

57-88

REPORT



8/4

PRISONER

CASTES and
SCHEDULED TRIBES

R
SP: 563.24 NSD
NSD-1
567



REPORT OF
THE COMMISSIONER FOR SCHEDULED
CASTES AND SCHEDULED TRIBES

FOR THE YEAR

1957-58

(Seventh Report)

PART I

by

L. M. Shrikant

PRINTED IN INDIA BY THE ASSTT. MANAGER, GOVT. OF INDIA PRESS,
FARIDABAD, PUBLISHED BY THE MANAGER OF PUBLICATIONS, DELHI
1958

R
Y 563.28127
1158.1



E R R A T A

PART I OF THE REPORT FOR 1957-58.

- Page 11, para 12, last but one line
for 'Laccadivi' read 'Laccadive'.
- Page 33, line 2 (below the table) under agriculture
for 'in' read 'an'.
- Page 45, footnote
for 'Appendix XX' read 'Appendix XV'.
- Page 49, para 11, line 7
for 'Uunjab' read 'Punjab'.
- Page 57, para 38, line 10
for 'Seva Ashram' read 'Seva Ashrams'.
- Page 59, para 46, line 2
for 'are imparted' read 'is imparted'.
- Page 107, para 3, line 1
for 'Scheduled Areas' read 'selected areas'.
- Page 172, line 2
for 'criterian' read 'criterion'.

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 Seventh Report for the year 1957-58.

L. M. Shrikant

COMMISSIONER

The 30th June, 1958.

THE PRESIDENT
(through the Minister for Home Affairs).

CONTENTS

Section	Subject	Page
I	INTRODUCTION	1
II	ADMINISTRATIVE SET-UP TO LOOK AFTER THE INTERESTS OF SCHEDULED CASTES, SCHEDULED TRIBES AND OTHER BACKWARD CLASSES	
	(i) Office of the Commissioner for Scheduled Castes and Scheduled Tribes ..	4
	(ii) Administrative set-up in the Central Government	4
	(iii) Administrative set-up in the States	4
	(iv) Advisory Boards/Committees for Harijan and Tribal Welfare	6
III	REVISION OF THE LISTS OF SCHEDULED CASTES AND SCHEDULED TRIBES AND THEIR REPRESENTATION IN PARLIAMENT, STATE LEGISLATURES AND LOCAL BODIES ETC.	
	(i) List of Scheduled Castes and Scheduled Tribes	7
	(ii) Population of Scheduled Castes and Scheduled Tribes	8
	(iii) List of Other Backward Classes	8
	(iv) Representation in Parliament, State Legislatures and Territorial Councils ..	9
	(v) Representation in Political posts	10
	(vi) Reservation of seats in Local Bodies and Gram Panchayats	11
IV	SOCIAL DISABILITIES AND EFFORTS MADE TO REMOVE THEM BY OFFICIAL AND NON-OFFICIAL AGENCIES	
	(i) Offences committed under the Untouchability (Offences) Act, 1955 ..	12
	(ii) Entry of all sections and classes of Hindus to all Hindu temples	13
	(iii) Observance of untouchability in various States	14
	(iv) Maintenance of lists of villages where untouchability is practised	15
	(v) Improvement in the working conditions of the scavengers, sweepers and tanners	15
	(vi) Work done for the Removal of Untouchability	19
	(vii) Legal aid	21
	(viii) Mixed hostels and mixed colonies	22
	(ix) Complaints	23
	(x) Conversion to Buddhism	24
	(xi) Ramanathapuram riots	25
V	WELFARE SCHEMES FOR BACKWARD CLASSES	
	(i) Provision of funds for Backward Classes in the First and Second Five Year Plans	26
	(ii) Expenditure incurred during 1956-57 and 1957-58 and grants-in-aid given to the State Governments	28

(ii)		
Section	Subject	Page
	(iii) Grants-in-aid to non-official organisations	39
	(iv) Grant-in-aid to Municipalities, Local Bodies etc.	43
VI	EDUCATIONAL DEVELOPMENT	
	(i) Progress of Education among Backward Classes	45
	(ii) Expenditure on Education of Backward Classes during the First and the Second Five Year Plan periods	46
	(iii) Inland Scholarships—Government of India	47
	(iv) Inland Scholarships and Fee Concessions—State Governments	49
	(v) Hostels	50
	(vi) Technical Training Institutes	51
	(vii) Scholarships for overseas studies	52
	(viii) Award of scholarships in Public Schools	52
	(ix) Reservation of seats in Technical and Educational Institutions, lowering of admission criteria and relaxation in age limits for the entry into the Institutions	53
	(x) Basic Education	55
	(xi) Teaching in mother tongue	59
VII	ECONOMIC DEVELOPMENT	
	(i) Land Tenure	61
	(ii) Landless Agricultural Workers	62
	(iii) Settlement of Scheduled Castes and Scheduled Tribes on land	64
	(iv) Shifting cultivation	70
	(v) Cottage Industries	76
	(vi) Co-operation	82
	(vii) Forest Labourer's Co-operative Societies	85
	(viii) Grain Golas	87
	(ix) Debt Redemption and check on Money-lenders	90
	(x) Special Multipurpose Tribal Blocks	92
	(xi) Rehabilitation of persons displaced due to the construction of dams, industrial plants, factories and other National Development Projects	98
VIII	MEDICAL AND PUBLIC HEALTH	102
IX	HOUSING	
	(i) Expenditure to be incurred in the Second Five Year Plan	106
	(ii) Housing Schemes	106
	(iii) The Village Housing Project Scheme	107

(iii)		
Section	Subject	Page
	(iv) Intensive Areas Programme of the All India Khadi and Village Industries Commission	108
	(v) House sites	108
	(vi) Urban Housing and Quarters for Conservancy Staff	109
	(vi) Slum Clearance	110
X	COMMUNICATIONS	113
XI	SCHEDULED AND TRIBAL AREAS	
	(i) Scheduled Areas	120
	(ii) Area and Population of Scheduled Tribes in Scheduled Areas	120
	(iii) Criteria for declaring new areas as Scheduled Areas	120
	(iv) Establishment of the Tribes Advisory Councils	121
	(v) Constitution of the Tribes Advisory Councils in the States	121
	(vi) Meetings of the Tribes Advisory Councils	122
	(vii) Reports of the Governors on the Administration of Scheduled Areas	123
	(viii) Tribal Areas	132
	(ix) District and Regional Councils	133
	(x) Welfare of Tribals and Development of Tribal Areas	133
	(xi) North-East Frontier Agency	134
XII	CULTURAL DEVELOPMENT	
	(i) Cultural Research Institutes	136
	(ii) Conferences and Seminars	140
	(iii) Training of welfare workers	141
XIII	RESERVATION FOR SCHEDULED CASTES AND SCHEDULED TRIBES IN SERVICES AND POSTS UNDER THE CENTRAL GOVERNMENT, STATE GOVERNMENTS ETC.	
	(i) Reservation in Services and posts under the Central Government—Promotions to Selection posts	143
	(ii) Fixation of Seniority	144
	(iii) Safeguards against Supersessions	144
	(iv) Promotion of Scheduled Caste/Tribe Clerks	144
	(v) Industrial Management Pool Scheme	145
	(vi) Relaxation of educational qualifications of Class IV Servants	145
	(vii) Work-charged Establishment under the Central Government	145
	(viii) Central Secretariat Services	146
	(ix) General Recruitment position under the Central Government	146

(iv)

Section	Subject	Page
	(x) Recruitment to All India Services and posts	148
	(xi) Special Recruitment to I.A.S. by Special Recruitment Board	148
	(xii) Statutory and Semi-Government Bodies	148
	(xiii) Reservation for Scheduled Castes and Scheduled Tribes in the Rajya Sabha Secretariat, Lok Sabha Secretariat and in the establishment of the Supreme Court	149
	(xiv) State Government Services	149
	(xv) Local Bodies and Semi-Government and Statutory Organisations in the States	152
	(xvi) Employment Exchanges	152
XIV	ANGLO-INDIANS	
	(i) Population	153
	(ii) Reservation in Lok Sabha and Vidhan Sabhas	153
	(iii) Reservation in Services	153
	(iv) Complaint about the representation of Anglo-Indians in Posts and Services	156
	(v) Grants for Educational benefits	159
XV	IMPORTANT RECOMMENDATIONS MADE IN THE TOUR NOTES	
	(i) Tour Milage—Important Recommendations	161
XVI	CONCLUSION	170
XVII	LIST OF RECOMMENDATIONS	181

SECTION I

INTRODUCTION

The Seventh Annual Report for the financial year 1957-58 is submitted to the President under Article 338 of the Constitution, nearly three months after the close of that year. The Report reviews the progress achieved, during the financial year 1957-58, in the work relating to the Welfare of Scheduled Castes, Scheduled Tribes Ex-Criminal Tribes and Other Backward Classes and to the working of the safeguards provided for these communities and the Anglo-Indians, referring at places to the Second Five Year Plan targets for the sake of comparison.

2. For obvious reasons, it is not possible to submit the Report earlier. The State Governments from whom most of the material is obtained for this Report, take considerable time in collecting and collating it before it can be furnished to our office. For that matter, even the Annual Reports of the various Departments of the State Governments themselves are rarely compiled and published immediately after the relevant year is out. In some cases, these are noticed to have been published after two years of the period to which they relate. Same is the case with the Annual Reports of the Governors, on the Administration of Scheduled Areas, which are required to be submitted to the President, as provided for in para 3 of the Fifth Schedule of the Constitution. These Reports, which are for calendar year, are expected to be submitted in the month of January immediately following the year to which they pertain. It is, however, seldom that the Governor's Reports are submitted according to that schedule. The Report relating to the Administration of Scheduled Areas in Bihar, for the year 1955, was submitted on the 24th May, 1957. These Reports for the year 1956 have been received only from the State Governments of Andhra Pradesh, Punjab and Orissa and these too were submitted on the 8th July, 30th August, and 31st October, 1957, respectively*. None of these reports for the year 1957 has so far been submitted. (One of the main reasons for delay in the receipt of data for my Annual Report, from the State Governments, is that the Backward Classes Welfare Departments in the various States, from whom the data is normally obtained, are only co-ordinating Departments. The experience has shown that they are not able to exert that much influence on the Departments concerned with the implementation of welfare schemes, as may enable them to obtain the required facts and figures from them in time. It was for this reason that suggestions were made in my previous Reports that the Backward Classes Welfare Departments, which should be called "Social Welfare Departments", in the various States, should be looked after by Chief Ministers, Finance Ministers or Home Ministers and, in any case, they must be placed under the charge of Chief Secretaries.) However, in order to obtain material for the Annual Report, my Assistant Commissioners in the various States tried to contact the Departments concerned with the actual implementation of the schemes in the States and obtained as much of the required information as possible, at times even by suspending the normal work of their own offices. In spite of this, the material so far collected through the strenuous efforts of the Assistant Commissioners and my headquarters' office, cannot be said to be satisfactory. Looking, however, to the administrative difficulties of the concerned Departments of the State Governments, not only in collecting the required data but also in the implementation of various schemes, this delay can be over-looked. It is, however, hoped that next year the situation may considerably improve, due to action taken to remove certain bottle-necks, and it will be possible to obtain enough up-to-date facts and figures for the Report which may give a clear picture of the progress made so far.

*It is understood that the report for Madhya Pradesh is under submission and will be available soon.
L/M2MofHA—2

3. An earnest effort is being made by my office and the Assistant Commissioners to ensure with whatever moral influence that we command (as no power has been delegated to us for this purpose) that the bottle-necks in the implementation of the various schemes and in the collection and proper maintenance of relevant data, are removed. The State Governments are also being helped in formulating, modifying and properly implementing various welfare schemes in the light of the evaluation done by this Organisation. A great step forward has been taken by the Government of India in the Ministry of Finance by agreeing to short circuiting the procedure for sanctioning of grants-in-aid to the State Governments so that there may be left no room for complaint on the part of the State Governments with regard to the late issue of sanctions for their welfare schemes by the Government of India. Under the new procedure, the Ministry of Finance of the Government of India will sanction to the State Governments, direct ways and means advances, for the first nine months of the year, based on the ceilings approved by the working groups in the Planning Commission early in the year, at which time the various schemes received from the State Governments will be thoroughly examined once for all. The schemes have now been grouped into specified categories and the State Governments have been authorised to re-appropriate funds within these categories without prior reference to the Government of India. Only major modifications are required to be got approved by them from the Administrative Ministries concerned at the Centre. It is now for the State Governments to follow up the policy of doing away with the administrative bottle-necks in the implementation of the schemes and to avoid rush of expenditure in the last few months of the year. For that purpose, they will have to formulate their schemes within the ceilings fixed by the Planning Commission pretty early in the year and furnish full details of location, etc., to the Ministries concerned by the middle of June every year. The Government of West Bengal has taken a step in right direction in deciding to issue administrative sanctions direct to the district officials concerned with the implementation of the schemes and at the same time to endorse copies thereof to the Heads of the appropriate Departments concerned. The Government of Bombay has adopted a very good procedure of sending to the Administrative Ministries concerned in the Government of India, copies of their sanctioning letters addressed to the administrative Departments in the State. This helps very much in maintaining a proper record of the welfare schemes in our office, which proves useful at the time of drafting the Report.

4. The suggestion made by the Ministry of Home Affairs to the State Governments to hold discussions on my Annual Report in the State Legislatures, has been accepted by a number of States, but the discussions have so far been held only in the States of Bombay and Bihar. The Government of Bombay have gone a step further and have got relevant portions of the Report, concerning that State, published separately to facilitate discussions in their Legislature. These discussions in the State Legislatures are naturally helpful in the proper implementation of various welfare schemes, in creating well informed public opinion and in evoking the spirit of social service amongst people for the welfare of Backward Classes, specially Scheduled Castes and Scheduled Tribes. I have myself profited much by the discussions held in the Legislatures of Bombay and Bihar on the Annual Report. The State Governments, apparently, have first-hand knowledge and most up-to-date information about the Report, therefore, help the Government of India in getting very useful material for replying to the discussions on the Report in Parliament.

5. I am glad to note that a suggestion for the change of the financial year from April-March to October-September has been made by the Estimates Committee of Parliament (Twentieth Report—1957-58). Such a proposal had also come from an experienced statesman like Dr. B. C. Roy, the Chief Minister of West Bengal. A

similar proposal had also been made by the Government of Bombay suggesting that the period of my Report should be changed from calendar or financial year to August-July or November-October. The intention is that because work in various welfare schemes cannot be attended to during monsoon, it will be possible for the State Governments to give a better picture of the work done on their schemes, for incorporation in the Report, if the Report relates to the above mentioned period. If a favourable decision is taken for changing the period of financial year, it will also help the State Governments in making full use of the amounts ear-marked for the welfare schemes.

6. The suggestion made by some of the Members of both the Houses of Parliament about the bulky volume of the Report has been kept in mind and every effort has been made to keep the Report as short as possible. No change has, however, been made in the presentation and arrangement of the material in the Report as compared to that of the last year. Due to insufficient material available, it is not possible to give detailed facts and figures separately for each State under various heads, though wherever possible, this has been done, viz., in the Section dealing with the Scheduled and the Tribal Areas.

7. The Ministry of Home Affairs have been requested to arrange for top priority in the printing of this Report before the August-September session of Parliament so that it is possible to discuss it in the Lok Sabha and the Rajya Sabha during this very year.

SECTION II

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

Office of the Commissioner for Scheduled Castes and Scheduled Tribes

There has not been any notable change in the establishment at the headquarters' office during the year excepting that an additional post of Assistant Commissioner for Scheduled Castes and Scheduled Tribes was created during the year. This post could not, however, be filled during that year due to economy reasons, in spite of the fact that the only Assistant Commissioner (who is a Grade I Officer of the Central Secretariat Service) at the headquarters remained over-worked.

2. Three more regional offices were opened during the year at Bhubaneswar, Jaipur and Trivandrum for Orissa, Rajasthan and Kerala, respectively. This raised the number of regional offices from 7 to 10.

3. As mentioned in the last Report, it was decided that this organisation would undertake the evaluation of the welfare schemes of the State Governments and Non-Official Agencies in a more extensive manner and also that the officers of this organisation would help the State Governments in the formulation of their schemes and in their proper implementation. For that purpose, it was further decided to increase the number of the Assistant Commissioners for Scheduled Castes and Scheduled Tribes from 7 to 16. It is a pity that due to economy reasons, it will not be possible now to start these additional offices, even though an announcement to that effect had been made in Parliament and outside. The result is that it has not been possible to undertake the work of evaluation in as extensive a manner as was envisaged.

Administrative set-up in the Central Government

4. There had not been any change in the administrative set-up in the Central Government for looking after the interests of Scheduled Castes, Scheduled Tribes and Other Backward Classes except that at the Secretariat level in the Ministry of Home Affairs, a Special Secretary is now in over-all charge of the work. (The Planning Commission have, however, stated that the work relating to the examination of the welfare schemes for Backward Classes is carried out by the Commission in its Social Welfare Section of which the Assistant Chief is the Head and that he is assisted by two Research Officers and four Economic Investigators.)

Administrative set-up in the States

5. There have been a few changes in the Administrative machinery* to look after the interest of the Scheduled Castes, Scheduled Tribes, Other Backward Classes etc., in the various State Governments. These changes have generally been for the better.

*Appendix I.

6. In the previous Reports, the following suggestions have been made for more efficient working of the administrative set up in the State Governments:—

- (a) Wide powers should be given to the Directors for the Welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes by appointing them as *ex-officio* Secretaries or Joint Secretaries of the Administrative Department.
- (b) The District Welfare Officers in the States should be attached to the Collectors and District Magistrates as their Personal Assistants for the purpose of welfare work amongst Scheduled Castes, Scheduled Tribes and Other Backward Classes.
- (c) The Departments dealing with the welfare of these communities should be placed under the charge of Chief Ministers, Home Ministers or Finance Ministers.
- (d) The Departments dealing with the welfare work for these communities should be uniformly designated as Departments of Social Welfare.

7. The position as regards the acceptance or otherwise of the above suggestions by the various State Governments, during the year under reports, is as follows:—

- (a) The Government of Assam have placed the Tribal Welfare Department under the control of a full-time Secretary. The Government of West Bengal have created a separate Directorate under the Tribal Welfare Department and appointed the Director of Tribal Welfare as *ex-officio* Deputy Secretary in that Department. The Governments of Mysore and Bombay and the Administration of Tripura have not found it possible to accept this recommendation.
- (b) The Government of Mysore have since accepted the suggestion of attaching the District Welfare Officers in that State to the Collectors and District Magistrates. The Government of Uttar Pradesh have intimated that the Harijan Welfare Officers are attached to the District Planning Officers for the purpose. The District Welfare Officers in the State of Bihar are attached to the District Magistrates and they work under their general control and direction. In Tripura also, the Tribal Welfare Officer works directly under the District Magistrate.
- (c) The Governments of Bihar, Bombay, Mysore and Uttar Pradesh have not considered it necessary to place the Departments concerned with the welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes etc., under the direct charge of the Chief Minister, Home Minister or Finance Minister. The Government of Punjab is, however, still considering this proposal.
- (d) The suggestion to designate the Department in charge of the welfare work for these communities as Department of Social Welfare, was accepted during the year by the Government of Bombay. The Tripura Administration does not consider it necessary to do so, as they consider that the present nomenclature "Tribal Welfare Department" is more appropriate, in their case.

8. It is reported that the Government of Madhya Pradesh have not yet been able to set up an integrated administrative machinery, after the re-organisation of the State, to deal with the welfare of these communities. It is possible that in other States also, the uniform administrative set up for the whole State has not come into existence after the re-organisation of the States. It is necessary to devise an integrated administrative set up in all such States, as early as possible, so that the welfare work of Sched-

duled Castes, Scheduled Tribes and Other Backward Classes could be looked after properly.

Advisory Boards/Committees for Harijan and Tribal Welfare

9. The Central Advisory Board for Harijan Welfare as well as that for the Tribal Welfare, which were reconstituted during 1957, met only once during the year under report and made useful recommendations.* The Ministry of Home Affairs had forwarded these recommendations to the State Governments and Union Administrations, some of whom have already considered these recommendations and taken necessary action.* These Boards for the year 1958 have not yet been reconstituted. It is hoped that this will be done soon and thereafter the members of these Boards will be co-opted as Members of the various States Advisory Boards.

10. As regards the setting up of Tribes Advisory Boards/Committees for the welfare of Scheduled Castes, Scheduled Tribes, etc., at the State level, the latest information† indicates that such Boards/Committees have also been constituted now in the States of Assam, Orissa, West Bengal and Jammu and Kashmir and also in the Union Territory of Laccadive, Minicoy and Amindivi Islands. For the present, no such Welfare Committees at State level have been set up in Madhya Pradesh, Punjab, Andaman and Nicobar Islands and Himachal Pradesh. The question of setting up Boards at State level for the welfare of Scheduled Tribes does not arise in the case of Madhya Pradesh and Punjab which have already set up Tribes Advisory Councils as required under the Fifth Schedule of the Constitution. It is, however, hoped that State Advisory Boards/Committees will be set up in these States for Scheduled Castes, Backward Classes etc.

11. The latest position† with regard to the District Welfare Committees is that there are no District Welfare Committees/Boards in the States of Madhya Pradesh, Mysore and Punjab and in the Union Territories of Delhi and Tripura. In view of the comparatively smaller areas under the Union Territories, it does not appear necessary to set up District level Committees/Boards in their areas. It is, however, hoped that such Committees will be set up, as early as possible, in the States in which they have not yet been set up.

12. It has been noticed that some of the State Governments are not regularly inviting the Assistant Commissioners for Scheduled Castes and Scheduled Tribes, posted in those States, to attend meetings of the State Tribes/Harijan Welfare Committees. It is desirable that these officers may either be co-opted as members of these committees or regularly invited to attend their meetings so that their observations about the implementation of welfare schemes and the conditions of the Backward Classes may be helpful for drawing up proper programmes for the welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes.

*Appendix II.

†Appendix III.

SECTION III

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

LIST OF SCHEDULED CASTES AND SCHEDULED TRIBES—POPULATION OF SCHEDULED CASTES AND SCHEDULED TRIBES—LIST OF OTHER BACKWARD CLASSES—REPRESENTATION IN PARLIAMENT, STATE LEGISLATURES AND TERRITORIAL COUNCILS—REPRESENTATION IN POLITICAL POSTS—RESERVATION OF SEATS IN LOCAL BODIES AND GRAM PANCHAYATS

List of Scheduled Castes and Scheduled Tribes.

It has been mentioned in the last Report that the President has issued the Scheduled Castes and Scheduled Tribes Lists (Modification) Order, 1956, specifying the Scheduled Castes and Scheduled Tribes in the re-organised States. As these lists had to be issued urgently for the re-organised States, it was not possible to prepare comprehensive and consolidated lists and therefore the Scheduled Castes and Scheduled Tribes had to be specified in these lists territory-wise within each re-organised State. With a view to prepare comprehensive and consolidated lists of Scheduled Castes and Scheduled Tribes for the re-organised States, the Ministry of Home Affairs have addressed all the State Governments/Union Administrations and requested them to examine the lists in so far as they concern them and submit proposals for the preparation of such lists.

2. The lists of Scheduled Castes and Scheduled Tribes were thoroughly examined by the Backward Classes Commission and the State Governments were also given full opportunity of suggesting modifications, if any, in those lists, before these were amended as per the Scheduled Castes and Scheduled Tribes Orders (Amendment) Act, 1956. The criteria for classifying a caste as a Scheduled Caste are fairly definite and although the criteria for including a community in the list of Scheduled Tribes are not so definite, there are widely accepted principles on which their classification is decided. Thus, while suggesting modifications in the lists, these criteria must naturally have been taken into account. The opportunity now given by the Ministry of Home Affairs for drawing up comprehensive and consolidated lists of Scheduled Castes and Scheduled Tribes, should not, therefore, be availed of for making elaborate corrections and adding new communities in those lists. The question has become all the more important as on account of the concessions and facilities offered to the Scheduled Castes and Scheduled Tribes, there has been a tendency of some castes and communities to use every opportunity for pressing their claims for inclusion in the list of Scheduled Castes/Scheduled Tribes. Such a tendency should be discouraged. At the same time, genuine discrepancies and errors that might have crept in the revised lists issued after the re-organisation of the States, should be corrected. A few instances of such errors which require consideration may be cited here:—

- (i) "Pulaya-Vettuvan" has been included in the list of Scheduled Castes for Malabar area (excluding Kasargod Taluk) in the State of Kerala, but it is reported that actually there is no caste by that name in that area. Enquiries made show that "Pulaya" and "Vettuvan" are two distinct communities and as both of them suffer from disabilities arising out of untouchability, they deserve inclusion in the list of Scheduled Castes as separate groups.

(ii) It is reported that "Kinnara" or "Kanaura" which is included in the list of Scheduled Tribes in Himachal Pradesh is not actually one community. "Kinnara" or "Kanaura" appear to be regional names given to persons living in a particular part of that Union Territory. It is further reported that the section of people called "Kinnara" or "Kanaura" also includes communities (like "Badi" or "Koli") which are also notified as Scheduled Castes in that region. Such anomalies can be avoided if instead of including regional names in the lists, the names of the tribes are mentioned therein.

(iii) In some States, tribals found outside certain specified areas within the same State are not listed as Scheduled Tribes. Unless tribals living outside the specified areas are actually assimilated in general society and have lost tribal characteristics, there is no reason why they should not be included in the list of Scheduled Tribes for the State concerned.

3. During the course of discussions in the Lok Sabha and the Rajya Sabha, on the Scheduled Castes and Scheduled Tribes Orders (Amendment) Bill, 1956, some Members of Parliament had commented on the exclusion of several castes from the list of Scheduled Castes and the denial of privileges to members of certain tribes residing outside the specified regions. An assurance was given at that time on behalf of the Government that such of these excluded castes as were found to be suffering from the stigma of untouchability, on further examination by the State Governments, would be included again in the Schedule and in the meanwhile they would be given all the benefits extended to and enjoyed by the Scheduled Castes except in the matter of special representation in the State Legislatures and in Parliament, and that members of Tribes living outside the areas specified in the Bill, would be given the benefits admissible to them as if they were living within the specified areas, with the exception again of representation in the State Legislatures and Parliament. The Ministry of Home Affairs have accordingly requested the State Governments to extend to these "excluded" castes and to members of tribes living outside the specified areas, all such concessions. The State Governments have also been requested to intimate to the Government of India the names of such castes and tribes with information as regards their approximate population. It is hoped that on the receipt of this information, concessions similar to these made available to Scheduled Castes and Scheduled Tribes by the Government of India, will also be extended to them.

Population of Scheduled Castes and Scheduled Tribes

4. While giving information regarding the population of Scheduled Castes and Scheduled Tribes in the re-organised States in the last Report, it was suggested that the Registrar General of India should be authorised to include persons returning themselves by generic, synonymous or sub-caste names in the count of Scheduled Castes to avoid any confusion in the tabulation for 1961 census. It is learnt that the Superintendents of census operations in the various States would be instructed by the Registrar General to draw up a comprehensive list of synonymous, generic and sub-caste names of Scheduled Castes, in consultation with the State Governments, for the purpose of census enumeration at the 1961 census. The lists appended to the Scheduled Castes and Scheduled Tribes Lists (Modification) Order, 1956, will also help the Superintendents of the census in making a correct count of the Scheduled Caste persons.

List of Other Backward Classes

5. It has already been mentioned in the last Report that as the Backward Classes Commission appointed under Article 340 of the Constitution could not find objective tests and criteria for classifying socially and educationally Backward Classes, the Government of India addressed the State Governments to make *ad hoc* surveys for

determining the precise criteria for the purpose. It is understood that replies received from the State Governments were not found helpful and the Government of India, had, therefore, to request the Office of the Registrar General of India to conduct *ad hoc* surveys with a view to determine the criteria for defining socially and educationally backward classes. It is further understood that that Office has since finalised their Report and submitted it to the Government of India. It is hoped that based on the results of the *ad hoc* surveys conducted by the Office of the Registrar General of India, it will soon be possible for the Government of India to arrive at some definite decision as regards the preparation of the list of backward classes other than Scheduled Castes and Scheduled Tribes, who in their opinion are socially and educationally backward and deserve governmental help for their progress.)

6. The Ministry of Home Affairs had also requested the State Governments that pending finalization of the list of Other Backward Classes, they might continue rendering every possible assistance and giving all reasonable facilities to the people who come within the category of backward classes in accordance with their existing list and also to such others who in their opinion deserve to be considered as socially and educationally backward in the existing circumstances. In this connection, it may be mentioned that it has come to notice that some of the State Governments have divided the list of Other Backward Classes to give different concessions to different groups within these classes. For example, in Madras, a section of the Other Backward Classes has been classified as "most backward" and they are being treated on par with the Scheduled Castes for certain concessions. Similarly, in Uttar Pradesh, there are two lists of Other Backward Classes: persons whose castes find place in list one are entitled to certain concessions in matters of employment, while those whose castes are found in list two, are entitled to educational concessions only. This tendency is not desirable. It is not at all advisable to make any discrimination between one backward class and the other for the purpose of Governmental concessions. Such steps may create separatist tendencies and evoke feelings of caste and casteism. I am glad to note that the Ministry of Home Affairs have recently informed the Government of Madras that whatever concessions are made available to communities falling within the category of Other Backward Classes, should be the same for all communities in that category. To give somewhat more concessions to a few selected communities from this category on the ground of their being most backward, is likely to be misunderstood and might lead to complications specially when the criteria for backward classes has not yet been determined.

Representation in Parliament, State Legislatures and Territorial Councils

7. There has been no change in the position stated in the last Report in regard to the seats reserved for Scheduled Castes and Scheduled Tribes in Parliament and the State Legislatures. The position as regards Territorial Councils also remains the same excepting that in addition to the 9 and 11 members from Scheduled Tribes elected to Manipur and Tripura Territorial Councils, respectively, one more Scheduled Tribe member has been *nominated* to each of the two Territorial Councils during the year. There has been no change as regards the representation of Scheduled Castes in the Territorial Councils.

8. In addition to the election of Scheduled Caste and Scheduled Tribe persons to the reserved seats in the Lok Sabha, 6 Members from Scheduled Castes and 3 from Scheduled Tribes were returned* to the Lok Sabha against unreserved seats, in the last General Elections. As already stated in the previous Report, there were 4 Scheduled Caste and 1 Scheduled Tribe Members in the Lok Sabha against unreserved seats during the year 1956. Thus, there has been an increase of 2 Scheduled Caste and 2 Scheduled Tribe Members in the Lok Sabha against unreserved seats in the last elections. It may, however, be pointed out that the election of one of the Scheduled

*Statement at Appendix IV-A

Tribe Member (i.e., Shri D. S. Dora from Andhra Pradesh), who was returned against an unreserved seat, has been held void and he ceased to be a Member of the Lok Sabha with effect from the 18th November, 1957. Shri Dora has, however, preferred an appeal against the order of the Tribunal before the Andhra Pradesh High Court under Section 116(A) of the Representation of the Peoples Act, 1951. In addition to the above, Shri C. Gohain and Shri K. Nalla Koya have been nominated to the Lok Sabha by the President to represent the tribal areas of Assam and Laccadive, Minicoy and Amindivi Islands, respectively.

9. In the Vidhan Sabhas the number of Scheduled Caste and Scheduled Tribe members elected* against unreserved seats during the last elections was 8 and 7, respectively. The total number of Scheduled Caste and Scheduled Tribe members elected against unreserved seats in the Vidhan Sabhas was 7 and 4, respectively, in 1956. Thus, here also there has been an increase in the number of Scheduled Caste and Scheduled Tribe members returned against unreserved seats.

10. As regards the Rajya Sabha,** the number of Scheduled Caste and Scheduled Tribe members has increased from 8 to 9 with the election of Shri P. N. Rajbhoj (Scheduled Caste) during the period under report. In the State Legislative Councils,† there were 9 members from Scheduled Castes and 4 from Scheduled Tribes during the year. During the previous year, the number of Scheduled Caste and Scheduled Tribe persons in the State Legislative Councils was 8 and 1, respectively. Thus there has been an increase of 1 Scheduled Caste and 3 Scheduled Tribe members in the Legislative Councils during the year under report.

Representation in Political Posts

11. In the Central Government, as constituted after the last elections, there is one Minister (for Railways) and one Deputy Minister (for Scientific Research and Cultural Affairs) belonging to Scheduled Castes. There are also two Parliamentary Secretaries, one belonging to a Scheduled Caste (Parliamentary Secretary to the Minister of Community Development) and another belonging to a Scheduled Tribe (Parliamentary Secretary to the Minister for External Affairs). The actual position‡ regarding the representation of Scheduled Castes and Scheduled Tribes in the Central and State Governments during the year 1957 was as follows:—

Name of the Political Post	Union Government		State Governments	
	Scheduled Castes	Scheduled Tribes	Scheduled Castes	Scheduled Tribes
Ministers	1	Nil	14	3
Deputy Ministers	1	Nil	7	5
Parliamentary Secretaries	1	1	4	3
TOTAL	3	1	25	11

*Statement at Appendix IV—B.

**Statement at Appendix IV—C.

†Statement at Appendix IV—D.

‡Statement at Appendix V—A & B.

Reservation of seats in Local Bodies and Gram Panchayats

12. The latest available information on the subject indicates that the position as regards reservation of seats for the Scheduled Castes and Scheduled Tribes in Municipalities and Local Bodies remains the same in the States of Bihar, Madras, Uttar Pradesh, Rajasthan and Orissa. In the Imphal Municipality the only Local Body in the Union Territory of Manipur, no reservation of seats is made for Scheduled Castes and Scheduled Tribes. However, in the first municipal elections which took place in March, 1956, out of 12 members, 3 members belonging to Scheduled Tribes were returned to the Municipality. In the territory of Tripura, Agartala Municipality is the only Local Body whose management has been taken over by the Union Administration with effect from the 25th April, 1955. The existing Tripura Municipal Act has no specific provision for the reservation of seats for Scheduled Castes and Scheduled Tribes. There are no Local Bodies in Laccadive, Minicoy and Amindivi Islands.

13. As regards reservation and representation of Scheduled Castes and Scheduled Tribes in the Gram Panchayats, the Government of Bihar have informed that a provision has now been made for establishment of a cutcherry, for discharging judicial functions, consisting of 9 *Panchas* including the *Sarpanch*. Four *Panchas* are elected and four are nominated in a joint meeting of the *Sarpanch*, elected *Panchas*, and the elected members of the Executive Committee excluding the *Mukhias*. Out of the *Panchas*, so elected or nominated, a number of seats are reserved for members of Scheduled Castes and Scheduled Tribes in proportion to their population in the Gram Panchayat Area. If, however, the population of Scheduled Castes and Scheduled Tribes in that area is less than 50 per cent, the percentage of reservation will be as the Government may prescribe. In the Madras State, there was a proposal to amend the Madras Village Panchayat Act, 1950, so as to provide for representation of Scheduled Tribes in the Panchayats, but the proposal has since been dropped. No change in the reservation for the Scheduled Castes and Scheduled Tribes in Gram Panchayats has been reported in the States of Orissa, Rajasthan and Uttar Pradesh. There are no Gram Panchayats in the Union Territories of Laccadive, Minicoy and Amindivi Islands, Manipur and Tripura. The Tripura Administration is, however, considering the proposal to extend the Assam Rural Panchayat Act, 1958, with suitable modifications, to its territory. In Manipur, in the Hilly Areas inhabited by the Scheduled Tribes, Village Authorities are constituted for all hill villages having 20 or more house-tax paying houses, under the Village Authorities in Hilly Areas Act, 1956.

SECTION IV

SOCIAL DISABILITIES AND EFFORTS MADE TO REMOVE THEM BY
OFFICIAL AND NON-OFFICIAL AGENCIES

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 LISTS OF VILLAGES WHERE UNTOUCHABILITY IS PRACTISED—IMPROVEMENT IN THE WORKING CONDITIONS OF THE SCAVENGERS, SWEEPERS AND TANNERS—WORK DONE FOR THE REMOVAL OF UNTOUCHABILITY—LEGAL AID—MIXED HOSTELS AND MIXED COLONIES—COMPLAINTS—CONVERSION TO BUDDHISM—RAMANATHAPURAM RIOTS.

Under Article 17 of the Constitution, "Untouchability" has been abolished and its practice in any form is forbidden. The practice of untouchability has also been declared an offence and the Untouchability (Offences) Act, 1955, which came into force throughout the Country from the 1st June, 1955, prescribes punishment for offences arising out of "Untouchability". In spite of this constitutional provision and the fact that the legislation ensures the Scheduled Castes their rightful place in society, untouchability is observed in varying degrees and in some form or the other in various parts of the Country, especially in the rural areas. It may, however, be pointed out that except in some parts of the Country its rigidity is broken and due to intensive work carried out by official and non-official agencies, more and more villages are discarding untouchability and throwing open temples, wells, hostels, and other public places to the Harijans.

Offences committed under the Untouchability (Offences) Act, 1955

2. The State Governments and the Union Territories were requested to supply information, regarding the offences registered under the Untouchability (Offences) Act, 1955, and about their disposal. This information has been received from eleven States and four Centrally Administered Areas only, and this also is incomplete in many cases.

3. Except in the case of Kerala, Rajasthan and West Bengal States and the Union Territory of Delhi, there has been a decrease in the number of cases registered in 1957, compared to that registered in the previous year. The Governments concerned have not given any reasons for increase or decrease and from the information available in this Office, it is difficult to assign any reasons for such variation. From the available information, it is also seen that in the State of Madhya Pradesh, out of the cases registered under the Act during 1955, 1956 and 1957, as many as 27, 42 and 32 cases, respectively, were not challaned for want of evidence. This would suggest that people in that State still hesitate to come forward to give evidence in such cases. A large number of cases which were compounded during these years would *prima facie* indicate the developing tendency of the people to live peacefully with the Scheduled Caste people and to compromise themselves to the present conditions.

4. Mention about appointments of committees at State Headquarters to look after the effective implementation of the Untouchability (Offences) Act, 1955, was made in the last Report. The Ministry of Home Affairs had addressed all the State Governments in June, 1955, suggesting that they might make suitable arrangements for the effective implementation of the Act and, if they considered proper, appoint small

*Appendix VI.

committees at the Headquarters in order to ensure that the matter received proper attention and action was taken to enforce the provisions of the Act, where necessary. The available information shows that most of the States have either appointed the committees for the purpose or have entrusted the work to existing committees appointed for backward class welfare.

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

5. In the last Report, the legal position about throwing open of temples to all sections or classes of Hindus was discussed and the inadequacy of Section 3 of the Untouchability (Offences) Act, 1955, in that respect was pointed out. It was suggested that the Act should be amended on the lines of the Bombay Hindu Places of Public Worship (Entry Authorization) Act, 1956, and the Uttar Pradesh Temple Entry (Declaration of Rights) Act, 1956, both of which permit free entry and worship at any Hindu Place of Public Worship to a Hindu belonging to any section or class. This suggestion is still under the consideration of the Government of India.

6. Enquiries were made from the Bombay and Uttar Pradesh Governments about the working of the Bombay Hindu Places of Public Worship (Entry Authorization) Act, 1956, and Uttar Pradesh Temple Entry (Declaration of Rights) Act, 1956, respectively. The Bombay Government have supplied necessary information. Only four cases were registered up to the end of December, 1957, and out of them three were challaned. One case was not challaned for want of evidence. Of the three cases challaned, one case resulted in acquittal while two cases were pending in the Courts at the end of the year. The Uttar Pradesh Act simply makes a declaration in respect of the rights of certain sections of Hindus to offer and participate in worship in a Hindu Temple and prohibits all courts from recognising any custom, usage or practice contrary to the rights declared under the Act. It, however, contains no penal clause, but the State Government have informed that provisions of the Act are being fully respected in the State.

7. It was after passing of the Uttar Pradesh Act and dismissal on the 11th December, 1957, of the complaint requesting the court to restrain Harijans from entering the temple that the Harijans resumed their efforts to secure entry in the Kashi Viswanath Temple and successfully entered the temple on the 15th December, 1957. The Uttar Pradesh (West) branch of the All India Harijan Sevak Sangh was successful in securing entry of the Harijans to the Yamnotri temple with the consent of the *Pujari*. The Harijans were also able to enter the famous temple of Gangotri during the year.

8. An interesting case about the right of entry of the Harijans in a temple situated in South Kanara, may be cited here. The trustees of the Venkataramana Temple, situated in Moolky in South Kanara District which formed part of Madras before the re-organisation and which is now in the Mysore State, appealed to the Supreme Court against the judgment of the Madras High Court on the question of entry of all Hindus in the temple. The Madras High Court, it is reported, had held that the temple was founded for the benefit of the Gowda Saraswath Brahmin community and was a denominational temple (belonging to one class). The High Court had held that as a denominational institution could also be a public institution, all classes of Hindus were entitled to enter into the temple for worship. It had further held that there were certain religious ceremonies and occasions during which the Gowda Saraswath Brahmins alone were entitled to participate, and that right was protected by Article 26(B) of the Constitution. The Court had, accordingly, reserved the rights of the appellants to exclude all members of the public during those ceremonies and occasions, which were specified in its decree. The appellants contended that if the temple was a denominational one, they were entitled to exclude all Hindus other than Gowda

Saraswath Brahmins from entering into it for worship on the ground that it was a matter of religion within the protection of Article 26(B) of the Constitution. The Supreme Court dismissed the appeal preferred by the trustees and confirmed the decree passed by the High Court of Madras, and in view of this position the Harijans now have free access to the temple.

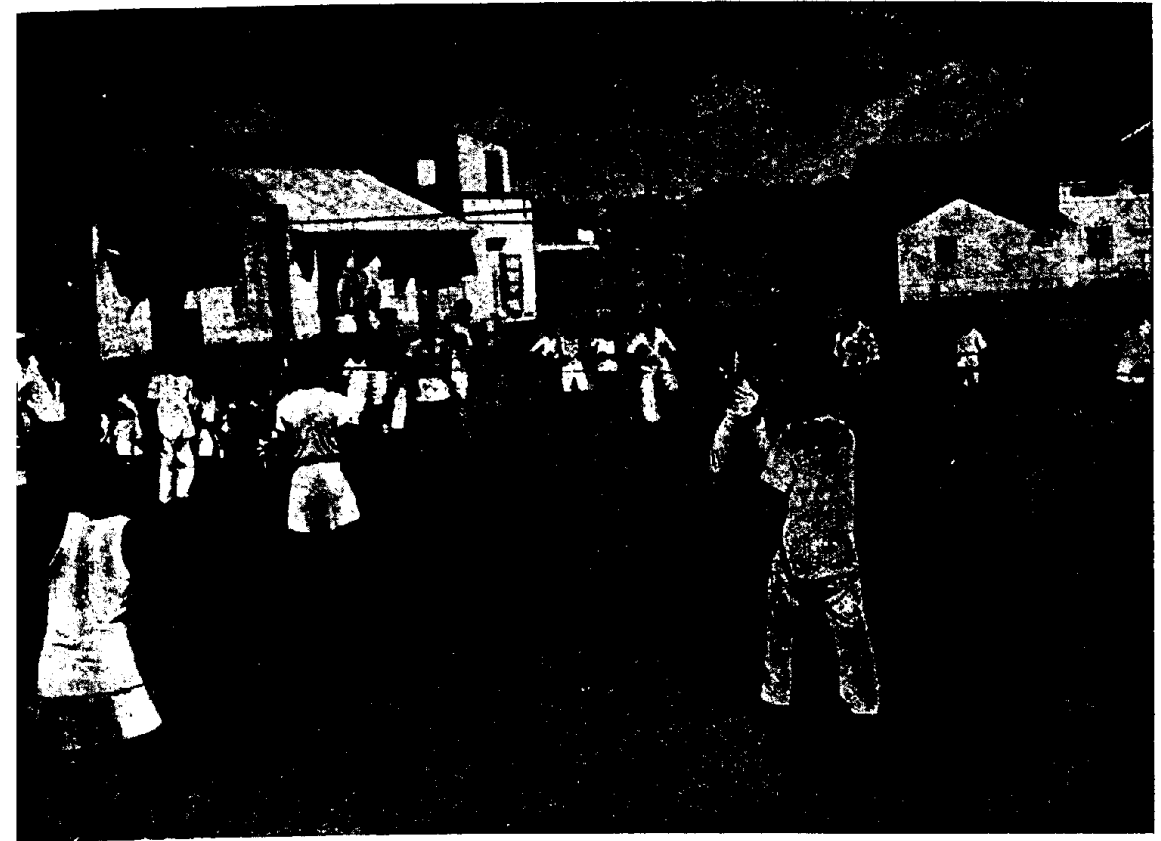
Observance of untouchability in various States

9. The common forms in which "Untouchability" is manifested in the Country are:—

- (i) Drawing water from public wells;
- (ii) Entry in hotels and boarding houses;
- (iii) Service by barbers and *Dhobis*; and
- (iv) Entry into temples.

Analysis of the information (though incomplete) regarding the cases dealt with under the Untouchability (Offences) Act, 1955, furnished by the Bombay Government shows that the highest number of cases relate to the denial of entry into hotels. Denial of access to wells and observance of untouchability in other forms come next. Cases of refusal of temple entry are very few. In the Mysore and Madras States, it is reported that entry of Harijans into public temples and places of worship presents no difficulty, though access to private temples is generally still denied to the Harijans. While above are the common forms of untouchability which come to notice, instances also reported from some areas. It is reported that in Kanas Anchal in Puri District (Orissa) the Harijans cannot ride a bicycle and in Chilka lake area in that State, they are not allowed to go by boat. In Sambalpur District of Orissa, the scheduled caste *Kirtan Mandals* on festive occasions or to pull the chariot at the time of religious festivals. Reports have also been received that the scheduled castes were not able to make free use of a well constructed in the Community Project Area in District Rohtak in Punjab and water works constructed in Mehsana in Bombay. In order to overcome this difficulty in the Community Project Areas, it is desirable that instead of advancing financial aid for the construction of wells etc., direct to the beneficiaries, this aid is placed at the disposal of Gram Panchayats etc. from whom an undertaking should be taken that any wells etc., constructed with the Government aid will be made free use of by everybody, including scheduled castes.

10. Cases of observance of untouchability by the scheduled castes among themselves also come to notice. The Chamars in Baroach District in Bombay began using a public well situated near their locality as they had some difficulty of getting good drinking water. Some of the Caste Hindus who could not tolerate this, encouraged the Bhangis of that area to use the same well. As soon as the Bhangis began using the well the Chamars stopped taking water from that well. They also represented that a separate well should be provided for them. The Chamars were, however, persuaded by an Officer of this Organisation to continue to use the well and also impressed upon the Bhangis to keep surroundings of the well clean and to use clean vessels for drawing water from the well. In some of the villages in Uttar Pradesh, wells are being constructed for particular castes among the scheduled caste people. In some villages in Agra District of Uttar Pradesh, the Balmikis are not allowed to take water from wells from where Jatavas draw water. In one of the villages a well constructed with the Government aid is being used by Jatavas and the Bhangis are not allowed to come near that well. The construction of wells for the exclusive use of a particular caste or a group is not advisable specially when such wells are constructed with Government



Games help in eliminating untouchability.

aid. It is desirable that proper instructions are issued to the officers concerned in this respect.

11. It is a pity that cases of the practice of untouchability at times come to notice even amongst educated people. Only recently, a case happened in which a Scheduled Caste employee of the Government of India was beaten by another Government employee who belonged to a high caste. It was alleged that this happened because the latter could not tolerate that a Scheduled Caste family should live near his house. Both of these families were residing in Government quarters. The police has taken cognisance of this case and it is now *subjudice*. Such cases, however, are rare.

12. Although untouchability manifests in the above forms in some areas, the progress made towards eradication of this evil is no doubt encouraging. It is reported that this practice is not observed rigidly in the States of Assam and Kerala, in the Union Territories of Manipur and Tripura and also in some areas of other States and Union Territories. The Directorate of Tribal Welfare, Madhya Pradesh, reported that 4 Tehsils in Morena District, 1 in Shivpuri District, 3 in Bhind District, 1 in Devas District, 2 in Nimad District, 1 in Indore District and also the Districts of Jhabua, Dhar, Bhilsa and Gwalior are entirely free from the evil practice of untouchability. The correct position in this regard is being checked up.

Maintenance of lists of villages where untouchability is practised

13. In order to have a clear picture about the extent and magnitude of the untouchability prevalent in the country and also to assess the progress achieved towards its eradication, it was suggested in the previous Reports that a list of villages where untouchability is still prevalent should be maintained by each State Government. The Government of Kerala does not consider it necessary to maintain such a list as untouchability is not generally practised in that State and only stray cases are reported. For similar reasons, lists are not being maintained by the Government of Assam and the Central Administrations of Manipur and Tripura. The Tribal Welfare Directorate, Madhya Pradesh, has, however, compiled a list of villages where untouchability is still prevalent in the State. This list consists of 3,260 villages spread over eight Districts in the State. The Government of Orissa has intimated that in 8,606 villages spread over eight Districts of Sambalpur, Keonjhar, Phulbani, Puri, Koraput, Balasore, Mayurbhanj and Balangir in that State, untouchability is still observed. Information relating to remaining Districts of Orissa is not yet received. In any case, it is hoped that the State Governments who have agreed to maintain such lists will at least carry out their promise and intimate the progress made in the eradication of untouchability in their States from time to time.

14. As indicated in the last Report, an attempt was made to prepare lists of villages where untouchability is observed in the various States by my Assistant Commissioners with the help of the voluntary agencies working in this field. The Assistant Commissioner, Baroda, has been able to obtain from the Gujarat Harijan Sevak Sangh a list of 1,732 villages spread over nine Districts in Gujarat area of the Bombay State in which the Scheduled Caste persons are not able to fetch water from the public wells. The other Assistant Commissioners are also trying to prepare such lists. The voluntary agencies, like the Harijan Sevak Sangh and Bharatiya Depressed Classes League, which are receiving Government grants and are maintaining field staff for propaganda for the removal of untouchability, and other voluntary agencies which are working in this field, can very much help in the preparation of such lists.

Improvement in the working conditions of the scavengers, sweepers and tanners

15. The working conditions of the scavengers and sweepers require to be improved as early as possible, as the dirty and inhuman conditions under which they

have to work have contributed to a great extent in treating them as "untouchables". After the report of the committee appointed by the Government of Bombay to enquire into the living conditions of the scavengers in Bombay State was out, the Ministry of Health addressed all the State Governments in 1955, suggesting to them to implement important recommendations of that committee in their States. The list of these recommendations was attached to the Report for 1956-57, *vide* Appendix VIII of that Report. The available information shows that the Governments of Madras, Mysore and the Administration of Manipur and Tripura have already implemented some of the recommendations made by the aforesaid committee. The Government of Assam have issued instructions to all the local bodies to implement as many of the recommendations as possible. The Government of Madras have, however, expressed their inability to eliminate the existing types of latrines which require the removal of night soil by hand until the under-ground drainage system is introduced in the State. However, septic tanks and other suitable types of latrines are being constructed wherever possible.

16. As a result of the recommendations of the Backward Classes Commission, to improve the working and living conditions of the Bhangis, the Ministry of Home Affairs also requested the State Governments in October, 1956, to take steps to provide the Bhangis clean residential accommodation, give them comprehensive training in methods of cleanliness and hygiene, introduce up-to-date methods of cleaning latrines and do away with the practice of carrying night soil on heads. As a result of the recommendations of the Central Advisory Board of Harijan Welfare, made in the meeting held on the 28th November, 1956, the Ministry of Home Affairs offered assistance to the Municipalities and Local Bodies which undertook to provide the scavengers employed on scavenging work, wheel-barrows or hand-carts, subject to the conditions that (i) the local body concerned met 50 per cent of the expenditure involved and that (ii) the grant-in-aid would be admissible only to such local bodies as agreed to stop this practice completely and not to those taking up the scheme piecemeal. From the information available in this Office, it is seen that the Government of India allotted during 1957-58 Rs. 9,84,000, in all, to the States of Assam, Bombay, Jammu and Kashmir, Kerala, Madras, Mysore, Uttar Pradesh, Orissa, West Bengal, Rajasthan, Punjab, and to Delhi and Himachal Pradesh Administrations as well as Pondicherry for giving grants-in-aid to the local bodies under the scheme. The advantage of the scheme will be taken by nearly 600* Municipalities/Local Bodies, etc., in the above States. From the publication "Local Self-Government Administration in the States of India", published in 1956 by the Ministry of Health, Government of India, it is seen that there are in all 12 Municipal Corporations, 1,453 Municipal Boards, 383 Small Town Committees, 82 Notified Area Committees, 206 District Local Boards, 103 other Boards and 1,23,670 Village Panchayats in the country. The advantage of the scheme, therefore, seems to have been taken by a small fraction of the Municipalities/Local Bodies.

17. As stated above, one of the conditions for offering financial aid to the Municipalities and other local bodies for providing hand-carts or wheel barrows was that the grant would be admissible to only such local bodies as agreed to stop this practice completely and not to those who might like to take up the scheme piecemeal. It is felt that due to financial difficulties, some of the local bodies may not be able immediately to change over completely from the practice of carrying night soil on head to that of removing it in hand-carts or wheel barrows, and may be ready to introduce the scheme gradually. It does not appear advisable to ignore such local bodies for the purpose of the grant. On account of narrow lanes or inconvenient position of latrines, it may not be possible for some Municipalities or Local Bodies to affect the suggested

*Statement at Appendix VII.

change in the whole of the area under them. Therefore, if they are prepared to introduce the change in the areas where it can be conveniently done they may be encouraged to do so and allowed necessary aid.

18. Instructions have also been issued to my Assistant Commissioners that while on tour, they should make it a point to discuss with the authorities concerned the question of stopping the inhuman practice of carrying night soil on head by the scavengers and of introducing improved methods of scavenging and to try and evolve measures for early eradication of the evil practice. As a result of these instructions, the Assistant Commissioners have reported that the Government of Andhra Pradesh have issued orders that improved hygienic implements should be provided to the scavengers employed by Municipal Councils and Panchayats. They have also ordered that zinc containers with lids and handles and hand-drawn carts should be supplied to carry night soil from latrines to night soil lorry or to temporary depot. The Government of Bihar have informed the Municipalities in that State, of their desire to stop the practice of carrying night soil on head by the sweepers and to introduce the scheme of hand-carts. They have also recommended suitable hand-carts which could carry two closed containers of 10 gallons capacity each. In that State, except a few towns which have sprung up recently, Municipalities have been established in almost all the old towns, where there is no defined lay-out of houses, streets, etc. They have mostly very narrow and small lanes and the latrines have generally openings on these lanes. A large number of houses in the Kerala State, it is reported, are situated in lanes through which hand-carts cannot be drawn because of their narrow width and the fact that they are connected with main roads by steps due to the higher or lower levels from the main road. At some places latrines are often situated in far off corners of compounds through which carts cannot be taken. It is also not practicable to introduce the system of carrying night soil in hand-carts or wheel barrows in hill towns. There are, thus, practical difficulties in introducing the system of carrying night soil in wheel-barrows or hand-carts in all Municipal towns and cities. In most parts of India, the labourers are accustomed to carry their load on head as it is convenient for them to do so. An opinion has, therefore, been expressed that wherever the system of removal of night soil by hand-carts or wheel barrows cannot be introduced on account of practical difficulties mentioned above, pending the conversion of the basket type of latrines into scavenger-free latrines, the present system of carrying night soil by head loads may continue. One cannot agree to this suggestion. Carrying night soil on head is an obnoxious practice, which is against all human dignity, and must be ended as early as possible. Where it is not practicable to introduce the system of removing night soil by hand-carts or wheel barrows, the system of carrying night soil by hand in pails or buckets with closely fitting lids may be temporarily introduced; but ultimately, it is most desirable to convert the basket type of latrines into other types of scavenger-free latrines, as early as possible. It would appear desirable that the Governmental help would also be made available to the municipalities/local bodies for converting the bucket type latrines into flush latrines, septic tanks or other scavenger-free latrines.

19. In areas under some of the municipalities/local bodies, arrangement for cleaning private latrines is made by the landlords direct with the scavengers, who receive direct payment from the former. This system requires to be abolished as early as possible and the municipalities/local bodies should take over the responsibility of cleaning such private latrines by charging the landlords suitable sanitary cess, so that whatever reforms in cleaning the latrines and removing the night soil are necessary, can be introduced throughout the towns, cities etc., through the local bodies. For example, it may not be possible to introduce hand-carts etc., for carrying night soil where latrines are cleaned by private arrangement. Where the system of private

scavenging is in vogue, the Bhangis are given left overs of food by the landlords. With the elimination of the private scavengers, this evil custom will also automatically disappear.

20. The Central Advisory Board for Harijan Welfare set up under the Ministry of Home Affairs have formed a committee to prepare a scheme to end the practice of carrying night soil on head loads by scavengers. This committee has already issued a detailed questionnaire on the subject and propose to tour in various parts of the country to study the problem. It is hoped that in view of the urgency involved, the committee would be able to formulate their recommendations very early.

21. The question of providing adequate pay to the sweepers and scavengers has already been discussed in the last Report in which suitable increase in their pay and grant of benefit of leave, etc., have been recommended. Most of the State Governments have considered these recommendations and have directed* their municipalities to liberalise the service conditions of the sweepers and scavengers working under them. In order that the living conditions of the sweepers and scavengers serving under the various local bodies in the country improve, it is essential that they should be recognised as full-time servants, paid reasonably and given necessary benefit of privileged leave, gratuity and Provident Fund. Reasonable minimum living wages should also be prescribed for them. If the financial conditions of the municipalities/local bodies are not sufficiently good to give these benefits to their conservancy staff, they may be improved by giving necessary powers to municipalities/local bodies to tap new sources of income or by supplementing their income by reasonable grants from State Governments' funds. The latter course will be specially necessary in case of small Municipalities covering a population of 5,000 or less, as it will be practically impossible for them to increase their income appreciably.

22. Housing of the conservancy staff is another important matter which requires to be taken up urgently by the municipalities/local bodies. In order to ensure reasonable living conditions to the sweepers and scavengers, it is essential that they should be provided with quarters with facility of ample good water near their quarters so that after their work they can have bath and can generally form the habit of cleanliness. It should, however, be seen that they are not segregated and, therefore, such quarters may be constructed in or near the localities of other caste people. Where separate colonies have to be constructed, non-Scheduled Caste people should also be encouraged to settle in such colonies by giving them financial aid for construction of their houses in such colonies.

23. The profession followed by a person has always played an important part in determining his status in the society. As the prejudices of the people against certain professions diminish, the social status of the persons following such professions automatically improves. For instance, while the Dhobis in Uttar Pradesh are still considered as "untouchables" and stand included in the list of Scheduled Castes for that State, Dhobis in most of the other parts of the country are no longer treated as "untouchables", apparently because in those States the prejudice against this profession has died out. Similarly, Mochies (leather workers) of Marathwada area in the Bombay State are treated as "untouchables" and are included in the list of Scheduled Castes, while those in Gujerat area in the same State are not treated as "untouchables" and are not included in the list of Scheduled Castes. Therefore, improvement in the working and living conditions of the persons engaged in flaying, tanning and leather work and other so called dirty profession would appear quite necessary. If

*Statement at Appendix VIII.

we are able to achieve this object and these persons are able to work in cleaner surroundings and live a decent life, the general prejudice of the people against those professions will, in due course, disappear and the workers in such professions will be able to achieve their rightful place in the society. To achieve this purpose, in the Saurashtra area in Bombay State, there is a scheme to give aid to the Scheduled Caste people to remodel the Charmakunds (tanning pits) and to remove them to suitable places outside the villages. It is desirable that suitable schemes to provide flaying yards and tanning pits outside their localities and necessary water facility to the Scheduled Caste people engaged in these professions may be taken up in other States also.

