scheduled Tribes studying in Form IV to VI of secondary schools has now been extended to Harijan converts and to the pupils belonging

to most backward classes, denotified communities and converts therefrom from academic year 1960-61.

Scholarships for Overseas Study

11. The information regarding the award of overseas scholarships and passage grants by the Ministry of Education and grant of overseas awards under the General Scheme of the various Ministries of the Government of India and the State Governments is given in the statements 1 and 2 at Appendix XIX. The Ministry of Education have explained that the lapsing of 12 overseas scholarships during 1959-60 was due to delayed decision on some procedural matters. No one can deny the importance of this scheme and now that this scheme has been extended for another period of five years from 1960-61 onwards, I would suggest that the Ministry of Education should increase the total number of scholarships from 60, sanctioned for this entire period to 72 and spread this scheme over the whole period by increasing 2 or 3 every year so that the 12 lapsed scholarships are also made available to the backward class students. During the year under report, the Government of **Bombay** also awarded 12 scholarships to Scheduled Caste students for overseas studies. In **Mysore**, relaxation of the service conditions and minimum age qualifications are made in favour of Scheduled Castes, Scheduled Tribes etc. and Government employees at the time of making selections for the award of overseas scholarships awarded by the various Government Departments. Out of such 12 overseas scholarships granted during the year, 2 went to Scheduled Castes and the remaining 10 to Other Backward Classes. No special quota or concession is provided for the Scheduled Caste, Scheduled Tribe and Other Backward Class students for the award of overseas scholarships in West Bengal.

Award of scholarships in Public Schools

12. The information regarding award of scholarships in Public Schools by the Government of India, State Government and Union Territory Administrations and Public Schools during the year 1959-60 is given at Appendix XX.

Reservation of seats in technical and educational institutes, lowering of admission criteria and relaxation in age limits for entry into institutions.

13. The available information regarding reservation of seats in technical and educational institutions, lowering of admission criteria and relaxation of age limits for entry into institutions under the control of the Ministries of the Government of India, State Governments and Universities has been tabulated in 3 statements at Appendix XXI. The available information shows that except in case of the institutes run by or under the Railway Administration, the policy of reservation of 20% seats has not yet been adopted by the other Ministries of the Government of India. No action also appears to have been taken by the Ministries other than that of the Railways to allow any relaxation in age-limits and in admission criteria in favour of Scheduled Castes and Scheduled Tribes. The position in various States is also not very satisfactory. The Government of **West Bengal** has stated that there is no policy of reservation of seats for Scheduled Castes and Scheduled Tribes in technical and educational institutions. Certain technical institutions in the State have, however, made reservation themselves. There can be no denial of the fact that the spread of education among the Backward Classes is one of the essential pre-requisites for assuring to them the safeguards provided in the Constitution and this aim can be achieved only after students belonging to these classes are admitted in educational and technical institutions which in the present circumstances is not possible until seats for admission are reserved for them. The Government of **West Bengal** and other State Governments should not, therefore, delay this matter any more. The State Governments and Universities should also make arrangements for guidance and advisory service which would help the Scheduled Castes and Scheduled Tribes at the time of the beginning of academic sessions in selecting proper

courses of study and securing admission in them. The available information received from the various Universities shows that only two Universities *viz.*, Visva Bharati University and Mysore University allow 20% reservation for Scheduled Castes and Scheduled Tribes in the institutions controlled by them. In the S.N.D.T. Women's University, Bombay, Jadevpur University and Allahabad University, no such reservations are made at all. In Baroda University except in case of one Polytechnic institution where a reservation of less than 20% is allowed, in no other institution any reservation is made for Scheduled Castes and Scheduled Tribes. In this connection it has been observed that the All India Council for Technical Education in its meeting held on 30th April 1960 has decided that technical institutions may reserve upto 25% of the total seats for students of Backward communities. This suggestion deserves serious consideration.

Technical Training Institutes

14. Under the 2nd Five Year Plan, six technical training institutes for tribals have been sanctioned. Five out of the six have already started functioning. The details in regard to their progress are given at Appendix XXII. The Industrial Training Institute established at Korba (District Bilaspur in Madhya Pradesh) provides the tribals with necessary technical training to cater for the growing potential demand for trained workers created by the rapid transformation of the whole area into an industrial region with the establishment of Bhilai Steel Plant, Korba Thermal Power Station, other subsidiary industries and Dandkaranya Project in Madhya Pradesh. The total revised plan outlay for this institute is Rs. 20.00 lakhs, the break up of which is as under:—

(a) Buildings	Rs. 12.00 lakhs
(b) Equipments	5.00 „
(c) Recurring etc.	3.00 „
Total	<u>Rs. 20.00 „</u>

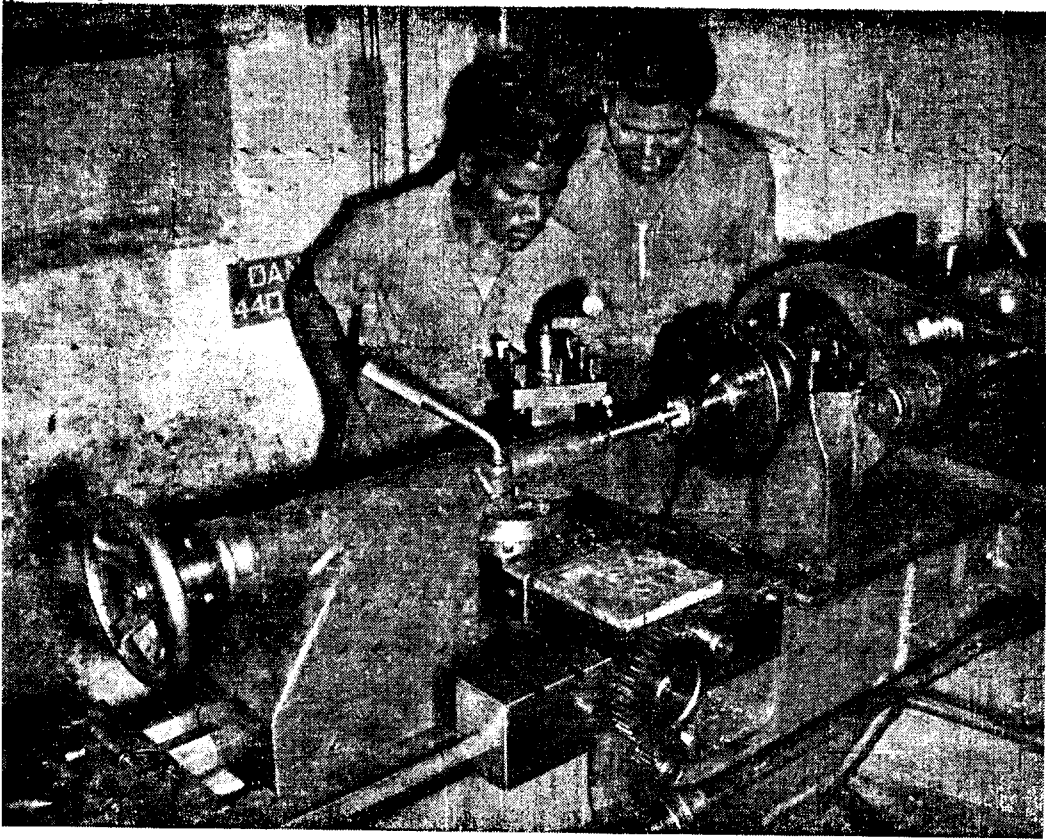
The buildings for the institute which is now housed in rented accommodation, costing about Rs. 3.5 lakhs are nearing completion. Further extensions are planned. The courses in Blacksmithy, Carpentry, Turner, Moulding and Electrician etc. are being run. Sixteen trainees are admitted to each trade except for Turner for which only 12 trainees are admitted. The first batch of trainees was admitted in February, 1959 and the second batch in November, 1959.

During the year under review, an additional sum of Rs. 1.08 lakhs was spent on buildings of the Adim-Jati Technical Institute at Imphal (Manipur). A further sum of Rs. 1.00 lakh was spent on the installation of machinery in the Institute for training of students for the National Course Certificate of the All India Technical Council. The total number of students in the first year was raised from 30 to 60 (30 for civil, 15 for Electrical and 15 for Mechanical training) and 5 seats on regular payment of fees were also allotted to the Manipurians. The tribal students are provided with free tuition, boarding and hostel accommodation and also get the necessary materials like books, drawing instruments, etc. free.

Attendance of the pupils belonging to Backward Classes in the schools

15. It has been observed that the attendance in schools of the pupils belonging to backward classes is very low. Some of the reasons for this may be as follows:—

- (i) School children are required to look after their young brothers and sisters when parents go out for work.
- (ii) They are required to look after the cattle.
- (iii) They are required to help the parents by earning.
- (iv) The apathy of parents towards education.



Tribal trainees of Korba Technical Training Institute—Madhya Pradesh

The Governments are spending huge amounts on the education of the backward classes but unless the children attend schools, the desired results are not likely to be achieved. Various attempts have been made, so far, for attracting the Backward Classes to attend schools. In some cases school teachers are given an allowance if the attendance of the pupils is satisfactory. This has often lead to encourage some of the teachers to record false attendance. In other cases, cash rewards are given to children for having full attendance in a month. As the parents took away this money the children were not much attracted by this method. At places midday meals have been provided for encouraging the children to attend schools with appreciable results. The Institute of Science, Bombay, conducted an experiment in the Adivasi area of Thana District to study the effect on the attendance of the pupils if they are provided with some refreshment. Pupils of ten schools were given a glass of Neera (8 ozs.) per day, while pupils of another school were given 2 ozs. of palm-gur. Weights, medical examination and physical efficiency tests of the pupils were taken before and after the experiment. The attendance of these schools under the period of experiment was compared with that of previous years. As a result of this experiment it has been established that by introducing supplementary diet the attendance in the schools increased and the children at the same time gained weight. It is suggested that similar experiments may be conducted in other States and midday meals/refreshment may be introduced in the schools to attract children belonging to Backward Classes. It is, however, desirable that children belonging to other classes are not denied benefits of this scheme if it is introduced in schools.

Management of primary schools in Scheduled and Tribal Areas

16. At the fifth meeting of the Central Advisory Board for Tribal Welfare held on the 6th December, 1959, the question of management of Primary Schools in the Scheduled and Tribal Areas came up for consideration and was discussed at some length in its various aspects particularly

- (a) whether the primary schools intended for children of Scheduled Tribes should be administered by Tribal/Social Welfare Departments and not by Education or other Department; and
- (b) whether there should be uniformity in the types of schools established for elementary education in the scheduled/tribal areas, instead of diverse types of schools like the ordinary primary schools, the primary school of the basic pattern, the junior basic schools, the sevashram schools, etc.

The consensus of opinion of the members was that one Department/Ministry should be in overall charge of all educational institutions including those in Scheduled/Tribal areas, and that preferably it should be the Education Department/Ministry. It was also considered that it would not be desirable to insist on any rigid uniformity in the types of institutions.

The Government of India have since accepted the above recommendation of the Board and have further expressed the view that the institution established for education of Scheduled Tribes should be administered by the Education Department/Ministry in collaboration with the Tribal Welfare Department of the State Government/Union Territory Administration concerned. They have accordingly requested all the State Governments to take appropriate steps for this purpose.

Ashram Schools

17. In the previous Reports the importance of Ashram Schools for imparting education to the Scheduled Tribes and Denotified Tribes has been emphasised. A number of suggestions for improving the working of these schools have also been made. It is gratifying to observe that the State Governments are gradually realising the usefulness

of starting residential basic type schools for these classes. The statement at Appendix XXIII indicates the information received from the States of Andhra Pradesh, Bihar, Madras, Uttar Pradesh, Rajasthan, Mysore and Orissa, regarding the number of Ashram Schools working during 1959-60.

Text-books in tribal dialects

18. The Government of Andhra Pradesh are considering the suggestions made by Prof. Haimendorff, an eminent Anthropologist, that in Talangana Region the text-books should be in Gondi but in Telugu script to facilitate the children's transition to Telugu Readers and that the training centres established under the Gond Education Scheme in Adilabad district and the Koya Education Scheme in Warangal district should continue to be managed by the Social Welfare Department. The Philological Section of Research Department, N.E.F.A., is assisting the Education Department of the Agency in producing text-books in the agency languages. It is suggested that the Cultural Research Institutes in the country should help the Education Departments of the respective States by preparing text-books in tribal dialects.

SECTION VII

ECONOMIC DEVELOPMENT

SECURITY OF LAND TENURE—LAND FOR SETTLEMENT—ALLOTMENT OF LAND TO SCHEDULED CASTES AND SCHEDULED TRIBES—AGRICULTURAL IMPROVEMENT—CO-OPERATIVE FARMING—SHIFTING CULTIVATION—COTTAGE INDUSTRIES—CO-OPERATION—FOREST LABOURERS' CO-OPERATIVE SOCIETIES—GRAIN GOLAS—DEBT REDEMPTION AND CHECK ON MONEY-LENDERS REHABILITATION OF PERSONS DISPLACED BY THE CONSTRUCTION OF DAMS, INDUSTRIAL PLANTS, FACTORIES AND OTHER NATIONAL DEVELOPMENT PROJECTS—DANDAKARANYA PROJECT.

Security of Land Tenure

Information regarding the legislative and executive measures obtaining in the various States and Union Territories to safeguard the interest of Scheduled Castes and Scheduled Tribes in the lands under cultivation by them has been given in the previous Report. Up-to-date information was called for from all the State Governments/Union Territories and replies have been received from all the States excepting Bombay, Kerala and Rajasthan. The available information indicates that the position remains unchanged in all the other States and all Union Territories except Madhya Pradesh, Madras and Orissa.

2. In Madhya Pradesh, the Madhya Pradesh Land Revenue Code, 1959, which repeals all the revenue and tenancy laws of the various areas integrated in that State except the C. P. Land Alienation Act, 1916 and Madhya Bharat Scheduled Areas (Allotment and Transfer of Land) Regulation, 1954, has come into force from October 2, 1959. Sections 165(6) and 165(7) of this Code contain the provisions to safeguard the interest of Aboriginal Tribes in their lands and also to restrict transfers of land from an aboriginal tribe to a person not belonging to such a tribe without the permission of a Revenue Officer not below the rank of the Collector. They further provide that 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. An important general provision of this Code which will also benefit the tribals is that the persons so far known as sub-tenants, shikmis, lessees, etc., shall now become occupancy tenants. A Bhumiswami, who holds less than 25 acres of unirrigated land, has, however, been given the right of resumption over the land held by his occupancy tenant subject to the condition that the occupancy tenant should after such resumption be left with at least 10 acres of land. After the Bhumiswamis have exercised the right of resumption within the period specified, the occupancy tenants will acquire Bhumiswami rights on paying fifteen times the land revenue in five equal instalments.

3. In Orissa, the Orissa Scheduled Areas Transfer of Immovable Property (By Scheduled Tribes) Rules, 1959 have been framed under the Orissa Scheduled Areas Transfer of Immovable Property (By Scheduled Tribes) Regulation, 1956 and have come into force from the 17th August, 1959. A serious lacuna has, however, been noticed in this Regulation which has not been remedied so far. Section 2(e) of the Regulation defines Scheduled Tribes for the purposes of this Regulation, as "Scheduled Tribes specified in respect of the State of Orissa in the Constitution (Scheduled Tribes) Order, 1950". The 1950 Order has, however, since been amended by the Scheduled Castes and Scheduled Tribes Orders (Amendment) Act, 1956 which added no less than twenty communities to the list of Scheduled Tribes for Orissa. Thus these twenty Scheduled Tribes are being denied the benefits of the provisions of this Regulation. The Government of Orissa should, therefore, take very early steps to remove this defect in law.

4. In Madras, the change reported is that the Madras Cultivating Tenants (Protection) Act, 1955 and the Madras Cultivating Tenants (Payment of Fair Rent) Act, 1956, have been extended to the Shencottah taluk of the Tirunelveli District which was integrated in this State at the time of Reorganisation of States in 1956.

5. In Uttar Pradesh, the legislative measures in this regard remain unchanged. However, a Bill to abolish Zamindari and to introduce land reforms in the Kamaun Division is before the State legislature.

6. In so far as the Union Territories are concerned, the Land Holdings (Ceiling) Bill for Delhi has recently been passed by Parliament. In the Laccadive, Minicoy & Amindivi Islands a regular land tenure system as on the main land will be introduced after completion of the survey, which has just been taken up.

7. It was suggested in the last Report that the Government of Andhra Pradesh may consider the desirability of giving retrospective effect to the Scheduled Areas Land Transfer Regulation, 1956. That Government, however, stated that the provisions contained in Act of 1917 (The Madras Agency Tracts Interest and Land Transfer Act) have been fully adopted in the Regulation, except the provision relating to the rate of interest chargeable. Further, the provisions contained in the Regulation would not affect certain transfers made or sales effected in the execution of a decree before the commencement of the Regulation. The transfers, if any, effected during the last two years contrary to the provisions of the Act I of 1917 are null and void. Power has been taken to enable Government to decree ejection *suo motu* and restore land to the transferor. If there are any benami transfers, they may not come to light at all. In these circumstances that Government do not consider it necessary to make any changes in the Regulation.

Land for settlement

8. The comparative potentialities of the three sources from which cultivable lands can be made available for landless persons were examined in the last Report and it was pointed out that the progress made in obtaining lands through imposition of ceilings on present holdings has not been as satisfactory as was expected during the Second Five Year Plan. It was already reported last year that necessary steps to fix ceilings on land holdings were taken by the Jammu & Kashmir, Punjab and West Bengal States. The latest available information in this regard indicates that laws fixing ceilings on existing land holdings have now been passed by the Legislatures in the States of Andhra Pradesh, Assam, Kerala, Madhya Pradesh, Orissa and Rajasthan. In the State of Assam, rules have also been framed for implementation of the ceilings and in West Bengal further progress has been made in the enforcement of ceilings, and out of about 4 lakhs acres of estimated surplus land 1.41 lakh acres have already been taken possession of by the Government and are being settled on yearly lease to *bonafide* cultivator. A Land Utilisation Board has also been set up for the best utilisation of these lands. A fear was expressed in the last Report that unless the legislation relating to ceilings on present land holdings is given a retrospective effect to the extent of at least 2 years and its implementation expedited, the very purpose of this measure will be defeated. It is gratifying to note that the laws passed in the States of Kerala and Rajasthan include provisions for giving retrospective effect of a certain period. The Orissa legislation is peculiar in one respect that it does not provide for taking over or acquisition of surplus lands by the State. The landowners are requested to dispose of the surplus land to any person belonging to prescribed categories at mutually agreed price within a fixed period. Such a provision limits the benefits that would accrue to landless agriculturists through the imposition of ceiling. It is hoped that in all the States where legislation in this regard has been passed the implementation will also be expedited and the State Governments/Union Administrations concerned will, while framing rules for implementation, provide suitable safeguards/reservations for the landless persons

belonging to backward classes. In the remaining States/Union Territories also the legislative measures for improving ceilings on land holdings may be expedited.

Allotment of lands to Scheduled Castes and Scheduled Tribes

9. The legislative and executive measures taken in the various States/Union Territories for allotment of lands to landless backward class persons were mentioned, in detail, in my last Report. All the figures, then available, regarding the acreage of land allotted to these Castes/Tribes were also indicated therein. This year all the State Governments/Union Administrations were requested to furnish latest information regarding the acreage of lands allotted to landless persons belonging to backward classes and also to intimate the changes, if any, in the legislative and executive measures adopted by them for providing agricultural lands to backward classes. Their response has, however, been very poor and statistical information has been made available by the Administrations of Himachal Pradesh and Tripura only. In Himachal Pradesh the total acreage of waste lands allotted to Scheduled Caste, Scheduled Tribe and Other Backward Class persons during the year 1958-59 was 7,825, whereas in Tripura the acreage of waste lands allotted to Scheduled Caste and Scheduled Tribe persons was 10,231, during the year 1959-60. Bhoqdan and Khas lands allotted to Scheduled Caste persons in this Union Territory during 1959-60 were 3,456 acres. The Government of Pondicherry have, however, intimated that so far no lands have been assigned to landless harijans in their area. Such a position clearly indicates that proper records are not being maintained in this regard. It is suggested that this may be done in future especially, in view of the fact that the importance of this economic measure for the welfare of backward classes has been stressed time and again in all the quarters.

10. The legislative and executive measures undertaken in this regard have not undergone any changes in the State of Jammu & Kashmir, and all the Union Territories. In the case of Rajasthan it was mentioned in the last Report that their policy of allotting cultivable lands only to co-operative farming societies and not to landless individuals is not a very happy one. That Government have now reported that the restriction on allotment to individuals imposed in January, 1959 has been withdrawn from February, 1960 and now permanent allotments to individuals have been ordered to be made in accordance with the relevant rules, etc. after reservation of land for allotment to two cooperative societies in each block. In the last Report certain suggestions in regard to land allotments were also made in respect of the States of Andhra Pradesh, Bihar, Jammu & Kashmir, Madras, Mysore, Orissa, West Bengal and the Union Territory of Delhi. All these State Governments and Union Administration, except Jammu & Kashmir, have neither furnished the latest information on the subject nor intimated their views on the suggestions put forward so far.

11. While allotting land to the Scheduled Castes and Scheduled Tribes, due care should be taken to provide for the following safeguards—

- (i) The land allotted to Scheduled Castes and Scheduled Tribes or that already with them, should not be allowed to be transferred to non-Scheduled Castes and non-Scheduled Tribes, under any circumstances. In cases where it is absolutely necessary to do so, prior approval of the District Magistrate concerned should be obtained so that he may ensure that no exploitation is involved in such a transfer.
- (ii) While settling Scheduled Caste and Scheduled Tribe people in canal colonies, they should not be charged, as far as possible, any price for the land allotted. If absolutely necessary, betterment levy may be charged only.
- (iii) While allotting waste land to persons from these communities, they should be allowed a period of at least 3 years for its development before they are

asked to pay land revenue to the Government. Ordinarily, no such levy should be imposed on them during the first year of the allotment and during the second and third years only one-third and two-thirds, respectively, of the land revenue should be charged from them.

- (iv) The land allotted should not ordinarily be less than 5 acres of dry land or $2\frac{1}{2}$ acres of wet land.
- (v) The taccavi loans should be paid to these persons, as far as possible, in kind rather than in cash.

Agricultural Improvement

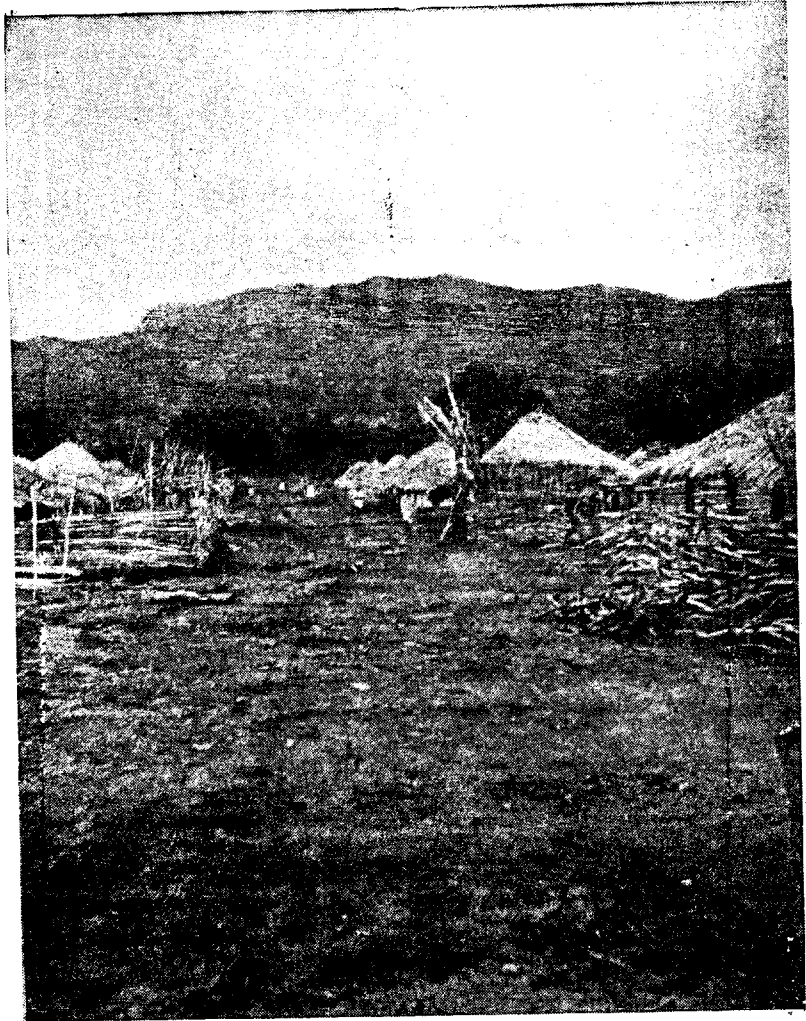
12. During the year under review all the State Governments and Union Administrations continued to implement various agricultural schemes sanctioned under the Second Five Year Plan as well as those undertaken outside the plan, which catered for improvement of the economic conditions of the Backward Classes. These schemes mainly consisted of aid for purchasing improved seeds, agricultural implements, bullocks etc., starting of agricultural colonies, demonstration farms or centres, and aid for reclamation of land.

13. Under the Centrally Sponsored Programme in **Andhra Pradesh** an expenditure of Rs. 1,84,950 (Rs. 1,33,950 for Scheduled Tribes, Rs. 42,000 for Scheduled Castes and Rs. 9,000 for Denotified Tribes) was incurred on the supply of improved seeds, plough bullocks and agricultural implements during the year 1959-60. In Andhra region under the State Sector Plan 60 Denotified Tribe families were supplied bullocks during 1959-60. During 1958-59 only 182 Denotified Tribe families received plough bullocks in Telangana region but in the following year 222 pairs of animals were supplied in addition to the distribution of implements to 200 families. A phased programme of two years for growing more food has been taken up in the Mizo District of **Assam** at a total cost of Rs. 17 lakhs and so far about 13,000 mds. of different kinds of seeds have been distributed. The **Bihar** Government provided financial assistance to 1,757 Scheduled Caste and Scheduled Tribe persons for purchase of agricultural implements etc., during the year under Report. The Government of **Rajasthan** provided assistance to 244 Scheduled Tribe families and 40 Gadia Lohars during 1958-59 for purchase of bullocks. Information for the year 1959-60 is not available. 2,063 mds. of seeds were also distributed in **West Bengal** during 1959-60. In **Andaman and Nicobar Islands** 500 fruit seedlings and 4,500 pineapple suckers were distributed free of cost and 10 orchards were raised during the year under Report. Vegetable seeds worth above Rs. 216 were also distributed at subsidised rate of 50% of the cost price in these Islands. 13 tons of fertilizers were supplied to the cultivators in the **Laccadive, Minicoy and Amindivi Islands** during 1958-59. This number, however, rose to 15 tons in 1959-60. Similarly in order to meet the demand for coconut seedlings nine coconut nurseries were set up and 500 mamatties and 100 pickottahs were purchased and supplied in addition to 500 beetle hooks and 200 rat traps. In **Tripura** under Centrally Sponsored Programme about 476 mds. of seeds and 9,933 grafts and plants were distributed among the tribals.

14. There is a scheme for supply of plough cattle to the Scheduled Tribes in certain districts of the old **Bombay State** area free of cost but the improved seeds are supplied to the Scheduled Tribe agriculturists in the same area at half the cost *i.e.* 50 per cent of the cost has to be borne by the beneficiary as his contribution. In **Marathwada** area of the State, however, ploughs, bullocks, seeds, and implements are supplied to the Scheduled Tribe people free of charge. It may be difficult for the Scheduled Tribe people to purchase bullocks and iron ploughs without incurring debts. Financial aid for the purchase of ploughs and bullocks is, therefore, very much desired. It would, however, be better if the Scheduled Tribes are asked to contribute at least 50 per cent of the cost of improved seeds supplied to them as in the old **Bombay State** area. Ordinarily



Potato cultivation by tribals—Bihar



Tajangi Land Colonisation Scheme—Andhra Pradesh

also the tribals have to purchase seeds and if improved seeds are supplied at concessional rates, it would be a sufficient aid to them. It is, therefore, suggested that the scheme in Vidarbha and Marathwada regions for the supply of improved seeds be slightly amended and brought in line with the scheme operating in the old Bombay State area. It is also suggested that periodical inspections may be undertaken by the officers concerned in all the States and Union Territories in order to see that the plough animals, seeds, implements and fertilizers are being utilised by the beneficiaries themselves for their own agricultural improvement.

15. In order to settle the Backward Classes on agriculture a scheme of starting agricultural colonies has been introduced in some of the States. Under this scheme each tribal family is given cultivable waste land, financial assistance for construction of houses in the colonies, and for reclamation of the lands. Bullocks, agricultural implements and seeds are given free of cost or at concessional rates besides facilities of communications, drinking water, irrigation, dispensaries, shops etc. In Andhra Pradesh, Bihar, Bombay, Mysore etc., special schemes for rehabilitation of Scheduled Castes, Scheduled Tribes and Denotified Tribes etc., have been taken up. The colonisation schemes taken up specially to wean away the tribals from the practice of shifting cultivation have been discussed elsewhere in this chapter. In addition to an amount of Rs. 5 lakhs allotted to the Andhra Pradesh Government for the scheme of colonisation for Scheduled Tribes like Yenadis, Yerukulas, etc., in Nellore District for the year 1959-60, a supplementary grant of 6 lakhs has been sanctioned for the plan period out of which Rs. 3,56,000 were earmarked for the year 1959-60. The Andhra Rashtra Adimjati Sevak Sangh, Nellore, has started a colony known as 'Gandhi Jansangham'. The settlers in this colony are Yenadis, Yerukulas, Kamaras, etc., and they have been settled by reclaiming 200 acres of land. The colonies which require to be developed are (1) Tarunavayi Colony—not very far from Siddipuram Colony; (2) Edagali Colony—near the Edagali Irrigation Channel; and (3) Kondlapudi Colony in Nellore Taluk. At some of these places, the Yenadis, Yerukulas and even Harijans have occupied the land unauthorisedly and they expect that the lands will be assigned to them without any difficulty. The problem of settling the Yenadis and Yerukulas is very urgent. House sites and agricultural land, if available, should be immediately allotted to them. A sum of Rs. 1.10 lakhs was allotted for implementation of a colonisation scheme for Denotified Tribes in Kiltampalem village of Visakhapatnam District during 1959-60, but the entire amount was left unutilised. In Bihar State a large number of Scheduled Castes and Scheduled Tribes have benefited from the scheme of settlement on land for agriculture. Figures supplied by the Land Reforms Department are quite impressive as can be seen below:—

Category	No. of families settled	Area of waste lands and lands vested in Government after abolition of Zamindari, (settled upto 1958-59).
Scheduled Castes	30,849	50,937 acres.
Scheduled Tribes	25,942	51,091 acres.
Others	12,195	16,342 acres.
Total	63,986	1,18,370 acres.

On contacting these people it was observed, however, that much still remained to be done by way of follow-up programme in the matter of actual reclamation of the lands. In a number of cases, as for example in Palkot, Ranchi District, in Akauni, P.S. Sherghati, Gaya and in Kundahit Multipurpose Tribal Block, the Scheduled Caste persons did not reclaim the lands, simply for want of actual demarcation. In fact they failed to locate them in spite of their best efforts. It will be better if the Government of

Bihar instructs their officers to show the lands to the Backward Classes who are allotted such lands and possession of lands is actually given to them before entering their names in the allotment registers. Under the land colonisation scheme 30 Scheduled Tribe families were to be settled in **Madhya Pradesh** during 1959-60. In **Mysore** 69 agricultural colonies were started during this period for the benefit of Scheduled Castes, Scheduled Tribes, Denotified and Other Backward Classes. The settlement of 100 landless tribal families was also taken up in **West Bengal** during the same period.

16. In land colonisation schemes the following points require special attention:—

- (i) Although in the beginning the families proposed to be settled may have to be given some maintenance grant, it should be seen that they do not idle away their time and begin working on their lands, or are provided necessary employment on the construction of houses, wells, etc., immediately after their joining.
- (ii) Seeds may be provided free in the beginning but the beneficiaries should be required to pay at least some contribution for purchasing bullocks and implements. They should also provide some contribution for construction of their houses but if immediate contribution is not possible, part of the cost may be treated as loan which may be recovered in easy instalments.
- (iii) Providing clothing, bullocks, implements, houses, etc., entirely free is not desirable as such free grants tend to demoralise the recipients who always look up to the State for all their necessities and lose the spirit of self-reliance and self-help.

17. The third important scheme in the agricultural field is the opening of demonstration centres to demonstrate to the tribals and backward classes, the agricultural improvements such as, preparation and use of compost manure, use of chemical fertilisers and improved seeds, introduction of better implements etc. Demonstration Centres are being opened all over the tribal and Backward areas of the country with a view to demonstrate the efficiency of various improved agricultural methods. Three farms have been established in **Andhra Pradesh** to educate the tribals in the modern methods of cultivation. In addition seven demonstration units were also opened. Four Agricultural Demonstration farms were established in **Assam** in 1958-59. During the year under Report a special scheme of establishing demonstration farms has been taken up in **Madhya Pradesh** to train tribal boys in better methods of agriculture, and 43 such demonstration farms have been established and attached to the existing middle schools. In **West Bengal** 824 demonstration plots in cultivator's holdings were arranged. The model demonstration coconut plantation set up under the scheme during 1957-58 at **Car Nicobar** in the **Andaman & Nicobar Islands** was maintained and further developed. A site for the establishment of another demonstration plantation at **Katchal** (Central Group of **Nicobar Islands**) was selected, and clearance work was started in an area of about 15 acres during 1959-60. In the **Laccadive, Minicoy and Amindivi Islands** 85 demonstration plots were maintained in all the nine islands to demonstrate to the cultivators the benefit of the application of fertilisers and adoption of improved cultural practices by which the yield of coconuts could be raised. Each demonstration plot has an extent of half an acre. The **Manipur Administration** have taken up two major programmes viz., the establishment of Agricultural demonstration-cum-experimental farms in the interior hill areas and grant of subsidy @ Rs. 500 (Rs. 400 in cash and Rs. 100 in kind) per tribal family for adoption of terraced cultivation.

18. The information regarding steps taken for reclamation of lands for the Backward Classes is available only from a few States although this scheme has been taken up in almost every State and Union Territory. The available information indicates that in

Bombay 1,352 acres of waste land was reclaimed for Scheduled Tribe, 279 acres for Scheduled Caste people and 1,000 acres for the Other Backward Classes during 1958-59. Similarly during 1959-60, 300 acres of waste lands were proposed to be reclaimed for the Scheduled Tribes and 60 acres for Scheduled Castes. The figures of actual target achieved are not available at present. 500 acres of waste land were reclaimed in **Madras** for the Other Backward Classes during 1959-60. In **Manipur** about 1,831 acres of land were reclaimed and terraced for the Scheduled Tribes while an additional 400 acres of land at **Jiribam** and **Tengnoupal** areas were reclaimed and terraced for demonstration purposes. In **Tripura** 180 acres of land were reclaimed and 60 acres were terraced during 1959-60 for the Scheduled Tribes.

Co-operative farming

19. In the last Report the necessity of proceeding with caution in the task of organising co-operative farming societies among backward classes was emphasised. Since organisation of co-operative farming societies of the Backward Classes must naturally take time on account of illiteracy and ignorance of these people, it was felt that extensive organisation of service co-operatives may be tried in the meantime. The Working Group on Co-operative Farming appointed by the Ministry of Community Development have made certain recommendations about organisation management, operation etc. of co-operative farming societies in the country and these recommendations, bear out the suggestions made in respect of organising co-operative farming amongst the backward classes last year. The report of this Working Group submitted in December, 1959 underlines the importance of making a very flexible approach to the whole question. Further they have stated that there should be an attempt to keep the membership of these societies broad-based and homogenous in interests and economic status. At present most of the States are examining this Report with a view to formulate an action programme for the introduction of co-operative farming. At this stage it must be emphasised that although the traditional co-operative farming which may be in existence among the Scheduled Tribes, should be encouraged improved and recognised as suggested by the Committee no compulsion in any form may be imposed on the Scheduled Tribes or other sections of the Backward Classes, who have no such traditional co-operative farming. Necessary steps may, however, be taken to educate the Backward Class Cultivators in Co-operation so that such farming societies may be evolved amongst them, with good will and in congenial atmosphere, in course of time and in the meanwhile service co-operatives may be organised with their willing Co-operation.

20. The need of service co-operative specially amongst the Backward Class farmers needs no special emphasis. A farmer is always in need of good seeds, fertilisers and other services and has to worry for sale of his agricultural produce at proper price. Being illiterate, the Backward Class farmer does not know, sometimes, even the sources from which good seeds and fertilisers can be promptly and cheaply obtained and is often exploited by unscrupulous money-lenders when he goes out to sell his farm produce. Organised system of buying and distributing promptly at very reasonable rates the seeds, fertilisers and other requirements of the cultivators and of selling their agricultural produce at the time when they are likely to get the best prices is therefore of utmost importance. Cheap credit to the Backward Class cultivators will also help them to improve their financial conditions and in getting out of the clutches of the money-lenders. All these services can be properly and efficiently done by good service co-operatives only and it is, therefore, of utmost importance that the Backward Class cultivators should be encouraged and guided to organise service co-operatives. Such co-operatives are bound to increase the efficiency of the farmers and ultimately their agricultural produce. The State Governments should, therefore, spare no efforts for organising such co-operative societies among the Backward Classes.

21. The Agricultural Co-operative Farming Society at **Tamtatoda** in **Madhya Pradesh** inaugurated by **Shri Abid Ali**, Deputy Minister for Labour in the Government of India, 195 SC & ST-9,

and registered in 1958 has been progressing well. The members of this Society are Scheduled Tribes like Gonds, Baigas and Pardhans. The Society has 300 acres of land for cultivation but about 227 acres have been reclaimed. There are already two wells for irrigation and it is proposed to construct 4 more wells. Two small tanks for storing water have also been constructed for irrigation. The Society has undertaken to grow vegetables and it is proposed to market them at Balaghat which is not far from Tantatoda. It is due to the hard and sincere work of Shri Deshraj Tripathi that the society has made good progress. Such societies need to be aided as their success will encourage the workers to persuade the people to take to co-operative farming and will thus help in organising new societies.

22. An attempt was made to collect detailed information regarding the progress achieved so far in the formation of various types of co-operative farming societies among the Scheduled Castes, Scheduled Tribes, and Other Backward Classes. The available information is indicated in Appendix XXIV. It will be seen from that Appendix that all in the following types of societies mainly formed for the Backward Class persons were functioning during the year under report in the States of Andhra Pradesh, Bihar, Bombay, Madhya Pradesh, Madras, Mysore, Punjab, Uttar Pradesh and West Bengal and the Union Territories of Manipur and Tripura.

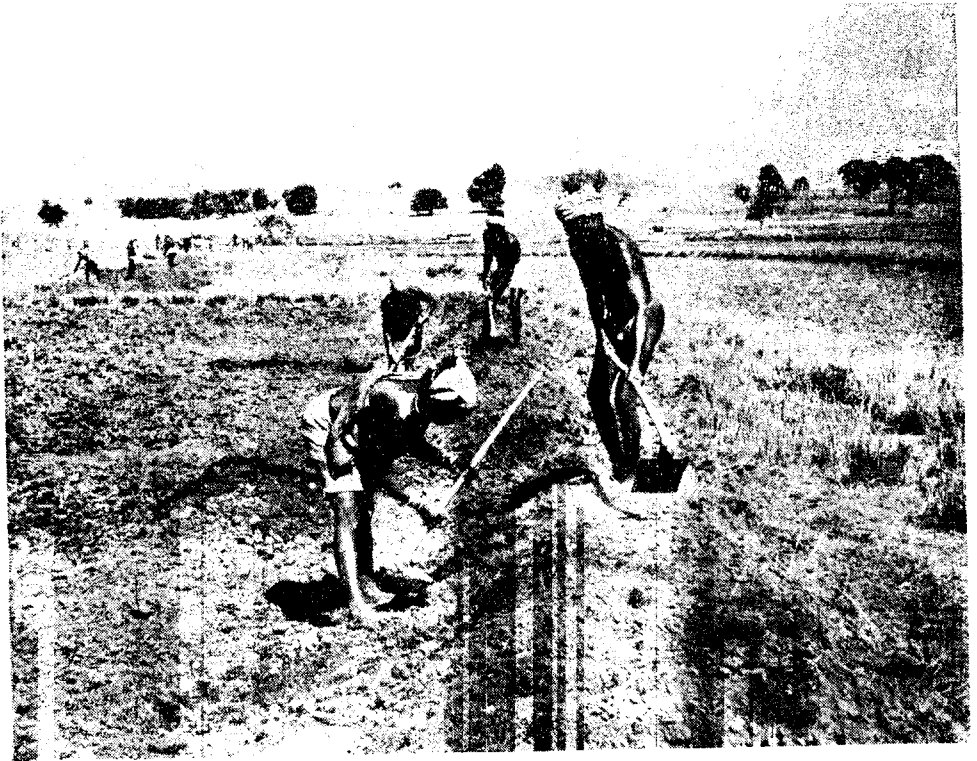
Land Colonisation Societies	50
Tenant Farming Societies	119
Co-operative Farming Societies of other types	937
Service Co-operative Societies	3014
TOTAL	4,120

Rest of the States/Union Territories have not furnished this information. It may also be mentioned here that the Government of Bombay have introduced a Pilot Scheme for permanent disposal of Government waste lands for cultivation and in this matter high priority in allotment is being given to the co-operative societies of backward classes. The Government of Madras, in the Harijan Welfare Department have also sponsored a scheme for organising about 100 land colonisation societies for poor and landless persons and as most of the Scheduled Castes and Other Backward Classes fall within that category preference is given to them while selecting the beneficiaries. A special scheme of Co-operative Farming for Depressed Classes has been prepared and is under the consideration of the Government of Mysore. This shows that attempts are already being made in this field by a number of State Governments but it is difficult to assess the achievements of this movement at this stage.

Shifting cultivation

23. As mentioned in the previous Reports, the Government of India are giving grants to the State Governments and Union Administrations, for schemes included in the State Sector as well as under Centrally Sponsored Programme for weaning away the tribals from the practice of shifting cultivation. The expenditure incurred on this programme for the last two years is indicated below:—

	Expenditure incurred in	
	1958—59	1959—60
Centrally Sponsored Programme	12,57,138	46,90,479
State Sector Schemes	11,43,100	19,67,000
TOTAL	24,00,238	66,57,479



Dressing up a soil-conservation bund—Orissa

The details of expenditure incurred by the various States/Union Territories on this programme are given at Appendix XXV.

24. It was pointed out last year that in addition to the separate provisions made in the State Sector, Centrally Sponsored Schemes and special allocations to finance the schemes to tackle shifting cultivation the Central Soil Conservation Board of the Ministry of Food and Agriculture have also launched a separate programme for opening research-*cum*-demonstration centres, bunding etc. It was commented in the last two Reports that instead of drawing up separate schemes under these programmes the State Governments and Union Administrations concerned should draw up an integrated programme for tackling the problem as it exists in their areas and indicate what parts of this programme are to be financed from the different sources, but no action appears to have been taken by the authorities concerned in pursuance of this suggestion. This question also came up for discussion in the Sixth Meeting of the Central Advisory Board for Tribal Welfare held in July, 1960 and the Board recommended that a comprehensive, systematic and coordinated investigation should be undertaken immediately on the lines indicated broadly in the note received from the Ministry of Food and Agriculture (reproduced at Appendix XXVI). It was emphasized that in carrying out these investigations the human and psychological aspects of the problem should be constantly kept in view. In view of this recommendation it is now felt that the Ministry of Home Affairs should pursue the matter and as soon as a systematic and coordinated investigation has been carried out in a State/Union Territory, the Ministry should take an initiative to get an integrated plan for control of shifting cultivation prepared for that State/Union Territory.

25. In the State of Assam, a separate Soil Conservation Department has been created. The activities of this Department have been confined to the Districts included in the Sixth Schedule of the Constitution. In order to reduce soil erosion, this Department is now working for the creation of wooded cover on the hill tops of the mountain ranges and so far two barren hill tops of about 90 acres each in the United Khasi and Jaintia Hills have been successfully taken up for afforestation. In 1959-60, this programme was proposed to be extended to the other 3 Districts also to cover 200 acres. The actual progress achieved in this direction has not, however, been reported. In order to popularise the cultivation of cash crops such as para-rubber, cashew-nut, black pepper and Coffee necessary demonstrations were also arranged. Due to the success of demonstrations in about 20 centres the demand for cashew-nut plantation has become considerable. A loan-*cum*-subsidy scheme for its cultivation is, therefore, under implementation and about 1,000 acres have so far been planted with successful results. As regards black pepper, the Forest Department has so far started 30 nurseries wherefrom planting material of the spices can be distributed free to the tribal villages. During the year under report, about 20,000 cuttings were distributed to the tribals. In order to make rapid progress, a loan-*cum*-subsidy scheme for this crop is proposed to be implemented in the next year. For encouraging coffee plantation the representatives of Coffee Board were invited to study the plantation and if favoured by the Board, a loan-*cum*-subsidy scheme for coffee will also be introduced. The terracing programme is taken up in all the five autonomous Districts of United Khasi and Jaintia Hills, Mikir Hills, North Cachar Hills, Garo Hills and Mizo Hills and the possibilities of providing cheap irrigation on terraces are under investigation.

26. In Orissa, schemes for the colonisation of shifting cultivators have been undertaken both under State and Centrally Sponsored Programmes. Details of the schemes were included in the last Report and it was commented that the scheme of Water-Shed Management Units taken up under the Centrally Sponsored Programme in this State was a commendable and bold experiment, especially in view of the fact that ordinary colonisation schemes could not be successfully implemented here because of the paucity of suitable lands. During the year under Report, a sum of Rs. 15 lakhs was sanctioned for this scheme, and by March, 1960, in addition to contour bunding, construction of grass

water ways at suitable places and plantation of cashew-nuts had been started in the areas selected for Water-Shed Management. Around Sunabeda where the scheme is being executed the bald hill tops round about the area were covered with some greenery in March last and soil erosion appeared to have decreased. It would, however, be desirable that the State Government should take necessary steps to maintain a complete record of the areas under shifting cultivation from year to year in order and to indicate how much area has been reclaimed through these schemes of soil conservation. In fact such records may be kept in all the States/Union Territories where large-scale soil conservation measures are being undertaken. In case of the States/Union Territories in which big colonisation schemes are afoot these records may be so designed as to indicate the reduction in acreage under shifting cultivation as well as the number of persons practising it from year to year. The Soil Conservation Training Centre, which is a part of the scheme of water-shed management units, has also been functioning and till January, 1960, 14 candidates have completed the training. Though there is a provision for admission of 25 persons in each batch for a 6 months' training course, only 14 persons could be trained due to the shortage of suitable Scheduled Tribe candidates. The Government of Orissa should make special efforts to pick up enough number of suitable candidates for training in this work as the success of this scheme will depend ultimately on the trained field staff.

27. In Andhra Pradesh, the six colonies started in 1956-57 were maintained during the year incurring an expenditure of Rs. 2,78,761. Out of the six colonies visited by me during the year the Jeelugumilli colony in West Godavari District was started in 1954. In fact, the foundation stone of this colony was laid by me and 28 families were proposed to be colonised there in the beginning. Since then sanction for admission of 24 more families has been issued by the authorities concerned, but out of them 12 families have joined so far. Each family has been granted 39.15 acres of land and all the land reclaimed so far has been brought under cultivation and crops like cholam, ragi, etc., were raised. Rope-making which has been introduced as a cottage industry in the colony has been found to be successful. A drinking water well, 72 feet deep, has been constructed in the colony at a cost of about Rs. 20,000/-. The colony appeared to be progressing well but it was found that the inhabitants were still addicted to toddy drinking. The other colonies also appeared to be progressing steadily. In addition to the existing scheme of colonisation the Government of India sanctioned a further sum of Rs. 10 lakhs to be utilised during 1959-60 and 1960-61 for weaning away the tribals from shifting cultivation, but during 1959-60, no amount could be utilised. The State Government, however, propose to utilise the entire amount in 1960-61 for colonising 200 families in Andhra Region and 120 families in Telengana Region. Besides, a sum of Rs. 82,595 was spent for agricultural schemes for providing facilities for improvement of agriculture, running of pilot demonstration farms and units and training of hill-men as Demonstration Maistries. The number of Demonstration Units in Agency Areas was increased by seven. The Government of Bihar have continued their scheme of rehabilitating Scheduled Tribe families practising shifting cultivation. So far 816 families who were practising shifting cultivation have been settled in the District of Singhbhum, Ranchi, Palamau and Santhal Parganas. These families were provided with agricultural implements, bullocks, etc. and a total expenditure of Rs. 4,76,266 (Rs. 4,38,926 from Plan provision and Rs. 37,340 under committed expenditure schemes) were spent during the year under report.

28. The scheme for the rehabilitation of Scheduled Tribes practising shifting cultivation has been taken up in the State of Bombay at a total cost of Rs. 2 lakhs during the years 1959-60 and 1960-61. Two colonies of 50 families each in Dangs and Chanda districts were to be established. The entire provision of Rs. 50,000 sanctioned for the Chanda District was spent on construction of hutments, purchase of bullocks, etc., and the Scheduled Tribe persons selected for the colony have already occupied the hutments constructed for them. In the Dangs district only the site for the colony has so far been selected.



Cultivation in Tripura

29. In Madhya Pradesh, under the scheme for stopping the practice of shifting cultivation, started during the Five Year Plan, 884 tribal families have so far been settled. This includes 91 families which were settled at a cost of Rs. 1.12 lakhs under the Centrally Sponsored Programme, during the year under report. These families are settled in colonies which function as agricultural demonstration farms for other shifting cultivators.

30. It was mentioned in the last Report that the Government of Madras had undertaken a scheme for settling shifting cultivators at a cost of Rs. 13,900. During the year under report they had submitted another scheme for setting up a Research-cum-Demonstration Centre to utilise the remaining allocation of Rs. 1 lakh which was disapproved by the Government of India on the ground that the allocation was meant for the rehabilitation of shifting cultivators and improvement of their lands and a research scheme like the one proposed, was more a concern of Ministry of Food and Agriculture. The State Government have not yet been able to draw up a fresh scheme for the allocation.

31. The Government of Mysore have started implementing a scheme for rehabilitating the Scheduled Tribes families practising shifting cultivation in the Mysore and Coorg Districts at a cost of Rs. 2 lakhs. During the year under report it was proposed to establish 4 agricultural colonies in different parts of Coorg district for settling Kuruba and Yerawa families to permanent cultivation at a cost of Rs. 1 lakh. The actual progress of the scheme has not, however, been reported.