24. In order to remove general prejudice against the so-called dirty professions, it is also desirable to encourage caste-Hindus to take to such professions and work with the people who are traditional workers in those professions. It was with this view that it has been recommended in the last Report that if there are vacancies of scavengers in the Municipalities, it would be desirable to advertise them and preference given to non-Scheduled Caste persons provided it does not involve unemployment among the Scheduled Caste persons. An interesting experiment is being conducted in Ratnagiri District of the Bombay State in this connection, under the auspices of the Ratnagiri District Khadi Sangh under the guidance of Appa Saheb Patwardhan, a veteran social worker and staunch follower of Mahatma Gandhi. The caste Hindu candidates are trained along with the Harijans in flaying of dead cattle and the non-Harijan are encouraged to do scavenging work themselves, by making improvements in the latrines and the technique of cleaning. It was reported in December, 1956, that seven caste Hindu persons were engaged in doing scavenging work along with equal number of the Scheduled Caste persons in seven villages of the Ratnagiri District. Twenty persons including some caste Hindu persons were working in different villages on flaying and tanning work.

Work done for the removal of untouchability

(a) Non-official Agencies.

25. Although the civic rights of the Scheduled Caste people are protected by law, in practice it is not possible to eradicate untouchability only by force of law; the sure way to eradicate untouchability is to educate public opinion against that evil. For that purpose, it is generally accepted that publicity and propaganda can be more effectively carried out through non-official agencies than through Government agencies. It is for this reason that the policy of the Government of India and the State Governments has been to encourage the non-official organisations working in this field to the maximum extent, subject to their antecedents and suitability for this kind of work. Organisations of all-India character are given direct grants by the Centre, while grants to voluntary organisations working within a State are given by the State Government concerned, and such expenditure is shared by the Centre on 50 : 50 basis. During the First Plan period, the State Governments rendered financial assistance to non-official agencies to the tune of Rs. 98.62 lakhs, while the Centre gave Rs. 22 lakhs direct to some all-India organisations for the purpose of propaganda and publicity for removal of untouchability. The Second Five Year Plan, however, envisages an expenditure of about Rs. 208 lakhs on aid to non-official agencies for this programme, of which Rs. 138 lakhs have been provided under the State Sector and Rs. 70 lakhs under the Central Sector of the plan. During the year under Report, the Government of India had sanctioned a total grant of Rs. 6,74,727 to the all-India

voluntary agencies working in the various States for the removal of untouchability. A brief account of the work* done by the non-official organisations of all-India character (which are paid grants from the Centre), the Ministry of Information and Broadcasting and also the State Governments, for the eradication of untouchability, is given in the following paragraphs.

26. *All-India Harijan Sevak Sangh.*—The All-India Harijan Sevak Sangh carried out its work for the removal of untouchability in various States with the help of its branches spread throughout the country. There were 75 workers paid out of Central Government's grants and 21 Sevaks paid from Sangh's own funds and those of its provincial branches. A number of paid and honorary workers working under the provincial branches of the Sangh joined these workers in the crusade against untouchability. Intensive propaganda was organised with the aid of 8 propaganda vans (4 belonging to the Central Office of the All-India Harijan Sevak Sangh and 4 supplied to its provincial branches by the State Governments). Publicity was also arranged by distributing a number of posters and pamphlets throughout the Country. During the year under report, 1,814 public meetings and social gatherings were organized and 103 Social Welfare Centres were opened throughout the country. The Sangh was successful in persuading and admitting 267 caste Hindu students in 49 hostels and institutions which were so far admitting only Harijan students. The Sangh and its branches were able to have 1,330 temples, 1,018 hotels and restaurants, 67 Dharamshalas, 618 barber shops and 1,985 wells thrown open to the Harijans and as many as 399 community dinners were organized. Legal and economic aid was also given in deserving cases.

27. *Bharatiya Depressed Classes League.*—The Bharatiya Depressed Classes League continued its useful work for the removal of untouchability during 1957-58. Propaganda for eradication of untouchability was carried out through 60 paid and 100 honorary propaganda workers who tried to educate public opinion against the evil by holding public meetings and other social gatherings. They arranged 4,020 public meetings and public gatherings throughout the Country and were successful in opening to the Harijans 1,219 wells, taps and *Dharas* in the hills, 518 temples, 122 Dharamshalas and 784 hotels. 873 community dinners were also organised by them. The three mobile cinema vans of the Sangh toured in seven States and arranged for cinema shows in which feature and documentary films were shown. Tape recorded messages of prominent leaders were also played. The League continued publishing a fortnightly magazine, "Nirbhaya", and also a magazine in Marathi. It also published posters, some of them containing photographs of national leaders and quotations from their speeches on the removal of untouchability, and also hand-bills containing the gist of the Untouchability (Offences) Act, 1955. They have also published a compilation of important observations and recommendations made in my last Report and a book on the constitutional safeguards for the Harijans. Two seminars on untouchability, one at Gwalior and another at Madras, were organised during the year and propaganda by organising *Bhajan Mandalis* and *Kirtan* parties was also arranged in these States. The drama party organised by the League has prepared 15 dramas on religious, historical, social and other subjects and these dramas invariably contain an element of propaganda for the removal of untouchability.

28. *Ishwar Saran Ashram, Allahabad.*—The Ishwar Saran Ashram, Allahabad, continued its efforts in launching extensive publicity and propaganda work for the removal of untouchability with the help of the two teams of Pracharaks and one publicity van fitted with a cinema projector. During the year 1957-58, propaganda against the practice of untouchability was carried out in 1,371 villages, meetings were arranged in 408 villages and cinema shows on the subject were arranged in 136 villages. The agency successfully arranged entry of Scheduled Caste persons in two temples and got

*Appendix IX.

three wells opened to them in three different villages. The Ashram is also publishing a magazine in Hindi and English and issued printed posters and three books on the subject. The Ashram also continued extensive education programme and opened one more Junior High School during the year under report.

(b) *Ministry of Information and Broadcasting of the Government of India.*

29. The Ministry of Information and Broadcasting of the Government of India continued their efforts as in the past years to mould public opinion against the practice of untouchability through the various media organisations, viz., Films, All-India Radio, Publications Division and Press Publicity and Mobile Units. During the year, the All India Radio broadcasted 245 programmes on anti-untouchability. The Publications Division published articles on the subject in various magazines and a special chapter entitled "Scheduled Castes, Scheduled Tribes and Other Backward Classes" highlighting, *inter alia* the activities of the Government to eradicate untouchability was included in "India 1957-A Reference Annual". Three special features on the subject of Scheduled Castes and Scheduled Tribes welfare were prepared and issued by the Press Information Bureau. One of these features formed part of the "Working of the Plan" series which secured wide publicity in the Press. Forty-seven mobile units functioning under the Internal Publicity Programme of Five Year Plan also covered a crusade against the practice of untouchability in their publicity campaign. It took the form of films, discussions, display of posters, charts, etc.

(c) *State Governments.*

30. The various State Governments also continued their efforts to eradicate untouchability from their States, by intensive propaganda and publicity and by implementing various other schemes aimed at the removal of untouchability. Harijan Days and Harijan Weeks were observed in many States. On these days, intensive propaganda for the removal of untouchability is organised and in addition, programmes such as cleaning of Harijan localities, common dinners, taking of water from public wells by Harijans, temple entry, etc., were arranged. While the Bombay Government awarded cash prizes to villages in which good progress towards removal of untouchability was made and there were cordial relations between Harijans and the caste Hindus, the Government of Madras, it is reported, approved a scheme to award Class I gold medals of the value of Rs. 100 for work like opening of wells for Harijans, helping Harijans to enter hotels and to arrange marriages between Harijans and caste Hindu persons, and Class II gold medals of the value of Rs. 50 for social work like facilitating entry into temples and service in Harijan quarters. It was decided to award two Class I and six Class II medals in each District. Organisation of community centres for Sanskar Kendras for the Harijans and other people, mixed Balwadis, mixed hostels and mixed housing colonies were some of the other measures undertaken by the State Governments for the purpose.

Legal aid

31. Legal aid is provided to the Scheduled Caste persons in civil cases by some of the State Governments. It is not necessary to provide such aid in cases under the Untouchability (Offences) Act, 1955, as offences under that Act are cognizable. The question of legal assistance was also discussed in the meeting of the Central Advisory Board for Harijan Welfare held in October, 1957, and the Board was of the opinion that every State Government should have a scheme of legal aid to the Scheduled Caste people, in their programme for the welfare of Scheduled Castes. The State Governments were accordingly requested to make adequate provision in their next year's plan for this scheme, irrespective of the fact whether this scheme was included

in their Second Five Year Plan, or not. The following grants were paid to the various State Governments during the year 1956-57 and 1957-58 for this purpose:—

S. No.	Name of the State					Grant-in-aid paid during		Plan provision
						1956-57	1957-58	
1.	Andhra (Telengana Region)	..	..	..	..		3,000	24,000
2.	Bihar	..	..	..	..	1,000	10,000	1,00,000
3.	Bombay	..	..	..	..		2,000	Not available.
4.	Mysore	..	..	..	..		*2,500	..
5.	Rajasthan	..	..	..	..	5,300	2,500	40,000
6.	Orissa	..	..	..	..	1,000	1,250	10,000
7.	Delhi	..	..	..	..	200	1,600	9,000
8.	Kerala	..	..	..	..		500	5,000
9.	Madhya Pradesh	..	..	..	..		1,000	10,000

It is possible that some of the State Governments may also be providing legal assistance for the Scheduled Caste persons entirely from their own funds.

Mixed hostels and mixed colonies

32. The necessity of having mixed educational institutions for the Scheduled Caste and other students and mixed housing colonies was pointed out in the last Report in which information is also given about the existing position in respect of the mixed hostels in some of the States. In order to encourage private hostels to admit students from all classes, including Harijans, and thus to give them a mixed character, the Government of Bombay give special grants to mixed hostels. The Madras have stipulated that recognised hostels and schools would forfeit their right of caste. They have also taken over 30 Harijan hostels from private agencies and propose to turn them into mixed hostels.

33. With a view to sponsoring communal mixing and to help remove untouchability, the Government of Bombay have already taken steps to encourage Co-operative Housing Societies of Backward Class and non-Backward Class persons. The ties are given concessions of free grant of house sites and other concessions given to the Backward Class members but their number is restricted to 10 per cent of the total membership. The Maharashtra Harijan Sewak Sangh, Dhulia, has intimated that there are mixed housing colonies at Atraval (East Khandesh District) and at Saswad, colony (Thakkar Bapa Nagar) in Ahmedabad District of the Bombay State. There is also a mixed colony in Poona District in the Bombay State. There is also a mixed housing co-operative societies in the Bombay State. In addition, existence of five mixed housing co-operative societies in the Bombay State has also been reported. A mixed colony, known as Bapujee Nagar, is in existence in Andhra State. It is also reported that construction of a mixed colony under the name, Gandhi Kshetra, has been organised in the Mysore State.

*Includes special health facilities and relief grants also.

34. Certain safeguards provided in the Constitution of India for the Scheduled Castes are only for a period of 10 years from the commencement of the Constitution. This is apparently so because the makers of the Constitution considered that it would be possible for the Government and non-official agencies to eradicate "untouchability" and bring up the living standards of the Scheduled Castes to the level of the other people, within a period of 10 years. The progress made in this field is not, however, so rapid as to make one confident of the complete eradication of the evil practice from the Country within only three or four years more. In any case, in the State Ministers' Conference on Backward Classes held in New Delhi on the 15th and 16th February, 1958, *inter alia*, following recommendations were made for the intensification of the programme for the removal of "untouchability", with a view to ensure that there remains no necessity for carrying out any propaganda for this purpose beyond the Second Plan period:—

- There should be no separate institutions, hostels or colonies exclusively for Harijans. In these, at least 10 per cent non-Harijans should be taken as far as possible, to give them a mixed character. Non-Harijans up to this number could be given the same facilities as are admissible to Scheduled Castes to encourage them to join such colonies or institutions.
- The name "Harijan" should be removed from the existing institutions, hostels or colonies wherever it exists.
- In all general hostels controlled or assisted by the Government, at least 10 per cent seats should be reserved for Harijans.
- No assistance or loan should be given by the Government to General Housing Co-operative Societies unless they have 10 per cent of their members from Scheduled Castes.

It is earnestly hoped that all concerned will take full cognisance of the necessity of implementing this programme seriously and sincerely so that it is possible for this Country to feel proud of having done away with this practice within as short a period as possible.

Complaints

35. During the year under report, 616 complaints were received in this Office. Out of these, 89 related to public services, 347 to harassment, 72 to land problems, 46 to housing facilities, 9 to drinking water facilities and 53 to observance of untouchability. Besides these, Assistant Commissioners for Scheduled Castes and Scheduled Tribes in the various States also received a number of complaints which were dealt with by them directly. In order that the nature of the grievances of the Scheduled Caste persons can be properly understood, a few cases which came to notice and results of enquiries made therein are given below:—

- In a village in Saurashtra area of the Bombay State, the villagers thought that the Harijans were the cause of a disease amongst the cattle in that village. They went in a mob to the house of one Harijan, but as he was not present, they forced his wife and daughter to spread their hands over their cattle and to eat the coconut offering and thus bless the cattle, in public. The villagers who were severely reprimanded by the State authorities, realised their mistake and expressed their regret before the Harijans.
- In a village in Bombay State, a Scheduled Caste Government servant sat on a *charpoy* in the presence of other people. One of the leaders of the village rebuked him and told him that chairs and *charpoy*s were meant

for higher castes and if he used them he would have to suffer. The Backward Class Welfare Officer of that District visited the village and the matter was compromised.

- (iii) A Harijan was charged one rupee for a shave by a barber in a village in Mysore State. A complaint was filed against the barber, who was charge-sheeted, but was acquitted by the court for want of evidence.
- (iv) During the time of a temple festival in Madras State, a Harijan member of the Board of Trustees was denied the Temple honours given to other members. The State Government warned the members and other persons responsible for the same and took steps to ensure that such incidents were not repeated.
- (v) The Scheduled Caste persons of a village in Rajasthan State were harassed and beaten and their crops destroyed on their refusal to lift and flay the carcasses of dead cattle. On bringing the case to the notice of the State Government, the persons responsible for creating the trouble were challanged. The authorities in the District were also alerted to ensure that no oppression or harassment was done to the Harijans.

At times, the incidents reported to this office are on enquiries made through official channels are found to be exaggerated and distorted. A few instances of such nature are given below:—

- (i) A case of the death of a propaganda worker of a non-official agency under suspicious circumstances in a village temple in Orissa State was reported to this Office. On enquiries, the State Government informed that the District Magistrate concerned had made thorough enquiries and had found that the deceased had died a natural death.
- (ii) A complaint was received from a Harijan in Delhi alleging that his son was murdered by the police in conspiracy with the guardians of the girl with whom the boy was in love. On enquiries, it was learnt from the administration concerned that the boy had died due to an accident and the allegations were quite incorrect.
- (iii) A Harijan of Delhi complained that his daughter was abducted by a caste Hindu person. On enquiries, it was found that the complaint was false and actually the girl was married to that person by the father himself and was happy.

Conversion to Buddhism

36. Some of the Scheduled Caste persons have a feeling that if they get converted to other religion, they might be able to raise themselves in social status and their social disabilities may disappear automatically. This is a controversial matter as in some parts of the Country, specially in the South, the Scheduled Caste converts to Christianity still suffer from social disabilities. However, during the year under report, mass conversions of Scheduled Caste persons to Buddhism were reported from some parts of the Country. The movement of conversion to Buddhism had its beginning from the time Dr. B. R. Ambedkar changed his religion to Buddhism at Nagpur during the year 1956, a few months before his death; but this movement gained momentum only after his death. The movement was, however, mainly confined to the Marathi speaking areas of the reorganised State of Bombay and to Uttar Pradesh. In the initial stages, the leaders of the Buddhist converts claimed that the concessions and privileges allowed to Scheduled Castes in educational, services and other matters should be continued for them even after the change of religion. The question whether a member of a Scheduled Caste will, on conversion to Buddhism, be

entitled to the concessions admissible to the Scheduled Castes under the Constitution, has been examined by the Government of India. It has been recognised under the Constitution as well as in proceedings in Parliament that as Buddhism is different from the Hindu religion, any person belonging to a Scheduled Caste ceases to be so if he changes his religion. He is not, therefore, after conversion, entitled to facilities provided under the Constitution specifically for the Scheduled Castes. Since, however, the conversion alone could not improve the condition of the Scheduled Caste people, the Government of India have addressed the various State Governments and requested them that concessions as are normally available to "Other Backward Classes", may be made available to them. The Government of Bombay were not agreeable to this proposal in the beginning, but have accepted the suggestion later. The information* collected from the State Governments indicates that such concessions have, in many cases, been allowed to Buddhist converts.

37. Some unfortunate incidents of clashes between the Buddhist converts and the Scheduled Caste persons and also between the Buddhist converts and caste Hindus were also reported during the year. While the Buddhists are alleged to have engaged in intimidating the Scheduled Castes who did not want to convert themselves to Buddhism and also in incidents which would arouse the religious feelings of the caste Hindus, the Hindus socially boycotted the Buddhists and tried to bring economic pressure on them. The trouble is, however, now subsiding and it is hoped that all the sections of the people, irrespective of their religious allegiance, will live peacefully together and work for the common good of the society.

Ramanathapuram riots

38. Some other sad occurrences were also reported from Madras State during the year. Though not directly connected with untouchability as such, the incidents intimately concerned the Scheduled Castes of that State. A series of riots and police firing took place in September, 1957, in Ramanathapuram District in that State, in which about 122 villagers were effected and a number of houses belonging to Pallars and Maravars burnt. A good number of persons also died in the police firing and the riots. The persons concerned in the riots belonged to the Backward Classes—mostly the Pallars who have been included in the list of Scheduled Castes in the Madras State and the Maravars, an Ex-Criminal Tribe of that State. Immediately after the riots, I toured in the area and visited some of the affected villages. Extracts from the Report submitted in that connection were placed in the Lok Sabha in its Winter Session and also discussed. These incidents clearly show that the mental superiority in the Hindu Hierarchy of society is much more injurious than even the evil of untouchability. This malady of communalism, which seems deep rooted, requires serious thought and urgent treatment. I am glad that the Government of Madras took immediate cognisance of these incidents and have given adequate relief to those who suffered in those riots, with the financial aid they got from the Government of India. A grant of Rs. 550 was sanctioned to each family which had suffered in these disturbances for construction of houses, and the beneficiary had to provide Rs. 200 by way of free labour. Where only new roofing was required, the family was paid Rs. 250 per house as subsidy. A grant-in-aid of Rs. 8,46,500 was paid to the Madras Government for aiding sufferers to construct 2,940 new houses and to provide roofing for 300 houses.

SECTION V

WELFARE SCHEMES FOR BACKWARD CLASSES

PROVISION OF FUNDS FOR BACKWARD CLASSES IN THE FIRST AND SECOND FIVE YEAR PLANS—EXPENDITURE INCURRED DURING 1956-57 AND 1957-58 AND GRANTS-IN-AID GIVEN TO THE STATE GOVERNMENTS—STATE SECTOR—GRANTS-IN-AID TO NON-OFFICIAL ORGANISATIONS—CENTRALLY SPONSORED PROGRAMME—GRANTS-IN-AID TO MUNICIPALITIES, LOCAL BODIES ETC.

Provision of funds for Backward Classes in the First and Second Five Year Plans

In the last Report, detailed information has been given about the funds provided and the expenditure incurred on the welfare schemes for Scheduled Castes, Scheduled Tribes, Ex-criminal Tribes and Other Backward Classes during the First Five Year Plan period. A detailed account was also given about the provision of funds for these Backward Classes in the Second Five Year Plan.

2. It has been observed during the past several years that the State Governments were not able to implement fully the schemes approved by the Government of India for the welfare of Scheduled Castes, Scheduled Tribes, Ex-criminal Tribes and Other Backward Classes, annually. Consequently, the grants-in-aid sanctioned by the Government of India were not being utilised fully by the State Governments and every year large amounts of grant-in-aid were surrendered. This was mainly due to late submission of schemes by the State Governments and sufficiently long time taken by the Central Government in having the schemes scrutinised at various levels before issuing the necessary sanction for payment of grants-in-aid. This elaborate procedure was retarding the pace of progress of the schemes. A number of suggestions were made in the previous Reports for evolving a procedure which may accelerate the pace of progress of these schemes. The Government of India have now found a way out to overcome these difficulties. In so far as the plans for the year 1958-59 are concerned, the State Governments were requested to submit their schemes by November, 1957. These annual Plans were then discussed in inter-departmental meetings of representatives from the Ministry of Home Affairs, Ministry of Finance, Planning Commission and other Ministries concerned, where the representatives from the State Governments were also invited. In these meetings, after discussing the schemes, ceilings for each State were finally approved by the Working Groups. In order also to facilitate the release of Central assistance to the State Governments for these welfare schemes, the Planning Commission have adopted a procedure (*vide* Government* of India, Ministry of Home Affairs letter No. 23/21/57-SCT-II, dated the 15th May, 1958) whereby substantial portions of the assistance, both under the State and Central Sectors, will be made available to the State Governments as lumpsum ways and means advances by the Ministry of Finance direct. Three-fourth of the total amount fixed as ceiling by the Working Groups will be released to the State Governments in nine equal monthly instalments beginning with May every year. Such releases will be made automatically on or about the 15th of every month. The State Governments would thus be in a position to start the implementation of schemes approved by the working groups, within the ceilings fixed, without waiting for any sanction from the Ministry of Home Affairs. These schemes will be sanctioned by the State Governments themselves under their normal procedure. The State Governments are, however, required to submit to the Ministry

*Appendix XI.

of Home Affairs and to the Ministry of Finance and also this office quarterly statements ending June, September and December giving the total expenditure as recorded in their departmental books under each sub-head. Quarterly statements will show expenditure incurred during the quarter and also the cumulative expenditure. The statement for the third quarter will also indicate anticipated expenditure for the last quarter i.e., the fourth quarter of the year. On receipt of the third quarterly statement scheduled for January, the Government of India will sanction the final payment of grants to the State Governments. As for the Centrally Sponsored Schemes, the procedure would be almost the same. The State Governments have also been authorised to reappropriate funds within the specified groups without any prior reference to the Government of India.

3. It is hoped that the above procedure will facilitate the implementation of the programme considerably and will enable the State Governments to achieve better results than has been possible hitherto. It is also hoped that the State Governments on their part will also take necessary steps to simplify their financial procedures of sanctioning schemes within their respective States and also adopt measures to remove the bottlenecks, if any, which may be holding the progress of schemes.

4. It may be worthwhile to mention here the new procedure that has been adopted by the West Bengal Government for expeditious execution of the welfare schemes in the State. As soon as the budget for a particular year is finalised, an inter-departmental conference is held under the Chairmanship of the Minister-in-Charge of the Tribal Welfare Department of that State. In this conference representative district level officers of the various technical departments and the headquarters' representatives of the different departments concerned with the schemes for the welfare of Backward Classes are invited along with the local officers of the Tribal Welfare Department of that State. Each individual scheme is discussed in the conference and the problems encountered and the difficulties experienced are sought to be resolved. At the same time the next year's district-wise break-up is also indicated so that planning is possible even before the commencement of the year. As the new financial year commences, sanction is accorded to the schemes on the basis of the district-wise break-up arrived at in the conference and necessary allotments are placed direct at the disposal of the field level officers under intimation to the departments concerned with the schemes. These officers are also declared the drawing and disbursing officers in respect of the allotments sanctioned. Wherever required, necessary delegation of financial and other powers is also made to the officers at the field level. Also, in order to ensure regular submission of progress reports in respect of the various schemes, a new procedure has been introduced by this Government. To reduce clerical labour and to ensure a uniform form of reporting, printed forms are being supplied by the Tribal Welfare Department of that State direct to all drawing and disbursing officers, who are instructed to fill in the forms in quadruplicate, one copy of which is to be forwarded direct to the Director of Tribal Welfare, one to the District Magistrate concerned and another to his own Directorate, the fourth copy being retained in the office of the reporting officer. All concerned will thus be posted with information relating to the progress of the schemes. The reports thus collected will be consolidated in the Tribal Welfare Directorate and will be forwarded to the different Ministries of the Government of India, Planning Commission etc.

5. It has been explained in the last Report, how the welfare schemes are now being executed under two different heads viz., (i) under the State Sector and (ii) under the Centrally Sponsored Programme. Under the former head, the Government of India gives grant-in-aid to State Governments to the extent of 50% of the total expenditure on the approved schemes. Under the latter head, the Government

of India gives grants to the State Governments on the approved schemes on 100% basis. In the following paragraphs are given details of expenditure incurred by the State Governments during 1956-57 and 1957-58, under the State Sector and Centrally Sponsored Programme, separately.

Expenditure incurred during 1956-57 and 1957-58 and grants-in-aid given to the State Governments

6. During the year under report, the State Governments of Assam, Bihar, Bombay, Orissa, Rajasthan, West Bengal and the Administration of Tripura alone have furnished information regarding progress achieved in respect of welfare schemes for the Backward Classes during the years 1956-57 and 1957-58. The remaining States and Union Territories have not furnished any information in this respect in spite of several reminders. In respect of States which have not furnished information, figures of expenditure have been taken from other sources, such as, progress reports, their annual Plans etc. Some of the State Governments have not submitted even their progress reports so far. In respect of such States, figures of expenditure could not be known. The amounts of expenditure shown in the following paras in respect of these States do not, therefore, include expenditure on schemes executed by the State Governments entirely from their own funds. Some of the State Governments have shown grants-in-aid actually utilised by them and not the amounts originally sanctioned by the Government of India. The information collected from the various sources, as indicated above, shows that an expenditure of Rs. 7,94,64,382 was incurred during 1956-57 and Rs. 11,41,39,114 was proposed for during 1957-58 by the various State Governments on the welfare schemes for the Backward Classes.

7. The following abstract* will show the grant-in-aid sanctioned by the Government of India and the expenditure incurred by the State Governments/Administrations of Union Territories during 1956-57 and 1957-58 on each category of Backward Classes :—

	1956-57		1957-58	
	Grant-in-aid sanctioned		Grant-in-aid sanctioned	
	(Including Centrally Sponsored Schemes)	Expenditure incurred	(Including Centrally Sponsored Schemes)	Expenditure incurred (estimated)
Scheduled Tribes	4,86,65,067	3,99,26,543	6,61,90,260	6,07,84,695
Scheduled Castes	2,09,89,431	2,85,63,955	2,71,45,059	3,80,52,292
Ex-Criminal Tribes	33,60,636	28,41,661	32,01,055	34,09,841
Other Backward Classes	34,87,221	81,32,223	47,52,049	1,18,92,286
TOTAL	7,65,02,355	7,94,64,382	10,12,88,423	11,41,39,114

8. A detailed account of schemes of major importance such as Education, Agriculture, Co-operative Farming, Shifting Cultivation, Forest Labourers' Co-operative Societies, Grain-golas, Special Multi-purpose Tribal Blocks, Medical and Public Health, Housing, Communication, Cultural Development, etc., has been given

*For detailed state-wise allocation see Appendices XII and XIII.

separately in the various Sections of this Report. However, the overall expenditure* on major heads of schemes executed by the State Governments during the years 1956-57 and 1957-58 for the welfare of each category of Backward Classes is given below :—

A. STATE SECTOR

(a) Scheduled Tribes

Education

	During	
	1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned	56,97,542	79,94,285
Expenditure incurred	78,67,338	1,54,43,917

During 1956-57, a sum of Rs. 14,69,532 was spent on the grant of 43,767 scholarships and stipends; Rs. 93,548 on book grants, tuition fees, etc., Rs. 13,88,397 on the opening and maintenance of 529 primary and secondary schools and Balwadis, etc., Rs. 11,65,024 on the opening and maintenance of Ashram Schools and Sanskar Kendras; Rs. 11,11,767 on the opening of 54 Hostels and Rs. 1,65,127 on basic schools.

During 1957-58, expenditure incurred on scholarships is Rs. 22,05,251, on books and tuition fees etc., Rs. 2,35,355 benefiting 32,217 students; Rs. 42,22,413 on the opening and maintenance of 632 primary and secondary schools and Balwadis; Rs. 15,88,540 on the opening and maintenance of 86 hostels; Rs. 15,18,900 on the opening of Ashram Schools and Rs. 1,59,773 on basic schools.

Agriculture

	During	
	1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned	34,75,600	47,35,889
Expenditure incurred	33,25,541	61,28,097

The main items of expenditure during 1956-57 were the opening of 15 pilot centres in Assam and the rehabilitation of 2,215 families in Tripura for weaning away tribals from the practice of shifting cultivation, at an estimated cost of Rs. 13,51,000; grant of subsidies for distribution of implements, bullocks etc. at an estimated cost of Rs. 1,30,718 and the opening of 42 grain golas at an estimated expenditure of Rs. 1,30,842. In addition to these, various other schemes were also undertaken.

During the year 1957-58, a sum of Rs. 20,72,300 was spent by the Government of Assam and the Tripura Administration on the opening of 25 centres and

*For state-wise allocation of Expenditure, see Appendix XIV.

rehabilitation of 1,667 families practising shifting cultivation. 148 grain golas were opened at an estimated cost of Rs. 8,19,066. A sum of Rs. 3,27,954 was spent on the grant of subsidy for the distribution of implements, bullocks etc.

Cottage Industries

		During	
		1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned	.. .. .	9,76,063	13,83,529
Expenditure incurred	.. .. .	10,88,943	21,02,770

During the year 1956-57, 162 training centres were opened at an estimated cost of Rs. 4,43,457 and a sum of Rs. 1,75,374 was spent on giving aid to societies and individuals for the development of cottage industries. During the year 1957-58, a sum of Rs. 12,29,375 was spent on the opening of 102 training centres and on giving aid for training to a number of students and Rs. 1,77,400 on grants to individuals and societies for the development of cottage industries.

Medical and Public Health Schemes

		During	
		1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned	.. .. .	34,83,755	35,37,437
Expenditure incurred	.. .. .	40,84,292	64,25,896

During 1956-57, expenditure was incurred mainly on the opening and maintenance of 69 hospitals and dispensaries; on repairs to and digging of 1,760 drinking water wells, tanks etc., on the opening of health, maternity and child welfare centres and on the anti-malaria measures etc.

During the year 1957-58, a sum of Rs. 13,68,183 was spent on the opening and maintenance of 109 hospitals; Rs. 8,91,890 on the opening and maintenance of 77 health, maternity and child welfare centres and Rs. 15,33,600 on the repairs to and digging of 1,145 wells and tanks. A sum of Rs. 43,000 was spent by the Government of Andhra Pradesh on the opening of 10 anti-yaws centres.

Co-operatives

		During	
		1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned	.. .. .	3,91,614	8,20,128
Expenditure incurred	.. .. .	1,95,905	10,53,360

Against the grant-in-aid of Rs. 3,91,614, the expenditure incurred on the co-operatives was Rs. 1,95,905 only during 1956-57. During the year 1957-58, a sum of Rs. 7,53,000 was spent on the maintenance and establishment of 362 Multi-purpose Co-operative Societies and Rs. 1,04,700 on 21 Forest Labourers' Co-operative Societies.

Housing

		During	
		1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned	.. .. .	5,75,600	4,96,950
Expenditure incurred	.. .. .	6,66,573	10,53,934

On the housing schemes, an expenditure of Rs. 6,66,573 was incurred on the construction of 1,089 houses and on giving aid to a number of families during 1956-57.

During 1957-58, 1,672 houses were constructed and 120 families were given housing aid.

Communications

		During	
		1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned	.. .. .	1,38,74,934	1,03,85,942
Expenditure incurred	.. .. .	90,75,535	93,82,388

So far as Scheduled Tribes are concerned, provision of means of communications plays an important part in their economic development. The expenditure on communications, therefore, forms an important item. The available information shows that during 1956-57, 11 bridges were constructed, 883 roads were laid and repaired and 125 miles of village paths were constructed. During 1957-58, physical targets achieved are the construction of 492 miles of roads, 805 miles of village paths, 4 bridges and 5 causeways.

Publicity

		During	
		1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned	.. .. .	1,90,430	1,62,178
Expenditure incurred	.. .. .	90,655	2,74,478

The expenditure incurred by the State Governments/Union Territories on publicity measures adopted for the welfare of Scheduled Tribes was Rs. 90,655 during the year 1956-57, and Rs. 2,74,478 during 1957-58.

Rehabilitation

						During	
						1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned ..	..	..	..	..	..	4,83,747	5,66,232
Expenditure incurred ..	..	..	..	..	..	8,59,364	10,73,334

During the year 1956-57, one rehabilitation colony was established and 822 families and 185 persons were rehabilitated. During the year 1957-58, an expenditure of Rs. 10,73,334 was incurred on the establishment of 2 colonies and on the rehabilitation of 772 families and 100 persons.

Aid to Voluntary Agencies

						During	
						1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned ..	..	..	..	..	..	9,38,050	6,58,550
Expenditure incurred ..	..	..	..	..	..	7,69,675	9,86,200

An expenditure of Rs. 7,69,675 was incurred during 1956-57 and Rs. 9,86,200 during 1957-58 by the State Governments/Union Territories on giving grants to non-official agencies for their multi-farious activities amongst the tribals.

*(b) Scheduled Castes**Education*

						During	
						1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned ..	..	..	..	..	..	39,91,825	54,27,220
Expenditure incurred ..	..	..	..	..	..	1,28,56,740	1,69,99,362

The main item of expenditure on the welfare schemes of Scheduled Castes is the educational schemes. During 1956-57, an expenditure of Rs. 68,72,344 was incurred on book grants, tuition fees, etc., benefiting 5,48,836 students; Rs. 25,26,079 on the grant of scholarships, stipends, etc., to 5,99,562 students and Rs. 4,16,894 on the opening and maintenance of hostels and on giving boarding grants to students. 488 Primary and Secondary Schools were opened and maintained at an estimated cost of Rs. 2,54,999. During 1957-58, an expenditure of Rs. 78,05,208 was incurred on giving book grants, tuition fees and other educational concessions to 6,40,939 students. Scholarships and stipends were awarded to 56,478 students at an estimated cost of Rs. 30,61,334. The opening and maintenance of hostels and the grant of boarding fees to students accounted for an expenditure of Rs. 18,99,382. A sum of Rs. 1,59,854 was spent on the opening of 33 Sanskar Kendras and 10 Ashram Schools and on the construction of the buildings.

Agriculture

						During	
						1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned ..	..	..	..	..	..	11,07,834	8,14,250
Expenditure incurred ..	..	..	..	..	..	17,17,942	20,64,976

During 1956-57, a sum of Rs. 14,22,942 was spent on the distribution of bullocks, seeds, implements and plants, while in expenditure of Rs. 2,78,615 was incurred on the opening of 68 grain-golas. During 1957-58, a sum of Rs. 9,63,250 was spent on giving grants of subsidy for bullocks, seeds, etc., to 2,334 families and on the distribution of 5,700 implements and 78,000 plants. A sum of Rs. 4,97,726 was spent on the opening of 126 grain-golas, while an expenditure of Rs. 1,00,000 was incurred on the opening of 13 co-operative societies.

Housing

						During	
						1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned ..	..	..	..	..	..	30,74,564	47,66,108
Expenditure incurred ..	..	..	..	..	..	52,52,580	92,35,084

The provision of housing facilities to Scheduled Castes is also one of the important items included in the welfare schemes. During 1956-57, an expenditure of Rs. 52,52,580 was incurred on the construction of and repairs to 10,452 houses, grant of financial assistance to 146 families and 415 persons. During 1957-58, a sum of Rs. 92,35,084 was spent on the construction of and repairs to 9,200 houses, grant of financial aid to 620 families and 333 persons and on the provision of house-sites.

Cottage Industries

						During	
						1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned ..	..	..	..	..	..	5,67,267	6,37,298
Expenditure incurred ..	..	..	..	..	..	6,13,409	12,63,130

During the year 1956-57, an expenditure of Rs. 6,13,409 was incurred on the improvement and development of cottage industries. Under this scheme, a sum of Rs. 2,98,818 was spent on giving aid to individuals and co-operatives for the development of cottage industries, while an expenditure of Rs. 1,51,996 was incurred on the opening of Training Centres and on the grant of other training facilities. During 1957-58, a sum of Rs. 5,54,450 was spent on the grant of financial aid to 1,460 persons and 76 societies for the improvement and development of cottage industries, while an expenditure of Rs. 4,43,880 was incurred on the opening of 39 centres and on the training of a number of students.

Medical and Public Health

		During	
		1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned		16,02,363	13,88,354
Expenditure incurred		22,50,987	26,62,085

The main item of expenditure under this head is the digging of and repairs to 1,849 drinking water wells during 1956-57 and the provision of drinking water facilities by the construction of and repairs to 2,278 wells during 1957-58.

Co-operation

		During	
		1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned		50,395	51,979
Expenditure incurred		46,533	1,09,958

During 1956-57, 36 Multi-purpose Co-operative Societies were opened and maintained while during 1957-58, 38 Multi-purpose Co-operative Societies were opened for the benefit of Scheduled Castes.

Publicity

		During	
		1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned		4,30,900	3,75,920
Expenditure incurred		5,27,489	8,28,638

Mobilising of public opinion against the practice of untouchability is an important scheme for the welfare of Scheduled Castes. Sufficient importance is, therefore, given to publicity measures for the removal of untouchability. During 1956-57, an expenditure of Rs. 5,27,489 was incurred on the printing of posters, holding of conferences and melas, on the publicity vans and exhibitions and on the appointment of social workers, etc. During 1957-58, an expenditure of Rs. 8,28,638 was incurred for the purpose.

Non-official Organisations

		During	
		1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned		7,07,921	5,61,754
Expenditure incurred		9,85,578	12,23,326

State Governments give grants to non-official organisations also for doing publicity and propaganda for the removal of untouchability. An expenditure of Rs. 9,85,578 was incurred on giving grants to non-official organisations during the year 1956-57 and Rs. 12,23,326 during the year 1957-58.

*(c) Ex-Criminal Tribes**Education*

		During	
		1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned		5,18,484	5,38,536
Expenditure incurred		6,86,952	11,01,776

During the year 1956-57, a sum of Rs. 6,86,952 was spent on the grant of stipends and scholarships to 13,493 students, on the opening and maintenance of 22 schools, 21 hostels and 10 Ashram Schools and Kendras, besides giving grants to individual needy students. During the year 1957-58, expenditure incurred by the State Governments/Union Territories comes to Rs. 11,01,776. Of this expenditure, a sum of Rs. 2,65,128 was spent on the grant of scholarships and stipends to 13,027 students; Rs. 1,28,400 on giving book grants, tuition fees etc. to 3,170 students; Rs. 61,705 on the opening of 10 basic schools; Rs. 1,32,320 on the opening of 5 Ashram Schools and on the construction of one building for the Sanskar Kendra and Rs. 3,43,375 on the opening and maintenance of 26 hostels besides giving boarding grants to 2,175 students.

Agriculture

		During	
		1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned		2,72,293	2,39,057
Expenditure incurred		5,20,253	5,61,724

A sum of Rs. 5,20,253 was spent on the distribution of bulls, implements, etc. amongst 2,118 families. During 1957-58, expenditure incurred is Rs. 5,61,724. Physical targets achieved during the year are the grant of subsidy to 560 families, distribution of bulls to 1,337 families, distribution of seeds and implements to 380 families, distribution of 25 pairs of bulls and tractorisation of 200 acres of land.

Cottage Industries

		During	
		1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned		1,70,863	1,68,775
Expenditure incurred		2,59,106	3,53,288

An expenditure of Rs. 2,59,106 was incurred during 1956-57, and Rs. 3,53,288 during 1957-58. During the previous year, 4 training centres were opened and 267 families were given aid for development of their cottage industries. During 1957-58, expenditure was incurred on the opening of 2 centres besides the maintenance of 3 old centres and on giving training to 94 persons. Aid was also given to one society and 274 families.

Housing

	During	
	1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned	3,19,509	3,15,102
Expenditure incurred	3,56,850	5,56,136

Housing is one of the main problems for the Ex-Criminal Tribes and this is, therefore, one of the main items of expenditure in the welfare schemes for Ex-Criminal Tribes. During 1956-57, expenditure was incurred on the construction of and repairs to 504 houses and on giving financial aid to 123 families, 50 individuals and one society etc.

During 1957-58, establishment of one colony and the construction of 1,560 houses was undertaken besides giving aid to 35 families.

Rehabilitation

	During	
	1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned	2,15,149	85,600
Expenditure incurred	2,77,565	1,71,650

Rehabilitation is another important item in the welfare schemes for Ex-Criminal Tribes. During 1956-57, expenditure was incurred on the establishment of one colony and settlement of 284 families. During the year 1957-58, rehabilitation of 213 families was undertaken.

Medical and Public Health

	During	
	1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned	77,014	69,980
Expenditure incurred	54,115	1,31,060

An expenditure of Rs. 54,115 was incurred during 1956-57 and Rs. 1,31,060 during 1957-58 on the provision of drinking water wells and other public health and medical schemes.

Non-official Organisations

	During	
	1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned	56,200	45,125
Expenditure incurred	54,156	74,350

An expenditure of Rs. 54,156 was incurred during 1956-57 and Rs. 74,350 during 1957-58 by the State Governments/Union Territories on giving grants to non-official organisations for doing welfare work among the Ex-Criminal Tribes.

(d) Other Backward Classes

Education

	During	
	1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned	21,02,296	31,52,181
Expenditure incurred	66,91,179	92,22,896

During 1956-57, a sum of Rs. 29,20,805 was incurred on the grant of scholarships to 30,697 students and on the provision of mid-day meals to 1,088 students. An expenditure of Rs. 2,69,225 was incurred on the opening and maintenance of hostels and on giving hostel grants to students. A sum of Rs. 2,28,945 was spent on the opening and maintenance of Primary and Secondary Schools and an expenditure of Rs. 1,20,848 was incurred on giving book grants, tuition fees, etc., to 3,090 students. During 1957-58, an expenditure of Rs. 43,38,813 has been incurred on the grant of scholarships and stipends to 54,791 students. An expenditure of Rs. 4,39,805 was incurred on the opening and maintenance of Primary and Secondary Schools; Rs. 1,74,900 on book grants and tuition fees; Rs. 1,34,875 on the opening of one Ashram School, 12 Shikshan Kendras and 82 Sanskar Kendras. An expenditure of Rs. 7,25,805 has been incurred on the opening and maintenance of hostels and giving financial assistance to students.

Agriculture

	During	
	1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned	5,62,467	3,93,700
Expenditure incurred	4,59,590	7,34,155

During 1956-57 and 1957-58, expenditure was incurred on agricultural schemes, such as, distribution of seeds, agricultural implements, carts, bullocks, ploughs and the opening and maintenance of 10 grain-golas.

Housing

	During	
	1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned	2,10,867	1,26,500
Expenditure incurred	1,92,600	1,53,000

The State Government could utilise a sum of Rs. 1,92,600 only on the construction of 801 houses. During 1957-58, an expenditure of Rs. 153,000 was incurred on the construction of houses against a grant-in-aid of Rs. 1,26,500.

Cottage Industries

	During	
	1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned	1,22,858	3,77,488
Expenditure incurred	2,70,383	6,65,210

A sum of Rs. 2,70,383 was spent on opening Training Centres and giving aid to 333 persons and 40 families during 1956-57. During 1957-58, an expenditure of Rs. 6,65,210 was incurred on the opening and maintenance of Training Centres and on giving financial assistance to 547 persons, 88 families and 9 societies.

Medical and Public Health

	During	
	1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned	1,30,449	46,950
Expenditure incurred	1,33,644	1,61,538

An expenditure of Rs. 1,33,644 was incurred during 1956-57 and Rs. 1,61,538 during 1957-58 on the construction of wells and improvement of drinking water supply, distribution of free medicines, etc.

Rehabilitation

	During	
	1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned	66,900	60,940
Expenditure incurred	92,500	1,23,200

According to the available information, these schemes have been undertaken in the States of Bombay and Rajasthan only. An expenditure of Rs. 92,500 was incurred during 1956-57 on the rehabilitation of 43 persons and 168 families. During the year 1957-58, a sum of Rs. 1,23,200 was spent on the rehabilitation of 30 persons and 100 families. Two Panchayat Ghars and two schools were also opened and two drinking water wells dug.

Aid to voluntary agencies

	During	
	1956-57 Rs.	1957-58 Rs.
Grant-in-aid sanctioned	75,300	92,275
Expenditure incurred	47,367	1,74,850

As against an expenditure of Rs. 47,367 incurred during 1956-57, the expenditure incurred during 1957-58 amounts to Rs. 1,74,850. This expenditure was incurred on giving grants to non-official organisations for doing welfare work among the Backward Classes.

Grants-in-aid to Non-official Organisations

9. In addition to the grant of assistance to State Governments, the Government of India pays direct grants-in-aid to the non-official organisations of All-India standing for doing welfare work amongst the Backward Classes. The grant-in-aid sanctioned and the expenditure incurred by these non-official organisations during the years 1956-57 and 1957-58 is given below :—

Serial No.	Name of the Organisation	1956-57		1957-58	
		Grant-in-aid sanctioned	Expenditure incurred	Grant-in-aid sanctioned	Expenditure incurred
<i>For removal of untouchability and welfare of Scheduled Castes</i>					
1.	All India Harijan Sevak Sangh, New Delhi.	3,59,400	3,36,218	3,24,000	3,13,883
2.	Bharatiya Depressed Classes League, New Delhi.	2,66,094	2,78,531	2,25,450	2,21,076
3.	Ishwar Saran Ashram, Allahabad	90,030	87,232	76,977	73,650
4.	Bharat Dalit Sevak Sangh, Poona.	48,000	44,585 (Grant sanctioned through the Government of Bombay).	47,700 (Sanctioned direct by Central Government).	..
5.	Central Social Welfare Board, New Delhi.	23,400	N.A.	2,000	N.A.
<i>For Other Backward Classes</i>					
1.	Bharatiya Adimjati Sevak Sangh, New Delhi.	1,00,000	89,176	1,50,000	86,288
2.	Servants of India Society, Allahabad.	35,425	45,020	31,850	48,553
3.	Indian Red Cross Society, Delhi	25,000	20,701	25,000	N.A.
4.	All India Backward Classes Federation, New Delhi.	12,500	16,119	21,400	24,379
TOTAL ..		9,59,849	9,17,582	9,04,977	7,67,829

The grants given to the non-official organisations for the removal of untouchability are mainly intended for propaganda and publicity like printing of posters and leaflets, publication of magazines, for publicity vans, holding of fairs and melas, etc. The grants for Other Backward Classes are being utilised by the non-official organisations for various activities such as training of workers, grant of scholarships

improvement of cottage industries, opening of schools and dispensaries, etc. In addition to the above grants, the following grants-in-aid were sanctioned by the Government of India to other non-official institutions through the State Governments concerned :—

Name of the Organisation	Object	1956-57		1957-58	
		Grant sanctioned	Expenditure incurred	Grant sanctioned	Expenditure incurred
1. Tata Institute of Social Sciences.	Training of Tribal Welfare officers.	..	..	62,000	N.A.
2. Indian Council of Child Welfare, Chhindwara, Madhya Pradesh.	Setting up of Child Welfare Centres and Day Nurseries.	50,000	13,940	50,000	N.A.
3. Bharatiya Lok Kala Mandal, Udaipur.	Cultural Survey in Scheduled areas of Madhya Pradesh.	6,500	N.A.	6,500	N.A.
4. Khadi and Village Industries Board, Uttar Pradesh.	Construction of houses for Scheduled Castes.	..	..	2,21,000	N.A.
5. Servants of India Society, Andhra Pradesh Branch.	Starting of Ashram Schools in Scheduled Areas.	28,650	24,282	28,650	N.A.
6. Bharatiya Adimjati Sevak Sangh, Andhra Pradesh.	Welfare work among Tribals.	A grant-in-aid of Rs. 1,00,000 was sanctioned for two years combined. N.A.			

It will be noted that some of the non-official organisations are not able to utilise the grants-in-aid sanctioned by the Government of India in full. This appears to be due to lack of proper planning by the non-official organisations and late submission of schemes to the Government. It is hoped that as in the case of State Governments, some procedure will be evolved by the Government of India for scrutinising and approving schemes submitted by the non-official organisations well in advance of the commencement of the financial year and for facilitating the payments of grant-in-aid, so as to leave sufficient margin in the year to the non-official organisations to implement the approved schemes in full. Of course, this is possible only when the non-official organisations also submit their schemes well in advance, in a properly planned manner.

10. In this connection, it may be mentioned that in addition to the grants paid direct by the Government of India to the non-official organisations of all-India importance, and to some other institutions through the State Governments, the latter are also paying grants to the non-official organisations working in the various States. The details of grants paid to these organisations and expenditure incurred by them has been shown above under each category of Backward Classes.

B. CENTRALLY SPONSORED PROGRAMME

11. The total amount of grant-in-aid sanctioned by the Government of India to various State Governments and Union Territories for the welfare of Backward Classes under the Centrally Sponsored Programme during 1957-58 was Rs. 471.42

lakhs as against an expenditure of Rs. 127.47 lakhs incurred during 1956-57. The following table shows category-wise break-up of this expenditure :—

Serial No.	Category	Expenditure sanctioned during 1956-57	Expenditure incurred during 1956-57.	Expenditure sanctioned during 1957-58
1.	Scheduled Tribes	1,92,05,705	82,88,041	3,26,65,805
2.	Scheduled Castes	91,69,236	38,84,604	1,24,73,400
3.	Ex-Criminal Tribes	16,21,386	5,74,524	16,99,119
4.	Other Backward Classes	..	..	3,04,000
	TOTAL	2,99,96,327	1,27,47,169	4,71,42,324

12. A detailed account of expenditure* incurred by the State Governments during 1956-57 and 1957-58 on the various schemes under each category of Backward Classes is, however, given below :—

(a) *Scheduled Tribes*

The progress of development schemes undertaken during 1956-57 for the welfare of Scheduled Tribes under this programme was not much satisfactory. As against a sanction of Rs. 192.06 lakhs, an amount of Rs. 82,88,041 only was spent during this period. The expenditure approved for the year 1957-58 is Rs. 326.66 lakhs, of which an amount of Rs. 115.42 lakhs was expected to be utilised by the end of March, 1958. The following is a brief review of some of the major schemes implemented under this programme :—

Education

There has been a progressive increase in the expenditure on the educational schemes for Scheduled Tribes. During the period under report, the total expenditure on this scheme went up from Rs. 8,87,419 in 1956-57 to about Rs. 12,56,938 by the end of 1957-58. A major portion of the grant has been utilised on the opening of Ashram Schools and Technical Training Institutes in various States.

Agriculture

An expenditure of Rs. 3,78,070, has been incurred on agricultural schemes benefiting about 993 families during 1956-57. In 1957-58, it is proposed to extend the benefits of this scheme to 2,024 more tribal families by way of giving financial assistance for the purchase of seeds, implements, bulls, etc.

Cottage Industries

The total expenditure contemplated under this head during 1957-58 is Rs. 7,09,000 as against an amount of Rs. 2,39,202 spent in 1956-57. The achievements in this sphere are the opening and maintenance of 77 Cottage Industry training centres and grant of financial assistance to the trainees for settling in various trades.

Medical and Public Health

Construction of 409 drinking water wells, 7 dispensaries and a number of Leprosy Centres, Health Centres and Child and Maternity Centres at a cost of about Rs. 9,55,864, are the major achievements under this head during the period under review.

*For details of State-wise expenditure see Appendix XIV.

Co-operation

In 1957-58, a sum of Rs. 8,11,820 was proposed to be spent on the opening and maintenance of 11 Forest Co-operative Societies, 84 grain-golas and a number of other types of societies.

Housing

A major portion of expenditure on the welfare schemes for Scheduled Tribes has been incurred on housing. The main achievement during 1956-57 was the construction of about 1,782 houses at an approximate cost of Rs. 9.61 lakhs. In addition to 6 housing colonies, 2,275 more houses were to be constructed by the end of 1957-58.

Special Multi-purpose Tribal Blocks

Special Multi-purpose Tribal Blocks are the main highlights of the Centrally Sponsored Programme. The detailed working of this scheme has been discussed in the Section relating to "Economic Development".

Communication

Communication is the most important scheme next to Special Multi-purpose Tribal Blocks which is being financed under the Centrally Sponsored Programme. A sum of Rs. 8,72,969 has already been utilised on the construction of roads, bridges, ghats, vapats and stop-dams etc., during 1956-57. The expenditure provided for 1957-58 is Rs. 14,32,790.

(b) Scheduled Castes

During 1956-57, an amount of Rs. 38,84,604 was spent on the economic development schemes for Scheduled Castes, under this programme. The expenditure sanctioned for the year 1957-58 is Rs. 124.73 lakhs which shows a marked improvement upon the expenditure incurred last year. The following is the brief details of the targets achieved in respect of welfare schemes for this category of Backward Classes :—

Agriculture

An expenditure of Rs. 1,85,325 is estimated to have been incurred on the agricultural schemes during 1957-58, which will provide financial assistance to about 447 Scheduled Caste families for the purchase of agricultural implements, seeds, manure, bullocks etc.

Housing

Housing is the most important scheme which is being financed by the Government of India for the welfare of Scheduled Castes under the Centrally Sponsored Programme. During the 1957-58, an amount of Rs. 34,63,750 has been sanctioned for the purpose but the estimated expenditure during the year is Rs. 12.81 lakhs only.

Medical and Public Health

A sum of Rs. 6,12,958 has been spent during 1956-57 on the construction of about 472 drinking water wells in addition to the grant of other medical and public health facilities. The amount of grant-in-aid sanctioned during 1957-58 is Rs. 15,10,000 which is expected to show a marked improvement in this field.

Cottage Industries

The other important item of expenditure is the development of cottage industries on which the estimated expenditure during 1957-58 is Rs. 5.19 lakhs. Under this scheme, it is proposed to open training-cum-production centres and provide financial assistance to Scheduled Caste trainees for settling in various trades after the training period is over.

(c) Ex-Criminal Tribes

During the year 1956-57, an expenditure of Rs. 16,21,386 was sanctioned by the Government of India for the rehabilitation of Ex-Criminal Tribe families under the Centrally Sponsored Programme, out of which a sum of Rs. 5,74,524 only was spent in that year. The provision made for 1957-58 is Rs. 16,99,119. The major schemes are as follows :—

Rehabilitation

Under this programme, main emphasis has been laid on the settlement of Ex-Criminal Tribes on Agriculture Colonies. A sum of Rs. 1,42,375 was spent during 1956-57 on the settlement of about 215 families. During 1957-58, it is estimated that an expenditure of about Rs. 3,09,400 has been incurred on this programme.

Agriculture

The next important scheme is Agriculture on which an amount of Rs. 2.18 lakhs has already been incurred during 1956-57, thereby providing agricultural facilities to about 416 families. A provision of Rs. 5,72,609 has been made for the year 1957-58.

Housing

Under this head, an expenditure of Rs. 1,84,572 was incurred during 1956-57 on the construction of about 577 houses. A sum of Rs. 3,61,500 has been provided for 1957-58.

(d) Other Backward Classes

During 1957-58, an amount of Rs. 3,04,000 has been sanctioned for the welfare of Other Backward Classes of Orissa and Delhi only. An expenditure of about Rs. 2,31,800 was expected to be utilised by the Government of Orissa on various schemes by the end of the year. The information in respect of Delhi Administration has not yet been furnished.

Grant-in-aid to Municipalities, Local Bodies etc.

13. As has been stated in details in Section relating to "Social Disabilities and efforts made to remove them by official and non-official agencies", the Government of India have initiated a scheme to give grants-in-aid to Municipalities, Local Bodies etc., through the State Governments for the purchase of hand carts and wheel barrows for sweepers employed on scavenging work in order to put a stop to the inhuman practice of carrying night soil on heads. During 1957-58, a grant-in-aid of Rs. 9,84,000 was sanctioned* on this account.

14. It may be stated that a great difficulty is being experienced in collecting the necessary information from the State Governments/Union Territories Administrations about the expenditure incurred on the welfare schemes for the Backward Classes. In the absence of reliable data, it is not possible to present an all-India picture of the progress that is being achieved from year to year in ameliorating the

*For State-wise allocation see Appendix VII.