32. In West Bengal, an expenditure of Rs. 24,608 was incurred on the rehabilitation of 74 Toto families who are the only shifting cultivators in this State. This scheme is expected to be completed by the end of 1960-61.

33. In so far as the Union Territories are concerned, in Tripura the scheme for settling the jhumias continued during the year 1959-60 and an amount of Rs. 8.460 lakhs was spent on giving 1986 families the first instalment of grants for settling down to permanent cultivation and second instalment to 1250 families. In this manner, 11,540 families were settled till March, 1960. By the end of the 2nd Five Year Plan, 13,532 jhumia families will be settled on land permanently and a balance of about 7,500 families will remain to be settled in the Third Five Year Plan period. One obvious shortcoming of the colonisation scheme in Tripura is the short period of a year or two in which all the measures to improve the lot of the jhumias settled in the colonies are proposed to be completed. The jhumias are thus overwhelmed with all the schemes such as improvement in agriculture, animal husbandry, horticulture, cottage industries, etc., along with providing facilities of drinking water wells, roads, irrigation, reclamation of lands, etc., taken up soon after they are allotted lands for cultivation. The colonists who were doing shifting cultivation for many years of their life are hardly able to adjust themselves to the new surroundings though they are convinced of the Government's good intention to help them to settle down. During my tours in Tripura during the year under Report, it was observed that the jhumias were inclined to give up shifting cultivation gradually provided they were settled on good agricultural land. They want more cultivable land in the plains (Lunga Land) as they find it difficult to take to terrace cultivation early. They were feeling that there was paucity of forest area now for jhuming and were, therefore, willing to take to plough cultivation. In addition to the scheme of colonization, it is advisable to grant lands for cultivation to individual families also in order to induce them to give up shifting cultivation. I am glad to learn that the Union Administration have already suggested such a measure for weaning away the jhumias from shifting cultivation.

Cottage Industries

34. During the year under report an expenditure of Rs. 1,32,77,816 is estimated to have been incurred on the schemes for promotion of cottage industries among various categories of backward classes. This indicates that about 48 per cent of the allocation of Rs. 5,74,32,468 made in the Second Five Year Plan had been utilised by the end of the fourth year of the Plan. The category-wise details of this expenditure is indicated in the table below and further State-wise details of financial as well as physical targets achieved have been given in Statements A & B at Appendix XXVII:

S. Category of No. Backward Classes	Second Five Year Plan						(Rupees in lakhs)		
	Plan Provision		Expenditure incurred during 1958-59		Expenditure incurred during 1959-60 (Estimated)		Total expenditure incurred in 4 years of the 2nd Five Year Plan (1956-57 to 1959-60)		
	State Sector	Central Sector	State Sector	Central Sector	State Sector	Central Sector	State Sector	Central Sector	
1	2	3	4	5	6	7	8	9	10
1. Scheduled Tribes	139.99	116.53	18.22	12.32	26.84	29.36	63.69	50.08	
2. Scheduled Castes	78.94	160.57	10.72	18.61	14.98	37.90	41.11	77.14	
3. Denotified Tribes	35.22	11.99	2.06	.81	5.50	1.34	13.20	3.16	
4. Other Backward Classes	18.58	12.50	4.9	2.82	3.40	13.45	11.63	16.98	
TOTAL	272.73	301.59	35.94	34.56	50.72	82.05	129.63	147.36	

35. The main items under this programme, were the same as last year, and consisted of training, training-cum-production and production centres for various types of industries. The trainees, joining the centres, were given some technical and financial aid as a follow-up measure either on individual or co-operative basis. Available information regarding the industries for which such centres have been opened and the assistance offered to the trainees in the States of Bihar, Kerala, Madhya Pradesh, Madras, Mysore, Punjab, Rajasthan, Uttar Pradesh and West Bengal and also in Pondicherry and Union Territories of Delhi, Manipur, Tripura, has been shown in Appendix XXVIII. It would be seen therefrom that a large variety of industries have been taken up for promotion through the opening of such centres. The working of the training-cum-production centres was subjected to a detailed study in the last Report and certain recommendations were made. Since the training and production centres are the mainstay of the programme of advancement of cottage industries among the backward classes it is strongly felt that all the States/Union Territories should see that as far as possible there is no wastage in the programme and this can be done only by selection



A Birhor girl making mats from palm leaves--Bihar



Spinning is a means of livelihood for tribals—Himachal Pradesh

of students having aptitude for the crafts or industries in which they are to be trained, by providing thorough training so that the trainees are able to take up the craft or industry independently for their maintenance after completion of the training and by seeing that they actually do so by arranging necessary follow-up programme. It is therefore hoped that all the State Governments and Union Administrations will take necessary action on these and other recommendations made last year.

36. The achievements of the training-cum-production centres opened for Scheduled Tribes under the Centrally Sponsored Scheme in Bihar were taken up for a special study by the Assistant Commissioner for Scheduled Castes and Scheduled Tribes for that region. The main findings of this study, summarised below, are revealing:

- (a) As against the total provision of Rs. 12.50 lakhs made for the Second Five Year Plan period for the training of 3,000 tribals in 9 industries only 517 candidates were trained till 30th September, 1959 (the first 3½ years) at a cost of Rs. 3.28 lakhs.
- (b) Some of the defects in the actual working of the centres are:
 - (i) gaps between joining of the instructors and artisans and the starting of actual training,
 - (ii) gaps between completion of training of one batch and beginning of training of the new batch,
 - (iii) failure to make a prompt supply of all requisite tools and equipments,
 - (iv) difficulties in obtaining raw materials.
- (c) The tribal candidates admitted to these centres are in a small number probably due to a poor response to this scheme on the part of tribals. This may, perhaps, be attributed to unsuitability of crafts taught, scanty prospects of earning a good living after training, etc. This whole question therefore needs a thorough scrutiny so that a more realistic programme may be prepared.
- (d) Though the Government departments have been directed to give preference to goods produced in these centres in purchasing their requirements, the articles listed for giving this preference include very few items which are being produced in these centres.
- (e) The progress in the field of follow-up programme for ex-trainees cannot be considered satisfactory as only about 190 trainees out of 517 trained so far received this assistance on individual and co-operative basis.

37. Besides the organisation of the training and production centres mentioned above technical and financial aid was also provided in certain States/Union Territories to those artisans who were already in the trade but were in need of finance for improving their methods of work. An attempt was made to collect comprehensive information in this regard, from the various States/Union Territories but the response has been poor. The statement at Appendix XXIX shows the details of the assistance offered in the States of Madhya Pradesh, Orissa, Punjab, Rajasthan and West Bengal and the Union Territories of Manipur, Tripura, Andaman and Nicobar Islands and Laccadive, Amin-divi and Minicoy Islands as well as the Government of Pondicherry, in respect of finance, technical guidance and marketing of goods produced. Development of Cottage Industries will receive a healthy impetus if such aid is given also in States/Union Territories in which there are no such schemes at present.

38. Information regarding the work done during the year under report in this field, by the following agencies has been collected and given in brief at Appendix XXX:

- (i) All India Khadi and Village Industries Commission.

- (ii) The All India Boards, *viz.*, Handicrafts Board, Central Silk Board, Tea Board, Coir Board, and Handloom Board.

39. *Leather Industry*.—In the last Report the importance of leather industry for Scheduled Caste persons as a cottage and small scale industry was discussed and it was also pointed out that the number of workers in this industry shows a gradual decline. This decline in employment potentiality indicates that the industry has, now, either failed to offer adequate economic return for its pursuers or the social stigma attached to it has become such a deterrant that a shift to some other occupation is preferred. During the year under report the Ministry of Commerce and Industry who were moved in pursuance of a recommendation made by the Central Advisory Board for Harijan Welfare that the problems of this industry as a cottage or home industry need special investigation expressed the opinion that the panel which has been set up by them to deal with this industry will adequately serve the purpose. In their first meeting the Panel appointed six sub-committees to deal with (i) Hides and Skins, (ii) Footwear and Leather Goods, (iii) Export, (iv) Vegetable Tanning Materials, (v) Tanning and Footwear Machinery and (vi) Chemicals. The broad terms of reference of the above sub-committees, as formulated by the Panel, were:

- (a) to assess the present availability/production of the materials concerned;
- (b) the future requirements; and
- (c) to make recommendations regarding steps to be taken to ensure the requirements mentioned at (b) taking into consideration;
- (d) any other relevant matters.

In addition to these standing sub-committees, an *ad hoc* sub-committee was also appointed in order to arrive at a quick assessment of the position of hides and skins and leather. The Panel also apprised itself of the difficulties faced by the industry like that of procuring skins at reasonable prices due to the competition for foreign buyers; restrictions being placed on tanning industry by the Municipalities and local bodies without giving them all the necessary and reasonable facilities; quality marking of goods produced, etc. It appears that the Panel has got into stride and is trying to tackle the developmental problems of this industry, systematically. In a subsequent meeting the Panel also took up the details of the Third Five Year Plan for this industry and accepting the need for conducting a survey of the industry in all the sectors recommended that this survey may be entrusted to the National Council for Applied Economic Research. It is hoped that the various sub-committees of the Panel while examining the problems and potentialities of the various aspects of the industry would give due attention to the development of this industry as a cottage and home industry. If a rapid programme of mechanisation in the industry is fostered the under-employment and unemployment of Scheduled Caste persons engaged in this industry in the rural areas, which is already being noticed presently, will increase. In order to avoid such a catastrophe the suggestion that the monopoly for providing certain types of footwear may be given to the village sector needs to be re-emphasized. It may be added that this matter needs special attention at this time when the Third Five Year Plan for this industry is being drawn up so that the large scale industry is not allowed to gain any extra concessions, under the garb of export promotion, which eventually may be disadvantageous to the village sector. It is also felt necessary that the relevant sub-committee of the Panel should particularly examine the export potentialities of the goods manufactured by the cottage and home sector, their internal marketing and also the problems about procurement of raw materials at reasonable rates.

40. The Khadi and Village Industries Commission have continued their programme of giving various types of help to the village artisans for a better and more complete recovery of hides, etc., from fallen cattle. The details of work done by them during the year under report is given at Appendix XXX. The Village and Small Scale Industries Organisation, Government of India started two Extension Centres for leather goods



The trained shoe-makers engaged in their work—Tripura

Scheduled Caste persons to continue traditional work, perhaps at the threat of economic sanctions. If such is the state of affairs, it cannot be called a happy solution and the administration must see that no injustice is done to the Scheduled Caste villagers who are generally economically dependant on the higher castes. The non-official agencies which operate in the rural areas also have a special responsibility in this regard. The system of giving contract by the panchayats and other local bodies for this work no doubt eliminates this strife, but it is very essential that for these contracts preference should in all cases be given to Scheduled Caste persons or their co-operatives. The non-official agencies should make all efforts to organise such co-operative societies of the Scheduled Castes, if necessary, in the areas where contract system has to be introduced.

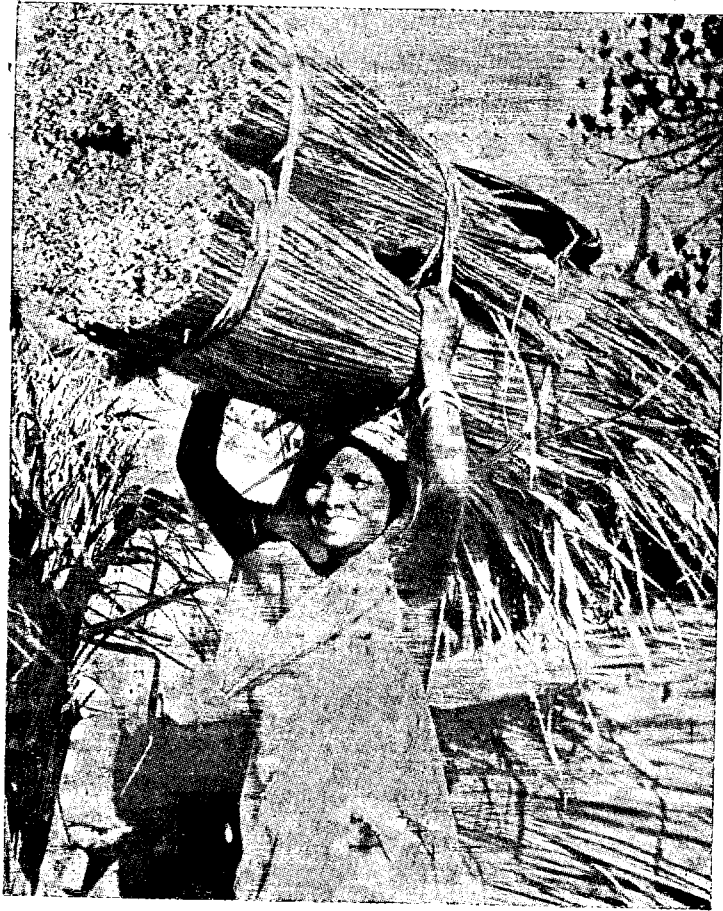
Co-operation

43. The year under review presents a picture of added strength and stability to the co-operative movement launched in various tribal and backward areas of the country. However, experience gathered so far shows that the expansion of this movement in the remote and inaccessible tribal areas will require far greater effort on the part of all concerned, and full acceptance of the programme by the Backward Class people themselves. The progress achieved so far may be seen from the following table:—

Category of Backward Class	Expenditure incurred			
	1956-57	1957-58	1958-59	1959-60 (estimated)
I	2	3	4	5
1. Scheduled Castes	43,977	2,04,358	2,07,471	3,25,719
2. Scheduled Tribes	15,31,880	15,88,357	23,03,457	26,22,500
3. Denotified Tribes	6,380	1,000	10,300	21,000
4. Other Backward Classes	15,645	8,113	34,690	1,11,700
TOTAL	15,97,882	18,01,828	25,55,918	30,80,919

The total expenditure incurred on this programme since the inception of the Second Five Year Plan comes to about Rs. 90.37 lakhs which represents approximately only 42 per cent of the plan allocation made for this purpose. The expenditure on the schemes is bound to rise sharply during the current year but inspite of that it can be said that a large amount under this item will remain unutilised at the end of the Second Five Year Plan.

44. As observed in the last Report, it was generally found that most of the co-operative societies started in the tribal and backward areas were credit societies which served only one of the needs of the Backward Classes and hardly catered to the other requirements of their economic pursuits, which are more directly related to production or providing cheap consumer's goods etc. Most of the State Governments and Union Administrations have now started taking suitable steps to increase the activities of co-operative societies in various fields of economic development as will be evident from the following paras.



A tribal woman on her way to the market—Tripura

45. In order to cater to the needs of the tribals in the Agency areas of Andhra Pradesh both in the matter of credit and distribution of necessities, Co-operative Marketing Societies are being formed. There are at present 18 Agency Co-operative Marketing Societies working in the Agency areas of the State in addition to the Andhra Scheduled Tribes Co-operative Finance and Development Co-operation Ltd. whose details of working were given in the last year's Report. The main objectives of the Societies are (1) to purchase minor forest produce of the tribals (2) to supply their domestic requirements at cheap rates and (3) to issue petty loans. The activities of the Andhra Scheduled Tribes Co-operative Finance and Development Corporation Ltd. Visakhapatnam, have been extended to the entire Districts of Srikakulam and Visakhapatnam and part of East Godavari District during the year 1958-59 and 1959-60, and separate agency primary marketing societies, have been organised in those Districts. In addition to the working of the Corporation and its primaries, 4 co-operative marketing societies are working, two each in the Special Multi-purpose Tribal Blocks at Araku and Hukumpet in Visakhapatnam District, two in Narasampet Multi-purpose Project in Warrangal District and two in Utnoor Multi-purpose Project in Adilabad District. Two co-operative purchase and sale societies are also working at Dornal and Atmakur for the amelioration of Chenchus residing in the Nallamalla forests in Kurnool District. The domestic requirements of the tribals are being supplied through the Agency Co-operative Marketing Societies working in the areas.

46. In Andhra Pradesh though the State Government have provided a number of facilities, there has not been much progress in the working of the forest coupes and labour contract societies for want of adequate finance, proper guidance and regular work. It is necessary to show some preferential treatment in leasing out the forest coupes to co-operative societies. The authorities of Public Works Department and High Ways Department should also extend their co-operation and entrust sufficient contract works to the labour contract societies, as the members of these societies being Harijans and Backward Classes, cannot pursue the matters with the concerned authorities and get contract works easily. It is necessary for the appointment of supervising staff to guide the members and educate them in the maintenance of accounts and in attending properly to their day-to-day business.

47. In Assam every effort is being made by the Co-operative Department for the development of co-operative societies in the backward areas. The Assam Government have reported that the target of 3000 co-operative societies in the Hill areas of the State aimed at during the Second Five Year Plan has already been achieved. No details about these societies are available in my Office but the State Government believe that entire provision made in the Second Five Year Plan for schemes of "Co-operation" will be fully utilised.

48. In Madhya Pradesh an Apex Society namely, the Madhya Pradesh State Tribal Co-operative Development Society Ltd. has been registered in the month of March, 1960, with Government's share capital contribution (non-returnable) of Rs. 6 lakhs which aims at the economic development of the tribals through the media of co-operative organisation. This will provide loans to the tribal co-operatives on one hand and on the other it will help in the marketing of farming and forest produce and also propagate the benefits of co-operatives to the tribal people. It has actually started taking interest in the marketing of brooms collected by multi-purpose co-operative societies of tribals in the Bastar District. The State Government have so far organised 171 multi-purpose co-operative societies, 7 farming co-operative societies and 2 forest labourers' co-operative societies for Scheduled Tribes, 50 multi-purpose co-operative societies for Scheduled Castes and 13 multi-purpose co-operative societies for Backward Classes. Efforts are being made to bring all sided economic development through these societies. The State Government is now concentrating efforts for the development of agricultural service

co-operative societies which will cover the activities like credit, production and marketing. During 1959-60, 1,600 service co-operative societies were organised in the State and 3,000 more societies of similar type are going to be organised during 1960-61 all over the State including Scheduled Areas.

49. In Madras, apart from 1373 co-operative societies which functioned exclusively for the welfare of Harijans and Backward Classes, 2504 rural credit co-operative societies also helped 40,924 Harijans and Backward Classes people. These members contributed Rs. 4.45 lakhs towards paid up share capital and held deposits to the tune of Rs. 25,955. The loans issued to them during the year and the amount of loans outstanding against them at the end of the year were Rs. 11.11 lakhs and Rs. 13.03 lakhs respectively. There are at present 30 labour contract co-operative societies functioning in the State composed of Harijans and other persons belonging to the backward communities who are engaged in quarrying, production of jelly, earth work, laying roads, construction of buildings etc. Government sanctioned interest free loan of Rs. 72,000 for working capital to 14 labour contract societies. Free services of Departmental staff were also sanctioned to five co-operative labour contract societies. Apart from this, the labour contract societies in this State enjoy certain other concessions from Government such as preference in the allotment of contract works, allotment of works costing Rs. 2,500 to Rs. 5,000 without calling for tenders, and the payment of bills at short intervals, etc. As on 31st December 1959, there were 28 labour contract societies with 3,980 workers and sympathisers as members with a paid up share capital of Rs. 54,835. They received contract works worth Rs. 3.41 lakhs and executed works to the value of Rs. 2.41 lakhs. A scheme for the organisation of salt workers' co-operative society at Thayyur in Chingleput District exclusively for the Harijans who are salt workers, is under the consideration of Government.

50. In Punjab no separate schemes exclusively for tribals and Scheduled Castes under this programme have been undertaken. However, under the general programme, 1,328 thrift and credit societies have been organised and they have about 5,000 Harijan members. There are also about 50,000 Harijans enrolled as members of other village credit societies which have a mixed membership. The State Government estimates that about a lakh of Harijan families are already within the fold of co-operative movement and are receiving necessary credit facilities and other benefits.

51. In Uttar Pradesh also the State Co-operative Department has no scheme exclusively meant for Backward Classes. There are already in operation, comprehensive schemes for the extension of co-operative agricultural credit, agricultural marketing and co-operative farming societies and the members of Scheduled Castes and Backward Classes also derive benefit from these schemes. 50 co-operative credit unions and 9 marketing societies have, however, been organised for the benefit of the residents of the Backward Areas in the Himalayan region. The number of industrial co-operative societies in the State has registered an increase from 2,613 societies in March, 1958 to 2,778 societies in December, 1959. The membership of these industrial co-operative societies is predominately from the artisans belonging to the Backward and Scheduled Castes such as Kores, Julahas, Bunkars, Chamars, Kumhars, Carpenters, Black-smiths etc. These societies have been able to provide the advantages of joint venture to about 1,50,000 artisans who are mostly from Backward Classes of the State. Broadly the industrial societies of the State may be classified under three heads in view of their working and organisational set up such as (a) Central Societies (b) Production Societies and (c) Service Co-operatives. The central societies function as representatives of the primary societies of either a District or a smaller area. These societies help in production of goods by the societies affiliated to them on a large scale in a planned way and arrange the sale of goods. The distribution of raw material is also channelised through these societies. The production societies are engaged in actual production work at their own

workshops through their constituent members. The service co-operatives supply raw materials, improved appliances and arrange purchases and sale of finished goods to their constituents. Financial assistance to these co-operatives is provided in the shape of loans and grants by various All India Boards which cover the particular trade pertaining to a co-operative. The All India Handloom Board finances Handloom Societies while the All India Village and Khadi Commission provides assistance to the village industries co-operatives and the Handicrafts and Small-scale Industries Board to the handicrafts and small-scale industries co-operatives of the State. Upto the period ending December 31, 1959, an amount of Rs. 19,000 and Rs. 42,03,336 were provided to the handloom co-operatives of the State from the cess fund of the All India Handloom Board for share and working capital respectively. Besides, grants were given to the Handloom Societies for opening Sale Depots and Dye-houses and also purchase of improved appliances. The Village and Khadi Commission during the year 1959-60 provided a sum of Rs. 40,31,190 to the Village and Khadi Co-operatives as loans and grants. The Handicrafts Board also provided a sum of Rs. 1,40,000 to the Handicrafts Co-operatives during the year 1959-60 for working and share capital. Besides liberal financial assistance available from various Boards a sum of Rs. 1,00,000 has been provided for 50% subsidy to the industrial co-operatives of the State for construction of workshop. An amount of Rs. 10,000 was also paid to the non-textile societies as subsidy for purchase of improved tools and appliances during the current financial year.

52. In the Andaman and Nicobar Islands, there exists a co-operative society in almost every village inhabited by the Nicobarese for the collection and marketing of coconuts, copra and betelnuts. Almost all the families are members of the societies. A system of thrift deposit has also been introduced from July, 1959 in all the 27 societies. The climate is already favourable for developing and strengthening the co-operative movement in all its spheres. Taking advantage of the traditional co-operative economic activities of other tribals in the islands, efforts may be made to organise co-operative societies among other tribals of the islands also.

53. The Co-operative Societies Act, has not been extended to the Union Territory of Laccadive, Minicoy and Amindivi Islands. A Regulation for the purpose is however, under the consideration of the Government of India.

54. Certain concessions and facilities are given to the co-operative societies organised for the benefit of the Backward Classes in some of the States. Information in this regard received from the Andhra Pradesh, Madras and Madhya Pradesh is given at Appendix XXXI. It was recommended in my 1957-58 Report that in order to make the co-operative movement popular amongst the Backward Classes effective propaganda should be carried on and poor tribals and Scheduled Caste members should be allowed to pay towards their share in smaller instalments. A number of States like Andhra Pradesh, Assam, Bombay, Madhya Pradesh and West Bengal etc., have already taken suitable steps in this direction.

55. A serious problem faced by the tribal people is the exploitation by unscrupulous dealers, be it in the purchase of essential commodities like salt etc., or in the sale of perishable commodities like fruits, potatoes, paddy and commercial crops. It was observed in the last Report that there was an urgent need for setting up an adequate number of marketing societies so as to procure and sell these goods on behalf of the members. In this connection it is learnt that in Andhra Pradesh formation of marketing societies is being encouraged in the Agency Areas for the tribals and these societies will grant loans to the tribals both for productive and non-productive purposes on personal security. There is a proposal with the Andhra Scheduled Tribes Co-operative Finance and Development Co-operation Ltd., Visakhapatnam for the opening of marketing depots at important market centres in the plains areas also, to market the minor forest produce collected

from the tribals at the *Shandies*. The Madhya Pradesh Government has organised marketing co-operative societies both in the tribal areas as well as in non-tribal areas. In Uttar Pradesh, the Uttar Pradesh Industrial Co-operative Association Ltd., the apex organisation of the Industrial Co-operative Societies, has 14 Sales Depots. In these Sales Depots products of various industrial co-operatives are sold. Besides these, the bigger societies have their own Sale Depots which are at present 163 in number.

56. The necessity of instituting suitable training programme for training the Backward Class people in the methods of co-operative organisation was emphasised in my last Report. In Andhra Pradesh there is a scheme 'Training and Education' for both official and non-official co-operators which is being implemented in the State and has been proposed to be continued during the Third Five Year Plan also. This scheme envisages training the members and office bearers of the co-operative societies in the principles of co-operation and in the administration of the societies. The outsiders who are desirous of working in the co-operative institutions are also being imparted training in the co-operative training institutions at Rajahmundry and Anantpur for a period of 11 months. The Co-operative Department of Madhya Pradesh has got three subordinate co-operative training centres at Agra, Nowgong and Jabalpur. The fourth is going to be opened at Bilaspur. The trained persons wherever available are appointed as managers of the co-operative societies. In Uttar Pradesh a training programme has already been made and 150 persons have been trained so far. No provision however, exists for stipends to the representatives from the non-textile societies. In the Andaman and Nicobar Islands the village co-operatives which are of multi-purpose type are manned by the Nicobarese themselves. The immediate need is to train as large a number of Nicobarese as possible in the principles of co-operative development and management of co-operative institutions, and with this object in view, a scheme has been worked out for implementation during 1960-61. The action taken by other Governments on this suggestion is not known.

57. It was recommended in 1958-59 Report that in order to avoid management difficulties, the State Governments/Union Administrations may try the experiment of giving trained peripatetic staff to a group of co-operative societies as is being tried in Maharashtra and Gujarat. In this connection it is learnt that in Andhra Pradesh, the co-operative societies for Backward Classes at present are generally managed by the departmental officers due to paucity of other suitable personnel. Wherever the directors of the society are not able to look after the administration of the societies and writing up of accounts of the societies, part-time clerks are being appointed to work in the societies. From 1959-60, grants for managerial expenses is also provided to each society for a period of five years. The Government of Madhya Pradesh have informed that so far as the primary credit societies functioning under the jurisdiction of a co-operative bank and affiliated to the bank are concerned, they fall under the revised schemes of supervision of credit societies on the lines suggested by the Reserve Bank of India recently. Under this scheme, a single big society or a group of a few societies are going to be placed in charge of a Group Secretary for the purposes of writing their accounts. The supervision will be provided by supervisors appointed by the Co-operative Bank. As for other co-operative societies functioning outside this scheme, they are receiving managerial assistance from the Tribal Welfare Department or the Co-operative Department and independent manager is attached to each such society. The Government of Uttar Pradesh have stated that such an arrangement is possible in case of small credit societies where transactions are not many. Appointment of Group Secretaries in case of industrial co-operative societies is not feasible proposition as there are day to day transactions in them.

58. The information so far available definitely shows that sufficiently trained hands from the Backward Classes are not available for taking up the managerial and secretarial work of the societies organised for them. The need of training Backward Class persons

for such work therefore, needs no further emphasis and it would be much better if a short-term course of six months or so for training the Backward Class persons in the administrative, managerial, secretarial and field work is arranged in all States and Union Territories. Unless this is done the extension of co-operation among the Backward Classes is bound to be somewhat difficult.

59. With a view to encourage the formation of co-operatives, the Khadi and Village Industries Commission provided Rs. 4.80 lakhs for loans to artisans to purchase shares in co-operatives. The Commission also envisaged the formation of co-operative tanneries in Madras, Punjab and Andhra Pradesh for which about Rs. 1.94 lakhs were disbursed during the year under review. The All India Handloom Board also sanctioned 26 industrial co-operatives for weavers in various States. A considerable number of 19 different types of improved appliances have also been distributed to weavers co-operatives. Full information about the co-operative societies of the Backward Classes organised under these programmes in the various States/Union Territories is however, not available.

Forest Labourers' Co-operative Societies

60. The forest labourers' co-operative movement which was confined, a few years back, to the State of Bombay only has now acquired momentum in a number of States. This moment is rapidly gaining strength and in due course of time, is expected to replace the old system of exploiting the forest through forest contractors. Available information about the progress made in this direction during the last four years is, given in the following table:—

Sl. No.	Name of the State/Union Territory	Total number of Forest Labourers' Co-operative Societies			
		1956-57	1957-58	1958-59	1959-60
1	2	3	4	5	6
1.	Andhra Pradesh	30	34	37	55
2.	Assam	Nil	Nil	Nil	4
3.	Bihar	7	17	20	N.A.
4.	Bombay	216	275	N.A.	N.A.
5.	Jammu & Kashmir	N.A.	1	1	Nil
6.	Madhya Pradesh	1	23	25	N.A.
7.	Kerala	4	N.A.†	N.A.‡	N.A.
8.	Mysore	N.A.	27	27	N.A.
9.	Orissa	10	15	20	N.A.
10.	Rajasthan	4	N.A.	15	29
11.	Tripura	Nil	3	3	3

61. There are no forest labourers' co-operative societies in the States of Punjab, Uttar Pradesh, Madras and West Bengal and Union Territories of Andaman and Nicobar Islands, Delhi, Himachal Pradesh, Laccadive, Minicoy and Amindivi Islands and Manipur.

62. The detailed information about the total number of members of the societies organised in the various States and Union Territories along with their total share capital, value of forest contracts taken etc. for the years 1958-59 and 1959-60 is given in Appendix XXXII.

63. In the State of Andhra Pradesh, there was a steady increase in the number of forest labourers' co-operative societies which rose from 37 in 1958-59 to 55 during the year under Report. The total amount of profit earned by these societies during the two years was Rs. 21,343 but the loss incurred during the same period was Rs. 1,17,518, which is very distressing. The State Government have not indicated any reason for this loss, but it is certain that there is some grave defect in working of the forests by the societies and thorough checking at various stages of operations and economy in miscellaneous items of expenditure should improve the situation.

64. The Government of Assam have now established four forest labourers' co-operative societies in the Plains Districts of Assam. Detailed information regarding these societies has not however been received from the State Government. Instructions have been issued by the State Government to local officers for formation of similar societies in the Hills Districts but exact position is not so far reported.

65. No information has been received from the Government of Bihar this year regarding the number and working of the forest labourers' co-operative societies functioning in the State at the end of last year. They have, however, finalised the proposal of organising 3 forest labourers' co-operative societies in the Districts of Ranchi, Santhal Parganas and Singhbhum on the Bombay pattern.

66. It was pointed out in my last Report that a disturbing feature, which was observed in the organisation of forest labourers' co-operative societies in Bombay State, was the amount of loss sustained by some of the societies, which rose from Rs. 1,52,575 in 1956-57 to Rs. 12,60,450 (and not Rs. 26,30,419 which has since been corrected by the State Government) in 1957-58. Out of the 16 forest labourers' co-operative societies which suffered losses during the year 1956-57, 10 societies suffered losses on account of less yield of forest produce. Similar is the case with the societies in Surat and West Khandesh Districts which suffered losses during 1957-58 due to the same reason. This cause obviously suggests that the forest yields were estimated on the high side by the Forest Department, resulting in higher fixation of upset prices and consequent losses to the societies concerned. It was reported by the State Government that in 1956-57, that Shri Amirgadh Vibhag Jungle Kamgar Sahakari Society in Banaskantha District suffered loss as "the material could not be sold during the year for want of permission from the Forest Department which could not give the same for non-payment of its dues. The material therefore, got deteriorated and fetched less price than expected". This matter has to be considered seriously, as the Society was, perhaps, doubly hit. Even if the Society had not been able to pay up its dues, the best course was to allow the Society to sell out the material in stock on condition that the whole or a substantial part of realisation was credited to Government. This would have been advantageous both to the Forest Department as well as the Society as the Forest Department would have realised the whole or part of its dues earlier and the Society would not have been put to loss or the loss would have been substantially reduced. In case of some Societies, it has been stated that the reasons for losses are still under the investigation of the State Government. It would be better if the investigations are expedited and results thereof are taken into consideration for future guidance. With a view to eliminate the difficulties experienced in the fixation of the upset prices of coupes to be allotted to the forest labourers' societies, the Government of Bombay have revised the procedure and simplified it. According to the revised procedure coupes will be allotted to the societies, with good financial position and the net realisation of the coupes determined after deducting the actual expenditure incurred on admissible items from the total amount

realised by sale of the material from the coupes, will be shared by Government and the societies in following proportions:—

	Forest Labourers' Societies	Forest Department
Upto 3 years old registered societies.	25 per cent	75 per cent.
More than three years upto 6 years old registered societies.	20 per cent	80 per cent
More than 6 years upto 9 years old societies.	15 per cent	85 per cent.
More than 9 years old registered societies.	10 per cent	90 per cent

NOTE :—(1) The age of the society for this purpose is counted from the actual date of registration of the society to 1st October of the year in which coupe is allotted.

67. The Government of Jammu and Kashmir had organised one forest labourers' co-operative society which sustained losses to the tune of Rs. 2,574 and Rs. 35,360 during 1957-58 and 1958-59 respectively. Details about the exact pattern of the society are not available but it was necessary to investigate the reasons for the losses and improvement effected in its working. The State Government have on the contrary withdrawn this scheme on the plea that Scheduled Caste people do not depend on the forests on their working and have intimated that the scheme is not feasible. It will be better if the State Government reconsider their decision and organise one or two societies on the Bombay pattern with proper supervision and guidance from the Forest and Co-operative Departments.

68. In Kerala, it was proposed to organise 25 forest co-operatives and actually four such societies were started in 1956-57. The progress made during the years 1957-58 and 1958-59 is not reported by the State Government.

69. In Madras there are no forest labourers' co-operative societies at present but the State Government have recently approved the proposal of starting 2 forest labourers' co-operative societies one at Masingudi and the other at Thengumarahada in the Nilgiri District. The question of formation of such societies for the exploitation of timber and other forest produce in Coimbatore District is under consideration of the State Government. The Government of Madras have set up an Advisory Committee in the Coimbatore District to sponsor formation of forest labourers' co-operative societies and to advise on their working and management. So far as the Nilgiri District is concerned, it has been decided that these functions could be handled by the existing Toda Welfare Committee in the District. The first meeting of the Committee was held on the 2nd March, 1960. There are, however, at present 6 co-operative marketing societies with Tribal as well as non-tribal members, which are engaged in the collection and marketing of forest produce, the details of which are included in Appendix XXXII.

70. There are no forest labourers' co-operative societies in the State of Punjab. According to the Punjab Government, the departmental system of working timber coupes which is in vogue at present in the State already ensures that forest labourers are not exploited and prompt payments are made to them. The Government further state that it would not at all be advisable to give up departmental system to timber extraction, because in the next few years far reaching changes are envisaged in the methods of timber extraction to make fuller use of wood and minimise wastage, and this would not be possible if the timber coupes are allotted to co-operative societies. It is difficult to understand the reason given by the State Government. Even if the coupes are worked by the Forest Department itself there should be no difficulty in organising forest

labourers' co-operative societies, which can be given logging contracts in coupes from which timber extraction is to be done. They can also work other coupes on contract basis and take up the work of collection and sale of minor forest produce on suitable terms. It is therefore strongly recommended that the State Government may reconsider their decision.

71. There was a progressive increase in the number of forest labourers' co-operative societies in *Rajasthan*, which rose from 15 in 1958-59 to 29 in 1959-60. The figure of loss incurred by these societies in 1958-59 stood at Rs. 32,343 but no information has been received in this regard for the year 1959-60.

72. In *Uttar Pradesh* a few forest labourers' co-operative societies were formed in the beginning but in spite of every encouragement and all possible facilities given by the department none of them could continue the work of exploitation of forest produce satisfactorily and as a result, all of them have since been defunct except a few societies of *Tehri-Garhawal*, which are entrusted with the resin operation work only. At present, therefore, no forest labourers' co-operative society exists in this State. This question is being actively considered again by the State Government in view of the fact that such societies are functioning satisfactorily in other States like *Bombay* and *Madhya Pradesh*. The State Government have therefore instructed the Forest Department to re-assess the whole position and the State Co-operative Department has been requested to assist the Forest Department in making the forest labourers' co-operative societies successful in the State by re-organising the old ones on proper lines and/or by establishing new ones.

73. No forest labourers co-operative societies have yet been established in the State of *West Bengal*. The State Government however, propose to have a few forest labourers' co-operative societies as an experimental measure during the Third Plan period.

74. There was no increase in the number of forest labourers' co-operative societies in *Tripura* during the year under review, but the membership of these societies rose from 153 to 170, all of them being tribals. The societies earned a profit of Rs. 379/- during the year 1958-59 but a loss of Rs. 1,404 was sustained during the same period. Information about profit or loss for the year 1959-60 is not available. The forest labourers' co-operative societies in this territory are also allowed to carry on trade in forest produce on permit system. The members of the societies are also employed by the Forest Department in plantation works on payment of usual wages.

75. There are no forest labourers' co-operatives societies in the *Himachal Pradesh*. It is understood that except for the labour engaged for felling of trees, the labour engaged for forest work generally comes from outside the Union Territory. It should not however be difficult to organise forest labourers' co-operative societies, which may, in the beginning, take up the work of felling of trees in the forest and may later take up other work after training some of its members in other forest operations. It is learnt that the Union Administration proposes to organise some forest labourers' societies during the Third Five Year Plan period.

76. There has been no change in the position as obtaining in *Manipur*, the details of which were given in the last Report. The *Andaman and Nicobar Islands Administration* may consider the feasibility of organising forest labourers' co-operative societies.

77. The organisation of the forest labourers' societies needs no more emphasis now as it is clear to all that such societies are necessary in the interests of the poorer sections of the people especially the Scheduled Tribes who reside in the forests. In the States where new societies are to be organised it is imperative that some of the officers of the Forest and Co-operative Departments may see and study the actual working of such societies in the States like *Bombay* and *Madhya Pradesh* where the societies are working successfully so that they may be in a position to guide the societies properly and help them in working the coupes economically. Haphazard or hurried organisation of the

forest labourers' co-operative societies without proper study may be injurious to the cause itself as if the societies do not work properly the movement itself may get a severe set-back. There should also be some training arranged for the keyworkers of the society such as Secretaries, Managers, Mukadams, Depot keepers and others.

Grain Golas

78. In the last Report necessity of opening grain golas for Scheduled Castes and Scheduled Tribes was explained and the position as obtaining in the various States and Union Territories was stated with suggestions for improvement and opening of new grain golas, where necessary. The progress made during the year 1959-60 in connection with the establishment of the grain golas in the States and Union Territories is indicated in Appendix XXXIII.

79. It will be seen from the information given in the Appendix that in Andhra Pradesh multi-purpose co-operative societies and agency co-operative marketing societies purchase minor forest produce of tribals, supply domestic requirements and provide necessary loans to them. It is true that multi-purpose and marketing co-operative societies serve a very useful purpose but good grain banks will ensure the tribals against any difficulty in obtaining seeds and food grains promptly when needed. It is therefore, suggested that the State Government may consider entrusting the working of the existing grain banks to the multi-purpose societies or to the marketing societies where they are in existence and to open new grain banks at other places as part of the activities of such societies.

80. Some difficulties in the proper working of the grain golas in the Bihar State were pointed out in the last Report. In that connection it was reported that sufficient grain is now kept in the grain golas and that the tribals are at liberty to take paddy loan and exchange it for seed purposes. State Government have also taken necessary steps to ensure regular recoveries by giving rewards for good work to the persons in charge of the work and inflicting punishment for slackness or malpractices, if any.

81. It was suggested in the 1957-58 Report that the members of grain golas in West Bengal should be persuaded to contribute to the stock by way of compulsory deposits on which a token interest may be paid to them. The State Government have now decided that the rate of interest for paddy loans would be 25% per annum with a rebate of $12\frac{1}{2}\%$ for punctual repayment. The societies would, however, collect interest at the full rate of 25% and the rebate of $12\frac{1}{2}\%$ earned by the members concerned, will be treated as personal deposits with the society. In addition to usual paddy loan admissible to him, a tribal member will be entitled to draw further paddy loan next season to the extent of the quantity held in his deposit account in the previous season and such loan will bear interest at the rate of $6\frac{1}{2}\%$ per annum.

82. As pointed out in the previous Report the integration of the grain credit institutions with the co-operative credit structure is extremely necessary. It is desirable that the grain golas should develop a cash wing for distributing the much-needed money credit in course of time and new grain golas as far as possible, may be sanctioned as part of the activities of the agriculture credit and multi-purpose societies. The information has not yet been received from all the States except Orissa which reports that instructions have been issued to all District Magistrates that where Gram Panchayat is a strong unit, and where Adivasis can be given share capital, the grain golas may be converted into co-operative type of grain golas and the transaction of such institution be regulated according to the bye-laws of the co-operative societies. At other places in that State grain golas are to be managed by Government direct.

83. An emphasis was laid in the previous Reports that the State Government may consider the desirability of amending the grain gola rules in such a manner that landless labourers can also take full benefit of the scheme. The available information

shows that the Government of **Bombay** found it difficult to apply the scheme of the grain golas to landless labourers unless they are able to give certain amount of surety in lieu of the grain to be obtained under the scheme. The Government of **Orissa** have intimated that preference will be given to the Scheduled Tribes and needs of the Harijans will be attended to if stock is available. In **West Bengal** there is no restriction in case of co-operative grain golas and landless tribal labourers can also take benefit of the scheme.

84. Available information shows that the grain gola scheme is not in existence at present in the States of **Assam, Jammu and Kashmir, Kerala, Punjab, Madras and Uttar Pradesh**. The Government of **Assam** have intimated that due to difficulty of having suitable and educated persons for appointment as Secretaries and necessary storage facilities for the grain golas, they do not consider it necessary to introduce the scheme at present. These difficulties are no doubt there, but they are not unsurmountable and it is hoped that the State Government will take necessary steps to train suitable hands for the work and provide suitable storage facilities for the grain golas. The **Kerala** Government have informed that there is no scheme of opening of grain golas in the State during the Second Five Year Plan. They may however, consider the feasibility of opening some grain golas for the benefit of the Scheduled Castes and Scheduled Tribes during the Third Five Year Plan period. The Government of **Jammu and Kashmir** are considering the feasibility of opening grain golas in the State. In the **Punjab**, it is reported that establishment of grain golas in the Scheduled Area of Lahaul and Spiti is not practicable as it remains snow covered for major part of the year and some co-operative thrift and credit societies have been established in that area. The Government of **Madras**, have already decided not to implement the Grain Cola Scheme. Although there are at present no grain golas in the State of **Uttar Pradesh**, the State Government propose to introduce a legislation for regulation of markets and necessary provisions for establishing grain golas are proposed to be included therein.

85. As regards the Union Territories, the Administration of **Andaman and Nicobar Islands, Delhi and Laccadive, Minicoy and Amindivi Islands** have stated that there is no necessity of having Grain Gola Scheme in those territories. The **Himachal Pradesh** Administration also does not consider it feasible to establish grain golas in the State.

Debt redemption and check on moneylenders

86. It is mentioned in the last Report that the Estimates Committee of the Lok Sabha in their 48th Report had recommended that a sample survey may be conducted of the problem of indebtedness amongst the Scheduled Castes and Scheduled Tribes with particular reference to the Union Territories with a view to ascertaining its extent and the incidence of indebtedness. The Government of India had in pursuance of this recommendation requested the State Governments to take necessary action. The position on 1st December, 1959 stated by the Deputy Home Minister in the Lok Sabha was as follows:—

“The Government of **Punjab** have recently carried out a Socio-Economic Survey with special reference to indebtedness carried out in Lahaul area and the Report of the survey is under their examination. The Governments of **Bombay, Bihar, Madhya Pradesh and Madras** are having surveys made to assess the extent of problem of indebtedness amongst the Scheduled Tribes in their States. The Governments of **Assam and Orissa and Himachal Pradesh** Administration are also collecting the necessary data. The Government of **West Bengal** do not consider such a survey necessary. The Government of **Andhra Pradesh** have not found it possible to undertake the survey with their present machinery. The Government of **Kerala** do not consider such a survey necessary as instances of exploitation of Scheduled Tribes by

moneylenders are few in the State. The problem does not exist in Manipur and Andaman and Nicobar Islands”.

87. The extent of indebtedness amongst the Scheduled Castes and Scheduled Tribes can never be properly known unless a sample survey as suggested by the Estimates Committee is conducted and it would, therefore, be better if the Governments of West Bengal and Kerala reconsider their decision. If it is not possible to undertake a survey in Andhra Pradesh with their present machinery, it would be advisable to appoint a special officer with necessary staff for the work.

88. An account of legislative and executive measures undertaken by the various State Governments and Union Administrations to regulate moneylending and to provide relief to the indebted has already been given in the last year's Report. Some of the changes that took place during the period under Report are, however, given in the following paragraphs.

89. The Government of Andhra Pradesh have recently promulgated two Regulations viz., The Andhra Pradesh (Andhra Region Scheduled Areas) Moneylenders Regulation, 1960 and The Andhra Pradesh (Andhra Areas Scheduled Tribes) Debt Relief Regulation, 1960, in the Scheduled Areas of the Andhra Region. The question of extending provisions of these Regulations to the Scheduled Areas of Telangana region in the State is under their consideration. Under the provisions of the Andhra Pradesh (Andhra Region Scheduled Areas) Moneylenders Regulation, all the moneylenders in the Scheduled Areas are required to obtain licences and by the introduction of this licencing system, the number of moneylenders from outside the Scheduled Areas will be restricted and their malpractices will be controlled. The Andhra Pradesh (Andhra Areas Scheduled Tribes) Debt Relief Regulation, 1960, inter-alia, provides that all interest outstanding on the 1st January, 1957, in favour of any creditor shall be discharged and only the principal or such portion thereof as may be outstanding shall be payable by such members. The rate of interest payable on debts incurred after the date on which the Regulation came into force has also been regularised and simple interest not exceeding 9% is allowed on a secured debt while simple interest not exceeding 12% is allowed on an unsecured debt. A Special Officer is also proposed to be appointed by the State Government for carrying out the purposes of this Regulation and he shall have power to apply and obtain loans on behalf of a member of a Scheduled Tribe from any co-operative society or any authority authorised by the Government in this behalf to repay the debts declared as due to the moneylender under the provision of the Regulation. No provision for the protection of movable and immovable property of tribals from attachment or sale by the creditors has, however, been made in these Regulations. This is a serious lacuna and it appears necessary to safeguard whatever little movable property the tribal debtors possess from attachment by the moneylenders.

90. The Madras Moneylenders Act, 1957 which was passed by the Madras Government for the regulation and control of the business of moneylenders has been brought into force initially in the city of Madras and the Municipalities of the State with effect from October, 1959. In order to relieve Adivasis from debts, the State Registrar of Co-operative Societies has submitted proposals to his Government for the formation of multi-purpose co-operative societies for Adivasis and these proposals are under examination of the State Government.

91. The two bills namely “The Mysore Moneylenders Bill 1958” and “The Mysore Pawn Brokers Bill, 1958” introduced by the Mysore Government in the State Legislature are not yet passed. It is hoped that early steps will now be taken to pass these bills.

92. As far as the problem of indebtedness in the areas of Lahaul and Spiti of the Punjab is concerned, the team of Investigators appointed by the Punjab Government to survey these areas from the point of view of indebtedness amongst the residents of

these areas has since completed its work and has reported that about 70% of the families are indebted and that only 12% of the debts is over 10 years old while 27% of the debts is about one year old. It is also reported that a good amount of the debt is for trade purposes. This report was considered at the 12th meeting of the Punjab Tribes Advisory Council held at Dharamsala on the 5th and 6th October, 1959 and the Council agreed that the following recommendations might be accepted:—

- (a) Debt over 10 years old should be wiped out altogether.
- (b) In regard to debts between 2 and 10 years old, negotiations, where possible through Panchayats, should be made in order to compound them finally.
- (c) In regard to new debts, the rate of interest may be reduced to a figure not exceeding 5%.

Information regarding the action taken on the above recommendations of the Tribes Advisory Council is awaited from the Punjab Government.

93. The Administration of Andaman and Nicobar Islands have framed two Regulations viz., 'The Andaman and Nicobar Islands Moneylenders Regulation, 1956' and 'The Andaman and Nicobar Islands Moneylenders Rules, 1957' which apply to the whole of Andaman and Nicobar Islands. Apart from this, the Andaman and Nicobar Islands (Protection of Aboriginal Tribes) Regulation, 1956 and the Andaman and Nicobar Islands (Protection of Aboriginal Tribes) Rules, 1957 also protect the interest in land, etc., of the tribals residing in the reserved areas.

94. The Administration of Laccadive, Minicoy and Amindivi Islands is drawing up a Regulation for the grant of loans to the Islanders for debt redemption.

95. The Administration of Tripura have recently extended the Bombay Money Lenders Act to their Territory and as a result all communities including Scheduled Tribes will derive the benefits of the provisions of that Act. As regards the Dadan scheme (granting loans on standing crops) some details of which were given in the last year's report, it may be pointed out that the repayment of the Dadan loan by the tribals is not satisfactory and fresh loans are not paid again to the defaulters until they pay up the first loan advanced to them. In the year 1959-60, however, a sum of Rs. 5.44 lakhs was paid as Dadan loan to other tribals, but information about the number of tribals benefited under the scheme is not available.

96. A statement giving an upto-date information regarding Regulations or Acts in force to check moneylenders and also for debt redemption in various States and Union Territories is given at Appendix XXXIV. It will be seen from that statement that there are no legislative measures for controlling moneylending business in the States of Jammu and Kashmir, Kerala, Rajasthan and Uttar Pradesh and in the Union Territories of Himachal Pradesh, Laccadive, Minicoy and Amindivi Islands, and Manipur. Unless there is proper check on moneylending business the poor illiterate sections of the society, especially the Scheduled Castes and Scheduled Tribes are bound to be exploited and it is, therefore, advisable that every State should have some legislation for its control for the protection of the poor and illiterate people. Measures for debt redemption and for improving the economic conditions of the Scheduled Castes and Scheduled Tribes will no doubt help in reducing their debts, but it is difficult for them to escape from the clutches of the crafty and dishonest moneylenders unless some legal restrictions are put on the moneylenders and their business subjected to inspection and control. The question of introducing a legislation for the restriction on moneylenders in the State of Rajasthan has been under the consideration of the State Government for some time but so far no progress has been made in this regard. It is suggested that the State Government may take early steps now in that direction. As regards the

Union Territories also such a legislation appears necessary at least in Himachal Pradesh and Laccadive, Minicoy and Amindivi Islands.