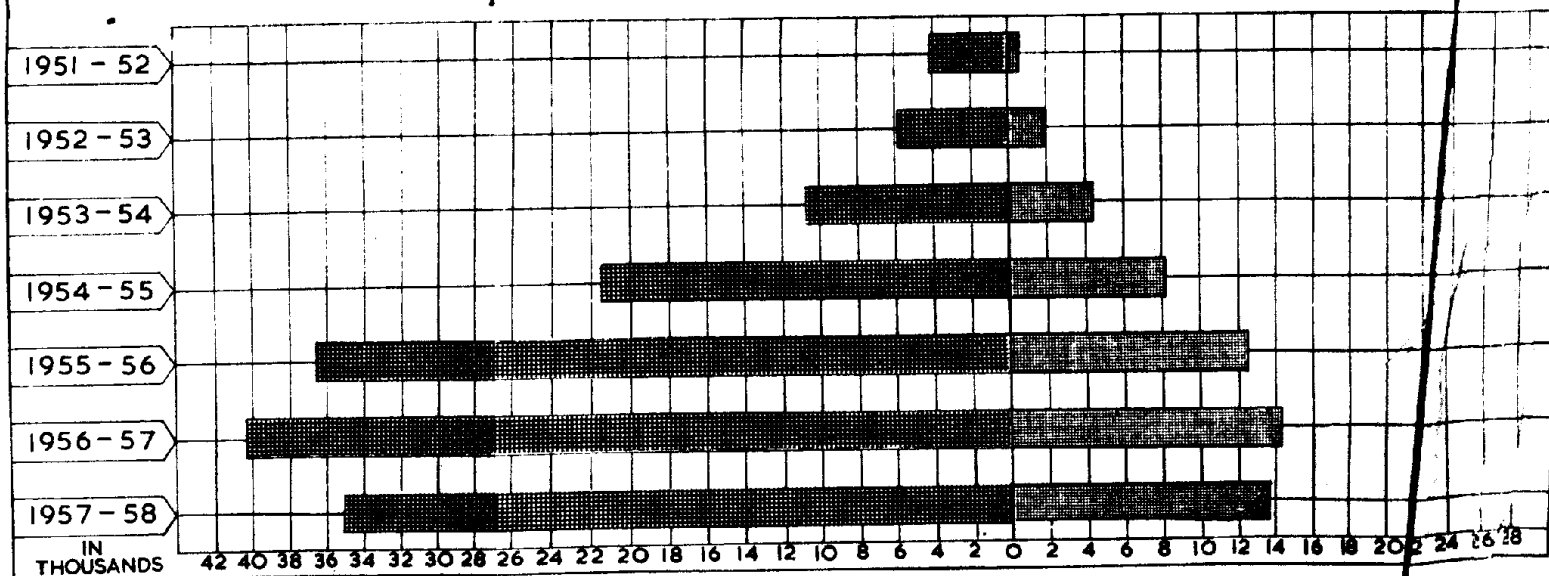
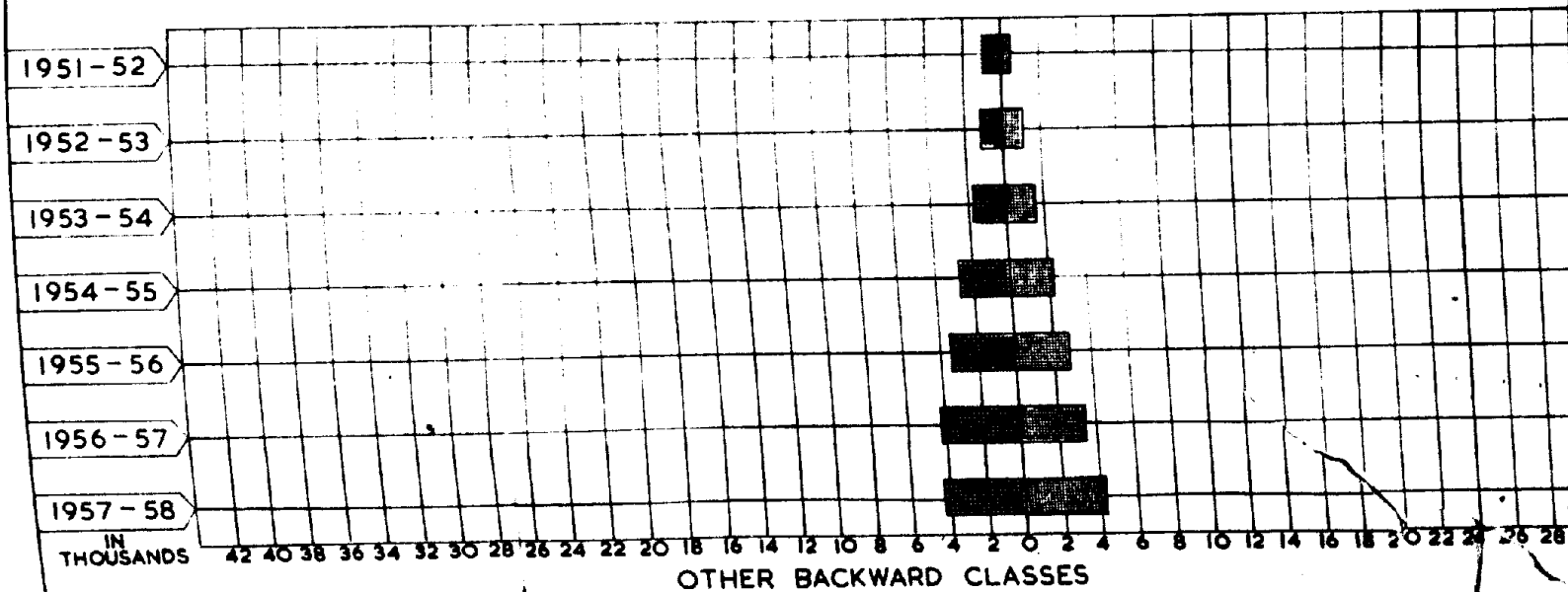
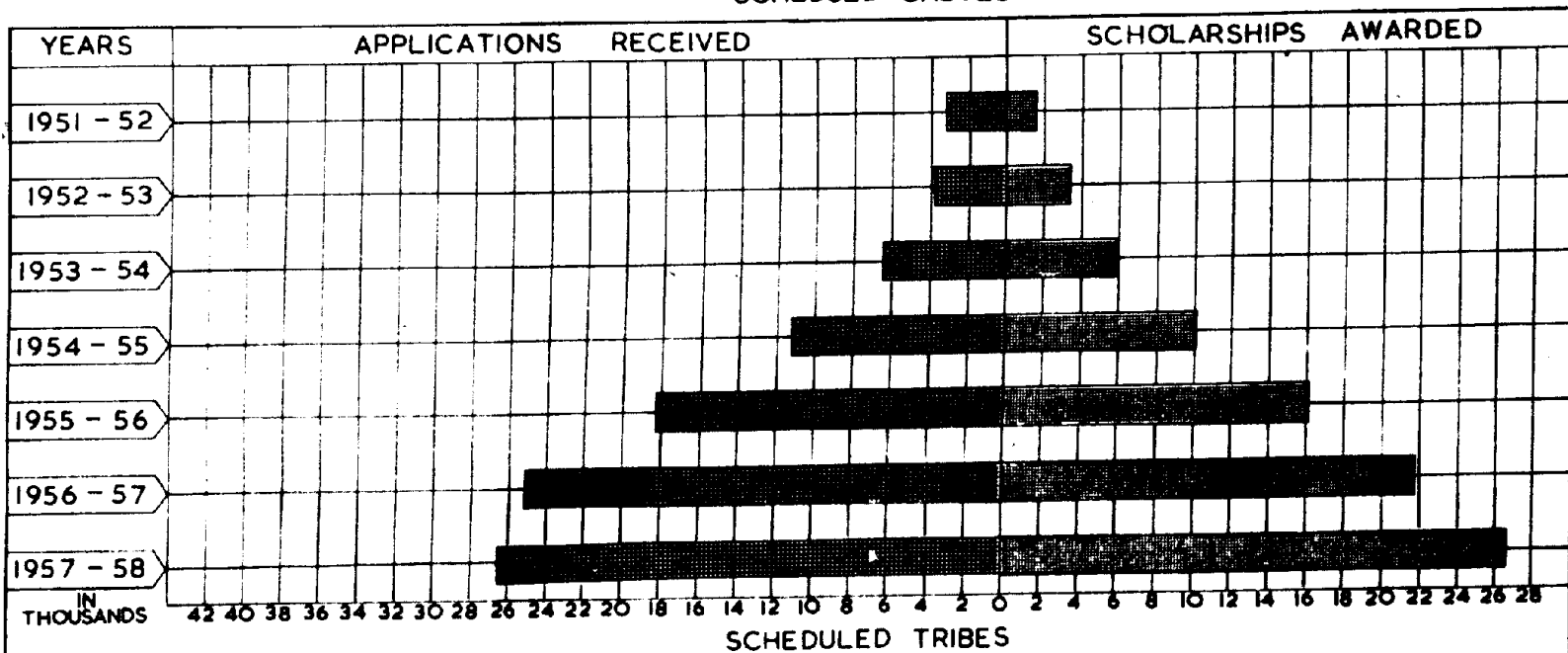
conditions of the Backward Classes. Every year, it is hoped that the State Governments would be able to furnish the required information from the next year, but these expectations are not being fulfilled. One of the main reasons why the State Governments are not able to furnish the required data, appears to be that the Departments concerned with the working of the welfare schemes in the various State Governments, as well as the Backward Classes Welfare Department which co-ordinate the work of the other Departments concerned in the States, do not maintain proper statistics relating to the physical and financial targets proposed and achieved. They appear to start collecting this information only after they receive circular letters from this Office asking for it. The maintenance of proper records of all relevant data relating to the welfare of Scheduled Castes, Scheduled Tribes, etc., would appear to be necessary as it would enable the State Governments to indicate the work that is being done for the welfare of these communities, which is a Constitutional obligation on the Government.

GOVERNMENT OF INDIA

APPLICATIONS RECEIVED & SCHOLARSHIPS AWARDED

FROM 1951-52 TO 1957-58

SCHEDULED CASTES



during the First Five Year Plan period was Rs. 13.87 crores. This forms 32.6% of the total provision of Rs. 42.54 crores (including Rs. 3.54 crores spent by the Ministry of Education on the grant of scholarships for post-Matric studies) made in the First Five Year Plan for the welfare of Backward communities. The Second Five Year Plan has a provision of Rs. 32.37 crores for the educational advancement of these classes, as against the total provision of Rs. 100.88 crores (including 9.88 crores proposed to be spent by the Ministry of Education for the award of post-Matric scholarships to Backward Class students), forming 32.1% of the latter. In addition, the State Governments are spending huge sums of money out of their own funds, outside the Plan, on schemes for the promotion of education among Backward Classes. For example, the Government of Bombay made a provision of over Rs. 57 lakhs during 1956-57 for financing educational schemes for the uplift of Scheduled Tribes and the Scheduled Areas in the old Bombay State, out of their own funds outside the schemes included in the Second Five Year Plan. It has, however, been observed that in one of the States, recurring developmental expenditure of the First Plan period on education is being shown as part of the developmental outlay under the Second Plan for the purpose of Central assistance. This means that the net amount spent in the Second Plan period as developmental outlay on education in that State is considerably reduced. This is objectionable not only because it works against the interest of the Backward Classes but also because this procedure is not in conformity with the principles laid down for the inclusion of schemes in the Second Five Year Plan which precludes schemes including expenditure of 'committed' nature.

Inland Scholarships—Government of India

4. The Government of India instituted the scheme for the grant of scholarships to Scheduled Castes in 1944-45. The benefit was extended to Scheduled Tribes in 1948-49 and to Other Backward Classes in 1949-50. The progressive increase in the expenditure incurred under the Scheme is clear from the fact that whereas a sum of about Rs. 30.52 lakhs was spent under the Scheme in 1952-53, in 1957-58 a sum of about Rs. 202.20 lakhs was spent on this Scheme. A sum of Rs. 200 lakhs has also been provided for expenditure on these scholarships during 1958-59. The expenditure on the Scheme has been stabilised at Rs. 200 lakhs per year for the remaining years of the Second Five Year Plan. So unlike previous years, no additional amounts will be forthcoming to meet the increased demand on these scholarships. In view of this, during 1958-59, the Scheduled Caste students will be treated at par with the Other Backward Class students. The scholars who were in receipt of scholarships during 1957-58 and would be pursuing a course of study at the same stage of education during 1958-59, will be awarded 'Renewal' Scholarships. Scholarships to fresh applicants and those who were in receipt of scholarships during 1957-58 and had completed one stage of education will be awarded on the basis of merit against the quota of scholarships allotted to each State on the basis of population of these classes in each State. All eligible Scheduled Tribe students will, however, continue to be awarded scholarships during 1958-59 on their having passed the last annual examination without any reference to the division obtained by them in the University examination.

5. During the year 1957-58 as many as 65,821* applications were received (Scheduled Castes : 26,447, Scheduled Tribes : 4,300 and Other Backward Classes: 35,074) and 44,415 scholarships were awarded (Scheduled Castes : 26,447, Scheduled Tribes : 4,300 and Other Backward Classes : 13,668).

*Statement No. 1 at Appendix XVI.

6. The table given below will indicate the percentage of scholarships awarded to Scheduled Castes, Scheduled Tribes and Other Backward Classes for different courses of study during the year 1955-56, 1956-57 and 1957-58.*

Course of study	Percentage of scholarships awarded during		
	1955-56	1956-57	1957-58
(1)	(2)	(3)	(4)
Professional	18.8	18.3	18.9
Post-graduate stage	2.6	2.6	2.4
Graduate stage	16.8	18.1	17.6
Under graduate stage	61.6	60.8	61.0
Trade courses	0.2	0.2	0.1

It will be seen that there has been no appreciable change in the percentage of scholarships awarded for various courses of study.

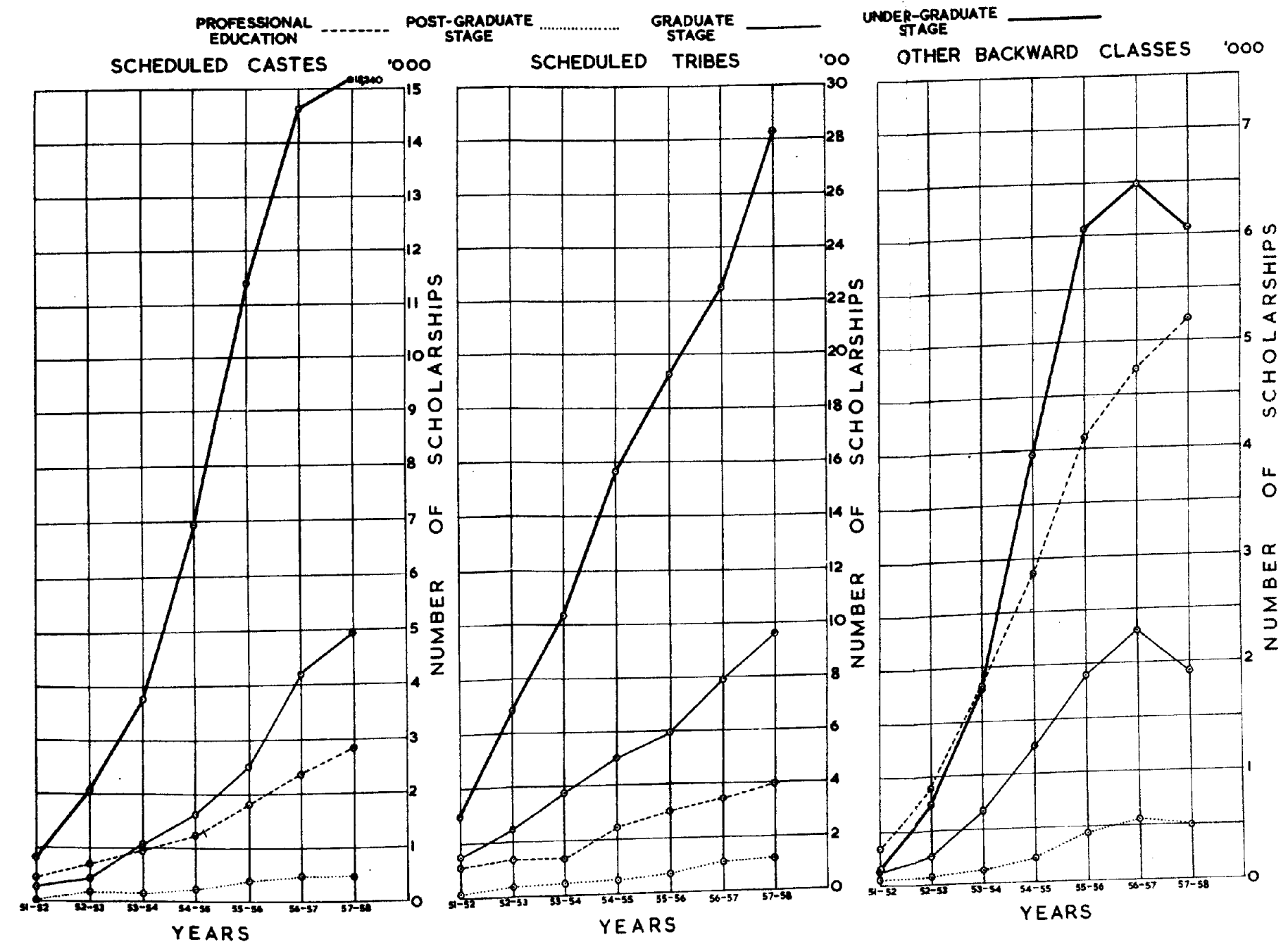
7. The Government of India scholarships are not awarded for costly, non-academic courses like the Aircraft Maintenance Engineers' course and the courses at the National Fire Service College, Nagpur. It is suggested that despite the shortage of funds at the disposal of the Ministry of Education and the non-academic nature of these courses, such technical courses should be included in the list of courses maintained for the award of Government of India scholarships and the Ministry of Home Affairs may consider the desirability of allocating funds for the purpose from the unallotted reserve. Otherwise it will be difficult for students belonging to Backward Classes to undergo such expensive training.

8. In spite of the wide publicity being given to the Government of India scheme for the award of post-Matriculation scholarships to Scheduled Castes, Scheduled Tribes and Other Backward Classes adequate numbers of Scheduled Tribe candidates have not been forthcoming. In order to ensure that all eligible Scheduled Tribe students passing the Matriculation examination and willing to pursue further education apply for scholarships in future and avail themselves of the benefits of the scheme, the Ministry of Education had requested all States and Union Territories that application forms be supplied, through the Headmasters of High Schools, to all Scheduled Tribe students appearing in the High School examination during 1957. This year the Ministry of Education have also requested the States and Union Territories to take similar steps. It is hoped that such persistent efforts will bear fruit and all eligible Scheduled Tribe students will apply for the award of Government of India scholarships.

9. It has been observed in the past that the grant of scholarships all over the country from one centralised source in Delhi causes considerable delay in the disbursement of scholarship amounts. In some cases the payment of scholarship amounts has been found to be delayed till the end of the academic session. This partly defeats the very purpose for which these scholarships are awarded, namely, that students belonging to Backward communities, who are not in a position to bear

*Statement No. 2 at Appendix XVI.

GOVERNMENT OF INDIA SCHOLARSHIPS AWARDED TO STUDENTS PURSUING DIFFERENT COURSES OF STUDIES FROM 1951-52 TO 1957-58



the heavy expenditure involved in higher education, may be encouraged to join the institutions of higher learning in large numbers. Considering the fact that students belonging to Backward Classes are unable to meet their day to day expenditure and that delay is inevitable in the grant of scholarships a scheme of making payments of *ad-hoc* amounts, for the first four months of the session to all eligible Scheduled Caste, Scheduled Tribe and Other Backward Class students under rules was instituted in the year 1956-57. Accordingly, a sum of Rs. 23.00 lakhs was distributed to about 1,400 institutions. This concession was extended to the eligible Other Backward Class students during 1957-58 who were scholarship holders in 1956-57 and were pursuing the same stage of education after their promotion to the next higher class *e.g.*, from I.A. (Junior) to I.A. (Senior), etc., and for this purpose a sum of Rs. 41.50 lakhs was placed at the disposal of Heads of 1,845 institutions concerned in July, 1957. During 1957-58 complaints were received that this amount is also not sometimes distributed to the students expeditiously. The Assistant Commissioners for Scheduled Castes and Scheduled Tribes in the various States were, therefore, asked to contact the colleges and in a large number of cases the distribution of *ad-hoc* amounts was expedited. It has also been decided that this concession will continue during 1958-59.

10. In the State Ministers Conference on Backward Classes held in February, 1958, at New Delhi, it was suggested that the feasibility of disbursement of Government of India scholarship amounts through the State Governments should be considered in order to avoid delay and duplication in the grant of scholarships to the Scheduled Caste, Scheduled Tribe and Other Backward Class students for post-matric studies. The Ministry of Home Affairs have taken up the matter with the Ministry of Education with a view to examine the practicability of the suggestion.

Inland Scholarships and Fee Concessions—State Governments

11. Full details regarding the grant of exemption from the payment of tuition fees in various States to the Scheduled Caste, Scheduled Tribe and Other Backward Class students has been mentioned in the 1956-57 Report. During the year under report, the Delhi Administration finally refused to extend exemption from the payment of tuition fees to Scheduled Caste, Scheduled Tribe and Other Backward Class students of the Punjab University (Camp) College, New Delhi, on the ground that the institution is affiliated to the Punjab University. The Government of Punjab have made education free upto Middle standard in all Government schools in the backward districts of Kangra and Mohindergarh, and upto Matriculation in the flood affected areas lying between Dhussi and Ravi, and the Daulat Chak area. It has been decided to introduce free education upto the Middle standard in Government Schools of Loharu sub-tehsil of Hissar district from 1st April, 1958. It is desirable that all State Governments and Union Territory Administrations should provide similar educational facilities in their backward regions to all sections of the people.

12. Many State Governments have undertaken schemes for the payment of examination fees to Scheduled Caste and Scheduled Tribe students appearing at University examinations. The Government of Kerala have also decided to grant lump sum financial assistance amounting to Rs. 552 per head to Scheduled Caste, Scheduled Tribe and Other Backward Class students appearing for the High Court 'Sanad' examination. Every year, four persons from amongst Scheduled Caste, Scheduled Tribe and Kudumbi (Backward Class) Law Graduates undergoing apprenticeship under senior advocates are to be granted a monthly stipend of Rs. 50 each, tenable for a period of one year. Candidates belonging to these communities undergoing training as House Surgeons are also to be granted a monthly stipend of Rs. 50.

13. In order to ensure that the stipends granted by the State Governments reach the students promptly, it is desirable that funds are placed at the disposal of the heads of educational institutions in the beginning of academic session for immediate payment of *ad-hoc* amounts to students, pending the formal award of a scholarship.

14. In Delhi, the educational institutions charge fees for Scheduled Caste, Scheduled Tribe and Other Backward Class students in the first instance and the amount is later refunded to the students concerned when an equivalent amount is received from the Administration. This procedure has been found to be dilatory and it is hoped that the Delhi Administration will amend the procedure so that the difficulty of Scheduled Caste, Scheduled Tribe and Other Backward Class students may be removed.

Hostels

15. In many States, hostels are run by official and non-official agencies for the benefit of Scheduled Caste and Scheduled Tribe students. These hostels are not supposed to perpetuate segregation and in some States non-Harijan and non-Adivasi students are also admitted to these hostels. In Rajasthan, the Social Welfare Department is running, departmentally, a number of hostels, and it is observed that in some of the hostels started specially for the benefit of Mena or Bhil boys, all students are either Menas or Bhils. Likewise, in hostels started for the benefit of Scheduled Castes, generally Bairwas, Chamars or Regars are found and there are no Balmiki students. The absence of Balmiki boys is due to the fact that the hostels cannot admit students living within a radius of 5 miles and the Balmiki students, who are generally localised in the towns, become ineligible for admission. It is felt that this rule may be relaxed in the case of children belonging to Balmiki community. Also, there is restriction on admitting students reading below VI class in these hostels. This rule may also be waived in the case of Balmiki students to encourage them to get education in healthy atmosphere. In most of the hostels run by Adimjati Seva Mandal, Ranchi, a very large number of students get kerosene and vegetable allowance at the rate of Rs. 1/8/- per month. It is desirable that all Scheduled Tribe students in these hostels may be sanctioned a monthly stipend of Rs. 10 each. This will go a long way in relieving the hardship caused to tribal students due to the inadequacy of their financial resources as well as ensuring uniformity of hostel life.

16. During 1956-57, the Government of Bombay had introduced a scheme for the grant of messing allowances to poor and deserving Scheduled Caste students studying in the colleges in the State in order to enable them to dine in common messes as a part of the programme of eradication of untouchability. The Government of Bombay have decided to continue this scheme during 1957-58. In accordance with their usual practice, the Ministry of Education deduct at the time of fixing the maintenance allowance of these students, the amounts which are given by the Government of Bombay. It has been suggested that the amount of special messing allowance may not be adjusted against the Government of India scholarships in view of the high cost of living in the State of Bombay and the purpose for which the special messing allowances are being granted. It is further suggested that a better and cheaper measure for eradication of untouchability would be to give stipends to non-Scheduled Caste students to dine in Scheduled Castes messes. This would also go a long way in eliminating segregation in Scheduled Caste hostels. As the expenses in the common hostels are usually high, the Government of Uttar Pradesh give special grant-in-aid to non-official bodies for running hostels, by paying building rent, electricity charges, establishment charges, etc., with the result that the students

living in these hostels are not required to pay any hostel fees. They, therefore, get Government of India scholarships as day scholars only and, with a little help from their parents, are able to meet their expenses.

Technical Training Institutes

17. In the field of technical education, significant progress has been made since the commencement of the Second Five Year Plan. Five Technical Training Institutions were proposed to be set up in Assam, Bihar, Madhya Pradesh, Orissa and Manipur for tribal boys who do not stand a chance of getting admission into institutions meant for the general public. Three of these have already been established in Bihar, Orissa and Manipur. In Madhya Pradesh an amount of Rs. 1.50 lakhs was sanctioned by the Government of India during 1957-58 for the construction of a building, and purchase of equipment etc., for the institution. The institution will start functioning from the year 1958-59. One institute is likely to be opened in Assam this year. The institutes in Bihar and Manipur will provide training for certificate courses in civil, mechanical and electrical engineering while those in Madhya Pradesh and Orissa will confine their scope to craftsmen training course on the pattern suggested by the Ministry of Labour and Employment. The following statement summarises the position in respect of these technical institutes :—

S. No.	Location	No. of seats	Courses	Plan allocation	Expenditure sanctioned during 1957-58
(1)	(2)	(3)	(4)	(5)	(6)
(In rupees in lakhs)					
1.	Bihar (Ranchi)	288	General Mechanic, Draftsmen (Civil and Mechanical), Electrician, Linemen, Wiremen, Carpentry, Blacksmithy, Moulding, Motor Mechanic etc.	14.76	7.11
2.	Madhya Pradesh (Bilaspur)	216	Blacksmithy, Carpentry, Fitter, Turner, Moulder, Electrician, Wiremen and Linemen.	17.97	1.50
3.	Orissa (Takat Pur)	96	Fitter, Electrician, Draftsmen (Mechanical), Turner, Welders and Mechanic.	12.68	5.72
4.	Manipur (Imphal)	40	Electrical and Mechanical Engineering including Weaving.	7.50	2.73
5.	Assam	..	Not yet started.	15.00	..

These institutes will provide special facilities for the boarding and lodging of the students and supply necessary text-books, note-books, drawing instruments etc., to the students, free of cost. Students in the institutes opened in Bihar, Orissa, and Manipur States are also given stipends which range from Rs. 25 to 50 per month. The Institute at Imphal is managed by the Bharatiya Adimjati Sevak Sangh, under the State Sector of the Plan, while others are being financed under the Centrally Sponsored Programme.

Scholarships for Overseas Studies

18. *Government of India.*—Under the scheme for the award of the Government of India scholarships for overseas studies, during 1956-57 and 1957-58 *12 scholarships were awarded each year, by the Ministry of Education. During 1956-57, one Scheduled Caste and one Scheduled Tribe, and during 1957-58, one Other Backward Class students refused to accept the scholarships awarded to them. The expenditure incurred under the scheme during 1956-57 was Rs. 1,83,164. Figures of expenditure for 1957-58 are not yet available.

19. Under the Government of India scheme for the grant of tourist class/II class passages to Scheduled Caste, Scheduled Tribe and Other Backward Class students who obtain merit scholarships for studies abroad (not covering the cost of passage) only four †Other Backward Class students were granted the cost of passage for going abroad during 1957-58 by the Ministry of Education. No student has been awarded return passage during the year under review.

20. Under the Central Overseas Scholarships Scheme for the award of merit scholarships of the Ministry of Education, one ‡Scheduled Caste and 3 Other Backward Class students were awarded overseas scholarships during the year under review.

21. *State Governments.*—As regards the award of overseas scholarships to students belonging to backward communities by the States under their general schemes, the Government of Assam have awarded six overseas scholarships, 3 each to Scheduled Castes and Scheduled Tribes during the year under review. The Government of Bihar have instituted a scheme for the award of one overseas scholarship to Scheduled Caste candidate for post-graduate studies in Medicine.

Award of scholarships in Public Schools

22. *Government of India.*—Under the scheme for the award of scholarships to meritorious students in Public Schools, undertaken by the Government of India in 1953, the funds allocated remained unchanged at Rs. 1.0 lakh during the year under report. The reservation of 17½% made for Scheduled Castes, Scheduled Tribes and Other Backward Classes also remained unchanged. The total number of scholarships awarded by the Government of India for studies in Public Schools during 1957-58 was 65, out of which 2 were awarded to Scheduled Castes, 5 to Other Backward Classes and none to Scheduled Tribes.

23. *State Governments.*—The State Governments have been approached through the Ministry of Education to undertake schemes for the award of scholarships in order to enable Scheduled Caste, Scheduled Tribe and Other Backward Class students to take advantage of the Public School education. In addition to the information already given in last year's Report, the Government of Orissa have agreed to award scholarships to students belonging to these communities for studies in Public Schools. No scholarship could be granted during 1957 due to the non-availability of suitable candidates. During 1958, one candidate belonging to these classes was selected for studies at the Rajkumar College, Raipur. The Government of Kerala are still examining the question of allocation of seats for students belonging to these communities. The Government of West Bengal have not undertaken any such scheme. The Governments of Assam and Jammu and Kashmir have stated that there are no Public Schools in the States, and therefore, the question of instituting such schemes does not arise. It may be pointed out in this connection that the fact that there are

*Statement No. 1 at Appendix XVII

†Statement No. 2 at Appendix XVII

‡Statement No. 3 at Appendix XVII

no Public Schools in these States is all the more reason why special efforts are necessary in order to bring Public School education within the reach of poor students belonging to Backward Classes. It is, therefore, advisable that the Governments of Assam and Jammu and Kashmir should reconsider their decision and award scholarships to Backward Class students for studies in Public Schools in the adjacent States. The Administration of Himachal Pradesh have decided not to award Public School scholarships during the Second Five Year Plan period due to financial stringency. The educational advancement of Backward Classes should not be allowed to slow down simply because of financial reasons. After all, it is the educational progress and the consequent improvement in the economic and social status, that will remove the stigma of backwardness. It is, therefore, desirable that the Himachal Pradesh Administration should undertake to send Backward Class students to Public Schools out of the savings that may result from the implementation of other welfare schemes. The Governments of Madras, Rajasthan and Uttar Pradesh are opposed to the grant of Public School scholarships to Backward Classes. The available information shows that out of the total awards of 27 scholarships made during the year under review, the State Governments and the Union Territory Administrations awarded three scholarships only to Other Backward Class students.

24. *Public Schools.*—In the last Report it is mentioned that the Ministry of Education took up with the Indian Public Schools Conference the question of giving preference, other things being equal, to Backward Class students in the matter of admission to the Public Schools concerned. In their meeting held in April, 1958, the Conference has passed a resolution stating that the member schools "were perfectly willing to accept boys and girls of the Scheduled Castes and Scheduled Tribes who were young enough to enable them to fit in with the life of the Schools". The Conference resolution, however, is silent on the main issue, namely, that other things being equal, Backward Class students should be given preference at the time of admission. It is suggested that the Ministry of Education may take up the question again with Indian Public Schools Conference with a view to securing the above concession.

25. The public schools awarded 7 scholarships during the year under review out of which 2 each were awarded to Scheduled Caste and Other Backward Class children and one to a Scheduled Tribe pupil.

26. On the question of reservation of seats for Backward Class students in the King George's Schools, the Ministry of Defence have decided, in consultation with the Ministry of Education, that seats need not be reserved in such expensive institutions for them. In these schools, 50% of the vacancies are reserved for the children of Junior Commissioned Officers/Other Ranks of the Army and equivalent ranks of Navy and Air Force and the remaining 50% are available for children of Service Officers and Civilians. It is desirable that the Ministry of Defence should award a few scholarships to members of Scheduled Castes and Scheduled Tribes to draw benefit of Public School education at these schools and should not rule it out simply because the education imparted in these institutions is costly.

Reservation of seats in Technical and Educational Institutions, Lowering of Admission Criteria and relaxation in Age Limits for the entry into the Institutions

27. *Government of India.*—The position with regard to the reservation of seats for Scheduled Castes and Scheduled Tribes in the technical and educational institutions controlled by the various Ministries of the Government of India, State Governments and Universities has been indicated in the last year's Report. Further information received in this regard indicates that in so far as the Ministry of Food and Agriculture is concerned, 20% of the seats are reserved for Scheduled Caste and

Scheduled Tribe candidates for admission to the National Dairy Research Institute, Karnal (Punjab) and 4 seats are also reserved for them for admission to the Southern Regional Station at Bangalore for award of Indian Dairy Diploma. No reservations have been made in any other Research Institutions under the administrative control of that Ministry. The Ministry of Labour and Employment have reserved 17½% seats for Scheduled Caste and Scheduled Tribe students in 3 Technical Institutions under their control. The Ministry of Health reserve 20% seats in all the medical colleges and institutions under their control, excepting the All India Institute of Medical Sciences, New Delhi, where 10% seats have been reserved and the Lady Harding Medical College, New Delhi, and the Christian Medical College, Ludhiana, where 2 and 1 seats, respectively, have been reserved for Scheduled Caste and Scheduled Tribe candidates. It is desirable that these institutions should also reserve more seats for these communities. The Ministry of Education have supplied information this year regarding four institutes, viz., (i) Vocational Training Centre for the Adult Blind; (ii) Institution for Fine Arts; (iii) Training in Anthropology and (iv) Lakshmibai College of Physical Education, Gwalior. It is observed that no reservation is made for Scheduled Caste and Scheduled Tribe students in any of the above mentioned institutes. It is hoped that the Ministry of Education will also themselves fall in line with their general policy of reservation of seats in educational and technical institutions for Scheduled Castes and Scheduled Tribes. The Ministry of Home Affairs are finalising a scheme for the reservation of five seats for Scheduled Caste and Scheduled Tribe candidates for admission to the elementary courses at the National Fire Service College, Nagpur. The Western Railways have reserved 20% seats in all schools under their control for these communities. The Southern Railway have reserved 16% seats in their high schools. The Central and South Eastern Railways do not reserve any seat in the educational institutions under their control. The South Eastern Railway are considering the question of reserving seats in consultation with the concerned State Governments. The Northern Railway do not control any such institution. The Ministry of Civil Aviation have reserved 20% seats for Scheduled Castes and Scheduled Tribes in the training courses for the Aircraft Maintenance Engineers and the Navigators at the Civil Aviation Training Centre, Allahabad. No seats are reserved for Scheduled Castes and Scheduled Tribes in the Flying Courses conducted at the Centre, as this training is governed by specific rules and conditions and the question of safety is the primary consideration. It is gratifying to note that the Ministry have also decided to start an *ab initio* Radio Operators Course solely for Scheduled Castes. The Ministry of Irrigation and Power have reserved 12½% seats for Scheduled Caste and 5% for Scheduled Tribe candidates in the two Technical Training Centres at Kotah and Nagarjunasagar Project.

28. *State Governments.*—Further information received from the State Governments regarding the reservation of seats for Scheduled Castes and Scheduled Tribes in educational and technical institutions shows that the Government of Bombay have ordered that no qualified student belonging to the Backward Classes should be refused admission to agricultural colleges in the State except for very cogent reasons. The Government of Kerala have reserved 5% seats for Scheduled Castes and Scheduled Tribes and 30% for Other Backward Classes in the technical institutions in the State. They have also reserved 20% seats for Scheduled Castes and Scheduled Tribes and 30% for Other Backward Classes in the Arts and Science Colleges and the Teachers' Training Colleges. The above orders also apply to all the institutions affiliated to the Kerala University. The Government of Bihar have also reserved (less than 20%) seats for Scheduled Castes and Scheduled Tribes in technical institutions in the State.



Bhil women learning three Rs—Rajasthan.

29. In 1956-57 Report, it was suggested that seats should be reserved in the Technical and Educational Institutions in Kerala and Mysore for students belonging to Laccadive, Minicoy and Amindivi Islands as there are no facilities for higher education in the Islands. The Administrator of these Islands has now reported that necessary arrangements for getting sufficient number of seats reserved in the colleges in Kerala and Mysore States for the year 1958 have been made and the students from the Islands are not experiencing any difficulty in this respect.

30. *Universities.*—Further information received in respect of the reservation of seats for Scheduled Caste and Scheduled Tribe students in the technical and educational institutions controlled by the Universities shows that the Universities of Gorakhpur, Kuruksetra and the Vikram University do not reserve any seats. There is reservation of seats in some of the institutions controlled by the Agra, Jubalpur and Sri Venkateswara Universities. It was stated in last year's Report that the Bombay and Rajasthan Universities do not reserve any seats. These Universities have now reported that reservation of seats has been made in some of the institutions under their control. Delhi University have decided to give a concession of 5% marks to Scheduled Caste/Tribe students seeking admission to M.A./M.Sc. courses. The Patna University reserve a certain percentage of seats for admission of students belonging to Backward Classes. The students are, however, admitted against reserved seats provided they have obtained 45% marks at the last University examination or 10% marks lower than those secured by the last candidate taken on the basis of merit, whichever is lower. The Banaras Hindu University do not reserve any seat for admission of Scheduled Caste and Scheduled Tribe students to the Engineering and Technology colleges. The College of Technology allows 10% weightage in the maximum marks prescribed for eligibility at the time of admission, but no such concession is allowed in the Engineering College. It is advisable that at least in the Central University seats should be reserved for students belonging to Scheduled Castes and Scheduled Tribes who should be admitted against those seats if they fulfil minimum standards.

31. In this connection, it was suggested in 1956-57 Report that the Ministry of Education may take up the question of enforcing a uniform policy regarding the admission concessions allowed to the Scheduled Caste and Scheduled Tribe students with State Governments and Universities. The Ministry of Education have now stated that the State Governments and University authorities are in general agreement with the policy of reservation of seats, lowering of admission criteria and relaxation of age limits. The aim in proposing these concessions was not merely to secure an hypothetical general agreement of the authorities concerned, but to ensure that Scheduled Caste and Scheduled Tribe students do not experience any difficulty in securing admission in educational and technical institutions. Mere expressions of "general agreement" with this policy, unless backed by appropriate action, may not serve any useful purpose. It is, therefore, suggested that the Ministry of Education may pursue this question more vigorously.

Basic Education

32. The difference between 'general' education and basic education is much more than mere addition of a craft to the curriculum. The two differ in their techniques and approach. The product of basic education is an individual who has learnt much more than the mere mechanics of a craft. The object of this type of education is to create in children an interest in and sense of dignity for manual labour and also to endow them with certain qualities of co-operation and social behaviour.



A social worker conducting Balwadi class in a harijan community centre—Jammu.

Basic education is particularly suited to rural societies because it prevents the developing of a hiatus between the educated and the uneducated and thereby strengthens the bonds between individual and his community. As a result of the steps taken during the First Plan period, the development of basic education has become an integral part of the programmes for improving elementary education. The increase in assistance given by the Ministry of Education to the States for Basic Education Schemes during the Second Five Year Plan indicates the stress placed on it.

33. Like any other educational scheme the success of Basic education depends on the appointment of the appropriately trained teachers, the amount of interest taken by the teachers and the provision of the necessary equipment for craft teaching.

34. During my recent tour in Assam, I noticed that the Basic Education Training Centre, Aijal (Mizo District), where agriculture and weaving are the principal crafts, neither had a weaving and spinning instructor nor land for agricultural purposes. This was also the case with several of the Basic Primary Schools in tribal areas of Assam and also of Madhya Pradesh visited by me. Such shortcomings should not be allowed to persist. It was suggested in the last year's Report that to attract persons who are better qualified, it was essential that they were paid some special allowance for working in Ashram Schools and that residential quarters may also be provided to the staff of these schools. These steps are more essential in the case of lady teachers. It was found that in the Sankarakhole and Bairangpur Girls' Ashram Schools in Orissa, some women teachers did not stay even for a few days after appointment. At a place called Tudalaga in that State, there is no Headmistress.

35. In order to ensure that proper standards of instruction are maintained in Ashram Schools, it is essential that the school Inspectors play a more active and positive role in supervising the work of teachers. An increasingly prominent trend in modern education is the new role of Inspectors who do not merely assess the administrative aspects of a school, but also guide the teacher in his class room work. This role of the Inspectors is particularly important and should be adopted in the case of Ashram Schools in the far flung rural areas, where teachers hardly have any opportunity of keeping abreast with the latest developments in the practice of teaching. It is, therefore, suggested that the State Governments may depute only Basic trained Inspectors for the inspection of Ashram Schools.

36. I would like to take this opportunity to stress on the role of a school teacher in a Community. The function of a teacher is not merely to impart book learning; he should be the centre from which knowledge emanates and spreads in the community. In a village community, the role of the teacher is doubly enhanced. He is the chief contact of the village with the exciting New World outside; along with the Gram Sevak and the Sarpanch, he is one of the leaders of the village community. His leadership in the village has to be more subtle and unobtrusive than that of the Sarpanch, though less immediate. The responsibilities of the teacher are twofold: he not only exercises influence over the minds of the villagers, like the two other functionaries of the village in New India, but also moulds the minds and channelises the interests of the future villagers.

37. The Government of Bihar originally started 3 Junior Basic Residential Schools on the recommendation of the Bihar Harijan Enquiry Committee that special efforts should be made to educate the boys of Doms, Musahars and Mehtars, the most backward amongst the Harijans. The total number of seats sanctioned for each school was 25 which has been raised to 45 recently. These schools are also

attended by other pupils of the localities concerned. It is proposed to open 35 such schools during the Second Five Year Plan period, out of which 12 were opened during 1956-57. All these residential schools are being run by the Government. In other States, non-official agencies are managing their schools efficiently at a less cost as compared to schools run by the Government. It is desirable that non-official organisations working among the Scheduled Castes in Bihar may be persuaded to run these schools on cent per cent aid from the Government. The opening of residential schools for Scheduled Caste girls is over delayed and may be considered by the State Government. It is also suggested that in future such schools may be opened among the concentrations of the Musahars so that the people neglected so far, may have access to school facilities for their children. In Bihar, there are also 18 residential schools for Scheduled Tribe students—two of these being for girls. They cater mostly to the needs of the most backward tribes like Asurs in the Netarhat Plateau, Paharias in the hilly regions of Santhal Parganas and Oraons in Rohtas Fort. In these schools spinning is the principal craft taught to the boys. The Government of Bihar should consider the desirability of converting the residential schools in Bihar to Ashram Schools on the pattern of the schools in Orissa by introducing more crafts like tailoring, carpentry, kitchen gardening, etc.

38. Orissa, which already had 48 Ashram Schools at the end of First Five Year Plan period (including 20 opened during that plan period) proposes to open 30 more during the Second Five Year Plan period. Of these, 25 are intended for boys and the remaining 5 for girls. Of the proposed target for the Second Five Year Plan period, 6 Ashram Schools during 1956-57 and 2 during 1957-58 have already been opened. It is, however, not known how many of these are for girls. About 4,000 students are reading in the Ashram Schools. The Government of Orissa have decided to abolish primary classes attached to the Ashram Schools. In order to ensure that no inconvenience is caused to students, this is being done in phases. The State Government have also decided that Seva Ashram should function as feeder schools for Ashram Schools. It has further been decided to reorganise Sevashrams and Ashram Schools as regular primary and M. E. Schools.

39. In the Ashram Schools in Orissa and residential Basic Schools in Bihar, it has been noticed that a large number of students leave schools during the first few months of joining. In this connection, figures in respect of Bihar are characteristic. Out of a total of 195 students, who took admission at the Junior Basic School at Rajgir, 96 left the school during the first six months of their admission. However, it is now reported that the desertions are much reduced and the schools have been stabilised. In Orissa, the attendance in the Ashram Schools depends on the locality in which the schools are situated and the tribes for whom they are opened. In the areas where Juangs, Bondo Porajas, Lanjia Saoras, Kutia Khonds are living, the admissions are generally few and desertions from the school after admission within the first six months of the school are considerable. But in areas where comparatively more acculturized tribal communities like Santals and Khonds predominate such desertions are fewer.

40. Although the Ashram School scheme is becoming popular, the number of girls studying in some of the schools has not been satisfactory. In Bombay, the Government orders were to admit equal number of boys and girls in the schools but in many Ashram Schools the number of girls was much less and it was found difficult to persuade the Scheduled Tribe persons to send their daughters to the Ashram Schools. Taking into consideration these difficulties, the Government of Bombay have now ordered that boys and girls may be admitted in the ratio of 3 : 1, but that such of the Ashram Schools as have been able to admit boys and girls in the ratio of 1 : 1 should not reduce that ratio by sending out the girls but should try to maintain the same as far as possible.

41. It has also been observed that the number of absentees in some of these schools is very high. For instance, out of a total of 24 students on rolls, in the single-teacher school in the Rehabilitation Colony at Gordi, district Banswara, Rajasthan, the average daily attendance is as low as 15. It is desirable that in such cases, the school teachers should themselves take the initiative of persuading the parents to send their children to school.

42. In Bombay, the State Government pays a grant of Rs. 25,000 to the non-official agency concerned for the construction of a building at the time of starting an Ashram School. Experience has shown that while in the case of schools located near railway stations or having good approach roads, this amount is sufficient, in areas not connected by good approach roads, this amount is found to be insufficient. It is, therefore, desirable that the State Government may sanction grant for buildings after taking into consideration the cost of transportation of building materials, and availability and wages of skilled labour, in the area in which the Ashram School is to be located. Suitable grants should also be paid to the voluntary agencies concerned for current repairs and maintenance of the building every year.

43. In the Bombay State, the Ashram Schools are opened through voluntary agencies only. The State Government have not, however, prepared a proper plan, fixing definite locations of the Ashram Schools to be opened during the Second Five Year Plan period. The fixation of locations takes time and at times even after locations have been finalised, they are changed on the request of the voluntary agencies. Thus, the absence of detailed planning in fixing locations of these schools causes considerable delay in starting the schools. This will be apparent from the fact that schools sanctioned at Bhadbhunja on the 18th February, 1956, and at Morambe on the 30th January, 1957, in the West Khandesh district of Bombay have not yet been started. Similarly, the location of the school sanctioned in Bansda taluka of Surat had to be changed from Bhinar to Umerkui in June, 1957, and the one sanctioned at Khergaum had to be changed to Achhvani in the Surat district.

44. I would like to make the following suggestions to ensure the successful working of the Ashram Schools in Bombay State :—

- (i) The rate of contingencies in the Ashram Section for the provision of soap, kerosene, etc., may be fixed at Re. 1 per child per month. The present amount of Rs. 25 per annum for all the inmates of an Ashram is insufficient.
- (ii) The student teacher ratio may be reduced from 40 : 1 to 30 : 1 in view of the backwardness of the tribal students and in order to ensure greater personal attention to the needs of the students.
- (iii) In order to avoid overburdening the headmasters of Ashram Schools with non-teaching work, full time superintendents for hostels attached to Ashram Schools may be appointed. In case the number of inmates is more than 60, an Assistant Superintendent may also be appointed.
- (iv) Full hundred per cent grant may be given for expenditure incurred on the pay of the teachers in the school section as is being done in the schools conducted under the Sarvodaya Scheme.
- (v) Trained teachers of School Board are not willing to work in Ashram Schools situated in relatively inaccessible areas. Several non-official agencies have sent teachers for training, e.g., the Bhil Seva Mandal, Dohad, has sent 7 teachers for training. Expenditure for the training of the teachers at the rate of Rs. 35 per month per teacher may be sanctioned as is being done under the Sarvodaya Scheme.

- (vi) Several institutions are conducting more than 2 Ashram Schools. They have arranged for internal inspection of their Ashram Schools. Pay of such inspectors may be held admissible for grant-in-aid at 80% of the expenditure. Previous permission may be stipulated for appointment of an inspector.
- (vii) Bad climate allowance is held admissible for only those Ashram Schools which are situated in areas where similar allowance to teachers of district board schools is given. As the Ashram Schools are situated mostly in relatively inaccessible areas and in interior parts where medical facilities and other amenities are almost nil, bad climate allowance may be given to every Ashram School teacher.
- (viii) A sum of Rs. 5,000 for an engine pump may be sanctioned to each Ashram School in order to provide irrigation facilities. Similarly, wire fencing is unavoidable if vegetable and fruit gardening is to be done. An amount of Rs. 1,000 for this purpose may be sanctioned.
- (ix) Shortage of fuel is now being felt in some of the forest areas also. It is, therefore, desirable that Ashram Schools may be equipped with gas plant for the production of fuel gas from cow dung. A non-recurring expenditure of Rs. 1,500 to Rs. 2,000 should be sanctioned for this purpose.
- (x) The Ashram Schools are maintained for Scheduled Tribes and they should be continued for their welfare. However, the provision to admit 5% to 10% of the pupils from amongst Scheduled Caste and Other Backward Class pupils to these schools may be made. The management of the Ashram Schools may also be allowed to admit about 5% non-Backward Class inmates desiring to stay in the hostel of the Ashram School at their own cost so as to avoid segregation.

45. The Himachal Pradesh Administration have also decided to open two Ashram Schools in Chini and Pangi during 1957-58, under the auspices of the Bhartiya Adimjati Sevak Sangh. A grant-in-aid of Rs. 29,500 was sanctioned for the purpose. The progress achieved in this respect has not been intimated by the Administration.

Teaching in Mother-tongue

46. It is but desirable that instruction in the schools opened specifically for the tribal children are imparted in their mother-tongue as far as it is necessary and practicable. Available information shows that education in all Autonomous Hill Districts of Assam except Mikir Hills, is imparted in the respective mother-tongues of the tribal people. In Bihar, the State Government have decided that elementary education should be in pupil's mother-tongue and from the 6th year Hindi will be introduced. A committee has been appointed, on the recommendation of the Bihar Tribes Advisory Council, to prepare readers and primers in Santhali, Oraon, Mundari, Ho and Kharia languages. The primers in Santhali have been prepared and are intended for children of the tribal communities, teachers from backward communities speaking those languages are appointed. In Manipur, the Administration have undertaken to introduce elementary education in its hill areas in the respective tribal languages. To start with, 6 languages have been selected for this purpose. In N. E. F. A., it has been decided that the mother-tongue of the students should be used as the medium for imparting instruction in the schools upto the primary stage, after which Hindi will be used as the medium of instruction upto the X class.

Assamese will be introduced as a compulsory second language from class VI and Hindi is a compulsory subject from the third schooling year. Assamese will, however, be retained as the medium of instruction for those students who are using it as such at present. 34 text-books for Grade I have been translated into Adi (Abor) Apatani, Khampti, Singpho, Tangsa, Nocte, Chang, Sema, Sangtam, Yimchungyr, Khemnungan, Konyak and Phom, while books for Grade II and III are under translation. In Hyderabad, text-books have been prepared in local tribal dialects. The Government of Rajasthan and Manipur Administration are also taking steps to bring out primers in mother-tongue of the tribal communities inhabiting those areas. In Madhya Pradesh, Tripura, Bombay, Madras, Mysore, Kerala, West Bengal and Andhra Pradesh, education is imparted in the local regional languages. It is desirable that the task of preparing text-books in tribal languages in Nagri script is tackled vigorously in the States concerned.

SECTION VII

ECONOMIC DEVELOPMENT

LAND TENURE—LANDLESS AGRICULTURAL WORKERS—SETTLEMENT OF SCHEDULED CASTES AND SCHEDULED TRIBES ON LAND—SHIFTING CULTIVATION—COTTAGE INDUSTRIES—CO-OPERATION—FOREST LABOURERS—CO-OPERATIVE SOCIETIES—GRAIN-GOLAS—DEBT REDEMPTION AND CHECK ON MONEYLENDERS—MULTIPURPOSE TRIBAL BLOCKS—REHABILITATION OF PERSONS DISPLACED BY THE CONSTRUCTION OF DAMS, INDUSTRIAL PLANTS, FACTORIES AND OTHER NATIONAL DEVELOPMENT PROJECTS.

Land Tenure

The State Governments have adopted various legislative and executive measures to provide security of land tenure to scheduled castes and scheduled tribes which have been discussed in detail in the Annual Report for the year 1955 and do not need any repetition, since in most of the States the position remains unchanged. A few changes which have occurred in this respect are indicated in the following paras.

2. In Rajasthan, the Rajasthan Tenancy Act, 1955, provides that every person who is a tenant of land otherwise than as a subtenant or tenant of *Khudkashi* becomes a *Khatedar* tenant with heritable and transferable right on the land. Restrictions have also been imposed on the transfer of holdings by members of scheduled castes and scheduled tribes in order to prevent lands held by them from passing into the hands of persons who are not members of scheduled castes and scheduled tribes.

3. In West Bengal, excluding the areas transferred from Bihar, the scheduled tribes continue to get the protection extended by Chapter VIIA of the Bengal Tenancy Act, 1885. Certain provisions imposing restrictions on transfer of land by the scheduled tribes have been made in the Land Reforms Act, 1955, which will soon replace the Bengal Tenancy Act, 1885. It is, however, observed that although restrictions have been imposed on alienation of land of scheduled tribes under Section 13 of the West Bengal Land Reforms Act, 1955, they are not adequate to safeguard the interests of scheduled tribes. The restrictions contained on alienation by way of transfer, mortgage, lease etc., under the Bengal Tenancy Act, 1885, had a good effect as a large number of aboriginal tenure holders have not been rendered landless as would have been the case, if this enactment was not made. The necessity of these restrictions is still there as these people have not developed themselves to that extent as to be able to judge and protect their interests in lands without these restrictions. Under the Land Reforms Act, 1955, transfer of land to a person not belonging to a scheduled tribe is allowed with the previous permission in writing of the Revenue Officer; but for such transfers of land under the Bengal Tenancy Act, 1885, the permission of the District Collector was necessary. Again it is laid down in the Land Reforms Act, 1955, that on contravention of provisions for restrictions, the land, so forfeited, shall be settled with the persons among whom scheduled tribes, shall have preference; while under the Bengal Tenancy Act, 1885 such lands were to be settled with the aboriginals only. It is, therefore, gratifying to note that the Government of West Bengal is examining the question of incorporating in the Land Reforms Act the other safeguards provided in Chapter VIIA of the Bengal Tenancy Act, 1885, for the benefit of the scheduled tribe people.

4. In Manipur, unauthorised transfers of land by scheduled tribes to non-scheduled tribes are proposed to be checked by a suitable provision in the draft Land Reforms Bill now under consideration of the Government of India.

Landless Agricultural Workers

5. The high incidence of landlessness among the scheduled caste and scheduled tribe agriculturists was highlighted in the last Annual Report. The scheduled castes account for 15.3% of agriculturists but they form 33% of total landless agricultural labour. The proportion of landless labour is somewhat less among the scheduled tribes.

6. The importance of providing lands for as many of these landless scheduled caste and scheduled tribe agricultural workers as possible can never be over-emphasized. The gain in social status, the enhancement of self-reliance and economic emancipation that results from the acquisition of land, however small the holding, justifies all efforts and expenditure involved. In the First Five Year Plan nearly Rs. 1 crore was spent on the resettlement of landless workers. It is, however, not known what portion of this amount was utilized for the benefit of backward classes. In the Second Five Year Plan this work will be further expanded. It has, however, been pointed out that in view of the large number of landless people and the limited areas available for settlement, the scope for the settlement on land of landless workers is very limited. Under the circumstances, a good deal of attention is to be paid to expand alternative economic opportunities by starting small scale village industries, poultry farming etc. But the case of persons who have been suffering from socio-economic disabilities for long should be considered apart and they must be given a prior claim on land. Land for this purpose can be provided from three sources :

- (a) cultivable waste and other lands with the State ;
- (b) Land released through the imposition of ceilings on land holdings; and
- (c) *Bhoodan* and *Gramdan* lands.

7. Figures published by the Ministry of Food and Agriculture* show that during 1951-52, 112.9 million acres (16.1% of the total land area of the country) of land falls under the category of "Other Uncultivated Land excluding Fallow Land". This category is divided into two sub-groups : (a) Waste Land (54.9 million acres), and (b) cultivable land (58.0 million acres)†. A considerable portion of the first sub-group, i.e., waste land can be brought under cultivation with the provision of irrigation facilities and the use of mechanical devices for the clearance of deep-rooted grasses. The land belonging to this sub-group is mainly concentrated in Assam (16.8 million acres), Uttar Pradesh (3.7 million acres), Rajasthan (3.6 million acres), and Old Bombay (3.4 million acres).

8. The land belonging to the second sub-group 'cultivable land', can mostly be brought under cultivation at a reasonable cost and effort. This land is mainly concentrated in Rajasthan (18.6 million acres), Uttar Pradesh (5.2 million acres), Madhya Pradesh (5.0 million acres), Orissa (4.6 million acres) and Vindhya Pradesh (3.8 million acres). It can safely be presumed that most of this land vests in the State and can be settled on landless agricultural workers. The available information†† shows that the number of scheduled caste and scheduled tribe persons (and their dependents) who are landless labourers in the various States of India is 14.7 million and 2.8 million, respectively. If efforts are made to settle these people on 58.0 million acres of cultivable land, quite a large number of them (perhaps all of them) can be settled in agriculture. Some efforts were made during the First Five Year Plan period to reclaim land and a total of over 18 lakhs acres were reclaimed. Most of this land was reclaimed by the Central Tractor Organisation and was utilised for setting up mechanical farms to settle landless workers. Figures as regards the scheduled caste and scheduled tribe persons benefited from this scheme are not available. It is also significant to note that

*Indian Agricultural Statistics 1950-51 & 1951-52, pp. vii & viii.

† Excluding Assam, West Bengal, Saurashtra and Billaspur for which figures are not available.

†† Appendix XVIII.

Rajasthan, Orissa and Vindhya Pradesh which have sizeable concentration of cultivable waste land either did very little or did not figure at all in these reclamation and settlement operations.

9. The second source from which the land can be made available is the imposition of ceilings on present agricultural holdings. The First Five Year Plan accepted in principle the implementation of ceilings as a part of Agrarian Reorganisation. The ceilings on future holdings have been fixed in Andhra Pradesh (Telangana region), Assam, Bombay (Old Bombay and Saurashtra regions), Jammu and Kashmir, Madhya Pradesh (Madhya Bharat region), Punjab (PEPSU area), Uttar Pradesh, West Bengal and Delhi. The ceiling on the existing holdings has been fixed in Andhra (Telangana region), Assam, Jammu and Kashmir and West Bengal. In Tripura, the Land Reforms Bill providing for ceiling on individual land holdings is still under consideration of the Government of India. In the interests of a fair deal to poorer agriculturists, the fixation of ceilings should be vigorously pursued and implemented in the areas where pressure on land is much.

10. The *Bhoodan* Yagna started by Acharya Vinoba Bhave in 1954 has now assumed a nation-wide importance and has become one of the foremost sources from which relief for the landless is to come and scheduled castes and scheduled tribes who form a very large proportion of the landless are naturally benefiting from this drive. By the end of the First Plan period about 40 lakh acres of land had been gifted and 3 lakh acres distributed. This distribution requires certain special laws to facilitate the work and towards this end some of the States, viz., Uttar Pradesh, Bihar, Orissa and Madhya Pradesh have already passed measures and the settlement of landless agricultural workers is taking place.

11. "*Bhoodan*" had grown into another movement, '*Gramdan*', towards the end of the First Five Year Plan period, which can be regarded as of utmost significance, so far as the backward sections of our rural populations are concerned. The concept of '*gramdan*' means that all or most of the owners of lands in a village make a gift of their entire area for the benefit of the community, as a whole. The first '*gramdan*' was that of Mangroth village in Uttar Pradesh. But the State of Orissa is leading today with more than 2,000 '*gramdans*' out of the total of nearly 3,000 '*grams*' donated so far. In the district of Koraput which comprises of 6,441 villages, 1,500 villages have been donated in '*gramdan*'. Obviously such *gramdan* villages offer an immense scope for an ideal sort of village development on co-operative and planned basis to be taken up with the initiative and participation of all. The tribal and partly tribal villages of Orissa were best suited to try this experiment, since the tribal social organisation, wherever it has not disintegrated, offers a very favourable atmosphere for promoting such a venture in which the whole village functions as an extended family for its development. As pointed out last year the Sarva Seva Sangh has taken the responsibility for development of '*gramdan*' villages in 4 districts of Orissa. The scheme embraces all aspects of rural development and is being worked through a band of devoted workers of the Sangh. The total cost of the scheme during Second Five Year Plan would be Rs. 94.15 lakhs out of which the Ministry of Home Affairs will give Rs. 68 lakhs under Centrally Sponsored Programme. The Koraput experiment has shown the possibilities of such comprehensive development and it has been realised that in the light of the above experience such programmes should be undertaken in other areas where '*gramdan*' villages as a whole can be developed.

12. With the total number of nearly 3,000 '*gramdan*' villages the desirability of the closest co-operation between '*gramdan*' movement and community development is imperative as both of them aim at a comprehensive community development with

adequate initiative and participation from the people themselves. The Ministry of Community Development have already taken up this matter and are finalizing the details of bringing about proper co-ordination between their organisations and the Gramdan Movement in consultation with the Sarva Seva Sangh.

Settlement of scheduled castes and scheduled tribes on Land

13. In the course of discussions on 1956-57 Report in Parliament, a number of members wanted to know the overall progress achieved in the settlement of scheduled castes and scheduled tribes on land. An attempt was, therefore, made to collect this information from the various State Governments/Union Territories and the statement given below shows the acreage of agricultural land made available to the scheduled caste and scheduled tribe persons/families in the States of Bihar, Bombay, Madhya Pradesh (Madhya Bharat region), Orissa and Union Territory of Tripura, from whom alone, some information has been received in this connection :—

State/Union Territory	Land in acres allotted to			Total
	Scheduled Castes	Scheduled Tribes	Other Backward Classes	
(1)	(2)	(3)	(4)	(5)
Bihar	44,867	44,350	13,970	1,03,187 ^a
Bombay ^b	8,52,973	8,91,581	22,13,923	39,58,477
Madhya Pradesh (Madhya Bharat Region) ..	2,00,000 ^c	..	..	2,00,000
Orissa ^d	10,985	35,364 ^e	8,240	54,590
Tripura ^f	..	25,646 ^g	..	25,646
	11,08,825	9,96,941	22,36,133	43,41,900

(a) Does not include figures of land collected through 'Bhoodan' which has been allotted to 60, 611 Scheduled Caste and Scheduled Tribe persons. The number of Scheduled Caste, Scheduled Tribe and Other Backward Class families benefiting is 27, 565, 23, 117 and 10, 625 respectively.

(b) The information is in respect of period from 1947 to March, 1955 and includes lands given on lease hold basis and one year leases. The number of persons benefited has not been furnished.

(c) This information is for 3 districts only and the land was allotted in the year 1954.

(d) This information is in respect of years 1954-55 and 1955-56 (up to December, 1955).

(e) Includes all the land allotted through 'Bhoodan' (15, 338 acres) and available information indicates that all the beneficiaries who got this land belong to Scheduled Tribes.

(f) This information is in respect of years 1956-57 and 1957-58 (upto February, 1958).

(g) The number of families benefited is 9, 216.

It is regretted that in spite of best efforts, it has not been possible to collect more information in this regard.

14. In Bihar the allotments are done by Revenue Officials without consulting panchayats, except in certain areas. The Harijan Welfare Officers are also associated with the work. Five acres of agricultural land per family are allotted and no granting fee is charged for this. Under the scheme for land reclamation by manual labour, land improvement loans up to Rs. 400 per acre are being given to the tenants for reclamation by manual labourers. With the help of the Central Tractor Organization, large areas of eroded lands are brought under cultivation and reclamation cost is being limited to Rs. 400 per acre, entirely subsidised by the Government. Under Bhoodan, over 2 million acres of land was collected in 17 districts, out of which over 2.90 lakh acres has been allotted to 1.24 lakh persons, of whom over 60 thousands belong to Scheduled Castes and Scheduled Tribes. It is reported that 10 Pilot Project Centres for co-operative farming on these lands have been started with the financial help of Rs. 30 lakhs given by the Central Government. Under the Backward Classes Sector of the Second Plan, Scheduled Caste and Scheduled Tribe persons who have been settled with Government or Bhoodan land are given a subsidy of Rs. 500 for purchase of bullocks, implements and seeds.

15 The Government of Bombay have issued orders for giving preference to members of Backward Classes in respect of grant of waste lands for cultivation and has accordingly directed that in all districts, including the Scheduled Areas, a systematic attempt should be made to give out for cultivation to backward classes and lessees all waste lands including those leased under 'Grow More Food' Campaign and forest lands which can more suitably and advantageously be used for cultivation. In the Scheduled Areas, no land can be given out for cultivation to a non-backward class person without previous sanction of the Government and in these areas lands are granted to backward classes free of charge.

16. The Jammu and Kashmir Government have decided to solve the problem of landless peasants and displaced persons by giving them land under a planned scheme. A committee has already been constituted with the Prime Minister of the State as its Chairman and the Revenue Minister and Shri Datar Singh as its members for the allotment of land to all deserving persons including Harijan and backward classes and a suitable formula to solve this complicated problem, it is hoped, will shortly be evolved. At present the allotments of a pertinent and immediate nature only, are allowed to be made with the Revenue Minister's approval. This temporary measure has been taken to prevent haphazard allotment by the subordinate Revenue Officials and to allot such land in a systematic and planned manner under a proper legislation.

17. The former Travancore Government had taken steps to provide lands to landless. Land assignment rules included a clause where land was given to Scheduled Castes on concessional terms. At present a scheme of colonization has been launched for acquiring lands at Government cost and settling Harijans where no Government lands were available. The Department dealing with Scheduled Castes and Scheduled Tribes was also authorised to distribute the available Government land to these people. A recent order also prevents eviction of Scheduled Caste persons encroaching on Poramboke lands. Twenty-five per cent of all available Government lands are granted to Scheduled Castes and Scheduled Tribes and Christian converts from Scheduled Castes and Scheduled Tribes. The allotments are made by District authorities in consultation with Gram Panchayats and Harijan Welfare Officers. District Committees for this purpose have also been set up. Wherever reclamation is to be done, the Government bears the cost. Some Bhoodan lands have been collected but no measures for their re-distribution have been taken so far.

18. In Madhya Pradesh, Bhoodan lands and lands which have vested in the State through the abolition of intermediaries are being allotted by the Revenue Officials. Preference is always given to Scheduled Castes and Scheduled Tribes. Fifteen acres of land is given to one landless family and part of reclamation cost is borne by the Government. The former Madhya Bharat Government had also taken some steps in this direction and demarcated blocks of 2 lakhs acres of land for distribution to Harijans in the Districts of Morena, Shivpuri and Guna. All this land has since been made available to the Scheduled Caste people in these districts.

19. The Mysore Government have reported that certain types of land have been released by the Revenue Department for grant to the landless. Individuals, however, under the preference list, come after educational institutions, inferior village servants having insufficient service 'inams' and co-operative farming societies. But among individuals, first preference is given to Scheduled Castes and Scheduled Tribes. There is a limit on land to be granted. The cost of reclamation is to be borne by the individuals.

20. In Orissa, landless Scheduled Tribe persons get the first preference in the settlement of waste lands, the Scheduled Castes and Other Backward Classes come next. The Revenue Officers make this allotment and in order to assist them *Amins* and Chainmen have been provided in each district by the Tribal and Rural Welfare Department. In Ganjam district, the Agency Tracts are unsettled and Adivasis there can occupy the waste land wherever available. Through Bhoodan, nearly 2,21,288 acres of land was collected up to April 1958, out of which 15,338 acres were distributed to 17,751 persons. Almost all the persons receiving this land belong to Scheduled Tribes and very few of them belong to Scheduled Castes. The State Government have enacted Orissa Bhoodan Act to facilitate this redistribution, but it is reported that there are several defects in the State Act, which is not proving very useful in practice.

21. The Punjab Government under the Utilization of Lands Act, 1949 acquired and placed at the disposal of the Collectors certain areas of waste lands which had been left fallow and belonged to the Zamindar owners. These lands are being leased out by the Collectors to Harijans or others for a particular period of time. After the expiry of that period, the Collector is only competent to extend the lease. It has been reported that some of the lessee have made permanent improvement in these lands and desire that they should be given proprietary rights. In such cases it is desirable that the Harijans cultivating these lands may be declared tenants so that they may take benefit of the Punjab Security of Land Tenures Act to acquire proprietary rights after paying some compensation to the land-owners. It is further suggested that Government owned lands if leased out to Harijans may be transferred to them on permanent basis. The Government have also taken powers under its Tenancy Legislation to assume management of lands in excess of 30 standard acres and such land owners have to declare their surplus areas. The tenants of these lands can apply for proprietary rights under the Punjab Security of Land Tenures Act. The Harijans will also benefit by this land reform. It is also reported that vast tracts of waste land are available in Hissar District near the Bhakra Canal System, which can be allotted to Scheduled Castes. These lands should be made available for the settlement of landless Backward Classes as early as possible.

22. In the State of Rajasthan, Land Revenue Act, 1956 and Rajasthan Land Revenue (Allotment for Agricultural purpose Rules), 1957, provide for allotment of land to landless and the allotments are being done by the Revenue Officers in consultation with Advisory Committees consisting of Tehsildar, Members Legislative Assembly, Tehsil Sarpanchs and Social Workers. The members of Scheduled Castes and Scheduled Tribes are given preference and according to Section 6(4) of the Rules, 25%

of the land is reserved for them. The cost for reclamation of land, when needed, is borne by the allottee. About 15 bighas of land is given to each allottee and individuals as well as co-operative societies are granted land. Bhoodan lands are being distributed through Bhoodan Committees.

23. The Uttar Pradesh Government have reported that lands made available through abolition of Zamindari, Colonisation Schemes and Bhoodan Yagna are being distributed to landless people most of whom belong to Scheduled Castes. The first measure resulted in the vesting of about 19,000 sq. miles of private forest and waste lands in the State, of which 3,800 sq. miles have been retained by the Forest Department and the rest now vest in Gaon Samajs who make it available to landless persons for cultivation. The Land Management Committee of Gaon Samaj have the power to allot these land after leaving 10 per cent for planned use. In such letting out of lands high priority is given to landless agricultural labourers. Besides these lands Government have also been able to make allotment of land in certain deserving cases out of vacant land vested in them as a result of abolition of Zamindari and not made over to the Gaon Samajs. These grants are made under Government Grants Act, 1895 which gives permanent tenancy rights to allottees. Lands under colonisation schemes, are allotted in order of priority to ex-service men, political sufferers, landless persons, agricultural graduates and displaced persons. This is done by District Magistrates. Since most of landless agricultural labourers are Scheduled Castes they get due benefit. The land vested in the State on the abolition of Zamindari are not being reclaimed under any organised schemes, and if this land is made available to landless it has to be reclaimed by them. In the case of colonisation schemes the cost of reclamation is borne by the Government of India and the State Government jointly. In the allotment of Gaon Samaj lands the limit is 5 to 7½ bighas for one landless person and in colonisation area, the size is 5 acres per family. Preference in allotment is given to individuals. The land made available through Bhoodan are redistributed by the Bhoodan Yagan Committee under the Uttar Pradesh Bhoodan Act, 1952. The size of the holdings is decided by this Committee and Scheduled Castes take their chance with other landless persons.

24. In West Bengal, pending enforcement of Land Reforms Act, 1955, surplus lands of the ex-intermediaries, raiyats and under raiyats which have been taken possession of by the Collectors are being settled temporarily on year to year lease and for this the Scheduled Castes and Scheduled Tribes take their chance with others. But the area of suitable waste land thus made available is very little. The available information from 10 districts shows that it was 52,309 acres only. The reclamation cost, if any, is borne by the allottee and no rent is charged for one year. No legislative measures for settlement of Bhoodan lands has been undertaken. Ceiling on land has not been enforced, and so no lands have been released for settlement. As amendment of the Land Reforms Act, 1955 is under the consideration of the West Bengal Government, I would suggest that the question of settlement of land which vested in the Government on passing of the West Bengal Estates Acquisition Act, 1953 may also be considered. It is laid down under Section 49 of the West Bengal Land Reforms Act, 1955 that settlement of such lands shall be made with persons who are residents of the locality where the land is situated and who intend to bring the land under their personal cultivation and who own no land, or less than 2 acres of land, preference being given to those amongst such persons who form themselves into a Co-operative Farming Society. The Government of West Bengal may take immediate measures for settlement of waste land or lands vested in them on the landless members of Scheduled Castes and Scheduled Tribes. It is suggested that the State Government may consider the desirability of amending the Land Reforms Act, by laying down that preference should be given to Scheduled Castes and Scheduled Tribes

from amongst all the landless persons at the time of distribution of these lands. As far as available information goes, more than 52,000 acres of land area vested in and are at the disposal of the State Government. These lands are being given as mentioned above on temporary lease to local agriculturists by the District Officers. It is, therefore, suggested that pending amendment of Section 49 of the West Bengal Land Reforms Act, 1955 the District Officers may be asked that lands vested in the Government under Estate Acquisition Act should be given on temporary leases to members of Scheduled Castes and Scheduled Tribes only who are agriculturists or who know agriculture.

25. In Manipur, the Scheduled Tribes have got vast areas of hilly tracks to cultivate and the Scheduled Castes too, usually have got their own lands. Therefore, there is no necessity to make special provision to give agricultural lands to Scheduled Castes and Scheduled Tribes. However, the policy in settlement of waste land thrown open for cultivation is to consider the cases of all landless people living in the neighbourhood and under that policy the cases of Scheduled Caste landless persons receive attention if and when waste lands near their habitation are thrown open for settlement.

26. The above details show that in a number of States like Bihar, Bombay, Jammu and Kashmir, Kerala, Madhya Pradesh, Mysore, Orissa, Punjab, Rajasthan, Uttar Pradesh and West Bengal, measures have been taken for the distribution of land among landless, including Harijans and Adivasis. In the absence of statistical information the results achieved cannot be compared with the magnitude of the problem. Specific efforts at settling Denotified Communities, Scheduled Tribes and Scheduled Caste families have been successfully undertaken in States like Bombay, Madras, Orissa, Punjab, Rajasthan, Uttar Pradesh and West Bengal. But the general problem stands very much in need of concerted efforts.

27. The economic resources of landless labourers are generally so limited that even when lands are allotted to them, they find it difficult to exploit them fully because of the lack of agricultural equipments. The details of the help given to these new-allottees in different States have been collected. In Mysore, *takavi* loans are granted to such persons. In Madhya Pradesh State the help varies from region to region. In Madhya Bharat region, a grant of Rs. 800 for land improvement is made available to each family and loan advance varies from Rs. 75 to Rs. 500 for land improvement, bullock-carts, implements, seeds, fodder, labour etc., according to the expenses that each item may require. In Bhopal region, Rs. 500 for construction of wells are given as grant and loan advances varying from Rs. 180 to Rs. 600 are given for bullocks, seeds, implements and subsistence. In West Bengal, no special facilities are given to the cultivators of the newly granted lands. However, if they form a co-operative society, they become entitled to a number of facilities. In Rajasthan, *takavi* loans on the demands of these cultivators are granted for the purchase of bullocks, seeds, implements etc. In Uttar Pradesh, no facilities are being given to persons who start cultivating land granted by Gaon Samaj or Bhoodan lands except those belonging to backward classes. In the case of new cultivators in colonization areas, some special facilities like loan for purchase of agricultural implements, bulk manure etc., are provided. In Bihar, the backward classes cultivators who receive Khas Mahal, Bhoodan land and certain other lands from State and who have no seeds to carry on the cultivation are given the total maximum grant of Rs. 270 for a pair of bullocks and for seeds and implements.

28. A number of schemes of settling various categories of landless backward classes as agriculturists have also been undertaken in the States under the Centrally Sponsored Programme as well as under the State Sector. For Denotified Communities there are numerous such schemes and the endeavour is to settle them in colonies



An ex-criminal tribal family on move with their household kit—Bombay.



A tribal peasant working with a modern agricultural implement—Tripura.

and give them all the facilities necessary to make a start as agriculturists. During the First Five Year Plan about 17 settlements and 30 colonies have been set up and more than 3,600 families received assistance for agricultural development. Under Centrally Sponsored Scheme in Andhra region of Andhra Pradesh, Denotified Communities are being colonised in newly planned colonies where they are given houses, reclaimed land, agricultural implements, seeds and manure. The same type of schemes have been undertaken for shifting cultivators among Scheduled Tribes, a detailed description of which has been given in the paras on shifting cultivation. In Telangana region, Scheduled Caste families who are colonised in agricultural colonies are given financial aid for making a start at the rate of Rs. 300/- per family. When they are settled in colonies they get subsidies for land betterment, houses and other amenities. In such colonies, fruit gardening is also encouraged on co-operative basis so that they may be able to supplement their agricultural income. In the Kutch region of Bombay State, the Scheduled Tribes who are settled in colonies are given subsidy @ Rs. 500/- per family for agricultural implements, purchase of bullocks, seeds etc. In Marathawada region also, the Scheduled Castes are being settled in agricultural colonies and are given grants for improving their lands, building of houses and other common amenities. Nearly half of the families settled in such colonies are also given Rs. 300/- each for purchase of bullocks, seeds etc. Here, too, like Andhra, there is a scheme for encouraging gardening on co-operative basis and these co-operative societies are provided with grants for sinking irrigation wells, saplings, seeds etc. In Orissa, Denotified Communities are being settled in colonies and they are helped with implements etc., at a cost of Rs. 750 per family. In Uttar Pradesh the Government of India had sanctioned a scheme costing Rs. 2.94 lakhs during 1956-57 for settlement of Denotified Communities on the condition that the State Government will provide land for them. The State Government have expressed their inability to provide any land for them and the scheme has, therefore, remained unimplemented. It is felt that the State Government should make an attempt to find lands for settling these families so that the grants made by the Centre are utilised. In the erstwhile State of Punjab a scheme for the settlement on land of Scheduled Castes and Denotified Communities under the Centrally Sponsored Programme has been sanctioned. Under this scheme 5 acres of land is allotted to each selected Scheduled Caste and denotified landless agriculturist. A subsidy of Rs. 2,000 is given by the Central Government and the beneficiary contributes Rs. 2,500 in order to purchase land worth Rs. 4,500. To help the beneficiary a loan of Rs. 2,500 is given by the co-operative department of the State Government. In addition the State Government granted a subsidy of Rs. 500 each for house and well. It is reported that in one case the lands purchased for Scheduled Caste people in District Rohtak are not suitable and they are not willing to settle down on them. The State Government may look into the matter. In Madhya Bharat region of Madhya Pradesh, Denotified Communities are settled on land in colonies and each family is given land and subsidy for purchase of bullocks, agricultural implements and manure etc. In Bhopal region, under State Sector Scheduled Tribe and Scheduled Caste families are being settled on land on co-operative basis. Each family will be allotted 15 acres of land and financial assistance for construction of houses and purchase of plough bullocks, implements etc., is to be provided. Common amenities like panchayat ghars are also being provided. Under State Sector in Madhya Pradesh 200 acres of tractorised land are to be distributed to Ex-criminal Tribes and 2,000 acres to Scheduled Castes. All the families who will be getting about 10 acres of land will get Rs. 250/- as interest free loan for the purchase of bullocks, implements etc.

29. In Rajasthan, rehabilitation of landless Bhils in several colonies was initiated in 1954-55 and is still continuing. Kathodias and Garasiyas are other Scheduled Tribes that are being settled. Each family is provided with 15 bighas of land for agriculture and gets grant-in-aid for house, reclamation of land and purchase of

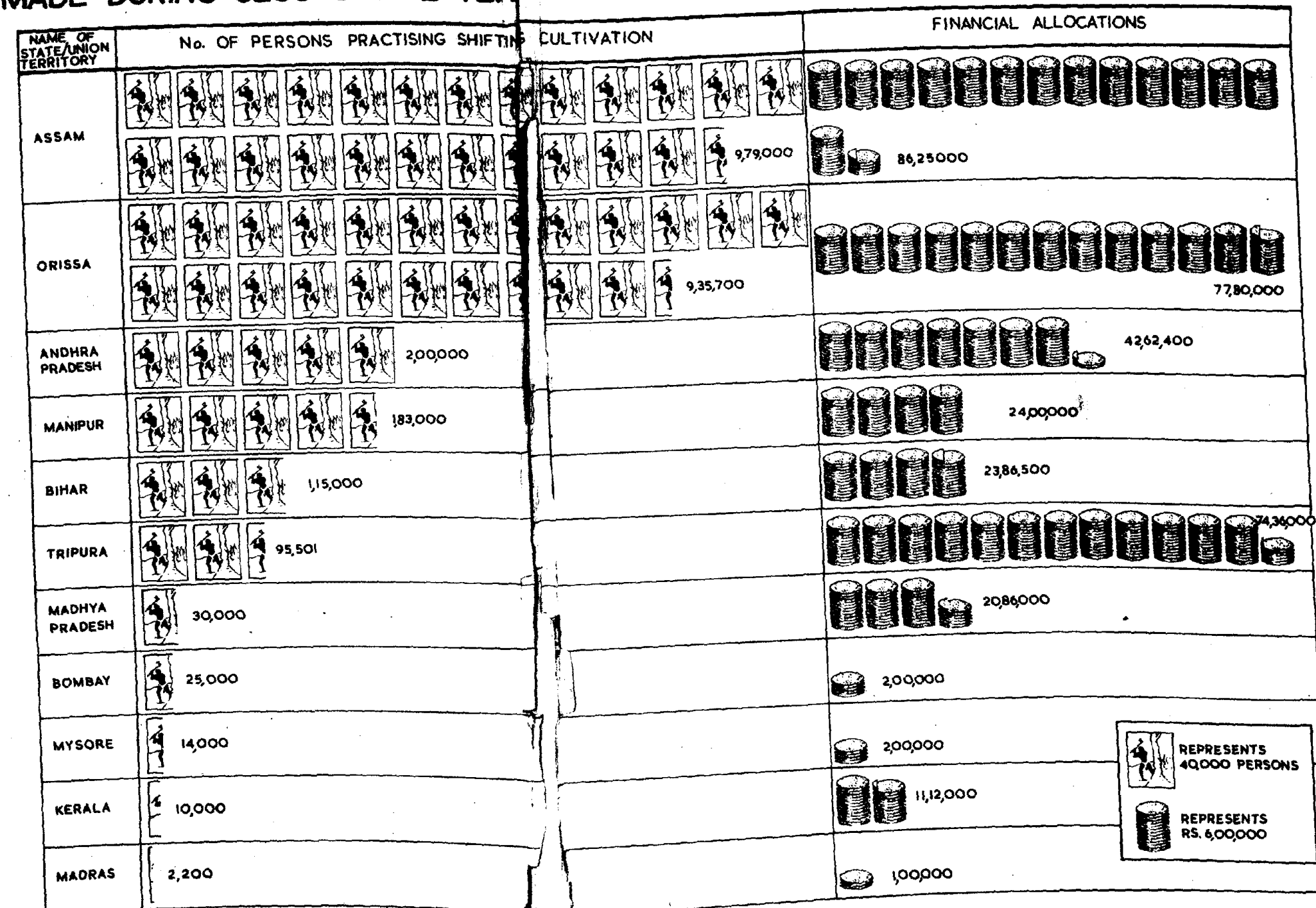
shares for co-operatives; and in the special rehabilitation colonies like Jawahar Nagar, Model villages are set up with basic schools, wells, panchayat ghars and other facilities. In such model colonies, all families organise themselves into a co-operative society. Seven model colonies were proposed to be set up under the Centrally Sponsored Scheme in 1957-58 for Scheduled Tribes. In the two rehabilitation colonies of Amba Vidaiya and Ambasa each family was given Rs. 200/- for construction of houses. But it is felt that in these areas, further grant of Rs. 150 per house is necessary. In the colony of Ambasa, conditions did not appear to be quite satisfactory and the settlement has yet to take shape. It is felt that these two colonies need immediate extension of communication with the main road and also the construction of irrigation facilities. Whenever colonies for settling backward classes as agriculturists are taken up such things as drinking water, irrigation, communication etc., must be given top priority otherwise they might prove a failure. Another group which has been taken up for extensive settlement in agriculture is that of Gadia Lohar, whose rehabilitation has been taken up under Centrally Sponsored Schemes during 1956-57 and 150 families of Gadia Lohar were rehabilitated. Some of these rehabilitation colonies were seen by me during my recent tour and it was felt that schemes of housing alone for this group do not serve much purpose. It is essential for settlement that all the families should first be allotted agricultural land and help to settle down as agriculturists. In Jammu and Kashmir there is pressing need for organising colonisation schemes for Scheduled Castes. In Gijral, a village on the border about 11,000 acres of land was made available for Scheduled Caste people who formed a co-operative farming society. But the people are not thriving as they are in need of finances for purchase of bullocks, implements etc., and for building up irrigation facilities. It is felt that in the State of Jammu and Kashmir, colonisation schemes may be taken up under the Central Sector. Furthermore, there are two groups of backward classes, Gujars and Bakarwals numbering about 3 lakhs for whom schemes of colonisation must be prepared.

Shifting Cultivation

30. In earlier Reports, the problem of shifting cultivation as it exists in our country today has been discussed in detail. It is an acute economic problem. This type of cultivation has come under severe criticism from nearly all quarters. The urgent need for weaning away the tribals from this primitive form of agriculture by settling them permanently on land and teaching them modern methods of agriculture has been engaging the attention of the Central and the State Governments ever since the country embarked upon special programmes for the welfare of the Scheduled Tribes.

31. The schemes for controlling the practice of shifting cultivation were started in Assam, Andhra, Bihar Madhya Pradesh, Orissa, Vindhya Pradesh and Tripura during the First Five Year Plan period. Important achievements made in the First Plan period included establishment of 81 colonies, settlement of 6,271 families and opening of 9 Pilot Project Centres. During 1956-57, 3,287 families were settled and 7 colonies and 7 Pilot Centres were established in these States. In the second year of the Second Five Year Plan, the scheme has been extended to the States of Kerala and West Bengal and Union Territory of Manipur. The proposed physical targets for the year 1957-58 in all the States were to open 26 new Centres, maintenance of 16 existing Centres, establishment of 26 colonies and 3 Pilot Farms and settlement of 2,881 families. It has further been decided to allocate funds to the States of Bombay, Mysore and Madras to tackle the problem. The Government of India are giving separate grants under the State Sector and the Centrally Sponsored Programme of the Backward Classes Sector of the Second Five Year Plan to the State Governments/Union Territories, for the purpose. In addition, a sum of Rs. 92 lakhs out of Rs. 130

No. OF PERSONS PRACTISING SHIFTING CULTIVATION & FINANCIAL ALLOCATIONS MADE DURING SECOND FIVE YEAR PLAN FOR WEANING THEM FROM THIS PRACTICE



71

lakhs specially earmarked for control of shifting cultivation, has now been allotted to the various States and Union Territories, keeping in reserve Rs. 38.00 lakhs for further distribution to the State Governments according to their needs. The amount of Rs. 92.00 lakhs under the Centrally Sponsored Programme will be utilised exclusively by way of grants for housing, land reclamation, irrigation and agricultural operation etc., to induce the tribals to take to settled cultivation. The Research-cum-Demonstration Centres which are set up in order to evolve a pattern of cultivation particularly suited for the areas concerned where Shifting Cultivation is predominantly practised will be financed by the Central Soil Conservation Board in the Ministry of Food and Agriculture. The statement given below shows the total* allocation of funds made to various States and Union Territories during the Second Five Year Plan and the progress achieved during the year 1956-57 and proposed to be achieved in 1957-58:—

S. No.	Name of the State/Union Territory	Total allocation made under Second Five Year Plan	1956-57		1957-58	
			Expenditure incurred	Physical targets achieved	Expenditure incurred (Estimated)	Physical targets achieved (Proposed)
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1.	Assam	86,25,000	5,44,000	(i) Establishment of 7 pilot centres.	8,00,000	(i) Opening of 25 centres covering 1,250 acres.
				(ii) Plantation in 233 acres of land.		(ii) Maintenance of 24 centres covering 3,000 acres.
2.	Orissa	77,80,000	N.A.	N.A.	8,50,000	Establishment of 18 colonies for rehabilitating 700 families.
3.	Andhra Pradesh	42,62,400	42,195	(i) 56 candidates trained in improved methods of agriculture	7,09,000	(i) Starting of 3 Pilot Farms. (ii) 60 persons to be given agricultural training.
				(ii) 6 colonies for rehabilitating the tribals set up.		(iii) 8 colonization schemes in progress for rehabilitating the tribals.
4.	Manipur	24,00,000	..	..	1,12,222	(i) Opening of a demonstration Farm for terrace cultivation. (ii) Subsidy to 274 families for terrace cultivation.
5.	Bihar	23,86,500	1,14,302	175 families settled.	1,30,000	75 families to be settled.

*For more details see Appendix XIX.

(1)	(2)	(3)	(4)	(5)	(6)	(7)
6.	Tripura ..	74,56,000	10,57,000	3,048 families settled and one colony established.	16,02,000	3,044 families to be settled and 8 colonies established.
7.	Madhya Pradesh	20,86,000	32,450	64 families given subsidies.	1,00,000	200 persons to be given subsidies.
8.	Bombay ..	2,00,000	..	..	..	..
9.	Mysore ..	2,00,000	..	..	..	..
10.	Madras ..	1,00,000	..	..	..	..
11.	Kerala ..	11,12,000	..	..	2,00,000	3 pilot schemes.
12.	West Bengal	2,18,000	..	..	10,000	N.A.
13.	Unallotted reserve	38,00,000	..	..	..	..
TOTAL ..		4,06,25,900	17,89,947		45,13,222	

It will be observed from the above statement that over Rs. 4 crores have now been earmarked in the Plan under the State Sector and Centrally Sponsored Programme for tackling the problem. As stated above, separate provisions have been made in the State Sector, in the Centrally Sponsored Schemes and in the Special allocation, for schemes to tackle shifting cultivation. It would appear desirable that instead of allotting funds under three different heads for this scheme and working different types of schemes in different States, a consolidated model scheme may be prepared and introduced in the States concerned with suitable modifications, if necessary, in the light of the local needs.

32. It is an accepted fact that due to pressure of population on the area available for shifting cultivation, the 'jhum cycle' is gradually reduced and this causes a progressive decrease in yield as well as denudation of forests. Thus the people living on 'jhum', gradually approach a state of crisis in food supplies if they persist with this type of cultivation alone. In order to save the tribals from the calamity, experiments have been carried out for evolving alternative agricultural practices, combining them with shifting cultivation and settling such tribals in agricultural colonies where they can practise permanent cultivation. The schemes undertaken by the State Government/Union Administrations fall broadly into three categories :—

- Opening of Demonstration (Jhum control) Centres for the purpose of demonstrating balanced land use which includes introduction of cash crops as in the State of Assam.
- Establishment of Colonies for rehabilitation of 'Podu' families, as in the State of Orissa and the Union Territory of Tripura.
- Assisting the tribals in taking to improved methods of cultivation on the 'Jhum' lands through training and provision of subsidized agricultural implements, seeds, etc., provision of finances for improving their lands through terracing as in the Union Territory of Manipur.

33. *Demonstration Centres*—The Jhum Control Centres under the 'Uppal Plan,' in Assam were expected to acquire a compact block of 1,000 acres each for demonstration and development purpose; details of which include undertaking of several

measures of land improvement such as contour bunding and trenching, cover cropping and gully plugging. The establishment of a permanent cropping plan which mainly stresses on perennial cash crops such as coffee, cashewnut, para rubber, black pepper and other types of forest trees which are good soil conservators are also tried. A systematic work on these lines was started in 1954-55 with the establishment of 3 Pilot Centres in Garo Hills. At the end of the First Five Year Plan, there were 9 Demonstration Centres, 3 each in Garo Hills and Mikir Hills, 2 in Mizo Hills and 1 in Cachar Hills. During the year 1956-57, 15 new Centres were proposed to be opened, but actually 7 Centres were opened in that year. The number of these Demonstration Centres was raised to 25* by the end of 1957-58, by the opening of 9 new Centres as against the proposed target of 25 Centres to be started and during that year total expenditure incurred on all these centres was Rs. 7,96,800/-. The scheme aims at having 60 such centres by the end of the Second Plan period. During a recent tour of Assam I observed that the work carried out in Assam Demonstration Centres shows that none of the centres was able to acquire a fairly big area for experimentation and demonstration. The total area under plantation in 16 centres was about 793 acres only. The Nursery plantations have been started and it has been noticed† that cashewnut and coffee are the only two species of cash crop that have shown partial success in the older centres, so far. Para rubber and black pepper have generally failed in all the centres. Even wattle which was expected to be the most suitable conservator of soil could not be grown successfully; so is the case with lemon grass. Thus that part of the scheme which consisted of planting forest trees that enrich the soil within a very short time has not, perhaps, been successful. Physical measures for soil conservation such as contour bunding, bench terracing etc., were, however, undertaken successfully in the areas under the centres. As regards the plantations of perennial cash crops, they have not proved as successful as was expected. During my visit to 12 centres, including the oldest ones, enquiries revealed that the tribals have not taken to alternative cash crops and though no figures regarding seedlings and plants distributed from these centres were available, I did not find any mentionable plantation of this type in the areas adjoining the centres.

34. The difficulties encountered in this type of 'Jhum' control are, firstly, that in most of these areas marketing of the products is a problem and therefore the tribals do not welcome the cultivation of cash crops. Secondly, this experiment does not embrace any method to increase food crops and the provision of sufficient food still occupies an important place in the tribal economy. Thirdly, this rather complicated type of silvi-culture alternating with agriculture requires that for some period both of these methods should be practised side by side, but the details of such a scheme have not been worked out. It was noticed that in extensive areas of Garo and Mikir Hills, where the altitude is not high and the hill slopes are not very steep, a more suitable method of Jhum control would be to encourage permanent cultivation through bunding and minor irrigation works instead of the silvi-agriculture method which has not much of suitability for these areas. On the other hand in Mizo Hills where the altitude is high and slopes are steep terracing cannot be extended. In the above circumstances, it is suggested that the opening of more demonstration Centres in Assam should be stopped and a committee of three or four experts in agriculture, engineering, forestry and tribal welfare should be set up to examine, in all details, the question of remodelling the scheme of Jhum Control after a thorough survey of the areas concerned.

35. In Orissa, the scheme of Jhum Control on the lines adopted in Assam is under execution between Sonabeda and Koraput in Koraput District. This work is being taken up in some Pilot Projects which have a three-fold programme of afforestation, soil conservation and colonisation, on which the State Government propose to

*Information supplied by Jhum Control Division, Assam

†Statement at Appendix XX

spend a sum of Rs. 1,00,000 during 1957-58. The Colonisation scheme has been undertaken by the State Governments of Andhra, Bihar, Madhya Pradesh, Orissa, West Bengal, Kerala and the Union Territory of Tripura. Under this scheme, the landless tribals practising shifting cultivation are brought down to the plain areas where good lands are available and they are settled in colonies. They are also provided with agricultural implements, seeds, manure, cattle etc., and cash subsidy to improve lands for permanent cultivation.

36. *Colonisation.*—During the First Five Year Plan period, Government of Andhra started 4 colonisation schemes in East and West Godavari districts to settle 287 families at a cost of Rs. 4,22,860. The Second Five Year Plan provides Rs. 12.27 lakhs to start 4 additional colonies under the State Sector of the Plan. Two of them have been undertaken during the second year of the Plan at Tijangi and Mampakin-chavanipalem in Visakhapatnam district, to settle 200 and 50 Hill Tribal families, respectively. The others are to be taken up during 1958-59. In addition, six colonisation schemes were started in this State during the first year of Second Five Year Plan to settle 400 families under the Centrally Sponsored Scheme, of which 5 were started in Srikakulam District and one in Kurnool District. Apart from the colonisation scheme, the State Government have proposed to sanction 12 major irrigation schemes during the Second Five Year Plan period for tribal families who take up settled cultivation. Two such major irrigation schemes and 5 minor irrigation schemes have already been sanctioned. A training scheme for 'podu' cultivators for training in improved methods of agriculture and 3 Pilot Farms to distribute locally produced seeds, plants etc., to the tribals have been started during the Second Five Year Plan period under the State Sector. During 1956-57, 56 Hillmen were trained at a cost of 0.18 lakhs (approximate) as Demonstration Maistries for appointment in Araku Valley and 60 more Hillmen are proposed to be trained in 1957-58.

37. In Orissa, it is proposed to establish 90 colonies to settle 3,500 'podu' families during the Second Plan at the cost of Rs. 40,87,000. The State Government had already started 81 Colonies and settled as many as 2,496 landless 'podu' families upto the First Five Year Plan. Each family is given cultivable land to the extent of 5 acres, Rs. 250/- for construction of house, Rs. 360/- for soil reclamation and conservation and free bullocks, implements and seeds.

38. During the First Five Year Plan period the number of families settled in the erstwhile States of Madhya Pradesh and Vindhya Pradesh were 326 and 40 respectively. Each family has been provided free land for agriculture, a pair of bullocks, a set of agricultural implements, seeds, manure and subsistence allowance till the first crop is harvested, at an average expenditure of Rs. 504/8/- per family. During the First year of the Second Five Year Plan period, 64 families have been given subsidies costing Rs. 32,450/- in Vindhya Pradesh Region and the proposed target for the year 1957-58 was to grant subsidies to 200 persons at a total cost of Rs. 1.0 lakhs.

39. In Bihar State, 275 families of Kharias and other Scheduled Tribes had been settled during the First Five Year Plan period and 175 families during 1956-57. During 1957-58 the State Government have proposed to settle 75 more families at the cost of Rs. 1.30 lakhs. It was observed that some of these families were being settled on 'Bhoodan' land. During my visit to two Paharia Colonies in villages Gouribasrah (sub-division Deogarh) and Asna Navadih (sub-division Dumka) I found that the 'owners' of the donated lands were not allowing the tribals to cultivate them even though these had been allotted to them by 'Bhoodan' authorities.

40. In West Bengal, the Totos of Jalpaiguri district are the only shifting cultivators and the State Government have decided to undertake a colonisation scheme during the Second Five Year Plan period, at a cost of Rs. 2,18,000. They proposed

to spend a sum of Rs. 10,000 during 1957-58 for this work and a village with an area of 3.12 sq. miles was allotted, besides 400 acres of land is to be reclaimed for plantation and agriculture.

41. In Rajasthan, it is reported that shifting cultivation is practised by the Bhils and Garasiyas in Udaipur Division. A Colonisation Scheme, has, therefore, been taken up for their permanent settlement under the programme of rehabilitation of landless tribal communities. As many as 1,000 families of Scheduled Tribes are being rehabilitated each of whom is given 15 bighas of land for agricultural purposes.

42. *Improved methods of Jhum Cultivation.*—In the Union Territories of Manipur and Tripura, 'Jhumia' families are encouraged to adopt improved methods of cultivation through training, and also by giving them subsidized agricultural implements, seeds, manure, cattle etc., and by making them improve their lands through terracing, bunding and irrigation. There is a scope for permanent cultivation in Manipur and effective steps have been taken for the control of 'jhum'. Provision of minor irrigation, reclamation and establishment of demonstration centres are the main methods adopted for this purpose. Demonstrations are given at the Farms in terracing, better methods of cultivation and growing of fruit trees. These farms have a special feature of having piggery and poultry attached to them. During 1957-58, under the Centrally Sponsored Programme, one demonstration farm has been opened in Manipur at Nungba and under extension programme subsidy to 274 families during the past two years at the rate of Rs. 500 per family has been given—50% in cash and the rest in the shape of agricultural implements like spades, showels, handrakes and fruit grafts, piggings etc. In addition to this, a sum of Rs. 4 lakhs is provided under the general tribal welfare scheme for the Plan period, for minor irrigation and reclamation. Under this scheme tribals are given subsidy in the construction of minor irrigation channels for providing water to the terraced lands. In this way 200 miles of small irrigation channels have been constructed. The total allotted amount of Rs. 80,000/- was spent.

43. In the Union Territory of Tripura, the Jhumias are being settled on land as permanent cultivators. A pilot scheme for settlement in Belonia sub-division was taken up in the year 1953-54 and extended to other sub-divisions also from 1955-56. The scheme had, however, to be modified as it was noticed that it was not working satisfactorily. In the year 1957-58, 8 colonies were to be established and 1,667 families settled on land under State Sector. In the Centrally Sponsored Programme, 1,377 families were proposed to be settled. Each family is given land measuring 2 to 4 acres and a cash assistance of Rs. 500 payable in three instalments, for settling as permanent cultivators. Besides, each 'Jhumia' colony is being provided a number of common amenities like housing, drinking water wells, roads and Community Centres. Till the end of 1957-58, 9,216 Jhumia families have been given a total financial assistance of Rs. 31,27,201 and have been settled on over 25,000 acres of land. Thus, it would appear that nearly half of the Jhumia families in Tripura have been settled as permanent cultivators by the end of the second year of the Second Five Year Plan.

44. In Mysore, where shifting cultivation is practised in the interior mountainous tracts of Belgaum and South Kanara district some forest land has been set apart for the practice of shifting cultivation, thereby delimiting the affected areas. At the same time these tribals have been allotted some forest land for permanent agriculture.

45. The Food and Agriculture Ministry has intimated that the problem of shifting cultivation is serious in Bombay also. The reports received from the Agriculture, Forest and Revenue Departments show that 10 tribal communities practise shifting cultivation in two districts namely, Kolaba and Dangs. In Dangs, 302.64 sq. miles are protected forests out of which 35 thousand acres are gentle slope and level

ground on which shifting cultivation is permitted. But it is being done even on the steep slopes in contravention of the rules regulating cutting of the forest trees. It appears that the dual control over the protected forests by the Revenue and Forest Departments is partly responsible for this. Land utilisation survey is being carried on in Dangs district and it is hoped that after it is complete proper steps will be taken regarding settlement of Dangis and demarcation of forests etc. In Kolaba Division, the area is much less but the need for control of 'rab' burning has been felt and the State Government directed that a land utilisation survey may be made to formulate proposals for final classification of land and settlement of shifting cultivators. It was found from the survey that the percentage of the 'Dalhi' area to be converted into Kharif land is poor and considerable expenditure will have to be incurred in the improvement of these areas. For this purpose, a specific scheme may be drawn up. In this connection, it may be pointed out that the shifting cultivation practised in the districts of Dangs and Kolaba is not of the same type and form as practised in the State of Assam. In Bombay, the branches of the trees, shrubs etc., are cut and burnt for obtaining ash manure and removing shade for the proper growth of the crops. As a matter of fact, in the Dangs district the income from forests ranges from Rs. 20 to 30 lakhs per year, major portion being derived from contract of forest coupes and hence the trees are not burnt down. In Kolaba district, the incidence of 'rab' burning is low compared to Dangs.

46. The three main measures that are being undertaken for weaning away of the tribals from the practice of shifting cultivation are, (i) introduction of terrace cultivation, (ii) colonisation and (iii) Pilot Project Centres.

As regards (i) above, the position is that terrace cultivation can be introduced only in such areas as have abundance of rain and when the soil can retain water. Wherever possible, the tribals are already doing this type of cultivation successfully, as in the Naga Hills in Assam. So far as the colonisation is concerned, its success depends on the availability of sufficient wet cultivable land and willingness of tribals to come down from the hill-tops to settle on that land. Experience shows that neither sufficient wet land for the purpose is available, nor it has been easy to persuade tribals to leave the hill-tops and come down and settle in colonies. The only other method to wean away the tribals from this practice, therefore, is the Pilot Scheme started under the 'Uppal' Plan. For this purpose also, it is desirable, as stated above, to set up a committee consisting of experts in the field of engineering, forestry, agriculture and tribal welfare, in order to thoroughly examine the working of the existing Demonstration Centres opened under that scheme and to suggest ways and means for the improvement of their working. This is absolutely necessary in view of the fact that these Demonstration Centres do not appear to be working satisfactorily at all at present.

Cottage Industries

47. The Cottage and Village Industries occupy a central place in any programme of rural development. They provide relief against unemployment and agricultural under-employment. The economy of the backward classes is all the more dependent on them because their agricultural economy is poorer and more unstable. In the First Five Year Plan, village and small scale industries did not enjoy a very important place because it was an agriculture-oriented Plan. Nevertheless an important beginning was made during the First Five Year Plan and an effort was made to organise cottage industries on systematic basis and to gauge their difficulties and problems of development. Some All-India Boards like All India Khadi and Village Industries Board, Small Scale Industries Board and Coir Board etc., were set up.

48. In the First Five Year Plan, an expenditure of nearly Rs. 31 crores was incurred over the various Small Scale and Village Industries and the Boards that

had been set up helped the States in drawing up development schemes for various industries. In addition to this, it was also realised during the Plan period that certain sections of backward classes need special types of assistance; an expenditure of over Rs. 74 lakhs was accordingly incurred by the various State Governments on the schemes meant for backward classes. The Second Five Year Plan has laid great emphasis on the development of village and small scale industries. A Committee known as the 'Karve Committee' reviewed the field and made allocations for various industries involving a total outlay of about Rs. 260 crores. The financial provision in the Plan, however, is Rs. 200 crores. The Committee applied itself to the problems of finance, trading, technical deficiencies and marketing difficulties of the traditional industry and made recommendations in that regard, keeping in view a plan for delimiting production in various sectors of the industries in which both large scale and small scale sectors are found. In the Backward Classes Sector of the Second Five Year Plan, an amount of Rs. 547.29 lakhs has also been provided for the benefit of backward classes. The schemes included in the Backward Classes Sector give due emphasis on training of artisans and provision of financial help to the trained personnel for setting up their industrial units and also to encourage formation of co-operatives of trained personnel. Peripatetic demonstration units are expected to benefit persons already engaged in various cottage industries. The following statement will show the expenditure involved in the schemes for the development of cottage industries under the Backward Classes Sector of the Second Five Year Plan.

Category of Backward Class	Expenditure		
	Second Plan	1956-57	1957-58
(1)	(2)	(3)	(4)
Scheduled Castes	2,47,54,550	14,70,388	17,82,430
Scheduled Tribes	2,38,50,580	13,28,145	28,11,770
Other Backward Classes	35,22,450	2,70,383	7,65,210
Ex-Criminal Tribes	26,01,570	2,69,106	3,53,288
TOTAL ..	5,47,29,150	33,38,022	57,12,698

It will be seen from the above statement that an expenditure of Rs. 5,47,29,150 will be incurred in the Second Five Year Plan benefiting 36,023 persons, 2,850 families and 421 training centres will be started in addition to a number of Cottage Industries Co-operative Societies.

49. The programmes for cottage industries for the backward classes in the State Sector and Centrally Sponsored Programme include the training of young men and women in various crafts like carpentry, smithy, tailoring, basket and rope making, weaving, mat weaving, leather work etc., in the training and training-cum-production centres established in the various States/Union Territories. The persons who receive training at these Centres get stipends varying from Rs. 15/- to Rs. 30/- per month and in some cases suitable wages are paid after they have attained a certain degree of proficiency in the trade. Many of these schemes provide for a follow up programme under which the trained persons get cash subsidy or interest free loans, payable in easy

instalments, up to Rs. 500. For those who are already in trade the schemes in several States provide for some grant of loans or subsidies to enable them to improve their equipment, tools etc., and to purchase other necessary material. Based on my observations made through visits to a number of these centres in various parts of the country I would make the following suggestions :—

- (i) In all such training schemes money for aid to the trained persons should be provided and it should generally be in the form of interest-free loans payable in cash or kind (goods produced by them). It has been noticed that the centres do not maintain any effective watch on the actual settling in trade of their ex-trainees which naturally allows a lot of training going in waste. If the centres will keep a more effective and closer touch with the trainees for guiding and helping them in their business this wastage can be prevented.
- (ii) If more and more of the training centres are changed into training-cum-production centres this will not only create self-reliance in the trainees but will also help in exploring more avenues for the marketing of their produce. The centres can as a matter of course also help the ex-trainees, settled in trade, in the marketing of their produce.
- (iii) These centres should also try to encourage formation of co-operatives for their trainees instead of giving them after-training aid on individual basis. These co-operatives should be so designed that they may arrange for raw materials as well as marketing.
- (iv) Many of these centres suffer from lack of qualified staff. This causes delay in the opening of the centres after they are sanctioned and also results in imparting of a partial and incomplete training which means that the trainees become incompetent craftsmen. Efforts should always be made to post at these centres efficient staff as far as possible. It is felt that this object can be achieved more effectively if these centres are run through the joint efforts of Social Welfare Departments and Small Scale and Cottage Industries departments in the States. This co-ordination is very important and should be effected as soon as possible.
- (v) There appears to be a tendency to take up same crafts for teaching in various parts of a State. In fact, each centre should be planned to suit the conditions and the needs of the people of the area in which it is located. This would also eliminate various difficulties connected with the supply of raw materials and the marketing of the goods. A proper survey of the areas having concentration of backward classes with a view to prepare schemes for the development of cottage industries and the opening of training centres based on the findings of survey, will eliminate wastage and quicken the pace of the economic development of these classes.

50. *Leather Industry.*—Among the industries that require the greatest attention and hold out the greatest potentialities for development, are the handloom, leather, oil, wool, silk and coir industry. The most important position is occupied by the handloom industry but in so far as scheduled castes are concerned, leather industry is of prime importance in providing substantial employment to persons belonging to this group. The industry employs* 5.77 lakhs people in the whole of the country, and it can be safely presumed that almost all of them are scheduled castes. An estimated number of 17.93 lakhs persons are dependent on this industry and they form more than 33% of the scheduled caste people earning their livelihood by "productions other than cultivation".

*Appendix XXI



Cottage industries like basket making are taught in Tribal Welfare Centres—Madhya Pradesh.



Cloth weaving is a major occupation of the tribals in Himachal Pradesh.



Better craftsmanship—the village shoe-makers learn to make modern utility wear—Delhi.

51. The industry is divided into (i) organised large scale and small scale units concentrated in three or four big cities and (ii) cottage/village sector units spread all over the country and located in the dwellings of the village artisans. In so far as production is concerned, the large scale sector accounts for only about 6% of the total output of foot-wear in the country while the remaining 94% comes from cottage and small scale units. In the case of the other important part of the industry, namely production of tanned hides and skins, the organised sector produces less than 5% while the small scale and cottage industries sector produces more than 95% of vegetable tanned hides and skins. All flaying is usually done by village scheduled caste artisans who use their indigenous methods and this is the cause of a number of defects which reduce the value of skins. The same is the case with curing, for which various indigenous methods are widely prevalent.

52. In view of the importance of this industry, the Karve Committee suggested an allocation of Rs. 615 lakhs for the development of leather industry. The Second Five Year Plan has made an allocation of Rs. 5 crores for village leather footwear and tanning. In addition, money is also spent out of Rs. 55 crores earmarked in the Plan for the development of small scale industries including leather industry. The lines suggested for the development of this industry are primarily aimed at raising the present extremely low level of technical efficiency of the small tanners by providing common facilities for improving tanning etc. It is also intended to introduce between the two sectors, i.e., large scale sector and small scale and village sector of the industry 'a common production programme'. The steps towards this common programme include keeping a watch over the volume of production of the big factories like Bata and Flex, levying an excise duty on their products, and disallowing any expansion in their production capacity. It has been planned that almost the entire expansion in demand for foot-wear during the Second Plan period would be met by small scale/village sector. The programme also includes measures to facilitate the extension and knowledge of marketing conditions for the small/village sector through co-operatives so that economic returns, therefrom, may improve. With these objectives in view the Small Scale Industries Board, the Khadi and Village Industries Commission and the concerned departments in the various States embarked upon the development programme for leather industry in the Second Five Year Plan. To protect the interests of the small scale and cottage industries, the Government exempted the cottage industries from payment of excise duty on manufacture of foot-wear and the import of foot-wear articles was also restricted. At the same time, the export of finished foot-wear articles is being allowed and encouraged and an Export Promotion Council for leather goods and leather has been set up.

53. The All India Khadi and Village Industries Commission are making organised efforts for quick and more complete recovery of hides etc., from fallen cattle. This step is essential for the economic betterment of persons who are engaged in this work. Even if a portion of such a large number of cattle (26 million), who die on an average every year, could be recovered and effectively processed, considerable wealth can be created out of the waste today. It is estimated that defective flaying alone causes a loss of nearly Rs. 78 lakhs every year. The Commission has, therefore, drawn up a programme with the following objectives :—

- (i) The organisation of flaying Centres through Demonstration Parties and provision of training in improved methods of flaying and recovery of valuable items from the carcasses,
- (ii) bone crushing units, -
- (iii) model tanneries and training-cum-production centres,
- (iv) training in tanning.

Sixty one carcass recovery centres have so far been allotted to various institutions. Flaying Centres are generally allotted to a registered institute or a co-operative society, in an area which has a cattle population of 3,000 or more, as such centres require 250 to 300 carcasses a year. The sponsoring institution for the Centre is given a grant of Rs. 3,000 and a loan of Rs. 3,000 towards non-recurring expenditure and a loan of Rs. 720 towards part of the recurring expenditure. So far 307 Flaying Centres have been distributed in various parts of the country. For starting bone crushing units a loan of Rs. 2,150 and a grant of an equal amount is given and upto now 56 bone crushing units have been allotted. Every institution or society taking up a flaying, carcass recovery or bone crushing centre can depute one candidate each for receiving training at the cost of the Commission at Borwali, Bombay, where three hundred and fifty candidates have been trained up to the end of 1956-57. To improve the quality of the tanned leather, village model tanneries are also set up in areas which have 6 to 7 flaying centres. Each such centre gets a grant of Rs. 8,250 and a loan of Rs. 2,750 to meet the cost of capital expenditure on land, building, tools etc. A loan of Rs. 7,000 is sanctioned towards working capital. So far, 82 such tanneries have been allotted to various institutions. For improving tanning, the Commission is giving subsidy to the tune of Rs. 200 for the construction of a new pit and minimum amount of Rs. 50 for repairs of an old pit. For imparting training in tanning and manufacture of leather goods, 10 training-cum-production centres in different States are functioning and students, who are also paid a stipend of Rs. 40 per month, are given training for one year. For providing adequate marketing facilities for the products of village leather sector, marketing depots, big and small, are organized by the Commission. During 1956-57 nine big marketing depots and seventeen small marketing depots have been allotted. For the big and small marketing depots, financial assistance amounting to Rs. 47,000 (Rs. 25,000 as loan for working capital and Rs. 22,000 as grants towards establishment purposes) and Rs. 19,000 (Rs. 15,000 as working capital and Rs. 4,000 for establishment purposes) is provided, respectively. The Commission is also giving financial aid to individual cobblers for pursuing their trade. During 1955-56, 50 persons were given aid @ Rs. 50 each.

54. The Small-Scale Industries Organisation has concerned itself mainly with the planning and organisation of technical help for the cottage industries. It gives block grants to the State Departments for their schemes of developing small-scale industries. The available information shows that during 1956-57, the organisation gave block grants of over Rs. 12 lakhs and loans of over Rs. 19 lakhs to the various States for the development of leather industry. During 1957-58, the grants given exceeded Rs. 20 lakhs and loans sanctioned exceeded Rs. 27 lakhs. Thus during the first two years of the Second Plan, the organisation has sanctioned grants and loans amounting to Rs. 80.11 lakhs. The schemes undertaken by the organisation regarding development of leather industry can be classified as under :—

- (i) Training Centres and Training-cum-Production Centres.
- (ii) Commercial schemes.
- (iii) Development of co-operative societies.
- (iv) Common Facilities Centres.
- (v) Industrial Extension Centres.
- (vi) Research and Experimental Centres.

The Governments of Bombay, Rajasthan, Andhra Pradesh, Madras, West Bengal and Madhya Pradesh have formulated schemes for training-cum-production centres and 17 schemes of this type will train 570 persons every year. In addition to these, a number of persons will be trained in local training centres which these States have already established. The States of Bihar, Bombay, Madras, Uttar Pradesh,

Jammu and Kashmir, Andhra Pradesh and Madhya Pradesh have formulated commercial schemes which employ a number of workers. They include tanneries and production units for manufacture of foot-wear and other leather goods. The National Industries Corporation has also been set up for providing machines, small tools and equipments on hire-cum-purchase to co-operative societies and small industrialists. With a view to helping artisans in marketing their goods, the National Small Industries Corporation has opened a Central Wholesale Depot at Agra so that the finished goods can be stocked at one place for sale in different parts of the country. The Corporation is also trying to get orders from abroad and has secured an order from Russia for 2.5 lakhs pairs and from Poland for 54,000 pairs. Another order from Russia for 65,000 pairs has also been received. Efforts are also being made to get orders from other countries. The Corporation also keeps itself in touch with the Director General of Supplies and Disposals for getting Government orders. The orders so received are distributed to the different co-operative societies or to the individual small-scale units in different States. This is in addition to what the various State Governments are doing by way of providing marketing facilities. The organisation is also engaging foreign experts for expansion of small-scale industries and proposes to carry out a complete survey of the industry, a part of which—for Northern Region—has already been done.

55. The State Governments have liberalised the terms and conditions governing loans for small-scale industries and now the small-scale industrialists and village artisans can get credit on easier terms. Individuals can get loans up to Rs. 1,000 on personal bonds and up to Rs. 5,000 on two personal sureties and higher amounts on other sureties. The rate of interest will be 3% and return of the loans is to be made within 10 years. In the case of industrial co-operatives, the terms for loans are still more liberal and they can get loans up to Rs. 2 lakhs at the rate of 2½% per annum. In addition, the State Governments have also undertaken suitable measures for the development of leather industry. It can well be hoped that all these combined measures will bring about a quick improvement in the conditions of the village/small-scale sector of the industry. Due to its largely unorganised state, this sector is at present in such a state of despair and gloom that the Government must keep a very close watch on the implementation of protective measures introduced under the common production programme. The desirability of giving a monopoly of producing certain types of footwear and leather goods to the small-scale/village sector alone, may also be considered as a part of the common production programme. All the State Governments and the Central Government should consider purchasing their entire leather goods and footwear requirements from this sector only, as a matter of policy.

56. A widespread movement among Chamars, Regars, Bairwas etc. propagating the giving up of skinning of carcasses, tanning and production and manufacture of various types of leather goods has also been noticed. It is also seen that there is a tendency among the educated persons of these communities to shun this work and not to take up this profession. This can be attributed to the poor economic returns from the trade and the obnoxious nature of work involved in it due to poor technology. The prevailing social attitude of contempt for all those who follow this profession is also responsible for this trend, which would not only lead to loss of national wealth, but also add a large number of persons to the already vast 'army of landless'. In this connection it may be mentioned that a Conference of the representatives of leather industry was held at Gwalior on the 10th March, 1958, on the occasion of the Annual Session of the Bharatiya Depressed Classes League and resolutions dealing with the improvement of this industry were adopted. An all-India body was formed at that time and it is hoped that this body will mobilize and change the prevailing public opinion against taking up this profession through propaganda, conferences etc., and will impress upon people that by application of modern means the unclean processes

involved in the industry can be improved upon. Such bodies should also be useful in bringing about better co-ordination between the All-India Khadi and Village Industries Commission and other Central Organisations, State Departments concerned and the village artisans. The formation of such bodies like Bihar State Leather Industries Board, in Bihar, is a welcome feature. Such non-official organisations should be set-up in all the States.

Co-operation

57. In an under-developed and predominantly rural economy, co-operative movement promises economic security and relief to the poorer sections from the clutches of various types of middlemen. India had made quite an early start in this field and in the First Five Year Plan further provisions for intensification of the movement were made. The Second Five Year Plan proposes to increase further the tempo of this work. It has been felt that backward classes due to their utter economic dependence and educational backwardness stand much more in need of various types of co-operative institutions and in their case the State help, almost at every stage, is imperative.

58. The total allocation made for the Second Plan Period, expenditure incurred during 1956-57, and the estimated expenditure for 1957-58, under the head Co-operation are as follows :—

Category of Backward Class	Allocation made for the Second Plan period		Expenditure incurred during 1956-57		Estimated expenditure for 1957-58	
	Centrally Sponsored Scheme	State Sector	Centrally Sponsored Scheme	State Sector	Centrally Sponsored Scheme	State Sector
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1. Scheduled Castes	19,55,000	46,94,800	17,500	46,533	..	1,09,958
2. Scheduled Tribes	53,12,000	86,59,025	11,11,870	1,95,905	8,11,820	10,53,360
3. Other Backward Class	..	6,62,650	..	12,065	..	16,600
4. Ex-Criminal Tribes.	..	2,59,350	..	5,000	..	8,700
TOTAL	72,67,000	1,42,75,825	11,29,370	2,59,503	8,11,820	11,88,618

59. The progress of expenditure on 'Co-operation' during the year under Report is distinctly better than that in the previous year. The revised estimate of outlay on this scheme for 1957-58 works out at Rs. 20,00,438 as against an expenditure of Rs. 13,88,873 incurred during 1956-57. The available information shows that in addition to other types of Co-operative Societies, 406 Multi-purpose Co-operative Societies were proposed to be organised by the end of March, 1958. The number of such Societies started during 1956-57 was only 204. When compared to the targets envisaged in the Second Five Year Plan, the tempo of expansion of co-operative movement during the last two years appears to be rather slow. So far, only a



Tribals bringing their goods to the Multi-purpose Co-operative Society Narayanpur, District Bastar—Madhya Pradesh.

nominal sum of Rs. 33.89 lakhs has been utilised as against a plan provision of Rs. 215.43 lakhs made for the purpose. Unless some special efforts are made by the various State Governments and Union Territories to speed up the developmental activities under this head, it will be difficult to utilise the said amount fully and properly within the prescribed period and achieve the contemplated targets.

60. The financial allocations towards co-operation have to be made for various purposes as the societies organised among backward classes need various types of Governmental aid for a successful working, because of the peculiar conditions obtaining among these sections. These include, among others, loans and subsidies towards the share and working capital; grant-in-aid for works like buildings, godowns etc., needed in case of certain types of societies and grants for employing trained administrative staff, since in most cases, the members cannot effectively take up these responsibilities. Besides this, the Co-operative or the Backward Classes Departments in various States also have to appoint extra staff for the proper guidance and supervision of the societies meant for backward classes.