97. There are also no measures for debt redemption in the State of Bihar and Union Territories of Laccadive, Minicoy and Amindivi Islands, Manipur and Tripura. In Manipur, the problem does not exist while the Administration of Laccadive, Minicoy and Amindivi Islands is already drawing up a legislation for grant of loan for debt redemption as stated above. If after necessary survey it is found that the Scheduled Castes and Scheduled Tribes in Bihar State and in the Union Territory of Tripura, are indebted to a large extent, the question of providing some legal measures for their debt redemption may be considered by the State Government and the Administration concerned.

98. In order to protect the Scheduled Tribes from harassment by the moneylenders and others, legal aid in certain types of civil and criminal proceedings is being provided in some of the States and Union Territories. Information in this connection is given in Appendix XIV. It is suggested that such facilities may be extended in other States and Union Territories where the problem is somewhat acute.

Rehabilitation of Scheduled Caste and Scheduled Tribe persons displaced due to the construction of dams, industrial plants, factories and other development projects.

99. Information regarding the rehabilitation of Scheduled Caste and Scheduled Tribe persons displaced due to construction of dams, industrial plants, factories, etc., has been received from the Governments of Bihar, Mysore Orissa, Punjab, Rajasthan, Uttar Pradesh and West Bengal and the Union Administrations of Himachal Pradesh and Delhi only and is given in Appendix XXXV. An abstract of the information is however given in the following table:—

Category	No. of families displaced	No. of families rehabilitated	Acres of land from which displaced	Acres of land allotted
1	2	3	4	5
1. Total including Scheduled Castes and Scheduled Tribes	64,233	33,865	2,27,244.454	50,110.165 and 42 Bighas.
2. Scheduled Castes	12,618	6,129	7,157.92 and 3,324 Bighas	3,983.22 and 1,641 Bighas.
3. Scheduled Tribes	6,064	4,511	27,481.50	7,702.81

100. It would be seen from the detailed information in the Appendix that though the progress of rehabilitation of persons displaced by a number of projects was quite good, sufficient lands have not yet been provided to the displaced Scheduled Caste and Scheduled Tribe families.

101. In Bihar State 3,691 Scheduled Caste and 2,224 Scheduled Tribe families were displaced on account of the construction of Maithon, Tilaiya, Konar and Panchet projects. All these families have been rehabilitated. 129.62 acres of land were vacated by Scheduled Castes and 8,227.56 acres by Scheduled Tribes in Maithon project but only 46.08 acres of land were allotted to the Scheduled Caste families and 1281.61 acres to Scheduled Tribe families for their rehabilitation. A number of families did not ask for replacement of their lands and they were therefore, paid cash compensation

for their houses. In Tilaiya dam only 203 Scheduled Caste families were displaced from 354.17 acres of land. These families were given 197.09 acres of land for rehabilitation. 36 Scheduled Caste families and 52 Scheduled Tribe families were displaced from 199.19 acres of land due to construction of Konar Dam. 32.63 acres of land were allotted to the Scheduled Caste families but information in respect of the lands allotted to displaced Scheduled Tribe families is not available. Upto date information about the Kosi Project is not available.

102. The available information shows that in Orissa 81 Scheduled Caste and 817 Scheduled Tribe families were displaced from 217.30 acres and 4,225.63 acres of land respectively due to the construction of Mandira Dam. Similarly 300 Scheduled Caste and 1,500 Scheduled Tribe families were displaced from 1,000 acres and 13,704.62 acres of land respectively on account of the Machkund Hydro-electric Project. Out of the Scheduled Caste and Scheduled Tribe families displaced by the construction of Mandira Dam, 44 Scheduled Caste and 447 Scheduled Tribe families have been rehabilitated so far, and were given 62 acres and 1,696.62 acres of land respectively. In Machkund Hydro-electric Project, only 450 Scheduled Tribe families were settled and provided with 3,600 acres of land. It seems that no Scheduled Caste families have yet been rehabilitated. If so necessary action to rehabilitate them early may be taken now.

103. In the Punjab, out of the 274 Scheduled Caste and 132 Scheduled Tribe families displaced due to Bhakra Dam, 246 Scheduled Caste and 122 Tribal families have been settled so far. These displaced families were provided 1202 acres of fertile and cultivable waste land. An amount of Rs. 1.55 lakh was spent during this period on providing various amenities in the form of providing drinking water facilities medical and public health etc., to these people.

104. The Government of West Bengal have stated that the question of rehabilitating Scheduled Caste and Scheduled Tribe families uprooted because of these projects is no longer a live issue. The parties have received or are in course of receiving cash compensation and they have all settled elsewhere and purchased agricultural lands and house sites out of the compensation money received. There is only one project however, namely the Kangsabati Project which is under construction but there has been no displacement so far during the year 1959-60.

105. The position in regard to Uttar Pradesh is given in the following table:—

S. No.	Name of the Project	No. of Scheduled Caste families displaced	No. of families rehabilitated	Fertile and cultivable land allotted in acres
1	2	3	4	5
1	Chen	113	113	32
2	Ahraura	68	N.A.	N.A.
3	Sirsi	316	50	300
4	Rangawan	60	43	128
5	Balui	15	N.A.	N.A.
6	Matatila	256	N.A.	N.A.

1	2	3	4	5
7	Saprar	20	20	250
8	Naugarh	116	N.A.	N.A.
9	Chandraprabha	14	N.A.	N.A.
10	Jirgo	132	N.A.	N.A.
11	Baghelkhand	5	5	30

The displaced persons in all these projects were paid compensation for their houses, trees, wells etc. A model village of 16 houses was constructed in Vindhya Pradesh by the Madhya Pradesh Government at a cost of Rs. 8,000. This was over and above the compensation of Rs. 12.2 lakhs paid by the Uttar Pradesh Government to the Madhya Pradesh for land and houses. In the model village, 14 houses were occupied by Harijans and two by Backward Classes. In Matatila Dam there is no record in Tehsil for this purpose and the State Government have not taken any action to rehabilitate the displaced persons. The number of Scheduled Caste and Scheduled Tribe displaced families which fall under the Madhya Pradesh Government area is 119. The State Governments concerned should take prompt action to settle these people. The Government of Uttar Pradesh have stated that 80% of the displaced persons of Jirgo Dam and reservoir have made their own arrangements and are shifting to new places. Those who are settling near the shore line of the reservoir will be given emergent land to cultivate at prevailing rate. It may be pointed out here that unless the efforts of these displaced persons are supplemented by the State Government in the form of providing suitable amenities, these people cannot be fully rehabilitated.

106. In *Himachal Pradesh*, out of the 1,425 Scheduled Caste families displaced on account of the construction of Bhakra Dam in Bilaspur District, 385 families have been settled; 460 families have also been settled of their own accord and the remaining 580 families are being rehabilitated. Apart from full compensation paid to them for their houses etc., they have been allotted plots in New Township at concessional rate and granted subsidy for the construction of houses.

107. In *Delhi*, due to the construction of Shahdara Bund 198 Scheduled Caste families were displaced. 168 families of Scheduled Castes of 8 villages who were affected, were provided 250 square yards of land per family or as an alternative amount equivalent to the cost 250 square yards at the rate of 25 nP. per square yard. They were also sanctioned a subsidy at the rate of Rs. 750 each for construction of pucca houses during 1959-60. 30 families of another affected village did not accept the alternative site as it was low lying. Steps are being taken to provide them some other suitable land.

108. *Rupnarayanpur Government Cables Factory* in *West Bengal* under the Ministry of Commerce and Industry, caused displacement of 42 Adivasis families. All these families were paid compensation to the tune of Rs. 25,972.66 and were rehabilitated in the Chheadoba, Jorbari and in the adjacent mouzas. Some of the displaced persons did not prefer to settle in the Rehabilitation area. Another project under the Ministry of Steel, Mines and Fuel namely *Integrated Lignite Project, Neyveli in Madras*, affected about 813 Scheduled Caste families out of which only 34 were rehabilitated and were provided equal amount of land possessed by them. The total extent of the land allotted to them is 19.13 acres.

109. While constructing dams, factories or other development projects, it should be the most important duty of the authorities concerned to see that the Scheduled Caste, Scheduled Tribe and other Backward Class persons, who may be displaced from their homes are properly rehabilitated. In my last Report I had emphasised that the State Governments should not pay cash compensation even when the displaced persons from the backward classes desire to be paid cash compensation as the cash is frittered away by these poor persons who are also sometimes exploited and fail to settle down properly. In this connection, the Government of West Bengal have stated that the Land Acquisition authorities have no option in the matter of payment of cash compensation. They are bound by statute to make cash payment except in case of persons with limited interest for whom the Collector may find alternative land. It is also pointed out that there is no provision in the Land Acquisition Act for refusing payment of cash compensation. Although this may be the correct legal position, all efforts may be made by the State Governments through their Welfare Departments to convince the Scheduled Castes and Scheduled Tribes that compensation in kind is definitely more in their interest and the Governments should also see that as far as possible the displaced persons are properly rehabilitated on land instead of discharging only their legal responsibility of payment of cash compensation and disposing of such cases. It is, however, possible that in some States, suitable waste lands for cultivation at places where the displaced persons desire to settle may not be available. In such cases they may be helped to construct their houses and also to purchase private lands and if possible suitable private lands from big land-holders may even be acquired and given to these persons. Where this also is not possible they may be settled at suitable places by constructing houses for them and the balance if any of the compensation may be paid in cash as a last resort. In this case however, it will be necessary to see that they get employment in skilled or unskilled labour in the industrial or other projects started on the site. In case private contracts are given, a suitable condition may be inserted in the agreement that such displaced persons should be given first preference in employment by the contractors also.

110. Available information about the action taken by the State Governments and Union Administrations on the various suggestions regarding rehabilitation of displaced Scheduled Caste and Scheduled Tribe persons made in the last two Reports is given in Appendix XXXVI.

The Dandakaranya Project

111. The objectives and salient features of Dandakaranya Project, discussed in the last Report, and information about the total area to be developed under this project and the population of the Scheduled Castes and Scheduled Tribes in that area was given. The Constitution of the Dandakaranya Development Authority has since been amended. The Authority now consists of a Chairman, the Chief Administrator (who will also be the Deputy Chairman), the Chief Secretaries (or their nominees) of the Governments of Madhya Pradesh and Orissa, a representative each of the Union Ministries of Rehabilitation and Home Affairs and a member each for Finance, Engineering and Agriculture. A whole time officer has been appointed as Secretary of the Authority. In order to watch and frame adequate tribal welfare schemes, one post of Special Officer designated as Adviser, Tribal Welfare, has been created in the Dandakaranya Project.

112. As stated in the previous Report, promotion of the welfare of the tribals in the Dandakaranya area is most important. The following broad decisions have been taken to safeguard the interests of the local tribals:—

- (i) While selecting sites for the new villages and land to be allotted to the displaced persons eventually to be rehabilitated in the area, due care will

be taken not to disturb the rights of the tribals over the land and in the forests near their existing villages.

- (ii) Efforts will be made to see that no tribals are displaced while providing improved communications or irrigation facilities etc. If, however, it becomes absolutely necessary to displace some tribals by acquiring land for improvement of communications and irrigation facilities, the displaced tribals will be brought to new villages and settled there or in areas acceptable to them.
- (iii) While planning new roads or irrigation facilities, full consideration will be given to the requirements of the existing tribal areas.
- (iv) Existing tanks in the tribal villages will be desilted and where necessary improved.

113. The following broad directives have been issued by the Ministry of Rehabilitation to the Dandakaranya Development Authority:—

- (i) The tribal organisation in the Dandakaranya Development Authority should be strengthened with people who knew the local language and the local conditions.
- (ii) Liaison should be established with the local tribal leaders so as to get to know their feelings in regard to tribal welfare.
- (iii) Medical outposts should be established in the tribal areas and the visits by medical units to the tribal villages should not be on an ad-hoc basis but on a regular basis.
- (iv) The question of water supply in tribal villages should be given greater attention and the activities in this regard should be intensified.
- (v) Immediate steps should be taken to create Tribal Group Leaders who can take over work in the Engineering Section on the lines similar to those obtaining for the displaced persons Group Leaders.
- (vi) 25 per cent of the total area reclaimed should be made available for allotment to tribals.

114. The total cost of the Project during the Second Five Year Plan has been worked out and an amount of Rs. 17.70 crores approved for the Project. The entire expenditure on the Dandakaranya Development Scheme (including the welfare of the tribals) is to be met out of the funds allotted by the Ministry of Rehabilitation.

115. Since necessary statistics regarding the land required by the tribal population in the area are not available it has not been possible to fix precisely the percentage of reclaimed land to be earmarked for the tribals. Tentatively, it has been decided that 25 per cent of all land reclaimed would be earmarked for the tribals and new villages for them will be built in these areas. The tribals will also benefit from improved communications, irrigation facilities, better medical and educational facilities, greater employment, a more balanced economy and other schemes which will in due course be evolved for them in co-ordination with the programme of the State Governments concerned. The Governments of Madhya Pradesh and Orissa have already been requested to collect and furnish statistics of landless tribals and others and their requirements in the shape of houses and other facilities so that specific schemes for the rehabilitation of tribals may be drawn up.

116. During the year under review, medical facilities were rendered to 4,586 tribals in 71 villages through mobile dispensaries. Out of 2,000 acres of land reclaimed near Pharasgaon, 203 acres have been placed at the disposal of the District authorities of Bastar (Madhya Pradesh) for resettlement of tribals. The Dandakaranya Development Authority have also handed over 1,790 acres of reclaimed land under five blocks in the Omerkots area of Koraput, to the Orissa State. A scheme prepared by the Collector, Koraput for the rehabilitation of Scheduled Tribes is now under examination of the State Government.

117. The Estimates Committee (1959-60) of the Lok Sabha in their ninety seventh report on Dandakaranya Project have made valuable suggestions to safeguard the interests of the tribal people which can be summarised as follows:—

(1) Care should be taken to see that medical and educational facilities are equally available to the local tribals.

(2) The need for creating Tribal Group Leadership for setting the tribals who were weaned away from shifting cultivation in the newly reclaimed lands earmarked for them was emphasised. They pointed out that in dealing with the tribals the psychological approach was as important as provision of material benefits. It was essential for the success of the scheme that satisfactory relations should be maintained with the tribal people and the every effort should be made to secure their confidence and goodwill.

(3) Preference should be given as far as possible to the displaced persons from East Pakistan and the local people and in particular tribals for filling up the posts in the Dandakaranya Development Project. Available figures of employment show that the displaced persons, local people and tribals are employed to the extent of 20 per cent in Class III and 50 per cent in Class IV.

118. It was learnt that the local tribals of Dandakaranya Area were not satisfied with the facilities made available to them so far. Clearance of forest due to which they would be deprived of huntings, source of food, free fire wood and other forest produce, has caused worries and anxiety to them. They felt that the grazing facilities for their cattle would also be curtailed. It is learnt that nearly 20,000 acres of good forest lands have already been cleared and are being reclaimed for the purpose of cultivation. Out of this, only 25 per cent of area is to be allotted to the tribal people. This percentage has, it appears, been decided upon in an arbitrary fashion at present but it should be revised in proportion to the population of the tribals in the area and the number of displaced persons to be rehabilitated. It may be ensured that in all matters relating to the facilities in settlements, work centres, wages and medical and drinking water facilities etc., both classes of people—the tribals and the displaced persons—should be given the same treatment and no discrimination in this regard should be allowed. According to press reports in recent talks held at Delhi between the Chief Ministers of West Bengal, Madhya Pradesh and Orissa with the Union Rehabilitation Minister, the question of repercussions, the development of area would have, on the indigenous Adivasis was raised. I am happy to learn that the Chairman of the Dandakaranya Development Authority is reported to have given an assurance that the Adivasis would share the benefits of the development equally. The press reports also indicated that the suggestion of the Chief Ministers of Madhya Pradesh and Orissa that the interests of the Adivasis in the Areas where resettlement of the displaced persons was being undertaken should not only be protected but also promoted, had found ready acceptance by Dr. B. C. Roy, Chief Minister of West Bengal. We have however, at present no official information on these matters.

119. In the interest of tribals it is necessary also to have a proper and strict check on the truck drivers, contractors' men and outsiders visiting the area. If this is not done, the tribals may be exploited to a great extent. This has happened in some of the tribal areas as a result of the first impact of the outsiders, and any possibility of development of such a situation should be avoided as far as possible.

SECTION VIII

SPECIAL MULTI-PURPOSE TRIBAL BLOCKS

PROGRESS OF WORK DONE—STEPS TO IMPROVE THE WORKING OF THE BLOCK.

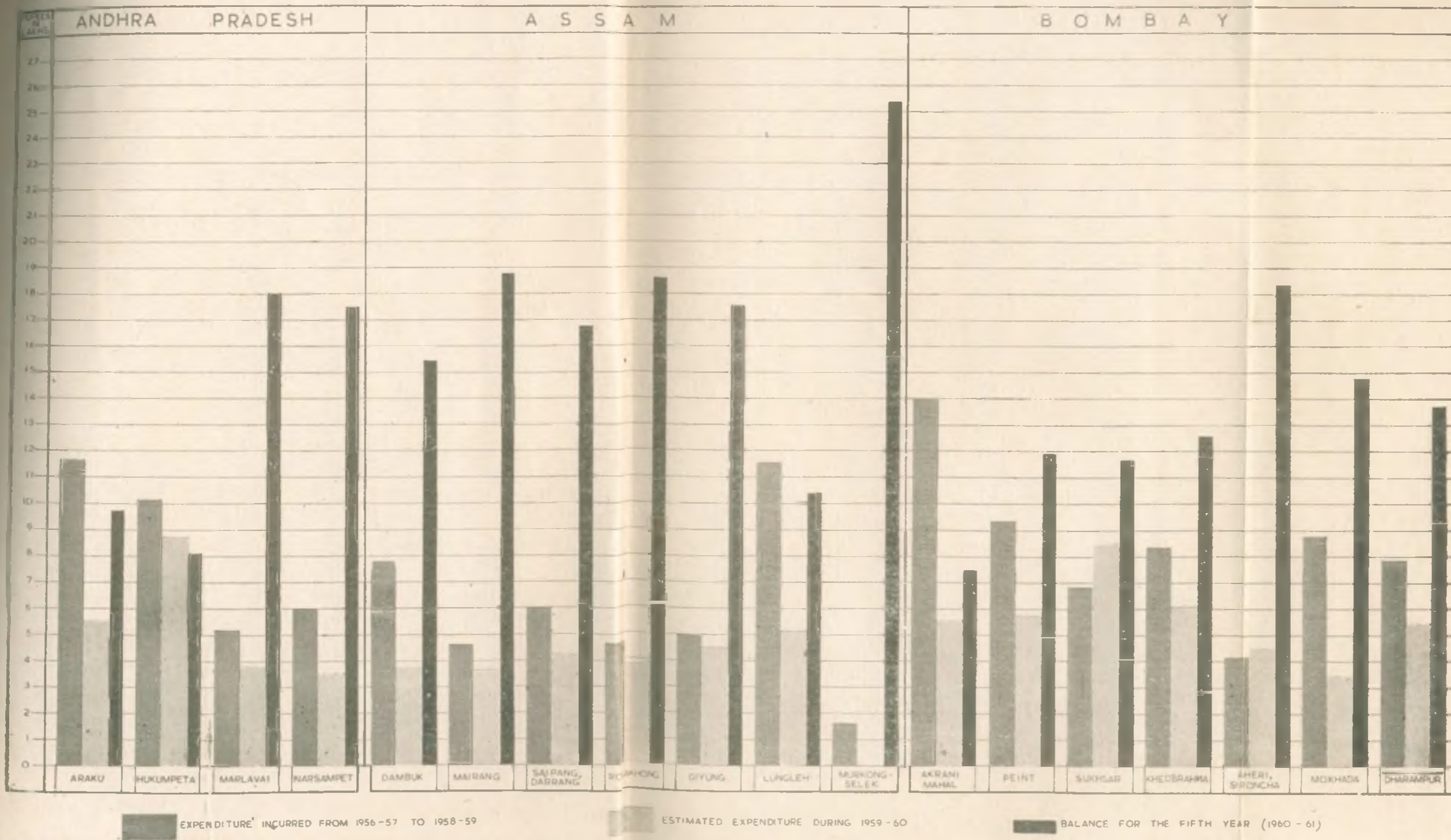
“Give us water to drink if you can and if you want to do something good to us”, demanded the tribal people living on the Kaimoor hills when the Project Executive Officer, Nawahatta in Bihar approached them for the survey of felt needs of the people. It was a challenge which was gladly accepted and the project authorities almost solved within one and half years the problem of water supply by sinking 18 drinking water wells in the hilly region of the block. A visitor to the Adhaura Block in Bihar is always confronted with a startling information that a small tribe of Korwa is dying out. He begins to think about a number of reasons like ‘loss of nerve’, mal-nutrition, non-adjustability or culture clash. The simple fact is that it is the scourge of Cholera which is responsible for the loss of human lives in this area as the villagers have to take dirty and contaminated water. It is true that nothing could be done practically to improve the economic condition in this block but it is a noteworthy achievement that the project authorities have been able to control the epidemics by prophylactic measures like inoculation, vaccination and disinfecting sources of water supply. A number of tribal agriculturists crowd the block office at Bishunpur (Bihar) for sanction of either irrigation wells or small bunds for impounding rain water in the natural depressions so that their fields might yield more agricultural produce. The above may be some of the few instances to indicate as to how the development programmes in the multi-purpose blocks are viewed by the tribal people. But it is also certain that the picture is not so bright everywhere as pointed out above. There are very many short comings which come to notice even when a cursory review is made about the achievements of the development programmes in these blocks. Efforts of the blocks were directed primarily towards the achievements which can be shown in physical terms. It was easier for them to pin down the same in the form of visible targets, as a result of the uniformity in the community development programme. In fact the original aim of stimulating and drawing out the village peoples’ initiative and whole-hearted cooperation should have a priority over the apparent necessity for the production of more visible and concrete results. There should be patience to wait for the villagers to work out their own plans and work out how to execute them.

Progress of work done

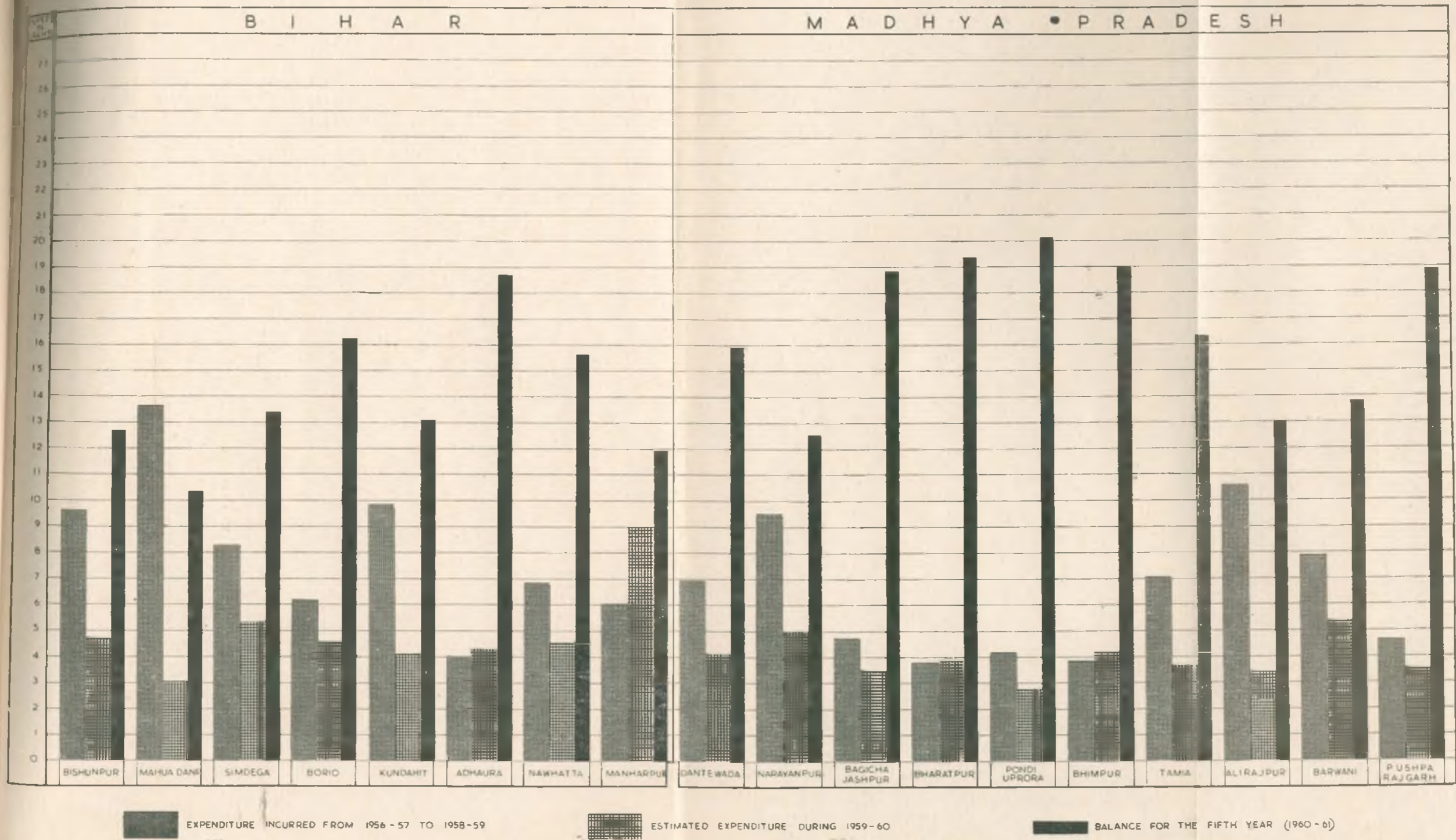
2. The expenditure on the multi-purpose tribal blocks itself alone cannot give a true picture about the achievement for which intensive field studies are necessary, yet it is a yardstick readily available to measure the progress of the development activities. As will be seen from the statement at Appendix XXXVII, there is an improvement in expenditure over the level of the previous three years. The progress of expenditure in various States and Union Territories on the blocks during the last four years is as under:—

Sl. No.	Name of State/Union Territory	No. of blocks	Expenditure incurred during previous three years	Estimated expenditure in 1959-60	Total expenditure for 4 years
1	2	3	4	5	6
1	Andhra Pradesh	4	33,04,170.40	21,63,536.95	54,67,707.35
2	Assam	7	41,15,840.00	25,04,619.00	66,20,459.00

THE PROGRESS OF EXPENDITURE ON THE SPECIAL TRIBAL MULTIPURPOSE BLOCKS DURING THE SECOND FIVE YEAR PLAN PERIOD



THE PROGRESS OF EXPENDITURE ON THE SPECIAL TRIBAL MULTIPURPOSE BLOCKS DURING THE SECOND FIVE YEAR PLAN PERIOD



EXPENDITURE INCURRED FROM 1956-57 TO 1958-59

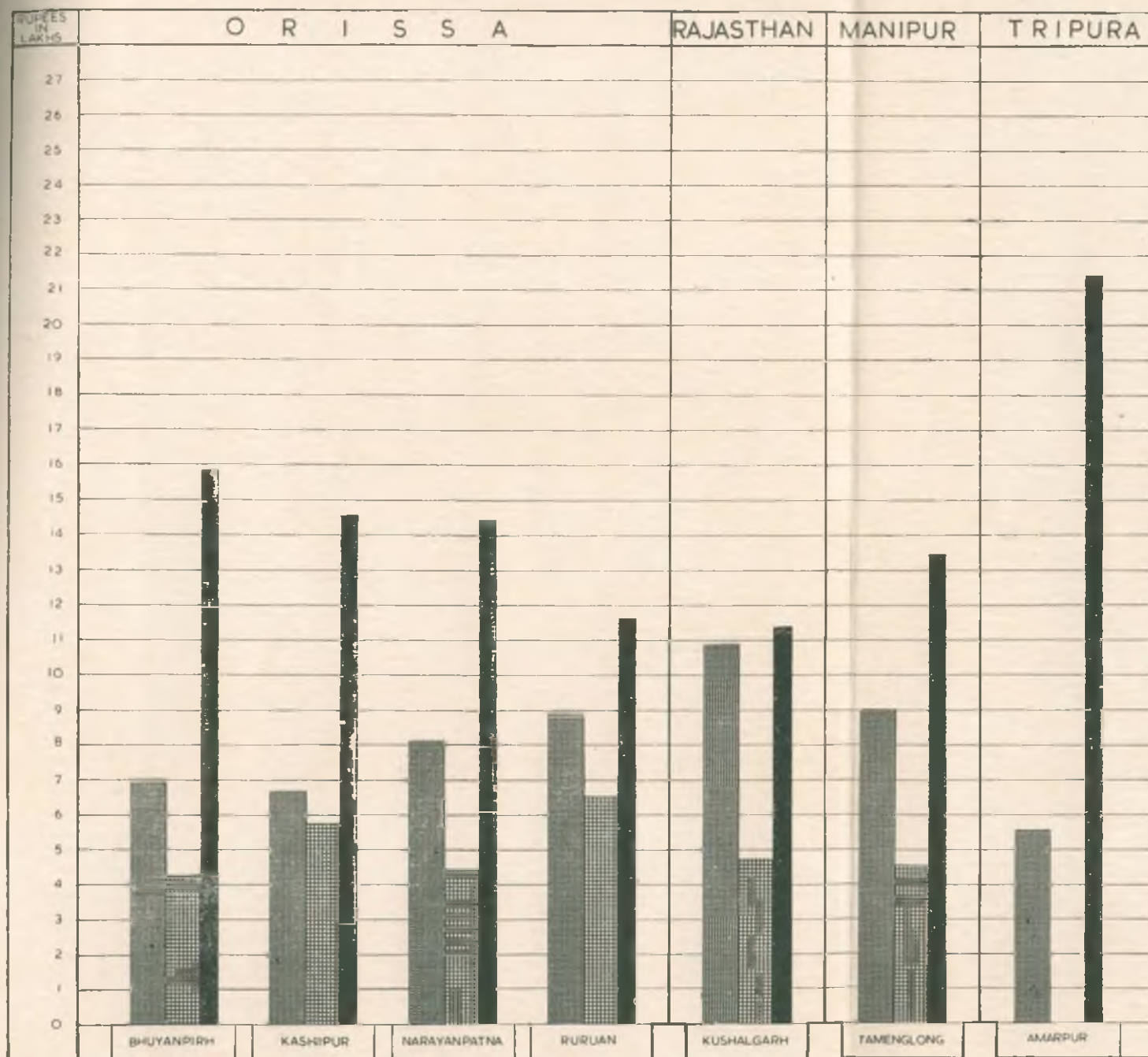


ESTIMATED EXPENDITURE DURING 1959-60



BALANCE FOR THE FIFTH YEAR (1960-61)

THE PROGRESS OF EXPENDITURE ON THE SPECIAL TRIBAL MULTIPURPOSE BLOCKS DURING THE SECOND FIVE YEAR PLAN PERIOD



EXPENDITURE INCURRED FROM 1956-57 TO 1958-59

ESTIMATED EXPENDITURE DURING 1959-60

BALANCE FOR THE FIFTH YEAR (1960-61)

1	2	3	4	5	6
3	Bihar	8	64,45,600·00	39,58,600·00	1,04,04,200·00
4	Bombay.	7	59,31,628·73	39,36,596·50	98,68,225·23
5	Madhya Pradesh	10	63,20,556·00	39,16,000·00	1,02,36,556·00
6	Orissa	4	30,60,833·58	20,97,927·66	51,58,761·24
7	Rajasthan	1	10,88,293·00	4,74,723·00	15,63,016·00
8	Manipur	1	9,01,000·00	4,55,000·00	13,56,000·00
9	Tripura	1	5,59,101·00	N.A.	5,59,101·00
TOTAL		43	3,17,27,022·71	1,95,07,003·11	5,12,34,025·82

3. The progress of expenditure under different heads during the four years from 1956-57 to 1959-60 in all the blocks taken together is shown below:—

Sl. No.	Major head	Expenditure during previous 3 years	Estimated expenditure during 1959-60	Total expenditure for 4 years
1	2	3	4	5
1	Project Headquarters	96,81,000·91	53,33,099·00	1,50,14,099·91
2	Animal Husbandry and Agricultural Extension	30,97,504·21	20,31,798·46	51,29,302·67
3	Irrigation, Reclamation, etc.	40,74,389·46	22,61,192·29	63,35,581·75
4	Health & Rural Sanitation	27,70,102·93	16,94,951·53	44,65,054·46
5	Education	16,54,903·93	8,81,746·63	25,36,650·56
6	Social Education	14,54,216·59	6,38,061·02	20,92,277·61
7	Communications	40,21,540·40	21,70,342·97	61,91,883·37
8	Rural Arts & Crafts	13,93,065·51	14,31,946·76	28,25,012·27
9	Cooperation	8,95,850·37	11,57,852·19	20,53,702·56
10	Rural Housing	16,34,895·44	16,07,678·31	32,42,573·75
11	Miscellaneous	10,49,552·96	2,98,333·95	13,47,886·91
TOTAL		3,17,27,022·71	1,95,07,003·11	5,12,34,025·82

It will be seen from the above that out of the total expenditure of Rs. 195.07 lakhs during 1959-60, nearly Rs. 53.33 lakhs (i.e. 27 per cent) was spent on Project Headquarters (including staff, buildings, transport equipments etc.).

4. A brief review of the progress in important activities is given below:—

I. *Project Headquarters*.—The total expenditure under this head went up from Rs. 52·10 lakhs in 1958-59 to about Rs. 53·33 lakhs in 1959-60. Still, however, it has been

reported that construction of buildings for the project office and staff was not complete in a number of blocks as, for example, at Mahuadand, Navahatta and Adhaura in Bihar. There have been obvious difficulties in undertaking construction like dearth of contractors, non-availability of skilled labourers and building materials and inaccessibility of the Block areas. It is hoped, construction of these buildings would at least be complete in 1960-61 which is the last year of the block period. In a number of cases construction of project headquarters has had to be undertaken departmentally which required constant supervision of the engineering staff with the result that other development activities involving construction work like schools, culverts, bridges etc., suffered.

So far as the staff pattern is concerned, lack of adequate number of village level workers particularly in the blocks having wide coverage has resulted in inadequate attention to the people to whom the former were the only and immediate project authorities available at the village level. Hence there is a clear case for increasing the number of village level workers in such blocks. It is a matter of satisfaction that in the States of Andhra Pradesh, Orissa and Union Territory of Manipur, the number of village level workers has been increased. The matter is under consideration of the Government of Bihar and Madhya Pradesh. But it is surprising that instead of increasing the number of village level workers in Mairang Block of United Khasi and Jaintia Hills District and the blocks of Rong Konk and Diyung valley in United Mikir and North Cachar Hills District of Assam, their strength was reduced in 1959-60. When a review of the staff in position is made, it is found that the posts of Medical Officer and lady health visitor in Amarpur Block of Tripura remained vacant. In the former Bombay State also there were no medical officers in 4 blocks. There was shortage of other medical staff in some of the blocks like compounders, lady health, visitors etc. in that State. It is needless to mention that there should be full staff in position to ensure success of the multi-purpose programmes.

"Please, do not post anybody in my block by way of punishment if you wish me to do some work", argued a Project Executive Officer emotionally with the Development Commissioner of a State. The Development Commissioner took a serious note of it and ordered that such thing should never happen. This fact brings to light another problem about appointment of right type of personnel in the multi-purpose tribal blocks over and above the usual problems of posting of full contingent staff and their training.

The Governments of Andhra Pradesh, Bihar and Orissa are providing necessary training to the staff working in the Special Multi-purpose Tribal Blocks. In Tripura efforts are being made to arrange for training of staff under Tribal Welfare Organisation and also the Amarpur Multi-purpose Tribal Block in the institutes set-up by the Government of West Bengal. The information in respect of other States is not available. The recommendation of the Mount Abu Conference that the Ministry of Community Development and Cooperation should organise short orientation courses dealing with the special problems of tribal areas, has been accepted by the State Governments in principle. However, consensus of opinion in majority of States is that this work should be undertaken by the Government of India. It would be better if the States may be asked to reconsider this and take steps to arrange for orientation courses for the Block staff lasting for a short period, say one or two months. The Bharatiya Adimjati Sevak Sangh in pursuance of a resolution passed at the Ooty Conference has engaged itself for arranging training of the personnel of the multi-purpose tribal blocks at village level. It is hoped that this non-official organisation will be associated with the Government of India to prepare a plan for the training programme of the multi-purpose block personnel. It is also suggested that if there may be non-official workers having intimate knowledge of tribal problems and experience of work among the tribals, their services may be utilised by appointing them, wherever possible, as Project Executive Officers, Extension Officers or Village Level Workers for



Learning the use of improved implements—Tirupura

implementation of the multi-purpose programme in these special tribal blocks if they are found qualified otherwise for the purpose. This will also result in eliciting public cooperation both in money and active help in a considerable manner.

The question of giving enhanced allowance to the staff serving in the tribal areas is already receiving attention in a number of States. The Governments of Andhra Pradesh, Bombay, Madhya Pradesh, Orissa and the Administration of Manipur have taken suitable steps in this direction and are providing such allowances to the staff working in the Special Multipurpose Tribal Blocks. In Assam all Government servants serving in the Hills Districts of the State are already in receipt of Hill allowances. This has been recently extended to the Khasi and Jaintia Hills also which was formerly excluded in the matter. The question of further increasing these allowances is under the active consideration of Assam Government. It is hoped that the States and Union Territories who have not taken decision in the matter should do it in order to provide incentive to the incumbents posted in such blocks.

Knowledge of tribal dialects plays no small part in understanding problems of the tribals in the multi-purpose tribal blocks. The dialects spoken by the tribals in blocks of the Bombay State except that of Aheri Block in Chanda district and that of Akrani Mahal in West Khandesh District are not very much different from the regional languages in which they live. Similar is the case with the Kushalgarh Block in Rajasthan. The States of Assam, Bihar and Orissa have taken steps to induce the personnel posted in the tribal areas to learn the tribal dialects. The other States should also take similar action in the interests of the proper implementation of the multi-purpose programme.

II. *Animal Husbandry & Agricultural Extension.*—Agriculture will continue to be the core of development programme in the tribal areas for a number of years to come. Hence the greatest stress should be laid upon its improvement. The main reasons for slow progress in the agricultural programme may be due to widely undulated nature of lands in hilly regions in the block areas, lack of irrigational facilities and soil erosion. Inadequate supply of improved seeds and use of local manures also help in weakening the programme. Against this background, the achievements of the agricultural programme have to be reviewed. So far as expenditure against this head is concerned, an amount of Rs. 20.32 lakhs has been spent during 1959-60 in all the 43 blocks since the inception of the multi-purpose programme. This shows some improvement over the previous years, yet it cannot be said to be satisfactory. Because it is difficult for the project authorities to surmount the difficulties enumerated above. Efforts were, however, made by them to persuade the tribal people to make increased use of chemical fertilizers. Improved agricultural practices were demonstrated to them. Some of them were also trained in adopting plant protection measures. The farmers were impressed upon about the necessity of raising vegetable crops for which vegetable seeds packets were distributed. From the scanty information received from the blocks, it is difficult to assess completely the achievements under this head, but still I venture to say that some progress is noticed in the matter of distribution of improved seeds, use of chemical fertilizers and organic manures and other measures adopted for land improvements. Andhra Pradesh has registered good progress in the matter of distribution of improved seeds and fertilisers. In Assam the progress under this head has not been very satisfactory owing to certain difficulties inherent in the topography of the tribal areas, laws and social customs of the tribal people. The existing land tenure system prevalent in the tribal areas in Assam make it extremely difficult to plan for any large scale agricultural development. The progress in the Adhaura and Mahuadand Blocks in Bihar was quite unimpressive due to the lack of communications and irrigation facilities. In Bombay State some shortfalls under this scheme were noticed in Santrampur, Mokhada, Khedbrahma and Aheri Blocks. The progress in the Peint Block was somewhat satisfactory. In Orissa emphasis is now being rightly placed on distribution of seeds of early varieties of paddy. It is expected that the entire area would be covered under improved paddy by the Khariff of 1963-64.

It may be observed that in order to attack the primal poverty in the tribal villages and to raise the standard of living, the Community Development Programme should stress every aspect of agricultural intensification and bring greater speed in carrying out the land improvement. This can be successful only when the tribal rights in land are respected.

Under Animal Husbandry, progress was recorded in the matter of distribution of bulls, improved poultry and pigs for improvement of live-stock and development of poultry and piggery of the tribal people. There is a programme for improvement of live-stock by artificial insemination, but consensus of opinion among the blocks in Bihar is that the same has not been popular among the tribal people. Hence the artificial insemination centres started there, are going to be discontinued. Though for improvement of the breed of cattle, supply of pedigree bulls is a necessity, but that alone would not achieve the result if the animals are kept starving. It is everybody's experience that the tribal people are not in the habit of stall feeding their cattle. They simply let loose the animals to stray about and find feed for themselves. Hence the propaganda is necessary to persuade the tribal people to take more care of their bovine stock by feeding them properly which fact would help them materially in the improvement of their stock in quality with the pedigree bulls. Castration of crab bulls is necessary if some tangible results are to be expected in this direction. The tribal people like very much to have improved varieties of poultry particularly Red Island Rhodes and efforts have been made by the blocks for their supply. But there seems no appreciable development in the poultry, because death rate among the above birds is quite high. The improved poultry can survive only if they are kept in enclosures and taken care of in the matter of feed and treatment of diseases to which they are susceptible. Piggery has been very popular and it is desirable that increased number of improved variety of pigs are supplied to them.

III. Irrigation and Reclamation.—It appears from the progress reports that chances for taking up major irrigation schemes in multi-purpose tribal blocks are few, but there may be great many potentialities for medium and minor irrigation schemes. Unfortunately during the last 4 years a sum of Rs. 63.36 lakhs only (Rs. 22.61 lakhs in 1959-60) has been utilised under this head. Performance was fairly satisfactory in Assam, Bihar, Bombay and Manipur. In the Rong Khong Block in Assam the irrigation schemes have assured irrigation facilities to about 2,000 acres of land. Irrigation could not be thought of in Adhaura Block in Bihar, due to hilly region where there is dearth of even drinking water. In Simdega Block in Bihar as many as 1,579 acres were reported to be irrigated with the help of irrigation wells only whose number was 368 at the end of 1959-60. It has been observed that there have been growing demands by individual agriculturists for irrigation by pucca wells which is a matter of gratification. These demands may grow still further in Bihar if restriction on the area under command for irrigation by each well is relaxed from 2 acres to one acre, because in the multi-purpose blocks as water is usually lifted from the wells by buckets, with the help of a lever mechanism, it is not possible to irrigate more than one acre at a time by an individual family. Acreage under well irrigation can only be increased with the help of a rahat or persion wheel, but very few of the tribal agriculturists can afford to purchase them. Over and above wells there appear to be good potentialities of construction of small bunds over natural depressions in the block areas. This will be popular, because it will make the benefiting peasants feel to be the owners of these works. There may also be a good number of old tanks in these areas which need cleaning. The silt or alluvium is often of great value as a fertilizer, especially in the areas where there has been a certain amount of erosion. Some of the tanks might be made to increase their water storage capacity, so that water may be used for irrigation.

As said earlier soil erosion is also a big handicap in the programme of increased agricultural production. Soil conservation measures were adopted in a number of blocks

to check the evil. However, greater efforts are necessary to educate the people for adopting anti-erosion methods like contour bunding and gully plugging so as to conserve the fertility of the soil.

IV. Health and Rural Sanitation.—The year under review witnessed a slight progress under this head. During the first three years, an aggregate amount of Rs. 27.70 lakhs was spent while in the year 1959-60, the expenditure was Rs. 16.95 lakhs. There was expansion of medical facilities with the help of primary health centres, maternity and child welfare centres and mobile medical vans in the remote and inaccessible areas of the blocks. Leprosy Eradication Programme is under operation in the multi-purpose tribal blocks in Assam. In the former Bombay State, although increased provision was made under this head, there was a shortfall in expenditure by about 50%. Santrampur and Dharampur blocks in that State had no medical officers during the year. In the absence of a medical van and a qualified Medical Officer, the Peint block could not work properly. In Bihar only 5 static health centres were working, while none could function in Manoharpur, Simdega and Mahuadand blocks. The health sub-centres were working quite satisfactorily. As many as 2,20,590 persons were treated and 8,38,560 were inoculated and vaccinated in all the eight blocks since their inception. This is one of the important programmes in the multi-purpose tribal blocks which has been very much appreciated by the people and they are becoming medicine minded steadily. Though greatest stress was laid on the supply of drinking water, still in a number of villages, the problem has remained acute, as for example, in the blocks of Mahuadand and Adhaura in Bihar and also in certain blocks in Madhya Pradesh. There is a programme of having one sanitary well in each village and all the energies of the block authorities should be directed in the fulfilment of this target in the shortest possible period.

V. Education.—The expenditure incurred in the previous three years was Rs. 16.55 lakhs while the estimated sum spent in 1959-60 under this head was Rs. 8.82 lakhs. The question of starting Ashram Schools for tribal students is being considered by the Assam Government. There are growing demands for more schools from the tribal people and in the blocks of Bishunpur and Manoharpur in Bihar, they had willingly contributed their labour for construction of school houses. Once again it is repeated that the scheme of Ashram Schools will be more popular among the tribal people in these blocks who will not grudge in sending their children to schools even though they lend a helping hand in their economic affairs.

VI. Social Education.—Estimated expenditure in 1959-60 was Rs. 6.38 lakhs under this head which shows some increase over the previous years. In the Utnoor Block of Andhra Pradesh more than 15 village Leaders Training Camps have been held. In Assam as many as 58 literacy centres were opened in the Mairang Block and next comes Diyung Valley Block where 38 such centres were started. Besides, 400 village leaders were trained in each of the Lungleh and Dambuk-Aga blocks. A special course of one year's training has been introduced with the co-operation of the Tata Institute of Social Sciences in the Tamia Block in Madhya Pradesh under the name 'Leadership-cum-Community Service Training Centre'. Another scheme 'Intensive work in 20 selected villages' also with the help of Tata Institute of Social Sciences is functioning. The Block has also got about 10 circulating libraries. In Bihar, 322 literary centres were functioning with the help of which 37,409 adults were made literate.

VII. Communication.—In the previous three years, the total expenditure incurred was Rs. 40.22 lakhs, while a sum of Rs. 21.70 lakhs was spent in 1959-60. During the period under review there was a marked improvement in providing communication facilities to the tribal areas in a number of blocks. In Andhra Pradesh excepting Utnoor Block where the achievement has fallen short of the targets fixed, the performance in respect of 'Kaccha roads repaired' was encouraging in all the blocks. Assam has recorded

fairly satisfactory progress in most of the Special Multipurpose Tribal Blocks and peoples' participation has also been quite significant in this field. Lack of sufficient technical personnel has been the greatest handicap in the implementation of communication schemes in that State. As mentioned earlier the urgent need of some of the blocks in Bihar State for instance Mahuadand and Adhaura is of communications. There is an immediate need of constructing a few pucca culverts and bridges on the Mahuadand-Netarhat road which is also an important road will help development of the Block to a great extent. In Bombay there was a shortfall of expenditure by about 30% and the lowest expenditure was in Aheri and Dharampur Blocks. The highest expenditure was recorded in Akrani Block. The progress of communication schemes in Manipur was fair. During the year 12 miles of jeepable road and 33 miles of bridle-path were constructed and 125 miles of existing kuchha roads were improved.

VIII. Rural Arts and Crafts.—The State Government and the Union Territories have spent a sum of Rs. 28.25 lakhs during the four years of which Rs. 14.32 lakhs has been spent in the year 1959-60 under this head in the multi-purpose tribal blocks. In some of the blocks a few training-cum-production centres have been functioning from the funds sanctioned by the Industries and/or Welfare Department to provide training in various crafts and industries over and above those started under the multi-purpose programme. Some defects in the working of the training-cum-production centres located in a few blocks in Bihar have been noticed, like delay in starting training even though instructors and skilled artisans had joined fairly early, lack of demands from the tribal people for such training and non-availability of raw materials as well as marketing facilities. Information received from the multi-purpose blocks indicates that no appreciable work has been done to settle the trained candidates with the industries or crafts. Success of the programme lies in the fact that the training so provided had been useful to the tribal people in earning some income.

IX. Co-operation.—The progress under this head was not satisfactory in a number of blocks. No impressive record of work done by the cooperative societies is visible from the progress reports, because everybody is aware of the handicaps and the weakness of the cooperative movement resulting from the complexity of the problem, the wide-spread illiteracy and reliance on the other agricultural credit associations. It is a pity that against a total provision of Rs. 86 lakhs for the Plan, a paltry sum of Rs. 20.54 lakhs has been spent upto the end of 1959-60 under the head of cooperation. Organisation of co-operative societies is quite important as through the cooperative societies not only credit to the Scheduled Tribe agriculturists can be arranged but it may be possible to take up purchase and sales work for the agriculturists. Multi-purpose Co-operative Societies which can help the farmers in sale of their agricultural produce and can provide to them necessary agricultural implements and other consumers' goods are quite important and all-out efforts are needed for organising such societies. It is hoped that this aspect of the programme will be taken up very seriously as early as possible.

X. Rural Housing.—Very little progress has been made in the field of Rural Housing for want of essentials and technical personnel. Of late, however, certain schemes have been taken up in some blocks. In Bombay the scheme is progressing well in Santrampur Peint and Akrani blocks while hardly a beginning has made in Aheri block where the expenditure was negligible. At Nani-Bhugede village in Sukhsar Block 24 houses have been constructed for the Scheduled Tribes with the aid of Rs. 750/- per house from the Project funds. The cost of each house has gone upto Rs. 1,500/- and the beneficiaries could not pay their full contribution due to poverty. Some of the houses, have, therefore, remained incomplete and they are in need of some more help. All possible attempts should be made to find additional funds and help these persons to complete their houses. In the Kashipur Block of Orissa two model villages have been so far taken up under Rural Housing. These too have not been completed yet. Tempo in execution of the

programme was raised considerably in Bihar in 1959-60 and houses were constructed for the tribals with financial assistance at the rate of Rs. 750/- per house. Mostly the beneficiaries had contributed some share in construction and it was really a pleasant scene to see the semi-nomadic tribe of Parahiyas in Bishanpur block in Bihar learning the new art of tile making for thatching roofs of the houses constructed for them under this head.