61. In some States the co-operative movement amongst the Backward Classes has developed satisfactorily. The Government of Bombay have established Forest Labour Co-operatives, a detailed account of their working in Bombay and other States is given elsewhere in this Chapter. Encouraged by the success of the co-operative movement, the Bombay Government have undertaken a special scheme for the development of co-operative societies specifically in the Scheduled Areas of the State during the Second Five Year Plan. Certain areas have been selected for intensive development of co-operative movement in the Districts of Sabarkantha, Baroda, Surat, Thana, Nasik and West Khandesh. A start has been made by concentrating on the organisation of agricultural credit and co-operative marketing societies. In accordance with the recommendations of the Rural Credit Survey Committee, a comprehensive general scheme for extension of agricultural credit is already included in the Second Five Year Plan by the Government and Scheduled Areas will also derive benefit from this general scheme. It must be appreciated that the Government of Bombay fully realise that the circumstances obtaining in the Scheduled areas greatly differ from other areas. The Scheduled areas are sparsely populated, the villages are scattered and the people are poor and illiterate. It has, therefore, been proposed to give additional assistance to the societies. The primary societies for agricultural credit in these areas get an additional subsidy of Rs. 300 and special supervisor officers in addition to the normal staff of the department for these areas have been appointed. As regards marketing, two sale societies are functioning in two talukas of the area selected for intensive development. They are being further assisted and co-operative marketing societies are being organised in the talukas which already have major markets under the general scheme. The intensive development scheme proposes to provide co-operative marketing organisation in the remaining talukas and mahals. These branches of marketing societies are given subsidies for managerial cost for 3 years at Rs. 1,000 per year, and provided with medium sized godowns for which Rs. 16,000 is given as loan and Rs. 4,000 as subsidy. Under the scheme of giving financial assistance to industrial co-operative societies, in the Scheduled areas, the Government of Bombay expect to organise 10 such societies during the Second Five Year Plan. At the end of the First Five Year Plan, there were 15 industrial co-operative societies functioning in the State. All the newly organised societies are provided grant-in-aid of Rs. 1,200 per year for securing the services of efficient hands to work as their Secretaries, Accountants etc., and to augment their funds, the Government contribute the share capital of the new, as well as old societies, at the rate of Rs. 10,000 per year during the Plan.

62. The progress made in this respect in Madhya Pradesh is also encouraging and clearly indicates the active interest taken in the movement by the members of the



A Vishavan floating down reeds. Cutting reeds provides an occupation for many tribes—Kerala.

co-operative societies. A special mention may be made in this connection of the Adivasi Co-operative Farming Society at Sounther, near Bhopal, which has provided one pair of bullocks, a cart and agricultural implements to each of its members. Special mention may also be made of Leather Workers Co-operative Societies in Uttar Pradesh, which have been able to get wholehearted co-operation from the poor Scheduled Caste people. It is reported that the tanners who are members of co-operative societies are now earning about Rs. 20 to 30 per month more than they used to before. Much of the success of these societies may be attributed to the proper guidance given through the trained personnel engaged as Leather and Tanning Expert Officers, Leather Designers etc.

63. Available information shows that the Governments of Bihar, Jammu and Kashmir and Uttar Pradesh have established Credit Co-operative Societies to give credit on easy terms to Scheduled Castes and Scheduled Tribes. Multi-purpose Co-operative Societies are functioning in Assam, Kerala, Madhya Pradesh and Rajasthan and they provide these people with credit facilities also. In Himachal Pradesh, thrift and credit societies exist for providing facilities of loans for agricultural purposes. The Govt. of Madras are considering the proposal of establishing Credit Co-operative Societies for tribal people. In Andhra Pradesh, to promote the economic welfare of the tribes in the Agency areas, the State Government with the help of the Government of India have established Andhra Scheduled Tribes Co-operative Finance and Development Corporation. The objectives of the Corporation are :—

- (i) Provision of credit facilities.
- (ii) Procurement and supply of the domestic requirements of scheduled tribes etc.
- (iii) Making of arrangements for the marketing of agricultural produce.

The bulk of the share capital, i.e., Rs. 2 lakhs has been subscribed, to start with, by the State Government with only a meagre sum of a few hundred rupees being contributed by two primary co-operative marketing societies, established in Downura (Visakhapatnam District) and Gummalakshimpuram (Srikakulam District). Out of the grant of Rs. 3 lakhs sanctioned by the Government of India for the construction of godowns and garages and for the purchase of lorries and jeeps for its use, an amount of Rs. 1.47 lakhs has been spent in the construction of 12 godowns and 6 garages and a sum of Rs. 1 lakh on the purchase of vehicles. This corporation is proving of immense help to the tribal people.

64. It has been generally observed that in the States where the co-operative societies could not make much headway, the failure is attributable partly to the paucity of active organisers and sponsors among the backward classes themselves, caused by illiteracy and ignorance among them and partly to the extreme poverty of the members, so much so, that in some cases, they are not able to pay even their membership fee. In order to overcome these difficulties effective educational measures like propaganda should be carried on to make the backward tribal and scheduled caste members understand the utility of the co-operative movement and encourage habits of thrift among them. The poor tribals and scheduled caste members should also be allowed to pay towards their share in smaller instalments and adequate financial help may be given to the co-operatives by the Government for their proper working. There is, no doubt, that if we are to promote the economic development of the backward sections of the community, the Government will have to come to the rescue of the institutions working in that field. Schemes started for the economic welfare of these people always involve various risks. Unless these risks are covered by Governmental help, the schemes are liable to fail. It may also be pointed out here that along with the opening of new societies, efforts should also be made to make the existing societies

more successful by removing the difficulties encountered in their working. The uniform pattern of regulations laid down for the organisations of the societies for the State as a whole must be suitably modified to suit the conditions of the backward classes.

Forest Labourers' Co-operative Societies

65. The primary object behind the setting up of the Forest Labourers' Co-operative Societies is to save the tribals and other backward class people living in the forests from exploitation at the hands of forest contractors and to help them in getting full benefits of the forest produce. The Government of Bombay started the movement of opening Forest Labourers' Co-operative Societies as early as 1946-47. These Societies, as mentioned in the previous Report, are allotted forest coupes on upset prices and are given other facilities also for their proper working. The progress achieved in that state so far, in this direction, has been very encouraging. At the end of the First Plan period, 179 Societies were functioning in Bombay State. By the end of 1956-57 the number of such societies increased to 216 with a total membership of 42,538 persons of whom 38,240 were tribals. During the same year the value of forest contracts allotted to these Societies was Rs. 63,13,342 and the amount of profit earned by them was Rs. 36,59,039. The Second Five Year Plan envisages the opening of 117 more Societies—92 under State Sector and 25 under Central Sector; and it has been estimated that if the forest contractors are to be altogether eliminated, it would be necessary to start about 600 more such Societies. The Societies opened after 1954-55 are at present being granted the following help :—

(i) Contribution to share capital	.. .. .	Rs. 3,000
(ii) Subsidy for management expenses	.. .. .	Rs. 1,200 per annum (for two years).
(iii) Subsidy for welfare activities	.. .. .	Rs. 1,500 per year (for three years).

Thus every Society during a period of 3 years gets nearly Rs. 9,900 as grants-in-aid. During the year 1956-57, 69 Societies were given help.

66. In Bombay, the Societies are started by non-official organisations and their progress is looked after by a Planning Body. These Societies play a very important role in the life of the forest-dwelling tribals. They also undertake constructive and welfare work among their members and 2 per cent of operational wages are set apart for these activities of the Societies. It has, however, been observed in many cases that this money and the grant for welfare work from Government do not suffice for proper execution of these activities. As the profits made by the Societies are good, an increase in this percentage should be made. The idea of giving construction contracts of roads building etc., to such Labour Co-operative Societies in the tribal areas has already been entertained by the Government of Bombay.

67. The success of the Societies in Bombay made other States realise the necessity for starting such Societies and by the end of the First Five Year Plan period as many as 338 such Societies were set-up in Andhra, Bombay, Bihar, Madras, Rajasthan, Saurashtra and Travancore-Cochin. During the Second Five Year Plan period it is proposed to open 340 Forest Co-operative Societies in the States of Andhra, Bihar, Bombay, Madhya Pradesh, Orissa, Kerala and Rajasthan and in the Union Territory of Tripura.

68. During the First Plan period the Government of Bihar had opened 10 Forest Co-operative Societies. No new Society was opened during the first year of the Second Five Year Plan period. It was, however, proposed to open 2 more such Societies during 1957-58. Most of these Societies had not, however, progressed in their work,

satisfactorily. The State Government have not intimated the progress achieved by these societies.

69. In the Mahakoshal region of Madhya Pradesh, one Co-operative Society was started in 1953-54. This could not make any profit because the 'Kattha' that was produced could not be sold. The Second Five Year Plan provides for the opening of 22 more Societies—10 in Mahakoshal region and 2 in Madhya Bharat region, under the Centrally Sponsored Scheme and 10 Societies in Vindhya Pradesh area under the State Sector of the Plan.

70. In Orissa, the Forest Labourers Co-operative Societies are being organised by the Co-operative Department and the target for the Second Plan period is 25 Societies. In 1956-57, 10 Societies with a membership of 2,687 were opened in the four Districts of Puri, Mayurbhanj, Keonjhar and Koraput. Saving one, none of these Societies are for exploitation of forest coupes; 2 are for taking lease of minor forest produce and the rest for tassar growing. Every Society received a loan of Rs. 24,000 and Rs. 3,000 as working and share capital respectively. In addition, every Society received a subsidy amounting to Rs. 12,010 for the salaries of the staff for 1956-57 and 1957-58 and construction of staff quarters, godowns and enclosure for the year 1956-57. In March 1958, 5 more Societies were opened. It appears that most of the Forest Labourers' Co-operative Societies in the State are of a different type from the Bombay pattern and they are not allotted forest coupes which is a more secure and profitable work for such societies. It is felt that if the movement has to give adequate benefits to the poor Scheduled Tribes, the Government should follow a definite policy of giving forest coupes to them at upset prices as is done in Bombay. The other types of Societies which have been opened, do not seem to be making much headway. Marketing of these products is the main weakness in their organization.

71. In Kerala, forest co-operatives are being given Rs. 6,000 each to build their stocks and for disposal of forest products. A sum of Rs. 2.37 lakhs has been provided for the plan period, for starting 25 Co-operative Societies. Four Societies were started in 1956-57 and it is proposed to start five new Societies in 1957-58.

72. In Rajasthan, one Society of Kathodias in Udaipur Division had been organised by the end of the First Plan. The Society was given a subsidy of Rs. 10,000 and approximately a similar amount as loan. It earned a profit of nearly Rs. 2,000 during the year 1955-56. During the Second Plan period, a provision of Rs. 3 lakhs has been made out of which Rs. 1 lakh is for opening 50 Societies for the other backward classes. During 1957-58, 15 Societies—10 for Scheduled Tribes and 5 for Other Backward Classes, were proposed to be opened. It may, however, be stated that the formation of societies in Rajasthan is still in its infancy and the work has not yet been taken up systematically.

73. It is gratifying to learn that the Tripura Administration have started organising forest labourers' co-operative societies, and in February, 1958, two such Societies were formed. Three more Societies are proposed to be organised by the end of the Second Five Year Plan. These Societies were organised under State Sector and each one of them received a sum of Rs. 6,000 as grant-in-aid including Rs. 3,000 for each building, Rs. 1,700 for pay of the staff and Rs. 1,300 towards the maintenance of two bullock-carts.

74. The Administration of Himachal Pradesh has intimated that the timber exploitation being in the hands of the Forest Department itself, the labour in that territory is not in that miserable plight. I am, however, of the opinion that Forest Co-operative Societies should be started in this territory also, on experimental basis at least. While the Forest Department is primarily concerned with the economic development

of the forest, it cannot ignore its responsibility towards the welfare of the forest dwellers. The Manipur Administration have reported that the tribals in their areas enjoy generous rights of the use of forest produce and that there is no economic exploitation of the forest labourers. It may be pointed out in this connection that the Manipur Administration's policy of allowing generous rights of use of forest produce to the tribals does not eliminate the need of organising forest co-operative societies. It is, desirable that the Administration should do away with the private forest contractors and give the coupes to the forest labourers' societies for exploitation at upset prices. The Government of Assam have intimated that there is no budget provision for organising Forest Labourers' Co-operatives in the State plan. In their case, it is advisable to divert a part of the proposed amount allocated for Co-operation (a sum of Rs. 6.61 lakhs has been allocated for Co-operation Scheme in the State Sector of the Second Five Year Plan of Assam) towards the establishment of a few Forest Labourers' Co-operative Societies, which would immensely benefit the tribals.

75. The need of forest development requires no emphasis. The forest brings rain—the food for agricultural soils. Due to various causes, the co-operation and association between the forest dwellers and the forest department are not very happy and cordial. The tribals are generally denied the use of the forest for their normal economic life. The exploitation of forest timber with the help of forest contractors may be financially advantageous to the Government, but in a Socialist State like India the middleman should be eliminated as far as possible. It is surprising to note that certain State Governments are still not able to appreciate the benefits of organising forest co-operative societies. It would be profitable for them to depute some of their officers to watch the good work done by these Societies in Bombay.

Grain Golas

76. The grain golas occupy an important place in the scheme for the economic amelioration of the conditions of backward class agriculturists, land-owners and landless cultivators. These are popular because they provide grain loans for family consumption, seeds and payment of farm expenses in kind. The grain loans are of short duration and are usually granted in the months of June and July when there is, generally, an acute shortage of food-grains. Originally, the grain golas were started in the States of Bihar and Bombay for the exclusive benefit of the Adivasis and as a result of the successful working of the scheme in these States; it has been adopted by other States and have been extended to cover Scheduled Castes and Other Backward Classes, as well. Information available shows that number of grain golas are proposed to be increased during the Second Five Year Plan period in the States of Bihar, Orissa and West Bengal. The statement given below shows the number of grain golas opened during the First Five Year Plan period, proposed to be opened during the Second Five Year Plan period actually started during the year 1956-57 and proposed for the year 1957-58 in these States.

State	No. of grain Golas opened			
	First Five Year Plan	Second Five Year Plan		
		Total (proposed)	1956-57	1957-58 (proposed)
(1)	(2)	(3)	(4)	(5)
Bihar	368	725 (395 for Sch. Tribes & 330 for Sch. Castes).	66 (1 for Sch. Tribes & 65 for Sch. Castes).	165 (99 for Sch. Tribes & 66 for Sch. Castes).
Orissa	14*	375 (for Sch. Tribes.)	90 (for Sch. Tribes.)	90 for Sch. Tribes.
West Bengal	9	83 for Sch. Tribes.	12 for Sch. Tribes.	17 for Sch. Tribes.

*Opened in 1955-56.

77. In the State of Bihar, a sum of Rs. 20,000 (Rs. 8,500 recurring and Rs. 11,500 non-recurring) is spent on the opening and maintenance of one grain gola. The aim is to provide every unit of 20 Adivasi villages with one grain gola. In Orissa, the grain gola scheme was introduced in the year 1955-56. Under this scheme, in Orissa, each grain gola is provided with a working capital of Rs. 2,000 for purchase of paddy and other grains and building grant of Rs. 4,000. A watchman and a part-time salesman are also provided in each grain gola. In order to provide greater facilities, viz., working capital and building grant at Rs. 3,500 and Rs. 6,500, respectively, for revised type of grain golas have been sanctioned. In West Bengal, a sum of Rs. 9,000 is spent at non-recurring expenditure on the purchase of land for a godown and its construction and for purchase of paddy stock and Rs. 1,000 as recurring expenditure to cover the pay of clerk-cum-accountant etc., for each grain gola.

78. In the State of Bombay, in order to distribute grain and seeds properly to the backward classes, the Government of Bombay started a special scheme for organising co-operative grain depots in Adivasi areas of the Districts of Thana, Nasik, Baroda, Panchmahals, Surat and West Khandesh for the benefit of Adivasis of those Districts. The benefit of these grain depots has now been extended to the backward classes also. The existing well-managed agricultural credit and multi-purpose societies which are willing to open and run grain depots are also considered eligible for maximum loan of Rs. 5,000 both for the purchase of food grains and for the construction of 'Kanagas' for storing grains. Likewise for the benefit of all cultivators a number of revenue grain banks have been converted into co-operative grain banks. Thus at present there is no special scheme in the State of Bombay for organising grain depots or co-operative grain banks for the exclusive benefit of Scheduled Castes and/or Scheduled Tribes. In Madhya Pradesh five grain golas are working in Bastar and Balaghat Districts. Some of these grain golas were established in 1953 in the C.D. Block, Kondagaon, and have been working successfully.

79. Under the existing rules in Bihar, interest is charged at the rate of 25 per cent for the first year and 6½ per cent for subsequent years till the loans are realised. A rebate of 5 per cent on interest charges is given to those borrowers who pay their loans before 31st December, each year. In Orissa and Bombay the rate of interest is fixed at 25 per cent. The rule of reducing the interest charged in Bihar from 25 per cent to 6½ per cent in subsequent years for the loans if not paid in the first year has prompted many persons not to return the loans in the first year. Under the rules such defaulters are not eligible for getting further loans from the grain golas but instances are not wanting in which these defaulters have taken loans in the name of other members of the family. It is, therefore, suggested that the rule regarding reduction in rate of interest charged for delay in the payment of loans by the borrowers may be modified. The inducement of a rebate of 5 per cent on the interest charges payable by the borrowers who pay back their loans before 31st December, each year has also unfortunately remained a dead letter; instance can be cited of the grain gola borrowers during 1957 even though they returned the loans before the 31st December, that year. It is desirable that suitable instructions are issued to the Thana Welfare Officers to distribute the amount admissible to the borrowers under the rules expeditiously. In Bombay, half of the interest is utilised for advancing fresh loan and half is credited to Government in repayment of the loan. It is expected that at the end of 10 years the Society would have built up a capital of its own and would not be in need of Government assistance. In West Bengal the rate of interest is charged on monthly basis at the rate not exceeding two seers per maund. This is, no doubt, a very good inducement to the members to return loans but this practice, it is felt, will not enable the grain golas to build up the stock and it is, therefore, suggested

that the members should be persuaded to contribute to the stock by way of compulsory deposits on which a token interest may be paid to them. In this connection, I would like to point out that, considering the poor economic conditions of the Scheduled Tribes, it is not desirable to charge them heavy interest at the rate of 25 per cent on the loans taken by them. They should not be charged more than 12½ per cent of interest on these loans. The other 12½ per cent may, however, be charged from them to serve as deposits in the names of the borrowers concerned. This will help the Scheduled Tribes people to build up their own stocks in the grain golas and draw loans out of their own stocks, in times of need. A nominal interest may be charged on such withdrawals to cover dryage, wastage etc., of grains.

80. The scope of the grain golas is limited in fulfilling the short term needs of the backward classes. The Government of Bihar envisaged that they should become self-supporting in 5 to 10 years. But their actual working reveals that this aim has not been achieved. The main cause for this shortcoming is poor recovery of loans advanced to the Adivasis. It is found that in a large number of cases huge quantities of unrealised loans of paddy are outstanding, for the following main reasons—

- (i) Failure of crops due to scarcity of rains and other natural calamities.
- (ii) Lack of efforts on the part of Thana Welfare Officers for realisation of loans.

It is desirable to give remission both in principal and interest under rule 17 of the Grain Gola Rules and have the stocks of grain supplemented, otherwise it reduces the utility of the scheme. In the last year's Report it was mentioned that certain malpractices like issuing loans in fictitious names, recovering loans but not crediting the money recovered in the account of the borrowers, obtaining thumb impressions of the applicants on agreements and receipts without making actual disbursement of paddy etc., have been observed. It is desirable that strict supervision should be exercised by the State Governments over the working of the Thana Welfare Officers, and a Committee of Social Workers and Officers who are interested in the grain golas should be appointed to suggest modifications in the light of the past experience of the working of the scheme in the tribal areas of the State.

81. As pointed out earlier the grain golas generally provide seeds and food grains in the two months of June and July only and are not in a position to provide grains for consumption at other times in the year. Whenever, a member of the grain gola needs food grains in other months he has again to depend upon the money-lenders. It is, therefore, desirable that stocks in the grain golas should be increased which can be done without incurring any expenditure, by prompt realisation of the outstanding loans including interest charges. It was suggested last year that the scope of the grain golas may be enlarged by converting them into grain banks. This suggestion may be considered by the State Governments of Bihar, Orissa and West Bengal.

82. In view of the utility of this scheme, it should be extended to the areas where grain golas have not been opened yet. But in any programme of development of rural credit we must take into consideration money credit as well. The kind of loans granted by the grain golas do not meet the medium term and long term needs (like purchase of bullocks etc.) of the cultivators. Integration of the grain credit institutions with the co-operative credit structure is extremely necessary and steps should be taken in all the States, where grain golas are functioning, to evolve adequate safeguards against any adverse effects which the combination of grain credit with money credit is likely to have on the effective functioning of the grain golas and the credit structure. It is desirable that the grain golas should develop a cash wing for distributing the much needed money credit in supplement to the grain credit, in course of

time. At the same time agricultural credit and multi-purpose societies should open grain depots on the lines of Bombay State to provide grain credit which is popular and clearly understood by the common people; and at places where grain golas are existing, in course of time they should be taken over by Multi-purpose Societies which may be organised in those areas.

83. As pointed out earlier, grain golas have also been started in certain States for the benefit of Scheduled Castes. The living conditions of the Harijans are quite different from those of the Adivasis; whereas Adivasis generally have agricultural lands, the Harijans are mostly landless labourers and a negligible proportion of them are tenants. It is, therefore, found that these persons have nothing to offer by way of security in getting loans from the grain golas. It is, therefore, suggested that the State Governments should consider the desirability of amending the grain golas rules in such a manner that these persons can also take full benefit of the scheme.

Debt Redemption and check on Money-lenders

84. Indebtedness is fairly high among all sections of our rural populace, but among Scheduled Castes and Scheduled Tribes, it is perhaps the highest. The causes of rural indebtedness include among others: (i) Poverty, (ii) extravagant expenditure on social ceremonies, and (iii) inherited debts. The "poverty" is the main cause of indebtedness. Even for subsistence requirements Scheduled Castes and Scheduled Tribes often need loans and because of landlessness their creditworthiness is so low that only village 'Sahukars' who charge exorbitant interest are willing to advance them loans. The extravagant expenditures on social customs enhance their loan requirements. The inherited debt is another contributing cause of indebtedness. Innumerable people are "born in debt, live in debt and die in debt, from generation to generation". The most important consequence of indebtedness is the passing away of land from the agriculturist to the non-agriculturist money lender. It also compels a cultivator to sell his produce to his creditor at very unfavourable rates.

85. In previous reports the necessity of a multi-pronged drive to remedy this situation has been stressed. Measures to curb the unscrupulous practices of rural money-lenders, regulating the rates of interest charged by them on loans and the writing off of debts incurred a long time back, are no doubt, steps that some State Governments have undertaken. But a satisfactory solution of the problem of indebtedness would also include positive measures to ameliorate the economic conditions of these classes, e.g., providing them financial facilities for purchasing their agricultural requirements, giving filip to the cottage industries and speedy expansion of institutional credit so that the people may have an alternative to the village 'Sahukars'. Side by side, educative measures to wean these people from extravagant social habits through propaganda and also to create in them a consciousness for the need of small savings should be launched.

86. The various legislative and executive measures undertaken in various States to control and regulate money lending and to provide relief to poor debtors have been discussed in the earlier reports. The information contained in the paras below give the latest information received from various State Governments/Union Territories.

87. The Government of Jammu and Kashmir have solved the problem of indebtedness through the Distressed Debtors Relief Act, enforced through the Debt Conciliation Boards which helped Scheduled Castes also. In Madras, besides the earlier laws, the Money Lenders' Act, 1957, has been enacted to regulate and control the business of money lenders. This law will provide relief to Scheduled Caste and Scheduled Tribe persons also. In Rajasthan, there is no enactment on the subject though action has already been taken to safeguard the interests of backward classes

through Debt Reconciliation Boards under the Marwar Relief of Indebtedness Act, 1942, in Jodhpur Division. However, a comprehensive measure to relieve agriculturalists from indebtedness is under the consideration of State Government and will be introduced in the next session of the State Assembly.

88. It is reported that in Laccadive, Minicoy and Amindivi Islands, money lenders from the mainland advance money at exorbitant rates of interest to the inhabitants of these Islands against promise of delivery of their produce. Similarly petty merchants in the Islands give provisions to owners of coconut trees against the mortgage of their trees which has resulted in heavy indebtedness of those owners. At present, there is no provision for giving relief to these persons. It is felt that the establishment of a few Multi-purpose Co-operative Societies or Credit Societies in these Islands will prove to be of immense benefit to the inhabitants. In the Union Territory of Tripura, as the existing legislation for the regulation of money-lending is not considered to be adequate, the Administration proposed to extend Bombay Money-Lenders Act to the Territory. This proposal is still under consideration of the Government of India. A system locally known as 'Dadan', under which money-lenders advance sums against standing crops and charge excessive rates of interest, is proposed to be combated through a scheme of establishment of Co-operative Marketing Societies in some of the areas. The cultivators will be given loans against the crops under a joint bond as most of them are landless or shifting cultivators. These Societies will arrange for marketing the crops and pay to the producers the price that the crops fetch after recovering the loans advanced.

89. The Central Advisory Board for Tribal Welfare have recommended that "all Adivasi debts which are more than 3 years old should be written off and that the debts of the last 3 years should be paid up after allowing the interest at the minimum rate but not exceeding 6 per cent in any case". It is also suggested that necessary help in this regard may be given by the State Governments through the Co-operative Societies to be organised for the purpose. The Government of India have suggested that the State Governments should take appropriate steps in this regard and give the necessary help to the Adivasis. Replies have been received from a few State Governments. Available information shows that in Attapady Valley in Perintalmana Taluk in Kerala State there are no Adivasi loans of over 3 years. The question of paying up of the loans of the last three years is under consideration of the State Government. In the Scheduled Areas of Punjab, there are no cases of Adivasi debts of more than three years standing. Loans amounting to Rs. 5 lakhs at 5½ per cent were given to the traders in 1955 to enable them to meet the losses incurred due to heavy and untimely snow fall that year. Seven Credit Co-operative Societies have already been opened in these areas. The Government of West Bengal is considering the proposals of the Harijan Welfare Board. It appears that the State Governments have an impression that the resolution of the Board refers to the loans advanced by the Government and do not include loans given to these people by private money-lenders. It is felt that in any programme of scaling down of Adivasi debts the loans advanced by the private money-lenders must also be taken into consideration, otherwise scaling down of Government loans usually advanced in the shape of *taqavi* for purchase of bullocks, agricultural implements, house building advance etc., will not completely improve the situation. It is suggested that suitable instructions may be issued by the Government of India to all the State Governments. After the scaling down has been effected, the Government of India will have to give financial assistance to the States concerned for paying off old debts and starting of Co-operative Credit Societies to replace money lenders. It is felt that unless a parallel institution is started to provide credit facilities, the Money-Lenders' Acts that have been enacted by a number of State Governments will remain a dead-letter as it is found that they are circumvented by the money-lenders in many subtle ways.

90. Apart from the legislative and executive measures, steps have been taken by the State Governments to organise Credit Co-operative and Multipurpose Co-operative Societies for Scheduled Castes and Scheduled Tribes. Attention in this connection is invited to the portion of this section, dealing with "Co-operation".

Special Multipurpose Tribal Blocks

91. The object of the Special Multipurpose Tribal Blocks is to develop a progressive outlook among the tribals and to generate a dynamism in their economy which will lift them to continually higher levels of material and cultural advancement. With this point in view, the Ministry of Home Affairs in collaboration with the Ministry of Community Development have started forty-three Special Multipurpose Tribal Blocks in various tribal areas of the country. Every care has been taken to locate these blocks preferably in the most backward tribal areas of the States and Union Territories. Each block is supposed to represent on an average 40 villages with a population of approximately 25,000 persons spread over an area of 200 square miles, and as far as possible is to be co-terminus, with a National Extension Block. It was, however, pointed out in the last year's Report that on an average the State Governments are not able to stick to the usual pattern of 25,000 persons spread over an area of about 200 square miles per block as was originally intended. This will be clear from the following table which indicates the distribution* of 43 blocks taken up during 1956-57 and 1957-58, the population and the number of villages covered by them:—

S. No.	Name of the State/Union Territory	Number of Blocks in operation	Area covered (in square miles)	Number of Villages	Population
(1)	(2)	(3)	(4)	(5)	(6)
1.	Andhra Pradesh	4	1,583	1,052	1,44,503
2.	Assam	7	5,141.47	1,321	1,72,023
3.	Bihar	8	2,376	1,500	3,68,892
4.	Bombay	7	2,086.15	689	1,93,608
5.	Madhya Pradesh	10	6,052	1,654	4,45,690
6.	Orissa	4	2,006.01	1,495	2,67,981
7.	Rajasthan	1	258	210	28,004
8.	Manipur	1	Not available	Not available	Not available.
9.	Tripura	1	527	375	28,280
TOTAL ..		43	20,029.63	8,296	16,48,531

It would be observed that on an average, each block covers 194 villages representing a population of 39,250 spread over an area of 477 square miles. It is found that the maximum coverage of total population by these blocks ranges from 82,717 in Manharpur Block, Singhbhum District, to 14,724 in Adhaura Block, Shahabad

*For more detailed particulars, see Appendix XXII.

District, both located in the State of Bihar. It is not quite clear why the necessity has been felt of covering such a huge population (e.g., over 82,000) in one Block when the average coverage of a Block is 25,000. Some of the other Blocks in Bihar cover as much as 69,000, 64,000 and 60,000, of population respectively. The original idea behind the proposal was that at the rate of 25,000 persons in each block, the per capita amount available for development in these blocks would be of the order of Rs. 104. With the increase in coverage of each block, the per capita expenditure has been reduced considerably from Rs. 104 to Rs. 69 which will effect the pace of development in the block areas. The Sub-Committee set up at the recent conference on Community Development held at Mount Abu, has suggested that the State Governments should examine this question and see whether the present coverage of population per block could be reduced to a reasonable extent.

92. It is also noticed that in one of the blocks in Bihar (i.e., Mahuadanr) out of the total population of 27,000, the tribal population is 2,334 only. Unless the concentration of tribal population in an area is sufficiently high, there does not appear to be any justification for financing such a block from the funds ear-marked for Special Tribal Blocks.

93. The financial provision made for each such block is Rs. 27 lakhs for a period of 5 years, of which Rs. 12 lakhs will be available from the budget of the Ministry of Community Development, as provided normally for Community Development Blocks, and Rs. 15 lakhs will be met by the Ministry of Home Affairs for the intensification of development programmes exclusively for tribals under Article 275(1) of the Constitution. The pattern of development and the allocation of expenditure under the various heads of the programme in the integrated schematic budget as drawn up at the fifth Development Commissioners' Conference held at Nainital in 1956, had already been intimated to all the State Governments for their general guidance, the details of which were given in the last year's Annual Report. The budget allotment is flexible and all the State Governments have been empowered to transfer funds from one head to another within the same block in any manner they consider necessary in accordance with the local requirements. Special emphasis is being laid on the schemes of irrigation and soil conservation, rural housing, village industries, supply of pure drinking water, eradication of the diseases like yaws, V. D. leprosy etc. As far as communication is concerned it has been ensured that the money available for the purpose is utilised to the best advantage of the people by taking up improvements of permanent utility.

94. The progress during the first year of the Second Five Year Plan was not much encouraging. Only a nominal sum of about Rs. 16,75,696 was spent on the setting up of 39 blocks in the country. Most of the States were able to undertake only a preliminary survey of the areas concerned and study the felt needs of the local population. The Administration of Manipur could not start any work under this programme during that year and so is the case of Bombay where out of 7 blocks allotted to the State, only four blocks were started. The main cause of the delay was obviously the late sanction of the schemes and it took quite a long time to prepare detailed programme of work under various schemes and naturally the work could not start until the detailed schemes were finalised. In case, where the schemes had been sanctioned trained staff was not available which was the greatest handicap in starting these blocks. In 1957-58, the remaining 4 blocks were also started and all the 43 blocks were in operation during that year. A total expenditure of Rs. 58,42,775 was incurred during the period under review which does not include the figures of expenditure in respect of Andhra Pradesh and Manipur as the information relating to blocks in those areas has not been received. However, the amount made available from the funds of the Ministry of Home Affairs was Rs. 58.87 lakhs during 1956-57 and Rs. 129.00 lakhs

in 1957-58. A table showing the progress* of expenditure in respect of these blocks during the first 2 years of the Second Five Year Plan is given below:—

S. No.	Name of the State/Union Territory	Expenditure incurred during	
		1956-57	1957-58
(1)	(2)	(3)	(4)
1.	Andhra Pradesh	Not Available	Not Available
2.	Assam	1,85,200	12,92,700
3.	Bihar	7,71,125	†12,04,000
4.	Bombay	49,433	11,20,000
5.	Madhya Pradesh	1,90,000	8,01,060
6.	Orissa	4,20,503	10,61,638
7.	Rajasthan	17,435	1,67,437
8.	Manipur	Nil	Not available
9.	Tripura	42,000	1,96,000
	TOTAL	16,75,696	58,42,775

It is thus obvious that in view of very slow progress made during the first two years, it may really be difficult to utilise the whole amount of Rs. 27 lakhs provided for each block during the Second Plan period. The Study Team for Community Development and National Extension Service has recommended "that the period of programme should be six years as in the case of blocks in other areas". From the Report of the said Team, it seems that a number of States like Assam, Bihar, Bombay, Madhya Pradesh, Orissa and Rajasthan have accepted this recommendation and also the Ministry of Home Affairs. If this is done there would not be any undue hurry or pressure for utilisation of funds and the programme could be completed in a more systematic and methodical manner.

95. The major difficulties accountable for the slow progress of work in Multi-purpose Tribal Blocks are as follows:—

- (i) Owing to shortage of trained personnel it was not possible to post the full contingent of staff provided for these blocks during the first two years. It was recommended in my last years' Report that a comprehensive training programme should be initiated by the Governments as well as the non-official agencies for imparting training to workers. A similar recommendation was also made by the Sixth Development Commissioner's Conference held at Mussoorie in 1957 that the staff employed in the tribal blocks should be imparted such basic training at the extension training centres in addition to the training in their respective specialized fields. A number of States like Assam, Bombay, Madhya Pradesh and Tripura have agreed to take suitable steps in this direction, while others such as Bihar, Orissa etc., have promised to examine as to how far it will be

*For more detailed information see Appendix XXII.
† Upto December, 1957 only.

possible for them to give re-orientation training to the field staff for the tribal blocks in the Extension Training Centres. It is desirable that the Ministry of Community Development should organize orientation courses of two to three weeks duration as recommended at the Mount Abu Conference regarding the special problems of tribal areas for the Block Development Officers, Block Level Extension Officers excepting Social Education Organisers for whom special training is provided at Ranchi and Village Level Workers.

- (ii) Even where personnel were available, it was found that due to the difficult living conditions in these areas, very few persons were really willing to be posted and those who are posted ask for long leave or desire transfer. This position was aggravated on account of lack of residential accommodation for the staff. Realising these difficulties the Sixth Development Commissioner's Conference recommended that in order to induce Officers to go and serve in the tribal areas, provision of certain minimum amenities at the block headquarters is of the utmost importance, so that right type of persons may come forward to work willingly in the tribal areas. The provision of Rs. 1 lakh for construction of staff quarters as laid down in the schematic budget was, therefore, considered to be inadequate and was recommended to be raised to Rs. 1.5 lakhs. The Governments of Assam, Bombay, Madhya Pradesh, Orissa and the Administration of Tripura have already endorsed these views. The Government of Bihar have not yet taken any decision. A Sub-Committee set up at the Mount Abu Conference recommended that staff willing to work in the tribal areas should be given special pay equivalent of 25 per cent of the basic salary with a view to provide incentive to them.
- (iii) Another great handicap for the staff employed in these blocks is the non-acquaintance with tribal dialects. It was recommended in last year's Report that the staff posted in the tribal areas should be well trained up for the job and fully conversant with the tribal culture, their ways of living etc. It is, therefore, desirable that staff posted in these blocks should be encouraged to learn the tribal dialects and special concessions including entry in character roll should be made in case of those persons who learn and pass test in one of the recognised local tribal dialects.
- (iv) The irrigation and reclamation loans could not be generally advanced in the areas because of the inability of the tribal population in general to give the required security for the loans. It was recommended last year that all loan items should be converted into an outright grant for the tribals. A number of States like Assam, Madhya Pradesh, Orissa and Tripura have accepted this recommendation. In pursuance of my suggestion as well as the decision taken at the Sixth Development Commissioner's Conference, the Ministry of Community Development have issued a circular to all the Development Commissioners of the various State Governments and Union Territories that the Central financial assistance to the States under the Special Multi-purpose Tribal Block Programme for all schemes relating to the development of agriculture (including animal husbandry, irrigation, reclamation, soil conservation etc.) will hence-forward be allowed on the same terms and conditions as are applied to the 'Grow More Food' and other similar schemes sponsored by the Ministry of Food and Agriculture. This is subject to the condition that the total 'Other than loan' expenditure as also the overall Central share of expenditure of each block will not be allowed to exceed the overall ceilings laid down in the schematic budgets.

- (v) Considering the scattered population in block areas and the number of villages covered, the number of Village Level Workers posted in each block is inadequate. It is desirable that the number of Village Level Workers in each block may be increased up to a maximum of 20 within the ceiling provided for personnel in the schematic budget.
- (vi) The difficulties experienced in implementing the programme of development in Multipurpose Tribal Blocks was discussed at the Annual Conference on Community Development held recently at Mount Abu. A number of important recommendations* were made by the Sub-Committee on Tribal Welfare set-up at the Conference. These recommendations will, no doubt, be implemented properly by the various State Governments concerned in order to achieve better results in these Blocks.

96. It was noticed that in the Saipung-Darrang and Mairang Blocks in the United Khasi and Jaintia Hills District of Assam the Administrative sanction of the department concerned for the construction of Office Buildings and Staff Quarters could not reach in time, with the result that considerable delay in the execution of this work was caused. It is, therefore, essential that such sanctions should be conveyed to the Project Officers by the State Governments as early as possible. In the Tamia Block at Chhindwara in Madhya Pradesh, there was till recently no adequate arrangements of transport for the staff. It would be better, if proper transport facilities are provided for the movement of the staff working in these blocks. In this State the construction of staff quarters also has not yet been undertaken in some of the blocks, which should not be delayed any more.

97. It has already been recommended in the last report that tribal areas should be provided with bridle paths and village approach roads with small bridges and culverts instead of motorable *pucca* roads to enable the tribals to carry their goods to the nearby villages for sale. If this is done, the saving on this account can be utilised for other schemes aimed at economic improvement of the people. In the Multi-purpose Block at Khedbrahma, District Sabarkantha, Bombay State, it was found that the State Government were planning to construct a road from Poshina to Kotda. The Joint Project Officer was impressed upon the necessity of providing culverts on the *nalas* and small bridges in the first instance, instead of sanctioning money on *pucca* roads, as construction of *pucca* roads was normally the function of the State and the Project money may be utilised for more essential services.

98. It has been observed in Bihar State that out of the total expenditure of Rs. 12.04 lakhs incurred on the existing 8 Special Multi-purpose Tribal Blocks during the quarter ending December 1957, Rs. 7.72 lakhs were spent on the Mahuadanr Block alone and expenditure on remaining 7 blocks was very small. This tendency of concentrating all attention only on a particular model block and leaving others in the background is harmful and the State Governments should take necessary precautions in this direction.

99. The cultivators in Tribal Block at Pushprajgarh, Shahdol District, Madhya Pradesh, are facing acute shortage of irrigation facilities and have to depend solely on the mercy of monsoon. There was also a scarcity of drinking water though provision for the construction of 45 wells has now been made. The survey of a number of villages has also not been undertaken. The progress in this block was, therefore, very slow. It is quite necessary that thorough survey and study of peculiar conditions of the tribal areas and tribal economy is carried out at the commencement of the block in order to facilitate the drawing up of a phased programme of development suited to local conditions. The other two blocks at Pandi-Uprora in Bilaspur District and at Bharatpur in Surguja District do not show even this much progress. The survey in Bharatpur block has also not been completed due to lack of personnel.

*Appendix XXIII.

100. It has been observed in some blocks like Kushalgarh Development Block in Rajasthan that most of the tribal families in the area are indebted. Unless steps are taken to compulsorily scale down the debts and regulate money lending, it is feared that whatever economic improvement comes about as a result of development works would be absorbed by the money-lenders. Suitable measures such as credit facilities to purchase minor forest produce at low prices should be introduced.

101. At some places the work of Social Education is not progressing satisfactorily. It is felt that in this field help of the non-official agencies working among the tribal communities may be obtained. Welfare programmes for the women in the Tribal Multi-purpose Blocks may be started with the help of Central Social Welfare Board.

102. "The people's contribution assumes a new aspect in tribal areas. Generally, the tribal people with their traditions of working together are willing to participate in public works". The extreme poverty and backwardness of these people do not, however, allow them to contribute their local contribution as prescribed in the development programmes. It was, therefore, suggested last year that we should not expect that much percentage by way of local contribution from these people. It is felt that the spirit of the tribal communities to help themselves in the construction of roads etc., should not be discouraged. Such construction works can be entrusted to them during the season when tribals are not otherwise busy with their own occupations, and by assuring them adequate payment for food for every working day they put in for the construction of public works. This will serve two purposes, the tribals will be contributing their share which is required under the schemes and at the same time fostering the spirit of self-help and *Shramdan*. The Sub-Committee set up at the Mount Abu Conference had also recommended that the Development Commissioners should be authorised to further relax the quantum of contribution in special cases as it may not be possible for the tribal people to contribute even 25 per cent of their share.

103. The said Conference also resolved that, "with regard to the need to establish effective co-ordination between the Tribal Welfare Department and the Community Development Department at the State level in promoting the programme of Tribal Welfare in Community Development Blocks inhabited by Tribals, and specially in the Multi-purpose Tribal Blocks", "in order to enable the Tribal Welfare Department to implement the special schemes with speed and promptitude in tribal blocks and to play its role of advising and guiding the block staff in the special problems of tribals, a Joint Director should be provided in the Directorate of Tribal Welfare in these States where the Director is not in a position to carry out this assignment". I hope that all the concerned State Governments and Union Territories will accept this suggestion.

104. In this connection, I would like to say that a sum of Rs. 27 lakhs earmarked for each Special Multi-purpose Tribal Block is quite sufficient for doing intensive and extensive work within the block areas for the welfare of the tribals. It should, therefore, be ensured that the development schemes included in the Second Five Year Plan, either in the State Sector or under the Centrally Sponsored Programme, are executed only outside the block areas. At the same time, the State Governments should not withdraw schemes already in execution in these areas and expenditure on which be of a committed nature. The sum of Rs. 27 lakhs per block has been sanctioned by the Government of India for augmenting the efforts of the State Governments for the development of the Tribal Areas and not for replacing expenditure of committed nature in those areas.

L/M2M of HA—14

105. The people's participation is essential in the successful implementation of this programme. For this purpose Tribal Panchayats should receive constant guidance and active assistance of the staff employed in the area to enable them to discharge the increasing responsibilities now being placed upon them. It is felt, that only such officers may be selected for working in these Projects who are imbued with a missionary zeal, who instead of moving among the tribals with an air of superiority approach and face their problems with sympathy, understanding and knowledge of their modes of life. This will train local workers and leaders for assuming the responsibilities for the future programme of Community Development.

Rehabilitation of persons displaced due to the construction of Dams, Industrial Plants, Factories and other Development Projects

106. The execution of big projects for irrigation, power and industrialisation entail uprooting of a number of families from their residential and agricultural lands. As most of these projects are located in backward areas, the proportion of backward classes among the families thus uprooted is high.

107. Information available* on the subject (which is incomplete) reveals that 42,012 families were displaced from 3,02,609 acres of land on account of the construction of dams in the States of Bihar, Bombay, Madhya Pradesh, Orissa, Punjab, Rajasthan and Uttar Pradesh and in the Union Territory of Himachal Pradesh, out of which 3,832 Scheduled Caste and 8,220 Scheduled Tribe families were uprooted from 15,683 and 45,485 acres of land, respectively. Out of the above, 21,976 families in all have been either paid compensation in cash or rehabilitated on 33,518 acres of land; of these 1,827 were Scheduled Caste and 4,785 Scheduled Tribe. Such of them as were rehabilitated on land were allotted 2,050 and 5,425 acres of land respectively.

108. It was suggested during the course of discussion in Parliament on my last Annual Report that cash compensation should not be paid to the displaced persons, as it is frittered away by them. But it is observed that sometimes displaced Backward Class families demand cash compensation. For example out of 203 Scheduled Caste families displaced by the construction of Tilaiya Project in Bihar from 354.17 acres of land, only 97 could be rehabilitated on 180.40 acres of land, the remaining 106 families were given cash compensation for the balance of 173.77 acres of land, as demanded by them. This dam displaced 2,691 families, in all, from 629 houses and 7,902 acres of cultivable land and the displaced persons demanded cash compensation for 355 houses and 1,825 acres of land. The D. V. Corporation built 343 houses, reclaimed 4,495 acres of land and four rehabilitation villages were set up costing more than Rs. 80 lakhs, whereas the total cash compensation would have amounted to Rs. 55.62 lakhs only. Of these, only 161 houses and 2,671 acres of reclaimed land have been occupied by the people. Similarly by the construction of Konar Dam in Bihar, 36 Scheduled Caste and 52 Scheduled Tribe families were displaced from 49 acres and 15 acres of land respectively. All the 52 Scheduled Caste and 26 Scheduled Tribe families opted for compensation in cash which was paid. In Uttar Pradesh due to the construction of Ohen Dam, 113 Scheduled Caste families have been displaced. They are being rehabilitated in the nearby village of Agroudda, partly on Forest Department land and partly on Gram Samaj and cultivators' land; but they do not want to move to those areas and demand cash compensation. In West Bengal portion of the Maithon Reservoir, none of the 344 displaced families including 256 Santhal families opted for replacement either for their houses or of their lands. Instead, they asked for compensation in cash for all their assets including lands and houses. Accordingly, they were paid compensation in cash. Due to the construction of Maithon Dam Reservoir in Dhanbad and Santhal Parganas

*Appendix XXIV.

Districts of Bihar State, it is intimated that a total number of 4,602 families were displaced from 21,622 acres of land. Out of these, 25 Scheduled Caste and 273 Scheduled Tribe families were displaced from 129 and 8,227 acres of land respectively. It appears that information regarding the number of displaced Scheduled Caste and Scheduled Tribe families intimated by the State Government is wrong. The information is, however, being checked up. All these 4,602 families opted for cash compensation for their houses and only 650 families asked for replacement of land by land; the rest wanted cash compensation even for land. On this basis, the people have been given advances for building houses and in cases where compensation for houses has not been paid the owners have been paid cost of the construction of temporary sheds. Lands for displaced families is now being reclaimed by the Bihar Government at the cost of Damodar Valley Corporation.

109. It is desirable that the project authorities should draw up suitable schemes for resettling the displaced families which may include construction of good houses, school buildings, roads, drinking water wells, irrigation facilities for agriculture. The cost on those schemes should in the initial stage be, appropriately, met out of the Project funds, and adjusted later against cash compensation and free grants payable to the displaced persons on the pattern of the schemes undertaken by the rehabilitation authorities of Machkund Hydro-Electric Project in Orissa. It is suggested that the authorities concerned should make earnest efforts to rehabilitate displaced Scheduled Caste and Scheduled Tribe families on land by drawing up proper schemes in consultation with the representatives of the displaced persons. These schemes should be undertaken simultaneously with the construction of the projects. The information given in paras below will show the schemes drawn up by the various Projects for the rehabilitation of the displaced persons in addition to those incorporated in last year's Report.

110. In Uttar Pradesh, due to the construction of projects 1,569 families were uprooted from 27,304 acres of land in various parts of the State out of which 322 Scheduled Caste families were displaced from 1,147 acres of land. 608 families in all have been rehabilitated, of those 111 Scheduled Caste families have been rehabilitated on 604 acres of land. As a result of the construction of Rihand Dam reservoir at Pipri in Mirzapur District of Uttar Pradesh it is estimated that 85,760 acres of land in Uttar Pradesh and 29,440 acres of land in Madhya Pradesh will be submerged. Approximately 108 villages in Uttar Pradesh consisting of 40,000 people and 39 villages in Madhya Pradesh with an approximate population of 15,000 will be affected. Full details about the number of Scheduled Caste families that will be displaced is not available. The Rihand Dam Control Board have laid down the following principles for paying compensation to the displaced persons :—

- (a) Full compensation for land, houses and other property to be given to the displaced persons in cash.
- (b) Land on the basis of 2/3 of cultivable area possessed before the displacement or 6½ acres per family whichever is less to be given to displaced persons on no rent for first three years, half rent for second three years and full rent from 7th year onwards.
- (c) Arrangements for drinking water supply (wells, bundhies, pipelines) would be provided for their rehabilitation. Irrigation facilities would be provided wherever possible. Other amenities such as schools and Panchayat Ghars, etc., is also to be provided in lieu of existing facilities.

So far, land has been acquired in Uttar Pradesh in 5 villages which are likely to be submerged in the monsoon of 1958. Compensation has also been paid to the people of these villages who have been allotted or are being allotted land in two villages,

about 6 miles to the north of Muirpur. The drinking water facilities in the areas comprise 2 earthen *bundhies* and 3 wells. The construction of *bundhies* has been completed and one of the wells is also nearly complete; excavation of other 2 wells is in progress. The affected persons, however, still hope that upto this year's monsoon season at least, their original lands may not be submerged in water. This tendency of these people should not, however, be encouraged. Earlier they move to the new settlements, the better will it be for them, because ultimately they have to shift to these settlements. It is suggested that places for receiving compensation for the displaced persons may be so arranged that persons entitled to compensation may easily receive it and need not cover large distances and spend money in getting the compensation. It has been noticed that in Uttar Pradesh the cash compensation for land is being given on the basis of the land revenue which will be extremely low. In the case of compensation for houses at least, it is desirable that the amount payable in compensation should meet the cost of the construction of a new house. The people of Pargana Singrauli, which is being submerged, do not want to settle at far distant places. They desire to be settled in a compact area so that their present social ties are not disturbed. It is, therefore, suggested that the Forest Department should not hesitate to give even reserved forests for settlement purpose to these people as far as possible. It is also suggested that the financial help allowed by the Ministry of Home Affairs for the welfare of people in this area and the money to be given to the displaced persons by the Rihand Dam authorities, may be pooled and small well planned colonies set up for the rehabilitation of the displaced persons.

111. Information in respect of 9 districts of Madhya Pradesh indicates that due to the construction of various projects (like Bhilai Steel Project), 1,909 families were uprooted from 15,016 acres of land, out of which 859 Scheduled Caste families were displaced from 2,417 acres of land. Out of these, 157 families including 73 Scheduled Caste families in all have been rehabilitated on 99 acres of land.

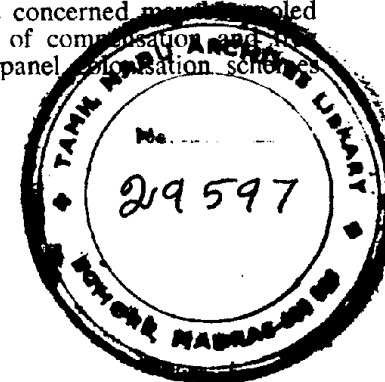
112. The available information from West Bengal shows that 3 major land acquisition projects are in progress in that State in connection with the Maithon Dam, Mayurakshi Reservoir and Durgapur Steel Plant. The total number of families displaced is not available. It is, however, understood that 344 families, including 256 Santhal families, have been displaced in the West Bengal portion of the Maithon Reservoir project. As already stated above, all these families asked for cash compensation for their submerged property which has been granted. If a sizeable portion of these families settle down at one place, in due course, the State Government propose taking steps to provide facilities like supply of drinking water, village roads, community centres etc., for them. In the case of Mayurakshi Dam, the Bihar and West Bengal Governments have agreed that a minimum of 3,000 acres of cultivable waste land will be provided by the Bihar Government and the cost of settling these persons in the Raniswar Resettlement Block will be borne by the West Bengal Government. They will also bear the cost of reclamation of these lands. No definite information regarding actual numbers of displaced Santals, so far settled on these lands is available. For cash compensation, sufficient amounts were placed at the disposal of Bihar Government by the West Bengal Government. Information in regard to Durgapur Steel Plant Project has not been received.

113. The Government of Bihar have informed that the Mayurakshi Dam has affected 5,500 families in all, of whom 1,782 will also lose their houses. These families lost a total acreage of 19,248 of land. These include 372 Scheduled Caste and 2,910 Scheduled Tribe families displaced from 537 acres and 7,215 acres of land respectively. All the displaced families have been allotted a total area of 2,354.37 acres of *Dhani I* and *Dhani II* lands. The Scheduled Caste and Scheduled Tribe families got 31 acres and 2,082 acres respectively. All the displaced persons

have been shifted to 42 Resettlement Colonies where they have constructed their permanent residential houses. Most of the houses have been tile-roofed. These colonies have been provided with facilities like wells, schools, community halls, tanks, temples and grain golas, etc. The Panchet Hill Reservoir will submerge 21,208 acres of land and 2,119 houses, displacing 7,365 families. Of these, only 907 families gave their option; 271 wanted cash compensation and 587 asked for culturable waste land to be acquired for reclamation by them, and the rest wanted to take land reclaimed by Damodar Valley Corporation. All the house owners wanted cash compensation. The submergence in the Panchet area has not, however, started as yet.

114. A Member of Parliament brought to my notice that a large portion of land in Gua Shahi village, District Singhbhum, belonging to tribals who were mainly Hos and Mundas and were miners engaged in mining iron ore, was being acquired by the Iron and Steel Company Limited, Barnpur in Bihar State. I went to the spot to see the conditions of these tribals myself. There are two blocks of land, 44 acres each. About 40 persons own it. 40 per cent of the land is paddy field. The Company has employed some of the aggrieved persons and have promised to employ the remaining ones. The State Government have asked the Forest Department to supply the aggrieved persons with alternative land. At the moment the Company is in possession of land and have fixed their pillars around the land though they have not given any assurance in writing about the compensation to be paid by them. The Company has promised the State Government that they would pay any amount that the State Government would ask them to pay. I think the Iron and Steel Company Limited, Barnpur can be given any other land for housing their labour population. The agricultural land which is acquired is valuable paddy land well irrigated near the river and the tribals should not be evicted from this land when the policy of the Central Government and the State is to give waste cultivable land to tribals and settling them as agriculturists. Evicting the tribals by acquiring agricultural land from them is an action contrary to the declared policy of Government and it has, therefore, been suggested that the land acquisition proceedings which have been undertaken in the interests of the Iron and Steel Company without fixing up any alternative land for cultivation for the tribals who have been evicted and without giving them any written assurance about compensation, may be cancelled forthwith.

115. At the end I would again stress that displaced families should not be given cash compensation even when they desire to be paid in cash. Instead, they may be rehabilitated in well planned colonies to be set up for this purpose. Such a step alone will be in the interest of displaced families. It is also suggested that the funds at the disposal of the State Governments for the welfare of Scheduled Castes and Scheduled Tribes and the general development of the areas concerned may be pooled with the money to be given to displaced persons by way of compensation and the grants by the Project authorities and small well planned panel colonies should be undertaken for their proper rehabilitation.



Y 563.28 N57

N58.1

SECTION VIII

MEDICAL AND PUBLIC HEALTH

Prevention of disease and preservation of health depends to a large extent upon the environments in which people live and work. Among the backward communities, a consciousness is gradually spreading that a favourable environment is essential for the improvement of their health. This consciousness will, no doubt, arouse amongst these people a desire to improve their standards of living. But, unless their present deplorable housing conditions, unprotected supply of drinking water and the unhygienic conditions of preparation and consumption of food etc. are improved, lasting results in the programme of health preservation cannot be obtained. Temporary control of Yaws and V.D. etc., may be achieved, but a permanent solution will be possible only when satisfactory arrangements for the supply of good drinking water are made for villagers and the people accept new values of social behaviour. The programme of providing medical facilities for backward classes has, therefore, to be viewed in the totality of the environments of the community.

2. The backward classes get their due share of the medical facilities offered by the Government under their normal programme. It is, however, realised that in the peculiar living conditions of the scheduled castes and the inaccessible regions inhabited by the scheduled tribes, it is desirable to have additional programmes of providing medical facilities to these people. Tribal communities living in the remote regions of the country, suffer from manifold diseases, such as Malaria, Yaws, Scabies, V.D., Tuberculosis, Leprosy etc. The scheduled castes, living in most insanitary conditions in the cities and rural areas, also suffer from many disadvantages. The supply of safe potable water is one of the chief problems of the members belonging to these classes. Even in the Scheduled and the Tribal Areas and remote backward regions, there is no adequate supply of pure drinking water, with the result that sometimes both men and animals drink water from the same stagnant pools. It is observed that in many cities and villages the quarters of the backward people lie mostly on the outskirts in insanitary surroundings and thus the germs are carried into their houses. The wells are often situated in dirty and unhealthy places, open to filth and contamination. People bathe near the well and wash their clothes and this impure water trickles back to the well. The village ponds are usually the places where germs thrive and are a great reservoir for the spread of innumerable diseases.

3. The Central and State Governments are fully conscious of their responsibilities in this respect and during the course of the First Five Year Plan, a sum of Rs. 2.43 crores was spent on providing medical facilities to the backward Classes. The Second Five Year Plan provides a sum of Rs. 8.05 crores on this account. This amount is not sufficient to enable the Government to undertake all necessary activities in this respect amongst these people. But, a beginning has been made on firm foundations. During 1956-57, a total expenditure of Rs. 76,86,115 was incurred *inter alia* on the establishment of and maintenance of 222 dispensaries and hospitals, 28 Health and maternity Centres and construction of 4,751 wells in various Backward Areas of the country. The expenditure estimated for the year 1957-58 is to the tune of Rs. 1,06,92,943 which shows a marked increase in expenditure over that of the last year. This amount has been proposed to be utilised on the opening and maintenance of 340 dispensaries and hospitals, 78 Health Centres including maternity and child welfare centres and sinking and repair of 4,127 wells.



An Asur woman taking water from a spring "DARRI"—Bihar.

4. Incidence of Malaria, is very high in almost all the Scheduled and the Tribal Areas, particularly in the Hill Districts of Assam, Keonjhar and Ganjam Districts of Orissa, Eastern Districts of West Bengal and the Scheduled Areas of Bihar. Leprosy is tragically common in Santal Parganas, Manbhum and Singhbhum Districts of Bihar, Bastar District of Madhya Pradesh, Mayurbhanj District of Orissa and in the Plains Districts of Assam. Yaws, a contagious skin disease, has a stronghold in Koraput, Mayurbhanj and Ganjam Districts of Orissa, Adilabad and Warangal Districts and the Agency areas (particularly of Srikakulam District) of Andhra Pradesh and Dudhi Tehsil of Mirzapur District in Uttar Pradesh. Goitre is endemic in some parts of the mountainous tracts of N.E.F.A. and in the lower regions of the Himalayan ranges.

5. The introduction of the modern medicine in tribal areas is not so easy. The lack of communications is a big hurdle. The hamlets are spread all over the hills and are not connected with suitable roads. At places, these areas are cut off for months together on account of rain and snow from the nearest dispensary. At such times the people are forced to go for help to their own medicine-men. It is desirable that indigenous system of medicine should be explored and simple natural remedies used wherever possible. A tactful approach is necessary to make the modern treatment of diseases acceptable to tribals. In order to gain the confidence of tribal people and make them accept the use of medicines, herbo-mineral and homeopathic medicines have been introduced in the backward areas with encouraging results. This experiment has been particularly successful in Madhya Pradesh and Orissa. In Madhya Pradesh, the Vanvasi Seva Mandal has done commendable work in this direction. Peripatetic dispensaries have also been opened in the interior backward areas. Medical chests containing patent drugs of known efficacy, like quinine, paludrine, and sulphaguanidine etc., for common diseases have also been distributed in the tribal and the Scheduled Areas through the medium of Community centres, Panchayats etc. Anti-yaws inter-state operations have also been carried out in the backward and the Scheduled Areas. It has been noticed that generally adivasis are not inclined to visit dispensaries. Therefore, in order to extend the medical facilities in the interior areas the scheme of mobile health units has been tried successfully, particularly for operations against venereal diseases. The Government of Madras has succeeded in eradicating venereal diseases rampant among the Todas and saved that tribe from extinction.

6. Another important landmark in the field of medical and Public Health in the backward areas is the opening of Child Welfare Centres and Maternity Homes. The Indian Red Cross Society is doing very valuable work in this field. They have established Child Welfare and Maternity Homes at a number of places in the District of Tehri Garhwal in Uttar Pradesh. Anti-malaria centres are being established in the backward areas to eradicate the menace of malaria.