Steps to improve the working of the blocks

5. As said in the beginning of the chapter, there are visible signs of healthy effect of the multi-purpose programme upon the tribal people in the blocks even though the same are not free from defects as noticed in other blocks started under the general programme of community development. Though it is difficult to assess precisely about raising the standard of living of the tribal people in these blocks, it can be said with certainty that they are becoming conscious about the beneficial effects of the development programme. Dr. V. Elvin has rightly observed in his Report on the multi-purpose blocks that, "suspicion of the outside world, doubts about the intention of Government and the tendency to shrink within themselves in fear of the outsiders have disappeared and are disappearing readily among the tribals. There is a new sense of integration with India as a whole and growing awareness among the tribals of their status as citizens of a great country'. The Second Five Year Plan is about to end and it will not be out of place to make a few suggestions for the proper working of the multi-purpose block keeping in view of the fact that the multi-purpose programme will continue during the Third Plan period in a very expanded form covering considerable inhabited by the tribal people.

(a) *Coverage.*—It was recommended in my earlier reports that coverage of a multi-purpose block should be in the neighbourhood of 200 sq. miles with a population of 25,000 if really constructive work is to be done for the welfare of the tribal people. I emphasise once again that greater care should be taken for demarcation of the tribal and Scheduled Areas so as to bring home the maximum benefits to these people. It is needless to point out that this recommendation has been supported by the Elvin Committee. The above pattern of multi-purpose block with coverage of 25,000 population of which more than 50% may be tribals living in an area of 200 sq. miles should be kept in mind if new such blocks are to be opened in future.

(b) *Modification of schematic budget.*—There were rare instances in which modifications of the schematic budgets were required to be made in view of the felt needs and emphasis on the priorities in multi-purpose programme, because in view of low expenditure, enough funds were available against almost every head to meet any of the important demands. In Bihar it was only in the Manoharpur block, there were reappropriations of some funds for communications and rural housing. It is recommended that as per wishes of the Block Development Committees, necessary modifications may be made so that every village in the block may have a suitable programme according to the prevailing social and economic needs of the tribals.

(c) *Content of the Programme.*—A large number of tribal families in the country face starvation for some months in a year which they call starvation period. The fact about starving of Indian citizens even for a small period is quite abhorring. It may be ideal to think of two square meals a day for the tribal population, but it will not be too much to suggest that the conditions should be created so that they may get at least one square meal a day. Keeping in view this fact, the multi-purpose programme should be drawn to combat starvation and ban the evil once for all in the shortest possible period of course. The development activities aimed at the supply of drinking water, communications, medical facilities, education and housing have been appreciated by the tribal people, but the some have not solved the big problem of food, Economy of the tribal people is based mainly on agriculture and forests and as such these two should continue

to be the base for further development. The same may be further strengthened with a programme of development of cottage industries and animal husbandry. For the improvement of agriculture, the greatest stress may be laid on ensuring artificial irrigation by a well, bund, tank or any other form possible in view of the topography of the area. Adoption of improved methods of agriculture like Japanese method of paddy cultivation, increased use of improved seeds, implements and fertilizers should occupy the second place. Development of selected cottage industries which have prospects of flourish and animal husbandry schemes may be helpful in providing a subsidiary means of income. The tribal people are the most victims of exploitation at the hands of money-lenders, forest contractors and others with the result that they are unable to enjoy whatever they have produced by their hard labour. They do not get a fair deal many a time in their efforts for daily requirements. This will have to be stopped in every possible manner. The problem can be tackled successfully through organisation of co-operative societies. The cooperative movement should therefore be vigorously started in the multi-purpose tribal blocks. This alone will not be enough. A check on money lending is absolutely necessary. There is also a heavy drain on tiny resources of the tribals due to their habits of extravagant use of liquor. Propaganda should be carried for temperance amongst them. Programmes for water supply, communications, and medical aid etc. should be arranged in suitable priorities. Much has been said about giving a tribal touch to the above programme, but it will come automatically if the tribal people are associated with the above programme and for that they will have to be converted from the position of passive spectators to active participants. If these people are associated with the programme, there will be no difficulty in securing contribution which would come voluntarily. There should be no harm in foregoing the voluntary contribution if it affects adversely these people.

(d) *Quality of Project Staff.*—Must depends upon the quality of the project staff for the successful implementation of this multi-purpose programme. For that the following points may be kept in mind.—

- (i) This staff should consist of willing hands ready to undergo some hardships of life for the sake of important humanitarian work to be done by them. For that recommendation of the Mount Abu Conference for giving special allowances should be implemented.
- (ii) The staff should be trained so that it may be effective and equal to the task. Not only that they should be made to learn the local tribal dialects.
- (iii) There should be full contingent in post and their frequent transfers avoided as far as possible.

(e) *Coordination.*—It is an admitted fact that the development programme cannot be implemented successfully without coordination of different departments concerned with activities in the blocks. The Block Development Committees have now been delegated all powers, authority and discretion to prepare a development plan for the block keeping in view of the immediate needs of the people. The details of the schematic budgets and programmes under different heads should be scrutinised at the district level by the District Development Committees to which the district welfare officer in charge of the tribal welfare is also a member who will express his views and suggest modifications if any as an expert on the tribal welfare whether the programme is suitable for these people in view of their distinct pattern of life. The District Coordination Committees which have been formed in almost all the States which meet under the chairmanship of the Collector/Deputy Commissioner in the district will coordinate the development activities in the multi-purpose blocks as well as block falling in the tribal areas. The programmes finalised by the various Heads of Departments should be further examined first by the Director of Tribal Welfare who will see to it that the schemes suggested to take into account

the traditional way of living of the tribals and are acceptable to the tribals and therefore assured of easy execution. He will thereafter pass on the schemes with technical suggestions if any to the Development Commissioner for final approval. At State level, coordination may be further secured by holding six-monthly conferences of the Project Executive Officers, District Collectors/Deputy Commissioners and the Director for Tribal Welfare under the Chairmanship of the Development Commissioner. The other departmental heads should be requested to attend the same as and when the discussion takes place pertaining to their departments. In these meetings the Director of Tribal Welfare Department will have a chance to suggest improvements and amendments in the schemes after having full account of their working and attitude of the tribals to the approved schemes. Officers of the Tribal Welfare Department should visit these blocks frequently and send reports to the Department along with specific suggestions, if any for improvement of their working. The suggestions made by them should be forwarded by the Tribal Welfare Department to the Development Commissioner for consideration and suitable action.

SECTION IX

MEDICAL AND PUBLIC HEALTH

SCHEMES SPONSORED BY THE MINISTRY OF HEALTH—MEASURES ADOPTED BY STATE GOVERNMENTS AND UNION ADMINISTRATIONS FOR CONTROLLING COMMUNICABLE DISEASES—MATERNITY. CHILD WELFARE AND HEALTH CENTRES—WATER SUPPLY AND SANITATION—TRAINING OF TRIBALS AS COMPOUNDERS, NURSES AND DAIS—WORK DONE BY NON-OFFICIAL ORGANISATIONS.

The fourth year of the Second Five Year Plan marked a further intensification of developmental efforts made by the various State Governments and Union Administrations in providing increased facilities of medical and public health to the tribals and other backward classes, living under unhygienic conditions in the remote, isolated and inaccessible areas of the country which are yet to be linked up with the outside world. There has been a progressive stepping up of the expenditure in this field as will be seen from the following table:

Sl. No.	Category of Backward Classes	Expenditure incurred				Total expenditure
		1956-57	1957-58	1958-59	1959-60	
1	2	3	4	5	6	7
1	Scheduled Castes . . .	23,05,452	31,32,739	40,66,213	44,76,553	1,39,80,957
2	Scheduled Tribes . . .	30,44,574	48,16,189	50,69,760	75,25,290	2,04,55,813
3	Denotified Tribes . . .	53,601	64,563	1,18,915	2,16,903	4,53,982
4	Other Backward Classes . .	55,314	30,645	26,123	25,61,093	25,73,175
TOTAL . . .		54,58,941	80,44,136	92,81,011	1,47,79,333	3,75,63,927

It would be seen from above that there was a progressive increase in expenditure on the schemes of medical and public health from Rs. 92,81,011 in 1958-59 to Rs. 1,47,79,839 in 1959-60. With this expenditure the total amount so far spent on this programme since the inception of the Second Five Year Plan period comes to Rs. 375.64 lakhs which is approximately only 46.6 per cent of the total Plan provision earmarked for the purpose. From the present trend of progress it is evident that much remains to be done in this field.

Schemes sponsored by the Ministry of Health

2. The general aim of medical and public health programme during the Second Plan period is to expand existing health service to bring them within the reach of all the people and to promote a progressive improvement in the level of national health.

With that aim in view and to supplement the efforts of the State Governments and Union Administrations the Government of India launched some special schemes in order to tackle some health problems on an All-India basis, a brief review of which is given as under:—

(i) *National Tuberculosis Control Programme.*—The report of the National Tuberculosis Survey as published by the Indian Council of Medical Research revealed that while the Tuberculosis incidence in cities and towns is as bad as was thought earlier, the incidence in the rural areas is more than that was anticipated. The B.C.G. vaccination campaign has been progressing. So far 143 millions have been tested and 50 millions vaccinated which also include a large number of Scheduled Castes and Scheduled Tribes. During the year 1958-59 and 1959-60, the Government of India approved the establishment of 26 and 56 T.B. Clinics respectively.

(ii) *National Malaria Control Programme.*—The National Malaria Eradication Programme which commenced in April, 1958, entered into the second year of its operational phase during 1959-60. In the country as a whole, out of 390 units allotted, there functioned 386.75 units during 1958-59 and upto January 1960 the same covered 360.26 millions people.

In Andhra Pradesh, 2 units mainly for the Tribal population in Araku valley and Damogudem continued to function during the year 1959-60. In the areas covered by these units 56,605 houses in Arakan valley and 75,087 houses in Damogudem were sprayed with DDT and afforded protection to 2.3 lakhs and 1.8 lakhs population respectively. 0.5 unit in the District of Bastar in Madhya Pradesh with headquarters at Kankar which mainly caters to the Scheduled Caste and Scheduled Tribe people continued functioning in 1959-60. In the areas covered by this unit 66,554 houses were sprayed, with insecticides and 2.8 lakhs people were afforded protection against Malaria. One full endemic unit allotted to Naga Hills during 1958-59 was established during the year 1959-60. For this unit material and equipment worth Rs. 76,023 was supplied to Naga Hills Territory.

(iii) *Leprosy Control Scheme.*—Under this scheme upto the end of 1959, 99 Control Centres were established by the State Governments in the country particularly in the endemic areas both hilly and plains where incidence of leprosy is 0.5% or above. It is proposed to establish 23 more leprosy Control Centres during 1960-61.

(iv) *Anti-Yaws Campaign.*—Yaws is a peculiar disease found particularly among the Koya Tribe. The number of people treated during 1959 by the Anti Yaws Teams is as follows:—

Madhya Pradesh	..	..	..	1533
Andhra Pradesh	..	..	..	9694
Orissa	..	..	..	4059

In the case of Orissa the target date for completion of this programme is now 1962. Six additional Teams are planned to speed up the same.

Anti Yaws programme is expected to be taken in Bombay State during the year 1960. Yaws is prevalent in the Districts of Nanded and Chanda of Bombay State. It is estimated that this campaign would be completed in four years from the start of the campaign.

(v) *Venereal Disease Control.*—A Mass Venereal Disease Treatment Campaign was conducted among the hill population of the Kulu Sub-Division, Punjab, from 1st September to 15th December, 1959. It is reported that 77,413

persons were given treatment in this campaign (the figure represents 60% of the population at risk).

A joint Anti Venereal Disease Campaign was also launched in the border areas of Kulu Sub-Division, viz., Chamba, Mandi and Mahasu in Himachal Pradesh with effect from the 15th September, 1959. During the campaign 3,269 patients were tested, of which 782 were found positive. Treatment was given to 840 patients.

- (vi) *The National Water Supply and Sanitation Programme.*—No programme was specifically undertaken for the welfare of backward areas as the National Programme for the whole country under which 287 urban water supply and 291 rural water supply schemes (covering about 16,000 villages) are under execution.

Measures adopted by State Governments and Union Territory Administrations for controlling communicable diseases

3. During the first three years of the Second Five Year Plan period some advance was made in combating malaria, filariasis, tuberculosis, leprosy, yaws, Venereal Disease and other diseases prevalent in the tribal and backward areas of the country. The control measures have now been more intensified and launched on a wider scale. Details of preventive and curative measures taken by various State Governments and Union Territories to combat the diseases under the Welfare Schemes for backward classes over and above the normal activities of the Public Health Department have been shown in Appendix XXXVIII.

Maternity, Child Welfare and Health Centres

4. The need of establishing a considerable number of maternity child welfare and health centres has already been emphasised in the previous Reports. The available information, however, shows that the Government of Bombay had established 7 Primary Health Centres and 7 Primary Health Units which are located in the Scheduled and Tribal Areas of the State for carrying out preventive as well as curative medical services with special emphasis on maternity and child welfare service. Out of these 14 units, primary health units at Maswan and Bhilad in Thana and Kalibel in Dangs are specially intended for Adivasis population. In Madras, 4 maternity and child welfare centres intended for tribal women in the Nilgiris District were taken over by the Government from the Servants of India Society. In West Bengal 146 Health Centres are functioning under the State Government's normal programme, in the areas having concentration of backward class population. Two maternity centres, one at Chetlat and the other at Kadamat were sanctioned during 1959-60 in the Laccadive, Minicoy and Amindivi Islands, one of which has already started functioning at Kadamat. The other at Chetlat, could not be opened for want of staff.

Water supply and sanitation

5. Water borne and other allied diseases are responsible for a large number of mortality and morbidity among the tribal people which can be brought under control by providing protected and adequate water supply facilities in the areas inhabited by them. The Estimates Committee (1958-59) of Parliament in their 48th Report had recommended that a survey should be conducted in the tribal and backward areas in order to assess the problem of drinking water supply. Accordingly special surveys were undertaken by the Governments of Bihar, Madhya Pradesh, Uttar Pradesh and West Bengal. The Government of Madhya Pradesh conducted the survey only in the Special Multi-purpose Tribal Block at Tamia but similar information is, however, being collected in respect of all the Scheduled Areas also. In West Bengal instead of determining the requirement of water supply, a detailed village-wise survey of the

sources of water supply was undertaken by the Health Department of the State during 1958-59 and the results of the survey are expected to be utilised to arrive at a basis for ascertaining the requirement for the purpose of planning phased programme. The survey undertaken by the Uttar Pradesh Government has revealed that the total requirement of wells in the Harijan Basties in the State is 12,384. In order to make up for shortfalls, if any, this figure has been raised to 15,000 wells for purpose of the State's Third Five Year Plan where a provision of Rs. 72 lakhs has been made under the Backward Classes Sector in order to completely solve this problem by March, 1964. The Governments of Andhra Pradesh and Madras have already taken steps to conduct such a survey. The Governments of Assam and Rajasthan are still considering this question. No step is reported to have been taken by the Governments of Madras, Mysore, Punjab and the Administrations of Andaman and Nicobar Islands and Manipur.

6. There is no doubt that all the State Governments and Union Administrations are already alive to the problem of supply of drinking water to the Scheduled Tribes in inaccessible areas and the Scheduled Castes living in segregated Basties in the rural areas and are taking necessary measures to solve the problem. This problem is also being tackled partly through the normal developmental programmes for the general communities, which also benefit the Scheduled Caste and Scheduled Tribe communities. The Government of Assam have drawn up an overall plan for welfare of Harijans under the employ of Municipalities and Town Committees wherein a scheme for improvement of Housing condition including water supply in Harijan colonies has been included. But the problem of funds for this plan has remained unsolved. In Bihar, the problem of water supply has been tackled on a large scale by providing huge amounts every year for sinking wells both for Scheduled Castes and Scheduled Tribes. In Madhya Pradesh the topographical condition of Scheduled Areas is not very much favourable for tanks and wells and the tribals are to fetch water from dirty pits from distant places ranging from one to 6 miles. In Madras the State Government have also decided that no Harijan colony with more than 20 families is left without a drinking water well at the end of the 2nd Plan period. In Mysore the problem of providing adequate drinking water has been tackled so far in a general way, but a comprehensive scheme has been drawn up now to provide drinking water wells in every village. The scheme will be fully implemented during the Third Five Year Plan. The Government of Uttar Pradesh have issued instructions to all the District Magistrates that each Harijan basti should, as far as possible, be provided with at least one drinking water well and priority should be given for construction in such Harijan basties where no well exists. In Orissa the number of wells constructed for Scheduled Castes and Scheduled Tribes increased from 753 wells in 1958-59 to 1030 wells in 1959-60. In Punjab a sum of Rs. 5.17 lakhs was actually utilised for construction of 1214 wells and 380 handpumps. During the first three years of the Second Plan period the Government of Rajasthan issued sanctions to the tune of Rs. 64,400 to the individuals for converting 330 step-wells into draw wells, to combat with the disease of guineaworm, which is a menace in the tribal areas. Besides this an amount of Rs. 6,30,030 was sanctioned to the members of Scheduled Castes and Scheduled Tribes for constructing 646 drinking water wells in the State. The State Government have also formulated a scheme under which subsidy is being given to the Municipalities and other Local Bodies for providing light and drinking water facilities in Basties predominantly inhabited by the Harijans. The scheme has not been working satisfactorily. The municipalities do not utilise the grant-in-aid, within a reasonable time and for the purpose for which it is given. The Government of Rajasthan should take effective steps to see that the grants are properly utilised. In West Bengal 813 wells were constructed under the welfare programme during the year under review. The State Government of Uttar Pradesh also sanctioned a special grant of Rs. 19,550 during the year 1958-59 for improving drinking water supply position for the specially backwards

in Districts of Dehradun, Almora, Garhwal and Jhansi. In Laccadive, Minicoy and Amindivi Islands under the scheme of sinking wells, 30 wells having R.C.C. rings have been constructed so far. The general health programme drawn up by the Manipur Administration is going to provide drinking water facilities to each and every village in the whole territory during the Third Five Year Plan period and as such no separate scheme specially for Scheduled Caste people was considered necessary. In Tripura 185 tube wells and 85 ring wells have been constructed under general programme. In addition to the 10 tube wells and 28 masonry wells have been constructed under a Tribal Welfare Scheme. Wells were dug by the Pondicherry Government at Aranganur, Bahour Commune, during 1958-59 and Nedungadu Commune, Karikal during the year 1959-60 for benefit of Harijan people.

7. It was recommended in the 1957-58 Report that in order to create a keen competition for sanitation amongst Harijans prizes may be awarded on District-wise basis to the villages maintaining the highest standard of sanitation. The Governments of Andhra Pradesh, Bihar, Bombay, Uttar Pradesh and West Bengal have accepted this recommendation, while the Governments of Madhya Pradesh and Orissa are still considering it. The Governments of Assam, Jammu and Kashmir and the Administration of Manipur have however, not agreed to this suggestion. The Government of Bombay have sanctioned a scheme for grant of loans to village panchayats or social workers for construction of Gopuri type of latrines, with the main object of improving the sanitation in rural areas as such the benefits of the scheme are extended to Scheduled Castes and Scheduled Tribes on the State-wise basis. In Madras two trench type latrines have been constructed in the Thanjavur District as an experimental measure, and its utility to the Harijan population is being observed. If the experiment is successful it will be proposed to construct such cheap latrines in all deltaic and dry areas for the Harijans. The Government of Punjab are going to ask the Municipalities or district authorities concerned to attend to the question of clearing slums, providing pucca pathways and proper drainage system in the Harijan Basties so as to improve their sanitary condition. Due publicity is also given through audio-visual means to bring home to the Harijans the facilities and concessions afforded to them by the State Government. By exhibiting films the habits of cleanliness and living in sanitary conditions are inculcated among them. The State Government also organise cleanliness competitions in order to encourage Harijan people in this respect. In the Laccadive, Minicoy and Amindivi Islands sanitation campaigns have been undertaken by the Health Inspectors as part of their work. The Tripura Administration have distributed 500 squatting plates free of cost to the rural tribal people.

Training of tribals as compounders, nurses and dais.

8. The information so far received shows that the scheme of training of dais at Dufferin Hospital, Amravati District in Bombay State is aimed at training of local candidates so that they would willingly accept jobs in tribal areas. During the year 1959-60, 6 candidates have been trained and 13 candidates were under training. In the State of Jammu and Kashmir, there is no special scheme for Schedule Castes or Backward Classes. In Punjab under the scheme regarding training of local residents one doctor and one sanitary inspector have already been trained at Government expenses. One compounder (Pharmacist dresser), one lady health visitor were under training at the Medical College Amritsar and Health School, Amritsar respectively. Training to dais is also imparted at Kulu. Suitable and deserving candidates belonging to Scheduled Areas of Lahaul and Spiti are awarded scholarships @ Rs. 40 per month each for undergoing training as dais whereas candidates belonging to other Districts are awarded stipends @ Rs. 15 per month each. In Himachal Pradesh 54 candidates have been trained during the last three years under the general programme of the Medical and Public Health Department. Preference is given to backward class candidates for such training if suitable candidates are available. In the Laccadive, Minicoy and Amindivi

Islands 4 dais were trained during the year under review while the target achieved last year was 14. One islander is under-going Compounder's training in the Medical College Hospital, Calicut in Kerala. Training of tribal girls as dais was also imparted during the year in Tripura.

Herbal medicines

9. In my 1957-58 Report it was recommended that in the inaccessible hilly areas indigenous system of medicine may be explored and simple natural remedies used wherever possible. The Government of Andhra Pradesh have already issued instructions to the Director of Medical Services in the State to take necessary action. In Assam an Ayurvedic College has been established in the State. The State Government is considering the question of opening of Ayurvedic Centres in the interior as and when the trained 'Vaidis' come out from the Ayurvedic College. In Bihar Ayurvedic Centres are already functioning in the hilly regions of the State and they have been popular among the tribals. The Government of Bombay had intimated that there was no machinery at present in existence for exploring the indigenous system of medicine practised by the Adivasis nor was there any organisation which could undertake mass production of the simple medicines used by them. Research on herbal medicines of the Scheduled Areas is being conducted in the Tribal Research Institute at Chhindwara in Madhya Pradesh. The matter was still under consideration of the Governments of Jammu and Kashmir, Mysore, Madras, Orissa, Punjab, Uttar Pradesh and West Bengal.

Mobile dispensaries

10. The importance of mobile dispensaries in the tribal and backward areas has already been emphasised in the previous Reports. The available information shows that besides the medical services rendered by the dispensaries in Rajasthan, medical vans equipped with Allopathic and Ayurvedic drugs also serve in the far-flung areas in the interior to the needy members belonging to Backward Classes. Two medical vans at Dungarpur and Banswara which are exclusively at the disposal of Scheduled Tribe people, have benefited 2401 and 11,678 patients respectively, during the year 1959-60. Under the tribal welfare programme in West Bengal, a mobile venereal disease unit has been functioning at Siliguri in the District of Darjeeling and also a mobile dispensary unit at Madarihahat in the District of Jalpaiguri. In the estimates of the medical officer in charge, about 2451 persons were suffering from venereal disease in this area. (Among them treatment given to 987 and 1137 tribals respectively in the calendar years 1958 and 1959). The mobile health unit and venereal disease clinic is getting very popular among these people. The general programme of the State Government also provides the functioning of 117 mobile units in the different parts of the State and the people belonging to the Backward Classes may also get the benefit of this scheme along with the others. Two mobile dispensaries are functioning at present in the tribal areas of Himachal Pradesh under the Administration's general programme and 2 more mobile beldar dispensaries are proposed to be started during 1960-61 under the tribal welfare programme. In Tripura one mobile dispensary started functioning and another was made ready for starting during the year under review.

Work done by non-official organisations

11. As pointed out in the previous Reports, some of the non-official organisations are rendering very useful services to the tribals and backward classes in the field of medical and public health. At the all-India level the affiliated institutions of Bharatiya Adimjati Sevak Sangh, the Rama Krishna Mission, Servants of India Society, All India Red Cross Society and various christian missions of various denominations etc. are doing valuable work in providing medical relief to these people. The Uttar Pradesh Branch

of the Servants of India Society maintained six dispensaries during the period under review. at Khiri and Konhrar in Allahabad District and Purkhas, Amilaudha Khantara and Sindur in the Mirzapur District treating 17,825 patients. The Yaws Relief Centre at Sindur treated 123 cases of Yaws. Under the anti-malaria campaign organised by the Society 5,500 patients were treated and 100 wells were cleaned. The Uttar Pradesh Government should give financial help for this kind of valuable service rendered by Servants of India Society. The Ramakrishna Mission, Shillong treated 53,879 patients. One mobile unit is also to be started immediately. So far as the non-official organisations at the State level are concerned, the available information shows that the Government of Rajasthan sanctions grants-in-aid and supply simple medicines for distribution among members of Backward Classes to Non-Voluntary organisations. In West Bengal many maternity and child welfare centres and leprosy clinics have been set up through the efforts of non-official agencies. A number of such dispensaries are located in areas having concentration of backward classes and are being maintained by the District Boards or Union Boards or other private agencies.

12. In order to ensure water supply throughout the year, it is suggested that the masonry wells which have been taken up for construction under the welfare programme as well as under the normal water supply schemes, should be completed between the month of May or June when the water level is at its lowest in these wells. If they are completed in winter it is likely that they may not have enough water during the summer when the water level goes down.



The change brought about in the housing conditions of Kurubas—Mysore

SECTION X

HOUSING

EXPENDITURE TO BE INCURRED IN THE SECOND FIVE YEAR PLAN—HOUSE SITES—PROPRIETORY RIGHTS ON HOUSE SITES AND HOUSES—URBAN HOUSING AND QUARTERS FOR CONSERVANCY STAFF—SLUM CLEARANCE—THE VILLAGE HOUSING PROJECT SCHEME.

Expenditure to be incurred in the Second Five Year Plan

During the year 1958-59 a sum of Rs. 214.60 lakhs was spent on the construction of houses for Scheduled Castes, Scheduled Tribes, De-notified Tribes and Other Backward Classes both under the State Sector and the Centrally Sponsored Programmes whereas during the year under report it was proposed to spend a sum of Rs. 230.49 lakhs on housing of these classes. The total expenditure incurred during the first four years of the Second Five Year Plan is given in the following statement:—

Sl. No.	Category of Backward Class	Allocation made in the Second Five Year Plan both under State and Central Sectors	Total expenditure incurred under Central and State Sectors				Total	Percentage of expenditure during the last 4 years to total allocation made in the 2nd Plan
			1956-57	1957-58	1958-59	1959-60 (estimated)		
1	2	3	4	5	6	7	8	9
		(lakhs)	(lakhs)	(lakhs)	(lakhs)	(lakhs)	(lakhs)	(lakhs)
1	Scheduled Tribes	278.19	17.25	29.33	47.56	62.32	156.46	56.24
2	Scheduled Castes	680.19	62.98	97.58	143.77	144.39	448.72	65.96
3	De-notified Tribes	84.58	5.40	7.49	19.11	16.42	48.42	57.24
4	Other Backward Classes	37.88	2.05	1.77	4.16	7.36	15.34	40.47
TOTAL		1080.84	87.68	136.17	214.60	230.49	668.94	61.8

2. The available information about the houses constructed/to be constructed in the various States and Union Territory Administrations for Backward Classes is given in Appendix XXXIX. This appendix also shows expenditure on these schemes. There has been a slight increase in the estimated expenditure during the year 1959-60 over the actual expenditure that was incurred during the year 1958-59. It is hoped that the tempo of work will improve during the current year and it will be possible to utilise the whole provision made for housing in the Second Plan by the end of the Plan period.

Acquisition of house sites and conferring proprietary rights on Backward Classes on houses built by them

3. In the last Report, the urgency for acquiring suitable house sites for constructing houses for the Backward Classes and conferring proprietary rights on them in respect of the houses built by them on private lands whether in the urban or rural areas was emphasized. With a view to assess the success achieved in this regard, the various State Governments and Union Territory Administrations were requested to furnish the information on the following points:—

- (a) The present laws and rules governing the allotment of 'abadi' lands which are owned by village panchayats to persons who do not own any house sites in the village;
- (b) the present laws and rules which govern the acquiring of house sites, which are owned by individuals other than those who have actually built huts or permanent houses on those lands. The details of the period of occupancy, etc. and other conditions the fulfilment of which renders the actual occupants entitled to acquiring ownership may be indicated;
- (c) the procedure which is followed by the Gram Panchayats, etc., in the allocation of 'abadi' lands; and
- (d) in case, 'abadi' lands are not available in a particular village, what types of lands can possibly be made available for allotment as house-sites to the persons who have been living in temporary sheds or huts erected on non-abadi lands from which they are likely to be easily ejected.

The information on the above points furnished by the State Governments and Union Territory Administrations except Assam and Bihar Governments and Himachal Pradesh Administration may be seen at Appendix XL.

Urban housing and quarters for conservancy staff

4. In the previous Reports emphasis was laid on providing housing facilities to the conservancy staff employed by the Corporations, Municipalities and other Local Bodies in the various States and the Union Territories. The latest information available on the subject is given in Appendix XLI. It will be seen that steps are being taken to provide housing facilities to the scavenging staff under the Municipalities and other Local Bodies. No statistical information is, however, available to assess as to how far progress has been made in this respect as compared to the vast magnitude of the problem to be tackled.

5. The steps taken in this direction by the Governments of Assam, Bihar, Bombay, Mysore and Uttar Pradesh are encouraging. In Assam out of the 586 tenements proposed to be constructed during the year under report, 402 have been completed by the various Municipalities and Local Bodies. The Government of Bihar have sanctioned 4 slum clearance schemes at an estimated cost of Rs. 43,53,223 for the town of Gaya. In non-municipal areas a sum of Rs. 10 lakhs has been distributed during the year among all the districts of the State. The Government of Bombay have introduced a revised Housing Scheme under which they have fixed scales of financial assistance to local bodies or registered social services agencies. They have made a provision of Rs. 7.40 lakhs for loan and Rs. 3.40 lakhs for subsidies to the various local bodies for construction of quarters for the conservancy staff. The Government of Mysore have reported that during the year under report, 90 tenements have been constructed by the various municipalities at a cost of Rs. 1,08,009. Besides, sites for constructing houses have also been allotted by the various municipalities to the sweepers and scavengers either free or at nominal rates. The Mysore City Municipality has taken up a scheme under the slum clearance to construct houses for sweepers and scavengers at a total cost



A house in Bhatpurwa Colony for Denotified Tribes—Uttar Pradesh

of Rs. 2,62,000 with the help of 50% grant from the Government. The Government of Uttar Pradesh have given financial assistance to the tune of Rs. 25.83 lakhs as subsidy to 37 Municipal Boards for constructing sweepers quarters under the "Sweepers Quarters Scheme" launched by the State Government. The total number of quarters completed and allotted to sweepers upto the end of the year under review is 1,626. The Government of West Bengal have expressed their inability to pay subsidy and loans to their local bodies for providing housing facilities to their conservancy staff due to paucity of funds. The Government of Punjab have stated that there is very little demand for the provision of houses from the municipal sweepers as they either possess their own houses or are satisfied with their present accommodation. The majority of the municipalities are also, therefore, not much interested in obtaining loans or subsidies for providing houses to their sweepers. The Manipur Administration has reported that the scavengers and sweepers in their territory have their own houses under their own pattas.

6. Under the Backward Classes Sector, funds are not ordinarily sanctioned for the construction of houses for Scheduled Castes in the urban areas. The Ministry of Home Affairs, however, sanctioned a sum of Rs. 5 lakhs to be spent during the years 1959-60 and 1960-61 for the construction of houses for sweepers in the hill towns of Uttar Pradesh. Each house will cost Rs. 2,500 including the cost of site and the entire amount is being given as subsidy.

7. At the instance of the Government of India, the Cantonment Boards throughout the country have also prepared plans for the construction of quarters for the sweepers and scavengers employed by them. During the year 1959-60 the various Cantonment Boards have constructed 217 quarters at a cost of Rs. 5,45,329 from out of the special grants-in-aid sanctioned by the Government of India and from their own funds. Although the expenditure of Rs. 5,45,329/- is insignificant as compared to the vast magnitude of the problem, yet the efforts made by the various Cantonment Boards are encouraging. As the financial resources of the Boards are very poor, it is considered desirable that the Government of India should consider the possibility of providing suitable funds in the Third Five Year Plan so as to enable these boards to provide quarters to almost all the sweepers and scavengers employed by them by the end of Third Plan period.

Slum clearance

8. It was reported in the last Report that in the urban areas the problem of slum dwellers had assumed astounding dimensions and the same was likely to be further aggravated by the upward trend in the growth of urban population. Since most of the slum dwellers are from the backward class communities, this problem affects the Scheduled Castes and Other Backward Classes persons to a very large extent and obviously any scheme for slum clearance in the urban areas will be beneficial to these classes.

9. With a view to solve this problem, a slum clearance/improvement scheme was formulated by the Government of India, Ministry of Works, Housing and Supply in May, 1956. This scheme provided for grant of financial assistance to State Governments and through them to municipal and other local bodies for clearance of slum areas (especially those in which sweepers predominated) and for the rehousing of families residing in these areas. The financial assistance given by the Centre is 37½% of the approved cost as out-right subsidy in the six major cities of Bombay, Calcutta, Madras, Delhi, Kanpur and Ahmedabad provided the State Governments contribute another 25% as subsidy from their own resources. The remaining 37½% of the approved cost is given by the Centre as loan. In other cities, the financial assistance given by the

Centre is equivalent to 25% subsidy and 50% loan, the State Governments providing the remaining 25% of the cost, as subsidy from their own resources.

10. The families whose income does not exceed Rs. 250 per mensem in Bombay and Calcutta and Rs. 175 per mensem in other cities are eligible for allotment of houses built under the scheme. Families falling in higher income groups but living in slum areas are encouraged to avail themselves of the loan assistance available under the Low Income Group Housing Scheme or Middle Income Group Housing Scheme.

11. Since the inception of the scheme, upto 31st March, 1960, 156 slum clearance projects at an estimated cost of Rs. 12.69 crores, formulated by States were sanctioned, approved and the State Governments were authorised to go ahead with the implementation of these projects. These projects envisage provision of 41,239 housing units to slum evictees in various cities and towns of India (excluding Delhi). According to the reports received till 31st March, 1960 from the State Governments etc. 16,511 housing units had been completed or were under different stages of construction.

12. In addition to the construction of tenements and provision of open developed plots under the scheme, the State Governments have been authorised to provide, wherever possible and where single-storeyed construction is contemplated, skeleton houses which are something half way between a pucca house and an open-developed plot, the rent for which would be in the neighbourhood of Rs. 8 per month. These skeleton houses are specially designed to meet the requirements of such of the slum families as cannot afford to pay the rent of a pucca house and also averse to putting up their own residences on open developed plots. The scheme also provides for construction of hostel type of accommodation to non-family slum dwellers.

13. The State Governments have recently been authorised to take up slum improvement work, where slum clearance is not possible in the near future.

14. The slum clearance/improvement operations, in the main, are required to be confined for the time being to the six major cities of Calcutta, Bombay, Ahmedabad, Madras, Kanpur and Delhi. Where, however, exceptional circumstances warrant, the Government of India give financial assistance for slum clearance and improvement projects in other towns and cities also, depending on the merits of each case. Financial assistance for slum improvement work, is, however, given in the form of interest bearing loans only.

15. In March, 1959, the slum clearance/improvement work in Delhi was transferred from the charge of the Ministry of Health to the charge of the Ministry of Works, Housing and Supply and the responsibility for formulation and execution of slum clearance projects in Delhi was transferred from Delhi Development Authority to the Municipal Corporation of Delhi. Upto March, 1960, 3,759 houses and 105 shops were constructed in various parts of Delhi by the erstwhile Delhi Improvement Trust, Delhi Development Authority and Delhi Municipal Corporation for rehousing of slum evictees. Another 904 houses were under construction.

16. It was reported in the last Report that in Delhi, Bharat Sevak Samaj had opened four centres in the slum areas of the city for the betterment of slum dwellers. In these centres the welfare activities such as medical aid, adult education, arrangement for providing suitable plot of land for accommodation, vocational training for women, recreation and cultural programmes, film shows, sanitation drive, blind classes, legal aid and night shelters continued as usual. A grant of Rs. 77,524 was sanctioned during the year 1959-60 by the Planning Commission for the welfare activities being done by the Bharat Sevak Samaj. Besides, contributions were also raised which amounted to Rs. 1,29,180. Nearly, 8,000 families are being served by the four centres organised by the Samaj.

The Village Housing Project Scheme

17. As already stated in the previous reports, 5,000 villages all over the country are proposed to be covered under the Village Housing Project Scheme of the Ministry of Works, Housing and Supply, during the Second Five Year Plan. Financial assistance under the scheme is confined to long term interest bearing loans not exceeding 50% (now revised to 66-2/3%) of the cost of construction, subject to maximum of Rs. 1,500 (now enhanced to Rs. 2,000) per house repayable in annual equated instalments spread over a period of 20 years. Detailed technical advice and guidance is provided to villagers free of charge through the Rural Housing Cells set up by the State Governments and the field staff under the Block Development authorities.

18. This being a general scheme, all eligible persons including Scheduled Castes and Scheduled Tribes and Other Backward Classes can take advantage of financial and other assistance available under the scheme. In order to enable indigent persons belonging to these communities in the selected villages to obtain subsidies as admissible under the schemes of the Ministry of Home Affairs, that Ministry have requested the State Governments to give preference to villages selected under this scheme, in implementing the housing programmes for these communities included in the State Plans, and also to instruct their departments dealing with the Welfare of Scheduled Castes, etc. to maintain close liaison with the Community Development and other authorities who will be selecting villages for development under this scheme.

19. During the year 1959-60, the State Governments, through whom the scheme is being implemented, drew loans totalling Rs. 136 lakhs from the Government of India. Substantial progress in the implementation of the scheme was recorded during the year under review; out of a total of 2,790 villages allotted to the various States upto 1959-60 nearly 1,900 villages had been selected and loan-assistance amounting to over Rs. 100 lakhs had been sanctioned to the villagers. The number of houses constructed till the close of the year was reported to be 900.

SECTION XI
COMMUNICATIONS

The period under review witnessed a steady expansion of the means of communications in various isolated, inaccessible and remote tribal and backward areas of the country. There was a progressive increase in expenditure on 'Communication' schemes which rose from Rs. 143.06 lakhs in 1958-59 to Rs. 158.11 lakhs during 1959-60. The progress of expenditure during the last four years is indicated in the following table:—

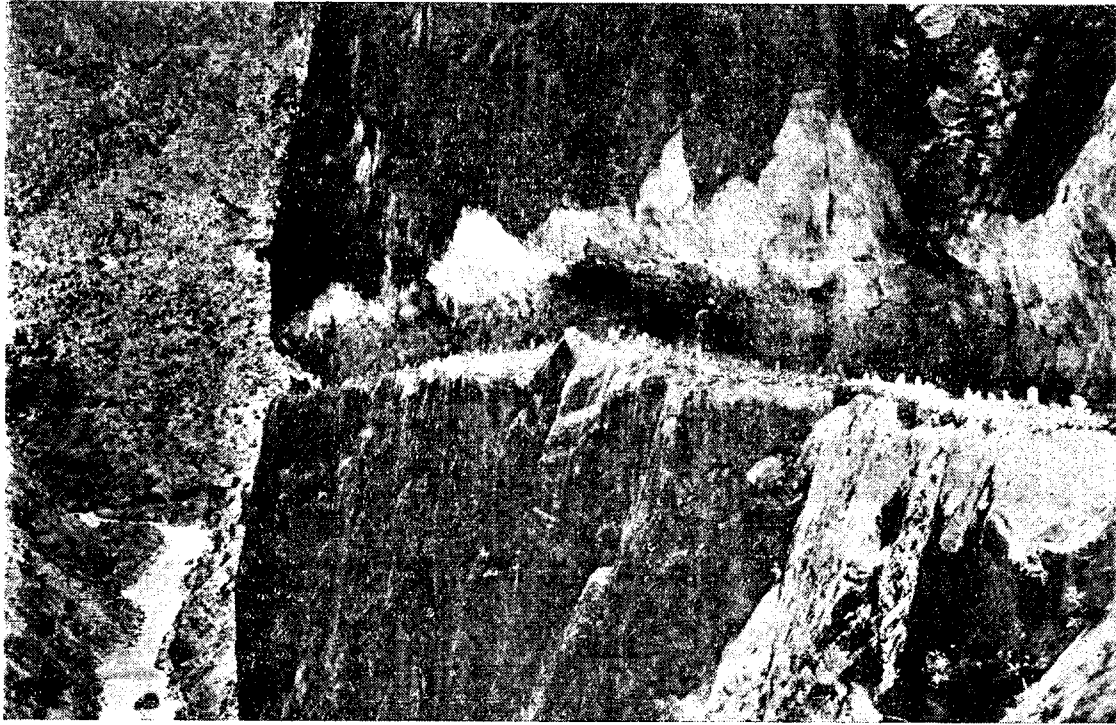
Sl. No.	Category of Backward Classes	Expenditure incurred				
		1956-57	1957-58	1958-59	1959-60 (estimated)	Total expenditure
1	2	3	4	5	6	7
1	Scheduled Tribes . . .	1,06,08,594	1,19,08,791	1,42,41,889	1,57,90,643	5,25,49,917
2	Scheduled Castes . . .	33,691	26,800	34,475	10,000	1,04,966
3	Denotified Tribes . . .	..	..	..	10,000	10,000
4	Other Backward Classes . . .	1,000	49,995	30,013	..	81,008
TOTAL . . .		1,06,43,285	1,19,85,586	1,43,06,377	1,58,10,643	5,27,45,891

2. The expenditure incurred on communications in the areas having predominant population of Scheduled Tribes in Andhra Pradesh during the years 1958-59 and 1959-60 was as shown below:—

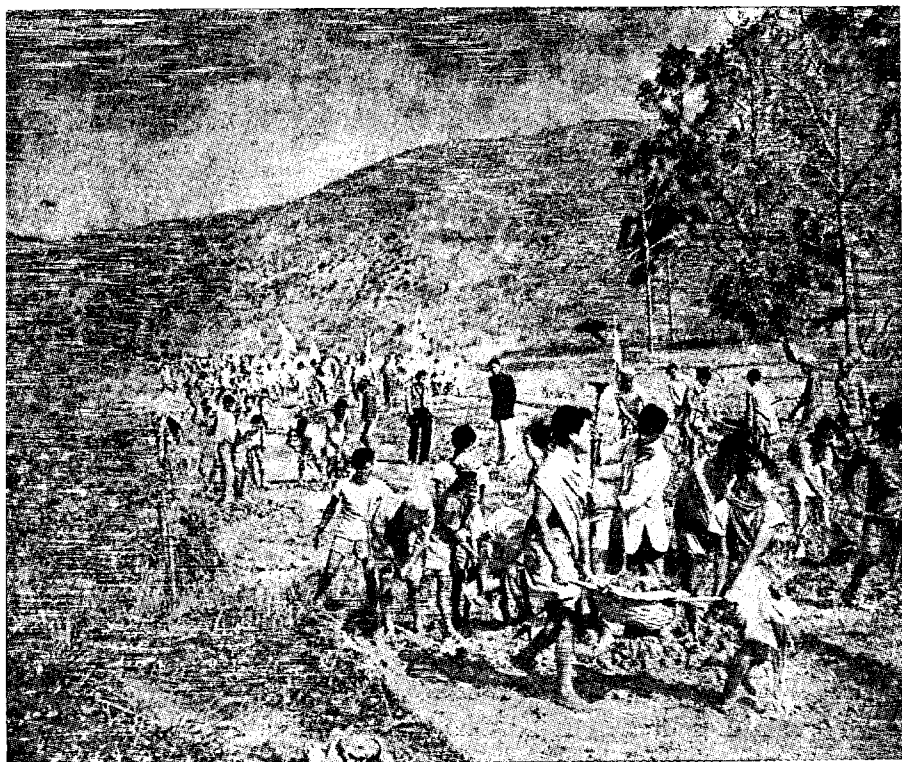
Scheme	Expenditure incurred	
	1958-59	1959-60
1 Village Roads in Andhra region	18,827	17,449
2 Roads in Telengana region	15,550	25,200
3 Bridle-Paths	1,03,050	1,737

During the year 1958-59, 20 miles of bridle-paths were constructed in Visakhapatnam district and 35 miles of the same in Srikakulam district.

3. In Bihar a large number of Adivasi villages in Chhotanagpur Division and in the districts of Santhal Pargana and Shahbad situated in dense forests and on hill tops, still remain cut off from the rest of the State especially in the monsoon. Proper



Road construction through precipitous rocks—Himachal Pradesh



Building a village approach road by Shramdan—Manipur

marketing facilities are thus denied to the tribals residing in these villages and developmental programme also suffers due to difficulty of proper communication facilities. However, the communication scheme executed by the State Government under the State Plan and the Centrally Sponsored Programme, has helped the tribal people. Efforts in this State were primarily made to construct causeways, culverts, bridges, etc. in order to make the roads all-weather roads and of lasting utility. The expenditure incurred on communication scheme during 1959-60 in the State was Rs. 1,05,800 (estimated) in the Central Sector and Rs. 3,00,000 (estimated) in the State Sector.

4. The Government of India have finally approved a revised outlay of Rs. 41.23 lakhs in the Second Five Year Plan for communication in Lahaul and Spiti Areas of Punjab as detailed below:—

	lakhs
1. Manali Koti and Koti Kehla (Truckable Road)	12.31
2. Gramphoo—Koksar Road (Truckable Road)	2.20
3. Koksar—Zing Zing Bar Road (Jeepable Road)	7.35
4. Gramphoo Kunzam Pass Road (Bridle)	2.62
5. Batal/Kunzam Pass Kaza Road (Bridle)	3.05
6. Buildings	3.42
7. Bridge over River Chandra at Koksar	1.65
8. Bridges at Jabrang and Nalda	1.70
9. Improving Hampta Pass Chetru Road	0.05
10. Inter-village paths	1.25
11. Jhoola Crossings at Teeno and Sissu	0.25
12. Aerial Ropeway at Kehla Gramphoo	0.25
13. Establishment Charges	5.13

It was pointed out in the last year's Report that due to the construction of truckable roads in the Scheduled Areas of Lahaul and Spiti, a large number of persons earning their living by carrying luggage on mules and horses, might lose their traditional work, and therefore, it was essential to provide alternative work to them so that their economic condition might not deteriorate. The Government of Punjab have stated that the State Government is giving attention to increasing agricultural facilities in the area and towards increasing agricultural production and such persons could gradually divert to other means of livelihood like agriculture. In this context it may be mentioned here that all the persons who will be deprived of the work by construction of truckable roads are not agriculturists and there will be a large number of them who will need Government assistance for rehabilitation. The Government of Punjab should therefore, rehabilitate them in a planned manner instead of leaving them to their own fate and resources.

5. The area of Lahaul and Spiti in Punjab were very inaccessible previously and communications were extremely difficult. Besides the want of proper roads, there were also no proper crossings on rivers and streams some of which are very ferocious in monsoon. With the improvement of roads in the area and provision of bridges and culverts on streams the communications in this valley are getting better. On account of the construction of a jeepable road from Koksar to Keylong, jeep service has already started plying on the route and the region is now opened up. With the construction of truckable road in the valley from Gramphoo to Koksar and beyond, transportation in that area will also be easier. The approach to the valleys from Manali to Rohtang Pass was also not convenient and this too is being materially improved to truckable standard, including provision of proper bridges. Thus with the improving communications in the valley great benefit is accruing to the local inhabitants.

6. In Rajasthan approximately 1162 miles of roads of the type mentioned below were constructed in the under-developed areas of Dungarpur, Banswara and Chittorgarh districts upto 31st March, 1959.

	miles
1. Painted roads	88
2. Metalled roads	338
3. Gravelled roads	235
4. Fair weather roads	501

7. The following road schemes in operation in the State of West Bengal have helped the tribals to avail themselves of the nearest markets, schools and dispensaries:—

- (i) Improvement of kutcha village roads.
- (ii) Construction of pucca village road-morrum consolidated road.
- (iii) Construction of Cart-tracks in hill areas.
- (iv) Provision of wooden bridges and masonry culverts on village roads.

The 6 miles of road from Bagora to Ghabytar in the District of Darjeeling taken up under the Centrally Sponsored Programme during 1957-58 has been completed. Under the State Plan 3 metalled roads of 26 miles in length, improvement of 4 miles of village roads and construction of a wooden bridge and 11 culverts were taken up during 1958-59. In 1959-60 the 3 miles road from Raypara to Pronabpalli has been partly completed. One pipe culvert, 2 masonry culverts, 2 wooden bridges and one wooden culvert were under construction. One 1¼ mile of kutcha road has been completed during this period.

8. It was pointed out in the last Report that inland transport is not a problem of the Union Territory of Laccadive, Minicoy and Amindivi Islands but the inter-island communication and communication between the islands and the mainland are the real problems to be tackled with. A small power vessel 'M.V. Asoka' was arranged to run on charter between the islands and main land till May, 1959, when the communication was closed on account of the South-West monsoon. The steamer service was not resumed for a long time after the monsoon for want of a vessel for the purpose. It is not known whether it has since been resumed or not. The purchase of a new vessel for this Administration for mainland—Islands service is pending with the Government of India which is expected to be materialised during 1960-61. For inter-island communication, the Administration has got one motor launch and it is proposed to purchase one more motor launch this year.

9. In Tripura during 1958-59, no communication scheme was taken up for the welfare of Backward Classes. However, during 1959-60, 12 S.P.T. Bridges were constructed on two roads—Chailengta—Chowmanu and Chailengta—Lalcherra Roads—at a total cost of Rs. 89,490, which has made the Manu Valley inhabited largely by the Tribals accessible. With the opening of the area it will now be possible to take up other welfare programmes for tribal people.

10. It was suggested in the 1957-58 Report that the construction of roads and buildings with the help of local people through the panchayats and village institutions instead of by the contractors may be encouraged and if possible the local people may also be trained for the purpose. This suggestion has been generally accepted by the Governments of Assam, Andhra Pradesh, Bihar, Bombay, Madhya Pradesh, Madras and Orissa. The Punjab Government have informed that the entire work regarding the construction of roads and buildings in the Scheduled Areas of Lahaul and Spiti is done by the Public Works Department of the State Government. The local panchayats undertake only minor

works such as ordinary repairs of the roads etc.; and that too when due to heavy snow it becomes impossible for the Public Works Department staff to go to the affected areas. The local people, as many as they are available, are being trained as Overseers/Engineers. The Government of West Bengal have stated that the panchayats are being set up now and the suggestion can be considered after they function for some time. In Manipur, works taken up on contributory basis are done through the people. There are no panchayats at present.