7. The non-official agencies are also co-operating in the programme of providing medical aid to the backward classes. The Adimjati Seva Mandal and the Santal Paharia Seva Mandal are carrying out anti-malaria operations in Bihar. These two non-official agencies are also maintaining centres for control of V.D. and skin diseases in Bihar. Such centres for the control of leprosy are also being run in Mikir Hills (Assam) by non-official agencies, viz., (i) Sreemanta Shankar Mission, Nowgong, (ii) Assam Seva Samiti, Gauhati, (iii) Mikir Seva Kendra, Sarihajan, and (iv) Constructive Work Committee of the Congress, Shillong. The Thakur Leprosy Cure Centre at Fatehpur in Santal Parganas has been opened for providing curative and preventive measures against leprosy.

8. It is observed that young doctors and competent medical personnel are not forthcoming in sufficient numbers to work in the interior tribal regions. The anti-pathology of medical graduates for living and working in the tribal areas cannot be removed

by simply evoking in them the spirit of service without solving their difficulties in the matter of housing, education of their children etc. It is, therefore, suggested that the medical staff posted in the Scheduled and Tribal areas and the backward regions should be given adequate and attractive compensatory allowances. It is also suggested that greater efforts be made to train the local young men and women as compounders, nurses and mid-wives in sufficient numbers so that in a tribal medical centre the bulk of medical staff could be provided from the local inhabitants. This can be done by giving stipends and granting scholarships to the local boys and girls for training in the course for compounders and nurses. Such schemes are being undertaken in States like Assam and Orissa. In Assam, stipends and scholarships for training as compounders, nurses, dais and midwives are given by the State Government.

9. The importance of providing adequate pure water facilities in the backward areas can hardly be over-emphasized. Safe and protective drinking water supply plays an important role in the protection of the health of the people and checks the spread of water-borne diseases. During the First and Second Five Year Plan periods, out of the funds provided in the Backward Class Sector, a number of wells have been sunk. Water tanks and tube wells have also been constructed. The supply of water through construction of channels, *Jhurnas* and bunding of rivers and streams have also been taken up. The Government of India is granting subsidies for the construction of wells etc. The value of subsidy granted depends on the cost of construction of a well in a particular area. The cost varies according to the topography and nature of the soil and substrata. In the plain areas of Uttar Pradesh, Bihar and Bombay, the cost of construction of a well generally ranges between Rs. 1,000 to 1,500. In hilly areas, however, the cost of well is more and in some cases as high as Rs. 4,000, e.g., in hilly districts of Andhra Pradesh. The major part of expenditure incurred is borne by the Government and the remaining amount is contributed by the beneficiaries in the form of voluntary labour. The policy of the Government is to grant subsidies for the construction and repairs of wells for common use by Harijans and other caste Hindus. The aim is not only to remove the difficulties encountered by Harijans in getting water but also to do away altogether with the social disabilities etc., the Harijans experience in getting water from public wells. In certain areas, however, where Harijans are still not allowed to draw water from wells used by caste Hindus, separate wells are being sunk for the exclusive use of Harijans.

10. In spite of the efforts made so far, there is still great scarcity of water particularly in summer season in certain backward areas like Dudhi Tehsil of Mirzapur District of Uttar Pradesh, Agency areas of Andhra Pradesh and in almost in all the Scheduled Areas. In some areas pure water is not available for miles together and people have to take dirty water in the absence of any good source of water supply, thus falling prey to many an ailment. It has also been observed that in certain places the water storage tanks constructed dry up during the period of drought. Adequate facilities for drinking water for cattle are also not available in these areas as a result of which a large number of cattle perish on account of thirst or acquiring various diseases by taking contaminated water. It is, therefore, imperative that pointed efforts should be made to ensure pure drinking water facilities throughout the far-flung backward and Scheduled Areas.

11. Ill-health resulting from nutritional deficiency is a major public health problem of all the backward classes. It is the lack of essential food elements like proteins, fats, minerals and vitamins etc., which causes various nutritional diseases among the Backward Classes. The general raising of dietary standards is largely an economic problem and is linked with the development of backward areas. The Second Plan aims at the development of backward areas and includes various schemes to control the nutrition deficiency of the people. The States like Andhra Pradesh and West

Bengal have already taken suitable steps in this direction. In West Bengal, the tribal families are encouraged to take to homestead vegetable-cum-fruit gardening. Seeds, seedlings, grafts and suckers valued at not more than Rs. 10 per family are distributed free to tribal families by the State Government. In Andhra Pradesh, milk and vitamin supplements are distributed to the tribal families through the Maternity and Child Welfare Centres which are also assisted by the UNICEF. In some States midday meals are provided to students in Government schools.

12. It has been observed that generally the sanitary conditions are deplorable in Harijan localities. The houses are ill-ventilated and often over-crowded. The streets and lanes are usually dirty on account of accumulated heaps of filth and refuse. This naturally results in poor health and spread of diseases. Efforts are, therefore, being made for cleaning slums and providing increased sanitary amenities in Harijan localities in various States. In Uttar Pradesh the scheme of improving the Harijan Bastis is being implemented successfully by providing improved sanitary amenities like drainage, pathways, better housing conditions with separate bath-rooms and latrines etc. The repairs of wells in the *bastis* is also being taken up. For this purpose subsidies are given district-wise, on population basis, to the individuals on the recommendation of the District Harijan Sahayak Sub-Committees. Audio-visual means such as pamphlets, posters, films strips and loud-speakers are also being employed for carrying out propaganda for arousing consciousness amongst Harijans for sanitary living. It is suggested that in order to create a keen competition for sanitation amongst Harijan population of villages, prizes may be awarded on district-wise basis to the villages maintaining the highest standard of sanitation.

SECTION IX

HOUSING

EXPENDITURE TO BE INCURRED IN THE SECOND FIVE YEAR PLAN—HOUSING SCHEMES—VILLAGE HOUSING PROJECT SCHEME—INTENSIVE AREAS PROGRAMME OF THE ALL INDIA KHADI AND VILLAGE INDUSTRIES COMMISSION—HOUSE SITES—URBAN HOUSING AND QUARTERS FOR CONSERVANCY STAFF—SLUM CLEARANCE.

Expenditure to be incurred in the Second Five Year Plan

Compared to the colossal task of improving the housing conditions of the backward classes, a sum of Rs. 823 lakhs proposed to be spent in the Backward Classes Sector of the Second Five Year Plan on this account will barely touch the fringe of the problem. Housing conditions of the tribal people are extremely unsatisfactory. Some of the tribal communities live in houses consisting of small leafy booths in the interior of the jungles, which do not provide any protection against the vagaries of the nature. Some tribals in the villages have built houses with walls made of reeds plastered with earth and roofs thatched with grass. Tiles made by the village potter are also used instead of the grass. A few amongst the tribals have, however, built large houses with elaborate carvings. The dwellings of the harijans are in no way better than those of the tribals. Most of the houses belonging to harijans are built on land which does not belong to them. It is very easy to spot the harijan quarters in any village because they are conspicuous with their low houses clustered together in a corner of the village, courtyard full of garbage and lanes full of dirt. A beginning was, therefore, made to provide houses to these people during the First Five Year Plan and an expenditure of about Rs. 216 lakhs was incurred on this account. Under the Second Five Year Plan a sum of Rs. 823 lakhs is proposed to be spent on housing schemes and it is hoped that 326,425 houses, 20 colonies, 10 common houses, 5 community buildings will be constructed and aid to 162 housing societies will be given.

Housing Schemes

2. The most important feature of the housing scheme for the Scheduled Castes and Scheduled Tribes is that help in the shape of subsidy is given to the beneficiaries. The Scheduled Caste and Scheduled Tribe persons at the same time are expected to contribute either in cash or in kind, in the shape of manual labour, in the construction of their houses. The help that is given in each State varies according to the local conditions but under the Centrally Sponsored Programme the usual pattern of financial help granted is Rs. 750 per family by way of subsidy and contribution of Rs. 250 is to be made by each beneficiary by way of manual labour. It is expected that at a total cost of Rs. 1,000 it will be possible to construct a modest pucca dwelling. It has been felt that help given for isolated houses built here and there would not solve the problem. It is, therefore, impressed upon the State Governments to plan out colonies so that the question of water supply, proper drainage etc., can also be taken up. Wherever persons have been helped for the construction of houses they have responded with enthusiasm. The problem is so vast and the finances so limited that until the general economic conditions of the Backward Classes improve as a result of other rural development schemes, it will not be possible for these classes to take up on their own construction of improved houses for themselves. At present due to his low income a backward class person is not in a position to raise even a meagre sum for improving or reconditioning his house.



The change that is coming up in the living conditions of scheduled castes through housing schemes—Rajasthan.

106 B



New Houses for old—harijans building their own houses under the subsidised housing scheme—Delhi.



Harijan colony, Parmeshwara Nagar, Rasipuram Taluk, District Salem—Madras.

3. In certain States, in a few Scheduled Areas intensive work is being undertaken to provide housing facilities to Scheduled Castes. Under the Centrally Sponsored Programme for the welfare of Scheduled Castes in the State of Uttar Pradesh, one project area each in 10 districts of Allahabad, Azamgarh, Basti, Deoria, Gorakhpur, Hardoi, Jaunpur, Sitapur, Meerut and Barabanki has been selected and in each project area 500 houses are proposed to be constructed for the Scheduled Castes during the Second Plan period. It is hoped that this scheme, in addition to the usual programme under the Community Development, will considerably help in the provision of decent dwellings to the Harijans in these areas.

4. It has been observed that at times within a State there are certain areas where the usual amount of subsidy given under the scheme needs to be increased. In Kulu Sub-division of Kangra District in Punjab State, for instance, it is not possible to build a house out of the subsidy of Rs. 600 per house granted under State Sector by the Government to the Harijans due to the nature of soil and increased cost of transportation of building material. It is, therefore, desirable that the State Governments may make, within overall ceilings fixed for the housing scheme, allowance for such cases as well. In such exceptional cases the subsidy may be increased to Rs. 1,000 per house. At many places, it has been observed that help has been advanced by the State Government to the Scheduled Caste people without drawing up a proper plan for providing wider streets, satisfactory drainage arrangements etc., in the locality. It is also observed that there are different rates of subsidy etc., under the various schemes for providing housing facilities in the same State. In the special Multi-purpose Block at Khed-brahma in Bombay State, Scheduled Tribes who are to be provided housing facilities in the block area, will be granted a loan and subsidy at the rate of Rs. 500 each. The loan will bear about 4 per cent interest and will have to be repaid in 10 years time. In the State Sector plan Scheduled Tribe members of the Co-operative Housing Societies get about Rs. 340* each as subsidy and loan. The average cost per house is about Rs. 900 and each member is supposed to contribute roughly Rs. 220. The loan is without interest charges and has to be repaid in 25 years. Under the Centrally Sponsored Programme as mentioned above a subsidy at the rate of Rs. 750 is given per family. The expenditure of plan for houses both under the State Sector and Centrally Sponsored Programme and give aid on an uniform pattern at least in the same State.

The Village Housing Project Scheme

5. Under the Village Housing Project Scheme of the Ministry of Works, Housing and Supply it is proposed to cover 5,000 villages all over the country during the Second Five Year Plan period. It is not contemplated to cover the entire village in a year or two years time, but this process may be spread over a period of 8 to 10 years. In this scheme every villager is required to contribute at least 50 per cent of the cost from his own resources in the shape of building material and/or manual labour. Each household will be aided with long term loan-financing at a reasonable rate of interest, the amount of loan not exceeding Rs. 1,500 per house. As the Harijans are unable to repay the loan a certain measure of subsidy is made available by the Central Government to them. A successful experiment of this kind has been carried out in Punjab where the entire village of Shamspur in Gurgaon District was demolished and rebuilt by the villagers. Each house holder including Harijans has got a brick built house. The adjoining villages, realising the benefits of good housing demand similar facilities. The experiment of Shamspur village points to the urge among the villagers to live a better life.

*The pattern of financial assistance for the estimated cost for the construction of houses is as under
(i) Loans and subsidies up to 37 1/2% each.
(ii) 25% personal contribution by the members.

Intensive Areas Programme of the All India Khadi and Village Industries Commission

6. The All India Khadi and Village Industries Commission has launched a scheme for the construction of model houses under their Intensive Areas Programme of Village Development. Under this scheme the Board will acquire about half an acre of land for each house with the provision for a kitchen garden. In Uttar Pradesh a sum of Rs. 2.21 lakhs has been placed at the disposal of the Commission for the construction of 246 houses for Scheduled Castes during the year 1956-57 at the rate of Rs. 900 per house. Out of an estimated total cost of Rs. 1,200 per house, Rs. 300 will be contributed by the beneficiaries in the form of voluntary labour. During the year 1957-58, in Bombay, a sum of Rs. 1.923 lakhs was placed at the disposal of the Commission for the construction of houses for Scheduled Castes and Scheduled Tribes in the intensive areas of that State, subject to the condition that an amount of Rs. 750 will be spent per house. Information supplied by the Commission reveals that so far 63 houses have been built in Uttar Pradesh and Bombay. One of the conditions, laid down under the scheme in Uttar Pradesh, as mentioned above, was that each of these houses will have about half an acre of land for the house and the backyard. It is, however, understood that in Uttar Pradesh the Commission is experiencing difficulties in getting sufficient land.

House Sites

7. In the earlier Reports it was suggested that house sites should be granted to Scheduled Castes and Scheduled Tribes gratis or on nominal cost. The most pressing problem in the rural areas for these sections of people is the constant fear of eviction from the lands on which their houses stand. The Central Advisory Board for the Harijan Welfare recommended that building sites should be provided to the Harijans and the Government of India has asked the State Governments, who do not have already such a scheme in their welfare plans, to make adequate provision in the Annual Plan for the year 1958-59 for providing house sites. The information received in this office so far shows that in Madras a total ceiling of Rs. 34.84 lakhs has been included in the State's Second Five Year Plan under the backward classes sector for provision of house sites, sanitary amenities, pathways etc. The Government of Kerala have intimated that they have provided an amount of Rs. 1.30 lakhs for providing house sites to Harijans. The Administration of Manipur feels that since Harijans have sufficient land for building sites etc., it is not necessary to provide building sites to them. The Government of West Bengal have informed that most of the Scheduled Castes live in rural areas and it does not appear that the question of house-sites has ever been a problem meriting notice. In fact, that State Government have not received any representation in this regard so far.

8. This problem can also be adequately solved if the State Governments undertake proper legislation for conferring proprietary rights on Harijans over the lands on which their houses stand. A study of the information collected from the State Governments etc., reveal that most of the Governments feel that existing laws are sufficient to protect unwarranted evictions of Harijans by landlords. It is, however, possible that such evictions may be occurring particularly in rural areas notwithstanding the provisions of law. The District Magistrates may, therefore, be instructed to carefully look into the instances of this sort and ensure that the interests of the Harijans are adequately safeguarded.

9. In Bihar a vast majority of Harijans are landless agriculturist labourers. Many of them are attached to big land holders, because their services at the time of agricultural operations may be easily available. They have their houses on the agricultural land belonging to the landlords and continue to live there during the pleasure of the latter. The practice of attached labourers came in the way of healthy growth

of economic life of these people and instances were not few in which they had been ejected from their houses simply because they refused to live as under dogs of the master. In order to stop such ejections the Government of Bihar enacted a piece of legislation conferring permanent tenancy rights on the Harijans and others over their homestead lands. This legislation has its benevolent effect in securing tenancy rights for the Harijans and other privileged persons over their homestead lands but the landlords are harassing the Harijans so that they may leave the place in disgust. As mentioned earlier, these houses are situated on agricultural plots where the Harijans have now got permanent homestead tenancy rights. But as these plots are surrounded on all sides by other lands of the landlords the Harijans are not allowed to use them as passage. The movement of their goats and pigs on such lands is also taken as cattle-trespass involving their impounding. Hence the rights conferred as above are set at naught by the uncompromising attitude of the landlords. It is, therefore, suggested that the District Magistrates should take into consideration the claims of the Harijans as privileged persons for passage over the surrounding lands of the landlords while deciding the cases under the Act about the rights over the homestead lands.

10. The Government of Kerala propose to include provision for conferring fixity of tenure on *Kudikidappukaras* in the Land Reform Bill proposed to be introduced in the Legislative Assembly. The proposed enactment will confer proprietary rights on Harijans also over the lands on which their huts stand, as most of the Harijans are *Kudikidappukaras*.

11. Under the consolidation of the holdings in certain States, like Punjab and the Union Territory of Delhi, the Harijans are being given lands for residential purposes. In Delhi, however, a case came to notice of a village in which Harijans purchased two plots of land outside the habitation of the village for residential purposes. These Harijans were paid housing subsidy by the Administration and took up the construction of their houses with a satisfactory progress. Later, however, it was discovered that the law did not recognise the transfer of land as this involved violation of Section 33 of the Delhi Land Reforms Act, 1954. This matter was taken up and it is gratifying to note that there is a proposal under consideration of Delhi Administration to amend that Section by allowing transfer of land not exceeding 500 sq. yards per family, for general residential requirements. This amendment will benefit the non-Harijans as well.

Urban Housing and Quarters for Conservancy Staff

12. There is no provision for giving subsidy for construction of houses to Scheduled Castes and Scheduled Tribes living in the urban areas in the Backward Classes Sector of the Second Five Year Plan. There are a large number, particular of poor Scheduled Caste persons living in cities who cannot take advantage of the Low Income Group Housing Scheme because their financial position is weak. The house sites in the urban areas are expensive and the construction charges are high; thus the problem of providing housing facilities to the Scheduled Castes/Tribes in the urban areas, assumes in terms of money, a big magnitude. The housing conditions of the sweepers and scavengers who are employees of the Municipalities, Corporations etc., is in a deplorable state in many cities. Some State Governments, however, have taken positive steps to ameliorate the housing conditions of the sweepers. In 1949 in Bombay, the State Government enacted the Bombay District Municipal (Amendment) Act and the Bombay Municipal Boroughs (Amendment) Act, under which the construction and maintenance of residential quarters for the scavenging staff of the Municipalities was included in their obligatory duties and functions. The State Government

invited attention of the local bodies to this obligatory duty from time to time. In January, 1955 the local bodies were further informed that the response of Government appeals and financial aid was not satisfactory and that further delay in the execution of the housing schemes for the sweepers could not be allowed. The Municipalities were given a period of three years to complete the housing programme and were warned that in the event of their failure to do so the Government would be constrained to take penal action. The three years time limit laid down by the Government of Bombay for the construction of houses has expired. The State Government have not intimated the extent to which the Municipalities have carried out the directive. Information was collected from the 144 District Municipalities and 27 Borough Municipalities in the old Bombay State directly to find out the conditions of the conservancy staff employed by them. This information has been received from 24 Borough Municipalities and 120 District Municipalities. In so far as Borough Municipalities are concerned, housing facilities were satisfactory in three Municipalities only. In five Municipalities 50 per cent of the scavengers have been provided houses. 11 Municipalities have provided very little housing facilities varying from 3 to 25 per cent and the remaining 5 have not provided any houses at all. Out of 120 District Municipalities whose replies have been received it appears that 20 Municipalities have provided adequate housing facilities. 6 Municipalities have provided houses to its 50 per cent scavengers while 26 Municipalities have provided houses to scavengers varying from 5 to 25 per cent and the remaining 68 Municipalities have not yet provided houses at all. It is now for the Government of Bombay to ensure that suitable steps are taken by the defaulting District Municipalities and Borough Municipalities for providing housing facilities to the sweepers and scavengers employed by them.

Slum Clearance

13. During the Second Five Year Plan, a sum of Rs. 200 lakhs has been provided for slum clearance and sweepers housing programme outside the Backward Classes Sector of the Plan. This amount is woefully inadequate considering the vast problem that is required to be tackled by it. Under this scheme, the Central Government provides 25 per cent of the cost as subsidy and 50 per cent by way of loans and the remaining 25 per cent have to be met by the State Governments and the local authorities as subsidy from their own resources. In Andhra Pradesh, an amount of Rs. 17 lakhs has been set apart for sweepers housing scheme. Proposals are being received by the Director of Town Planning who is the executing agency for this scheme, from the local bodies for loans and grants for the construction of pucca built up quarters for the sweepers and scavengers. The tenements will be built up by the Local Bodies strictly in accordance with the standards laid down by the Government of India and the schemes have to be approved by the Government of India before execution. In Assam, Municipal Bodies have been given loans under Low Income Group Housing Scheme for providing better houses to the conservancy staff employed by them. A sum of Rs. 11,27,590 was sanctioned to 8 Municipalities in that State during 1956-57 and a sum of Rs. 2,35,920 was sanctioned to 4 Municipal Bodies during the year 1957-58. Houses constructed with these loans are provided to the scavengers free of rent. The Government of West Bengal has intimated that the finances of the Municipalities do not permit them to take loan offered by the Central Government under the Low Income Group Housing Scheme and that unless adequate financial assistance is made available to them it will not be possible for them to take any positive steps in providing suitable accommodation to the sweepers and scavengers. The Corporation of Calcutta has drawn up a scheme costing Rs. 2 crores for housing their 13,000 sweepers. I trust that the Central Government will sympathetically examine the Scheme and provide necessary funds for the execution of the scheme. In Rajasthan, Sweepers Housing Scheme has been made applicable to 4 cities of that

State, namely, Jaipur, Alwar, Kotah and Udaipur. It is not known how far the work has progressed in these cities. The Government of Uttar Pradesh have launched a scheme for providing houses to sweepers in 37 Municipalities of the State. Under the scheme, these Municipalities were sanctioned during 1953-54 and 1954-55 a loan and grant for the construction of quarters for the sweepers. It is desirable that this work should be completed as early as possible. In Madras the State Government have advised all Municipal Councils in the State to provide quarters for their sanitary workers under a five year programme. Out of 39 Municipalities 18 have provided rent free quarters for 720 sanitary workers and the remaining sanitary workers are being paid house rent in lieu of rent free quarters. Only one Municipality is charging a nominal rent for the houses occupied by the sanitary workers. Two Municipal Councils were given a loan of Rs. 37,000 for the purpose of making arrangements to house the scavengers. 16 Municipalities have not provided rent free quarters nor have they formulated any plan or proposal for housing their sanitary workers. But they are paying house rent allowances of Rs. 3 per month in lieu of the rent free quarters. Several Municipalities in the State have allowed sanitary workers to construct their own huts either on Municipal or Government *poramboke* lands. It is reported that in Himachal Pradesh the Local Bodies are not in a position to provide housing facilities to all sweepers and scavengers due to their being in formative stages and meagre finances. However, residential quarters are already being provided by a few local bodies to some of their sweepers and scavengers and the remaining local bodies are paying house rents in lieu thereof.

14. It has been suggested in the earlier Reports that all the Municipalities should be compelled by the Government to provide housing facilities to their conservancy staff. It is observed that most of the Municipalities due to inadequate financial resources are unable to provide accommodation and basic living necessities to the sweepers and scavengers who are responsible for keeping the city neat and clean. It is realised that the finances of the Central and the State Governments perhaps, also do not permit help to these Municipalities on a large scale as needed by them. It is the moral duty of the city dwellers to see that every sweeper has a decent dwelling and it is for the Government and the public workers to arouse the conscience of the public and if necessary impose a tax to collect the necessary finances for undertaking housing schemes. The house tax which is levied by the Municipalities can be increased by about 5 per cent and the necessary amount thus collected may be utilised for providing houses to the conservancy staff.

15. In urban areas, the problem of slum dwellers has assumed astounding dimensions and is likely to be further aggravated in view of the upward trend in the growth of population in the cities and other factors. The housing conditions of the people in the slum areas are detrimental to safety, health and morals. The Selected Building Project Team on Slum Clearance appointed by the Committee on Plan Project has recently submitted a report. The important recommendations made in the report relate to the enactment of a model slum clearance legislation, need of studies and research in product designs, acquisition and development of land on a large scale for housing purposes by the housing corporations to be established for the integrated execution of the housing schemes. The report mentions that the slum clearance schemes are under execution in the States of Madras, Bombay, Mysore, Uttar Pradesh and West Bengal (Calcutta Improvement Trust). A good deal of work has been done by Bangalore, Madras and Bombay Corporations and Kanpur Development Board. It has also been pointed out that the problem of slum clearance is not merely a problem of brick and mud but a problem of social education including art of living in neat and tidy fashion in small spaces. The Delhi branch of Bharat Sevak Samaj has conducted a survey of the slums of Delhi which has pointed to some interesting conclusions. One of them is that in Delhi the ownership of the slums is divided almost equally

between private interests and public agencies like Custodian of Evacuee Property and Delhi Improvement Trust.

16. It is noticed that in Madras, Government's efforts to improve the housing conditions of the harijans by the demolition of slums in Kuttalaperi village in Tirunelveli District were being nullified by unreasonable demands and want of a spirit of co-operation on the part of beneficiaries. It is desirable that the non-official agencies and social workers should help the Government in successful implementation of the programme of slum clearance.

SECTION X

COMMUNICATIONS

In the Scheduled and the Tribal Areas, lack of communications is the greatest handicap of tribals in their economic and cultural advancement. The tribal communities living in the inaccessible areas have to go to distant shandies and marketing places by foot-paths and carry the commodities as head-loads or on pack horses. The forest resources cannot be readily tapped and forest produce do not easily find their way to the plains for want of proper communications. The programme of development of communications included in the Backward Classes Sector of the Second Five Year Plan, therefore, aims at improving means of communications, in the interior of the tribal areas. In pursuance of this view, the scheme envisages the construction of fair weather roads, jeepable roads, metalled or gravelled roads, village approach roads, bridle-paths, causeways, bridges, culverts, *rapats*, stop-dams etc., in the tribal areas at an estimated cost of Rs. 9.18 crores approximately during the Second Five Year Plan period. Available information shows that upto the end of the Plan period, it is programmed* to have more than 15,000 miles of roads, 455 bridges and culverts etc., as follows :—

1. Jeepable and Fair Weather Roads (including village approach roads)	..	10,916 miles.
2. Bridle paths	..	4,284 miles.
3. Other Roads	..	24 roads. (Mileage not available)
4. Bridges and culverts	..	455
5. Rest camps	..	50
6. Ghats	..	70
7. Road-cum-stop dams	..	5
8. Ordinary <i>Rapats</i>	..	25

In addition to this, a total expenditure of Rs. 1.72 crores has been provided for communications in the schematic budget of Special Multi-purpose Blocks at the rate of Rs. 4 lakhs per block. During the First Five Year Plan period, only a length of 2,500 miles of roads and bridle-paths etc., were constructed involving an expenditure of Rs. 4.12 crores.

2. The period under review witnessed a steady expansion of the means of communications in the tribal areas. As a result of the increased tempo of economic activity, the pressure on this sector of the welfare programme for the Scheduled Tribes, has been fast growing. The total expenditure estimated for the year 1957-58 was of the order of Rs. 1,08,15,178 as against an amount of Rs. 99,48,504 spent during 1956-57. A table showing** progress of the works undertaken under this

*For more details, see Appendix XXV.

**For detailed particulars of the expenditure, see Appendix XXV.

programme during the first two years of the Second Plan period on the basis of available information is given below :—

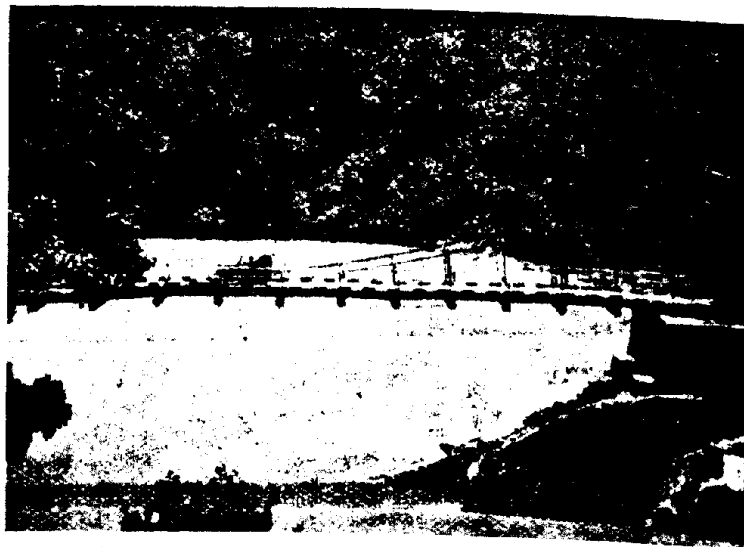
S. No.	Name of the State Union Territory	Road works undertaken during	
		1956-57 (Actual)	1957-58 (Proposed)
1.	Andhra Pradesh	8 pucca roads and 4 village roads.	109 miles.
2.	Assam	262 miles of new roads and improvement of 59 miles of roads.	5,967 miles of roads.
3.	Bihar	Not available.	Not available.
4.	Bombay	6 miles of roads.	Not available.
5.	Madhya Pradesh	744 miles of roads, 14 ghats.	960 miles of roads, 5 canals, 14 Ghats, one Dam and one Ropai.
6.	Madras	..	..
7.	Mysore	6 miles of roads and 4 roads.	1 mile of road and 3 roads.
8.	Orissa*	375 miles of roads.	400 miles of roads.
9.	Punjab	Not available.	Not available.
10.	Rajasthan	Not available.	Not available.
11.	West Bengal	9 miles of roads.	16 miles of minor roads, 20 bridge-paths and 3 bridges.
12.	Himachal Pradesh	4 miles of roads and 3 bridges.	2 miles of roads, 1 bridge and 1 jhoola.
13.	Manipur	95 miles of minor roads, 883 bridge-paths and 11 bridges.	Not available.
14.	Tripura	20 miles of bridge-paths.	5 miles of roads.

3. In Andhra Pradesh a sum of Rs. 42.66 lakhs has been provided in the State Sector of the Plan for the construction of about 37.9 miles of new roads including a number of bridges in Andhra region and 10 roads in the Telengana region of the State. Out of this amount, an expenditure of Rs. 11,18,518 has already been incurred during 1956-57 on the construction of 8 pucca roads and four village approach roads etc. In 1957-58, an expenditure of Rs. 11,40,800 has been approved for the following roads of which the first two roads have been undertaken for the first time while construction of the others was started during 1956-57.

*Information in respect of Central Sector not available.



The Bhilo Bridge over a rivulet in Chamba District built under the Tribal Welfare Scheme—Himachal Pradesh.



Suspension bridge over Doyang River in Naga Hills—Assam.



The Govt. of Punjab have taken steps to join Lahaul and Spiti with the rest of the State by erecting bridges and roads.

S. No.	Name of the Road	Physical Target proposed for 1957-58	Estimated expenditure for 1957-58 (Rs. in lakhs)
(1)	(2)	(3)	(4)
1.	Road from Sujanakota to Duduma, Visakhapatnam District.	0.4 miles	0.70
2.	Road from Kunavaram to Pocharam via Ippur, East Godavari District.	3.4 miles	0.60
3.	Improvements to the existing roads from Paderu to Tajangi via G. Madugolekkokkiriopeta Ghat Lothlagadda and Lammasingi, Visakhapatnam District.	0.4 miles	1.00
4.	Fair weather road from Paderu to Sujanakota, Visakhapatnam District.	3 miles	1.40
5.	Fair weather road from Paderu to Orissa Border via Hukum-peta to Kinchumanda, Visakhapatnam District.	2 miles	1.00
6.	Road from Gudem to Tharakorda via Lankapakala with major bridges, Visakhapatnam District.	2.4 miles	1.60
7.	Minimaker Ghat road from M.20/1 at Anakapalli Madusapde road to Paderu (Bridges), Visakhapatnam District.	Completion of work.	0.50
8.	Road from Pedavalasa to Katrgedda, Visakhapatnam District.	0.4 miles	0.50
9.	Road from Kurupam to Mulagedu, Srikakulam District.	1.0 miles	0.50
10.	Fair weather road from Adathigala to Ramavaram, East Godavari District.	2.0 miles	1.00
11.	Road from Seethapalli to Adathigala and thence to Cheruvukomupalem, East Godavari District.	one Bridge	1.00
12.	Road from Ramapachodaram to Bhadraohalam via Marodumilli and Lakkavaram excluding the portion from Chinturto Marodumilli, East Godavari District.	3.0 miles	1.47
13.	Small village roads in Agency villages and petty repairs to the existing roads in the Agency areas in W.G., E.G., Vsp. & Skt. District.	Targets not fixed.	0.32
14.	Roads for Telengana region	Not Available	0.418
		TOTAL	11.408

4. In Assam a programme for the construction of 5,967 miles of roads at an estimated cost of Rs. 71.07 lakhs was undertaken under Article 275(1) of the Constitution during 1957-58. During my recent visit to Assam, I found that in Mizor Hills, 128 miles of jeepable road from Aijal to Lungleh has been completed with the help of the villagers. It has been suggested to the State Government that the road should be converted into an all weather road and provided with culverts and bridges. The road may be widened at 3 or 4 places where it is too narrow and risky for the traffic. It is also felt that the construction of the Lungleh-Saiha-Tuipang jeepable road may be undertaken at an early date, the survey of the area

has already been completed. In Mikir Hills District, it is suggested that the following three roads may be given priority as they are vital for expanding the forest economy of the areas.

- (i) Diphu-Lumding Road 35 miles
- (ii) Amsoi-Kheroni Road 80 miles
- (iii) Baithalangni-Kheroni Road 90 miles

The progress of the road programme undertaken in the Hill Districts of Assam during 1957-58 from the amount of Rs. 256.00 lakhs set apart for the construction of roads in the First and Second Plan on the recommendations of the Jenger Committee and Rs. 77 lakhs sanctioned for other communication projects during that year is as follows. Both these grants have been made under Article 275(1) of the Constitution.

S. No.	Name of Road	Length in miles	Targets achieved
(1)	(2)	(3)	(4)
I. United Khasi & Jaintia Hills.			
* (i)	Mawhlang Balat road	48	Completed, bridges under construction.
* (ii)	Mawsmal-Shella road	24	Do.
* (iii)	Dawki-Muktapur road	10	Completed.
* (iv)	Laitnawgiang Mawthawpdah road	27	Under construction, work in progress.
(v)	Jowai Jarain-Muktapur road	32	Formation work nearly completed.
(vi)	Nongson-Songpahar road	26	Under construction.
II. Garo Hills.			
* (i)	Dalu-Baghmara road	47	Completed, bridges under construction.
* (ii)	Rongran-Bon-Grengiri road	34	Formation work in progress.
* (iii)	Damra-Rangrengiri road 1st phase	40	Do.
* (iv)	Phulbari-Halli Dagganj-Garo-Badha road	36	Completed.
(v)	Baghmara-Mahadeo road	24	Survey completed.
(vi)	Baghmara-Darugiri road	40	Do.
III. Mizo District.			
* (i)	Silchar-Jai road	100.5	Nearing completion.
(ii)	Two bridges with approaches of 1 mile each on the Aijal-Langleh road	..	Under construction.
IV. United Mikir & North Cachar Hills.			
	Dimapur-Mohendijua Dokmoka road	64	Nearing completion.
TOTAL		552.5	

5. During my recent visit to N. E. F. A., it was noticed that the jeepable roads that were started 6 years back have still not been completed. The 57 miles long road from Ziro to Kemin is nearing completion with the efforts of the Army personnel. The 'Along Majubari Road' which is 35 miles in length, has been constructed mainly with the help of the local tribal people. Every village was given a

*Construction work undertaken under the recommendation of Jenger Committee.

number of miles to be constructed and Rs. 2,000 per mile was paid to them. The method of construction of roads in N. E. F. A. through the Panchayats and village institutions, instead of the contractors can be copied elsewhere. It was also found that approach or bridle-paths to villages are also constructed on self-help basis. It is very difficult for the contractors to get suitable skilled labour from outside for these areas. The local people are not available for even unskilled work during the agricultural season. It is, therefore, desirable to carry on the work of road construction and buildings with the help of the local people by training them, if possible, without waiting for outside contractors and labour to do the work.

6. A provision of Rs. 10.75 lakhs has been made under the State Sector of the Second Five Year Plan of Bombay State for the construction of about 200 miles of village approach roads in merged and non-merged Scheduled Areas of the State. During the year 1956-57 an amount of Rs. 1.00 lakh was sanctioned by the Government of India for the purpose but nothing could be utilised in that period. The actual expenditure incurred for this scheme during 1957-58 is Rs. 10,000/-. In the same year an amount of Rs. 9.89 lakhs was sanctioned under the Centrally Sponsored Programme for the construction of 8 miles of Mokhada-Trimbak road including bridges on the Jawahar-Mokhada-Trimbak Road in the Scheduled Areas of the Thana District. This amount could not be fully utilised by the State Government due to some technical difficulties. It is observed that under 'Communication' for which a provision of Rs. 13 lakhs has been made under the Central Sector of the Plan, more than 75% of the funds are proposed to be spent on the construction of one road. It is suggested that the desirability of spending this amount for the development of roads in other parts of the Scheduled Areas may be explored and examined.

7. A sum of Rs. 60.00 lakhs has been provided in the Second Five Year Plan for the construction of 300 miles of jeepable roads, small bridges and causeway etc., in the Mahakoshal region of Madhya Pradesh, under the Centrally Sponsored Programme, of which an amount of Rs. 12.00 lakhs was sanctioned to the State Government by the Government of India for undertaking the construction of 80 miles of jeepable roads during 1957-58. But the State Government experienced considerable difficulties in the construction of these roads on account of lack of executing agency. The State Public Works Department was also unable to undertake this programme due to inadequate technical staff and consequently the scheme could not materialise according to the Plan. This problem, was thereafter, discussed with the Ministry of Home Affairs by the representatives of the State Government, with a view to find out a solution and it was decided to revise this scheme and take up the construction of first class roads and bridges with the said provision according to the standard Public Works Department specification. This decision has been approved by the Government of India. The State Government are further considering to establish a self-contained engineering division for the proper execution of road works in the Tribal Areas of the State. The decision to undertake the construction of first class roads from the funds earmarked for 'Communications' in the Backward Areas will considerably reduce the target of 300 miles of jeepable roads fixed for the Plan period. The immediate need of the tribals is the construction of bridle-paths and at the most jeepable roads connected with small bridges and causeways. Whereas the average cost of bridle-path, morrum road and jeepable roads ranges from Rs. 15,000/- to Rs. 20,000/- per mile, the cost of first class roads will vary from Rs. 1.00 lakh to Rs. 2.00 lakhs per mile and, therefore, the small funds available for the purpose may not at all be sufficient to undertake such roads which should come under the normal road programme of the State Government. The engineering personnel for executing the road programme must be provided by the

State Governments, so that the limited funds allocated for the enlargement of communication facilities are not reduced by providing for the salaries of engineering staff, etc.

8. An allocation of Rs. 77.54 lakhs has been made under the Centrally Sponsored Programme for road schemes in the State of Punjab in the Second Five Year Plan. It is found that only Rs. 1.20 lakhs was sanctioned in 1956-57 and the expenditure contemplated for 1957-58 is only about Rs. 5.00 lakhs as against a total ceiling of Rs. 15.80 lakhs approved for that year. This shows that a considerable part of the allocation will remain unutilised unless special attention is paid to speed up the progress. For example during 1956-57, an expenditure of Rs. 3.38 lakhs was proposed, as against a plan provision of Rs. 22.30 lakhs, for the construction of 'Dhankar-Kunzam Pass Road' but the State Government could utilise a sum of Rs. 512 only up to the 30th September, 1956. The progress is so slow that even the survey in regard to this road has not been taken in hand. The progress of road works undertaken in the areas of Lahaul and Spiti is not very satisfactory on account of the fact that there is an acute shortage of labour and the working season is very short (from July to September). The only remedy that can be suggested to supplement labour is to employ machinery for speedy execution of works. At present a labourer who belongs to Kulu and works in Lahaul and Spiti area gets Rs. 114 per month as compared to a person belonging to Lahaul and Spiti whose total emoluments for working as a labourer are Rs. 85.50 per month only. Likewise, a Work Inspector who belongs to Kulu gets Rs. 160/- per month as compared to a Lahauli who gets only Rs. 120 per month. This disparity should be done away with as it is a factor in reducing the efficiency of the workers and creating unnecessary heart-burning. During 1956-57 the construction of a jeepable road about 7 miles in length from Manali to Kothi was started but was stopped for want of administrative approval. About 14 miles length of the road could only be completed in that year. Next year, the work was again started and 14 miles was completed to full jeepable standard and road made fit for another 14 miles for jeep to run. In 1957-58 a road stretching to an area of 6 miles in length from Rohtang Pass to Koksar was undertaken and about 4 mile length of that road was completed during that period. It is proposed to complete the road by about 1963. This road will connect the Rohtang Pass with Koksar and thus afford an easy link with the Kulu Valley via Kothi. The road shall cross a dry cold terrain with an altitude ranging from 10,500 ft. to 13,500 ft. above the sea level. The 26 miles of road from Koksar to Keylong is also nearing completion and about 254 miles was completed including 4 bridges beyond Patsoo up to September, 1957. In Spiti area, 30 miles of 'Gramphoo-Kunzam Pass Road' has been completed including three bridges. The importance of roads in Spiti cannot be over emphasised and it is desirable to explore possibilities of undertaking the work from the Himachal Pradesh side.

9. An expenditure of Rs. 2,16,600 was incurred in Manipur Territory on the construction of 944 miles of roads, 883 bridge-paths and 11 bridges under State Sector of the Plan during 1956-57. The provision made for roads under the Centrally Sponsored Programme is Rs. 10.00 lakhs, of which Rs. 0.87 lakhs was proposed to be utilised during 1957-58 on the construction of 'Tungjai-Kharasom-Kongai-Ukhrul Road'. This is an important road not only for the benefit of the people but also on account of its strategic importance. Besides this an amount of Rs. 4.00 lakhs has also been provided for the Communication schemes under the State Sector of the Plan during 1957-58.

10. Under the prescribed procedure regarding the execution of road works financed from the grants-in-aid sanctioned by the Ministry of Home Affairs under Article 275(1) of the Constitution, it is incumbent upon all the State Governments

and Union Territories to credit to the Central Road Fund (Special) Reserve created by the Ministry of Transport, all grants given by the Centre, intended for road programmes of more than 10 miles in length. The funds once credited will not lapse after the close of the financial year and can be utilised till the road works for which such grants are given, are completed. It is outside the purview of the annual budget and can be drawn upon to meet expenditure from year to year. The Plans and estimates for such road works which have been sanctioned by the Ministry of Home Affairs are submitted to the Ministry of Transport for their technical approval and financial sanctions. That Ministry would thus control the execution of roads which are more than 10 miles in length. It has been observed that at times the State Governments refer cases to the Ministry of Transport very late for their technical approval and financial sanction and also delay the sanctioned amounts to the Central Road Fund (Special) Reserve, with the result that by the time the technical examination of the Plans and estimates is over, the financial year comes to a close. There is no doubt that the amounts deposited therein are non-lapsable. As it takes quite a long time to complete all the formalities in this direction, it is desirable that such funds which are earmarked for the roads of more than 10 miles in length should be credited to the Central Road Fund (Special) Reserve by the State Governments without any loss of time, so that the actual road works may be started immediately.

SECTION XI

SCHEDULED AND TRIBAL AREAS

SCHEDULED AREAS—AREA AND POPULATION OF SCHEDULED TRIBES IN SCHEDULED AREAS—CRITERIA FOR DECLARING NEW AREAS AS SCHEDULED AREAS—ESTABLISHMENT OF TRIBES ADVISORY COUNCILS—CONSTITUTION OF THE TRIBES ADVISORY COUNCILS IN THE STATES—MEETINGS OF THE TRIBES ADVISORY COUNCILS—REPORTS OF THE GOVERNORS ON THE ADMINISTRATION OF SCHEDULED AREAS—TRIBAL AREAS—DISTRICT AND REGIONAL COUNCILS—WELFARE OF TRIBALS AND DEVELOPMENT OF TRIBAL AREAS—NORTH-EAST FRONTIER AGENCY

Scheduled Areas

The Scheduled Areas (Part 'A' States and Part 'B' States) Orders were issued in 1950. Since then, due to the reorganisation of the States, there has been some change in the location of the Scheduled Areas, and they are now located in 7 States. Laccadive, Minicoy and Amindivi Islands formed part of the Madras State before re-organisation of the States and were included in the Scheduled Areas of Madras State. But, now as these Islands form a separate administrative unit as a Union Territory, they will not perhaps be considered as Scheduled Areas.

Area and Population of Scheduled Tribes in Scheduled Areas

2. Accurate information regarding the total population in the Scheduled Areas, Scheduled Tribe population in these Areas and their area in square miles has, it seems, not been carefully compiled by the States having Scheduled Areas within their territories. It is found that the information supplied by some of the State Governments in this respect on different occasions varies considerably. As there has been no change in the Scheduled Areas, as such, the State Governments concerned may get this information verified, if necessary, by arranging special survey of the Scheduled Areas within their territory, so that accurate information in this respect is available with the Central and the State Governments. Available information* shows that the total area notified as Scheduled Area in the Union is 98,236.83 square miles (approximately) and the total population of the Scheduled Tribes in these areas, excluding the Scheduled Areas of Rajasthan, is 75,37,229 (approximately). The population of Scheduled Tribes in the Scheduled Areas of Rajasthan was 3,16,348 in 1955, but on the revision of the list of Scheduled Tribes in 1956, more communities have been included in the list of Scheduled Tribes for that State and information about the population of all these Scheduled Tribes residing in the Scheduled Areas is not available at present.

Criteria for declaring new areas as Scheduled Areas

3. Suggestions for inclusion of additional areas in the Scheduled Areas are being received from various States from time to time. In my tour notes, I have also recommended in the past inclusion of certain additional areas in the Scheduled Areas of the States. With the revision of the lists of Scheduled Tribes and with the re-organisation of the States, it has now become necessary to review the position early and to revise the Scheduled Areas which were notified as far back as 1950. The Ministry of Home Affairs have already approached the State Governments in the matter and have requested them to submit their suggestions, if any, for revision of the Scheduled Areas in the States. Although no definite criteria appear to have been applied for declaring any area as Scheduled Area in 1950, the areas which

*Statement at Appendix XXVI.

were generally under-developed and had predominant population of Scheduled Tribes were notified as Scheduled Areas. It is, however, advisable now to evolve some definite criteria to decide inclusion or otherwise of new areas in the Scheduled Areas of the States in order that the question can be systematically and judiciously considered. I have requested the Ministry of Home Affairs that the following criteria may be considered for the purpose :—

- (i) The area to be considered for inclusion in the Scheduled Areas, should be an administrative unit. It should be in an under-developed state and inhabited by a large number of Tribes having generally different customs and manners from the people in the neighbouring areas and who have not so far been assimilated in the neighbouring population.
- (ii) The areas should have a preponderance of the Scheduled Tribe population, generally 50% or more.

The criteria may not, however, be applied rigidly. Sometimes, population of the Scheduled Tribes in villages within one administrative unit is more than 50%, but the population of one or two towns situated within the same unit includes negligible population of Scheduled Tribes. In such cases, even if the population of the Scheduled Tribes for the whole administrative unit is somewhat less than 50%, it would be advisable to declare the whole unit as a Scheduled Area.

4. The question of deciding criteria for the Scheduled Areas also came up for consideration before the Central Advisory Board for Tribal Welfare during its meeting held in October, 1957. The Board has also recommended that the area to be included in the Scheduled Areas should be an administrative unit comprising a Tehsil or more which should contain 50% population of the Tribals. The recommendation of the Central Advisory Board has been forwarded to the State Governments by the Ministry of Home Affairs for their comments.

Establishment of the Tribes Advisory Councils

Under para 4 of the fifth Schedule of the Constitution of India, every State wherein Scheduled Areas are situated has to establish a Tribes Advisory Council to advise the Government on matters, pertaining to the welfare and advancement of the Scheduled Tribes, as may be referred to the Council by the Governor of the State concerned. The President may also direct any State having Scheduled Tribes, but no Scheduled Areas in its territory, to establish a Tribes Advisory Council. Tribes Advisory Councils are, at present, in existence in 7 States in which Scheduled Areas are located. As directed by the President, a Tribes Advisory Council was established in the State of West Bengal although there are no Scheduled Areas in that State. East Godavari, West Godavari and Visakhapatnam Agencies and the Laccadive, Minicoy and Amindivi Islands were notified as Scheduled Areas in the Madras State. On the formation of the Andhra Pradesh in 1953, the East Godavari, West Godavari and Visakhapatnam Agencies were transferred to that State and formed the Scheduled Areas of the State of Andhra Pradesh. The Laccadive, Minicoy and Amindivi Islands were also separated from the Madras State and they formed a separate Union Territory on the re-organisation of the States in 1956. Thus, the re-organised Madras State has no Scheduled Areas within its territory. This State has, however, continued the Tribes Advisory Council, as there are Scheduled Tribes in the State.

Constitution of the Tribes Advisory Councils in the States

6. During the year under report, all the Tribes Advisory Councils in the various States were re-constituted after the general elections and the rules in connection with

the Constitution and working of the councils were either revised or amended by the Governments of Bombay, Andhra Pradesh and Rajasthan. A mention about giving representation to communities other than Scheduled Tribes residing within the Scheduled Areas on the Tribes Advisory Councils, was made in the last Report. It is learnt that one non-Scheduled Tribe member has been nominated on the Tribes Advisory Council by the Government of Bombay while four non-Scheduled Tribe members have been appointed to the Tribes Advisory Council in Rajasthan. It seems that there are no members from communities other than Scheduled Tribes, except the official members on the Tribes Advisory Councils in Andhra Pradesh, Madras and Punjab. The position regarding appointment of non-Tribals on the Tribes Advisory Councils in other States is not quite clear.

7. The Central Advisory Board for Tribal Welfare has also suggested in its meeting held in the year 1956 that members of the Board may be nominated on the State Advisory Boards or Committees, so that proper co-ordination can be achieved. From the information available in this Office, it is seen that the Governments of Orissa and Madhya Pradesh have nominated two members each, who are members of the Central Advisory Board for Tribal Welfare, on the Tribes Advisory Councils of their respective States. The Government of Bihar have amended the Tribes Advisory Councils Rules and provided that the members of the Central Advisory Board for Tribal Welfare representing Scheduled Tribes of that State may take part in the proceedings of the Council but shall not be entitled to vote.

8. The question of giving some representation to the non-Scheduled Tribes residing in the Scheduled Areas, in the Tribes Advisory Council and the suggestion made by the Central Advisory Board for Tribal Welfare to nominate its members on the Tribes Advisory Councils of the States concerned deserve to be considered by the States which have not yet taken any action on those suggestions.

Meetings of the Tribes Advisory Councils

9. According to the relevant Tribes Advisory Council Rules, in the States of Orissa, Madras, Andhra Pradesh, Bihar and Punjab, meetings of the Councils in those States have to be called twice in a year. In the States of Madhya Pradesh, Bombay and West Bengal, the relevant Tribes Advisory Council Rules provide that the Councils shall meet ordinarily once in every six months in those States, while the Rajasthan Tribes Advisory Council Rules provide that the Council shall ordinarily meet once in every quarter. The position regarding the actual number of meetings of the Tribes Advisory Councils held during the calendar years 1956 and 1957 in the above States as revealed from the information available in this Office is shown below :—

Name of the State						Number of Meetings held during 1956.	Number of Meetings held during 1957.
Andhra Pradesh	..	..	..	..	..	1	Nil
Bihar	..	..	..	..	..	Information not available.	Nil
Bombay	..	..	..	..	..	1	1
Madhya Pradesh	..	..	..	..	..	Information not available.	Nil
Madras	..	..	..	..	..	1	Nil
Orissa	..	..	..	..	..	1	1
Punjab	..	..	..	..	..	1	1
Rajasthan	..	..	..	..	..	1	Nil
West Bengal	..	..	..	..	..	Information not available.	Nil

It will be seen from above that no meetings of the Tribes Advisory Councils were held during the year 1957 in the States of Andhra Pradesh, Bihar, Madhya Pradesh, Madras, Rajasthan and West Bengal, while the Tribes Advisory Councils in the States of Bombay, Orissa and Punjab met only once during that year.

10. The Tribes Advisory Councils have been established under the Constitution and this special provision has been made with a view to enable the representatives of the Scheduled Tribes to understand the welfare schemes taken up for their welfare and advancement and to advise the Government on the working of these welfare schemes. The very purpose of establishing the Tribes Advisory Councils will be frustrated if their meetings are not called at appropriate intervals. Advantage of the meetings of the Tribes Advisory Councils can be taken for explaining new laws promulgated in the States, which would affect the social and economic life of the Scheduled Tribes. Progress of the welfare schemes may be reviewed and new welfare schemes proposed to be taken up for the Scheduled Tribes may also be explained at such meetings and the representatives of Scheduled Tribes allowed to submit their suggestions, if any, for improvement in the working of the schemes. The meetings of the Tribes Advisory Councils should, in fact, be helpful to the State Governments in finding out whether the welfare work is going on right lines or not. It is, therefore, hoped that the State Governments concerned would be particular to see that at least two meetings of the Tribes Advisory Councils are invariably held every year.

11. The meetings of the Tribes Advisory Councils held in Bombay, Madras, Punjab and Orissa during the year 1957 made some useful suggestions*. The Government of Bombay have already accepted one of the recommendations made by the Bombay Tribes Advisory Council while other recommendations are under their consideration. The recommendations made by the Tribes Advisory Councils in Madras, Punjab and Orissa are still under the consideration of the Governments concerned.

Reports of the Governors on the Administration of Scheduled Areas

12. Under Para 3 of the Fifth Schedule of the Constitution, the Governors of the States in which Scheduled Areas are located, have to submit Administration Reports of the Scheduled Areas, annually, to the President. The Ministry of Home Affairs had informed the State Governments in December, 1951, that their Annual Reports on the Administration of Scheduled Areas should be for the calendar year and should be submitted to the President by the following January of each year. Unfortunately, however, these reports are very much delayed. The reports on the Administration of Scheduled Areas for the year 1955, were received from all the States having Scheduled Areas, except the State of Bihar, before submitting my Report for the year 1956-57. But, Administration Reports of the Scheduled Areas for the year 1956, have not yet been received from the concerned States except the States of Andhra Pradesh, Orissa and Punjab.† The reports in respect of 1957, are still awaited from the concerned States. In order that the President may be able to keep proper touch with the progress of the Scheduled Tribes and development of the Scheduled Areas, it is necessary, that the reports are submitted within the time limit prescribed for the purpose. In order that these reports furnish at least basic information essential for judging the progress of the welfare schemes and development of Scheduled Areas, it is also desirable that the State Governments are requested to provide with the reports, necessary statistics giving physical and financial targets of the welfare schemes operating in the Scheduled Areas and the number of Scheduled Tribes or families benefited by such schemes. General description alone of the facilities

*Appendix XXVII.

†It is understood that the report for Madhya Pradesh is under submission and will be available soon.

given to the Scheduled Tribes is not helpful. The progress achieved during the year 1955 in the Scheduled Areas of Bihar, as given in the Governor's Report for that State, and that achieved in the Scheduled Areas of Andhra Pradesh, Orissa and Punjab during the year 1956, as given in the respective Governors' Reports received so far, is given, in brief, in the following paras :—

BIHAR
(1955)

Education—Primary education is free for all students. A grant-in-aid of Rs. 3,00,000 was paid by the Central Government with a view to make education free in secondary school stage, but unfortunately, this was utilised for other purposes with the result that the Scheduled Tribe students have still to pay tuition fees as before. Even the Adivasi girls are not exempted from payment of tuition fees although in almost all the States in the country education has been free for the Scheduled Tribe students. It appears that the Scheduled Tribe college candidates who are in receipt of stipends or scholarships either from the Government of India or the State Government are not, as a rule, exempted from payment of tuition fees. However, in very exceptional cases, they may get full or half free studentship in view of poverty. The State Government had reported to the Government of India, Ministry of Education, that Scheduled Tribe students have been granted free tuition at the college stage, with the result that the scholarships awarded to these students by the Scheduled Castes, Scheduled Tribes and Other Backward Classes Scholarship Board did not include tuition fees. The State Governments have been requested to clarify the position but so far no reply has been received. They should make the position clear beyond doubt early now so that if exemption is not granted the Scholarship Board may be requested to provide tuition fees along with scholarships.

During the year 1955-56, a sum of Rs. 32,035 was spent for awarding 93 scholarships to college students. School stipends numbering 3,469 were also sanctioned to Scheduled Tribe students in the Scheduled Areas at a total cost of Rs. 3,96,025. Monetary allotments for award of stipends has progressively increased and the distribution of stipends has enabled the Scheduled Tribe students to continue their studies further. The students, however, have to face difficulty at the beginning as the payment of stipends is much delayed. Quite a large number of stipend-holders live in the hostels and till the receipt of stipends they have to depend on tiny resources of their parents. It would be better, therefore, if the majority of the stipends are converted into hostel grants and hostel facilities increased.

The number of hostels has increased from 65 in 1954 to 90 in 1955. There is no uniformity, however, in the life of the hostelers, because a few students residing in the hostels get school stipends at varying rates, while some get free food. A large number of them do not get any financial assistance except free accommodation in the hostels. Late payment of stipends works also as a detriment to the students' progress in schools. Some of the students have to go to their houses for bringing rations which results in absence from hostels. It is necessary to regularise the life of the students in the hostels and this can be done only if there is uniform treatment to all the students. It is, therefore, advisable to hand over the hostels to non-official agencies and to frame regular rules for payment of grant-in-aid to the hostels run by non-official agencies to see that the students get wholesome and sufficient food and grants are paid not to the students, but to the management for providing necessary amenities properly and uniformly to the students. It may be argued that the provision of free food to all Scheduled Tribe hostelers would involve heavy expenditure. But the proposal can be made practicable by reducing or discontinuing stipends to college students as they are eligible to receive the same from the Government of

India and by curtailing the programme of construction of huge hostel buildings. Construction of hostel buildings should not be sanctioned at a place where there are no growing demands for hostel accommodation, nor such buildings should be constructed in anticipation of the increase in the number of students in that area. Modest hostel buildings may, however, be constructed, where there is absolute necessity of such buildings.

Running of hostels and schools has also been entrusted to voluntary agencies under the Thakkar Bapa Scheme. In the hostels, run by the voluntary agencies, free food is provided to all the girl students and 25% of the boys residing in the hostels also get free food.

Agriculture and Land Settlement—Under the Settlement of Waste Lands drive, 6,325 Adivasi families have been settled on 8,166 acres of land. The success of the scheme will, however, depend upon the exact acreage of waste land actually reclaimed by the Scheduled Tribe people and used for agriculture. Large amounts of Agriculture Loans and Land Improvement Loans were also sanctioned to the Adivasis in the Scheduled Areas during the year. The Adivasi agriculturists are given subsidies at Rs. 60 per acre for reclamation of waste lands and the advantage of the scheme was taken by 21 agriculturists in Singhbhum and Palamau Districts and a total expenditure of Rs. 1,158 was incurred. An amount of Rs. 660 was incurred in the Santhal Parganas also. Information regarding the expenditure incurred in Ranchi District on this item is not available. Looking to the amount spent for the reclamation of land, it appears that although 8,166 acres of land were distributed to the Adivasis, only a small part of that area seems to have been actually reclaimed. It is stated that Japanese method of paddy cultivation has attracted a large number of Adivasis and the yield of the crop has been increased but no statistical information is available to judge the progress of the scheme.

Large amounts have been spent for minor irrigation works in Chhota Nagpur and Santhal Parganas, as can be seen from the following :—

Year		Number of minor irrigation works sanctioned.	Allotment	Number of Minor irrigation works completed.	Expenditure	Estimated acreage irri- gated.
1953-54	.. ..	2,504	33,85,000	1,308	23,82,000	26,160
1954-55	.. ..	3,005	30,35,000	1,515	30,35,000	30,300
1955-56*	.. ..	2,938	29,25,000	1,465	14,79,442	29,300

The Government of Bihar have estimated the acreage brought under irrigation by calculating 20 acres for each work, but this is to some extent misleading as several of the works had not proved successful. In order to have factual information, it is essential that the Government of Bihar should report about the correct acreage irrigated by these Minor Irrigation Work, by arranging a proper survey of the area.

Improvement of Live-stock—It is reported that pedigree bulls were distributed among the tribal people and artificial insemination centres were started in the Scheduled

*Figures relate to the period up to November, 1955.

Areas with a view to improve their live-stock. In such cases, it would be more interesting, if proper statistical information is provided in the report. It is, however, noteworthy that the number of veterinary hospitals and dispensaries have increased to 33 in the year. Cases of cattle diseases treated were 15,765 in respect of Ranchi District only, while similar information has not been given for other Districts. The hospitals and dispensaries should engage themselves in a regular drive for castration of scrub bulls with a view to improve the live-stock of the Tribal people.

For poultry improvement, 500 improved varieties of cockerels and more than a thousand hatching eggs were sold to the people in the District of Santhal Parganas. Similarly, 50 birds and 224 hatching eggs were supplied to Adivasis in Singhbhum District. In order to make the poultry successful, it is suggested that a compact area comprising 4 to 5 villages should be selected where a programme may be launched for elimination of country cocks by castration followed by introduction of improved varieties of poultry birds for cross breeding and distribution of eggs for hatching purposes. Co-operation of the Adivasis will be absolutely essential for the success of this scheme.

Co-operation—A scheme for organisation and development of Co-operative Societies in the Scheduled Areas was sanctioned in 1954-55 with a grant-in-aid from Central Government. It is noteworthy that during the period under review, 780 societies of different types were organised with a total membership of 18,140 and share capital of Rs. 34,121. Though the share capital appears to be meagre, it indicates that the tribal people are being brought within the co-operative fold. Unfortunately, the report does not mention efforts of the Government in the matter of organising Forest Labourers' Co-operative Societies, details of which were provided in the Report for 1954. Forest Labourers' Co-operative Societies are most useful and the Government of Bihar should take some concrete steps for organising such societies.

Other Schemes for Economic Development—There has been a definite progress in the distribution of loans to the Scheduled Tribes for the development of cottage industries and Rs. 48,500 were spent for the purpose. For the development of indigenous cottage industries, 4 Training-cum-Production Centres were started in Santhal Parganas and a few more are functioning in the areas covered by Community Project falling in the Scheduled Areas. Report does not indicate whether the trainees coming out from these centres were able to settle in respective industries. It is necessary to follow up the training and to see that the persons trained in these centres settle down with the help of such training.

The number of grain-golas has been progressively increasing year by year. The total number of grain-golas increased from 347 in 1954 to 389 in 1955, out of which 103 are under the management of Gram Panchayats. This scheme can provide partial relief to the Adivasis, if implemented successfully. But it needs to be modified in order to make it a real economic measure and, therefore, it would be better to convert the grain-golas into regular co-operative grain banks. This would provide an opportunity to the Adivasis to be associated with the scheme, which is quite essential for the successful implementation of the development programme.

Intensive lac cultivation scheme is in operation in Chhota Nagpur Division. If lac cultivation is properly attended to and developed, the Adivasis will be able to earn a subsidiary income without much effort.

Communications—During the year 1955, 1,372.30 miles motorable roads, 56½ miles jeepable roads, 585 miles forest roads and paths and 30 miles village approach roads were constructed in the Scheduled Areas. 58 culverts and 4 bridges were also

constructed. The construction of these roads, culverts and bridges will open inaccessible areas and link them up with nearby markets which are frequently visited by the tribal people for sale of agricultural and forest produce and for purchasing daily essentials of life.

Medical and Public Health—The State Government deserves much credit for intensification of the efforts for eradication of infectious diseases and extension of other health services to the areas which did not receive due attention in the past. Rural dispensaries and mobile units have provided relief to the Scheduled Tribes who are being made medicine-minded. A scheme of comprehensive health survey in Chhota Nagpur area has been sanctioned under Article 275 (1) of the Constitution and it is hoped that as a result of the survey, the Government will be able to combat the diseases in a better way and promote public health.

Miscellaneous—A scheme of the settlement of the Kharias, which is considered as the most backward Tribe among the Scheduled Tribes, has been taken up by the Government. As an experimental measure 50 Kharias families were settled in 1954 followed up by another batch of 60 families in 1955. Sustained efforts for their settlement should be made, but their habit of looking to the Government for every requirement has to be discouraged if they are to be made contented settlers. Like the Kharias, other backward Tribes such as Birhors, Asurs and Paharias may also be rehabilitated in due course.

Bihar Tribal Research Institute has completed two years of its existence at the close of 1955, but detailed account of its work has not been reported. It is hoped that the Institute will justify its existence by supplying important data and suggestions for the formulation of welfare schemes for the welfare of Scheduled Tribes in the State. During the year, the Cultural Development Board recommended 3 books for publication by the Government.

The Government also provide grant-in-aid to individuals and institutions working for the welfare of Scheduled Tribes in the State. Rs. 40,000 were provided for grant-in-aid to such institutions and individuals during the year, but no basis has been laid down for determining the grant to be paid to them. Special rules should be laid down for recognition and grants-in-aid to the non-official agencies engaged in the welfare work which should be followed and checked up from time to time by officers of the Welfare Department. The report does not indicate the work done by the Tana Bhagat Ashram, Adivasi Samaj Sudhar Sabha, Shri Raghu Takur, Ranchi and others who have been given grant-in-aid.

ANDHRA PRADESH (1956)

Education—The report has not incorporated necessary statistics with regard to the number of schools opened, Adult Education Centres established and the number of pupils attending these institutions in the Andhra Region and in the absence of this information, it is difficult to judge the progress made in this field. The State Government have, however, sanctioned the appointment of a separate Educational Officer, which, it is hoped, will give fillip to the movement of diffusion of literacy. But, much head-way cannot be made in this direction, unless special type of educational institutions on the pattern of Ashram schools and Seva Ashrams are organised. In Telengana region during the year 1956, 129 Tribal schools as against 143 and 139 schools in 1955 and 1954, respectively, 4 Teachers' Training Centres and 2 hostels were reported to be functioning in the Scheduled Areas. In these schools, useful avocations like Agriculture, Carpentry etc., are also taught, in addition to usual curriculum. The decrease in the number of schools is, however, a disquieting feature

and considerable stress needs be laid upon increasing the number of educational institutions, keeping in view the total tribal population of the areas. The Ashram schools and Seva Ashrams on the pattern of Bombay and Orissa may be organised to meet the special needs of the Tribals.

Economic Assistance—In the Andhra region, the Andhra Scheduled Tribes Co-operative Finance and Development Corporation Limited, which was working as a company under the Indian Company Act, 1956, has since gone into voluntary liquidation, and has now been registered under the Madras Co-operative Societies Act, 1932. The Corporation has started functioning with headquarters at Visakhapatnam. Two Marketing Societies as co-operative feeder societies were also organised. The area of operation, though confined at present to 39 villages in Srikakulam District and 37 in Visakhapatnam District will be extended by and by and will cover the entire Scheduled Areas of the State. The aim of affiliating the existing Co-operative Societies in the Scheduled Areas to the Corporation is laudable and will enable centralised efforts in this direction. It is, however, necessary to organise Forest Labourers' Co-operative Societies on the Bombay pattern in the Scheduled Areas of the State in order to stop exploitation of the innocent Tribals by unscrupulous money-lenders, contractors and middlemen. In due course, contracts of buildings and roads in the Scheduled Areas would also be given to these Scheduled Tribes, wherever feasible.

In the Telengana Area, important schemes like colonisation, introduction of eight Co-operative Societies and provision of medical aid by 2 Allopathic Units and 1 Ayurvedic Unit to eradicate Malaria and Yaws etc. and the increased funds for the cottage industries from the Second Five Year Plan have added to the economic welfare of the Tribals. But, more concentrated efforts in the shape of starting forest co-operative societies, are also needed in this area.

Four Special Multipurpose blocks have been started in the Andhra Pradesh (two in Andhra region and two in Telengana region). During 1956-57 a sum of Rs. 6 lakhs for Andhra region and Rs. 5.41 lakhs for Telengana region were sanctioned. An expenditure of Rs. 1,13,207 was incurred in the blocks in the Andhra region but information in respect of the blocks in Telengana region is not available. It is desirable that special stress is laid in these blocks on the setting up of Forest Co-operative Societies.

ORISSA
(1956)

Education—During the year 1956, there were 3,181 Lower Primary, Upper Primary, Middle and High Schools and other institutions in the Scheduled Areas. 92,342 students were on roll in these institutions except Koraput District. The number of Backward Class children in these institutions is not commensurate with the total population of the Backward Class children of school going age. There is, therefore, much scope for increasing the number of students and for this purpose provision of mid-day meals in these schools will be very useful. In addition to primary schools etc., there were 556 Seva Ashrams, which are also primary schools providing general education. In these Seva Ashrams, there were 17,411 students on roll. The standard of education in the Seva Ashrams has deteriorated due to the lack of adequate supervision by inspecting staff. The Sevaks are mostly untrained and it is, therefore, desirable to make some provision for training of the Sevaks to make these institutions more useful. 8 more Ashram schools were opened during the year 1956-57 against 20 Ashram schools opened in the Scheduled Areas of the State in the First Five Year Plan. At the end of 1956-57, there were 56 Ashram schools in all, in the Scheduled Areas of the State. There were 3,390 students on roll during 1955 but

information for the year 1956 in this respect is not available. There were also 2 Higher Ashram schools in Mayurbhanj and Koraput Districts. They provide higher vocational training to students who have completed their course in the Ashram schools.

During the year 1956-57, a total amount of Rs. 3,30,907 was spent for awarding scholarships and stipends to Scheduled Tribe and Scheduled Caste students and Rs. 79,000 for awarding other educational grants for books, fees etc., as against Rs. 2,59,035 and Rs. 60,500, respectively, sanctioned during the previous year.

In the 3 Training Centres at Phulbani and Ganjam Districts 132 students were under training as social workers and guides. 9 Scheduled Caste and Scheduled Tribe students were deputed for training in Harijan Udyogshala, Delhi, and 4 Tribal women were sent for training to Basant Kumari Bidhyashram, Puri. Two special hostels opened for Tribal students at Rairangpur and Bhubaneswar, continued to work satisfactorily.

Agriculture and Colonisation—Adivasis are used to shifting cultivation. During the year 1956, 31,067 persons practising shifting cultivation were settled on 31,951.61 acres of land as against 13,808 persons settled on 19,687.06 acres of land during the previous year. 11 colonies are proposed to be established in order to settle the Scheduled Tribe people on land and to teach them improved methods of cultivation. During the year 1956, 4 colonies were started as against 5 colonies in 1955, and 267 families were settled during 1956 as against 166 families in the previous year. It is essential that necessary amenities of life, such as drinking water, approach roads etc. are made available to the settlers. The land allotted to the colonists should also be reclaimed and minor irrigation projects may be taken up to encourage the tribals to take to permanent cultivation. In order to check exploitation of Scheduled Tribes, the Collectors have been empowered under the Orissa Scheduled Areas Transfer of Immovable Property (by Scheduled Tribes) Regulation, 1956, to restore any lands of the Scheduled Tribes which were illegally taken away by other people. Transfer of lands to a non-Scheduled person is not allowed without the permission of the S. D. Os. under the "Merged States Laws Act". 131 Veterinary Stockman Centres, 6 Propaganda Vans, 1 Artificial Insemination Centre with 3 sub-centres and 1 Key Village Centre with four sub-centres were also functioning during the year for treatment of the diseases of cattle and improvement of live-stock.

Co-operation—About 25 Multi-purpose Co-operative Societies were working in the Scheduled Areas. The Government of India have sanctioned a scheme of opening 25 Forest Co-operative Societies under the Central Sector during the Second Five Year Plan period. 10 such Co-operative Societies were sanctioned during the year.

Other Schemes for Economic Improvement—During 1956-57, Rs. 6,500 were sanctioned for the payment of subsidies to 22 selected Adivasis to enable them to start small scale industries such as carpentry, tailoring and smithy. During the year 1956-57 a technical institute was also sanctioned at Takatpur in Mayurbhanj District to train Tribal students in trades like welding, electricity, mechanical engineering etc. The total cost of the scheme is Rs. 15 lakhs. A building for the institute is under construction and most of the equipments have been purchased. The institute was expected to start early. 2 Training-cum-Production Centres have also been established and the Scheduled Caste and Scheduled Tribe students are trained in crafts like tailoring, weaving, carpentry, smithy, drilling, soil conservation etc. Candidates after training, will be given subsidies and loans to equip themselves for adopting the crafts as their professions. A provision has also been made for encouraging Adivasis to take to regular and scientific cultivation of lac. The grant of Rs. 39,710 was given to Khadi and Village Industries Board for development of palm-gur industry. Fifty-one grain-golas were working in the Scheduled Areas at the end of 1956-57.

Communications—89.5 miles of roads were constructed in the Sundergarh and Koraput Districts and Ganjam Agency. 41 culverts in Sundergarh District and 4 culverts in Ganjam Agency were also completed. Construction of 86 miles of roads which was sanctioned during the year was also taken up. A large amount of money was also spent for maintenance of about 750 miles of road in the Scheduled Areas.

Medical and Public Health—2 Ayurvedic and Allopathic dispensaries were sanctioned in the Scheduled Areas during 1956-57. Thus in all 92 Allopathic and 16 Ayurvedic hospitals and dispensaries were functioning in the Scheduled Areas of the State by the end of 1956. 9 Village Aid Centres and 2 Mobile Health Units also continued to work during the year. 2 touring dispensaries and 2 clinics were opened for eradication of Yaws. 7 Maternity-Child Welfare Centres and 2 Maternity Centres were also working during the year.

To provide drinking water facilities, the Government have taken steps to finance the sinking of new wells, digging of tanks and renovation of derelict tanks. 600 wells were sanctioned by the Tribal and Rural Welfare Department during the year 1956-57 and a subsidy of Rs. 1,000 on an average was given for sinking of a drinking water well.

PUNJAB (1956)

Education—There are 35 schools functioning in these areas including one High School, four Middle Schools and thirty Primary Schools. One middle school was opened during the year under report. The total number of students on rolls in all these schools during 1956 was 902 as compared to 893 during the previous year. Arrangements have been made to hold the Matriculation Examination at Keylong. A hostel has started functioning at Manali where entire expenses of the students are met out of the State funds. Except for the District Board High School at Keylong and the Primary School at Gundhla, all the schools are housed in private rented buildings. The question of construction of new buildings is already under the active consideration of the State Government. Great difficulty had been experienced in getting qualified and trained staff for the school in this area during the past years. At present, there are 59 teachers working in the schools, including five trained graduates, most of these were residents of Lahaul and Spiti. The District Inspector of Schools, Kangra, Dharmasala, was declared a Disbursing Officer for the award of stipends to the students in order to expedite the payment of stipends.

Agriculture and Veterinary Services—The agricultural operations in these areas can only be carried out from April to September. During the year under report, one additional Inspector was posted and together with the Agricultural Sub-Inspector and a *beldar* remained in the area throughout the year. In Lahaul valley, 45 maunds of wheat seeds, 41 lbs. of vegetable seeds, one maund of other seeds, 1.75 tons of fertilizers etc., were distributed as compared to 55½ maunds of wheat seeds, 20 lbs. of vegetable seeds, and 8 maunds of other seeds etc. distributed during 1955. 22 demonstrations for the use of improved types of implements were also given to the local people as against 10 such demonstrations held during 1955. The local students are also being given training in agriculture. One student from the Lahaul valley is receiving training at the Government College for Agriculture, Ludhiana and candidates from the Scheduled Areas have also been selected for the posts of Agricultural Sub-Inspectors and sent for training in the course for livestock Assistants at Hissar.

In addition to the Tandi Kuhl, the State Government propose to construct four more *Kuhls* (water reservoirs for irrigation). The original alignment for the construction of Tandi Kuhl had to be given up as there were high and hard rocks to be tackled and construction was impracticable. Alternative adjustments, have therefore, been

investigated and the survey work has almost been completed during the year under report except for difficult reaches. Besides the Tandi Kuhl, the survey work regarding the Karding Kuhl was also completed during the year under report, but the work regarding Mooring Kuhl was still incomplete for want of labour. Top priority must be given to irrigation, so that food grains can be grown in the Scheduled Area.

At the Veterinary Hospital at Keylong, 3,650 cattle were treated and 300 castrations performed as compared to the treatment of 3,749 cases and 149 castrations performed during 1955. 50 Hissar Dale rams and ewes were given free to breeders.

Other Economic Improvements—Due to adverse climatic conditions, much progress has not been made in the promotion of cottage industries. A Wool Spinning and Weaving Demonstration Party is working in the area. The residents of the Scheduled Area import fairly large quantities of Pashmina wool every year from Tibet and sell it at Manali and Kulu. The Punjab Government have suggested that 250 maunds of good raw Pashmina wool should be reserved for the indigenous Pashmina industry of Kulu. Foodgrain depots were opened in Lahaul and Spiti to sell wheat and rice at subsidised rates.

The area has practically no forests and there is acute shortage of fuel and timber. Afforestation operations were carried out in an area of 28½ acres at a cost of Rs. 4,957 as compared to 16½ acres covered at a cost of Rs. 1,052 during 1955. The Kashmir Bat willow has been successfully introduced in Lahaul and 4 new nurseries were opened.

Co-operation—There were 18 Co-operative Societies including 7 Credit and Thrift Societies with a membership of 793 and a total working capital of Rs. 21,883 in Lahaul established upto 31st December, 1956, during the period under report. One transport society was added during the year. The society supplying stores earned a profit of Rs. 643 during the year 1956. A sum of Rs. 10,000 had been sanctioned by the Government to the 3 *Kuhls* Irrigation Societies. *Kuth* is the main product of this area. It is desirable that agriculturists are organised to form a growers' co-operative society. The co-operative movement should also be extended in spiti Valley.

Four Co-operative Forest Societies had been formed one each at Jispa, Rainika, Shainsha and Upper Shainsha in the Lahaul Valley and an area of 5,115 acres, proposed for further demarcation was being placed at the disposal of Co-operative Department for the purpose of forming Co-operative Forest Societies.

Communications—The position about the construction of roads and bridges in the Scheduled Areas was as follows :—

- (i) 25½ miles of the Khoksar-Zing Zing Bar Jeepable Road was completed. This involved the construction of four bridges beyond Patsew.
- (ii) The work on the Darcha bridge was half completed.
- (iii) Thirty miles of the Gramphoo-Kunzam Pass Road estimated to cost Rs. 5,60,400 was completed.
- (iv) The Yari Khoksar bridge and the Chandra bridge at mile 10½ were also completed.
- (v) The work on the Batal bridge made considerable progress.

The road programme in the Spiti area has not been given as much attention as it deserves, probably because of the difficult terrain, inclemency of weather and shortage of labour. Unless, however, the communication in this area is developed, it is felt that the progress of other development schemes will also be slow.

Medical and Public Health—A Civil Dispensary at Keylong is functioning with an Assistant Surgeon Class II, who is in-charge of the dispensary, with a dispenser, a nurse-cum-dai and other Class IV staff. As there is no dispensary in Spiti area, it has been decided to start a dispensary at Kasa in Spiti. The Public Health Staff consisting of an Inspector, a Sanitary Supervisor and 8 Sanitary Beldars in Lahaul and a Sanitary Inspector and a Beldar in Spiti toured the Lahaul and Spiti areas, respectively, during the summer months. During the year under report, in Lahaul area, these parties toured in 252 villages as compared to 149 villages visited during the year 1955. In Spiti, however, 12 villages were visited as compared to 23 villages visited during 1955. It has been decided that insecticides should be handed over to the Panchayats and that some measures should be taken to fight the nuisance of flies in that area by spray of D.D.T., etc.

Miscellaneous—Due to early snowfall and heavy rains, considerable damage was done to the crops, houses and animals during the year under report. The State Government distributed a loan of Rs. 5,00,000 to traders who suffered on account of heavy rains and early snowfall. The State Government also sanctioned a loan of Rs. 4,000 and a grant of Rs. 2,000 to the villagers of Jispa whose houses and crops were damaged by a glacier.

Besides the existing 14 Panchayats, in Lahaul area 5 new Panchayats were set up in Spiti. The Panchayats are doing Judicial work and have been empowered to hear civil suits upto the value of Rs. 500. They are also undertaking development activities. Ten Panchayats of Lahaul purchased books for their libraries and one radio set was supplied to the Panchayat Gumrang. The Panchayats also constructed 18 village paths, 5 *baolies* (reservoir for drinking water) and carried out repairs to 21 village paths and 9 *baolies*.

There are 4 extra Departmental Branch Post Offices, 3 in Lahaul and one in Spiti. It is desirable that one full Branch Post Office should be opened at Keylong where a Sub-Treasury is also functioning. A Radio Telegraph set is working at Keylong. A proposal has been made on the opening of such a telegraph office at Khoksar also.

Tribal Areas

13. The Naga leaders' Convention which met at Kohima in Assam in August, 1957, recommended to the Government of India the formation of a separate administrative unit comprising the Naga Hills District and the Tuensang Frontier Division of the North East Frontier Agency under the direct control of the President with a view to settle the Naga problem satisfactorily. The Government of India after due consideration introduced a Bill in Parliament in November, 1957, for the formation of new administrative unit in the State of Assam to be named "The Naga Hills-Tuensang Area" and in the same month the Naga Hills Tuensang Area Act, 1957, was passed by Parliament. It has been laid down in this Act that the formation of the new unit will not be deemed to have effected any change in the areas to which any law in force immediately before the commencement of this Act extends or applies, and territorial references in any such law to the Naga Hills District, the Naga Tribal Area, and the Tuensang Frontier Division shall, until otherwise provided by a competent legislature or other competent authority, continue to have the same meaning.

14. Consequent upon the formation of the above administrative unit, necessary changes in the Tribal Areas have been made under Section 3 of the Act referred to above. The Tribal Areas now constitute :—

PART A

- (1) The United Khasi-Jaintia Hills District.
- (2) The Garo Hills District.



Transformation in the Mizo dress (1800 to date) From left to right :
 Couple wearing dress of early 1800, when Mizos were in Burma.
 Couple wearing dress of early 1800, after coming over to Mizo District, Assam.
 Couple wearing dress of 1870.
 Couple wearing dress of 1900.
 Couple wearing dress of 1920.
 Typical Mizo Chief and his young wife.
 Shri L.M. Shrikant.
 Mizo Chief Elder.
 Couple wearing dress of 1930.
 Couple wearing dress of today.

- (3) The Mizo District.
- (4) The North Cachar Hills.
- (5) The Mikir Hills.

PART B

- (1) North East Frontier Tract, including Balipara Frontier Tract, Tirap Frontier Tract, Abor Hills District and Misimi Hills District.
- (2) The Naga Hills-Tuensang Area.

The Tribal Areas shown under Part A above are declared as Autonomous Districts and governed according to the provisions of the Sixth Schedule of the Constitution. The Administration of the Tribal Areas shown under Part B is carried on by the President, through the Governor of Assam as his Agent, as stated in para 18 of the Sixth Schedule of the Constitution. The North East Frontier Tract shown under Part B (1) has been divided into five divisions, viz., Kameng, Subansiri, Siang, Lohit and Tirap Frontier Divisions, for administrative purposes. The Naga Hills-Tuensang Area has been divided into three districts, viz., Kohima District, Mokokchung District and Tuensang District, for administrative purposes. A Commissioner is appointed for the Naga Hills-Tuensang Area by the Central Government and for each of the three districts there are Deputy Commissioners, who function under the supervision and control of the Commissioner.

District and Regional Councils

15. As stated in the last Report, there is a District Council in each of the five Autonomous Districts. There is also a Regional Council in Pawi-Lakher Region of the Mizo District. Information received in this office regarding the Mikir Hills District Council and the Pawi-Lakher Regional Council is given below. Information about other District Councils is not available.

Mikir Hills District Council—There are 16 members in this Council, including 15 Tribal members. The Council held five meetings during the year. The Council has constructed 22,552 miles of bridle path at a cost of Rs. 23,785 and construction of 5 miles of bridle path has been taken up at a cost of Rs. 6,000 during the year 1957-58 out of Government grant. Twelve Timber Bridges and five Lower Primary School buildings were constructed at a cost of Rs. 25,057 and 16,875, respectively, while construction of seven Timber bridges and five Lower Primary School buildings has been taken up at an estimated cost of Rs. 19,353 and Rs. 25,000, respectively, out of Government grant. Twenty Ringwells and ten platforms for such wells were constructed during the year 1957-58. The total number of Lower Primary Schools maintained by this District Council is 81.

Pawi-Lakher Regional Council—The Pawi-Lakher Regional Council was composed of 12 members, 9 of whom were elected members and 3 nominated. The total number of meetings held by the Regional Council was 4 during the year under report. The region for which this council has been constituted, comprises about half of the Southern Mizo District and is inhabited by different communities of people, of which the Pawis, the Lakhers and the Tlanglaus are in large number. Each community has its own dialect and different social customs. The Regional Council has been doing its best for the development of the region and to improve the economic life of the people living in its jurisdiction.

Welfare of Tribals and development of Tribal Areas

16. Details of the Development Schemes that were proposed to be taken up in Part A of the Tribal Areas during 1956-57 were given in my last Report. An



Tribal women ornamentally dressed for a fair in Chini area—Himachal Pradesh.

expenditure of Rs. 125.00 lakhs was approved by the Central Government for those schemes and the total expenditure of Rs. 90.30 lakhs was actually incurred during that year. The grant was first sanctioned at the rate of 66.6% of the total expenditure in 1956-57 but later it was raised to about 82%. The Government of India have now decided to sanction 100% grants for welfare schemes to be taken up in the Autonomous Districts from 1957-58, while the welfare expenditure on the tribals in the Plains has to be shared equally by the Central and State Governments. Accordingly, an amount of Rs. 120.075 lakhs was sanctioned in 1957-58 for welfare schemes in the Autonomous Districts, on cent per cent basis, except two schemes, viz., contribution to non-Government institutions for encouragement of cultural activities and grant to non-official organisations for doing welfare work, expenditure on which has to be met by the Central and State Government on 50:50 basis. An expenditure of Rs. 86.683 lakhs was actually incurred on approved schemes during that year. The welfare and development schemes made fairly good progress during the year under report, and a number of tribals have benefitted by the schemes.

North East Frontier Agency

17. As regards Part B Tribal Areas, the North East Frontier Agency, Shillong, has published a brochure in 1957 giving information about the "10 years' progress in NEFA". The progress made in NEFA during the 10 years' period, as stated in the brochure is reviewed in brief, for information, below :—

Education—In 1947, when the Department of Education was set-up in NEFA, there were only two primary schools in the entire agency. At present, there are 113 Lower Primary Schools, 13 Middle Schools and 3 High Schools. Attached to every school is an agricultural garden where seasonal vegetables are grown by the students through improved methods. Different crafts like carpentry, weaving, cane and bamboo-work and soap-making are also practised. The products of these activities may be utilised by the students either for their own use or sold by them for economic gain. Education in the agency is of basic type and a Basic Teachers' Training Institute at Margherita runs re-orientation courses for the teachers. Some of the schools in the agency have also been converted to basic pattern and the rest are in the process of conversion.

Community Projects—The first Community Development Block was opened in 1952 at Pasighat. Today, the Community Projects programme covers 236 villages with a population of 68,700 spread over an area of 1,500 sq. miles. It is proposed to start 18 NEFA type Development Blocks in the agency during the Second Five Year Plan.

Training Programmes—Special facilities for training of the youth of the Agency have been provided in the Second Five Year Plan. The training is being imparted in 3 key institutions, namely, the Extension Training Centre (for agricultural workers), the Health Training Centre at Pasighat and the Basic Education Training Centre at Margherita.

Forests—The programme for exploitation of forests provides necessary measures to safeguard the interests of the Tribal people, who are permitted, free of cost, use of the forest timber, bamboo, cane etc., for the construction of their houses or shops or for any other personal customary usage and also to fish and hunt in the forests. The plans for future include the development of forests on scientific lines, training of personnel, research, surveys and afforestation programmes.

Communications—In 1947, none of the present divisional Headquarters was in exercise and the present locations were covered by virgin forest. In that year,

the farthest outposts in Kameng Frontier Division were at Dirang Dzong and But, only a few miles beyond the present divisional headquarters. Now, Bomdila, the headquarters established at a height of 9,000 ft. is a flourishing township with an Army Engineers' access road over more than half-way to it and plans to complete it by the end of the next cold weather. In Subansiri Frontier Division, there is an airstrip with regular Dakota landings and another Army Engineers' access road from the plains is making good progress. In Tirap Frontier Division, NEFA Engineers have built a road ranking among their major achievements. It now connects the former head-hunting centre of Khela and the last 19½ miles of the road were constructed by the mobilisation of tribal people in less than three months. A feature of Engineering Programme has been the adaptation of the somewhat rigid Central Public Works Department procedure to the tribal background. A revised and liberalised work procedure has been accepted by the Government of India according to which corporate village and tribal responsibility is fixed and work allotted and paid for at negotiated rates on this basis with a resultant encouragement to Panchayat and village institutions, instead of to individual contractors.

Medical and Public Health—In the pre-Independence days, medical relief was available only in a few Administrative Centres where troops were stationed for maintenance of law and order. The health services in the NEFA have passed through 2 or 3 stages in the evolution. In the first stage upto 1950, it was only a question of providing curative medical services. During 1950-55, in the second stage of evolution, curative and preventive services worked independently of each other. Since 1956, both these services have been integrated and the Medical Officer-in-Charge of a Health Unit has been made responsible for both curative and preventive aspects of medicine. In the year 1947-48, there were only 15 hospitals and dispensaries whereas in 1955-56, there were 68 static medical units. In addition, in the same year many more tribal people received benefits from 12 Mobile Health Units. Special attention is also paid to the treatment of Leprosy and the control of Goitre. A scheme to supply safe drinking water has been given a high priority, and an allotment of Rs. 19 lakhs has been made under the Second Plan for the purpose. The Second Five Year Health Plan aims at improving the general level of health of the tribal people, to increase the number of hospital beds and to improve the standard of curative services. On the health side, schemes have been designed to propagate health education among the masses to control communicable diseases, to improve rural water supply, to conduct research on health problems and to train local youth as health social workers and mid-wife-cum-nurses.

Freedom from Exploitation—In order to protect the Tribals from economic exploitation, necessary steps have been taken to control the prices and to issue licences to the shop-keepers in the tribal areas. Precautionary measures have also been adopted to check the domination of the weaker by the stronger and more aggressive tribal groups.

SECTION XII
CULTURAL DEVELOPMENT
CULTURAL RESEARCH INSTITUTES—CONFERENCES AND SEMINARS—
TRAINING OF WELFARE WORKERS
Cultural Research Institutes

The entire policy of the Government of India towards the Tribal people is epitomized in the words of the Prime Minister, "to help the Tribal people to grow according to their own genius and tradition" and that "it is not the intention to impose any thing on them". Planning is, therefore, essential if the Tribal people are to be saved from the adverse effects of detribalisation and cultural disintegration as a result of contacts with the so called advanced sections of the society. So far five Cultural/Tribal Research Institutes have been established in the States of Bihar, Madhya Pradesh, Orissa, Rajasthan and West Bengal. In the States of Assam, Bombay and Madhya Pradesh, the Universities and other non-official organisations are also getting Government grants to carry out this work. The following table will show the expenditure incurred/proposed on these activities during the first two years of the Second Five Year Plan and allocations made for the plan period.

Type of Institute	Name of the State	Allocation made in the Second Five Year Plan	Amount Utilized during the year 1956-57	Amount earmarked for the year 1957-58
(1)	(2)	(3)	(4)	(5)
(a) Cultural Research Institute.	1. Bihar	8,50,000	63,776	53,615
	2. Madhya Pradesh ..	..	31,300	78,377
	3. Orissa	2,25,000	24,667	9,882
	4. Rajasthan	2,35,000	1,200	6,800
	5. West Bengal ..	1,64,800	23,400	22,400
(b) Other Organisations.	1. Assam			
	(i) Gauhati University.	1,75,000	30,000	25,000
	2. Bombay			
	(i) University of Bombay.	Not fixed.	6,201	Nil
	(ii) Gujarat Research Society.			
	(iii) Anthropological Society of Bombay.			
	3. Madhya Pradesh ..			
	(i) Bharatiya Lok Kala Mandal.	Not fixed.	6,500	6,500
	TOTAL ..	16,49,800	1,87,044	2,02,574

It will be seen from the above statement that it is proposed to spend more than Rs. 16 lakhs during the Plan period on the working of Cultural/Research Institutes. In addition, research work is being carried on by the Department of Anthropology, Government of India and various Universities teaching Anthropology and Sociology. These researches mostly deal with problems connected with social change among

the Tribals. An outline of the work done by these institutes and other bodies is given in the following paragraphs :—

2. The Tribal Research Institute of Bihar has been reorganised during 1957 and the staff has been augmented. The Institute completed a systematic field study of Sauria Paharias of Raj Mahal Damin of Santal Parganas and a preliminary assessment of the welfare measures in progress was also made. It also completed and submitted to the Government reports on various problems like (i) Lac cultivation among Asurs, (ii) shifting cultivation, (iii) family planning among Scheduled Tribes, (iv) problems of tribals working in plantations etc. Two primers in Mundari and Ho have also been prepared and the State Education Department is considering the suitability of Munda primer for use in schools. Several more primers are likely to be taken up soon. The Institute is at present engaged in the study of economic problems of Asurs in Ranchi and Palamau Districts and this study is expected to yield some basis for initiating welfare measures among them. Demography and economy of Birhors, a nomadic Scheduled Tribe, are also under study. The Institute will shortly start bringing out a bulletin.

3. The Tribal Research Institute, Madhya Pradesh, have completed studies of the economy of Gonds in two Districts and of Bharias in Patalkot, District Chhindwara. The latter is a study of the self-sufficient tribal economy of the area and suggests a scheme for the proper utilisation of their existing resources. Besides, the Institute has prepared a handbook on Madhya Pradesh tribes. The important projects in hand include study of impact of industrialisation on tribals working in coal-mines; problem of rehabilitation of Korwa and Pando shifting cultivators of Raigarh and Surguja Districts; the socio-economic conditions of Dhurvas of Bastar; problem of education among tribals of Tribal Rehabilitation Schemes and their effect on tribal cultures and a Nutritional study. The Institute has also been collecting the necessary data in connection with the exclusion and inclusion of tribal groups in the lists and making recommendations to Tribal Welfare Department and helping them in drawing up welfare schemes.

4. The Tribal Research Bureau of Orissa has intimated that the Bureau interests itself mostly in the problem oriented studies of tribal communities and advises the Government regarding the planned development of these groups. The research staff, generally, concern itself with the problems that come in the way of economic reforms. The Bureau had reported last year to have taken in hand a number of fresh studies with a good deal of practical importance e.g., evaluation of the working of Ashram Schools and other welfare institutions including colonies and Village Welfare Centres. They have not, however, indicated how much progress has been made in these studies and what results they have achieved. The Bureau has prepared two primers in tribal languages and propose to prepare a few more.

5. The Cultural Research Institute in Rajasthan which started functioning in 1956 has not been able to make much progress. They are conducting a study of "certain fundamental tendencies in the informal education among Adivasis"; "farm mentality and psychological pattern" and "psychology of untouchability". It appears that the Institute is suffering from paucity of staff and has not, therefore, been in a position to finalise reports on work undertaken. They propose to start evaluation and assessment of the welfare schemes and a study of the problem of alcoholism. It is suggested that the difficulties which the Institute is facing may be removed and work-scheme of the Institute drawn in such a way that the applied research and evaluation work is given the utmost priority.

6. During 1957-58, Cultural Research Institute of West Bengal undertook intensive study of the following problems :—

- (i) Study of the different aspects of the problem of tribal languages.
- (ii) Study of laws of inheritance among tribals.
- (iii) Intensive study of social dynamics of the Totos with special reference to operational research.

At the instance of Tribal Language Committee set up by the State Government, the Institute undertook a study of tribal languages and their problems, like the effect of imparting education to the tribals through languages other than their mother tongue at different stages, preparation of bibliography of books and collection of books in different tribal languages. The study of the laws of inheritance of the different tribes was undertaken to decide whether these laws should be codified and if so in what form with reference to each tribe? This work which is expected to be completed before 1959-60 will be of great practical utility. The study of social dynamics among the Totos one of the smallest tribes in the country is expected to furnish important clues regarding the dynamics of effecting social change. In addition to these intensive studies, the Institute proposes to bring out hand books on Scheduled Castes and Scheduled Tribes of West Bengal and they also assist the Tribal Welfare Department in the cases of exclusion or inclusion in the list of different categories of backward classes. They have prepared one text book for Toto primary schools. Their future programmes include evaluation research on the schemes for rehabilitation of ex-Criminal Tribes.

7. In Assam, where the Department of Folk-lore and Tribal Culture of the Gauhati University started research among the tribal population of the area in 1955, several scholars are working on various schemes. The studies of various tribes are being recorded in monographic form and Miris, Bodos, Manipuris, Daflas, Khasis and Mishmis are some of the tribes which have already been undertaken for study. Some of the scholars have completed their work and their reports are shortly to be published. The Bombay Government has been giving grants to Bombay University, Gujrat Research Society and Anthropological Society of Bombay for carrying out researches among tribals. However, no such grants were paid to any of these bodies during 1957-58. The University of Bombay have completed research among Mahadev Kolis of Maharashtra and published a book. The Gujrat Research Society have completed their work on Dublas and also submitted a report on the economic life of Naikas and Gamits in Surat District. The Anthropological Society of Bombay have also completed a report on the Bhils of West Khandesh and both the Societies are undertaking blood group surveys in these communities. The Bhartiya Lok Kala Mandal of Udaipur, Rajasthan, is a pioneer non-official institution and has conducted cultural survey on tribes in Madhya Bharat and Rajasthan. They have also prepared two movie films and published a number of pamphlets on the cultural life of the backward classes and tribes of Rajasthan. The Mandal was sanctioned a grant of Rs. 13,000 during 1956-57 for conducting cultural surveys of the tribes of Madhya Pradesh, half of which was utilised in that year and the remaining during 1957-58. They have studied songs, dance, festivals, customs, house-decoration etc., among the tribals of Vindhya Pradesh and Mahakoshal region and have also edited and processed a film on tribes of Madhya Pradesh dealing with the cultural aspects of the tribes that have been studied. Some tape-recordings of their music and songs have also been done.

8. The Research Department, NEFA Administration, is conducting research over a wide-field, most of which is practical and humane. Its Statistical Branch is engaged in making the first census of the area. The Philological Section is engaged

in preparing text books for schools, and grammars and dictionaries to assist the officers in learning tribal dialects. It has prepared alphabet charts in the tribal languages, in the Devanagari script. The Historical Research Section is preparing gazetteers and studying old records. The Cultural Research Section, which has 8 officers in all, has taken up the task of preparing studies of individual tribes, five of which are already complete. They deal with Sherdukpens, Daflas, Gallongs Tangaas and Idu-Mishmis. The Assistant Research Officers of this Section are also looking after cultural centres which are being established in each of the five Divisional Headquarters and in Pasighat. These centres aim at creating the interest of non-tribals in tribal art and crafts and also inspire tribals to develop them further. An Evaluation Survey Report on the Pasighat Community Project has been published which draws attention to the achievements as well as shortcomings in the programme which are now being remedied.

9. The various Universities have undertaken research in the field of social anthropology. The University of Lucknow had undertaken a Project to evaluate the pace, progress and impact of the Community Development Programme and the changes that can be attributed to it in the backward areas of Jaunsar Bawar in the Dehra Dun District. This project has been financed by the Research Programme Committee of the Planning Commission. A study of social change in the backward area of Dudhi tehsil of Mirzapur District in Uttar Pradesh has also been completed under the auspices of the Programme Evaluation Organisation, and the report has been finalised. At the instance of the Department of Harijan Welfare of the Government of Uttar Pradesh, this University had also undertaken a two year scheme of research into the rehabilitation of the ex-Criminal Tribes of Uttar Pradesh. The Universities of Aligarh and Agra have also undertaken research assignments on ex-Criminal Tribes. The University of Delhi has undertaken researches in the backward areas of Jaunsar Bawar and Garhwal in Uttar Pradesh and Manali in Punjab State. The Universities of Calcutta and Bihar are the two other institutions conducting several studies among tribes of Bengal and Bihar respectively.

10. The Department of Anthropology, Government of India have intimated that intensive socio-cultural researches have been completed among the Pnars of Khasi and Jaintia Hills, Assam and Mundas of 24 Parganas, West Bengal. They have also made some linguistic studies in Orissa, Manipur and Nicobar Islands. The Nagpur station is engaged in the socio-cultural study of a village in Bastar in Madhya Pradesh.

11. In last year's Report, the urgency of co-ordinating the work that is being carried out in the various Institutes, Universities and the Department of Anthropology of the Government of India was stressed. With a view to promote closer contact between the Department of Anthropology and the Indian Universities and the State Governments where anthropological and other related studies are pursued, the Government of India have set up a Central Advisory Board of Anthropology. The Board will advise on matters relating to anthropology, which may be referred to it by the Central and the State Governments or other members of the Board and make suggestions to the Government on matters to which in the opinion of the Board attention of the Government should be drawn. The Board consists *inter alia* of two Members of Parliament, four representatives of the Universities, four members (including myself) nominated by the Government of India and one nominee each from the various State Governments.

12. During the year, the Committee on Plan Projects set up by the National Development Council has organised a team for study of social welfare projects and for programmes relating to the welfare of the Scheduled Castes, Scheduled Tribes and Other Backward Classes, with Smt. Renuka Ray, M.P., as its leader and six other

members. The team will *inter alia* study the programme of work relating to welfare projects for Scheduled Castes, Scheduled Tribes and Other Backward Classes keeping in view the following points :—

- (i) The modification necessary in the context of the programme and in the scheme of priorities relating to the various fields of activities comprising it, having regard to the efficient utilisation of resources and the objectives set for the programme.
- (ii) The changes required in the methods of work adopted for the implementation of the programme.
- (iii) The quality of the personnel engaged upon the implementation of the programme and the training schemes formulated for improving upon it with special reference to the need and feasibility for establishing a cadre of workers for the administration of the programme.
- (iv) Assessment of the extent to which the existing programmes have succeeded in utilising local initiative and in creating institutions to ensure management of the programme in future by the local community itself.
- (v) To make such other suggestions on any aspect of the programme as would lead to economy and efficiency in the utilisation of resources and/or expediting the working of the programme.
- (vi) Make recommendations on the necessity and feasibility of evaluation machinery of a continuous nature for the types of projects and on methods adopted for reporting upon the results of the programme.

Conferences and Seminars

13. A number of conferences and seminars relating to the welfare of Backward Classes/Tribes were held in different parts of the country during the year under report. Two important conferences were : (i) The Fourth Conference for Tribals and Tribal Areas, Koraput, Orissa, and (ii) The State Minister's Conference on Backward Classes, New Delhi.

14. The Fourth Conference for Tribals and Tribal (Scheduled) Areas organised by the Bharatiya Adimjati Sevak Sangh was held in Koraput (Orissa) from 29th April, to 1st May, 1957. Over fifty delegates from affiliated institutions, eighty anthropologists, Government officers and social workers and a large number of tribals attended the Conference. A number of papers were contributed by eminent anthropologists, social workers and Government officers with experience in tribal welfare work. The Conference was inaugurated by Pandit G. B. Pant, the Union Home Minister and Shri U. N. Dhebar presided over it. The Conference was divided into three sections viz., (i) Social Welfare, (ii) Anthropology, and (iii) Tribal Section. Four resolutions* were passed at the Conference dealing with (i) classification of tribals, (ii) the scheme of life members of the Bharatiya Adimjati Sevak Sangh, (iii) desirability of starting a pilot scheme by the Bharatiya Adimjati Sevak Sangh with the help of Government of India, for the economic betterment of the tribals in tribal areas where semi-starvation is noticed as a normal feature and (iv) social education among tribals.

15. The State Ministers' Conference on Backward Classes was held at New Delhi on 15th and 16th February, 1958. It was attended by the State Ministers concerned with the welfare of Backward Classes/Tribes, representatives of the Ministries of the Government of India and representatives of various non-official

*See Appendix XXVIII.

organisations working in the field. The Conference made certain recommendations* and the Government of India have already requested the State Governments to implement them. Early action on these recommendations will go a long way in the effective working of the welfare programmes for Scheduled Castes and Scheduled Tribes and Other Backward Classes.

16. During the year three important seminars were held on untouchability and other problems of the Scheduled Castes and Scheduled Tribes. Two were organized by the Bharatiya Depressed Classes League at Gwalior and Madras respectively and the third was organised by the Bharat Dalit Sewak Sangh at Sanchi. The Ministry of Community Development held the following conferences and seminars :—

- (i) Inter-State Seminar on Community Development at Kodaikanal from 3rd to 6th April, 1957.
- (ii) Sixth Development Commissioners' Conference on Community Development and National Extension Service at Mussoorie from 26th to 30th April, 1957.
- (iii) Third National Subject Matter Seminar on Panchayats, Public Health, Medical and Tribal Welfare at Aurangabad from 2nd to 4th January, 1958.

In all of them the problems of tribals and backward classes were also discussed and a number of useful recommendations and suggestions were made, some of them regarding Multi-purpose Tribal Blocks have been mentioned elsewhere in this Report.

Training of welfare workers

17. The importance of establishing training centres for tribal workers was emphasised in last year's Report. The Government of Madhya Pradesh contemplated starting a training institute at Chhindwara for the training of tribal workers. An expenditure of Rs. 50,000 was sanctioned during 1957-58, for this scheme. During the year 1957-58 Government of India also sanctioned a scheme of starting training centres in the States of West Bengal and Assam. In West Bengal the amount was utilised for the construction of necessary buildings etc., and the amount in Assam remained unutilised. The Government of Rajasthan do not propose to start any separate training centre and have started orientation and training course for (i) teachers training, (ii) officers deputed for training, (iii) refreshers course for welfare workers and (iv) Orientation camps for villagers and for members of Panchayats. During the year under report one such Refresher course was organised for 62 welfare workers. A provision of Rs. 5,000 was made for this purpose during 1957-58. Other State Governments (like Bombay, Jammu and Kashmir and Uttar Pradesh) organised training camps for imparting training to the welfare workers. Available information shows that during the First Five Year Plan period as many as 24 training centres and 4 training camps were organised in Bombay, wherein 815 workers were trained. During the first year of the Second Plan period, 5 more centres were started in that State for training selected leaders and tribal youths, one Central Shibir was organised for the training of propaganda workers, 3 short-term courses for imparting training to Primary School Teachers, 2 training centres for the employees of the Forest Labourers Societies, through which 125,103,178 and 69 workers were trained, respectively. The number of training centres for the selected leaders and tribal youths were raised by 14 during 1957-58 and 350 more workers were trained. During the same year 2 short-term courses for Primary School Teachers, 2 training centres for the employees of the Forest Labourers' Societies, 6 Shibirs (2 for the

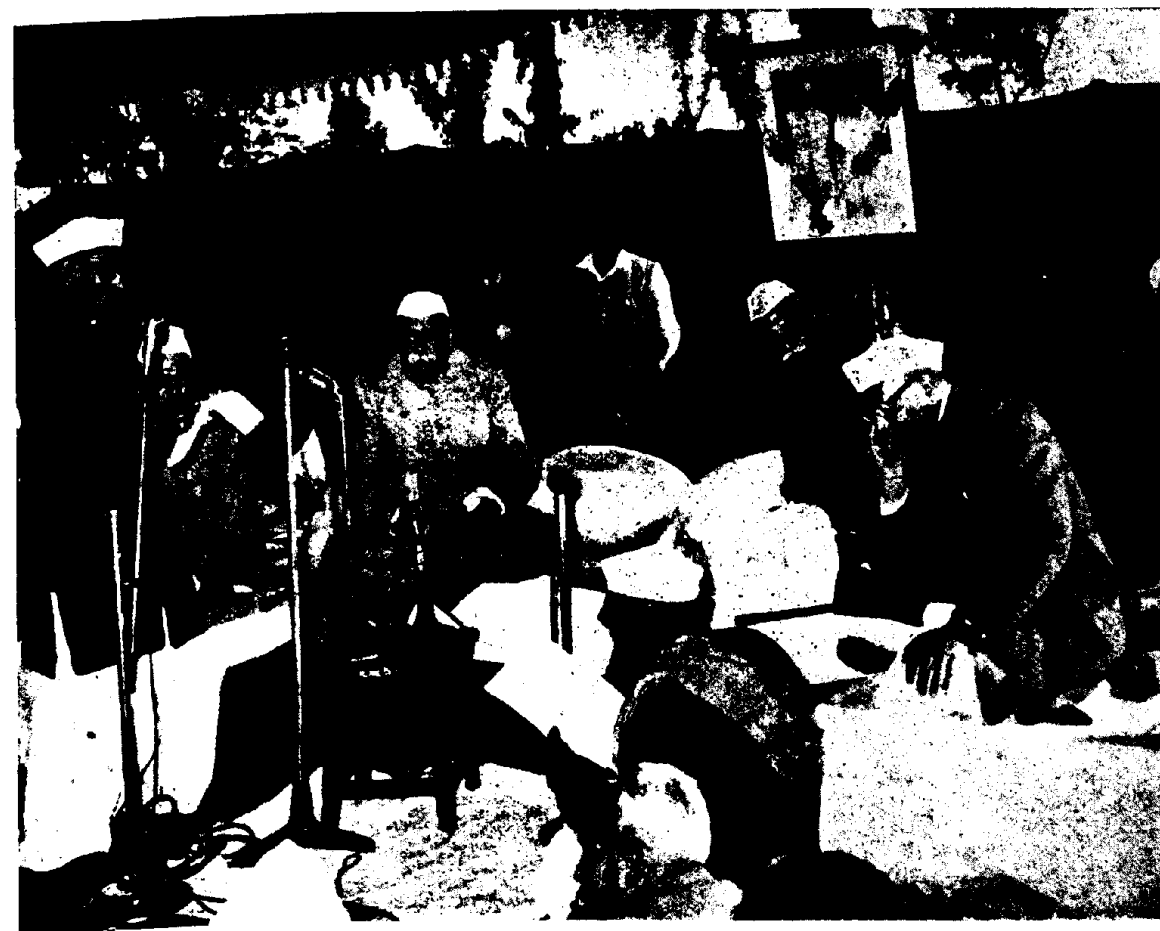
*See Appendix XXIX.

propaganda workers and 4 for the Nomadic and Semi-nomadic Tribe youths) were organised in the State. Through these centres as many as 105,60,175 and 155 members were benefited, respectively. In Jammu and Kashmir one training camp was organised, at Jammu in January, 1958 and was attended by about 40 social workers. In Uttar Pradesh a one week training camp was organised during October-November 1957, wherein lectures and practical training was given to the District Harijan Welfare Officers.

18. The Government of India, through the Ministry of Community Development, has also set up a training centre in Bihar viz., the Social Education Organisers Training Centre for imparting specialised type of training for working in the tribal areas. Besides these, non-official agencies like Harijan Sevak Sangh, the Indian Council for Child Welfare etc., have organised a number of training centres, as well as camps, for the proper training of the Welfare Workers. The Harijan Sevak Sangh working in Bihar State, has so far opened 65 training centres and 3 camps and has trained about 250 workers, of whom 100 were Scheduled Castes. A training scheme for imparting elementary training to the teachers and Balvadi workers is also being organized by the Indian Council for Child Welfare in the Chhindwara and Mandla Districts of Madhya Pradesh. The training programme includes theoretical lectures and practicals dealing with the psychology of children, Balwadis and other allied subjects. The Bhartiya Adimjati Sevak Sangh also continued their training work through the two centres located at Sosai (Bihar) and Chhindwara (Madhya Pradesh). The total expenditure incurred by the Sangh for the training purposes during the year 1957-58 was Rs. 27,400 as against the total sanction of Rs. 30,000.

19. A training programme for imparting training to Tribal Welfare Officers has since been started by the Tata Institute of Social Sciences, Bombay. Fifteen candidates deputed by various States and Union Territories and four by the Bhartiya Adimjati Sevak Sangh, are undergoing training, for which a sanction of Rs. 62,000 has been made by the Government of India to the Institute.

20. The Bhartiya Adimjati Sevak Sangh has also taken up a scheme for Life Members for doing tribal welfare work. Under the scheme two categories of Life Members have been formed, one is on all-India basis and the other is on regional basis. Of the total number of fifteen Life Members, twelve took a pledge on the 30th January, 1958 at Rajghat in the presence of the President of India and the Union Home Minister dedicating their services for work among the tribals and weaker sections of the society. During the year 1957-58 the Sangh incurred a total expenditure of about Rs. 7,000 as against a grant-in-aid of Rs. 10,000 sanctioned by the Government of India for this purpose.



A tribal social worker taking oath of life membership of the Bhartiya Adimjati Sevak Sangh at the ceremony held at Rajghat in Delhi.



Oraon dancers, Lohardaga, District Ranchi—Bihar.



Santal dancers in a 'mela' at Gajeshwar in Raj Mahal, Santal Praganas—Bihar.

143

SECTION XIII

RESERVATION FOR 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—
PROMOTIONS TO SELECTION POSTS—FIXATION OF SENIORITY—SAFEGUARDS
AGAINST SUPERSESSIONS—PROMOTION OF SCHEDULED CASTE/TRIBE CLERKS
—INDUSTRIAL MANAGEMENT POOL SCHEME—RELAXATION OF EDUCATIONAL
QUALIFICATIONS OF CLASS IV SERVANTS—WORK-CHARGED ESTABLISHMENTS
UNDER THE CENTRAL GOVERNMENT—CENTRAL SECRETARIAT SERVICES—
GENERAL RECRUITMENT POSITION UNDER THE CENTRAL GOVERNMENT—
RECRUITMENT TO ALL INDIA SERVICES AND POSTS—SPECIAL RECRUITMENT
TO I.A.S. BY SPECIAL RECRUITMENT BOARD—STATUTORY AND SEMI-
GOVERNMENT BODIES—RESERVATION FOR SCHEDULED CASTES AND
SCHEDULED TRIBES IN THE RAJYA SABHA SECRETARIAT, LOK SABHA
SECRETARIAT AND IN THE ESTABLISHMENT OF THE SUPREME COURT—
STATE GOVERNMENT SERVICES—LOCAL BODIES AND SEMI-GOVERNMENT
AND STATUTORY ORGANISATIONS IN THE STATES—EMPLOYMENT EXCHANGES.

Reservation in Services and Posts under the Central Government— Promotions to Selection Posts

In the last Report it was stated that standard of merit was being relaxed in favour of Scheduled Caste and Scheduled Tribe candidates for the purposes of promotion to non-selection posts and to selection posts which were filled up on the basis of competitive examinations. However, no such considerations were being shown to these candidates for promotion to posts filled otherwise than through a qualifying examination and that promotions to such posts were being made strictly on the basis of seniority subject to fitness. It was recommended that in such promotions also the cases of Scheduled Caste and Scheduled Tribe candidates should be adjudged sympathetically. Further, the candidates belonging to these castes and tribes should not be superseded without their cases being reviewed at a sufficiently high level. In view of this suggestion, the Ministry of Home Affairs have now decided that "even in the case of promotion posts, the selecting authorities may consider the cases of Scheduled Castes/Tribes employees sympathetically and if they are not considered suitable for being included in the higher categories, include them in the lower category at least for promotion. Such candidates should not be excluded from the select list altogether unless the selecting authorities are clearly of the opinion that even on the basis of relaxed standards they would be unsuitable for such promotions." I am glad that the Ministry of Home Affairs have agreed to my recommendation in principle that in matter of such promotions also some weightage should be given to Scheduled Caste/Tribe candidates. However, I have not been able to follow the exact implications of the Ministry of Home Affairs orders referred to above, particularly of the phrase, "if they are not considered suitable for being included in the higher categories, include them in the lower category at least for promotion." This implies that if a person is not suitable for a higher category, he is unsuitable for the lower one also in which he should be placed as a matter of concession. This position does not appear to be correct. I would suggest that further clarification to the above orders may be issued by the Ministry of Home Affairs so as to remove any doubt that may arise in the minds of the appointing authorities in interpreting the above orders.

Fixation of seniority

2. It is mentioned in the previous Report that a roster consisting of 40 vacancies is maintained for the purpose of recruitment to posts reserved for Scheduled Castes and Scheduled Tribes under the Central Government, and certain points in that roster shown as reserved for Scheduled Castes/Tribes. It has, however, been noticed that after recruitment has been effected according to the roster, the Scheduled Caste/Tribe persons selected are not given the seniority according to the points indicated reserved in the roster. For example, according to one of the rosters every 1st, 9th, 17th, 25th and 33rd vacancy is reserved for Scheduled Caste candidates. Supposing that 10 vacancies are to be filled in a particular cadre and the roster is to begin from 1st point. In this case, 1st and 9th vacancies being reserved for Scheduled Castes, at least 2 candidates out of 10 will have to be selected from amongst these people. The practice appears to be that after the selection has been finalised, *inter se* seniority of Scheduled Caste and non-Scheduled Caste candidates is arranged according to the ranks obtained by them in the selection. This generally places Scheduled Caste/Tribe persons at the bottom of the select list. If so, the position appears to be a little anomalous. When the 1st and the 9th vacancies are reserved for Scheduled Castes, the intention appears to be that they should be shown against the 1st and the 9th position in the select list also. This will also spread the Scheduled Caste and Scheduled Tribe persons evenly in the staff and avoid their concentration at one place in the seniority list. If that was not the intention, the question of maintaining this roster will arise. In that case, all that could be done was to order that out of every 8 vacancies, one should be reserved for Scheduled Castes. The Ministry of Home Affairs will, no doubt, consider this case carefully and issue a clarification.

Safeguards against supersessions

3. The Government of India had issued instructions that in cases of promotion claims of Scheduled Caste and Scheduled Tribe candidates should be considered sympathetically and whenever any case of supersession of any Government servant belonging to Scheduled Castes and Scheduled Tribes arises it should be reviewed at a sufficiently high level in order to safeguard their interest. The available information (which is incomplete) shows that only 15 cases of supersession occurred in the various Ministries and their attached and subordinate offices and all these cases were either reviewed or are being reviewed at appropriate levels. However, in the establishments of the Railways, as many as 415 cases (which figure is again not complete) of supersession of Scheduled Castes and Scheduled Tribes occurred during the year 1957. It is stated that the above orders are being followed in these cases by the Railways also and that cases of supersession occurred mainly on account of lack of necessary qualifications in the Scheduled Caste/Tribe candidates or on account of their failure in the departmental tests or examinations for promotion.

Promotion of Scheduled Caste/Tribe Clerks

4. It was represented to the Government of India from some quarters that previously all the permanent clerks were considered senior to the temporary clerks for the purpose of promotion in the Central Government offices but thereafter the Government had revised its policy according to which temporary clerks were being promoted to the next higher rank on the basis of their length of service, thus superseding the Scheduled Caste and Scheduled Tribe clerks who had been declared permanent under the provision of the Ministry of Home Affairs' Office Memorandum dated the 25th May, 1948, and who had less period of service at their credit. The Government of India have since decided that such Scheduled Caste/Tribe clerks

should be promoted in relaxation to their earlier orders, wherever the Ministries were in a position to certify that they would have been considered suitable for promotion if their cases had been taken up at the appropriate time and that vacancies existed for them in the higher grades at that time.

Industrial Management Pool Scheme

5. The Government of India have made the usual reservation of 12½% and 5% for candidates belonging to Scheduled Castes and Scheduled Tribes respectively in the Industrial Management Pool Scheme also.