11. In our enthusiasm to give communication facilities to the tribals the scrutiny of proposals for construction of roads with a view to see whether the proposed roads would really be useful or not to the tribals, should not be forgotten. It is reported that a large amount of money was spent on the construction of 2 miles road from Palkot to Karandahera in Ranchi District of Bihar State. The idea of constructing this road was obviously to provide facility to the Scheduled Tribes for bringing their agricultural produce to the market at Palkot. The layout of the road however, is such that no bullock cart can ply over it. The other astounding fact is that not a single villager in village Karandahera and in other adjoining villages owns a bullock cart. The usual method of carrying their agricultural produce is as head loads or on shoulders which is still followed in spite of construction of this road. There seems no justification for spending so much money for this road, utility of which is itself doubtful. It is therefore necessary that whenever any road construction is to be undertaken, not only that its utility should be properly assured, but it should be seen that proper alignment is given by a technical hand, the specifications are definite, and after the construction the work is inspected by an engineer and a completion certificate invariably kept on record. Similar action has to be taken for construction of culverts, causeways of bridges also.

SECTION XII

SCHEDULED AND TRIBAL AREAS

EXTENT OF SCHEDULED AREAS—TRIBES ADVISORY COUNCILS—REPORTS OF THE GOVERNORS ON THE ADMINISTRATION OF THE SCHEDULED AREAS—TRIBAL AREAS—DISTRICT AND REGIONAL COUNCILS—WELFARE OF THE TRIBALS AND THE DEVELOPMENT OF TRIBAL AREAS—NORTH EASTERN FRONTIER AGENCY—NAGA HILLS—TUENSANG AREA.

Extent of Scheduled Areas

There has been no change in the Scheduled Areas of the States during the year 1959-60. Bihar has furnished this time total population of the Scheduled Areas which is 58,65,675. There is a slight change in the total population of the Scheduled Areas in Bombay which is 27,09,065 as against 26,99,937 reported last year. A decrease of 232 persons in the tribal population of the Scheduled Areas has been reported by the Punjab Government and the correct figure is 2499. In my last Report, I had suggested that special surveys should be made by the State Governments to collect accurate data regarding the area and population of the Scheduled Areas. In view of the census that will take place in 1961, the State Governments concerned have not found it necessary to undertake these surveys now. It is hoped that necessary data will be collected during the ensuing census.

2. The necessity of evolving some definite criteria for inclusion or otherwise of an area as a Scheduled Area was stressed in my last Report. This question has now been included in the terms of reference of the Scheduled Areas and Scheduled Tribes Commission which has been set up under Article 339 of the Constitution.

Tribes Advisory Councils

3. There was no change in the Rules and Regulations of the Tribes Advisory Councils set up in Madras, Orissa, Punjab, Rajasthan, West Bengal and Bihar. No information regarding any change or otherwise in these Rules has been received from Andhra Pradesh, Bombay and Madhya Pradesh.

4. According to the available information, the number of meetings held by the Tribes Advisory Councils during the Calendar year 1958 and the financial year 1959-60 is indicated below:

Name of the State	No. of meetings held during 1958	No. of meetings held during 1959-60
1	2	3
Andhra Pradesh	3	5
Bihar	1	2
Bombay	2	N.A.

	1	2	3
Madhya Pradesh		2	2
Madras		3	2
Orissa		2	1
Punjab		2	2
Rajasthan		1	2
West Bengal		1	3

It will be observed that the Councils set up in Madras and Orissa did not meet in 1959-60 as often as in 1958. In Rajasthan, under the rules there ought to be 4 meetings in a year, whereas the Council met only twice in the year under report. It is in the interests of the tribals and also of the Scheduled Areas that these Councils should meet frequently. These Councils, I am sure, will prove very good agencies for eliciting active cooperation from the tribal people for the development programme. They should have full say in the matter of preparation of the Third Five Year Plan and thereafter when the Annual Plans for the welfare of Scheduled Tribes are prepared by the State Governments, they should be discussed and approved by these Councils before they are submitted to the Government of India for final approval. Periodical reviews of the progress made in the execution of the welfare schemes should also be made by them for which purpose also, it is desirable that they should meet more frequently.

5. Some important recommendations were made by the Tribes Advisory Councils in the above meetings, details of which have been shown in Appendix XLII. It appears from the reports received from the various State Governments, that the importance and utility of these Councils has been realised and the advice of these Councils is availed of for the planning and execution of the schemes for the welfare of tribals. Extent to which the functioning of the Tribes Advisory Councils has been successful in providing an impact upon the minds of the tribal communities will be fully assessed by the Commission set up under Article 339 of the Constitution as the functioning of the same forms one of the terms of reference.

Reports on the administration of the Scheduled Areas

6. There have been inordinate delays in submitting Reports by the Governors to the President regarding the Administration of the Scheduled Areas in their respective States. So far, only Rajasthan has submitted its Report for 1959-60. Excepting Bihar and Bombay, all other State Governments have submitted their Reports for the year 1958-59. Bihar, it is learnt, has sent their Report for 1957, but a copy of that is still awaited by me. The Administration Report for 1957 is still due from the Government of Bombay.

7. My comments on the Governors' Reports on the Scheduled Areas of Andhra Pradesh, Madhya Pradesh, Orissa, Punjab and Rajasthan in respect of the year 1958-59 and in respect of Rajasthan for the year 1959-60 have been submitted to the President which are reproduced below:—

ANDHRA PRADESH (1958-59)

Administrative set-up.—Though this Report should have been submitted to Government of India by the end of June 1959, it has been submitted in July, 1960. It is hoped that the future Reports will be submitted within the prescribed date. The adminfstra-

tive set-up in two regions *viz.*, Andhra and Telengana is still different from each other and the question of integrating the two systems and establishing a uniform set-up in both the regions has still been under the consideration of the State Government. There should be a sense of urgency about the matter. The different systems of the trial of civil and criminal cases by the Revenue Officials in Andhra Region and by the Social Service Officers in the Telengana Region should be brought under an uniform set-up.

Tribes Advisory Council.—Four meetings of the reconstituted Tribes Advisory Council were held during the year 1958-59. It has been reported that action is being taken on each resolution passed at the meetings and the members are being informed at the subsequent meetings of the action taken on the resolutions passed.

Extent of the Scheduled Areas.—The question of including certain additional areas in the Scheduled Areas has been under the consideration of the State Government. The question of inclusion of certain communities in the list of the Scheduled Tribes has been referred to the Government of India. Their orders on the subject are still awaited.

Educational progress.—There was appreciable increase in the admission of Tribal children to the schools in both the regions. 41 new schools were opened in the Scheduled Areas of the State during the year. 17,865 tribal children were imparted education during the year. 103 trained and 82 untrained teachers were employed in the Agency schools during the year. One tribal hostel with 27 boarders was opened in the Telengana Region. The Ashram School started by the Servants of India Society in 1957-58 was taken over by the Government as the Society expressed its inability to manage it. It is satisfying to note that there was good response from the Tribals as facilities were given to them in the shape of books, slates, clothing, mid-day meals etc., free of cost.

Economic progress—Agriculture and Colonisation.—1,87,456 acres were under cultivation during 1958-59 in the Scheduled Areas of the State. The Tribals are evincing more interest in the agricultural operations. One pilot demonstration farm in Srikakulam district and another demonstration farm in Adilabad district were opened during the year. Demonstrations were also conducted on a large scale about the use of the green leaves available in the forests. There was a Government fruit farm in Rampachodavaram for the Hill Tribes for bringing about sound horticultural development in the Agency areas. For want of details regarding the number of demonstrations held, improved seeds, fruit plants distributed and of beneficiaries, it is not possible to assess the progress made or otherwise of the scheme.

A new colonisation scheme was taken up at Gujjumamidivalasa in East Godavari District during the year. It has been reported that in colonies many of these tribals who were accustomed to podu cultivation have settled on permanent cultivation. As stated in my comments on the earlier Report, the statistics about the number of families benefited under this scheme should also have been given in order to appreciate the above statement.

Cooperation.—There were 86 cooperative societies of various forms in the Scheduled Areas of this State (77 in Andhra and 9 in Telengana regions). Comparative statistics in respect of the activities of these societies should also have been given. The Andhra

Scheduled Tribes Cooperative Finance and Development Corporation, Limited extended its activities to some more areas in Srikakulam and Visakhapatnam Districts. The tribals were given relief to the extent of Rs. 3.43 lakhs during the year. Rs. 35,777 were advanced as loans to 5495 tribals. After the Corporation started functioning, there was a reduction in the incidence of indebtedness by 29.31% within a short period of two years. This is really very encouraging.

Cottage industries.—Three centres started in 1957 for giving training to tribesmen in the improved methods of basket making, mat weaving, rope making etc., continued functioning during 1958-59. A private Graphite factory was also started in the West Godavari District.

During the year 1958-59, propaganda work was carried on to educate the tribals on the benefits of Pisciculture and also in the fishing of improved varieties. Government tanks were utilised to demonstrate the benefits of Pisciculture. The Fisheries Department introduced economic variety of fish for rearing and reaping after a few months of introduction. Fish seeds were also stocked in the water sources in the agency areas. The number of persons benefited by the measure should also have been given.

Medical and public health.—The State Government continued to undertake anti-malarial operations, running Maternity and Child Welfare Centres during the year. Epidemics and other diseases like Yaws and Malaria prevalent in the Agency areas were controlled.

Under the plan of rural water supply, 16 drinking water wells in the Andhra Region and 21 in the Telengana Region were constructed during the year besides repairing old wells.

Communications.—It has been reported that 479 miles of roads were constructed in the Scheduled Areas by the end of the year 1958-59. As indicated in my comments on the last year's administration report, the amount spent for the construction of these roads should also have been indicated in the Report.

General.—The total amount spent by the State Government for the welfare of the Scheduled Tribes and the development of Scheduled Areas was about Rs. 64,60,572 as compared to Rs. 38.89 lakhs spent during the year 1957-58. The progress made in the development of these Areas was good and the tempo of welfare activities was accelerated.

It has been perhaps very encouraging to the Tribals that the Governor toured in the Scheduled Areas in the districts of Visakhapatnam, Khammam and Karimnagar in the year under report.

MADHYA PRADESH (1958-59)

Administrative set-up.—During the year under report, a full-fledged Secretary of the Tribal Welfare Department was appointed. But this resulted in the duplication of work as there was little co-ordination with other departments. Complete co-ordination at all levels is essential. One Area Organiser and one District Organiser were sent for training in the Tata Institute of Social Sciences at Bombay during the year. The State Government have started Training School at Chhindwara which imparts useful training. They should develop this institution and start similar training there. It is suggested that instead of 3 months' training, there should be one year's course at Chhindwara.

Tribes Advisory Council.—During the year 1958-59, two meetings were held. In these meetings various problems of Scheduled Tribes were discussed. A sub-committee of the Council was constituted to review the work done by the non-official agencies receiving grants from the Government and transfer of educational institutions from Tribal Welfare Department to the Education Department throughout the State.

Legislation.—No modifications were made in any Central or State laws applicable to the Scheduled Areas. The old laws continued to protect the tribals from exploitation.

Legal aid.—There is a provision for extending legal aid to Adivasis for civil and revenue proceedings. The number of beneficiaries in each region should have been indicated separately.

MAHAKOSHAL REGION

Educational Development.—During 1958-59, there were 1012 primary schools as against 983 in 1957. The total number of students in these schools was 69,690 as compared to 57,460 and 55,394 students during the years 1956 and 1957, respectively. The number of middle schools was 115 as against 110 in 1957. The total number of students in middle schools was 5,964 as against 5,629 and 6,052 in 1956 and 1957, respectively. There were 114 hostels as compared to 103 hostels during 1957.

During the year under review, 1,311 middle school scholarships were awarded as against 1,123 middle school scholarships during 1957. The number of High School scholarships was 529 as compared to 254 and 432 such scholarships awarded during 1956 and 1957. 169 stipends were awarded to Normal School trainees. To encourage education among the girls of the primitive tribes such as in the interior of Baster and Jhabua districts, I would suggest that some cash stipends be given to the parents to compensate them for their economic loss.

Economic Development—Agriculture and land Settlement.—In addition to the maintenance of 30 demonstration farms attached to the middle schools, 5 new farms were established involving an expenditure of Rs. 11,000.

During 1958-59, 26 Scheduled Tribe families were settled bringing the total to 785 families settled so far. Bullocks, sets of agricultural implements, seeds and manures were distributed free in Baster District. 200 compost pits and 80 soak pits were dug. 2 schools and community buildings have been completed. A sum of Rs. 61,000 was spent on the scheme as compared to Rs. 88,691 and Rs. 77,748 spent during the years 1956 and 1957, respectively. Instead of cash subsidy, it would be useful if graingolas are opened in the settlements and grain loans are given to them from that stock.

Industries.—Instructors imparted training in 22 middle schools to 3,432 students and 690 adults during the year under review as compared to 3,152 students and 599 adults during 1957. A tussar seed centre in Sarguja and a weaving centre in Bilaspur district were established. Rearing of silk worms was started at Raigarh seed centre. Two training-cum-production centres at Narainpur and Baihar in District Baster were maintained. 32 candidates were under training in these centres. Under the Central Sector scheme such a centre is also being established at Mandla, for which necessary staff was appointed and machinery and equipments were purchased. I am of the opinion that cottage industry classes and training-cum-production centres should be attached to every middle school hostels, Ashram Schools. The State Government should develop the scheme of 'Tussar Silk Industry' as hundreds of tribal people are earning their livelihood from this industry. These schemes would be useful for tribal trainees with follow-up pro-

gramme.

The Technical Training Institute at Korba started functioning from February, 1959. 108 tribal trainees were getting training in the Institute. A sum of Rs. 6:03 lakhs was spent during the year under review as against Rs. 8:04 lakhs spent during 1957-58. This is a very useful scheme which solves the problem of educated unemployed in the Tribal areas.

Co-operation.—The membership of 23 Multi-purpose Co-operative Societies Organised during the First Five Year Plan period stood at 4,154 as against 3,375 during 1957. These societies continued to undertake the work of purchase and supply of minor forest produce. During the Second Five Year Plan period 17 Co-operative Societies have been organised so far. During the year under Report, all these societies organised during the First and Second Plan periods made the purchases worth Rs. 6,58,644 which was sold at Rs. 6,77,486 making a net profit of Rs. 52,567 as against the net profit of Rs. 37,137 made on sales and purchases during the year 1957. With regard to the Co-operative Societies, mere numerical strength of the members will not be enough data for progress but the amount of loan and recovery percentage ought to be mentioned. With the introduction of Graingolas and Tribal Co-operative Schemes, the tribals would be saved from economic exploitation.

Health.—There were 20 stockmen-cum-health assistants at the welfare centres providing medical and veterinary facilities. They carried out 655 castrations, 33,691, vaccinations and inoculations, 88 disinfections and treated 8,609 cattle. 19 stud bulls were maintained. During the year 1958-59, 553 cows were covered and 246 calves were born. The progress is not satisfactory. It would be better if this scheme is transferred to Veterinary Department. The stud bulls supplied by Veterinary Department are not according to the requirement of the areas and in many centres unserviceable bulls were supplied. The result is that after much expenditure, very little benefit has gone to the tribals. 20 Dais were working at these centres who attended to 1,262 antenatal, 325 maternity, 1,473 postnatal and 3,530 other cases. It has been observed that tribals do not depend on the services of Dais in normal cases and their services are needed in emergency cases. These Dais sometimes cannot manage those cases. I feel that if local Dais are given training, they can be helpful to tribals in the interior areas. Trained nurses can be provided by the State Government for rendering efficient service in emergency cases. To gain popularity, it is essential that they should know local languages for which they should be given special pay.

Under the Second Five Year Plan schemes, 13 veterinary dispensaries were maintained. 7,000 cattle were treated and 18,761 inoculations done during 1958-59. 26 pedigree bulls were attached to these dispensaries. 14 primary health units were maintained in which 8 A.M.O.s, 14 compounders and 2 dressers were working. There were 38 Maternity and Child Welfare Centres in which Dais attended to 1,896 antenatal cases, 332 maternity cases and 947 postnatal cases during that year as compared to 1,183 antenatal and 195 postnatal cases attended to during the year 1957. Besides, 1,890 cases of minor ailments in women and children were attended to.

Under the Centrally Sponsored Schemes, out of 4 V.D. Control Units for Mahakoshal region, one is being established at Baihar in District Balaghat. An expenditure of Rs. 9,500 was incurred on the scheme during the year under Report.

For removing the scarcity of water, 55 wells were constructed in the Scheduled Areas of Baster, Mandla and Sarguja districts. The cut in plan ceiling should have been effected from other schemes, the provision made in the annual plan itself is insufficient for the Scheduled Areas and the cut in that provision is very bad as tribals bring water from long distances. To overcome this difficulty, the State Government should chalk out integrated programme with the help of other departments and with

additional allocations. Compression machines for drinking water wells must be purchased for providing pure drinking water to all tribals. This scheme should be given higher priority in Third Five Year Plan.

Housing.—Under the Centrally Sponsored Programme, 1,600 houses were constructed in Bastar, Mandla and Sarguja districts. A sum of Rs. 7.50 lakhs was spent on this scheme.

Roads.—Besides Rs. 12.00 lakhs a sum of Rs. 18.00 lakhs was also transferred to Central Road Special Reserve Fund during 1958-59 for the construction of roads. There is no progress in the construction of village approach roads which are very essential for the Scheduled Areas.

Tribal Research Institute.—The functions of the Institute are to conduct surveys and studies to formulate welfare schemes, to evaluate plan programmes and to assist in the training of personnel etc. As a matter of policy purely historical, anthropological or cultural programmes were to be discouraged. During the year under Report, studies regarding socio-economic conditions of tribals living in Special Multi-purpose Tribal Blocks and Abujmahd area were completed. Besides this, the preparation of guide books, dictioneries and text-books in tribal languages and other similar studies will no doubt help in the proper planning and implementation of welfare schemes. It is encouraging to note that a quarterly bulletin on socio-economic aspect of the tribal life was issued. An Advisory Committee was appointed to guide the programmes undertaken by the Tribal Research Institute and ensure that only objective studies are undertaken at priority basis.

Publicity and propaganda.—49 cinema shows were exhibited during 1958-59 as against 181 cinema shows during 1957. 60,000 persons witnessed these shows as against 1,53,000 persons during 1957. The notable thing done during this period was exhibition of a film on Katha Manufacturing Society, Ramanujganj to induce tribals to join co-operative societies. From the cultural programmes of Kalpi and other centres, it appears that tribals like dramas and dances more than the films. It would be better if the drama parties of tribals are organised to educate them about their problems.

Tribal Workers, Training Institute.—3 batches of 15 trainees each were given training for 3 months in Animal Husbandry, Public Health, Anthropology, Economic and Co-operation etc. in order to make them understand the society, beliefs and customs of the tribals.

MADHYA BHARAT REGION

Educational Development.—In 12 Government hostels including 2 for girls 222 inmates were residing during the current year as against 267 in the previous year. The reasons for decline in the number of inmates have not been indicated. The boys and girls in the hostels are kept upto III Class and thereafter there is neither hostel nor any other arrangement for their future studies. I would suggest that these community centres should be raised to VIII Class. For the girls residential primary schools should be raised up to V or VIII Class. All hostels attached to the middle schools are rendering good service to the tribals.

In 52 Adult Education Centres, an expenditure of Rs. 19,060 was incurred on 526 inmates during the year under Report as against the sum of Rs. 16,600 spent during 1957-58. The scheme appears to have outlived its utility and sooner it is dropped the better.

In the educational institutions attached to the community welfare centres, 1,763 students were receiving education in Balwadis, primary-cum-basic education schools, hostels and adult education centres as compared to 1,428 such students during 1957.

17,099 Adivasi students were awarded scholarships. Mid-day meals were served to 8,646 Adivasi students reading in primary schools located in remote and backward regions. It has been reported that the funds provided for mid-day meals in the primary schools are not sufficient. The amount placed at the disposal of the Head Masters of these schools is the same irrespective of the number of students in the schools. In certain places they are not even able to supply parched grams to all the students what to talk of mid-day meals. I feel that the allotment of funds should be according to the number of students in the schools. They should provide one full meal a day as visualised under the scheme to the children whose parents cannot have two meals a day. It should be discontinued from schools where people are somewhat rich. 8 boarders were added in each of 10 boarding houses opened during the First Plan. Extension of 8 boarding houses opened during First Plan was also done.

Economic Development—Agriculture.—8 Adivasi agriculturists from the Scheduled Areas were trained in scientific and improved agricultural methods at the Plant Institute, Indore, as against 15 Adivasi agriculturists trained during the year 1957. This is a good scheme. This training should also be given in the schools and periodical camps of the farmers.

Industries.—The number of trainees in 4 handloom centres declined from 45 during 1957 to 30 during the year under report. The reasons for the decline have not been given. 106 trainees underwent training in carpentry and smithy centres. These two schemes have not proved useful and I feel that all such centres should be attached to schools and hostels and proper follow-up programme should be chalked out for this.

In the 13 Adivasi community welfare centres, 354 persons were trained in carpentry, basket making, bricks, tiles and pot making centres during 1958-59 as against 258 trainees during 1957-58. Aloe cultivation training centre in Jhabua, tailoring centre in Dhar and grass mat weaving centre in Nimar Districts continued functioning. At the first two centres, 14 and 15 candidates, respectively were trained.

The Sericultural training centre in Dhar District continued functioning. 5 acres were brought under mulberry plantation and construction of farm buildings. A training-cum-production centre at Jhabua started functioning during the year under report with 36 trainees. A sum of Rs. 0.12 lakhs was spent on the scheme.

Health.—The Adivasis in certain areas suffer from T.B., Leprosy and Venereal diseases. To control these diseases a sum of about Rs. 1.28 lakhs was spent during 1958-59 as compared to Rs. 50,759 spent during 1957-58.

In the Poultry and Animal Husbandry Centre, 28,481 cases were treated as against 21,503 cases during 1957-58.

To remove the scarcity of water in the hilly areas, 41 wells were dug during the year 1958-59 at a cost of Rs. 0.82 lakhs as against 24 wells dug during the year 1957-58 at an expenditure of Rs. 0.48 lakhs.

Co-operation.—52 co-operative societies functioned during the year under report. The details regarding the activities of these societies ought to have been incorporated in the Report.

Housing.—Under the Central Sector Schemes, 400 houses were constructed during the year 1958-59 at a cost of Rs. 2.80 lakhs as compared to 195 houses constructed at a cost of Rs. 1.36 lakhs during 1957-58.

Roads.—Fair weather roads were constructed to connect the places of weekly Hats and to facilitate the movement of forest produce. During the year under report, 10½ miles of roads, 4 Ghats and 5 Rapats were completed at an expenditure of Rs. 58,000 as compared to 50 miles of roads, 14 Ghats and 6 Rapats constructed during previous year at a cost of Rs. 1,74,515.

Community Welfare Centres.—On the multi-farious activities of 13 Adivasi Community Welfare Centres, an amount of Rs. 4,18,400 was spent during 1958-59 as against Rs. 3,71,250 spent during 1957-58. It is not known as to why only 114 boarders could be admitted in these centres as against the target of 130 boarders during the year under report.

Aid to Institutions.—To three institutions, Adivasi Vikas Kendra, Kasturba Vanvasi Kanya Ashram, Niwali and Sarvodaya Sadhanashram Thilgaon, total grant-in-aid paid amounted to Rs. 8,601 as against 6 such institutions granted Rs. 58,961 and Rs. 18,530 during the year 1957-58 and 1956-57, respectively.

General.—The expenditure on Plan schemes during 1958-59 amounted to Rs. 32.95 lakhs as compared to Rs. 42.69 lakhs during 1957-58. The shortfall in expenditure was reportedly due to low plan ceiling and non-availability of technical equipment and staff. Considering the importance of the welfare programmes for these communities, it is imperative that the bottlenecks in the successful implementation of these schemes should be done away with.

ORISSA (1958-59)

About one-third of the total area of the State has been declared as Scheduled Area. The question of recommending certain other equally backward tracts *viz.*, Bhuyanpirh and Juangpirh of Keonjhar, Kasipur area of Kalahandi for inclusion in the category of Scheduled Areas is still pending.

The question of de-scheduling Rairangpur and Sadar Sub-division of Mayurbhanj District and Panpos sub-division of Sundergarh District has to be considered. Due to the influence of Rourkela, Rajgangpur and Birmitrapur etc., the tribals of the area have been educated and are economically better.

Population.—The population figures reported do not appear to have been revised after the Scheduled Castes and Scheduled Tribes lists (Modification) Order 1956. Precise population figures should have been worked out after the modification of lists.

Tribes Advisory Council.—During the year under report the Tribes Advisory Council met twice. It is disappointing to note that prompt action is not always taken on the recommendations of the Council. By March, 1960, final action is pending on 6 out of 10 recommendations made in the meeting held on 3rd November, 1958. As regards recommendations made in the Tribes Advisory Council Meeting held on 8th May, 1958, complete information is not available on the action taken. Some more weight and due consideration should be given to the deliberations of the Tribes Advisory Council.

Judicial.—There has been no change reported during the year under report in the Judicial Administration in the Scheduled Areas. Normal Judicial Administration prevails in the Scheduled Areas.

Tribal Research Bureau.—It is better that an experienced person is appointed as a Director or Honorary Director of the Bureau. Monographs at least on the major tribes have not yet been published. There is lack of proper guidance and team spirit. Even in regard to the appointments in the Research Bureau a period of minimum stay needs to be stipulated. As otherwise, the Research staff are always looking for better jobs taking the present one only as a footing and as a bargainer.

" *Welfare Schemes.*—Comparative figures of expenditure and provision for the whole State and for the Scheduled Areas, if included in the report, can convince one of the special measures taken to bring the Scheduled Areas in line with other areas. It is now high time to earmark specific provision for Scheduled Areas with a view to bring them on par with non-Scheduled and coastal areas of the State.

Education (Ashram Schools).—Out of 60 Ashram Schools in the State, 24 are in the Scheduled Areas having on roll 1,760 students. There are only four Ashram Schools for girls out of the 24 Ashrams situated in the backward areas and pupils of the more backward tribes should receive greater attention. Ashram Schools on the whole are running well. Truancy has decreased. Only in Koraput the position is still weak.

More and more students of the Ashram schools are appearing in the common M. E. examination and the results are encouraging.

Higher Type Ashram Schools.—It is stated in the report that 2 such schools—one at Bisoi and the other at Koraput functioned during the year and these institutions were intended to give facility for higher specialised training to Ashram School passed students in Agriculture and in one of the optional crafts. The State Government have failed to evolve this type of institution. The buildings of the Higher Ashram School at Koraput are at present being utilised for the Soil Conservation Training Centre and the future of Bisoi Higher Ashram School has yet to be decided.

Sevashrams.—These are primary schools of L. P. standard. Some are up-graded to U.P. standard. There are 620 Sevashrams with a total strength of 23,249 students in the Scheduled Areas. The number of girl students coming up for education is negligible. In Phulbani District there are only 107 girls out of a total number of 4,342 students. The position is slightly better in Sundergarh District (662 girls out of 3,433 students). Some inducements in the form of scholarships for tribal girls are needed even at the lower primary stage. The Sevashrams have deteriorated in areas where the tribals have not yet appreciated the value of education. Attendance has become irregular. Numbers have gone down in some places. In the backward areas like Bonai Sub-division of Sundergarh, parts of Phulbani, Ganjam Agency and Koraput, the working of Sevashrams is far from satisfactory. It is revealing that in Phulbani District, from 102 Sevashrams only 123 students could be promoted to Class IV, an average of one student for each Sevashram. As the field staff have been kept under Block Development Officers and S.D.Os. they do not find time to visit the institutions as often as they were visiting previously. Hence lack of supervision also accounts for the deterioration.

Training Centres.—Despite the existence of 4 Training Centres in the State, there are still so many untrained Sevaks. More Training Centres for Sevaks are needed and Narainpur Training Centre can very well be converted into a Sevak Talim Kendra. There is no further need of continuing Narainpur Centre as one for training Village Welfare Guides and Social Workers.

General Education in Scheduled Areas.—Teaching in 206 schools was carried in the beginning through tribal dialects in Mayurbhanj District. The teacher used the prevailing dialect. It has to be borne in mind that instructions in primary schools should be imparted to the tribals in their mother tongue as far as possible.

The figures reported *viz.*, 403 Primary Schools in Ganjam Agency having 1,289 pupils need to be verified. There might be typographical mistakes. Otherwise the figures cannot be so.

Award of Stipends and Lump Grants.—The report does not give a clear picture of the progress achieved in the sphere of educational development in Scheduled Areas. The conditions at (b) and (c) as stated on page 15 of the Administration Report may not prove conducive to uniform and smooth progress of education among the Scheduled
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Castes and Scheduled Tribes. In the case of girl students the dividing line of 40% may not be observed. It is noticed that at times students get a paltry sum of rupee one or two which is not going to help them in any way and makes a mockery of the whole scheme. Because of the progressive increase in the number of students, there is a continually bulging demand towards stipends and lump grants. The weight on the public exchequer being of a sizeable order, this problem needs rethinking. No doubt selection has to be made which indeed acts as a spur to diligence but the present procedure of partially limiting the amount of stipend or lump grant is not going to help the student. Mayurbhanj District shows a phenomenal increase in the number of students receiving stipends and lump grants over the previous year, the comparative figures for the two years being as under :

	Previous year	Current year
Stipends	{ 519 Rs. 0.52 lakhs	{ 1,170 Rs. 1.48 lakhs
Lump Grants	{ 972 41 lakhs	{ 2407 Rs. 1.35 lakhs

Such increase is also noticed in the number of Scheduled Tribe students getting lump grants in Sundergarh district. The number this year is about three times the number of students receiving lump grants in the previous year.

Koraput District presents a sad picture. Only 0.26 lakhs could be spent this year. The number of students is not reported. Last year amount spent was 0.19 lakhs and students benefited numbered 133 Scheduled Tribes, 209 Scheduled Castes and 195 converts.

Special Hostels for Adivasi Students.—The programme of construction of hostels for Adivasi students has come to the front during recent years. The scheme is quite useful but there is need to ensure completion of works within a reasonable period and later on its proper utilisation for the students intended. At Jeypore for instance the hostel constructed for the Scheduled Tribe students is being used to run a girl school for the general public.

Industrial Education in Scheduled Areas.—The number of institutions imparting industrial education in the Scheduled Areas appears to be few. Even in the existing institutions, the number of Scheduled Tribes and backward class students is comparatively much less. Special efforts may have to be made to improve the situation. In the craft schools, there is no Scheduled Tribe trainee. The Industrial schools at Phulbani District and Bargaon (Sundergarh District) do not appear to function satisfactorily. The number of students is much less than in the previous years.

Settlement of Adivasis on Land.—A number of colonies are established with a view to settle podu cultivators on land. The scheme has been partly successful. There are some factors on which full success of the scheme depends. As reported, in about 8 colonies out of 21 in Koraput district less than 5 acres of land has been given to each individual family. Minimum 5 acres of land, some portion of which should invariably be irrigated land fit for paddy cultivation, may be ensured to each one of the families settled. Execution of a M. I. project has to be taken up in the beginning itself for on that lay the success of a colony.

Lands should be properly reclaimed. Otherwise, unaware of settled agricultural practices the podu cultivators may leave the colony out of helplessness. The houses constructed should also be good ones, so that the colonists will have some attachment to the colony.

Relieving Indebtedness and Exploitation.—In Sundergarh District indebtedness of Adivasis is said to be not a serious problem now. In Ganjam district the Panos generally advance small amounts whenever the tribal is in need of them. No account books are maintained by the Panos. Due to ignorance and illiteracy the people are hardly in a position to take advantage of the various Acts like Money Lenders' Act in force. The need of wide propaganda through posters at market and shandy places and supply of free copies of the Acts in the local languages appear to be necessary. Loans to agriculturists were given under the Loans Act and Land Improvements Act but the figures reported show that the measures taken so far are not sufficient.

Supply of Bullocks, Seeds and Agricultural Implements.—The report does not indicate the progress made under this head.

Co-operative Societies.—These have been organised mostly as Forest Marketing Co-operative Societies dealing in minor forest produce. Even there the items of operation mainly relate to tasser and brooms. There are very few and sometimes no tribals among the Directors. They need better planning and adequate representation of the tribals in order to make these societies successful.

Multi-purpose Co-operative Societies.—Most of the Multi-purpose Co-operative Societies are satisfied with supplying provisions to the Ashram schools. In fact these should function as Purchase and Sale societies for the tribals. Credit facilities have also to be afforded.

Village Welfare Centres.—In the first instance the various activities of the village welfare centres are enumerated. However, the actual account deals with night schools and distribution of common drugs and medicines only. Wherever there are Village Level Workers, the Village Welfare Centre should be handed over to be utilised as Community Centre. Otherwise there would be duplication of efforts. However, there is need to open Village Welfare Centres in areas inhabited by the more primitive tribes like Kutia Kandhs, Bondos, etc. Effective and more interesting programmes should be introduced to enlist popular participation.

Lao Cultivation.—A good beginning has been made in this direction. There is scope for expansion and the scheme ought to be extended to other areas for the economic betterment of the tribals.

Improvement of Communications.—During the year under report, a sum of Rs. 4.21 lakhs was allotted to Scheduled Areas for this purpose. The State Government have not indicated the amount spent on this scheme out of their normal programme. However, it can be safely remarked that full share of the benefits has not been accorded in proportion to their population.

There must be some approach roads to the village schools and feeder roads from villages to weekly market centres.

Minor-Irrigation Schemes.—Steps are being taken to see that more and more area is brought under irrigation. The report does not contain an account of work done in this field in Koraput District by the Revenue Department.

Animal Husbandry and Veterinary Schemes in Scheduled Areas.—There are 45 Veterinary dispensaries and 29 Stockman Centres functioning in the Scheduled Areas. Facilities have been increased but the task is to make the tribals realise and appreciate the utility of these institutions.

Grain Golas.—Reports reveal that the construction of many grain gola buildings have not yet been completed. It may be said that the construction of grain gola buildings relating to the year 1957-58 is still on the way and in respect of those relating to 1958-59, site selection has been completed and material collected. And for the year 1959-60, site

selection is being done. Concentrated efforts should be taken to complete the construction of the grain goda buildings and the actual functioning accelerated. Along with paddy the grain godas should deal in small grains also as all the tribals have not got paddy lands.

Medical and Public Health.—Sample survey for Leprosy indicates that in Khondmals the prevalence of the disease is rather high whereas facilities for treatment do not appear to be upto the requirement. Yaws is also prevalent among the Scheduled Tribes of Koraput and Ganjam districts. Measures are taken to effectively control the disease.

Rural Water Supply and Drinking Water Facilities.—Besides completion of old projects, new wells were taken up during the year under report in the Scheduled Areas of the State. In tribal areas the criterion of minimum population need not be insisted for provision of a well as some remote areas are still without wells.

Welfare of Vimuktajatis.—Since 1953-54 schemes have been initiated for the welfare of Vimuktajatis. There are seven colonies in Ganjam District and six in Koraput District. In Koraput District the colonies have not been much of a success.

Housing Facilities.—During the year under report a sum of Rs. 4.19 lakhs (approximately) was sanctioned for about 730 houses for Scheduled Tribes and Scheduled Castes in the Scheduled Areas of the State. It is found that where work is entrusted to contractors, cheap and flimsy structures are erected by them. Before constructing houses the beneficiaries should be selected and associated with all stages of designing and construction. Generally Gonds and Santhals have constructed good houses. Scheme of housing should always be integrated with economic uplift either in Agriculture or Cottage Industry. Where there are only housing schemes and means of livelihood are not provided or are not near at hand, the tribals have either not occupied them or even have deserted them at later stage.

Soil Conservation.—Good beginning seems to have been made to tackle a vast problem. The scheme also helps to retard transportation of silt into reservoirs of the main River Valley Projects. It is hoped that the soil conservation programme would promote substantially the drive against shifting cultivation and facilitate resettlement programmes.

Welfare of Other Backward Classes.—One of the schemes relate to grants for improvement of vegetable and betel leaf growing. The grants are usually distributed in the shape of money and it is doubtful whether desired results accrue by this method. Steps for the economic betterment of the Backward Classes should begin with a view to better their vocations. A change in the approach, a better supply of implements, a modernising and easy method of approach to work out the vocations should be thought of. The needs of a potter, Tanti, Teli and others have to be looked in a practical manner. What is needed is to supply them with improved tools and technical advice.

Organisational and Other Features.—With the change in Ministry now there is no member of Scheduled Caste or Scheduled Tribe represented in the Cabinet. There is not even a Deputy Minister from among them.

Conclusion.—To sum up, it can be said that education schemes are working well. Schemes designed for the economic development of the tribals have not yet shown sufficient results.

PUNJAB (1958)

In May, 1959, the Ministry of Home Affairs had issued instructions to the State Governments that the reports on the administration of the Scheduled Areas should relate to the financial year. The Report under consideration is for the calendar year 1958 as

the Lahaul and Spiti areas remain totally blocked during the months from October to April. The State Government have, however, agreed to abide by the instructions in future.

Administrative set-up.—Hitherto all the bills used to be passed by the Treasury Officer, Dharamsala. This led to difficulties in the execution of the development schemes. To obviate these difficulties it was suggested earlier that the Treasury Officer, Keylong, should be authorised to pass the bills himself. At the meeting of the Punjab Tribes Advisory Council held on 5th and 6th October, 1959, however, it was intimated that the arrangement had been made for passing pay, contingency and other bills at Keylong.

Tribes Advisory Council.—The Tribes Advisory Council held two meetings during the year under Report. A summary of the important recommendations made and the action taken thereon ought to have been appended to the Report.

Educational Development.—The number of schools rose from 39 to 41 in 1958. It is gratifying to note that the post of Headmaster in the Middle School at Rajrik which was vacant for 5 years has now been filled up. The High School at Keylong has been equipped with scientific appliances. The Additional District Inspector of Schools was appointed at Lahaul to ensure effective and better supervision of the schools in this area. Stipends are now being awarded to all the students studying in this area. There has been no progress in the construction of the Government buildings for the schools.

Agriculture and irrigation.—20 mds. of wheat seeds and 35 mds. of fertilizers were distributed during 1958 as against 113 mds. of wheat seeds and 1½ tons of fertilizers distributed during 1957. As suggested earlier, a record of the increase in yield achieved by the cultivators of wheat and other crops should be maintained to appreciate the results.

Burgal Kuhl was completed which will irrigate 60 to 70 acres. The Mooring Scheme was under investigation. The alignment of Karding Kuhl was completed. The survey work for laying alignments was undertaken.

Cooperation.—During 1958 there were 29 cooperative societies with a total membership of 1,073 and a working capital of Rs. 45,510 as compared to 19 societies with 849 members and a working capital of Rs. 24,205 in 1957 and 18 societies with 793 members and a working capital of Rs. 21,883 during 1956. In addition, two Thrift and Credit Societies, 2 Kuhl Irrigation Societies, one poultry Breeding Society and one Industrial Society have been organised and are being registered. Five Industrial Societies were recommended subsidy amounting to Rs. 47,480. On my suggestion that the agriculturists should be encouraged to form Kuth-growers Cooperative Societies, a Kuth-growers Co-operative Marketing Society has been organised.

Panchayats.—19 Panchayats are working in the Scheduled Areas. The Panchayats in Lahaul area undertook educational and public health activities and improved communications. Improved seeds were distributed and irrigation works undertaken. It seems that the suggestions given earlier that the 5 Panchayats in Spiti area should be divided into 11 units has not evoked acceptance. The financial condition of the Panchayats in Spiti is poor and efforts should be made to improve their finances. It is noted with satisfaction that an amount of Rs. 5,000 has been granted to the Panchayats for the years 1958–61.

Industries and trade.—The Spinning Sub-Centre at Rangboy was shifted to Hanse in October, 1958. 29 students completed training in spinning and weaving, 323 persons were rendered technical assistance and 56 designs produced. It is suggested that the stipend rate may be increased and the recruitment for the institution be allowed locally.

In the past 250 mds. of good raw Pashmina wool were reserved for the indigenous Pashmina industries. The restrictions were lifted during 1958 resulting in the rates of this wool going up which benefited the Scheduled Tribes.

Public Health.—Two dispensaries are working in Lahaul area and one in Spiti area. During the year 110 villages were visited of which the total population was 3,661 as against 112 villages visited during 1957. Total number of vaccinations and re-vaccinations performed was 4,435 as against 2,828 during 1957. 587 cakes of soap were distributed. 1,260 cases of minor ailments and 57 malarial cases were treated. From the data given in the Report it appears that appreciable efforts have been made by the State Government in the field of public health during the year 1958.

Veterinary schemes.—In the veterinary Hospital at Keylong 1,180 cases were treated and 528 castrations performed during the year as against 6,659, 3,650 and 3,749 cases treated and 245, 300 and 149 castrations performed during the years 1957, 1956 and 1955 respectively. For crossing of bull yaks with local cattle, 19 yaks are being used in the valley and their owners are receiving cash subsidy. It is felt subsidy for the maintenance of these yaks should not be given in cash. It is also desirable that the scheme should be extended to Spiti valley also.

Forests.—Reservation of more forests is under consideration. 48 miles of forests have been demarcated. 5,115 acres proposed for demarcation were placed for forming cooperative societies. 6 nurseries were maintained and one was extended at the cost of Rs. 868. 17 miles of Kuhls were maintained at a cost of Rs. 3,916 and 2 new Kuhls of 2 miles were constructed. 4 miles of paths were constructed and 60 miles of paths maintained. A sum of Rs. 4,420 was spent on Check Dams construction and planting for the protection and afforestation of Khoksar-Zing Zing Bar Road.

Buildings and roads.—During the year under Report construction of the Civil Dispensary at Shansha was completed. Appreciable Progress has been made in the construction of Khoksar-Zing Zing Bar Jeepable Road, the construction of Khoksar-Spiti Road and inter-village paths in Lahaul valley.

Communications.—A full Sub-Post Office and Radio Telegraph Office are working at Keylong.

General.—The N.E.S. Block started in October, 1958, covers 161 villages and 11,557 persons. In the meeting of the Punjab Tribes Advisory Council held on the 5th and 6th October, 1959, it was pointed out that the grants were sanctioned for the Block in two instalments during the summer months. This causes delay. It was suggested in that meeting that the money should be sanctioned in advance of the working season in one instalment in order to obviate delay. The State Government may consider the practicability of the suggestion and take necessary action in the matter.

RAJASTHAN (1958 and 1959-60)

Though the Ministry of Home Affairs had requested the State Governments in April, 1959 to adopt the financial year instead of the calendar year for the preparation of the Governor's Reports, the Government of Rajasthan has furnished the 1958 Report relating to the calendar year. They have, however, furnished the 1959-60 Report in respect of the financial year. This has resulted in the fact that a period of 3 months from January, 1959 to March, 1959 remains unaccounted for in the two Reports. The State Government should furnish information for this period separately.

As suggested in my comments on the administration Report for 1957, these Reports ought to comprehensively deal with all development activities undertaken by all Governmental departments and semi-governmental agencies of the State in these Areas along with comparative statistics in respect of the progress made on important items. The Reports furnished now contain only an account of the welfare activities undertaken by the Social Welfare Department in the Scheduled Areas and do not give a true picture of the development of the Scheduled Areas. The picture is blurred, because it also contains the account of welfare work done outside the Scheduled Areas. It is hoped that the suggestion will be given effect to at the time of the compilation of future Reports.

Laws.—The Report for the year 1959-60 mentions the rules for providing legal assistance to Scheduled Tribes. These can hardly be described as 'Laws for the Protection of the Tribes' as done in the above mentioned Report. It is suggested that the Governor may exercise his powers under para. 5(2)(C) of the Fifth Schedule of the Constitution for the regulation of moneylending in the Scheduled Areas.

Education Development—Primary Education.—78 Primary Schools with an enrolment of 2,709 students were run by the Social Welfare Department during 1958 as compared to 79 schools and 2,750 students during the year 1957. The number of these institutions increased to 85 during 1959-60 and the number of students rose to 2,899. In addition to the schools run by the Social Welfare Department, the voluntary agencies were maintaining 67 and 68 primary schools during 1958 and 1959-60 respectively. The number of students, however, increased from 3,261 in 1958 to 3,353 in these schools during 1959-60. The State Government should indicate reasons about the decrease in the number of pupils.

Scholarships.—Scholarships for students of Scheduled Tribes studying in V Class and onwards were awarded to all eligible students during 1958. Students reading upto Class V are paid lump-sum aid for the purchase of text-books. During 1958-59, a sum of Rs. 77,735 was spent on payment of scholarships and lump-sum aid to 12,130 students, as compared to Rs. 36,348 spent on 3,875 students during the year 1957-58.

With the introduction of democratic decentralisation award of scholarships and lump sum aid upto Class VIII was transferred to the Panchayat Samitis during 1959-60. These Samitis spent an amount of Rs. 54,064 on the payment of scholarships and lump sum aid on an unspecified number of students during the year under reference. Thus the amount spent in the latter year (Rs. 54,064) is considerably less than that spent during the former (Rs. 77,735). On the other hand, with the all-round increase in educational facilities and enrolment of students, expenditure on scholarships should have risen. The State Government should make efforts to step up achievement of the fiscal as well as physical targets in the sphere of educational development.

Hostel Facilities.—There were 9 hostels including one for girls in the Scheduled Areas having 257 inmates during the year 1959-60 as compared to 6 to 7 hostels with 205 and 247 inmates during 1957 and 1958 respectively. The expenditure incurred on these hostels also increased from Rs. 73,816 during 1958 to Rs. 97,822 during 1959-60. Besides the hostels run by the Department voluntary agencies were running 16 and 17 hostels during the years under report as compared to 12 such hostels run during 1957. The number of inmates rose from 368 during 1957-58 to 454 in 1958 and to 463 in 1959-60. The grants paid to the voluntary agencies also rose from Rs. 50,331 to about Rs. 95,793 which was constantly declining in 1956-57 and 1957-58 as compared to the grant given for the purpose during the year 1955-56. It has been reported that the Rajasthan Adimjati Sevak Sangh opened an Ashram School at Rishabdev (Udaipur) with grants from the Department during 1959-60.

Social Education.—The Social Welfare Department ran 60 adult night schools in the Scheduled Areas at an expenditure of Rs. 7,015 in 1958 and Rs. 11,184 during 1959-60. The voluntary agencies also conducted 8 adult night schools during the period under Report.

Special Facilities.—Like the previous years, the Government of Rajasthan provided full facilities to bright and promising Scheduled Tribe students to receive education in reputed public institutions on Government cost. 15 boys and 110 girls were benefited under this scheme in 1959-60 as against 15 boys and 90 girls during 1957 and 1958 and 15 boys and 80 girls during 1956. It is noted with satisfaction that the number of girls benefited under this scheme has increased from 80 in 1956 to 110 during the year 1959-60.

Seats for the Scheduled Tribe students were reserved in reputed technical institutions. Scheduled Tribe students were also exempted from the payment of tuition fees in the Government institutions at all stages and are required to pay only 50 per cent of the other fees.

Economic—Development Agriculture.—The amount of subsidy paid to the agriculturists for digging irrigation wells which increased from Rs. 1,08,670 during 1957-58 to Rs. 1,32,900 in 1958-59 rose sharply to Rs. 3,76,400 during 1959-60. Progress in expenditure could be appreciated if the information is furnished regarding the number of wells constructed and the acreage brought under well irrigation. An amount of Rs. 2,47,000 has been shown at page 20 of Appendix to 1959-60 Report as the fund for irrigation wells transferred to the Panchayat Samitis; whereas the same has been given in Appendix 11 as Rs. 2,61,000. This needs to be reconciled. I may also point out that Achmera and Bhansrodgarh Panchayat Samitis mentioned in Appendix 11 do not fall in the Scheduled Areas. Like the Report for the year 1957, the number of wells actually dug during the years 1958 and 1959-60 have not been indicated in the Reports furnished.

Housing.—During 1958-59, a sum of Rs. 81,200 was paid as housing subsidies to the inhabitants of 14 colonies for the completion of their houses. As compared to this, during the year 1959-60, a sum of Rs. 1,20,450 was paid as subsidies for the construction of 100 houses, one panchayatghar, park and the completion of houses in Bungarpur district, the exact location of which has not been given.

Industries.—Six centres were imparting training in tailorings smithy and carpentry which continued during the years 1958 and 1959-60. The number of trainees receiving training were 93 and 94 respectively as compared to 61 and 86 trainees during 1956-57 and 1957-58 respectively. After the completion of training, 16 persons were given financial assistance during 1959-60. What happened to the rest of the trainees is not known. It is needless to emphasise the importance of the follow-up programme, after all success of the training programme lies in the fact that the trainees have been able to settle in life with the respective industries.

Cooperation.—Actual achievement in the organisation and working of 9 Forest Labourers Cooperative Societies which were to be started with the grant of Rs. 18,000 provided during 1958-59 has not been indicated. The progress made in respect of 6 Forest Labourers' Cooperative Societies which were to be organised during the year 1957-58 at a cost of Rs. 6,000 had also not been indicated.

Further during the year 1959-60, an amount of Rs. 46,000 has been paid as grant-in-aid to the existing co-operative societies and for forming new cooperative societies. The number of societies to be organised and those organised during the year under reference has not been indicated. Unless these Reports show data regarding work done by them, it is difficult to assess as to how this measure has helped the Scheduled Tribes in the improvement of their economic condition.

Irrigation.—During the year 1958-59, a sum of Rs. 2,01,015.66 was sanctioned for the construction/repair of tanks and dams out of which an expenditure of Rs. 1,10,405.68 was incurred. Area likely to be irrigated has not been given in respect of all the projects. Population of the Scheduled Tribes in the projects area has also not been given.

During the year 1959-60, a sum of Rs. 10,31,198 was sanctioned by the Social Welfare Department for 23 irrigation works. The expenditure, however, was only Rs. 1,07,221 despite a special Irrigation Division being set up. Moreover, out of 23 works mentioned in the Appendix 8 (A) to the 1959-60 Report, only three at S. Nos. 20, 21 and 22 fall within the Scheduled Areas. The progress of irrigation works mentioned in Appendix 8 (B) for which a sum of Rs. 3,81,528 was spent during 1959-60 ought not to have included the works at S. Nos. 55, 63, 68, 76, 83 which are not in the Scheduled Areas. The information can be appreciated only when it gives an account of the acreage brought under irrigation with these works.

Medical and Public Health.—In absence of adequate and timely medical aid to these people medical aid has been one of the most pressing needs of Tribals in the Scheduled Areas. To meet this need the dispensaries and mobile medical units equipped with Alopathic and Ayurvedic drugs continued to render medical aid. 5 dispensaries were maintained in the Scheduled Areas during 1958 and 1959-60. It will be seen from the Report that during the years the number of patients treated increased from 68,316 in 1958 to 70,882 during 1959-60 but the expenditure sharply declined from Rs. 48,318 in 1958 to Rs. 28,245 during 1959-60 respectively. The reasons for this steep decline in the expenditure while the number of patients treated increased are not yet known which ought to be ascertained from the State Government.

Two mobile dispensaries were also maintained which treated 14,709 patients during 1959-60. Rs. 35,000 each were sanctioned during the year 1958 and 1959-60 for the conversion of step wells into draw wells. The number of wells actually converted has not been indicated for either of the years. For the construction of drinking water wells Rs. 1,20,700 and Rs. 46,000 were sanctioned during the years 1958-59 and 1959-60. The number of wells actually constructed should have been given for these years to get a fair idea about actual achievement in the programme for water supply.

Communications.—During the years 1958 and 1959-60, the amounts of Rs. 74,750 and Rs. 4,000 respectively were sanctioned for the construction of roads, culverts and causeways. The amount actually spent and the physical targets proposed/achieved have not been indicated in the Reports in the absence of which it is difficult to judge the progress under this head.

General.—The expenditure on various developmental and welfare schemes for the Scheduled Tribes which had increased from Rs. 2,66,115 in 1957 to Rs. 4,52,847 in 1958 further increased to Rs. 5,58,206 during 1959-60. During the year the State Government launched on a programme of democratic decentralisation. Panchayat Samitis and Zila Parishads have been set up in the Scheduled Areas as well. Development activities such as primary schools, industrial training classes, drinking water facilities, rehabilitation schemes, minor irrigation schemes etc. have been transferred to the Panchayat Samitis. It is hoped that with the help of these democratic institutions the pace of development in the Scheduled Areas will be quickened.

The Government of Rajasthan have reserved 12½ per cent vacancies and posts in State Services and posts in different cadres for the members of Scheduled Tribes/Castes. Comparative statistics in respect of the Scheduled Tribe/Caste persons actually appointed against their quota of reservations from year to year should also have been furnished.

8. In my last Report I had mentioned that the Governors' Reports do not comprehensively deal with all developmental activities undertaken by all the Departments of the 195 SC & ST—

States and do not give the necessary data to judge the progress, and had therefore made a suggestion for the improvement of the pattern of the Governor's Reports so that proper appreciation may be made of the actual progress made in the Scheduled Areas. The Ministry of Home Affairs has pointed out that as these Reports are to be prepared by the Governors in accordance with a specific provision in the Fifth Schedule of the Constitution, it may not be quite appropriate for the Ministry of Home Affairs to lay down the details of information to be incorporated in them. The Ministry has, however, brought my recommendation to the notice of the State Governments and it is hoped that they will prepare the future Reports in the light of that recommendation.

Tribal Areas

9. There was no change during 1959-60 in the Administrative unit etc. of the Tribal Areas which are located in the State of Assam only.

District and Regional Councils

10. The District Councils and Regional Council continued to function in the tribal areas in the year 1959-60. The following statement will indicate the number of members of these Councils and the number of meetings held during the year:—

S. No.	Name of District/Regional Council	Total No. of members	No. of Tribal members	No. of meetings held
1	2	3	4	5
1	North Cachar Hills District Council	11	10	3
2	Garo Hills District Councils	24	21	6
3	Mikir Hills District Council	16	14	5
4	United Khasi-Jaintia Hills Districts Council	24	24	5
5	'Mizo' District Council			Information not available.
6	Pawi-Lakher Regional Council . . . . .	..	Do.	

11. Following will indicate in brief, some important activities of the Councils:—

North Cachar Hills District Council.—An amount of Rs. 4,21,133 was spent by the Council on the development schemes during the year 1959-60. The Council passed a resolution requesting the Government of Assam to locate the second Medical College to be set up during the Third Five Year Plan period either at Haflong or at Silchar in the interest of the people inhabiting the southern portion of Assam, as the medical facilities available in these areas comparatively less than those in the rest of the State.

Mikir Hills District Council.—A total expenditure of Rs. 9,95,031 was incurred on the development schemes during the year 1959-60 on the construction of 21 Ring wells, 8 platforms, 28 culverts and 7 Bridges.

Garo Hills District Council.—The Council requested the Assam Government for a loan of Rs. 4:00 lakhs for the development and improvement of Tura Bazar and for a grant of Rs. 2:00 lakhs annually for the expansion and maintenance of primary schools in those areas of the District which are not included in the border areas. During the year under report, the Council spent Rs. 23,72,235 on the various schemes and Administration.

United Khasi-Jaintia Hills District Council.—The rules under the United Khasi-Jaintia Hills Autonomous District (Management and Control of Forests) Act, 1958 have been framed and are now under the consideration of the State Government. This Act, *inter alia* provides for the better preservation of the rights in vogue in respect of the management of private forests which upto now are still being managed by the Forest Department of the State Government. The grants of Rs. 1,21,608 and Rs. 92,000 were utilised on water supply and communications schemes. The Council continued to maintain 93 lower primary schools. During the year under report, the total grant-in-aid received under Article 275 of the Constitution for the primary education and under the Border Relief Programme was Rs. 85,000 and Rs. 50,000 respectively. The latter amount was made available to the Council just before the close of the year under report, and hence it could not be utilised for want of time. The offer of the State Government that the District Councils should take over control of primary education in the Autonomous Districts has been accepted. This offer was made to avoid dual control over this subject. The Council estimated that a sum of Rs. 300 lakhs would be required during the Third Five Year Plan to introduce compulsory primary education for the children of the 5-11 years age group.

Welfare of the Tribals and the development of Tribal Areas

12. The figures of expenditure incurred during the year 1959-60, in Part 'A' of the Tribal Areas, are not available. The latest information regarding the expenditure incurred on the various schemes during the years 1956-57 to 1958-59 as furnished by the Assam Government is given in Appendix XLIII.

The Progress of the welfare schemes has been fairly satisfactory. In my last Report, I had made some suggestions about the working of the welfare schemes in these Areas. Action taken by the Assam Government on these suggestions is indicated below.

Education:—The D.P.L. is being requested to see that the suggestion regarding the Constitution of an *Ad-hoc* Committee to prepare a list of eligible and deserving applicants for scholarships and book grants is given effect to. As regards the introduction of vocational subject in secondary schools in the hills and plains, necessary provision is being made in the Third Five Year Plan.

Agriculture:—Two fruit preservation centres one at Shillong in the United Khasi-Jaintia Hills and the other at Tura in Garo Hills District have already been established to utilise the fruits coming from border areas. Another fruit preservation centre for consumption of products of Mizo District has been set up at Silchar in Cachar District. Establishment of a centre in the border areas is not considered by the Assam Government as it might prove to be a losing concern to Government.

Cottage Industries:—Government Emporia in District and Sub-divisional Headquarters have been established to provide proper marketing facilities within the State for the products of Tribal handicrafts. Similar facilities also exist for the marketing of products of tribal handicrafts outside the State through Central Emporiums established at Gauhati and Calcutta.

Co-operative Societies:—Various types of Cooperative Societies are functioning in the State. These Societies help the Tribals in the disposal of their surplus crops.

Roads:—Construction work on all the roads in the hills is nearing completion and steps are being taken to improve them.

Medicals and Public Health:—The Director of Health Services is being instructed to implement the suggestion regarding the undertaking of research work on nutritive value of the food stuffs produced in these areas.

North East Frontier Agency

13. From the information furnished by the Ministry of External Affairs, it appears that good progress has been made by the Agency in the matter of administration. As against 14 Administrative Centres in the entire Agency in 1950, there are at present, 73 Centres extending administration upto the border. Development activities undertaken for the welfare of the tribal people were stepped up by the Agency during the year. A brief review of the development schemes is as follows:—

Education:—In 1953-54 there were only 54 students in High School Classes and the number rose from 54 to 500 in the year under report. The number of students receiving education in secondary schools is 6 times more than that of 1953-54. During the period 1950-51 to 1954, the number of students on the rolls was 1,55,000 while this number was 2,30,900 in the period 1954-55 to 1958. The number of institutions also went up by 2 High Schools, 2 Middle Schools and 10 Lower Primary Schools. Considering the special needs of NEFA, the 'NEFA Pattern of Basic Education' was evolved and introduced in all the schools.

Community Projects:—There are now 19 NES Blocks as against two only at the end of 1953. Today the Community Project Programme covers 850 villages with a population of 2.10 lakhs spread over an area of 9,300 sq. miles.

Forests:—Progress was made in making suitable roads for exploitation of forest produce which yielded revenue of Rs. 22.03 lakhs in 1959-60 as against Rs. 14.79 lakhs in 1956-57.

Communications and Buildings:—At the end of 1953 only one of the present Divisional Headquarters (Tezu) was connected by road but all the five Divisional Headquarters have since been connected by jeepable roads with the plains of Assam. Flourishing townships with permanent buildings are now coming up all over the Agency in place of the basha type constructions. Electricity and tap water have already reached many interior locations for the first time.

Medical:—A 50 bedded General Hospital has been started at Pasighat. The daily register of hospital attendance has risen from 1.80 lakhs in 1953 to 3.60 lakhs in 1960. This is proof positive that the tribal people are now becoming conscious of the efficacy of the modern methods of treatment.

Agriculture:—The number of Agricultural Farms rose from 2 in 1953-54 to 8 in 1959-60. 7 Horticultural nurseries were opened by the end of 1958-59. Green manuring was introduced. Demonstration Plots covering 41 acres more were laid out. Four fish farms have been started by the end of 1959-60. Haryana cattle breeding centre was started in Pasighat during 1957-58 and three poultry farms were opened by the end of 1959-60.

Cooperation:—Parallel to these economic development measures, a cooperative movement was started which has met with a good response from the tribal people. The Co-operative Societies organised have now about 800 members and the total working capital is to the tax of Rs. 10.00 lakhs.

Naga Hills—Tuensang Area

14. The areas continued to be administered by the Governor of Assam in 1959-60. An interesting development has taken place since the close of the year regarding the demand of the Naga people for a satisfactory political settlement. In order to create conditions necessary for this purpose, the first Naga People's Convention of 1957 had resolved that the present Naga Hills District of Assam and Tuensang Frontier Division of NEFA along with the Reserved Forests transferred out of the Naga Hills District should be constituted into a single administrative unit. Accordingly the Naga Hills Tuensang Area Act, 1957

was passed by Parliament which came into force on the 1st December 1957. During the 2nd Naga People's convention of 1958, a Liaison Committee was formed to explore possibilities of an agreed solution of the Naga problems. The Committee met different leaders of the Naga people and continued negotiations for the agreement. It also entertained hopes that change in the mind of the people would come and there will be a settlement on practical lines. Thereafter, a Drafting Committee was appointed to prepare Draft Proposals for the final Naga Political Settlement. The third Convention of October 1959 prepared a sixteen point memorandum to form the basis of negotiation with the Government of India for the final settlement. The main demand was that the Naga-Hills-Tuensang Area and any other Naga area which may hereafter come under it shall form a State within the Indian Union and be hereafter known as the Nagaland.

15. Having apprised the Governor of Assam with the demand, after the close of the year, the Negotiating Body of the Convention met the Prime Minister on the 26th July 1960. As a result of the agreement reached with the Naga leaders, the Prime Minister made a statement in Parliament, reaffirming the Government's policy to give the maximum autonomy to the Nagas in their internal affairs and accepted their request for the constitution of the Naga Hills-Tuensang Area as a separate State within the Indian Union to be called 'Nagaland'. This will involve an amendment to the Constitution and so a Bill will be placed before Parliament for approval in due course. The Prime Minister had also observed, "India achieved her independence thirteen years ago and the Nagas are as independent as other Indian citizens. We have not the slightest desire to interfere in the tribal customs and usage of the Nagas or in their distinctive way of life". It is hoped that the creation of the new State of Nagaland will go a long way in meeting the aspirations of the Naga people.

16. The year under review recorded a further progress in the field of development of the areas as can be seen from the following information.

Education:—An amount of Rs. 12.80 lakhs was spent for taking over of 3 H.E., 20 M.E. and 34 L.P. private schools during 1958-59. As compared to this Rs. 15.42 lakhs were spent on 'Plan' and Rs. 3.42 lakhs on 'Non-Plan' items during the year, 1959-60 like award of stipends, issue of free rations to hostellers, completion of teachers quarters and hostel buildings, etc.

Forests:—Rs. 1.54 lakhs were spent during 1959-60 on the completion of Langlung—Intanki Reserved Road—Bridges, Singphang Reserved Road, starting of a forest village school, etc.

Medical, Public Health and Water Supply:—During the year 1959-60, Rs. 23.82 lakhs were spent on starting of 7 new dispensaries, conversion of two dispensaries into Hospitals, training of Doctors etc. as against the expenditure of Rs. 8.75 lakhs on starting of 16 new dispensaries, conversion of 3 dispensaries into hospitals, improvement of 4 hospitals during the previous year. Water supply to 52 small towns and villages was arranged covering a population of 1.96 lakhs.

Agriucture:—An amount of Rs. 4.41 lakhs was spent on the development of 3552 acres of land under T.R.C., irrigation of 2636 acres of land, distribution of paddy, potato and vegetable seeds, tools and implements, fertilisers etc. during the year 1959-60.

Veterinary:—An amount of Rs. 1.84 lakhs was spent for the opening of 3 village up-grading centres, one piggery-cum-poultry farm etc. during the year 1959-60.

Community Development:—A sum of Rs. 9.53 lakhs was spent in 9 blocks of which 2 are in Pre-Extension Stage and 5 in Stage 1 and 2 in Stage II.

SECTION XIII

TRAINING AND RESEARCH PROGRAMMES

TRAINING PROGRAMMES—RESEARCH PROGRAMMES—CONFERENCES AND SEMINARS

Training programmes

The position obtaining in all the States/Union Territories with regard to the training programmes for the personnel engaged in welfare activities for the backward classes was summarised in the last Report. It was mentioned that in Assam, Bihar, Bombay, Madhya Pradesh, Rajasthan and Uttar Pradesh some sort of regular arrangements, either through official or non-official agency, for such training had been made, whereas in the State of Jammu & Kashmir and the Union Territory of Himachal Pradesh occasional efforts in this regard were reported. The Working Group for the Third Five Year Plan for the welfare of the backward classes while considering various welfare programmes have also laid a stress on the training programmes and decided that the details of these programmes may be determined after assessing the requirements of staff at various levels viz., field, supervisory and headquarters. The Group thought that special programmes need to be implemented during the Third Plan to train all these categories of staff. An attempt was, therefore, made this year to find out the number of trained and untrained personnel employed by the Welfare Departments of all the States/Union Territories at various levels in order to assess the extent of training facilities actually needed at present as compared to those already available. In addition, the State Governments/Union Territory Administrations were also requested to furnish probable requirements of trained personnel at various levels during the Third Plan period.

2. The information regarding the probable requirement of trained personnel during the Third Plan has been furnished in details only by the State Government of West Bengal while the Government of Jammu and Kashmir have furnished incomplete information. It appears that in West Bengal the training centre which is proposed to be started during 1960-61 at Belpahari will be able to train during Third Plan period only 460 persons as compared to the total approximate requirements of 1,495 persons. Thus during the Plan period it will not be possible for the State Government to cover more than 30% of their welfare personnel for training.

3. As regards the actual position of suitably trained present personnel of the departments at various levels, the information received from the States of Jammu and Kashmir, Punjab, Madhya Pradesh and Uttar Pradesh indicates that only 98 persons out of a total number of 1,159 employed by the departments concerned were trained hands. The Government of Bihar, however, claimed that all the persons employed there for welfare work among backward classes numbering 1,258 were "trained for their respective work".

4. Information regarding the work done during the year under report has been received from the State Governments of Andhra Pradesh, Bihar, Jammu & Kashmir, Madhya Pradesh, Punjab, Rajasthan, Uttar Pradesh and West Bengal and all the Union Territory Administrations. In Bihar, the training programme sponsored by the non-official agencies continued and the Adimjati Seva Mandal trained 52 persons, including 21 Scheduled Tribes, incurring a total expenditure of Rs. 22,675. The Training Centre at Ranchi also started functioning during the year. The training in this centre has been confined at present only to the extension staff posted in Special Multi-purpose Projects in

tribal areas, but when expanded it will be able to cover up a large category of staff including the general staff of the Welfare Department at various levels. The Centre admitted 155 persons for training this year and the total amount sanctioned for the scheme was Rs. 2,29,115. The State Government have not, however, intimated the action taken by them on the following two suggestions regarding this Centre which were made in the last Report. It is hoped that they will consider these suggestions early now.

- (1) The syllabi of the training course needs some modifications so far as the lower staff is concerned as it appears to be too ambitious in view of the one year period of training. Field work training may be given more emphasis as compared to academic orientation.
- (2) The Institute will also do well to chalk out a systematic plan to utilise the services of experienced officials and non-officials, in addition to their regular staff, for giving lectures.

In Jammu & Kashmir where no regular centre has been established for the training of the welfare personnel, one course was organised to give refresher or orientation training to the workers. The Tribal Workers' Training Institute, Chhindwara, Madhya Pradesh, which was established in 1956-57 has so far trained six batches of 81 employees including Circle Organisers, District Harijan Organisers, District Welfare Organisers and Supervisors. Besides, two batches of Block Development Officers of Development Department were also given a refresher course of 15 days duration. The expenditure incurred on this scheme during the year amounted to Rs. 25,738. In this State, Officers of the Welfare Department are also being sent to the Tata Institute of Social Sciences, Bombay, for training. During the last 3 years, 7 officers have been trained there. In Rajasthan, there is no permanent arrangement for the training of personnel engaged in the welfare work of backward classes. However, some camps are organised for a short term training in theory and practice of welfare work for welfare workers, inspectors and teachers etc. A camp of eight days duration was organised at Mount Abu during the year under report and 80 persons joined it. The expenditure incurred on it was Rs. 6,780. In the Union Territory of Himachal Pradesh, the only training programme is run by the Parbatiya Adimjati Sevak Sangh. Ten trainees are receiving training at the Centre opened by the Sangh. The Government of India have also approved a scheme under which two candidates will be sent for a degree or diploma course in Social Work either at the Tata Institute of Social Sciences, Bombay, or some other institution recognised for such training. The Tripura Administration have reported that no centre for training of workers, exclusively for the welfare of backward classes, has been opened in the Territory. However, one Janta College has been imparting training to Social Education Workers and village leaders. The training programme includes tribal welfare work. One officer was also sent to the Tata Institute of Social Sciences, Bombay, for one year training. No such schemes were, however, undertaken in the rest of the Union Territories and the States of Andhra Pradesh and Punjab.

5. The Social Welfare Training Centre which the Government of West Bengal proposed to start at Belpahari during the year, could not start functioning. It is expected that its work will begin early in 1960-61. The scheme as originally prepared envisages one year's multi-purpose training for welfare workers of the community centres and the field level personnel of the voluntary organisations working among the backward classes. But, now it is also proposed to expand the training programme in such a fashion as to embrace the training of all levels of personnel during the Third Plan period. It has also been decided that this Institute will run as an adjunct to the Culture Research Institute and the Deputy Director of that Institute will be the **ex-officio** Principal of the Social Welfare Training Institute.

6. During the period under report, the Social Education Organisers Training Centre, Ranchi, which imparts supplementary specialised training to Social Education Organisers working in the tribal and backward areas revised its syllabus. Under the revised syllabus the trainees and members of the staff were given more practical and field training than before. They also participated in the seminars and conferences dealing with tribal problems. During the year, 89 trainees from different States including 14 tribals Social Education Organisers and 9 women Social Education Organisers received training and an expenditure of Rs. 59,505 was incurred on the maintenance of the Centre.

7. Under the in-service training programme of the Tata Institute of Social Sciences, Bombay, there were 29 trainees at the end of the year under report. Three of them were deputed by the Bharatiya Adimjati Sevak Sangh and the rest came from different States/Union Territories. No trainees were, however, deputed by the Governments of Assam and Bihar. The grant sanctioned during the year under report by the Government of India for this programme was Rs. 71,610.

8. A mention should also be made of the specialised training programmes sponsored by the non-official agencies for their own workers. During the year under report, the Harijan Sevak Sangh organised 13 training camps to impart training to the workers engaged by the Sangh for propaganda against untouchability. The Bharatiya Adimjati Sevak Sangh also trained 115 workers for welfare work among Scheduled Tribes in its four training centres. As indicated in the previous Report, the Servants of India Society had started a women's training centre to impart training to women workers for backward areas. During the year under report, 33 girls were given training in this Centre. The Indian Council of Child Welfare also continued their training scheme for imparting training to the teachers. During this period a sum of Rs. 3,000 was sanctioned by the Government of India for this purpose.

Research programmes

9. The need for a scientific study of tribal life for shaping an effective welfare programme for them has already been emphasised in the previous Reports. During the year under report, the number of Cultural/Tribal Research Institutes opened for this very purpose increased from five to six, with the opening of an Institute in Andhra Pradesh. The other States where these Institutes are functioning are Bihar, Madhya Pradesh, Orissa, Rajasthan and West Bengal. Besides, the States of Madhya Pradesh, Madras and Uttar Pradesh, and the Union Territories of Manipur and Tripura reported that grants were given by them to other organisations working in this field for conducting specific studies among the backward classes. For all these activities a total sum of Rs. 3,08,657 was provided for the year 1959-60. This amount, however, does not take into account the grants sanctioned for the Research Institutes in Bihar and Orissa, information in respect of which has not been received. The table below will indicate the State-wise details of this expenditure, while the details regarding the studies undertaken by these institutes and other aided agencies have been indicated at Appendix XLIV.

Sl. No.	Name of Institute/Organisation	Name of the State	Amount utilised in 1958-59	Amount earmarked for 1959-60
1	2	3	4	5
1	Cultural/Tribal Research Institute.	Andhra Pradesh	..	1,05,000 (total provision).
		Madhya Pradesh	94,030.90	93,300
		Rajasthan	13,806	10,597 (expenditure incurred).

1	2	3	4	5
		West Bengal	42,500 (18,500 from committed expenditure scheme not included in Plan outlay).	37,000
2	Other Organisations	Madhya Pradesh National Council of Applied Economic Research	..	20,000
		Madras P.S.G. School of Social Work, Coimbatore.	..	13,850
		Manipur Bharatiya Lok Kala Mandal, Udaipur.	..	15,000
		Uttar Pradesh All India Crime Prevention Society.	..	14,000 (research about denotified tribes).

10. In the last Report, a detailed analysis of the working of all the five Research Institutes, then existing, was made and it was pointed out that only two institutes—one in Madhya Pradesh and one in West Bengal had to a certain extent achieved their objective while the work done by the rest was not very useful. It was, therefore, suggested that the following changes in their working need consideration:—

- (i) There is a need to set up Advisory Boards on the lines of the one appointed by the Government of Madhya Pradesh, to guide the research programmes undertaken by the Research Institute.
- (ii) Steps, similar to those taken by the Madhya Pradesh Government to redefine the functions of the Research Institute in order to limit them to researches of a practical and applied nature, may be taken by the other State Governments concerned.
- (iii) The Research Institutes while drawing up work-schedules should see that their findings are available in time before drawing up welfare schemes so that the Departments concerned may get a chance to examine them for practical application.
- (iv) A small committee may be formed to ensure that the findings of the Research Institutes are properly studied and taken into account before preparing future schemes or modifying the existing ones.
- (v) The findings and studies of the Research Institutes should be published so that those interested in the welfare of tribals may derive necessary benefit out of such studies.

The reactions of only the State Governments of Rajasthan and West Bengal to these suggestions have been received so far. The Government of Rajasthan have agreed to all the suggestions in general but they have not intimated any concrete steps that they may have taken in this regard. Moreover, it also appears, from the report regarding the working of this Institute that hardly any systematic programme of work has been chalked out for the Institute. Some of the problems that were reported to have been

taken up for study, do not find any mention in this year's report, nor do some of the problems under current study seem to be of such a nature that the findings may be expected to help the planning of welfare schemes. Moreover, as pointed out in the last Report, this Institute has a very small number of technical hands and it would perhaps be better to call it a 'research cell' rather than an Institute. It is, therefore, desirable that the Government of Rajasthan should examine the working of this Institute and also its scope along with the necessity of increasing the number of technical staff in the light of the suggestions made in the previous Report. The Government of West Bengal have reported that they have found the work done by their Institute very useful, and that coordination between the Welfare Department and the Institute has been achieved there by co-opting the officer incharge of the Institute to all the important committees and working group for the Third Five Year Plan, etc. Also, the selection of research projects for the Institute is made after taking into consideration the requirements of the Departments concerned and District Officers in some cases, which may be indicated in the course of periodical discussions and meetings connected with welfare work. The copies of the reports/papers, etc. prepared by this Institute bear a testimony to this fact and it is reported that all the findings will be published in the form of bulletins. It is felt that these documents deserve an expeditious publicity in all the quarters concerned with tribal and backward classes welfare and it is, therefore, necessary to hasten their publication programme. The Government of Andhra Pradesh who have started an Institute during this year have also agreed to the suggestions made in the last Report. It appears that this Institute has not so far been able to undertake any studies of an applied nature which would be of help in formulating tribal welfare policies. This may, perhaps, be due to the set-up of the Institute. Since the Institute is under the control of the Registrar, Andhra University, and a member of the Telegu Department of this University is its officer incharge, the work done, so far pertains to the field of linguistics and folklore. It is felt that the Institute should be placed under some senior person trained in social sciences and a more effective link may be brought about between the Institute and the Welfare Department of the State in order to make it more useful to tribal welfare administration.

11. As regards the work done by other agencies through the grants given by State Governments/Union Administrations, in this field, the details at Appendix XLIV will indicate that in the States of Madhya Pradesh, Madras and Uttar Pradesh and the Union Territories of Manipur and Tripura, research assignments were given to certain agencies. The tribal survey of Madhya Pradesh appears to be a very exhaustive study and was taken up by a very reputed and specialised agency. The focus of the study was the economic life of the Tribes and the Government of Madhya Pradesh propose to utilise the findings for preparing their Third Five Year Plan for the Scheduled Tribes. The other States/Union Territories who have sizeable tribal populations may also examine the desirability of arranging such specialised surveys to know the felt needs and present conditions of the tribals for proper planning of their welfare. In Uttar Pradesh, the survey work was connected with the conditions of Denotified Tribes only and in Manipur and Tripura it was done for the Scheduled Tribes by a well-known non-official agency having past experience in the field. The available information regarding the studies carried out among the backward classes by the University Departments, Department of Anthropology, Government of India, and the Research Department of NEFA Administration has also been included in Appendix XLIV.

12. The question of coordination of research work done by a variety of agencies, its pooling and dissemination of findings was discussed in the last Report and a view was expressed that this work may be taken up through periodical meetings of the representatives and research workers of the institutes engaged in such work, under the auspices of the Ministry of Home Affairs. During the year under report, the Committee on Special Multi-purpose Tribal Blocks, headed by Dr. V. Elwin, also *inter alia* considered

this question, and suggested in their Reports that, perhaps, a cell in the Ministry of Home Affairs can answer to the much felt need for a coordinating body at the national level. It may, therefore, be repeated that since the research programmes for Scheduled Tribes are likely to receive special attention of the Government of India, the time has now come when suitable steps in this direction may be taken by the Ministry of Home Affairs in consultation with all the State Governments.

13. The sub-Committee constituted by the Central Advisory Board for Tribal Welfare to make a thorough study of the nomadic and semi-nomadic tribes has now submitted its report. They emphasised the necessity of giving special attention to these groups, keeping in view their peculiar way of life. The Board expressed a view in its last meeting that the State Governments and Union Territory Administrations should be requested to give increased attention to the nomadic and semi-nomadic tribes and proper schemes should be prepared for improving their conditions, within the three categories (i) Scheduled Tribes (ii) Scheduled Castes and (iii) Other Backward Classes, to which they belong.

Conferences and seminars

14. During the year under review, a number of conferences and seminars dealing with the problems of Scheduled Castes and Scheduled Tribes were held in different parts of the country. A special mention may be made of the conference of State Ministers incharge of the welfare of backward classes, held in New Delhi. The Conference was arranged by the Ministry of Home Affairs on 31st January and 1st February, 1960, and was inaugurated by the Home Minister, Shri Govind Ballabh Pant. In addition to the State Ministers incharge of the welfare of backward classes, it was attended by a number of representatives of various Ministries of the Government of India. The Conference discussed the achievement of targets of the Second Five Year Plan for welfare of backward classes, the broad policy and principles for formulating the Third Five Year Plan and the principles for revision of the lists of Scheduled Castes and Scheduled Tribes. A complete list of recommendations made by the Conference is given in Appendix XLV.

15. In addition to the above conference, a mention may be made of the Gujar Tribal Conference organised by the Bharatiya Adimjati Sevak Sangh and inaugurated by the President of India, Dr. Rajendra Prasad at Pathankot, the fourth Annual Conference of the Nilgiris District Hill Tribes at Gudalur and also the Harijan Conference held at Coonoor. In these conferences the various problems relating to tribes and castes were discussed.

During this year, a number of seminars were also held on untouchability and other problems. A mention may be made of the Seminars organised by the Bharat Dalit Sevak Sangh in Simla between 26th and 30th March, 1960 wherein the problems of Scheduled Castes and Scheduled Tribes were discussed.

SECTION XIV

RESERVATION FOR THE SCHEDULED CASTES AND SCHEDULED TRIBES IN SERVICES AND POSTS UNDER THE CENTRAL GOVERNMENT, STATE GOVERNMENTS, ETC.

RESERVATION IN SERVICES AND POSTS UNDER THE CENTRAL GOVERNMENT—STEPS TAKEN TO IMPROVE THE REPRESENTATION—SAFEGUARDS AGAINST SUPERSESSIONS—CENTRAL SECRETARIAT SERVICE—CENTRAL SECRETARIAT STENOGRAPHERS SERVICE—CENTRAL SECRETARIAT CLERICAL SERVICE—RECRUITMENT TO ALL-INDIA SERVICES—RECRUITMENT TO ARMED FORCES—RECRUITMENT IN INDIAN RAILWAYS—RESERVATION FOR SCHEDULED CASTES AND SCHEDULED TRIBES IN RAJYA SABHA AND LOK SABHA SECRETARIATS—PUBLIC SERVICE COMMISSIONS—STATE GOVERNMENTS SERVICES—EMPLOYMENT EXCHANGES.

Reservation in services and posts under the Central Government—steps taken to improve the representation

The information regarding the representation of Scheduled Castes and Scheduled Tribes in various services and posts in the Ministries of the Government of India and their attached and subordinate offices as obtaining upto the end of the year, 1957 and the steps taken by the Government of India to increase the representation of these communities upto the end of the year, 1958 has already been reported in my last year's Report. Similar information as obtaining at the end of the calendar year, 1959 was called for from the Government of India, Ministry of Home Affairs which could not be made available by that Ministry in time, and as such it has not been possible for me to analyse and assess the progress made in increasing the representation of Scheduled Castes and Scheduled Tribes in the Central Government Services.

2. In para 4 of Section XIV of my last year's Report it was mentioned that out of the 200 Scheduled Caste and Scheduled Tribe candidates who had qualified in the written test of the I.A.S. Special Recruitment Examination, 1956, only 18 were finally selected. In fact only 10 candidates were selected and the figure of 18 reported was a typographical mistake.

Safeguards against supersessions

3. As usual information as to how many Scheduled Caste and Scheduled Tribe employees were superseded by promotion of other employees and whether in such cases a review was conducted at a sufficiently high level in order to safeguard the interest of Scheduled Castes and Scheduled Tribes was collected from various Ministries of the Government of India and their attached and subordinate offices. The information received indicate that only a few cases of supersession occurred during the year under report, after due consideration at appropriate levels.

Central Secretariat Service

4. In this Service direct recruitment is made to Grades III and IV only. There is no direct recruitment to Grades I and II. Usual reservation is made in favour of Scheduled Castes and Scheduled Tribes in vacancies to be filled by direct recruitment in Grades III and IV of this Service and also in the appointments to the Regular Temporary Establishment on the basis of departmental competitive examination

5. On the results of the combined competitive examinations held in 1952, 1957 and 1958, one Scheduled Caste candidate from each of the examinations was appointed to Grade III. Five Scheduled Caste and 7 Scheduled Tribe overage candidates recommended for appointment by the Union Public Service Commission on the results of the I.A.S. (Special) Examination, 1956, were given offers of appointment, but only 2 Scheduled Castes and 3 Scheduled Tribes joined the posts in 1959, of which one Scheduled Tribe resigned later. Scheduled Caste and Scheduled Tribe candidates qualifying in the examinations held in other years secured appointments to I.A.S. and other Class I Services and thus no Scheduled Caste/Tribe candidate became available for appointment to the Assistant Superintendents' Grade during those years. Reservation is also made in the appointments made to the Regular Temporary Establishment of Assistant Superintendents on the basis of Departmental competitive examinations. On the result of the third departmental competitive examination held in May 1958, 11 Scheduled Caste and 1 Scheduled Tribe candidates were recommended by the Union Public Service Commission and all of them have been appointed to the Regular Temporary Establishment of Assistant Superintendents. The position regarding the appointments of Scheduled Caste and Scheduled Tribe candidates made to Grades I-III of the Central Secretariat Service during the year under report, is as shown below:—

	Total Number of Promotion made during 1959		Number of Scheduled Castes promoted		Number of Scheduled Tribes promoted.	
	By direct recruitment	By promotion	By direct recruitment	By promotion	By direct recruitment	By promotion
<i>Permanent strength</i>						
Grade I	Nil	57	Nil	Nil	Nil	Nil
Grade II	Nil	128	Nil	2	Nil	Nil
Grade III	66	109	3	1	3*	Nil
<i>Regular Temporary strength .</i>						
Grade I	Nil	22	Nil	Nil	Nil	Nil
Grade II	Nil	150	Nil	2	Nil	Nil
Grade III	161	161	11	1	1	Nil

*One has resigned.

6. It was also reported in the previous Report that the reservation quota of Scheduled Tribes in Grade IV of Central Secretariat Service has not been filled up and there was a deficiency to the order of 55. With a view to increase the representation of this community in Grade IV of the Central Secretariat Service a special competitive examination was held in 1959, in which conditions regarding age limit and educational qualifications were specially relaxed in the case of departmental candidates. In all 21 candidates qualified in this examination who have been appointed in Grade IV of Central Secretariat Service.

7. To fill in 150 vacancies in the Regular Temporary Establishment of Grade IV, out of which 23 were reserved for Scheduled Castes and 28 for Scheduled Tribes, an open competitive examination was held in May 1959. In that examination only 1 Scheduled Tribe and 101 Scheduled Caste candidates qualified. In order to avoid the lapse of 19 carried over reserved vacancies for Scheduled Tribes of the previous competitive examination for the Assistant Grade, it was decided to take in an equal

number of Scheduled Castes, in addition to 23 Scheduled Castes against the proportionate quota of reserved vacancies for community. Accordingly 42 Scheduled Caste and 1 Scheduled Tribe candidates have been appointed to Grade IV of Central Secretariat Service through that examination. The table given below will show the representation of Scheduled Caste and Scheduled Tribe candidates appointed to Grade IV of the Central Secretariat Service upto 31st December, 1959.

	Total	Scheduled Castes	Scheduled Tribes
1. Initial constitution of Grade IV of the Central Secretariat Service (1-11-1951).	1819	54	Nil.
2. Regular Temporary Establishment of Assistants as initially constituted	1250	31	Nil.
3. Second Regular Temporary Establishment of Assistants	620	17	Nil.
4. Third Regular Temporary Establishment of Assistants	1445	53	Nil.
<i>Direct Recruitment (against permanent vacancies).</i>			
5. Assistants' Grade Examinations July, 1955 and November, 1955	500	114	6
6. Assistants' Grade Examination July 1957	396	46	Nil.
7. Assistant Grade Examination (Scheduled Tribes) April 1959	21	..	21
8. Assistant Grade Examination May 1959	150	42	1
	6,201	357 (5.75%)	28 (0.45%)

Central Secretariat Stenographers Service

8. The following table will show the appointments of Scheduled Castes and Scheduled Tribes made in Grade I—III of the above Service during the year 1959:—

	Total number of employees	Total number of Scheduled Caste employees	Total number of Scheduled Tribe employees
<i>Permanent strength</i>			
Grade I	83	Nil.	Nil.
Grade II	80	1	—
Grade III	937	20	1
<i>Temporary strength</i>			
Grade I	70	Nil.	Nil.
Grade II	153	Nil.	Nil.
Grade III	704	4	1

As already reported in my last year's Report no direct recruitment is made to Grades I and II and as such appointment to these Grades do not come under the purview of the special representation orders. Appointment to these Grades are made on promotion basis and relaxed standards are applied in the case of Scheduled Caste/Scheduled Tribe candidates. Appointments to Grade III of the Service are made by direct recruitment on the basis of periodical tests held by the Union Public Service Commission. All the Scheduled Caste and Scheduled Tribe candidates recommended by the Union Public

Service Commission on the basis of examinations so far held, have been appointed to this grade.

Central Secretariat Clerical Service

9. The following table will show the appointments of Scheduled Castes and Scheduled Tribes made in Grade I-II of the Central Secretariat Clerical Service during the year 1959:—

	Total number of employees	Total number of Scheduled Castes	Total number of Scheduled Tribes
<i>Permanent strength</i>			
Grade I	1518	17	Nil.
Grade II	3100	215	Nil.

Regular/Temporary/strength. upto-date information not available.

Direct recruitment to Grade I of the Service envisaged in the scheme has not yet started. A competitive examination for direct recruitment to Grade II of the Clerical Service was conducted by the Union Public Service Commission in December, 1958, on the result of which 12½% and 5% of the vacancies to be filled were to go to candidates belonging to Scheduled Castes and Scheduled Tribes respectively. Out of the total number of 1265 candidates who qualified in that examination, 72 belonged to Scheduled Castes and 2 to Scheduled Tribes. They have been nominated against permanent vacancies during the year under report irrespective of the rank obtained by them in the examination. They will be confirmed on completion of the prescribed period of probation.

10. It will be noticed from the above facts and figures that the representation of Scheduled Castes and Scheduled Tribes is gradually increasing in the various All India and Central Secretariat Services. Further efforts, are, no doubt, required more in the case of Scheduled Tribes to ensure still better representation of these communities in these services.

Recruitment to All India Services

11. The following table will show the number of Scheduled Castes and Scheduled Tribes in the All India Services:—

Service	No. of Scheduled Caste Officers as on—				No. of Scheduled Tribe Officers as on—				No. of Other Officers as on—			
	I-I-57	I-I-58	I-I-59	I-I-60	I-I-57	I-I-58	I-I-59	I-I-60	I-I-57	I-I-58	I-I-59	I-I-60
ICS/IAS	18	29	35	38	3	6	8	10	1232	1486	1608	1652
IP/IPS	10	14	16	20	5	5	7	6	714	793	881	917
IFS(A)	N.A.	N.A.	3	4	N.A.	N.A.	Nil.	1	N.A.	N.A.	184	192
IFS(B)	N.A.	N.A.	29	30	N.A.	N.A.	6	7	N.A.	N.A.	1697	1796

One has joined the Indian Frontier Administrative Service during the year 1959.

It will be seen from the table above, that the number of Scheduled Caste and Scheduled Tribe candidates in the I.A.S./I.P.S. as also in the I.F.S. has been gradually increasing from year to year which is a very encouraging sign. However, the representation in these Services is still far below the quota reserved for them. As usual, the main reason for the shortfall in the representation of Scheduled Castes and Scheduled Tribes in the above Services is the dearth of suitable candidates. In order to bring about the required standard of efficiency amongst the Scheduled Caste and Scheduled Tribe candidates, a pre-examination training scheme to give training to the members of these communities for the I.A.S./I.P.S. Examinations was started in 1958, by the Government of India, Ministry of Home Affairs. The scheme continued to be under implementation by the Allahabad University during the year under report. A sum of Rs. 1,16,750/- was sanctioned during the year by the Government of India as grant-in-aid to the Allahabad University for execution of the scheme. In the last Report it was recommended that at least 100 students should be given training each year. This recommendation has been accepted by the Government of India, but due to lack of accommodation facilities, it was not possible for the Allahabad University to make arrangements for training 100 students during the year.

12. It has been brought to my notice by the Principal of the Pre-Examination Training Centre, Allahabad University that some of the trainees left the training course in between when they found suitable jobs or they did not hope to get through in the competitive examination. This tendency on the part of the candidates is most undesirable as it deprives other aspiring candidates to take advantage of this training scheme. In order to check this tendency, it is suggested that while selecting candidates for the training course, the applications for admission should be properly scrutinised and only those candidates admitted, who in the opinion of the University authority, will successfully complete the training course.

13. It has also been noticed that though the number of applicants who apply for admission in this Training Centre is fairly big, persons with requisite qualifications who are really considered fit for being given this training is comparatively very small and some of them also do not join if selected. This will be clear from the fact that during the last Course of this training, the Allahabad University received 355 applications, out of which 55 were received from candidates who were not even eligible for appearing in the I.A.S. and I.P.S. Examinations. On the basis of merit only 72 applicants could be provisionally selected for the Course. Out of these, only 60 candidates replied and 41 actually joined.

Recruitment to Armed Forces

14. There is no reservation for Scheduled Castes and Scheduled Tribes in the Armed Forces of India, merit and physical standard being the only criteria for recruitment. Any how, the actual number of Scheduled Caste and Scheduled Tribe persons serving in the Armed Forces on the 31st December, 1959, is given at Appendix XLVI. These figures indicate, in so far as the Officers Grades are concerned the number of Scheduled Castes and Scheduled Tribes is very insignificant and there has been practically no improvement over the position indicated in the previous Reports. As already stated in the last Report that there may be some practical difficulties in increasing the intake of the members of these communities in the Armed Forces to any considerable extent, but surely it would not be very difficult to find out some solution to surmount these difficulties, and to widen the scope of their enrolment, taking into consideration the fact that mere appointment of Scheduled Castes and Scheduled Tribes to such services and posts raises their social status in the public eye and goes a long way in eradicating the evil of untouchability.

Recruitment in Indian Railways

15. The steps taken during the previous year by the Ministry of Railways (Railway Board) to increase the representation of Scheduled Castes and Scheduled Tribes continued to be implemented during the year under report. In addition, in the matter of recruitment of Scheduled Castes and Scheduled Tribes as Sainiks in the Railway Protection Force, the standard of physical measurements has been relaxed. Again, with a view to making up the deficiency of Scheduled Caste and Scheduled Tribe teachers in the Railway Schools, instructions have been issued to the Railways that if the present shortfall is due to certain restrictions imposed by the States on the recruitment of teachers because these candidates do not possess teaching experience and in case suitable and qualified candidates are not available from these communities, applicants may none the less be recruited and deputed for training, either after engagement or as a part of their pre-employment training. It has also been decided that so far as Class III and Class IV posts are concerned, the reserved vacancies for Scheduled Castes and Scheduled Tribes may, as a temporary measure, be carried forward to three recruitment years instead of two as at present.

Reservation for Scheduled Castes and Scheduled Tribes in the Rajya Sabha and Lok Sabha Secretariats

16. In my last year's Report a mention was made about the steps taken by Rajya Sabha and Lok Sabha Secretariats for increasing the representation of Scheduled Castes and Scheduled Tribes in their Services. This year I made an effort to collect information in this behalf from them. While replying to one of the communications on the subject the Rajya Sabha Secretariat have indicated their inability to furnish this information to me as it is not usual to give information appertaining to the Secretariat of a House of Parliament to any outside authority.

17. The question now is whether the relevant convention of Parliament under which the Rajya Sabha (and apparently also the Lok Sabha) Secretariat are not furnishing this information to this office for incorporation in the Report of the Commissioner for Scheduled Castes and Scheduled Tribes, which is laid on the Table of both the Houses of Parliament, conflicts with the mandatory provisions of Article 338 of the Constitution, which provides that the Special Officer appointed by the President under that Article is required to investigate all matters relating to the safeguards provided for the Scheduled Castes and Scheduled Tribes under the Constitution and to report to the President upon the working of those safeguards. The Constitution provides numerous safeguards for these communities. One of these safeguards is provided under clause (4) of Article 16 and Article 335 of the Constitution. In accordance with the provisions of clause (4) of Article 16 of the Constitution, the State has been empowered 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. This Article occurs in Part III (dealing with the Fundamental Rights) of the Constitution. It is, therefore, not clear whether an officer appointed under the Constitution for a specific purpose is to be treated as an "outside agency" for the purpose of furnishing information which is required to be collected under the direction of the President. I feel that in view of the express and unambiguous provision of the Constitution as contained in Article 338 of the Constitution, no convention can perhaps nullify the provisions of that Article. The matter was referred to the Ministry of Law for a clarification who have observed that there is nothing in Article 338(2) of the Constitution to confer any powers to obtain information on the Special Officer though undoubtedly he is quite justified in seeking the required information even from Parliament, in view of the definition of the word 'State' in Article 12 of the Constitution. In any case, the matter has since been referred to the Ministry of Home Affairs with a request to take it up with the Rajya Sabha Secretariat.

Public Service Commissions

18. From the information available, it has been found that one member each belonging to Scheduled Caste is serving on the Union Public Service Commission and the State Public Service Commission, Andhra, one member belonging to Scheduled Tribe is serving on the State Public Service Commission, Assam and two members belonging to Scheduled Caste are serving on the State Public Service Commission, Bombay. It is desirable that while making appointments to these august bodies, proper representation is given to the Scheduled Castes and Scheduled Tribes.

State Government Services

19. As in the past, most of the State Governments, failed to furnish complete information showing the representation of Scheduled Castes and Scheduled Tribes *vis-a-vis* other employees in their Services and in the service of Semi-Government and statutory Organisations or Local Bodies, in spite of the fact that they were addressed in the matter as early as in February-March, 1960. It has not been possible to analyse the scanty information furnished by some of the State Governments and to assess the progress that is being achieved from year to year in increasing the representation of these communities in various State Governments services in the context of the concessions (*vide* details at Appendix XLVII) granted by them.

20. I am constrained to say again that employment statistics of Scheduled Castes and Scheduled Tribes are not being compiled annually in most of the State Governments and this creates doubt whether the orders of the State Governments for increasing the representation of these communities in services are being honoured by the subordinate authorities in the respective States.

Employment Exchanges

21. The statistics furnished by the Employment Exchanges at Appendix XLVIII (*vide* statements 1-6 attached) are a fair index of the educational advancement that is being achieved from year to year amongst the Scheduled Castes and Scheduled Tribes and their general employment position. The figures for the year 1959 indicate the position as under:—

Scheduled Castes.—A comparative study of the figures will show that the number of registrations with the Employment Exchanges throughout the country is steadily going up, which is indicative of the educational advancement that is being achieved from year to year. The figures of placement, however, are showing a downward trend continuously for the last three years in so far as the Central Government Departments are concerned. This is possibly due to the fact that the Government of India have imposed a ban on fresh recruitment in the various Ministries and their attached and subordinate offices as a measure of economy. Non-availability of suitable candidates possessing the required qualifications for the posts can also be the other reason for this continuous set back in their placement under the Central Government. The figures of placements under the State Governments and other employers are, however, progressive but not very encouraging. The number of Scheduled Castes that remained on the Live Register of Employment Exchanges as on the 31st December, 1959 was 1,71,295 out of which 1,110 were graduates, 20,666 Matriculates and 1,49,519 Non-matrices.

Scheduled Tribes.—During the year 1959, there is a sudden and rapid downfall in the number of registration with the Employment Exchanges. The decrease in the number of registration is nearly 60 per cent less than the last year. The reasons for this downward trend have not been explained by the Directorate General of Resettlement and Employment. They have, however, stated that the registrations at the Employment Exchanges being purely voluntary, the question of arresting the fall in registrations at

the Exchanges on the part of the Employment Exchange Organisations does not arise. The figures of placements show a downward trend under the Central Government Departments and other Employers while there is slight increase under the State Governments. The number of Scheduled Tribe candidates who remained unabsorbed on the Live Register of Employment Exchanges, as on the 31st December, 1959 was 19,768 out of which 84 were graduates, 1,373 Matriculates and 18,311 Non-matric.

22. During the year under report the total number of vacancies notified as reserved for Scheduled Castes and Scheduled Tribes under the Central and State Governments and by other Employers was 11,626 and 4,485 respectively. Out of these reserved vacancies, 5,366 were filled by the Scheduled Castes and 1,123 by the Scheduled Tribes.

23. The Estimates Committee of Parliament in their Forty-eight Report recommended that a sample survey of the educated unemployed among the Scheduled Castes, Scheduled Tribes, Vimukt Jatis or Other Backward Classes should be conducted to find out the causes of educated unemployed among these communities. The Ministry of Labour and Employment conducted a sample survey in Delhi, which was confined to graduate Scheduled Caste/Scheduled Tribe applicants on the Live Register of Delhi Exchange as on 15th January, 1960 and the reserved vacancies notified to the Exchange during the quarter ended December, 1959, for which Matriculation was the minimum qualification prescribed by the employers. The findings of the survey reveals that the candidates belonging to Scheduled Caste and Scheduled Tribe who remain on the Live Registers of the Employment Exchange in Delhi are not really unemployed. Most of them are employed in some manner or the other and are at the same time seeking better positions through the Exchange. Further they are suitable for holding only clerical jobs and so the Exchanges are not in a position to forward suitable Scheduled Caste/Scheduled Tribe candidates for technical jobs which are notified to them as being reserved for these people, the proportion of which is quite high. Hence such jobs remain unfilled by persons belonging to Scheduled Castes/Scheduled Tribes because of the non-availability of properly qualified people. Applicants belonging to these communities will, therefore, be better advised to undertake courses of study with technical bias rather than pursue School/University education in arts subjects.

24. In so far as the non-technical posts are concerned, the position reflected in the Live Register is none too happy, in so far as the reserved quota of vacancies notified to the Employment Exchanges during the year under report are concerned. Major portion of the reserved vacancies remained unfilled though sufficient number of candidates belonging to Scheduled Caste and Scheduled Tribe were available according to the Live Register of the Employment Exchanges. More sincere efforts and cooperation are, therefore, required on the part of officers incharge of administration under the Central and State Governments and other employers to fulfil the statutory obligation imposed by the Constitution in this regard.

25. In para 28 of Section XIV of my last year's Report, the hardship experienced by the Scheduled Caste and Scheduled Tribe candidates in getting their names registered in the Employment Exchange, Delhi, for jobs was pointed out. The Government of India have now decided that all persons belonging to communities specified in the President Scheduled Caste and Scheduled Tribe Order, 1956, will be eligible for registration at all Employment Exchanges for submission against reserved vacancies, irrespective of the States to which they may belong. It is hoped that with this relaxation Scheduled Caste and Scheduled Tribe candidates will have vast scope for employment both under the Central/State Government Services.

26. From the above review of the representation of Scheduled Castes and Scheduled Tribes in the all-India and Central Services, it would be seen that there is a gradual improvement in the representation of these communities in Central Government Services. This is clear from the very fact that in I.C.S./I.A.S. and I.P./I.P.S. which are the highest

Central Government services, against 28 Scheduled Caste and 8 Scheduled Tribe officers on 1st January, 1957, there were as many as 58 Scheduled Caste and 16 Scheduled Tribe officers on 1st January, 1960. There is, however, no doubt that these communities are still not fully represented in the Central Government Offices. The position in regard to the State Services is in no way better. From the employment statistics supplied by the Director General Employment and Training and that gathered from the results of the various competitive examinations conducted by the Union Public Service Commission it is apparent that the shortfall in the intake of candidates belonging to these communities in Central and State Government Services is due to non-availability of suitable candidates. Experience has shown that Scheduled Caste and Scheduled Tribe candidates possessing requisite educational qualifications do not fair well in the written examinations and *viva-voce* on account of insufficient knowledge of current affairs and inferiority complex. In order to overcome these shortcomings, it is desirable that coaching classes or refresher courses on the pattern of the Pre-Examination Training Scheme started by the Government of India at Allahabad, are also started for other Central and State Services.

SECTION XV

ANGLO-INDIANS

REPRESENTATION IN LOK SABHA AND VIDHAN SABHAS—RESERVATION IN SERVICES—GRANTS FOR EDUCATIONAL BENEFITS

Representation in Lok Sabha and Vidhan Sabhas.

There has been no change in the position regarding the representation of the Anglo-Indians in the Lok Sabha as well as in Vidhan Sabhas during the year under report. As a result of the enactment of the Constitution (Eighth Amendment) Act, 1959, Article 334 of the Constitution has been amended and it is now possible to continue to give them representation in the Lok Sabha and the Vidhan Sabhas by nomination for another period of ten years.

Reservation in services

2. The Constitution, under Article 336, provides among other things that during the first two years after the commencement of the Constitution, appointments of members of the Anglo-Indian community to posts in the railway, customs and postal and telegraph services of the Union shall be made on the same basis as immediately before the 15th August, 1947, and that during every succeeding period of two years, the number of posts reserved for them in these services shall, as nearly as possible, be less by ten per cent than the numbers so reserved during the immediately preceding period of two years. Thus with effect from 26th January, 1960 this Constitutional safeguard comes to an end. It is, however, understood that the Ministries of Finance and Transport and Communications have not yet taken a final decision whether any representation in services should be allowed to the Anglo-Indian community in spite of the above position. The Ministry of Railways have, however, intimated that in so far as the Railway Services are concerned, the reservation for Anglo-Indians has lapsed automatically with effect from 26th January, 1960.

3. Appendix XLIX shows the actual representation of the Anglo-Indians in these services since the commencement of the Constitution. The table below indicates the percentage of actual representation of the Anglo-Indians during the years 1957, 1958 and 1959 :—

Name of the post or service	Percentage of actual representation in 1957	Percentage of actual representation in 1958	Percentage of actual representation in 1959
1	2	3	4
Superior Railway Service (Class I and Class II)	*3.56	4.59	3.23
Preventive Services in the Custom Department	25.01	23.2	23.8
Appraising Branch of the Custom Department	3.90	4.2	5.4
Posts involving Customs Work in the Central Excise Department	1.99	1.8	1.9
Telegraphists' Cadre of the Posts and Telegraphs Department	10.87	10.67	10.5

*This percentage does not take into account the Anglo-Indians in Services in the South Eastern Railway.

4. The Ministry of Finance (Department of Revenue) have stated that much difficulty was experienced in getting suitable Anglo-Indian candidates during the year from the Employment Exchanges. The recognised Institutions/Associations had also been requested by that Ministry to supply the candidates.

5. The percentage of reservation for Anglo-Indians prior to independence was 8 in Class III Railway Service, which has been progressively reduced in terms of the provisions of the Constitution, after every 2 years. This arrangement did not appear to work to the advantage of the Anglo-Indian community. Accordingly, the procedure followed before 1947 *i.e.*, reservation in the categories with which they had past association and for which they had a preference, was adopted. In spite of this, the response from the Anglo-Indians for the posts reserved for them has been extremely poor. This is borne out by the fact that the Railway Service Commissions at Madras, Allahabad, Calcutta and Bombay advertised 169 technical and 616 non-technical posts, as reserved for them in 1959. The number of applications received from the candidates of this community for these two type of posts was 109 and 491, respectively. Out of these applicants 74 and 294 respectively, were called for interview as the others stood rejected on grounds of not satisfying prescribed conditions and out of them 64 and 217 candidates, respectively, appeared for interview/examination. However, only 27 and 166 candidates were selected for technical and non-technical posts respectively.

6. In fact, as already pointed out in the previous Reports, Anglo-Indians who pass Senior Cambridge Examination generally prefer to join commercial firms as business executives on comparatively attractive remuneration and they do not seem to be attracted even for higher grade posts in the Railway Services. With a view to increasing the representation of Anglo-Indians, the general orders issued by the Ministry of Home Affairs, have also been adopted for the Railway Services. The following are the special steps taken by the Railway Service Commissions to improve their representation on the Railways in Class III posts.

- (i) Vacancies reserved for this community are specifically mentioned in the Employment Notices issued by the Commissions which are published in the leading newspapers, Railway Gazettes and also circulated to the Employment Exchanges.
- (ii) Copies of Employment Notices are sent to the representative Associations and Organisations of the Anglo-Indians with the request to give them wide publicity among prospective candidates.
- (iii) Applications of candidates of this community are grouped separately and every endeavour is made to summon and recruit the maximum number.
- (iv) Relaxed standards as applicable to Scheduled Caste and Scheduled Tribe candidates are applied wholesale to the candidates of this community for the purpose of selection.
- (v) Passes are freely issued to the candidates of this community to attend written examination/trade test/interviews etc.
- (vi) The General Manager of each Railway has been entrusted with the personal responsibility of exercising a special watch on the recruitment of Anglo-Indian candidates to Class III Railway Service. They have also been authorised to select candidates from this community for appointment without reference to the Railway Service Commission to make up their deficiency in the recruitment of Anglo-Indian candidates.

(vii) The General Managers of Indian Railways have been instructed that if sufficient number of matriculate Anglo-Indian candidates is not forthcoming to fill up the reserved quota in Class III, they should recruit as many suitable non-matriculate Anglo-Indians as are available in Class IV Services such as engine cleaners etc., on the running staff side for eventual promotion, if found suitable to corresponding Class III posts.

7. In 1959 there were 125 posts reserved for the Anglo-Indians throughout India in the cadre of Telegraphists. The break up of the reserved posts and number of applications received from eligible Anglo-Indian candidates in different circles is as follows:—

Name of the circle	No. of posts reserved for Anglo-Indians.	No. of applications of eligible Anglo-Indian candidates received.
1	2	3
Punjab	16	..
Uttar Pradesh . . . . .	..	..
Central . . . . .	..	..
West Bengal	31	1
Madras	40	195
Bihar	14	2
Bombay	10	5
Assam	1	..
Orissa	3	..
Andhra . . . . .	..	..
Rajasthan	3	1
Hyderabad	7	8
TOTAL	125	212

It will be seen from the above table that except in Madras and Hyderabad Circles the response was very poor. In both these Circles as many candidates have been selected for training as there were vacancies. The concession namely, selection of candidates even if they have not taken the specified subjects in the Matriculation or its equivalent examination which is an essential qualification for entry in the cadre of Telegraphist, was also admissible during the year 1959. Apart from this, a copy of the advertisement is forwarded to all Anglo-Indian Associations in addition to the circulation of vacancies on all India basis by the Central Employment Co-ordination Section of the Director General of Resettlement and Employment, New Delhi since designated as Director General of Employment and Training.

8. It was pointed out in the previous Report that there was a fall in the number of registration of Anglo-Indian applicants in the Employment Exchanges from 883 in 1957 to 865 in 1958 but a slight improvement in placement position. During the year under Report there has been an increase in the registration of such applicants which

rose to 1,020 as compared to the figure of 865 for the year 1958. There is, however, a fall in placements in respect of Anglo-Indian applicants during the year 1959. This can be attributed to a decline in the number of vacancies reserved for this category of applicants which were made available to the Exchanges by the employing departments during 1959 which was only 72 as compared to the previous year's figure of 119. The position regarding the registration and placement of Anglo-Indian applicants in Services through the Employment Exchanges is indicated in Appendix L.

Grants for educational benefits

9. The Government of India and the State Governments are empowered under Article 337 of the Constitution to give grants for the benefit of the Anglo-Indian community in respect of education for a period of 10 years from the commencement of the Constitution. The Constitution provided that the grants in this respect as were made in the financial year ending on March 31, 1948, were to be continued during the first three financial years after the commencement of the Constitution and that during every succeeding period of three years the grants might be less by 10 per cent than those for the immediately preceding period of three years, with the clause that at the end of ten years from the commencement of the Constitution such grants to the extent to which they were a special concession to the Anglo-Indian community, would cease. The Ministry of Education have intimated that the question of the extension of the provisions of Article 337 of the Constitution is separately under consideration of the Ministry of Home Affairs. As regards the States, the Government of Madhya Pradesh are of the opinion that the payment of grants to Anglo-Indian institutions may continue like similar grants to other private institutions. The matter has also been taken by the Education Department of West Bengal Government and a decision is yet to be taken. Comments have not been received from other State Governments. It is understood that at the conference of Chief Ministers held on 20th March 1960 at New Delhi it has been decided that it is not necessary to amend the Constitution nor to extend the statutory provisions of Article 337 and that the State Government will continue to give grants to the Anglo-Indian schools so as to avoid hardship to the institutions. The Ministry of Railways have informed that they will continue to give grants to Railway and Non-Railway English Medium Schools catering to the needs of children of Railway staff to be paid as a measure of staff welfare.

10. The Government of India continued to give grants to Dr. Graham's Homes, Kalimpong (West Bengal), and the Inter-State Board of Anglo-Indian Education, New Delhi. Information regarding grants paid to these institutions during the last 10 years is indicated in the following table:—

S. No.	Year	Dr. Graham's Homes at Kalimpong, West Bengal.		Inter-State Board of Anglo-Indian Educa- tion, New Delhi.	
		Budgetted	Actual	Budgetted	Actual
1	2	3	4	5	6
1	1950-51	10,000	10,000	4,000	4,000
2	1951-52	10,000	10,000	4,000	4,282
3	1952-53	10,000	10,000	4,300	4,282
4	1953-54	10,000	10,000	4,300	4,282
5	1954-55	10,000	9,000	4,300	3,870
6	1955-56	9,000	9,000	4,300	4,282

1	2	3	4	5	6
7	1956-57	9,000	8,100	4,300	3,483
8	1957-58	8,100	8,100	3,500	5,081
9	1958-59	8,100	8,100	3,500	4,282
10	1959-60	7,300	7,290	4,300	4,282

11. The information regarding grants paid to Anglo-Indian educational institutions by the State Governments for the educational benefits of Anglo-Indians, under Article 337 of the Constitution is indicated at Appendix LI.

12. The information regarding the grants paid by the Railway Administration to the Railway and also to the non-Railway Schools for the education of the children of their Anglo-Indian employees during the year under report is given in Appendix LII. These grants, it may be pointed out, have nothing to do with the Constitutional safeguard.

SECTION XVI

IMPORTANT RECOMMENDATIONS MADE IN THE TOUR NOTES.

TOUR MILEAGE—IMPORTANT RECOMMENDATIONS

The tour mileage covered by me and my Assistant Commissioners during the year 1959-60 is shown in the following table:—

	Total mileage covered	Road mileage covered
(i) Commissioner for Scheduled Castes and Scheduled Tribes	27,292	5,032
(ii) Assistant Commissioners for Scheduled Castes and Scheduled Tribes	2,17,861	72,879
	2,45,153	77,911

It would be observed from above that during 1959-60, 2,45,153 miles of tribal and backward areas of the country were covered by me and my Assistant Commissioners as against 2,27,831.5 miles covered in the previous year. Summaries of my tour reports submitted to the President during 1959-60 are given in Appendix LIII. The important suggestions and recommendations made in the said tour reports in respect of various States and Union Territories are given below for general information:—

Name of State/Union Territory	Recommendations
I	2
Andhra Pradesh	<ol style="list-style-type: none"> 1. In the interest of the economic development of tribals private contractors should not be given any lease of forests at all even by private estates. 2. The Government of India and the State Government should come forward with more grants to the Andhra Scheduled Tribes Co-operative Finance and Development Corporation Limited, Visakhapatnam, for extension of this beneficial scheme in other areas and Taluks. 3. The official directors and other officers of the Corporation can be replaced by the elected tribal leaders to take charge of the organization in course of time. 4. The Colonization Scheme at Tajangi can only succeed if sufficient acreage of land is given to families with irrigation facilities and drinking water wells. There should be a uniform pattern of houses. More money should not be spent for housing unless Scheduled Tribes in the colonies are sure of settling down. 5. The Government of India grant of nearly Rs. 21 lakhs sanctioned for the construction of 22 miles of road (from Paderu to Lothugedda), which is really for the purpose of the Upper Sileru Hydro-Electric Project, could have been made available from the project funds and not from the tribal welfare fund.



Hearing the grievances of tribals in Cheengeri Colonisation Scheme—Kerala

6. The Bhadrachalam Hostel for boys and girls should be immediately and considerably improved as the accommodation is so little for boys that even animals cannot be huddled together in the area.
7. House sites and agricultural land should immediately be allotted to Yerukulas formerly known as Ex-criminal Tribes.
8. The scheme of colonisation should be on the following lines :—
 - (i) Money for one or two wells not exceeding Rs. 1,000 each should be sanctioned in a colony;
 - (ii) To begin with only materials for the construction of a temporary hut not exceeding Rs. 50 per family may be given to them. After a period of two or three years pucca houses can be constructed with a subsidy not exceeding Rs. 400 per house, the rest being given as a loan;
 - (iii) Seeds should be given to them in the beginning; bullocks should be given to them on loan but not one pair to each family as there is likelihood of co-operative effort on their part to carry on cultivation;
 - (iv) Harijan families may be allowed to join the colony to make it cosmopolitan.
9. Immediate efforts should be made to get a suitable house site to colonise the residents of Lepers Colony.
10. There is a need for a good building for girls sections in the hostel for Yenadis and Yerukulas.
11. Forest Labour Cooperative may be formed by the Servants of India Society, which has been allotted Rs. 50,000 for carrying on educational work among Yenadis in Harikota.
12. The Cooperative store started by Government should include other Yenadis members of the labour; and they should be given provisions on credit.
13. Adequate provision for housing and drinking water should be made at labour camps, where the labour of private contractors and Government Forest Departments are working.
14. The tram trolley may be fitted as an ambulance car and the Doctor may be asked to move about in this small hand driven trolley to visit different centres for the provision of medicines in the Harikota Islands.
15. The Muslims, who are engaged in boat building activities may be given sufficient loan for improving their profession.
16. To make all the islands accessible for all purposes in all seasons, a motor boat which can move in shallow water should be purchased.
17. At Thakkar Bapa Gurukulam, Sri Harikota, the number of boys and girls should be increased and Harijan boys and girls to be admitted.
18. No big buildings are necessary for workshop or maternity staff for the present and the share capital should be given as loan to the labourers and not as subsidy for becoming members of the cooperative stores.

Bombay

1. Mahatma Gandhi Adivasi Janta Vidyalaya at Kasbad in Thana District, the institution for giving training to tribal agriculturists, is the first of its type in Bombay and the experiments should be watched.
2. Girls of the Ashram Schools, run by the Adivasi Seva Mandal, Thana, both at Kasbad and Talwada, should be given uniforms prepared on the style of Tribal people and not those of the local middle classes.
3. The report that was to be sent to the Government of India from the Tata Institute of Social Sciences, Bombay, should contain:—
 - (i) the qualifications of the trainees;
 - (ii) state-wise number of trainees and the number of Scheduled Castes and Scheduled Tribes; and

(iii) the post at which they will be posted after the training is over so as to find out as to how many of the trainees are employed in Tribal Welfare work.

4. It is suggested to give financial help to Bhatsavla of Neral, incharge of a non-official agency, for starting an Ashram School and considering scheme for economic development in the area by the Government of Bombay.
5. The amount provided in the Khedbrahma Project in the District of Sabarkantha, for irrigation works is exhausted and therefore more funds will be necessary either by way of loan or subsidies for taking up the following minor irrigation works:—

1. Tank at Ganer	7,250
2. Tank at Nava Mota	18,120
3. Zareli Bandhara	92,600
4. Tank at Sambalia	20,000
5. Pipalia Valley	25,000
6. Repairs to old tank at Domti	8,000
	1,70,970
TOTAL	1,70,970

Or Rs. 2,00,000 approximately.

This additional fund of Rs. 2,00,000 should be put at the disposal of the Project to provide more irrigation facilities for the agricultural development of the area.

6. Similarly for the Cooperative Housing Societies, both for Scheduled Castes and Scheduled Tribes, an additional amount of Rs. 36,000 by way of loan and subsidies, is necessary, as most of the budget provision of the loan item of Rs. 4,50,000 has already been spent and no amount are available from the funds of the Project under this head. This can be managed from Centrally Sponsored or State Sector Schemes for Housing.
7. The road from Khedbrahma to Kheroj and Poshina has been undertaken by the Public Works Department from the Central Road Funds. Only 3 cross drainage works are not yet completed. If the Bridge work over Wangha near Hingotia is started and completed to link the road, the area will not be cut off during the rainy season. The funds for this purpose should be provided by the Government from outside the Project funds.
8. The work on the Bridge over Sabarmati near Kheroj which was suspended, should be completed.
9. If Poshina—Mamana—piple road upto the border of Bombay State is further extended by the Rajasthan Government it will have direct communications with Abu road. Rajasthan Government should be asked to complete the road from the amounts that have been transferred to them as it will bring traffic intensity due to two States connections and joining the Railway Station.
10. The following bridges and culverts are necessary:—
 - (A) *Kheroj Poshina Road-via-Tembda*:
 - (i) Cause-way over river Sabarevati near Tembda 2,00,000
 - (ii) Cause-way near Dantral over river Sai 1,50,000
 - (iii) C.D. Works on various Wanghas 1,00,000
 - (B) *Lambadia-Delwada Road* :
 - (i) Cause-way over river Sabarmati near Lambadia 2,00,000
 - (ii) Culverts on various Wanghas 1,00,000

11. In case of Taccavi Loan granted by the Bombay Government to the tribals in the Project Area, double security is taken as per orders of the Revenue Department. It is suggested that orders of the Revenue Department may be modified on the basis of Taccavi Loans granted from the funds of the Project Area, because it is not possible for the tribals and backward classes to produce heavy security required by the Revenue Department.
12. The special pay that is given to the staff of the Special Multi-purpose Tribal Block for the special and arduous nature of work in this area, should be given to the officers even though their residential headquarters are outside the area at Khedbrahma.
13. The tribal villages bordering Sabarkantha (Khedbrahma, Meghraj, Bhi-loda) and Banaskantha (Danta and Palanpur Talukas) Districts which may number approximately 250, should be grouped together and a Multi-purpose Tribal Project started for the tribal population of this area which may be 25,000. Ashram Schools should be started at Shri Amirgadh and at Dalpura in Danta Taluka which may serve as a cultural and training centre for this tribal area.
14. A sum of Rs. 10,000 be sanctioned for deepening and constructing irrigation wells and housing in this area through the agency of the Co-operative Farming Society at Amir Gadh, out of an amount of Rs. 37 lakhs sanctioned by the Government of India as a supplementary grant for drinking water wells, irrigation wells, housing, etc., to the Government of Bombay.

Kerala

1. At Kamili Tribal Settlement, it is not a practicable proposition to have trenches of 3 to 4 miles to prevent the elephants from tres passing. They may be allowed to have cardamom plantation which is very useful and which bring them good money.
2. Gandhi Seva Kendram may be given an Ashram School and a scheme for colonisation work under Shri P. Achuthan Nair, so that the Scheduled Tribes can settle down on land and their children may get the right sort of education.
3. Model Welfare Villages can at best be called Training-cum-Production Centres.
4. The boarders, at the Kanya Gurukula, are receiving Rs. 18 as stipend, which should be increased to Rs. 25.
5. The strength of the boys hostel run by the same institution should be increased to 100 so that it can run as a cosmopolitan hostel with a preponderance of Scheduled Castes and Scheduled Tribes.
6. The stipend to the hostel students should be increased from Rs. 12 to Rs. 20 in the case of subsidised hostels for boys and Rs. 25 in caes of girls as the prices of food grains have gone up considerably.
7. The Kerala Adimjati Sevak Sangh may be recognised as a reliable non-official agency to conduct schools and hostels and implementing various welfare schemes especially in the Malabar District which has been neglected, so far.
8. The State Government may be requested to give grants for running all these institutions so as to enable the Kerala Adimjati Sevak Sangh to meet its liability.

Madhya Pradesh

1. Housing colonies for the conservancy staff of the Gwalior Corporation should be put up without any loss of time. Proper arrangements for lighting, drinking water and latrines should also be made therein.
2. One representative of the Mehtars should be nominated as member of the Corporation.
3. There is an urgent necessity for a Girls' Boarding for Harijans which should be started by the Harijan Sevak Sangh at any convenient centre in Madhya Bharat region of Madhya Pradesh.

4. Open ground opposite the Centrally Sponsored Piggary Centre should be made available for growing fodder and grain for these pigs.
5. The overlapping of Balwadis activities in Madhya Pradesh should be stopped.
6. The officers at Tribal Welfare Institute, Chhindwara, are trained for a very short period. It should at least continue for a year and the qualifications for a trainee should not be less than Matriculation.
7. The Madhya Pradesh Government should recognise the training centre run by Vanvasi Seva Mandal, as a normal school, so that it can draw from it teachers for their schools in tribal areas.
8. The Industrial Training Centre run by the State Tribal Welfare Department should be shifted to a good building and a good locality as the fitting of the electric connections are not proper and is liable to cause accidents.
9. In village Kumadehi a dispensary and a Multipurpose Co-operative Society should be started by the State Government.
10. At Baihar, there is duplication of activities in some schemes of N.E.S. and Tribal Welfare Development Blocks. Such duplication should be avoided and Dais employed both by the Tribal Welfare Department and the Janpad Sabha Dispensary may be asked to go out in the villages so that people living in villages beyond 5 miles of radius can also be benefitted. They should be provided with bullock-cart and an attendant, when called upon to do so.
11. At Baihar, a building for the existing High School and hostel should be constructed immediately as the furniture and stocks are lying outside unprotected.
12. The existing disparity between the Central and State Grants for the construction of drinking water wells must be eliminated as it is undesirable to make a difference between the Central and the State grant.
13. Every effort should be made to make the multipurpose cooperative societies popular by attracting tribals for selling of essential commodities to the tribals at cheaper rate and collecting the produce of its members for better marketing.
14. The Agricultural Cooperative Farming Society at Tantatola may be given grant out of the Centrally Sponsored Schemes for the construction of 4 more irrigation wells. The Society may be given some forest coupes which, I hope, they will be able to run very successfully. The training centre, which is run at Baihar may be shifted here or a branch may be opened here, where most of tribal youths can be trained up in various professions.
15. The starting of forest cooperative societies the much needed encouragement both financially and otherwise should seriously be considered by the Madhya Pradesh Government.
16. The Forest Cooperative Society started by the non-official agency-Saher is Seva Mandal and another sponsored by the Director of Tribal Welfare, should be given all encouragement by way of monopoly of minor forest produce and of the forest coupes for Katha manufacture.
17. The Scheduled Tribes living in the backward area of Sheopuri, suffering from shortage of drinking water, should be settled by the side of Chambal canal when it is completed and some land with irrigation facilities, should be allotted to them.
18. If the Madhya Pradesh Government can assure grants to the Harijan Sevak Sangh for a period of 5 years at least, the scheme of intensive work in compact area for the removal of untouchability can be implemented. Fifty per cent of the volunteers should be Scheduled Castes for the effective results of the propaganda.

19. Sondhia Rajputs, a Backward Community, can be put under the category of Denotified Communities. They should be given grants for the boarding, for the spread of education and to bring about a change in the attitude of the young generation towards the oppressed Harijans of the villages, out of the funds earmarked for the Denotified Communities.
20. Seventeen miles road upto Karymbu and opening a fair price shop at Kutru may be sanctioned immediately.
21. It is suggested that no discriminatory treatment should be meted out to the Scheduled Tribes of the Dandakaranya Development Area with regard to the wages for work or welfare scheme like housing, drinking water wells and medical and educational facilities.
22. The question of financing the welfare schemes for Scheduled Tribes in Dandakaranya Development Area, must be decided at a higher level without delay.
23. It is suggested that the Adviser for Tribals in Dandakaranya Project should be under the Home Ministry.

Madras

1. The special staff working in housing scheme at Ramanathapuram, is doing good work and should not be dispensed with unless the whole scheme is completed otherwise the Public Works Department is likely to delay the scheme.
2. Rameswaram is a small town but lakhs of people visit the centre and therefore, requires more staff for scavenging work, in order to keep the town neat and clean.
3. Extra pilgrim-tax may be charged for meeting deficit in the finances of Municipality.
4. It is suggested not to go for any housing scheme for Denotified Communities, out of the supplementary grants. These Denotified or Nomadic Tribes require the supervision for settling down permanently as agriculturists or labourers.
5. Harijans at colony in Trichy Taluk are in need of a well and a culvert for which grant may be given to them.
6. The Madras Government may immediately put at the disposal of the Collector amounts which may be spent for irrigation and improvement of agriculture, in Tiruchirapalli.
7. The Jenmy System of land tenure in some villages of Nilgris District should be put to a stop immediately
8. The training in basket making at a Bamboo Cottage Industry Centre should be extended for six months. The Block Development Officer should be approached to arrange for this training and sale of the products.
9. The loans may be for 5 years and the Todas should be assured that they will be given lands on the conditions that they will cultivate the land themselves and not allow others to do it.
10. The training at Kotagiri Development Centre for cane and wood work is for six months. This may be extended to one year.
11. It is suggested that the maternity centre may be shifted to Ootacamund as it is not run efficiently here. The building thus vacated, may be utilised for a Girls' Hostel to be run by the Servants of India Society for the benefit of Todas and Kotas.
12. The Madras Government should give recurring grants for the maintenance of the Anti-Malaria Centre in the valley of Bengo-a-Govib as it is very useful in the areas which are really inaccessible.
13. The plantation management and the Government of Madras both should try to absorb these tribals by giving them training and special concession so that all the difficulties and worries of Irulas, Kurumans, Paniyas and Kattunaickens are slowly eliminated.

14. All these tribals should be asked to settle down on the hill-tops and not to remain in caves or down below in the valleys in inaccessible areas.
15. The Boarding grant that is given to the inmates of Satguru Ashram at Coonoor, should be increased to 20% from 15% and to all the students staying in the hostel.
16. The subsidy of Rs. 550 given for the Housing Scheme in State Sector should be increased to Rs. 750, in order to maintain uniformity with the Centrally Sponsored Housing Scheme.

Mysore

1. It is suggested that the scheme of housing colony to be implemented by the Mysore Government should be on the condition that mixed colonies should come up and Mysore Government may be permitted to spend money allotted for this purpose for Non-Scheduled Caste people who may be willing to stay with Scheduled Castes.
2. There is still no uniformity in the pattern of the District administrative set-up for the whole of Mysore.

Orissa

1. The Orissa Government should take necessary measures from now onwards to maintain complete records of the areas under shifting cultivation.
2. Immediate action should be taken both by the Government of India and the Government of Orissa, for working out the first phase of the Scheme of Pilot Development Project, Boipariguda, as an experimental measure.
3. In order to supply drinking water to about 300 people of the Technical Training Institute, (Takatpur, Baripada), at least 3 wells should be constructed immediately before the rainy season.
4. The design for the residential quarters of the teaching staff should be approved in a meeting of all the departments concerned. Before the end of the 2nd Plan the Institute should be located in the newly constructed building in the site selected at Baripada.
5. An Ashram school should be opened for Bondo-Projas at suitable place in this area. Though a school had been sanctioned for this area in the year 1959-60, but it could not be opened as the grant for the building was inadequate. The grant should be increased to cover the cost of material for the building as the area is inaccessible and the transport is expensive.
6. There is a welfare centre in Mundiguda. In order to make it attractive to Bondo Projas, the social worker should make special efforts by starting a consumers' co-operative society at this centre.
7. The area must be opened up and a road—25 mile—leading into the interior, should be constructed.
8. The State Government should consider specially the drawing up of a comprehensive scheme for the development of this small area for all round advancement of Bondo Projas.
9. The State Government should make enquiries whether discrimination between Christian and Non-Christian patients is observed in the Mission Hospital with regard to their medical treatment.
10. An Ashram school may be started in this area and the more hilly parts of the area should be declared Scheduled Area.
11. As a welfare measure introduction of a credit and marketing system to minimise exploitations is the most urgent need.
12. The grain golas that are being constructed at Serange, may be allowed to extend activities and may not be handed over to the Panchayats, as it is dominated by the Doms.
13. Minor irrigation works and terrace cultivation should be encouraged to increase agricultural produce.
14. Few young men trained in work of soil conservation and construction of minor irrigation works may be posted.

15. The teachers in the school should be replaced by the teachers from outside who have missionary zeal to help the Lanjia Saeras.
16. No training centre at a district headquarters should be set-up at Raipur as it would not be able to attract right sort of persons.
17. A follow-up record of the trainees who completed their course of training and found a vocation should necessarily be maintained.
18. The Kasipur sub-division of Kalahandi District should be included in the Scheduled Area.
19. Multi-purpose co-operative societies may be organised to advance cash against crops.
20. The number of grain golas in the Kashipur Block should be multiplied.
21. The Government should undertake financial responsibilities for construction of few essential roads in the project area.
22. The Government should start distilling liquor and keep a monopoly for selling it in these areas.
23. Forest Labourers' Co-operative Societies have a good field, it should be started and encouraged by the officials.
24. More girls Ashram Schools like Borodugada Girls' Ashram are necessary.
25. It is suggested that the Sevaks under training should be given half pay plus the stipend during training.
26. It is suggested that Block authorities should utilise the agricultural land of the Gorakhpur Ashram School on account of water facilities for making it a demonstration farm for the Block.
27. The Depressed Classes League should be given grant for opening another hostel for girls at Bhubaneswar for Scheduled Castes.
28. The Thakkar Bapa Ashram at Rayganda, should be only for middle school and high school students coming from far off villages.
29. Government of Orissa should take early action to incorporate changes in the definition of Scheduled Tribes given in Section 2(c) of the Orissa Scheduled Areas Transfer of Immovable Property (by Scheduled Tribes) Regulation II of 1956 and should cover all the tribes which now stand scheduled in the State after the amendment of the Order of the President.

Uttar Pradesh .

1. The settlements of the Uttar Pradesh Government for Denotified Communities in District Moradabad should be broken up by employing some of them in workshops of Railways, Factories and small industries after giving them some technical training. Financial aid should also be given to them for starting some small avocations, e.g., plying rickshaw, maintaining shops, carpentry etc.
2. The problem of settling the Denotified Communities, numbering about 17 lakhs, in Uttar Pradesh should be tackled in the light of experiments so far made by that State with the help of grants from the Centre.
3. A training centre of brass-ware craft, so well-known in Moradabad, should be started for the benefit of Mehtars.
4. The Ashok Ashram, Kalsi, is running two Anti-Leprosy Centres at Dasu and Kuwane in Jaunsar Bawar Area, where the Government of India (Ministry of Health) is also running similar centres, thus duplicating the work. The amount thus spent on these two Government of India centres should be given over to the Ashram at Kalsi, which can be relied upon to do the job.
5. The Dispensary at Ashok Ashram, Kalsi, run by the Uttar Pradesh Government which has an average attendance of only 7 patients, may be closed.
6. Schemes for removal of untouchability should be financed from the Central funds as the State Government is not in a position to finance the scheme.

7. Money provided for the Housing Scheme for the Sweepers of the Dehradun Municipality, but not utilised, should be included in the budget for the next year; and, to start with, 50 houses should be constructed for which the Municipality has shown its willingness to contribute its own share.
8. The District Harijan Sahayak Committee and the Planning Advisory Committee should have at least one representative of the non-official bodies like Harijan Sevak Sangh, Bhartiya Dalit Sangh, Ashok Ashram, Kalsi, etc.

Himachal Pradesh (District i. Chamba)

1. The jeepable road should be taken up gradually from earmarked special funds from the centre. The arrangement of this jeepable road be such as to benefit maximum number of villages so that it would be easier to connect them by mule-paths, bridle-paths, etc. Work of constructing bridges should be taken up simultaneously and the location fixed up so that as soon as the road work is completed the bridges may be made serviceable immediately. Local people appreciate the construction of bridle mule-paths with some bridges. These can be taken up as at present purely from the funds of the State and the Tribal Welfare Department (under State Sector Schemes of 50% grant).
2. Subsidised grain depots are to be opened up. These depots should be given quantities of material earmarked specially for various villages and parts of the sub-tehsil. The labourers working with the P.W.D. should be given weekly rations instead of wages and accounts can be adjusted at the end of the month. The Parbatya Adimjati Sevak Sangh which runs the Ashram at Garola, is prepared to undertake the responsibility of supplying food grains if a depot is started there on this basis.
3. The Co-operative Society of the Chamars should purchase leather and send some young man, for training in flaying and tanning, to some suitable centre.
4. The Chamba Municipality should be given a grant of Rs. 10,000 for the purchase of a motor truck for transporting night soil and refuse and to make the Mehtar Basti clean and healthy.
5. The building which is constructed out of the local funds for the purposes of Gow Seva Sadan should be given to the hostel run for high school and college students, to accommodate 50 boys—75% Scheduled Castes and Scheduled Tribes and 25% others. The industrial training centre run by Gow Seva Sadan may be housed in the Dharamsala meant for flood refugees. Stipends should be given to the students at the rate of Rs. 25 each.
6. Gaddis, a major section of the Scheduled Tribes here, supplement their income by spinning wool yarn and weaving woollen cloth. This cottage industry should be encouraged with a suitable market to dispose of their surplus woven material.
7. The Rahdari Tax of Rs. 3 recoverable from Gujjars coming from outside the district for grazing should be abolished as soon as possible. All the authorities of the three States—Jammu and Kashmir, Punjab and Himachal Pradesh should decide about the uniformity of privileges and taxes for these Gujjars who were to be found in all these three States.
8. Himachal Pradesh Government should get a survey done, in the Chamba District of the grazing pastures both for winter and summer seasons and allot them to the Gujjars according to the number of cattle they possess. Beginning may be made by settling some Gujjars near Pathankot by starting a colony for the supply of good milk to the Army.
9. Gujjars should be enrolled as voters for the future Elections, during the months of May to September when they are supposed to be residing in villages. Under no circumstance should they be deprived of the right of voting nor should they be driven away from pillar to post—from Himachal Pradesh to Punjab and then to Jammu and Kashmir.

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| Himachal Pradesh (Simla) | <p>10. The Rescue Home at Solan should have an elderly and experienced lady as Warden instead of the present one who is very young, and a whole time chowkidar with family to ensure safety to the inmates.</p> <p>11. Some arrangement is necessary for the inmates to become independent so that after training for a year or two at the Ashram they are able to earn their living independently. The District Magistrate should be included in the Managing Committee in some capacity.</p> |
| Tripura | <p>1. There was overlapping of schemes undertaken by the State Administration the Territorial Council and the Rehabilitation Department; for instance, subsidies for digging of wells and purchase of bullocks, etc., which should, now be stopped and the scheme should be on a uniform pattern which may be taken up by either the State Administration or by the Territorial Council.</p> <p>2. In addition to the scheme of colonization, individual families may be given land by the State for cultivation to induce them to give up Shifting Cultivation.</p> <p>3. The Panchayat Act, which has now been applied to the tribals, should be so applied that the Panchayats should be in the compact tribal areas and wherever such compact constituencies are not possible reservation should be made for them in proportion to their population.</p> <p>4. The 40 years old scheme submitted by the District Magistrate for housing the Scheduled Castes under the head "Slum Clearance Scheme" at Indranagar and Ramnagar should be sanctioned immediately.</p> <p>5. A scheme for anti leprosy work should also be undertaken immediately to wipe out leprosy.</p> <p>6. Centrally Sponsored Scheme of 3 hostels for trainees should be expedited.</p> |
| Pondicherry | <p>1. It is very necessary to have a building for a hostel in the Vocational Training-cum-Production Centre at Muthialpet so that all the candidates can be paid the same stipend and can be well looked after, leaving no chance for misuse of any money of stipend.</p> <p>2. The method of reduction in stipends may be tried elsewhere also.</p> <p>3. The money that is to be spent for latrines, at Kalithee Housing Colony should be utilised for erecting super-structure.</p> <p>4. The Vyomashram in Villianur is in need of an amount of Rs. 5,000 for repairs to the hostel building which may be given as a grant by the Pondicherry Government.</p> |
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SECTION XVII

CONCLUSION

In the last Report, for the year 1958-59, under the Section "Retrospect and Prospect" a bird's eye view of the progress made during the last nine years in the direction of bringing in the line with others the weaker sections of the people and in particular the Scheduled Castes, Scheduled Tribes and socially and educationally Backward Classes was presented.

2. This Report based on the available data furnished by the different State Governments for the year 1959-60 and a part of 1958-59 is restricted to the progress made during the year. The Third Five Year Plan is already on the anvil and the actual figures showing a complete picture of the achievements for the last two years of the Second Five Year Plan regarding this section of the people will be made available in my Report for the year 1960-61.

3. It is a very fortunate coincidence that before the Third Five Year Plan begins to be implemented, evaluation of the various welfare schemes for the Scheduled Castes, Scheduled Tribes and Other Backward Classes, relating to their problems as a whole has been carried out in some details by such Committees as the Estimates Committee (48th Report, 1959) of Parliament, the Study Team on Social Welfare and Welfare of Backward Classes set up by the Committee on Plan Projects of the Planning Commission, the Backward Classes Commission appointed under Article 340 of the Constitution whose report was published in 1955, the Sub Committees set up by the Central Harijan and Tribal Welfare Boards, e.g., the Scavengers' Committee and the Special Tribal Multi-purpose Blocks Committee. These bodies have drawn upon my previous annual Reports copiously and have thus made my work lighter this year. This Report is, therefore, in a sense quite handy so that the Members of Parliament and others interested in this subject, can study it easily. The Scheduled Areas and the Scheduled Tribes Commission set up recently by the Government of India will further examine in more details the problems of the Scheduled Tribes and the Scheduled Areas. It is hoped that the Report of the Commission will be available by the end of the financial year.

4. *Progress in the execution of welfare schemes.*—The State Governments are submitting their progress reports more regularly but with some delay. It is hoped that this kind of delay on the part of the State Governments will be eliminated during the Third Five Year Plan. The following answer to the Unstarred Question No. 2176 given by the Deputy Home Minister in the Lok Sabha on 6th September, 1960, will support me in regard to the delay in the submission of progress reports by the State Governments:

"Progress reports for the year 1958-59 have been received from all the States. For the year 1959-60, progress reports for the first half of the year have been received from all the States. In respect of the second half of the year, the reports which were due by the 30th June, 1960, have not been received from any State except Orissa".

5. The first six-monthly progress reports record very little progress and at time these are nil on account of the machinery which is responsible for the execution of the welfare schemes and collection of the data and which needs to be further geared up during the Third Five Year Plan.

6. It was in the fitness of things that the Union Home Minister Shri Govind Ballabh Pant, responding to the suggestion of Dr. H. N. Kunzru, M.P., at the time of the discussion on my annual Report in the Rajya Sabha, convened a Conference of State Ministers incharge of Backward Classes, on the 31st January and 1st February, 1960—the first of its type—for discussing the problems of the backward classes with a special consideration of those items which are most important, i.e., the progress of the welfare schemes for the backward classes in the Second Five Year Plan and the general principles and priorities which should guide the formulation of the Third Five Year Plan.

7. The recommendations of this Conference have been given in the Report elsewhere but some of the important ones are as under:—

- “(1) A quarterly special assessment should be made to watch progress of the schemes and to prevent shortfalls—(The procedure adopted in some of the States of holding inter-departmental meetings every quarter is recommended for adoption by other States);
- (2) There should be more frequent and constant contact between the States/ Union Territories Administrations and the Ministry of Home Affairs through a liaison Agency so that problems which may arise in execution of these schemes may be dealt with and solved without any delay;
- (3) In order to ensure that the benefits of the special schemes reach the most backward among the Backward Classes, the following measures are recommended:—
 - (a) A means test may be applied to exclude the richer section from grants given to individuals and assistance on a larger scale may be given to the lowest income groups; and
 - (b) Special schemes may be proposed for giving benefit to the most backward areas or the more backward groups amongst Scheduled Castes and Scheduled Tribes.
- (4) The Conference considered the role of non-official agencies in the welfare schemes for Backward Classes and is of the opinion that a substantial portion of the work amongst these Classes is of a nature for which non-official organisations are the most suitable executive agencies. Every effort should, therefore, be made to encourage and develop approved and well-established non-official organisations”.

If these recommendations are carried out by the State Governments, there will, in my opinion, be left no room for any criticism for the short-fall in expenditure during the first three years and a rush of expenditure during the last two years of the Plan. That such a rush of expenditure takes place, is quite evident from the picture presented below

showing the expenditure figures available for Centrally Sponsored Schemes of all categories for the first three years and the last two years of the Second Five Year Plan.

(Figures in lakhs of rupees).

Category of Backward Classes	Plan Outlay	Actual expenditure			Total expenditure for 3 years	Ceiling fixed for 1955-60	Ceiling fixed for 1960-61
		1956-57	1957-58	1958-59			
Scheduled Tribes . . .	2107.76	124.64	220.65	303.36	648.65	565.38	769.62
Scheduled Castes . . .	570.28	37.18	87.18	104.32	228.68	172.43	186.47
Denotified Tribes . . .	111.95	6.49	13.85	21.94	42.28	22.85	53.40
Other Backward Classes . . .	330.94	Nil	2.47	7.90	10.37	128.97	187.87
Grand Total . . .	3120.93	168.31	324.15	437.52	929.98	889.63	1197.36

The following statement will further show how some of the State Governments have made a sudden jump in expenditure in the last two years of the Plan period.

(Figures in lakhs of rupees).

Name of State†	Plan provision	Actual expenditure			Total expenditure for 3 years	Ceilings fixed for 1959-60	Ceilings fixed for 1960-61
		1956-57	1957-58	1958-59			
Andhra Pradesh . . .	106.00	0.475	4.435	8.130	13.040	42.44	42.41
Bombay . . .	205.25	2.265	25.221	50.43	77.917	63.07	88.12
Madhya Pradesh . . .	407.50	6.01	23.07	56.88	85.96	102.49	201.97
Orissa . . .	285.50	30.91	31.252	45.09	116.252	79.25	119.61
Rajasthan . . .	117.54	3.469	6.475	8.715	18.659	44.11	56.00

8. It was a puzzle to me to solve as to how in spite of unsatisfactory progress reports, large amount—the balance of the ceilings fixed for 5 years allotted by the Ministry of Home Affairs so liberally after the Conference of Ministers' to the various State Governments for the last two years of the Second Five Year Plan—are going to be spent within such a short time. I cannot help bringing on record the following information which has a direct bearing on this question and which I have received from one of my Assistant Commissioners:—

- (i) During a visit to three colonies in two districts of one of the States, it was known that the houses for which subsidy was granted by the Welfare Department, were left incomplete though the State Government had taken it for granted that after the money was given to the Construction Committees for this purpose, the houses were built and money properly utilised.
- (ii) In another case relating to the same State, it was found that the State Government intimated that an expenditure of Rs. 67,21,500 had been incurred till 31st March, 1960, against a total provision of Rs. 67,64,500 under the State

Sector and the Centrally Sponsored Programme for the welfare of Scheduled Castes. But it was discovered that the physical and financial targets reported to have been achieved had not been actually fulfilled during 1959-60 as only book adjustments in respect of these amounts were made by withdrawing the money from the Treasury and depositing it with the Banks etc.

9. The financial targets alone cannot convince one about the success of the schemes. Even the physical targets are not enough to show the progress made. It is to be emphasised again that the reaction of the people in the shape of response to the various welfare schemes is the most reliable and sure sign for the real advancement of the country. The welfare schemes for the Backward Classes for the Third Five Year Plan should be conceived and implemented from this point of view.

10. During the discussions on the Annual Reports in both the Houses of Parliament, Members specially belonging to the Scheduled Castes and the Scheduled Tribes while expressing dissatisfaction on the progress of the welfare schemes suggested, though indirectly, a new role to be played by the Office of the Commissioner for Scheduled Castes and Scheduled Tribes for pushing up the tempo of the implementation of the welfare schemes. A conviction is growing that mere criticism and suggestions for action will not serve the purpose of evaluation which my office is entrusted with. There appears to be a desire that I, as the Head of the Department of this Organisation, with the assistance of the Assistant Commissioners, may help the States in their efforts to comply with the suggestions made in the Annual Reports and Conferences so as to remove such obstacles from the way as might arrest the progress of the welfare schemes. Under Article 338 of the Constitution, question of conferring more powers on my office, does not arise but merely the moral backing of the Ministry of Home Affairs for allowing me to function as a liaison agency by frequent contacts with the States and the Union Territories and the Ministry of Home Affairs would suffice, so that the problems relating to the proper execution of these schemes should be dealt with and solved without delay as suggested in one of the resolutions passed at the Conference of States Ministers incharge of Backward Classes referred to in the Report.

11. *Education.*—In the field of education there has been good progress and the number of candidates who applied for the post-matric scholarships belonging to the Scheduled Castes showed a remarkable increase as is evident from the following table:—

Number of Scheduled Caste applicants.

1958-59

1959-60

35,099

42,230

This works out to 20.31% increase in one year. During previous years, the amount provided for the scholarships, proportionate to the population of the Scheduled Castes, out of the allotment for this purpose always fell short of the ever-increasing requirements of the

Scheduled Caste applicants. In the case of the Scheduled Tribes, the rate of progress in this direction has been more or less the same as the following figures will show:--

Number of Scheduled Tribe applicants	
1958-59	1959-60
5,334	6,478

In this case there is an increase of 21.44% in one year. During the previous years, the amounts allotted to this category were transferred to the other categories on account of **shortage of applications** received from Scheduled Tribe students. Among the applicants for the award of both post-matric and other scholarships, a good number of students belong to Christians among the Scheduled Tribes. This is due to the efforts of Christian Missionaries who had started spreading education among these people a century back when the Government's endeavour in this regard was lacking. The time has come when the State Governments will take over the primary education in accordance with the policy of **imparting free compulsory primary education** all over the country. The left-out tribes will have the opportunity of going up for scholarships of various types. The State Governments, however, should encourage the students of the most backward tribes by giving them stipends and even mid-day meals in the interior areas where it is absolutely necessary to do so. A complaint has also been received about the delay in the award of post-matric scholarships after the decentralisation of the scheme by handing over this task to the State Governments. This sort of delay can be excused for the first year of the experiment but the State Governments should henceforth strictly follow the directions laid down by the Ministries of Home Affairs and Education with regard to the timing, the method of distribution and the quantum of the scholarships so as to mitigate the hardships caused to poor college students.

12. The number of Scheduled Caste and Scheduled Tribe applicants for post-matric scholarships during 1959-60 comes to 0.8 and 0.3 per thousand population of these communities, respectively. This will show that in the case of Scheduled Tribes more efforts are still required to bring them up to the educational level even of the Scheduled Castes. Education among the girls should be emphasised both for the Scheduled Castes and the Scheduled Tribes as there is every likelihood of the girls lagging behind in the march for education. Hostels are very necessary for attracting students of the Backward Classes to the middle and high schools and even colleges. But the hostels should be mixed hostels so as to bring about integration as quickly as possible. Facilities for technical education should be provided for all those who have a special aptitude for such education or who cannot prosecute their studies further in colleges. Production-cum-training centres have not so far been successful. The Technical Centres started for the Scheduled Tribes at five places like those at Imphal in Manipur and Korba in Madhya Pradesh, etc., will serve the purpose. There should be a follow up programme after training in the technical institutions, otherwise there will be wastage of money and time as has happened in the case of training-cum-production centres.

13. *Wells.*—There is a tendency of some States for constructing separate wells for harijans because they live in separate localities in the cities and villages. This tendency should be curbed as far as possible by undertaking a suitable scheme so as to avoid segregation and separate charries as we sometimes find in the Madras State.

14. *Provision of houses and house-sites.*—Provision for house sites is much more urgent than houses as in the rural areas house-sites are not easily available and where the Government have to acquire house sites for the poorer sections of the people. A good number of houses have been constructed during the year under the Housing Scheme for the Scheduled Castes and the Scheduled Tribes with a subsidy of Rs. 750 per house supplemented by free manual labour worth Rs. 250. The number of houses constructed for the two categories under this scheme during the year is as under:—

	State Sector	Central Sector	Total
1. Scheduled Castes	6,444	3,587	10,031*
2. Scheduled Tribes	1,494	3,553	5,047†

The pattern of houses for the Scheduled Castes and the Scheduled Tribes will have to be different according to their needs. This will have to be finalised in the Third Five Year Plan. Housing, naturally, is second to food and drinking water in order of priority. However, those who live in wretched hovels and depend on the landlords for house sites, the problem is very urgent.

15. *Leather and tanning industry.*—More details have been given in this Report relating to the leather and tanning industry. The Bombay Government should be congratulated for the appointment of a Committee to go into this urgent question. I hope to get some useful information from the Report of this Committee.

16. *Allotment of lands.*—I must confess my failure to secure exact and correct figures of the acreage of cultivable waste-land given to deserving landless Scheduled Castes by the different State Governments during the year under report.

17. *Services.*—The Government of Rajasthan has appointed a Committee to examine the question of poor intake of Scheduled Castes in services where reservation for them exists. This step fills me with hope that the other States will follow suit and steps will be taken for starting coaching or training centres like the one started at Allahabad by the Government of India for the Scheduled Caste and the Scheduled Tribe candidates desirous of joining the Government services and meet with the oft repeated argument that qualified candidates are not forthcoming.

18. *Community Development Blocks and Decentralisation.*—The question which cropped up recently about the extent to which the Scheduled Castes and Scheduled Tribes derive benefits in the Community Development Blocks is to be enquired into. Shri B. S. Murthy, Union Deputy Minister, Community Development and Cooperation, is taking keen interest in the subject and it is hoped that the interests of the weaker sections of the society will not be lost sight of in the schemes both of the Community Development Blocks which are going to cover the whole country by 1963 and of decentralisation of democracy to panchayat level. I would suggest that so long as reservation is going to last for the Scheduled Castes and Scheduled Tribes, the District Collector or Deputy Commissioner, whoever, he may be, should have the over-riding powers over the panchayats and pan-

*Excluding 133 hutments.

†Excluding 5 colonies.

chayat samities in the cases whether the interests of the Scheduled Castes and the Scheduled Tribes are vitally concerned. Mere reservation of seats in the panchayats and panchayat samities for these communities will not serve the purpose as it is admitted on all hands that the Backward Classes are not in a position today to assert for their civic rights even in these local bodies.

19. *Removal of untouchability.*—The work relating to the removal of untouchability falls strictly within the sphere of non-official activities. No government machinery and the anti-untouchability acts passed in this direction can bring about a change in the attitude of the Hindu Society. This can have at best a deterrent effect. The Harijan Sevak Sangh, the Bharatiya Depressed Classes League and such other organisations as are carrying on their activities with good results in this field can only help in removing this evil. But a stage is reached when it may be suggested that the Scheduled Castes should also try to stand on their own legs and act in the light of experiences narrated graphically in the following passages by Mr. Martin Luther King in his famous book "Strides Towards Freedom".

"Finally, the Negro himself has a decisive role to play if integration is to become a reality. Indeed, if first class citizenship is to become a reality for the Negro he must assume the primary responsibility for making it so. Integration is not some lavish dish that the federal government or the white liberal will pass out on a silver platter while the Negro merely furnishes the appetite. One of the most damaging effects of past segregation on the personality of the Negro may well be that he has been victimized with the delusion that other should be more concerned than himself about his citizenship rights.

"In this period of social change, the Negro must come to see that there is much he himself can do about his plight. He may be un-educated or poverty-stricken, but these handicaps must not prevent him from seeing that he has within his being the power to alter his fate. The Negro can take direct action against injustice without waiting for the government to act or a majority to agree with him or a court to rule in his favour.

"There is such a thing as the freedom of exhaustion. Some people are so worn down by the yoke of oppression that they give up. A few years ago in the slum areas of Atlanta, a Negro guitarist used to sing almost daily: "Ben down so long that down don'n bother me". This is the type of negative freedom and resignation that often engulfs the life of the oppressed.

"Religion reminds every man that he is his brother's keeper. To accept injustice or segregation passively is to say to the oppressor that his actions are morally right. It is a way of allowing his conscience to fall asleep. At this moment the oppressed fails to be his brother's keeper. So acquiescence—while often the easier way—is not the moral way. It is the way of the coward. The Negro cannot win the respect of his oppressor by acquiescing; he merely increases the oppressor's arrogance and contempt. Acquiescence is interpreted as proof of the Negro's inferiority. The Negro cannot win the respect of the white people of the South or the peoples of the world if he is willing to sell the future of his children for his personal and immediate comfort and safety.

"In short, we must work on two fronts. On the one hand, we must continue to resist the system of segregation which is the basic cause of our lagging standards; on the other hand we must work constructively to improve the standards themselves. There must be a rhythmic alternation between attacking the causes and healing the efforts".

The words 'Negro', 'America' and the 'White' should be substituted by 'Harijan', 'India' and 'Non-Harijans'. This analogy does not fit in completely as there is no untouchability observed in India in the schools, the buses, the trains, etc., nor is there any trace of colour bar as it is in America. Such an analogy may help in accelerating the tempo of the work done for the removal of untouchability with regard to wells, restaurants, hair-cutting saloons and temples, in the next ten years. Non-official agencies doing work in this direction for a number of years should be liberally helped by grants from the Central and State Governments as the Gandhi Smarak Nidhi has stopped totally such grants under the plea that the funds earmarked for this purpose have been exhausted. The Harijan Sevak Sangh has rightly taken up the most intricate question of sweepers and scavengers, the lowest among the Scheduled Castes. I hope that they will get the expert guidance of Appa Saheb Patwardhan of Ratnagiri, Maharashtra, who has been carrying on successfully the pilot projects on this problem with unique devotion towards the goal of 'Bhangi Mukti' and 'Bhangi Kasht Mukti'—that is doing away with the class known as Bhangis (scavengers) and improving considerably the working conditions of the sweepers. Will the Bharatiya Depressed Classes League take up the question of Ghariki among scavengers referred to in my last Report and help them in getting rid of this traditional obnoxious customary right? The inhuman aspect where the scavengers have to carry basket full of night soil as head-load is rightly emphasised by the Union Home Minister. Many Municipalities have accepted the suggestion to use wheel barrows for the removal of night soil by getting 50 per cent subsidy from the Ministry of Home Affairs. Some of them are found to be not using them for the purpose for which they are meant. A similar suggestion has been made by the Prime Minister for replacing the short broom by a long one so that the sweeping can be done while walking erect instead of bending down. The second suggestion does not call for much extra expenditure and it is hoped that the Municipalities will adopt it without any loss of time. The Municipal Corporation of Delhi under the able guidance of Shri P. R. Nayak, I.C.S., Commissioner, is contemplating a scheme for converting basket privies into water borne latrines by giving a subsidy of 50 per cent for the first two years. This scheme deserves all encouragement as it will create more sanitary conditions in the city of Delhi. The schemes of residential houses for the scavengers and sweepers employed by the Municipalities and for house sites in rural areas are emphasised in the Third Five Year Plan.

20. Though no Committee or Commission has been set up for the special study of the problem of untouchability, my Organisation carries on every year random sample surveys through the Assistant Commissioners who have a skeleton staff, to investigate this problem in different States. So far, two such surveys have been conducted in Uttar Pradesh and Rajasthan. The results of the first survey in Uttar Pradesh were included in detail in my last Report while of the second in Rajasthan are included in this Report. It becomes difficult for me to convince people about the progress in this respect in the absence of data to indicate exact extent to which progress has been made. It is for this reason that I have been insisting on the State Governments to demarcate areas and villages where untouchability in one form or the other persists or where it has disappeared. It will be interesting to read the following extract from a letter sent to me by no less a veteran life-long worker for the cause of removal of untouchability than Shri Parixital Mazumdar of the Harijan Ashram, Sabarmati:—

"I recently came across a very sanguine incident which prompts me to report that there is something like natural process of the removal of untouchability. A few weeks ago there was a small function at a Harijan Girls Hostel in Khaira District in village Bodal. About a hundred persons gathered on the occasion and the workers were worrying as to how to feed a large party without the help of a cook. There was a marriage ceremony at a caste Hindu's house of his daughter in the same village and there was a possibility of getting a cook. On contacting him for this purpose he offered to invite all the guests

of Harijan Girls Hostel to take dinner at his place. On reminding him that guests of the hostel included Harijans as well as 22 Harijan girls, he readily agreed and next day all persons including Harijans were served with great pleasure. It was subsequently learnt that the girls were invited for dinner on the marriage day also, *i.e.* on the previous day. This is a very great thing.

"Another incident, I came across a Harijan lady teacher who informed me that on being appointed as a lady teacher in a village primary school she experienced a great difficulty with the teachers as well as with the school children. She worked very enthusiastically for a year and being pleased, village people began to invite the Harijan lady teacher for tea at their place. As the lady teacher was being deputed for training, people became sorry and wished her to return in the same village after the training was over".

21. *Other Backward Classes.*—The mention of the term "Others" in the draft outline of the Third Five Year Plan, means, according to my interpretation, the Other Backward Classes including the Denotified Tribes and the Nomadic Tribes and such others as Neo-Budhists. The policy of the Government of India with regard to the Neo-Budhists follows the constitutional procedure of treating them as Other Backward Classes and not as Scheduled Castes, in accordance with the President's Order which clearly stipulates that no person who professes the religion different from Hinduism and Sikhism shall be deemed to be a member of the Scheduled Castes. Unless President's relevant Order is modified, Neo-Budhists cannot claim classification as Scheduled Castes. They can rightly be treated as other backward classes and can enjoy the concessions available to such classes. The State Governments also should not expect the Central Government to provide funds for this class of people out of those earmarked for the Scheduled Castes. Separate funds allotted for the welfare of Other Backward Classes under the head "Others" can be spent for the welfare of Neo-Budhists also. There are certain communities among the Denotified and Nomadic Tribes which are included in the lists of the Scheduled Castes and the Scheduled Tribes. Such communities are bound to get benefit as Scheduled Castes and Scheduled Tribes. For the rest of Denotified and nomadic tribes, the welfare schemes will be undertaken and are being undertaken but much will be done for the nomadic tribes during the Third Five Year Plan period as the recommendations of the Sub-Committee in this regard have been recently forwarded to the Ministry of Home Affairs.

22. *Denotified Tribes.*—The State of Uttar Pradesh has nearly 14 to 18 lakhs population of the Denotified Tribes, largest in India, and the State Government has been finding it difficult to settle them on land, on account of non-availability of cultivable land. They are, however, trying to settle them in cottage industries. The result of their efforts is still to be seen.

23. *Scheduled Tribes.*—Sufficient data of a good variety is now available for assessing the progress made by the welfare schemes for the Scheduled Tribes and for the development of the Scheduled Areas. The modified scheme of shifting cultivation in Orissa where the barren rocks as a result of soil erosion now appear to be dressed with greenery, promises to be successful. Under the scheme of Seven Water Shed Managements each consisting of 10,000 acres the experiment of growing cash crops like the cashew nuts, pepper, coffee, etc., has been quite encouraging. It has been found difficult to settle tribals on land on account of non-availability of suitable cultivable land and thus the colonisation scheme cannot successfully replace shifting cultivation. In Assam the Demonstration Farms are being run and the Scheduled Tribes are persuaded to follow the pattern of farming as demonstrated in these Farms. Considerable time will be required for such experiments to persuade the tribals to give up shifting cultivation or to practise it in a modified form.*

24. The Forest Labourers' Cooperative Societies have not yet been sponsored in States other than the State of Bombay. It seems that the forest policy requires fundamental change at the highest level. Monopoly of forest produce should be given to such Cooperative Societies and marketing facilities extended to them.

25. The indebtedness of the Scheduled Tribes is a chronic disease which cannot end by only wiping out the debts of the past years. Economic advancement of the Scheduled Tribes living in the forest and inaccessible areas cannot be contemplated without putting a complete stop to various types of exploitation by money-lenders, forest contractors and petty officers. The tribals are always in need of loan for food and seed during the four months of the summer preceding the monsoon. Some machinery like the Andhra Scheduled Tribes Cooperative and Finance Development Corporation in the Agency Area of Andhra or the Multi-purpose Cooperative Societies run with the Government help and guidance where credit is linked with marketing, should be devised to replace the money-lenders. The Scheduled Areas and the Scheduled Tribes Commission will no doubt study this particular problem of ending exploitation of the tribals and supplying to them the necessities of life at their very doors. It has been estimated that on account of the Corporation referred to above, the indebtedness in the Agency Area of Andhra Pradesh has been reduced by 29.31 per cent. Such machinery should be studied and started in almost all the tribal areas with necessary modifications.

26. The bulky Report of the Committee on Special Multi-purpose Tribal Blocks headed by Dr. V. Elwin contains enough useful material on the working of 43 such blocks all over India during the Second Five Year Plan period. It is neither possible nor desirable to review that Report at this stage. The suggestion made in the Report that an amount of Rs. 30 crores be allotted during the Third Plan for 300 blocks all over the country, will have to be considered seriously for the following reasons:—

- (i) The total allotment under the Centrally Sponsored Schemes for the Scheduled Tribes for the whole of India may not exceed Rs. 28 crores out of the total of Rs. 100 crores earmarked both for Central and State Sectors for various categories of Backward Classes, during the Third Plan period.
- (ii) There is a great paucity of trained village level workers and officers with qualifications mentioned in the Report to work these blocks at all levels.

27. The State Governments and specially the departments dealing with the tribal welfare should fix up the locations in the Scheduled Areas of such Blocks with a population of about 25,000 and area of 200 sq. miles. They should also make necessary arrangements for the training of personnel which will be working in these blocks. It will also be essential to have a preliminary survey of the area followed by the specific and basic surveys so that the needs of the people may be taken note of and the scheme for the Multi-purpose Blocks modified suiting the needs and conditions of the people. If such a big amount is allotted under Centrally Sponsored Schemes for these blocks in the Scheduled Areas for a fraction of tribal population in the whole country out of the amount earmarked for the Scheduled Tribes, the balance would be too small to meet the needs of "other tribals" which have been referred to in Dr. Elwin's Report as "mixed up tribals", i.e., tribals in a mixed population and those who are living in most inaccessible areas or pockets, the population of which will be considerable, and for whom more money will be necessary. All these questions are to be considered before the suggestion for starting 300 Blocks is given effect to. The working of the 43 Multi-purpose Blocks already started during the Second Five Year Plan, does not ensure us that they will be panacea for the major problems of the tribals.

28. I entirely agree with Dr. V. Elwin when he says in his Report on Special Multi-purpose Tribal Blocks that "of many tribal problems greatest of all is poverty. Some (tribals) are losing these virtues—truth, honesty, self-reliance, unity—which were formerly their greatest treasures", and that "we agree that we should 'hasten slowly', advance with caution, give the tribes a breathing space to adopt themselves to the new world. Hunger, disease, exploitation, ignorance and isolation are evils whose cure cannot be delayed. They must be treated rapidly and efficiently."

29. In the secular State of India I may be excused to bring to the notice of the Missionaries including the Christians who deserve all our respect and admiration for the self-less and devoted services rendered to the hill people for decades, the following passage about the approach to the tribal problem, containing the views of the Prime Minister as quoted by Dr. Elwin in his Report:—

"The Prime Minister has noted and elaborated these points on a number of occasions, and has spoken on the caution needed in developing the tribal areas. Pointing out the disastrous effect of the 'so-called European—civilisation' on tribal people in other parts of the world, 'putting to an end their arts and crafts and their simple ways of living', he has declared that 'now, to some extent, there is danger of the so-called Indian civilisation having this disastrous effect, if we do not check and apply it in the proper way'. 'We may well succeed in uprooting them from their way of life with its standards and discipline, and give them nothing in its place. We may make them feel ashamed of themselves and their own people and thus they may become thoroughly frustrated and unhappy. They have not got the resilience of human beings accustomed to the shocks of the modern world and so they tend to succumb to them'. We must, therefore, be very careful to see that 'in our well-meant efforts to improve them, we do not do them grievous injury'. 'It is just possible that, in our enthusiasm for doing good, we may over-shoot the mark and do evil instead'. 'It has often happened in other areas of the world that such contact has been disastrous to the primitive culture and gradually the primitive people thus affected die out'.

"I am alarmed", he has again "when I see—not only in this country, but in other great countries too—how anxious people are to shape others according to their own image or likeness, and to impose on them their particular way of living".

"The first of the Prime Minister's principles has become the basis of the Government of India's policy for the tribes, everywhere applauded but little followed. We are to impose nothing and to allow the people to develop along the lines of their own genius and tradition. And there is imposition by over-persuasion. Propaganda and education there must be, but sometimes Block officials, in their natural enthusiasm, almost force the people to do things which are not a natural growth from within."

L. M. Shrikant

Commissioner for Scheduled Castes
and Scheduled Tribes.

New Delhi, the 26th September, 1960.

SECTION XVIII

RECOMMENDATIONS/SUGGESTION MADE IN 1959-60 REPORT

Serial No.	Recommendations/Suggestions	Reference	
		Para No.	Page No.
1	2	3	4
SECTION I—INTRODUCTION			
1	The State Governments may prepare quarterly and six-monthly Progress Reports up-to-date and collect relevant figures of expenditure before the budget session of their respective legislatures so that at least estimated figures are supplied for inclusion in the Report	5	2
2	The Governors of the States may personally visit the Scheduled Areas and have their Reports compiled as required under para 3 of the Fifth Schedule of the Constitution and sent to my office in time	9	4
3	Reports of the Commissioner for Scheduled Castes and Scheduled Tribes may be discussed in all the State Legislatures.	10	4
SECTION II—ADMINISTRATIVE SET UP			
4	Some posts at the headquarters office of the Commissioner for Scheduled Castes and Scheduled Tribes have been made permanent. It is hoped that other posts in existence for more than three years in the headquarters office as well as in the Regional Offices will also be made permanent early	2	5
5	It would be more helpful if the State Governments/Union Territory Administrations would consider the recommendations of the Advisory Boards promptly and intimate their decision to the Ministry of Home Affairs before subsequent meetings of the Boards/Committees	6	6
6	There is need for strict supervision of the work done by the Panchayat Samitis relating to the welfare of Backward Classes so as to ensure that funds placed at their disposal are utilised properly	9	7
SECTION III—REVISION OF THE LISTS OF SCHEDULED CASTES, ETC.			
7	The Census Authorities may consider the desirability of collecting and tabulating information regarding (1) persons belonging to Scheduled Castes and Scheduled Tribes who are practically living as 'serfs' of agricultural land owners examples of which are found amongst the Halis (Dublas, Naikas, Dhodias and Chodhras) of Bombay and certain Scheduled Caste families who enjoy 'Ulkudi' right in Kerala, (2) Scheduled Caste persons engaged in household and organised industries, respectively connected with tanning, leather and leather goods manufacture, (3) Scheduled Caste persons engaged in scavenging and sweeping, (4) the religion professed by Scheduled Caste persons, since they are found both in Hindu and Sikh religious communities, (5) Castewise information relating to the population of Denotified Communities, Nomadic Tribes and Neo-Budhists		
SECTION IV—WELFARE SCHEMES FOR BACKWARD CLASSES			
8	For the correct assessment of the achievements in terms of physical targets, it is absolutely necessary that full details about locations and costs of individual schemes are given in the Progress Reports and are also made available to Assistant Commissioners for Scheduled Castes and Scheduled Tribes	5	18

Serial No.	Recommendations/Suggestions	Reference	
		Para No.	Page No.
1	2	3	4
9	The Assistant Commissioners for Scheduled Castes and Scheduled Tribes should be given adequate field staff and also a jeep to enable them to discharge their duties and make correct assessment of the achievements under the Plan	5	18
10	State Governments/Union Territories should again be enjoined to ensure the punctuality and accuracy of Progress Reports	7	19
SECTION V—SOCIAL DISABILITIES			
11	In the ensuing years delays in the disposal of the cases registered under the Untouchability (Offences) Act, 1955, may be avoided	2	29
12	Complete and correct record of the cases registered under the Untouchability (Offences) Act, 1955, may be kept by the State Governments so that whatever information about the working of the Act is required may be available promptly and correctly	2	29
13	All the State Governments/Union Territories and especially those, like Mysore, Orissa, Punjab, Rajasthan and Madhya Pradesh, where the social disabilities of Scheduled Castes still persist, should fully examine the desirability of having a State legislation to allow entry of all sections and classes of Hindus to all Hindu temples	3	29
14	Where the programme of opening public wells for harijans has been successfully arranged in the past, the performance should be repeated frequently so that the Caste Hindus may get compromised with the situation and also the harijans may find courage to take water regularly	9	31
15	In order to persuade the harijans to go to the temples, the programme of temple entry may also be arranged at least once a year	9	31
16	In cases of hair cutting saloons where harijans are not allowed unrestricted entry, the social welfare officers should arrange the programme of taking the harijans to hair cutting saloons and see that unrestricted entry is secured to them	9	31
17	In Maharashtra and Gujarat it should be possible to compile district-wise lists of villages where untouchability is being practised from the information regarding the free entry of harijans to public places, collected by the village authorities, in pursuance of the Government orders issued in November, 1958, for the districts in which programme of intensive work for eradication of untouchability has been introduced	13	32
18	Intensive efforts should be made by the Government of Madhya Pradesh to eradicate untouchability from the six districts where it is intensively practised	14	32
19	In Uttar Pradesh a list of villages from which untouchability has been eradicated may be maintained	16	33
20	In the State of Rajasthan if it is not possible to prepare a list of villages where untouchability is observed, a list of villages from where untouchability has been removed, may be maintained	18	33
21	In the State of Jammu & Kashmir the Government may maintain a list of villages where untouchability is being observed	18	33
22	The lists of villages where untouchability is observed or where it has been eradicated, prepared in the States, may be verified from time to time and should be corrected after such verifications	18	33

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23	In the State of Punjab the work relating to the removal of untouchability needs to be intensified by giving aid to more non-official agencies for operation in a wider area of the State	24	34
24	The Government of Mysore may reconsider the question of giving grants to non-official agencies for the work of removal of untouchability and re-introduce this scheme in the State	24	35
25	In the State of Mysore the officials entrusted with the work of removal of untouchability may be advised to seek the co-operation of reliable non-official agencies and individual workers in the field	28	35
26	The State Governments/Union Administrations who have not yet taken special steps may consider the desirability of adopting comprehensive measures for early removal of untouchability.	30	35
27	In Himachal Pradesh where the Administration have worked out the total requirements of wheel barrows/carts, etc., for all the municipal councils/ committees in the Territory, details of the phased programme fulfilling these requirements may be finalised and necessary grants may be sanctioned by the Government of India	32	36
28	It is felt that an insistence of 20 to 30% contribution from State Governments/ Union Administrations to the cost of introducing wheel-barrows is a step which will give an impetus to the implementation of this scheme, which is very important for improving the existing working conditions of the scavengers	33	37
29	The local bodies should see that wheel barrows, hand carts, etc., purchased under the grants-in-aid scheme are used primarily for carrying night-soil and the practice of carrying night-soil as head loads is abolished, instead of using them for other purposes	34	37
30	The local bodies etc., all over the country may consider the desirability of amending their rules/laws to stop the practice of carrying night-soil as head loads as has been done by the Delhi Municipal Corporation	35	37
31	The Ministry of Home Affairs, Government of India may take up the suggestion of Director General of Supplies and Disposals regarding the supplies of wheel barrows, etc. with the State Governments/Union Administrations for further action	37	37
32	In order that the poor Scheduled Caste persons are able to get proper justice whenever they are dragged to courts in civil, revenue, or criminal cases and when they themselves are forced to go to courts for securing justice it is necessary that they should be provided legal aid in all the States and Union Territories	44	39
33	Legal aid should be made available at least in the (i) criminal cases, whether cognizable by the police or not, registered against Scheduled Castes arising out of the practice of untouchability, (ii) all civil or revenue proceedings instituted against the Scheduled Castes, and civil and revenue proceedings instituted by the Scheduled Castes, in which on preliminary enquiry by the Welfare Department of the State it is found that they have been victims due to their ignorance and poverty or have suffered damage due to their not being allowed to exercise their civic rights and their being subjected to disability by observance of untouchability and the justice can be secured only by their going to courts	45	39
34	The State Governments and Union Administrations which have not yet made specific rules for giving legal aid to Scheduled Castes, should take necessary action early so that the aid may be available systematically and promptly	46	39

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35	Some means test may also be prescribed for giving legal aid so that aid may be available only to the deserving Scheduled Caste persons	46	39
36	In some areas in the State of Madhya Pradesh where some type of serfdom still exists investigations may be made to find out the extent of such practices and how far the rates of wages reckoned for such workers are in keeping with the provisions of the Minimum Wages Act	47	40
SECTION VI—EDUCATIONAL DEVELOPMENT			
37	At some stage in future, means test will have to be applied to the students belonging to Scheduled Castes/Scheduled Tribes getting post-matric scholarships, as it may not be possible for the Government to go on increasing grant on post-matric scholarships indefinitely	8	46
38	It is desirable that all the students belonging not only to Scheduled Tribes but also to Scheduled Castes are exempted from the payment of tuition fees at the Secondary stage in the State of West Bengal. In case, however, it is not possible to exempt all the Scheduled Caste students, at least students belonging to certain most backward communities among them like Dome, Mehtar, Hari and Bouri etc., may be exempted from the payment of tuition fees at the Secondary stage	10	46
39	The Ministry of Education should increase the total number of overseas scholarships from 60 to 72 during the next five years beginning from 1960-61 and spread this scheme over the whole period by increasing 2 or 3 scholarships every year so that the 12 lapsed scholarships are also made available to the backward class students.	11	47
40	The Government of West Bengal and other State Governments should not delay reservation of seats in technical and educational institutes for Scheduled Castes and Scheduled Tribes etc.	13	47
41	The State Governments and the Universities should make arrangements for guidance and advisory service which would help the Scheduled Castes and Scheduled Tribes etc. at the time of beginning of academic sessions in selecting proper course of study and securing admission to them	13	47
42	The suggestion of the All India Council for Technical Education, that technical institutions may reserve upto 25% of the total seats for students belonging to backward communities, deserves serious consideration	13	48
43	It is suggested that as a measure of experiment, mid-day meals/refreshments may be introduced in the schools to attract children belonging to Backward Classes. It is, however, desirable that children belonging to other classes are not denied benefits of this scheme if it is introduced in schools	15	49
44	The Cultural Research Institutes in the country should help the Education Departments of the respective States by preparing text books in tribal dialects	18	50
SECTION VII—ECONOMIC DEVELOPMENT			
45	The Government of Orissa should take very early steps to remove the defects from the Orissa Scheduled Areas Transfer of Immovable Property (By Scheduled Tribes) Regulation, 1956	3	51

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46	In all the States where legislation relating to ceiling on land holdings has been passed, the implementation may also be expedited. The State Governments/ Union Administrations concerned may, while framing rules for implementation, provide suitable safeguards/ reservations for landless persons belonging to Backward Classes. In the remaining States/Union Territories, also, the legislative measure for providing ceilings on land holding may be expedited	8	52-53
47	As it appears that in States/Union Territories no proper records are being maintained in regard to the allotment of land, these records may be maintained in future	9	53
48	The land allotted to Scheduled Castes and Scheduled Tribes or that is already with them, should not be allowed to be transferred to non-Scheduled Castes and non-Scheduled Tribes, under any circumstances. In cases where it is absolutely necessary to do so, prior approval of the District Magistrate concerned should be obtained so that he may ensure that no exploitation is involved in such a transfer	11	53
49	While settling Scheduled Caste and Scheduled Tribe people in canal colonies, they should not be charged, as far as possible, any price for the land allotted. If absolutely necessary, betterment levy only may be charged	11	53
50	While allotting waste land to Scheduled Castes and Scheduled Tribes, they should be allowed a period of at least 3 years for its development before they are asked to pay land revenue to the Government. Ordinarily, no such levy should be imposed on them during the first year of the allotment and during the second and third years only one-third and two-third, respectively, of the land revenue should be charged from them	11	5-54
51	The land allotted to Scheduled Castes and Scheduled Tribes should not ordinarily be less than 5 acres of dry land or 2 1/2 acres of wet land	11	54
52	The taccavi loans should be paid to Scheduled Caste and Scheduled Tribe persons, as far as possible, in kind rather than in cash	11	54
53	Financial aid to Scheduled Tribe persons for the purchase of ploughs and bullocks is very much desired in Bombay State	14	54
54	The scheme in Vidarbha and Marathwada regions of Maharashtra for the supply of improved seeds be slightly amended and brought in line with the scheme operating in old Bombay State area	14	55
55	Periodical inspections may be undertaken by the concerned officers in all the States and Union Territories in order to see that the plough animals, seeds, implements and fertilisers are being utilised by the beneficiaries themselves, for their own agricultural use	14	55
56	Tarunavayi, Edagali and Kondlapudi Colonies may be developed and house sites and agricultural land, if available, should be immediately allotted to Yenadies and Yerukulas	15	55
57	The Government of Bihar should instruct their officers to show the lands to Backward Classes who are allotted such lands and ensure that possession of lands is actually given to them before entering their names in allotment registers	15	55
58	Although, in the beginning, the families proposed to be settled may have to be given some maintenance grant, it should be seen that they do not idle away their time and begin working on their lands, or are provided necessary employment on the construction of houses, wells, etc., immediately after their joining	16	56

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59	Seeds may be provided free in the beginning but the beneficiaries should be required to pay at least some contribution for purchasing bullocks and implements. They should also provide some contribution for construction if possible. Part of the cost may be treated as loan which may be recovered in easy instalments	16	56
60	Providing clothing, bullocks, implements, houses, etc., entirely free is not desirable as such free grants tend to demoralise the recipients who always look up to the State for all their necessities and lose the spirit of self-reliance and self-help	16	56
61	Although the traditional co-operative farming which may be in existence among the Scheduled Tribes, should be encouraged, improved and recognised as suggested by the Committee on Co-operative Farming no compulsion in any forms may be imposed on the Scheduled Tribes or other sections of the Backward Classes who have no such traditional co-operative farming. Necessary steps may be taken to educate the Backward Class cultivators in co-operation so that such farming societies may be evolved amongst them, with good will and in congenial atmosphere	19	57
62	The Backward Class cultivators should be encouraged and guided to organise service co-operatives and the State Governments should spare no efforts for organising such co-operative societies among the Backward Classes	20	57
63	Existing societies need to be aided as their success will encourage the workers to persuade the people to take to co-operative farming and will thus help in organising new societies	21	58
64	The Ministry of Home Affairs should pursue the question of controlling shifting cultivation and as soon as a systematic and co-ordinated investigation has been carried out in a State/Union Territory, the Ministry should take an initiative to get an integrated plan for the control of shifting cultivation prepared for that State/Union Territory	24	59
65	All the State Governments and Union Territories where shifting cultivation is in practice should take necessary steps to maintain a complete record of the areas under shifting cultivation from year to year in order to indicate how much area has been reclaimed through the schemes of soil conservation	26	60
66	The Government of Orissa should make special efforts to pick up enough number of suitable candidates for training in soil conservation work as the success of this scheme will depend ultimately on the trained field staff	26	60
67	In Tripura, it is advisable to grant lands for cultivation to individual families in order to induce them to give up shifting cultivation	33	61
68	All the State/Union Territories should see that as far as possible there is no wastage in the training programmes	35	63
69	It is hoped that all the State Governments and Union Administrations will take necessary action on all the recommendations made last year in connection with the development of cottage industries	35	63
70	Development of cottage industries will receive a healthy impetus if aid is given in States/Union Territories in which there are no schemes at present	37	63
71	The various sub-committees of the Panel on leather industry appointed by the Ministry of Commerce and Industry, while examining the problems and potentialities of the various aspects of the industry, should give due attention to the development of this industry as a cottage and home industry	39	64
72	The suggestion that the monopoly for providing certain types of footwear may be given to the village sector, needs to be re-emphasised	39	64

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73	The relevant sub-committee of the Panel should particularly examine the export potentialities of the goods manufactured by the cottage and home sector, their internal marketing and also the problems about procurement of raw materials at reasonable rates	39	64
74	The States/Union Territories who have leather industry on a sizeable scale should study the Bombay report and consider the desirability of implementing its basic recommendations, after adapting them to local conditions	41	65
75	The system of giving contract by the Panchayats and other local bodies for this work, no doubt, eliminates strife, but it is very essential that for these contracts preference should in all cases be given to Scheduled caste persons or their co-operatives.	42	66
76	The non-official agencies should make all efforts to organise such co-operative societies of the Scheduled Castes, if necessary, in the areas where contract system has to be introduced	42	67
77	It is necessary to show some preferential treatment in leasing out the forest coupes to Cooperative Societies in Andhra Pradesh. The P.W.D. and High Ways Department should also extend their cooperation and entrust sufficient contract works to the Labour Contract Societies	46	67
78	It is also necessary for the Government of Andhra Pradesh for the appointment of supervising staff to guide the members and educate them in the maintenance of accounts and in attending properly to their day-to-day business	46	67
79	Taking advantage of the traditional cooperative economic activities of other tribals in the Andaman and Nicobar Islands, efforts may be made to organise Cooperative Societies among other tribals of the islands also.	52	69
80	It would be much better if a short-term course of six months or so for training the Backward Class persons in the administrative, managerial, secretarial and field work is arranged in all States and Union Territories	58	71
81	The defects in the working of the Forest Labourers' Cooperative Societies in Andhra Pradesh may be checked at various stages of operation and economy in the miscellaneous items of expenditure may improve the situation	63	72
82	The observation made in para 64 in regard to the reasons of losses suffered by the Forest Labourers' Cooperative Societies in Bombay should be thoroughly investigated expeditiously and the results thereof are taken into consideration for future guidance	66	72
83	The Government of Jammu and Kashmir should reconsider their decision and organise one or two Forest Labourers' Cooperative Societies on Bombay pattern with proper supervision and guidance from the Forest and Cooperative Departments	67	73
84	In the light of the observations made in para 68 the Punjab Government should reconsider their decision to organise Forest Labourers' Cooperative Societies in the State	70	74
85	The Andaman and Nicobar Islands Administration may consider the feasibility of organising Forest Labourers' Cooperative Societies	76	74
86	In the States where new societies are to be organised, it is imperative that some of the officers of the Forest and Cooperative Departments may see and study the actual working of such societies in the States like Bombay and Madhya Pradesh so that they may be in a position to guide the societies properly and help them in working the coupes economically	77	74

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87	There should be some training arranged for the keyworkers of the Forest Labourers' Cooperative Societies such as Secretaries, Managers, Mukaddams, Depot-keepers and others	77	75
88	In the light of the observations made in para 77 Andhra Pradesh Government may consider entrusting the working of the existing grain banks to the multi-purpose societies or to the Marketing Societies and to open new grain banks at other places as part of the activities of such societies	79	75
89	It is desirable that the grain golas should develop a cash wing for distributing the much needed money credit in course of time and new grain golas, as far as possible, may be sanctioned as part of the activities of the Agriculture credit and Multi-purpose Societies	82	75
90	The paucity of educated and suitable Secretaries and storage facilities is not unsurmountable and the Assam Government should take steps to train suitable hands and provide suitable storage facilities for the grain golas	76	76
91	The Government of West Bengal and Kerala should reconsider their decision for carrying out survey to know the problem of indebtedness, as suggested by Estimates Committee	87	77
92	If it is not possible to undertake a survey in Andhra Pradesh with the present machinery, it would be advisable to appoint a special officer with necessary staff for the work	87	77
93	It is necessary to amend the provisions made in the Andhra Pradesh (Andhra Region Scheduled Areas) Money Lenders, Regulation, 1960 and the Andhra Pradesh (Andhra areas Scheduled Tribes) Debt Relief Regulation, 1960, in order to safeguard whatever little movable property the tribal debtors possess from attachment by the money-lenders	90	77
94	It is hoped that Government of Mysore will take early steps to pass the Mysore Money Lenders Bill, 1958 and the Mysore Pawn Brokers Bill, 1958	91	77
95	It is advisable that every State should have some legislation for the control of money lending in order to protect the poor and illiterate people	96	78
96	The Rajasthan Government may take early steps to introduce a legislation for the control of money-lenders in the State	96	78
97	To protect the Scheduled Castes and Scheduled Tribes from harassment by the money lenders legal aid in certain types of civil and criminal proceedings should be provided in the States/Union Territories where it does not exist and the problem is somewhat acute	98	79
98	In Machkund Hydro-electric Project in Orissa State it seems that no Scheduled Caste families have yet been rehabilitated. If so, necessary action to rehabilitate them early may be taken now	102	80
99	The State Governments of Uttar Pradesh and Madhya Pradesh should take prompt action to settle displaced Scheduled Caste and Scheduled Tribe persons in the Matatila Dam	105	81
100	Unless the efforts of the displaced persons of Jirgo Dam are supplemented by the Uttar Pradesh Government in the form of providing suitable amenities, these people cannot be fully rehabilitated	105	81
101	While constructing dams, factories or other development projects, it should be the most important duty of the authorities concerned to see that the Scheduled Caste, Scheduled Tribe and Other Backward Class persons who may be displaced from their homes are properly rehabilitated	109	82

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102	All efforts may be made by the State Governments through their Welfare Departments to convince the Scheduled Castes and Scheduled Tribes that compensation in kind is definitely more in their interest and the Governments should also see that as far as possible the displaced persons are properly rehabilitated on land instead of discharging only their legal responsibility of payment of cash compensation and disposing of such cases	109	82
103	It is, however, possible that in some States, suitable waste lands for cultivation at places where the displaced persons desire to settle may not be available. In such cases they may be helped to construct their houses and also to purchase private lands and if possible suitable private lands from big land-holders may even be acquired and given to these persons	109	82
104	Where this also is not possible they may be settled at suitable places by constructing houses for them and the balance, if any, of the compensation may be paid in cash as a last resort. In this case, however, it will be necessary to see that they get employment in skilled or unskilled labour in the industrial or other projects started on the site.	109	82
105	In case private contracts are given, a suitable condition may be inserted in the agreement that such displaced persons should be given first preference in employment by the contractors also	109	82
106	The percentage of land for allotment should be revised in proportion to the population of the tribals in the area and the number of displaced persons to be rehabilitated	118	84
107	The tribals and the displaced persons should be given the same treatment and no discrimination in this regard should be allowed	118	84
108	In the interest of the tribals it is necessary to have a proper and strict check on the truck drivers, contractors' men and outsiders visiting the area	119	85
SECTION VIII—SPECIAL MULTIPURPOSE TRIBAL BLOCKS			
109	There should be full staff in position to ensure success of the multi-purpose programme	4	88
110	It would be better if the States may be asked to take steps to arrange for Orientation Courses for the Block staff lasting for a short period, say one or two months	4	88
111	It is hoped that the Bharatiya Adimjati Sevak Sangh will be associated with the Government of India to prepare a plan for the training programme of the multi-purpose block personnel	4	88
112	If there may be non-official workers having intimate knowledge of tribal problems and experience of work among the tribals, their services may be utilised by appointing them, wherever possible, as Project Executive Officers, Extension Officers or V.L.W.s for implementation of the multipurpose programme in these blocks if they are found qualified otherwise for the purpose	4	88
113	It is hoped that the States and Union Territories who have not provided enhanced allowance to the staff serving in the tribal areas should take early decision in the matter in order to provide incentive to the incumbents posted in such blocks	4	89
114	The States who have not yet taken steps to induce the personnel posted in the tribal areas to learn tribal dialects should take action in the interest of the proper implementation of the multipurpose programme	4	89

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115	In order to attack the primal poverty in the tribal villages and to raise the standard of living, the Community Development Programme should stress every aspect of agriculture intensification and bring greater speed in carrying out the land improvement. This can be successful only when the tribal rights in land are respected	4	90
116	Propaganda is necessary to persuade the tribal people to take more care of their bovine stock by feeding them properly which would help them materially in the improvement of their stock in quality with the pedigree bulls	4	90
117	Castration of scrub bulls is necessary if some tangible results are to be expected in this direction	4	90
118	The improved poultry can survive only if they are kept in enclosures and taken care of it in the matter of feed and treatment of diseases to which they are susceptible	4	90
119	Piggery has been very popular and it is desirable that increased number of improved variety of pigs are supplied to them	4	90
120	Greater efforts are necessary to educate the people for adopting anti-erosion methods like contour bunding and gully plugging so as to conserve the fertility of the soil	4	91
121	In some of the blocks of Bihar and Madhya Pradesh there is scarcity of drinking water. The energies of the block authorities should be directed in the fulfilment of this target in the shortest possible period	4	91
122	The scheme of Ashram schools may be introduced in these blocks	4	91
123	Efforts should be made to organise Multipurpose Co-operative Societies in all the blocks as early as possible	4	92
124	The construction work of houses which remained incomplete in Sukhsar Block of Bombay State should be completed	4	92
125	Greater care should be taken for demarcation of the Tribal and Scheduled areas so as to bring home the maximum benefits to these people	5	93
126	The coverage of 25,000 population of which more than 50% may be tribal living in an area of 200 square miles should be kept in mind if new such blocks are to be opened in future	5	93
127	As per wishes of the Block Development Committees, necessary modifications may be made so that every village in the block may have a suitable programme according to the prevailing social and economic needs of the tribals	5	93
128	The multi-purpose programme should be drawn to combat starvation and ban the evil once for all in the shortest possible period	5	93
129	The schemes of agriculture and forests may be strengthened with a programme of development of cottage industries and animal husbandry	5	94
130	For the improvement of agriculture, the greatest stress may be laid on ensuring artificial irrigation by a well, bund, tank or any other form possible in view of the topography of the area	5	94
131	Adoption of improved methods of agriculture like Japanese method of paddy cultivation, increased use of improved seeds, implements and fertilisers should occupy the second place	5	94
132	Development of selected cottage industries which have prospects of flourishing and animal husbandry schemes may be helpful in providing a subsidiary means of income	5	94

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133	A check on money-lenders is absolutely necessary in the blocks	5	94
134	Programme for water supply, communications and medical aid etc., should be arranged in suitable-priorities	5	94
135	Tribal people may be associated with the bolck programmes	5	94
136	The staff should consist of willing hands ready to undergo some hardships of life for the sake of important humanitarian work to be done by them	5	94
137	The staff should be trained so that it may be effective and equal to the task, not only that they should be made to learn the local tribal dialects	5	94
138	There should be full contingent in posts and their frequent transfers avoided as far as possible	5	94
139	The details of the schematic budgets and programmes under different heads should be scrutinised at the district level by the District Development Committees	5	
140	The programmes finalised by the various Heads of the Departments should be further examined first by the Director of Tribal Welfare	5	95
141	At State level, co-ordination may be further secured by holding six-monthly conferences of the P.E.Os., District Collectors, Dy. Commissioners and the Director for Tribal Welfare under the Chairmanship of the Development Commissioner	5	95
142	The other departmental heads should be requested to attend the same as and when the discussion takes place pertaining to their departments	5	95
143	Officers of the Tribal Welfare Department should visit these blocks frequently and send reports to the Department along with specific suggestions which may be forwarded to the Development Commissioner for consideration and suitable action	5	95
SECTION IX—MEDICAL AND PUBLIC HEALTH			
144	The Uttar Pradesh Government should give financial help for the valuable medical services rendered by the Servants of India Society	11	102
145	In order to ensure water supply throughout the year, the masonry wells which have been taken up for construction under the welfare programme as well as under the normal water supply schemes, should be completed between the month of May or June each when the water level is at its lowest in these wells	12	102
SECTION X—HOUSING			
146	As the financial resources of the Cantonment Boards are very poor, it is considered desirable that the Government of India should consider the possibility of providing suitable funds for the Third Five Year Plan so as to enable these Boards to provide quarters to almost all the sweepers and scavengers employed by them by the end of the Third Plan period	7	105
SECTION XI—COMMUNICATIONS			
147	The Government of Punjab should rehabilitate Scheduled Caste and Scheduled Tribe persons who might lose their earnings on account of the construction of truckable roads in the Scheduled Areas of Lahaul and Spiti, in a planned manner instead of leaving them to their own fate and resources	5	106

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148	It is necessary that whenever any road construction is to be undertaken not only that its utility should be properly assured, but it should be seen that proper alignment is given by a technical hand, the specifications are definite, and after the construction of the work is inspected by an engineer and a completion certificate invariably kept on record. Similar action has to be taken for construction of culverts, causeways or bridges also	12	111
SECTION XII—SCHEDULED AND TRIBAL AREAS			
149	It is desirable that the Tribes Advisory Councils should meet more frequently and should have full say in the matter of preparation of the Third Five Year Plan etc.	4	113
SECTION XIII—TRAINING AND RESEARCH PROGRAMMES			
150	The Government of Bihar may modify the syllabi of the training course so as to give more emphasis on field work training rather than academic orientation. The services of experienced officials and non-officials, in addition to their regular staff may also be utilised for giving lectures	4	135
151	The Government of Rajasthan should examine the working of Research Institute and also its scope of work along with the necessity of increasing the number of technical staff in the light of the suggestions made in the previous Report	10	138
152	The Government of West Bengal should hasten their publication programme of the documents concerned with the tribal and backward class welfare	10	138
153	The Research Institute of the Government of Andhra Pradesh should be placed under some senior person trained in Social Sciences and a more effective link may be brought about between the Institute and the Welfare Department of the state in order to make it more useful to tribal welfare administration	10	138
154	The State Governments/Union Territory Administrations who have sizeable tribal population may examine the desirability of arranging specialised surveys to know the felt needs and present conditions of the tribals for proper planning of their welfare	11	138
155	The Ministry of Home Affairs should take some suitable steps, in consultation with the State Governments, in the direction of co-ordination of various research programmes for Scheduled Tribes	12	139
SECTION XIV—SERVICES			
156	Further efforts are, no doubt, required more in the case of Scheduled Tribes to ensure still better representations of these communities in the various All-India and Central Secretariat Services.	10	143
157	It is suggested that while selecting candidates for Pre-Examination Training Course at Allahabad, the applications for admission to the course should be properly scrutinised and only those candidates admitted, who in the opinion of the University authority, will successfully complete the training course.	12	144
158	It is desirable that while making appointments to Union Public Service Commission and State Public Service Commissions, proper representation is given to the Scheduled Castes and Scheduled Tribes	18	146
159	In order to increase the representation of Scheduled Castes and Scheduled Tribes in the services more sincere efforts and cooperation are required on the part of the officers in charge of administration under the Central and State Governments and other employers to fulfil the statutory obligation imposed by the Constitution in this regard	24	147

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160	It is desirable that coaching classes or refresher courses on the pattern of the Pre-Examination Training Scheme started by the Government of India at Allahabad, are also started for other Central and State Services	26	148
SECTION XVI—RECOMMENDATIONS MADE IN THE TOUR NOTES			
161	Important recommendations made in the tour notes from page 154—163.		
SECTION XVII—CONCLUSION			
162	The delay in the submission of Progress Reports on the part of the State Governments should be eliminated.	4	164
163	The machinery responsible for the execution of the welfare schemes and collection of data relating to them needs gearing up	5	165
164	Recommendations made at the Ministers' Conference held in early 1960, should be carried out by the State Governments in order to check short-falls in expenditure and rush of expenditure in the last years of the plan	7	165
165	The welfare schemes for the Backward Classes during the Third Five Year Plan should be conceived and implemented not only from the point of view of financial and physical targets but also from that of the reaction of the people in the shape of response to these schemes	9	167
166	The Ministry of Home Affairs should give moral backing to the Organisation of the Commissioner for Scheduled Castes and Scheduled Tribes to function as a liaison agency between the States/Union Territories and the Ministry of Home Affairs so that problems relating to proper execution of welfare schemes are dealt with and solved without delay	10	167
167	The State Governments should encourage students of the most backward tribes by giving stipends and even mid-day meals in the interior areas where it is absolutely necessary to do so	11	168
168	In order to avoid delay in the disbursement of post-matric scholarships to the Scheduled Castes and Scheduled Tribes students, the State Governments should strictly follow directions laid down by the Ministries of Home Affairs and Education with regard to the timings, the method of distribution and the quantum of scholarships	11	168
169	More efforts should be put in to bring up the Scheduled Tribes to the educational level even of the Scheduled Castes.	12	168
170	Education among girls, belonging to both Scheduled Castes and Scheduled Tribes should be emphasised.	12	168
171	In order to attract students of the Backward Classes to middle and high schools and even colleges, more hostels of mixed type, should be set up	12	168
172	Facilities for technical education should be provided for all those who have special aptitude for such education or who cannot prosecute their studies further in colleges.	12	168
173	The Technical Centres like those started at Imphal in Manipur and Korba in Madhya Pradesh, should be set-up	12	168
174	There should be a follow-up programme for training in the technical institutions to avoid wastage of money and time	12	168
175	Tendency of constructing separate wells for Harijans should be curbed to avoid segregation	13	168

Serial No.	Recommendations/Suggestions	Reference	
		Para No.	Page No.
1	2	3	4
176	There is urgency for providing house sites than houses in the rural areas for Scheduled Castes and Scheduled Tribes	14	169
177	The pattern of houses for Scheduled Castes and Scheduled Tribes should be different according to their needs and must be finalised in the Third Five Year Plan	14	169
178	The problem of providing houses is more urgent for those who live in wretched hovels and depend on the landlords for house sites	14	169
179	The State Governments should take steps for starting coaching or training centres like one started at Allahabad by the Government of India for Scheduled Castes and Scheduled Tribes candidates desirous of joining Government services	17	169
180	In the Schemes of the Community Development Blocks and the Decentralisation of Democracy to Panchayat level, interest of the weaker section of the society should not be lost sight of. So long as reservation lasts for Scheduled Castes and Scheduled Tribes, the District Collector/Deputy Commissioner should have the over-riding powers over the Panchayats and the Panchayat Samitis in cases where interests of Scheduled Castes and Scheduled Tribes are vitally concerned.	18	169-170
181	The work of removal of untouchability can be done effectively by non-official organisations like the Harijan Sevak Sangh, the Bharatiya Depressed Classes League and any other institution working in that field	19	170
182	The Scheduled Castes should also stand on their own legs in order to help in the early removal of practice of untouchability	19	170
183	Non-official agencies should be liberally helped by the grant by the Centre and the State Governments as the Gandhi Smarak Nidhi has stopped totally such grants	19	171
184	The Bharatiya Depressed Classes League should take up the question of Ghariki amongst scavengers to help them in getting rid of the traditional obnoxious customary rights	19	171
185	The short brooms should be replaced by the long one to enable the sweeping being done while walking erect instead of bending down	19	171
186	The scheme of the Municipal Corporation of Delhi for converting basket privies into water-borne latrines requires encouragement	19	171
187	The State Government should demarcate areas and villages where untouchability in one form or the other persists or where it has disappeared in order to convince people about the progress in this respect	20	171
188	The Neo-Buddhists should be treated as Other Backward Classes and not Scheduled Castes for purposes of Governmental concessions	21	1
189	In order to encourage the setting up of Forest Labour Co-operative Societies, the forest policy requires fundamental change at the highest level.	24	173
190	Monopoly of forest produce should be given to the Forest Labourers Co-operative Societies and marketing facilities extended to them	24	173
191	Various types of exploitation by money lenders, forest contractors and petty officers should be put a complete stop to	25	173
192	Some machinery like Andhra Scheduled Tribes Co-operative Finance Development Corporation in the Agency Area of Andhra or the Multipurpose Co-operative Societies run with the Government help and guidance, where credit is linked with marketing should be devised to replace the money lenders in almost all the tribal areas with necessary modifications.	25	173

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1	2	3	4
193	The suggestions made in the Special Multi-purpose Tribal Block Committee Report to ear-mark Rs. 30 crores during the Third Plan for three hundred such blocks requires serious consideration as it may not ultimately be desirable to start so many blocks all at once	26	173
194	The State Governments and specially the departments dealing with the tribal welfare should fix up the location in the Scheduled Areas of such blocks with a population of about 25 thousand and area of 200 square miles. They should also make necessary arrangement for the training of personnel which will be working in these blocks. It will also be essential to have a preliminary survey of the area followed by the specific and basic surveys to assess the needs of the people so that the scheme for the Multi-purpose Blocks may be modified, if necessary, to suit the needs and conditions of the people.	27	173

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