Relaxation of educational qualifications of Class IV Servants

6. The Ministry of Home Affairs have stated that they had an occasion to find out the position regarding class IV employees as on the 1st January, 1957. It indicates that in Central Government offices 21.76% of the permanent Class IV posts and 22.82% of the temporary Class IV posts are filled by persons belonging to Scheduled Castes. The corresponding figures for Scheduled Tribes are 2.6% for permanent posts and 2.03% for temporary posts. This shows that so far as Scheduled Caste employees are concerned, the reserved quota is more than filled in Class IV posts, although Scheduled Tribes are not so well represented in these posts. In order to make up the prescribed quota, orders have already been issued by the Government of India to the effect that the Central Government Offices to which recruitment is made on a regional basis, the proportion for Scheduled Tribes should be increased in places where they are concentrated and reduced in other places. In the circumstances, the Government of India do not consider it necessary to relax the minimum educational qualifications in respect of Scheduled Castes and Scheduled Tribes for appointment to Class IV posts. In this connection it may be mentioned that the higher percentage of Scheduled Castes in Class IV posts is perhaps due to the reason that the posts of scavengers and sweepers have also been included under this category. If the posts of scavengers and sweepers, which are necessarily filled by Scheduled Caste candidates, are not taken into account, the percentage of Scheduled Castes would be definitely below the reservation quota fixed for these communities. In the light of these remarks, it is hoped that the Ministry of Home Affairs would reconsider the matter.

Work-Charged Establishment under the Central Government

7. The Ministry of Works, Housing and Supply have now agreed to the application of the communal representation orders on the work charged staff of the Central Public Works Department employed on maintenance side only. The Ministry of Defence have since abolished the category of work-charged establishment and have brought it on to regular establishment. They have agreed to apply communal representation orders to this establishment but purely casual posts, the incumbents of which are likely to be discharged at less than a month's notice, shall be excluded from the scope of these orders.

8. The Central Water and Power Commission of the Government of India, have, however, not found it possible to apply the communal representation orders on the grounds that the work-charged staff is appointed against the sanctioned estimates of the various projects. It is stated that there will be practical difficulties as the work in progress cannot wait till labour belonging to the prescribed community becomes available. The Central Public Works Department is an organisation which employs a very large number of work-charged staff. When they have agreed to apply communal representation orders, there appears no reason why it should be difficult for the Central Water and Power Commission or any other Organisation

employing work-charged staff to follow suit. It is, therefore, suggested that the Commission should re-examine the matter and try to adopt the rules framed by Central Public Works Department for their work-charged staff.

Central Secretariat Services

9. *Central Secretariat Service*—The authorized permanent strength of Grades I—III of the Central Secretariat Service as on the 1st January, 1957 is as follows :—

Grade I	..	..	..	..	347
Grade II	..	..	..	..	421
Grade III	..	..	..	..	589

In so far as these Grades are concerned, direct recruitment is made in Grade III only. No candidate belonging to Scheduled Castes or Scheduled Tribes was available for appointment to Grade III on the result of the combined competitive examinations held during 1955 and 1956. The latest position regarding the representation of Scheduled Castes/Tribes in Grade I—III of the Central Secretariat Service is as shown below :—

Grade I	..	..	..	..	3
Grade II	..	..	..	..	2
Grade III	..	..	..	..	14
(R.T.E. of Assistant Superintendents)					

10. *Central Secretariat Stenographers Service*—Direct recruitment is not made in Grade I and Grade II of the service. However, none of the persons belonging to Scheduled Castes or Scheduled Tribes was promoted to Grade I and Grade II of the service. However, 13 persons were appointed to officiate in Grade I and there was no Scheduled Caste or Scheduled Tribe candidate amongst them. A panel for officiation in Grade I and Grade II is still under consideration. So far as Grade III is concerned, the position as existing on the 31st December, 1957 was that out of 155 employees who were confirmed, 4 belonged to Scheduled Castes and there was no person belonging to Scheduled Tribes. 6 candidates belonging to Scheduled Castes qualified in Stenographers' examination held by Union Public Service Commission in September, 1956 and were nominated as Stenographers. On the result of the Stenographers' examination held in August, 1957, seven more persons belonging to Scheduled Castes have qualified. They will be appointed shortly.

11. *Central Secretariat Clerical Service*—The Central Secretariat Clerical Service Scheme provides that there would be no direct recruitment to Grade I of the Central Secretariat Clerical Service for a period of three years from the date of initial constitution of the service, viz., 1st May, 1954. Accordingly no examination for recruitment to Grade I was conducted during the year 1957. No examination for recruitment to Grade II of the Central Secretariat Clerical Service also was held during this year. However, the position as existing on the 31st December, 1957 was that from the existing strength, 296 employees were confirmed in Grade I and 1,137 in Grade II of the services, out of which one Scheduled Caste was confirmed in the former Grade and three in the latter Grade. None of the Scheduled Tribe candidates was confirmed in either of the Grades.

General recruitment position under the Central Government

12. In the last Report, information in this regard was given showing position beginning from the year 1951 upto September, 1956. Complete information has

now become available for the year 1956. The over-all position which has emerged is as under :—

Class of posts					Total number of officers	Officers belonging to Scheduled Castes	Officers belonging to Scheduled Tribes
A. Permanent							
Class I	..	..	..	..	3,553	25 (0.7%)	4 (0.11%)
Class II	..	..	..	..	5,901	109 (1.84%)	4 (0.06%)
Class III	..	..	..	..	4,47,121	22,531 (5.03%)	1,941 (0.43%)
Class IV	..	..	..	..	5,30,794	1,14,734 (21.61%)	13,871 (2.61%)
B. Temporary							
Class I	..	..	..	..	2,720	26 (0.95%)	3 (0.11%)
Class II	..	..	..	..	12,797	338 (2.64%)	61 (0.47%)
Class III	..	..	..	..	1,67,357	12,837 (7.67%)	2,079 (1.24%)
Class IV	..	..	..	..	1,50,587	32,299 (21.44%)	3,685 (2.44%)

13. Information collected regarding the total number of vacancies filled by the various Ministries etc., during the year 1956 and the number of vacancies filled by Scheduled Castes and Scheduled Tribes shows the over-all position as follows :—

Class of posts					Total number of Vacancies filled	Vacancies filled by Scheduled Castes	Vacancies filled by Scheduled Tribes
A. Permanent							
Class I	..	..	..	..	88	1 (1.13%)	—
Class II	..	..	..	..	144	14 (9.7%)	—
Class III	..	..	..	..	8,174	442 (5.4%)	44 (0.5%)
Class IV	..	..	..	..	21,390	2,440 (19.69%)	367 (2.96%)
B. Temporary							
Class I	..	..	..	..	370	—	1 (0.27%)
Class II	..	..	..	..	977	43 (4.4%)	6 (0.61%)
Class III	..	..	..	..	25,887	2,231 (8.61%)	293 (1.13%)
Class IV	..	..	..	..	32,196	6,872 (21.34%)	693 (2.15%)

The figures furnished by the Ministry of Home Affairs in this respect for the year 1957 are incomplete and show the correct position in respect of a very few Ministries and do not, therefore, serve any purpose of this Report. Anyhow, the figures shown above speak for themselves and need no comment to show that in spite of our best

efforts during the last about eight years, we have not been able to achieve the desired results. This is stated to be due mainly to paucity of Scheduled Caste and Scheduled Tribe candidates with the requisite qualifications. In order to tide over this difficulty, it is essential that steps may be taken to train the members from these communities for the various Government posts, services and other jobs. This can be done by giving grants-in-aid to the State Governments as well as non-official agencies so as to enable them to include such training schemes also in their welfare programme for these communities. It is recommended that the above proposal may be given serious consideration by the Government of India and the State Governments. The other reason for this under-representation may, perhaps, be due to "serious default on the part of various appointing authorities in implementing the policy of the Government" rather than due to paucity of candidates belonging to these categories, particularly in subordinate services, in the posts of Lower Division Clerks and in class IV posts, as frankly stated by the Government of Rajasthan in one of their letters issued to the appointing authorities in the State. This aspect of the question also requires to be given full consideration by the Government in order to plug the holes wherever they are found.

Recruitment to All India Services and Posts

14. The comparative position with regard to the I.A.S. and I.P.S. as on 1st January, 1956; 1st January, 1957 and 1st January, 1958 is as follows :—

Service	Number of Scheduled Caste Officers as on			Number of Scheduled Tribe Officers as on			Number of other Officers as on		
	1-1-56	1-1-57	1-1-58	1-1-56	1-1-57	1-1-58	1-1-56	1-1-57	1-1-58
I.C.S./I.A.S.	17	18	29	2	3	6	1,178	1,232	1,486
I.P.S./I.P.	7	10	14	3	5	5	673	714	793

It will be seen from the above figures that there has been a satisfactory progress in the representation of Scheduled Castes and Scheduled Tribes in the above services during the year 1957, though the percentage of Scheduled Caste and Scheduled Tribe officers in the above services still remains insignificant.

Special Recruitment to I.A.S. by Special Recruitment Board

15. The information collected shows that out of a total number of 181 persons appointed by promotion from the State Services, the number of Scheduled Caste and Scheduled Tribe persons appointed are 3 from each class. Further, against 102 persons selected by the Union Public Service Commission from the open market, the number of Scheduled Caste candidates selected is 7 and that of Scheduled Tribes is 3. It will thus be seen that it was not found possible to give them due representation in the emergency recruitment to I.A.S.

Statutory and Semi-Government Bodies

16. The latest information shows that all the Semi-Government and Statutory Organisations under the administrative control of the various Ministries of the Government of India have agreed to follow Government orders regarding communal representation of Scheduled Castes and Scheduled Tribes. Instructions have also been issued to the Government limited companies to follow the communal representation orders as far as possible while filling the posts under their control.

Reservation for Scheduled Castes and Scheduled Tribes in the Rajya Sabha Secretariat, Lok Sabha Secretariat and in the Establishment of the Supreme Court

17. The Rajya Sabha Secretariat have intimated that rules regarding the method and manner of recruitment in the Secretariat are yet to be framed and while making these rules communal representation orders of the Government of India will be brought to the notice of the Chairman of the Rajya Sabha for their adoption as far as practicable.

18. The views of the Lok Sabha Secretariat are that owing to the special nature of the work in that Secretariat and due to its small size, it is difficult to reserve posts or to relax the minimum prescribed qualifications in favour of Scheduled Castes and Scheduled Tribes. They have further stated that the claims of the persons belonging to these communities are, however, taken into consideration consistently with the maintenance of efficiency of administration, in making appointments to the posts under them. If the Scheduled Caste and Scheduled Tribe candidates achieve the minimum standard laid down for the post they are given due consideration while making appointments and in future also as many of them will be accommodated as is possible consistent with the efficiency as required by that Organisation. The Supreme Court also replied that all the appointments in the Registry of the Supreme Court, which are very few, are made by the Hon'ble Chief Justice of India personally and in making such appointments he takes into consideration the claims of the members of Scheduled Caste/Tribe candidates consistent with the maintenance of efficiency in that Registry.

19. In this connection it may be pointed out that there are many offices in the Government of India which are small in size and which in many cases, are performing special nature of duty. In such offices also efficiency is to be maintained at as high a level as in other offices. In spite of it the communal representation orders of the Government of India are applicable to all such offices, irrespective of their size and nature of duty performed by them. These orders ought to be applied as a matter of principle. Mere application of these orders does not detract from the efficiency of any organisation because it is always open to the recruiting authorities to de-reserve a post if a suitable candidate from amongst these communities, with the necessary minimum prescribed qualification, is not available against any reserved posts.

20. In the light of these remarks, it is hoped that these statutory bodies will have no objection in making suitable provisions for reservation of vacancies for Scheduled Caste and Scheduled Tribe candidates in their recruitment rules.

State Government Services

21. This year I have received poor response from the State Governments in furnishing their usual information showing representation of Scheduled Castes and Scheduled Tribes, viz-a-viz other employees in the services under the State Governments.

22. In so far as the State Services (other than Police and Judiciary) are concerned, information has been received from the State Governments of Bihar and West Bengal only, the information received from the former is also incomplete. As regards the services in the Police and Judicial Departments of the States are concerned, information has been received from Bihar, Bombay, Rajasthan and West Bengal only. With the scanty information received from a few States it is not possible to assess to what extent Constitutional obligations imposed on the States for giving due representation to Scheduled Castes and Scheduled Tribes in Services are

being fulfilled and to comment on the progress that is being achieved by the various States from year to year in this direction.

23. However, information furnished by Directorate General, Resettlement and Employment shows that during the year 1957, out of 1,93,681 Scheduled Caste and 41,688 Scheduled Tribe registrants 9,204 Scheduled Caste and 1,051 Scheduled Tribe registrants only could secure employment under the State Governments.

24. For the past several years now information relating to the employment position of Scheduled Castes and Scheduled Tribes in posts and services under the State Governments is being called for from the State Governments but every year either most of the State Governments have failed to furnish the required information or have furnished it in an incomplete form. This year a margin of five months was given to the State Governments to collect the required information. It is felt that the main cause of the State Governments not being able to furnish the required information is that communal rosters are not being maintained properly in all the departments under the State Governments and so they find it difficult to furnish the required statistics. The other cause may be that sufficient progress is not being achieved from year to year to increase the intake of Scheduled Castes and Scheduled Tribes to fill in their reserved quota in various services and posts. It is considered that a stage has now reached when every State should individually carry out a thorough survey of the employment position obtaining in the State and of the number and nature of vacancies which are reserved for Scheduled Caste and Scheduled Tribe candidates but which remain unfilled every year. After this data is collected it would be possible for the State Governments to find out how far the concessions already allowed by them are adequate to secure their proper representation in the services and also after considering the position thus revealed, what other special steps and measures are required to be adopted in order to achieve the desired objective. We should not be satisfied by merely fixing a reservation for Scheduled Castes and Scheduled Tribes in services and posts but we should also devise ways and means to ensure that reservation orders are fully implemented. If sufficient number of candidates from amongst these communities with the requisite qualifications are not forthcoming to fill in the reserved quota, steps will have to be taken by the Central Government as well as the State Governments to train the candidates and equip them with necessary qualifications required for the various posts. It may be, however, to increase the intake of Scheduled Castes and Scheduled Tribes in the various categories of services under them. It is also worthwhile to make a special mention of the following two States which have adopted special measures to make up the deficiency that has so far occurred in filling the vacancies reserved for Scheduled Castes and Scheduled Tribes in accordance with the prescribed percentage :—

- (i) *Rajasthan Government*—It has been realised that the meagre recruitment of Scheduled Caste and Scheduled Tribe candidates is more due to serious default on the part of the various appointing authorities in implementing the policy of the Government rather than due to the paucity of candidates belonging to these categories, particularly in subordinate services, in the posts of Lower Division Clerks and in Class IV posts. In order, therefore, to ensure the proper implementation of the State Government's policy, it has been decided that enforcement of the reservation rule will henceforth be carried out under the immediate control of the Chief Secretary through the Appointments Department. Instructions have been issued to the authorities concerned that while sending requisition to the State Public Service Commission the number of posts reserved for Scheduled Castes and Scheduled Tribes must be

*Statement at Appendix XXX.

specifically mentioned, if the number of vacancies is four or more. It will be irregular to send piecemeal requisitions to the Commission or to split-up vacancies in order to evade the existing instructions regarding reservation of vacancies. The State Commission has been authorised to calculate the number of posts which should be reserved for Scheduled Caste and Scheduled Tribe candidates and advertise the posts accordingly, on its own initiative in cases where the requisitioning authority does not specify the reserved vacancies. In order to make up past deficiency in filling the reserved quota for Scheduled Caste and Scheduled Tribe candidates, special instructions have been issued to the appointing authorities in the State that no appointments of general candidates should be made during the years 1958-59 and 1959-60 in subordinate services, ministerial posts and Class IV posts, for which no technical qualifications or experience is required, until a certificate is issued from the nearest Employment Exchange that no suitable Scheduled Caste/Scheduled Tribe candidate is available for these posts.

- (ii) *Orissa Government*—Reservation of 18% for Scheduled Castes and 20% for Scheduled Tribes has already been fixed in the services under the State Government. Further orders have now been issued that until this percentage is achieved, 50% of the vacancies should in future be reserved for these communities in all Class III and Class IV posts. These orders appear to have been issued on the presumption that there can be no dearth of Scheduled Caste and Scheduled Tribe candidates at least for Class III and Class IV posts.

25. The suggestion made in the preceeding paragraph about the employment survey being undertaken in each State will no doubt take time in its implementation. In the meanwhile it is suggested that the following minimum steps may be taken by each State to secure uniformity in this regard throughout India and with a view to removing existing bottlenecks :—

- (i) Posts reserved for Scheduled Castes and Scheduled Tribes should be given a wide publicity and notifications for such vacancies should *inter alia* be sent to the non-official organisations concerned and to the Assistant Commissioner for Scheduled Castes and Scheduled Tribes concerned.
- (ii) The upper age limit for appointment to all gazetted and non-gazetted posts may be relaxed by five years in favour of Scheduled Caste and Scheduled Tribe candidates.
- (iii) The vacancies reserved for Scheduled Castes and Scheduled Tribes that remain unfilled during a particular year should be carried forward at least for 2 years.
- (iv) Application and examination fees should be charged from the Scheduled Caste and Scheduled Tribe candidates at 1/4th of the usual rate.
- (v) In making appointments to reserved vacancies, the standard of qualifications should not be fixed as high as is fixed for other candidates. For the purpose of promotion also, cases of Scheduled Caste and Scheduled Tribe candidates should be considered sympathetically. Clear instructions on these points may be issued to the State Public Service Commission as well as to the other appointing authorities in the State.
- (vi) Special encouragement may be given to Scheduled Caste and Scheduled Tribe candidates for appearing at interviews by allowing travelling expenses to needy candidates.

26. In order to ensure that the claims of the Scheduled Castes and Scheduled Tribes are not overlooked in making recruitment in services and posts, appointment to

which are made through the State Public Service Commission, it is desirable that in these Commissions itself at least one member should belong to Scheduled Caste/Tribe. The available information shows that except the Assam Public Service Commission, in which one of the members belongs to a Scheduled Tribe, no other State Public Service Commission, has a member belonging to these communities.

Local Bodies and Semi-Government and Statutory Organisations in the States

27. The available information, which has been received from a very few States, shows that local bodies in the States of Bihar, Madras, Punjab, Uttar Pradesh and Andhra and in the Union Territories of Delhi and Tripura have fixed reservation for Scheduled Castes and Scheduled Tribes. As far as is known, no such reservation has yet been fixed by the local bodies in the States of Assam, Jammu and Kashmir, West Bengal and the Union Territory of Himachal Pradesh. So far as Semi-Government and Statutory Bodies are concerned, the available information shows that reservation for Scheduled Castes and Scheduled Tribes has been fixed in the State of Rajasthan, whereas no such reservation has been fixed in the State of West Bengal. The information regarding the remaining States and Union Territories is still awaited.

Employment Exchanges

28. The statistics* collected through the Employment Exchanges give a sufficient indication regarding the general employment position of Scheduled Castes and Scheduled Tribes. The statistics for the year 1957 reveal the position as under :—

Scheduled Castes—The total number of registrations† increased from 1,78,210 in the year 1956 to 1,93,681 in the year 1957. However, the figures for placements on the other hand, instead of registering at least a corresponding increase, have actually fallen from 28,087 in 1956 to 27,372 during the year under review.

The percentage of placements to registrations works out to 14.9. It may be mentioned here that although it is maintained by the various appointing authorities that suitable candidates amongst these communities are not forthcoming, a total number of 92,932‡ candidates remained on the live registers of Employment Exchanges on the 31st December, 1957, out of which as many as 798 were graduates, 10,831 matriculates and the remaining 81,303 were non-matriculates.

Scheduled Tribes—During the year 1957 a total number of 45,205 registrations§ were effected as against 41,688 during the preceding year. The number of registrations have thus recorded a moderate increase over the figures of the last year. The figures for placements have also correspondingly increased to 5,388, as against 4,313 during the year 1956. The percentage of placements to registrations comes to 11.9. The number of Scheduled Tribes applicants who remained on the live registers‡ of Employment Exchange on the 31st December, 1957, was 19,472. An interesting feature is that out of these, 63 were graduates and 729 matriculates, who could not be employed during the year.

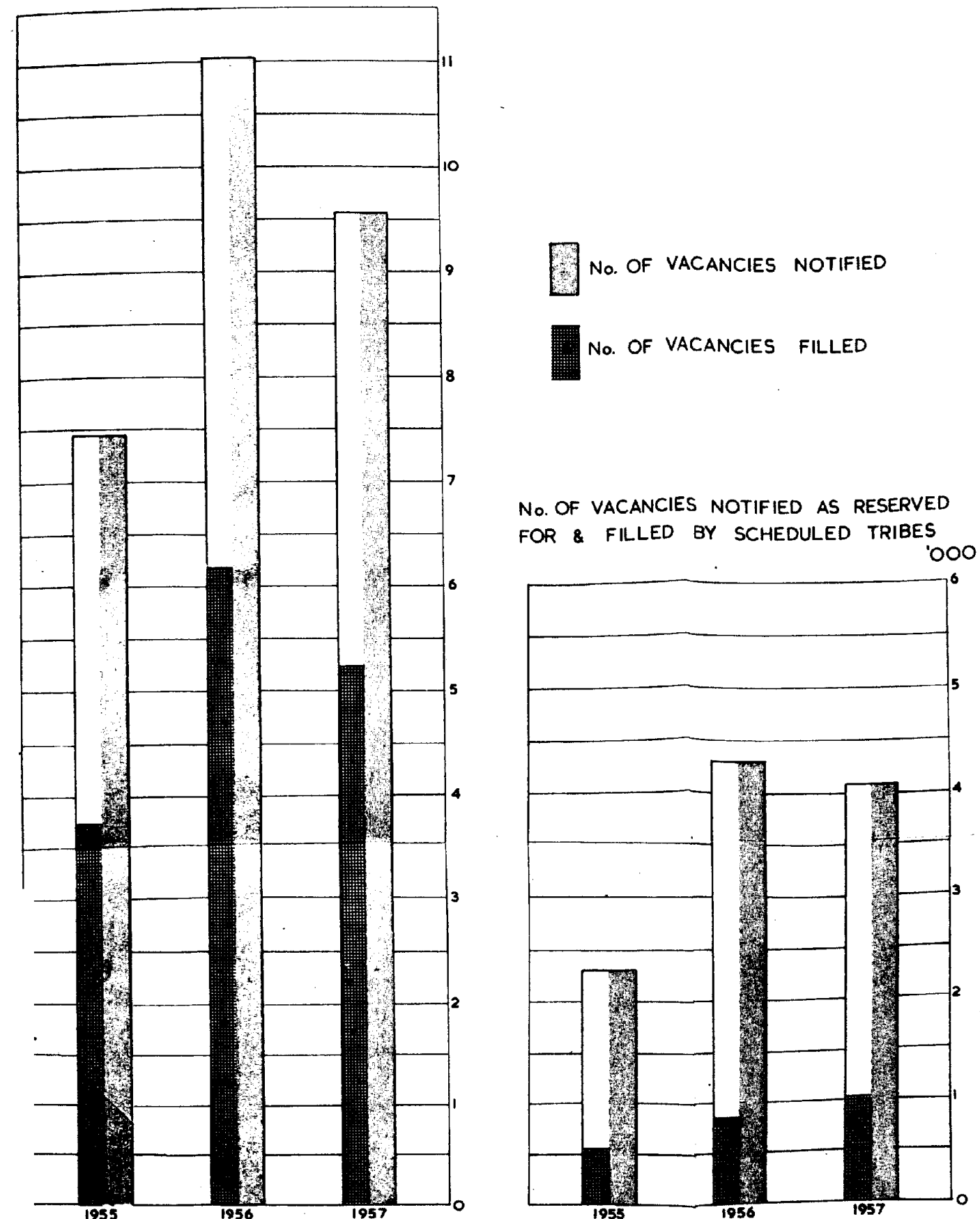
The position shown above thus indicates the rate at which the unemployment is spreading every year even amongst the Scheduled Castes and Scheduled Tribes in Central Government as well as State Governments.

*Statements 1—6 at Appendix XXXI.
†Statement 1 at Appendix XXXI.

‡Statement 6 at Appendix XXXI.
§Statement 2 at Appendix XXXI.

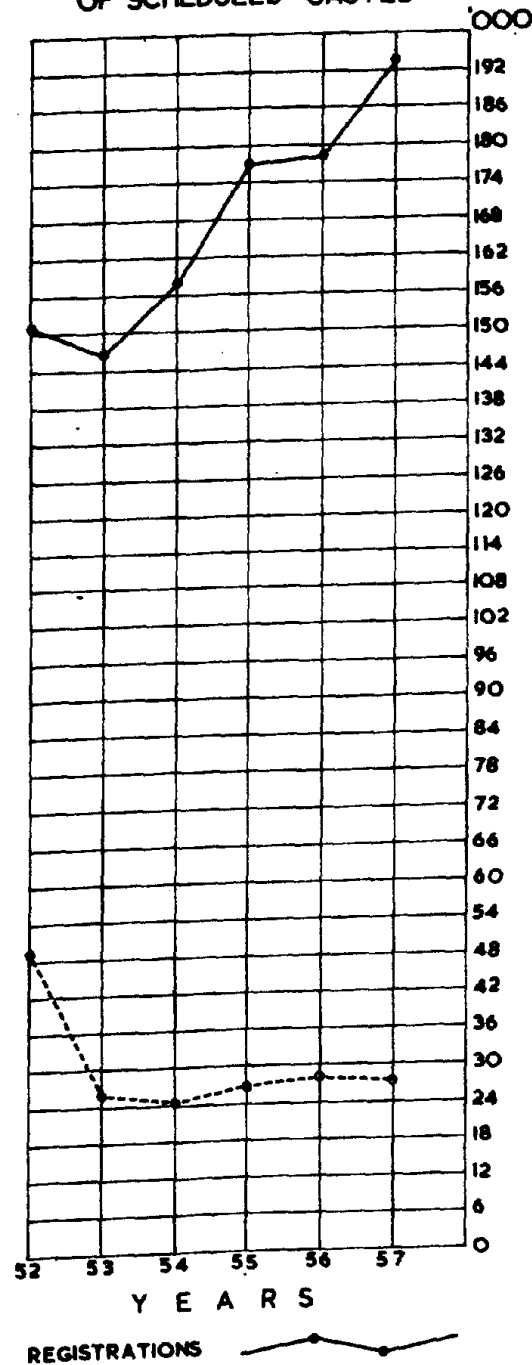
No. OF VACANCIES RESERVED FOR SCH. CASTES AND SCH. TRIBES AS NOTIFIED TO AND FILLED THROUGH EMPLOYMENT EXCHANGES FOR CENTRAL GOVT. STATE GOVTS. & OTHER EMPLOYERS DURING 1955-1957

No. OF VACANCIES NOTIFIED AS RESERVED FOR & FILLED BY SCHEDULED CASTES '000

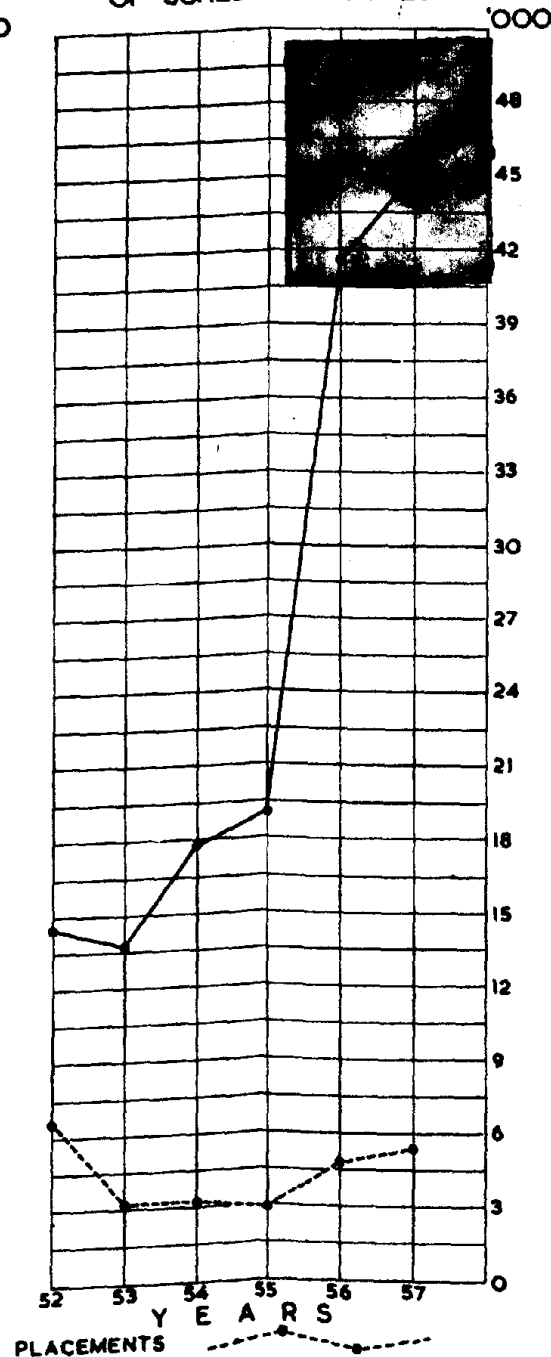


TOTAL REGISTRATIONS & PLACEMENTS OF SCHEDULED CASTE & SCHEDULED TRIBE APPLICANTS REGISTERED WITH EMPLOYMENT EXCHANGES DURING THE YEARS 1952-57

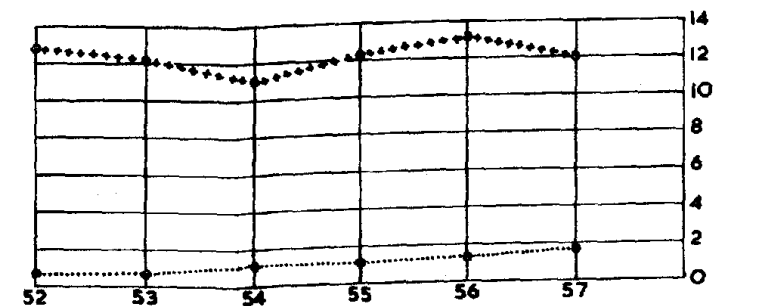
REGISTRATIONS & PLACEMENTS OF SCHEDULED CASTES



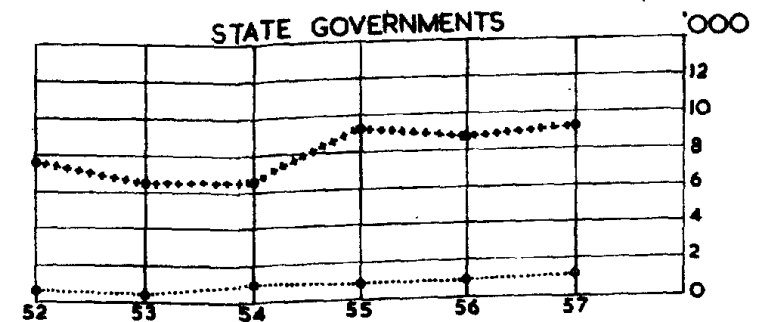
REGISTRATIONS & PLACEMENTS OF SCHEDULED TRIBES



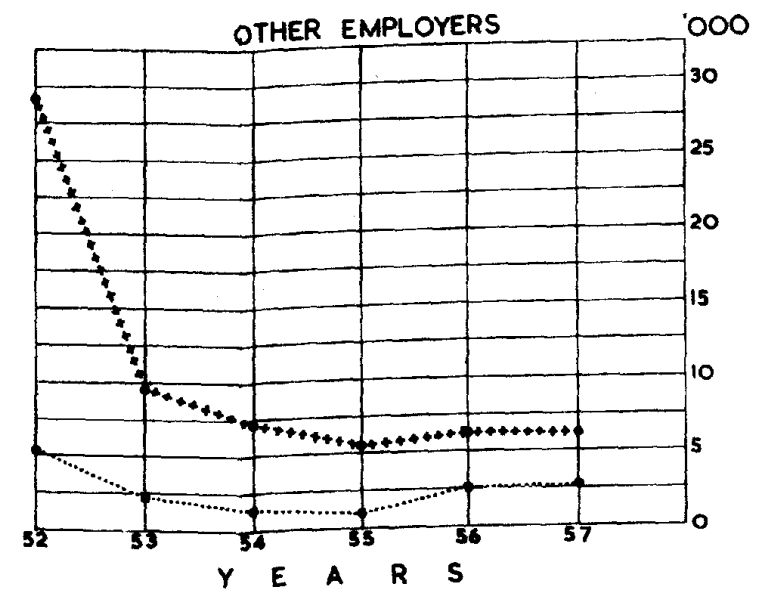
PLACEMENTS OF SCHEDULED CASTE & SCHEDULED TRIBE APPLICANTS UNDER CENTRAL GOVERNMENT



STATE GOVERNMENTS



OTHER EMPLOYERS



PLACEMENTS SCH. CASTES

PLACEMENTS SCH. TRIBES

SECTION XIV

ANGLO-INDIANS

POPULATION—RESERVATION IN LOK SABHA AND VIDHAN SABHAS—RESERVATION IN SERVICES—COMPLAINT ABOUT REPRESENTATION OF ANGLO-INDIANS IN POSTS AND SERVICES—GRANTS FOR EDUCATIONAL BENEFITS.

Population

The total population of the Anglo-Indians in India, based on the 1951 Census, is 1,11,637 spread over thirteen States and three Union Territories. Their population is largest in West Bengal (31,922). The States of Madras (22,277), Kerala (14,947), Mysore (11,569), Bombay (7,857), Uttar Pradesh (6,343), Andhra Pradesh (5,502), Bihar (4,379) and Madhya Pradesh (2,173) also have appreciable population of this community. In other States and the three Union Territories in which the Anglo-Indians are found, their population is comparatively small.

Reservation in Lok Sabha and Vidhan Sabhas

2. Under Article 331 of the Constitution, the President is empowered to nominate not more than two Members belonging to Anglo-Indian Community to the Lok Sabha, if he is of the opinion that the Anglo-Indian community is not adequately represented in that House. Similarly, under Article 333 of the Constitution, the Governor of a State is empowered to nominate such number of Members of that community to the State Legislative Assembly as he considers appropriate, if in his opinion the community needs representation in the State Assembly and has not been adequately represented. Under the above provisions, the President has nominated two members of the Anglo-Indian community to the Lok Sabha and they continued to be the Members of the House during the year 1957-58. One Member each from the Anglo-Indian community has been nominated to the Vidhan Sabhas of Andhra, Bihar, Bombay, Kerala, Madhya Pradesh, Madras, Mysore and Uttar Pradesh. Four Members of Anglo-Indian community have also been nominated to the West Bengal Vidhan Sabha, during the year under report, although there were only 2 nominated Members in that House during 1956. In the last year's Report, the desirability of nominating one Member of the Anglo-Indian community to the Vidhan Sabha of Andhra Pradesh was pointed out. This suggestion has since been accepted and, as indicated above, one Member of this Community has been nominated to the Vidhan Sabha of Andhra Pradesh during the year under report. It will thus be seen that this community has now been given representation* in the Vidhan Sabhas of all the States in which their population is over two thousand, and their representation in the Vidhan Sabha of West Bengal has increased by two during the year under report.

Reservation in Services

3. Article 336 of the Constitution 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 Railways, Customs, Postal and Telegraph Services of the Union, should be made on the same basis as immediately before the 15th August, 1947. During every succeeding period of two years, the number of posts reserved for them in those services is to be reduced as nearly as possible by 10% of the number reserved for them during the immediately preceding period of two years, so that at the end of the period of 10 years after the commencement of the Constitution,

*Appendix XXXII.

all such reservations cease. The actual representation* in these services during the years 1956 and 1957 was as stated below :—

Name of the post or service	Percentage of actual representation in 1956	Percentage of actual representation in 1957
Superior Railway Service (Class I & II)	14.72	4.26†
Preventive Service in the Custom Department	24.38	25.01
Appraising Branch of the Custom Department	4.54	3.90
Post involving customs work in the Central Excise Department	1.45	1.99
Telegraphists Cadre of the Posts & Telegraphs Department	10.58	10.35

4. As regards Class III posts in the Railways, information regarding the reservations made for Anglo-Indians in different Railways was given in the last Report. The actual representation of the Anglo-Indians in the Railways, in which reservations have been made, was as follows for the years 1956 and 1957:

Sl. No.	Railways	Percentage of actual representation in	
		1956	1957
1.	Central	N.A.	1.41
2.	Eastern	1.58	0.90
3.	North Eastern	1.77	0.37
4.	Southern	5.07	4.59
5.	Western	0.93	0.95

The above figures do not include information regarding services in Class III posts under the Northern and South Eastern Railways.

5. The Railway Board have furnished the following information which speaks for itself, regarding the response from the Anglo-Indians for the posts reserved for them and the steps taken by the Railway Service Commissions to improve their representation in the Railways under Class III posts :—

“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, Calcutta and Bombay advertised 200 technical and 1,166 non-technical posts reserved for them in 1957. The number of applications received from the candidates of this community was 48 for technical and 783 for non-technical categories. Of these 39 and 440 candidates respectively, were called for interview as the others stood rejected on grounds of not satisfying prescribed qualifications and out of them 31 and 326 candidates, respectively, appeared for interview.

*Appendix XXXIII.

† This percentage does not take into account the Anglo-Indians in the Northern, Central and South-Eastern Railways as information in respect of them has not been received.

‡ This percentage does not take into account the Anglo-Indians in service in the Northern and South-Eastern Railways and in the Railway Board Office, as information in respect of these two Railways and the Railway Board has not been received.

In fact, 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.

The following are the special steps taken by the Railway Service Commissions to improve their representation on the Railways under 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) Passes are issued to the candidates if the distance to be travelled by train to attend written examination/trade test/interview is more than 150 miles.”

6. As already explained in my last Report, the Government of India have decided to extend the concessions guaranteed under Article 336 of the Constitution to all vacancies which are open to direct recruitment in the posts involving customs work in the grades of Inspectors, Supervisors, Upper Division Clerks, Lower Division Clerks, Women Searchers and Motor Drivers in the Central Excise Collectorate other than the Nagpur and Allahabad Collectorate which do not handle customs work. As a result of extension of these concessions, revised figures* for all the years from 1951-52 have been worked out in respect of the Central Excise Collectorate and the percentage of actual representation shown in respect of the preventive service in the Customs Department, Appraising Branch of the Customs Department and posts involving the customs work in the Central Excise Department have been worked out on the basis of the revised* figures.

7. Enquiries were made about the posts reserved for Anglo-Indians in telegraphists' posts and actual recruitment of Anglo-Indians made during the year 1957 against the reserved posts from the Directorate of Posts and Telegraphs and the available information shows that in 1957, there were 205 posts reserved for Anglo-Indians throughout India in the Cadre of Telegraphists. A break-up of the reserved posts and the number of applications received from eligible Anglo-Indian candidates in different circles was as follows :—

Name of circle	Number of posts reserved	Number of applications received
Punjab circle	12	1
Uttar Pradesh circle	18	1
Rajasthan circle	22	..
Central circle	No vacancy occurred	..
Bombay circle	36	2
Hyderabad circle	5	2
Andhra circle	11	4
Madras circle	28	..
Orissa circle	3	2
Bihar circle	88	4
West Bengal circle	55	4
Assam circle	7	Nil
TOTAL	285	20

*Appendix XXXIV.

In Rajasthan Circle recruitment has yet to be finalised in respect of the posts which occurred in 1957. In Madras circle, no recruitment has been made so far in respect of vacancies for 1957, but from the already approved list 27 Anglo-Indian candidates were appointed after 1 year and 6 weeks training during 1957.

8. The recruitment to the Cadre of Telegraphists is made on the basis of marks obtained by the candidates in the Matriculation or equivalent examination in English, Mathematics/Arithmetic, Geography and Hindi/Sanskrit/Regional language. In order to enable Anglo-Indian candidates to become eligible for the reserved quota on a broader basis, a concession has been given since 1954, so that even if these candidates have not taken any of these compulsory subject in Matriculation, their candidature is considered for the post against reserved vacancies. This concession has now been made permanent so long as the reservation continues.

9. It will be seen from the above table that it is not possible to recruit Anglo-Indian candidates when they do not at all apply for reserved posts even after due publicity is given to the reserved posts through the press and Anglo-Indian Associations. The possible reasons why Anglo-Indian candidates do not apply for the posts of Telegraphists, as pointed out by one of the Heads of Post and Telegraphs Circles, is that the candidates are not attracted to these posts, because of the long period of training in a class for 1 year, and of 6 weeks practical training, on a stipend of Rs. 55 p.m. before appointment. This period of training has been now reduced to 9 months and 6 weeks respectively, so as to train up the staff quicker to meet the requirements of technical personnel for the Second Plan. This, incidentally, should encourage more Anglo-Indians to apply.

10. In the last report, a recommendation was made to reconsider the suggestion to relax the condition of minimum qualification of a University Degree for the posts of Inspectors in Central Excise Collectorates in favour of Anglo-Indian candidates and to consider the Anglo-Indian candidates who have passed Senior Cambridge Examination to be eligible for appointment for these posts. The Ministry of Finance have considered this question in consultation with the Ministry of Home Affairs and they have not agreed to the recommendation.

Complaint about the representation of Anglo-Indians in posts and services

11. During the course of discussion in the Lok Sabha on my Report for the year 1956-57, following complaints were made regarding the safeguards provided for the Anglo-Indians in the Constitution :—

- (a) The percentage of the Anglo-Indian employees in Class III services in Calcutta, Bombay and Madras Custom Houses, fell from 50, 40 and 50 respectively, in 1947-48 to 40, 20 and 25 respectively, in 1956.
- (b) The Employment Exchange at Bombay told the members of Anglo-Indian Community who were registered in that Exchange that there were no jobs available; but, on verification, it was found that the jobs for which the members of that community had applied were actually notified. The Employment Exchanges "do this deliberately, so that although the names of applicants on the roll had to be forwarded by the Employment Exchanges, the names are not forwarded".
- (c) In spite of the fact that the Anglo-Indian candidates are forthcoming in excessive numbers for posts reserved for them in the Railways, they are not being called by the Railway Service Commissions. The reservations in the Railways are deliberately being given in categories with which this community has no past associations,

- (d) So far as the posts in the Posts and Telegraphs are concerned, there is no attempt to implement the percentages. In 1950, there were 72 reservations. But, it was not known how many Anglo-Indians were actually employed. In 1951, it was 5. In 1950, the total number of employees in Class III cadre was increased by 100 or 150 and the Anglo-Indians got a reservation of 72 posts. In 1951, the total number was increased by 150 and the Anglo-Indians got a reservation of 5 only. In 1947-48, there was 25% representation for Anglo-Indian community, while in 1956, it had come down to 15%.

12. Enquiries regarding the above complaints were made from the Ministries and Departments concerned. The replies have been received from the Ministry of Finance and the Directorates General of Resettlement and Employment and Posts and Telegraphs. A reply from the Ministry of Railways is still awaited. The position as explained by them is stated below in brief :—

- (a) The fall in percentages of Anglo-Indian employees in Class III cadre in the Customs Department from 1947-48 is inevitable, as the reservation applies only to vacancies open to direct recruitment, while Class III posts (i.e., Preventive Officers in which reservation is made for Anglo-Indians) in the Customs are filled partly through promotion and partly through direct recruitment. Furthermore, in accordance with the provision of Article 336 of the Constitution, there is a progressive reduction in the percentages of vacancies to be reserved for the Anglo-Indians. Therefore, the total number of the Anglo-Indians actually in service to the total working strength will not be what it was in 1947-48. Information available shows that the number of vacancies reserved for Anglo-Indians was in accordance with the percentage prescribed for them and since 1949 no reservation has been allowed to lapse.
- (b) A circular notifying the vacancies of posts of Preventive Officers issued by the Collector of Customs, Bombay, on the 12th April, 1957, was received by the Regional Employment Exchange, Bombay, on the 15th April, 1957. This is a fact that the reply to the letter of Shri Daniell (an Anglo-Indian person, registered with the Employment Exchange) despatched on the 17th April, 1957, stated that no vacancies had been notified. This is attributed to a slip on the part of the Employment Exchange and was due to the administrative arrangements in that office. However, it has been stated that the incorrect information was not given with any malafide intention, nor did it cause any disadvantage to Shri Daniell, because his name was submitted to the Collector of Customs against the vacancies notified along with others on the 30th April, 1957. It is also stated that every single Anglo-Indian applicant on the live register of the Employment Exchange who was eligible for submission had been considered and submitted against the Preventive Officers' Vacancies.
- (c) Although in certain categories of services on some of the Railways, a sufficient number of applications from Anglo-Indians are forthcoming, their recruitment is not up to the extent of reservations, as they are generally found lacking in the requisite qualifications prescribed for these posts. It is, however, hoped that with the special steps (reference Para 5 above) taken by the authorities concerned, it will be possible to recruit more persons from this community against the reserved posts. It has also been decided that the reservations for Anglo-Indians for the purpose of direct recruitment to Class III category in Railway services, should

be allowed in posts with which they have past associations, i.e., in posts in which the reservations were allowed before the 15th August, 1947.

- (d) From the information furnished by the Directorate General of Posts and Telegraphs, it is seen that the total number of Telegraphists in 1950 was 3,158 while in 1951, the number was 3,026. Thus, there was actually a decrease in the total number of Telegraphists in that Department. The number of Telegraphists recruited including the Anglo-Indians, during 1950 was 260 and according to the reservation made for the Anglo-Indians, 72 vacancies were reserved for them, but only 5 Anglo-Indians could be recruited against the reserved posts. During 1951, 13 Telegraphists only were recruited. Out of them, 5 were reserved for Anglo-Indians, but actually 2 Anglo-Indians could be appointed. The reasons for non-recruitment of the Anglo-Indians against the reserved posts, have already been stated in Paras 8 and 9 above.

It was also complained that figures relating to the recruitment of candidates belonging to the Anglo-Indian community, to the various posts in which reservations have been made for them, were not being supplied to the Members of Parliament, when asked for. The general plea that is made for not furnishing these statistics, is that the information asked for is of voluminous nature and it is not possible to collect it easily. In this connection, I must say that in view of the fact that reservations in certain posts and services have been allowed for the Anglo-Indian community under safeguards provided in the Constitution, it is but desirable that a proper record of relevant statistics relating to recruitment against posts reserved for Anglo-Indians is regularly maintained by the Ministries concerned. Unless such a record is kept, it will not be possible to prove to the satisfaction of all concerned that the constitutional safeguards allowed to this community in matters of employment under the Government are being properly implemented.

13. Detailed figures of registration and placement of the Anglo-Indians which usually serve to indicate the employment position have been supplied by the Directorate General of Resettlement and Employment and are given below for information:—

Year	Total registration of Anglo-Indian applicants	Placement of Anglo-Indian applicants	Percentage of placement of Anglo-Indians
1952	2,062	341	16.53
1953	1,702	226	13.27
1954	1,204	181	15.03
1955	1,107	114	10.29
1956	955	114	11.94
1957	883	89	10.08

It will be seen from these figures that there has been a continuous decline in the registration as well as placements of Anglo-Indian candidates since 1953. Since registration of applicants at the Employment Exchange is purely voluntary, the fall in registration in respect of Anglo-Indian applicants needs no explanation. The Directorate of Employment Exchanges has explained that "the fall in placements during 1957 has almost wholly been in the public sector for which no specific reasons can be assigned".

Grants for Educational Benefits

14. Article 337 of the Constitution provides that during the first three financial years after the commencement of the Constitution, the same grants, if any, shall be made by Union and by each State for the benefit of the Anglo-Indian community in respect of education as were made in the financial year ending on the 31st March, 1948. During every succeeding period of three years, the grants may be reduced by 10%, than those for the immediate preceding period of three years, provided that at the end of 10 years from the commencement of the Constitution such grants to the extent to which they are a special concession to the Anglo-Indian community, shall cease. It has been further provided that no educational institution shall be entitled to receive any grant under this Article, unless at least 40% of the annual admissions therein, are made available to members of communities other than the Anglo-Indian community. So far as the Government of India is concerned such grants are paid to two institutions only. They are, Dr. Graham's Homes, Kalimpong (West Bengal) and the Inter-State Board of the Anglo-Indian Education. Information regarding the grants paid to these institutions from 1947-48 to 1957-58 by the Ministry of Education, Government of India is given in the following statement:—

Year	Dr. Graham's Homes at Kalimpong, West Bengal		Inter-State Board of Anglo-Indian Education	
	Budgetted	Actual	Budgetted	Actual
1947-48	N.A.	1,00,000	7,000	4,282
1950-51	10,000	10,000	4,000	4,000
1951-52	10,000	10,000	4,000	4,282
1952-53	10,000	10,000	4,300	4,282
1953-54	10,000	10,000	4,300	4,282
1954-55	10,000	9,000	4,300	3,870
1955-56	9,000	9,000	4,300	4,282
1956-57	9,000	8,100	4,300	3,483
1957-58	8,100	8,100	3,500	5,081

It will be seen from above that there has been an increase in the grant paid to the Inter-State Board of Anglo-Indian Education. This is because of the fact that Government of India have decided not to impose any cut on the contribution made to the Board. It has also been decided to restore cut already made in the contribution to the Board during 1956-57.

15. As regards the grants paid to the Anglo-Indian educational institutions by the State Governments, information has been received* so far from the States of Andhra Pradesh, Madras, Orissa and Punjab. Total grants paid to such institutions by these States during 1956-57, amounted to Rs. 10,19,295.

16. In addition to the Anglo-Indian educational institutions mentioned above, the Railway Administrations are running a number of Anglo-Indian and European

*Appendix XXXV.

Schools. They also pay annual grants to a few non-Railway schools for the benefit of their Anglo-Indian employees. These grants have nothing to do with the safeguards provided under Article 337 of the Constitution mentioned above. Available information* shows that the North Eastern Railways, the Central Railways, the South Eastern Railways and the Western Railways had incurred an expenditure of over Rs. 3,57,418 during 1956-57, while an amount of at least Rs. 3,89,994 was budgetted for the purpose by these Railways for expenditure during 1957-58.

*Appendix XXXV.

SECTION XV

IMPORTANT RECOMMENDATIONS MADE IN THE TOUR NOTES

Tour Mileage—Important Recommendations

During the year 1957-58, the total mileage covered by me and my Assistant Commissioners are shown below :—

	Total mileage covered.	Road mileage covered.
(i) Commissioner for Scheduled Castes and Scheduled Tribes ..	42,583	9,350
(ii) Assistant Commissioners for Scheduled Castes & Scheduled Tribes	190,137	55,520
TOTAL ..	232,720	64,870

It will appear from the road mileage that during 1957-58, I and my Assistant Commissioners, as usual, have travelled long distances in the interior of the country and scheduled and backward areas in order to maintain closer contacts with the Scheduled Tribes, Scheduled Castes and Other Backward Classes, to study their problems and difficulties and to evaluate the progress that is being achieved in the various welfare schemes undertaken for them in the States and Union Territories. During the last 5 years the road mileage done by me and my Assistant Commissioners was 16,250, 15,000, 30,000, 38,200 and 41,965 miles. After every tour I submit my tour report* to the President of India through the Minister of Home Affairs. My suggestions and recommendations made in these tour reports in respect of various States and Union Territories are given below for general information.

Bihar

- (i) In the Residential Senior Basic Schools, no arrangements for teaching agricultural methods have been made on account of scarcity of water. It is suggested that instead of spending huge amount on the construction of buildings for schools, steps are taken to provide adequate water supply for the development of agriculture.
- (ii) The State Government should ensure that the trainees after completing their training in various Cottage Industries in Training-cum-Production Centres take up a profession in which they have been trained. They should be given financial assistance for the purchase of tools etc., required for settling in their respective trades.
- (iii) The scheme of Grain Golas has not attracted the tribals who are more loyal to their creditors than to the grain golas. The scheme of opening grain golas should be modified and remodelled in the light of past experience for which purpose a committee of Social Workers and officials interested in the grain golas should be appointed.

*For summaries of Tour Reports, see Appendix XXXVI.

- (iv) In the Colonisation Scheme for Paharias, first priority should be given to agriculture and providing irrigation facilities. The Housing schemes should occupy the secondary position.
- (v) Cheap grain shops should be opened in villages at Gourihasarh and Asna Nawadih from where the Paharias can purchase grains at cheaper rates in times of scarcity.
- (vi) A hill path from Chilko to Dangapara should be constructed which would open this area which is absolutely inaccessible in rainy days.
- (vii) The Paharia Sewa Mandal should be allowed to retain the savings in the grant-in-aid given to them for running primary schools for providing additional facilities in the schools run by them.
- (viii) With a view to encourage education among tribals it is suggested that instead of spending money lavishly on buildings, provision is made for giving more stipends to tribal boys and girls, and starting more girls hostels. The girls hostels at Chaibassa which is situated on the road side and is exposed to public view should be removed immediately to some other place.
- (ix) Cottage industries should be introduced in the Thakar Bapa Higher Secondary School at Dumaria so that students may earn while they learn.
- (x) In the vocational training centre at Hizla Bhavan at Dumka run by Paharia Seva Mandal, Harijan boys should also be admitted.
- (xi) The state of affairs in the Training-cum-Production Centre at Bishunpur and Banari were most unsatisfactory. The working of these centres should be carefully examined and set right. The cane work that is being taught in the centre at Banari should be discontinued as the raw material has to be brought from Calcutta and Assam.
- (xii) The Manbhum Adimjati Sevak Sangh should be given some grant by the Government of Bihar for running boarding houses and Primary schools for the Adivasis.
- (xiii) It was observed that in the weekly bazars the contractors to whom the contracts of these bazars are auctioned swindle the poor tribals. It is suggested that instead of auctioning weekly markets to contractors, the work is entrusted to the local *panchayats* on the condition that they would not impose any taxes on the tribal people who bring their wares to the weekly markets on their heads.
- (xiv) No Liquor shops should be allowed to be opened in these weekly bazars so that the tribals may not waste their money on drinking during the bazar days.

Bombay

- (i) The Kasturba Kanya Chhatralaya, Bhinar and the Kumar Chhatralaya, Bansda, should be recognised and given adequate grants by the Government of Bombay.
- (ii) The High School at Bansda should be, as a special case, given more grants.
- (iii) The All-India Khadi and Village Commission should be requested to give special grants to the Multi-purpose Co-operative Society at Bhinar.
- (iv) At least 10% of the profits of Forest Labourers' Co-operative Society at Bansda should be allowed for the welfare activities of the Scheduled Tribes in the area.
- (v) The Kolchas, now recognised as Scheduled Tribes, should be settled on cultivable waste land which is available in the various villages in Dharampur Taluka.

- (vi) In order to encourage girls education, financial assistance should be given to the Kasturba Kanya Ashram, Serimal.
- (vii) Technical Training given in the Weir Industrial School may be expanded and additional crafts such as smithy, tailoring etc., may be introduced.
- (viii) The Ashram School at Sukhala may be given additional funds by the State Government.
- (ix) The Weaving Centre of Chhara Nagar may be converted into production centre rather than Producers' Co-operative Society.
- (x) The list of Nomadic Tribes should be prepared after a thorough survey and these tribes may be called Other Backward Classes and not as 'Nomadic' or 'semi-Nomadic' tribes and liberal concessions given to them should be reviewed.
- (xi) The condition of raising 20% local contribution for giving aid for the construction of schools and new wells should be waived in the case of agriculturists in Santrampur in Panchmahal District, as the agriculturists in this area are unable to bear these charges.
- (xii) The Government of Bombay should consider the desirability of directing the Banks to advance long-term loans for spreading the co-operative movement.
- (xiii) The example set by the Purchase Co-operative and Sale Union at Garbada in Dohad Taluka of Panchmahal District by linking credit with marketing should be followed in other tribal areas.
- (xiv) The people of 35 villages, round about Bhairvi village in the Chhikli taluk, are evincing great enthusiasm in the activities of the N.E.S. Blocks. They have contributed a lakh of rupees as their contribution for the various welfare schemes. The Bombay Government should appreciate this gesture of the poor people of these villages and provide a matching grant of a lakh of rupees for extending the welfare activities.
- (xv) It should be impressed on the Sauria Housing Society at Ahmedabad who are constructing houses only for Vankars that segregating different sections of Scheduled Castes is not desirable and that they should also build houses for Scheduled Castes other than Vankars.
- (xvi) The Chairman of Bhangi Harijan Housing Society, Ahmedabad, complained that a request was made to the Collector for granting them 6 gunthas of land for the construction of houses for Backward Classes. But before the Government could acquire the land another Housing Society of caste Hindus purchased the land from its owner by paying him higher prices. This has happened in the case of other four Housing Societies of Backward Classes, thus spoiling their efforts to build houses for the Backward Classes. The State Government should look into this and ensure that justice is done to the Backward Classes Housing Societies in the allotment of land by obviating delay in the process of acquiring it.

Himachal Pradesh

- (i) A common water storage tank should be constructed for the Chamars of the Harijan colony at Mandi, District Mandi, who are doing business of leather work, and the cost of construction should be paid by the Khadi and Village Industries Board.
- (ii) A Co-operative Society of Chamars of the Harijan Colony at Mandi should be formed to which loan can be given and orders placed for shoes which can be exported to foreign countries.

- (iii) The work of the construction of houses for the sweepers of Mandi Municipality should be taken up.

Jammu and Kashmir

- (i) Subsidy and loan may be provided for the construction of 32 houses in the Sweeper's Colony in the Jammu city.
- (ii) Grants should be given by the Government of India under their Centrally Sponsored Programme for the colonisation scheme of settling Harijans on land which is lying waste in the border areas.
- (iii) A scheme for the Gujjars and Bakarwals should be drawn up and submitted to the Government of India for grants under the Centrally Sponsored Schemes.

Madhya Pradesh

- (i) A suitable plot of land and financial assistance should be given to Adivasi Ashram, Bari, and a boarding for girls should also be started.
- (ii) It is suggested that the middle school at Ramakona may be raised to High School and a hostel building and a modest building for the workshop should also be provided.
- (iii) A pucca road from Shahdol to Amarkanta has been sanctioned on which work has not been started. Steps should be taken to start work immediately on this road so that tribes who have been suffering on account of scarcity conditions may get some employment.
- (iv) The residential quarters and temporary sheds in the Tribal Block at Shahdol have been constructed with bricks. It would be better if such buildings are constructed of stones, instead of bricks which are not locally available.
- (v) A pumping set should be provided to the Gandhi Adivasi Balika Ashram at Patna for irrigating the garden attached to it.
- (vi) The Tribal Welfare Centre at Katghora which has a good building and a middle school may be converted into a High School.
- (vii) More grants should be given to Harijan Sevak Sangh, Vindhya Pradesh, who are running the Martand Harijan Hostel at Rewa for constructing 12 more rooms in the hostel for accommodating more students.
- (viii) Cottage Industries like carpentry, tailoring etc., should be introduced in the Martand Harijan Ashram at Rewa.
- (ix) No expenditure should be incurred by the Harijan Sevak Sangh for the purchase of utensils to be provided to students coming to Martand Harijan Ashram at Rewa.
- (x) The Housing scheme which is being implemented for Harijans at Rewa has not received the full co-operation of the people concerned, as they have to pay ground rent and feel that the houses do not belong to them. They should be exempted from paying the ground rent and made to feel that they are the owners of the quarters allotted to them.
- (xi) The Municipalities at Bilaspur and Shahdol should make strenuous efforts to do away with the practice of carrying night soil in baskets and buckets on one's head and adopt the methods for removing the night soil as contained in the scavenging scheme of the Government of India already circulated to the State Governments.

- (xii) On account of great potentiality for weaving and spinning at Govindpur in Pal Tehsil, it is suggested that a welfare centre be started there under the guidance of the reliable social worker.

Orissa

- (i) Primary classes should not be allowed in the Ashram Schools, where only selected tribal boys from IV class upwards may be admitted.
- (ii) In Ashram Schools, only qualified teachers with missionary zeal should be appointed and special allowance should be given to such teachers.
- (iii) Three best Ashram Schools adjudged on the basis of their record should be awarded prizes every year.
- (iv) The Government of Orissa should take up the education of tribal girls without any further delay.
- (v) It is desirable that mid-day meals are provided to the students who join Sevashrams.
- (vi) Steps should be taken to ensure that tribal people do not give up their dances, music and traditional dresses.
- (vii) It is desirable that tribal boys should also be trained as craftsmen and technicians so that greater employment opportunities may be available to them.
- (viii) Segregation of tribal boys by having separate institutions for them should be avoided.
- (ix) The State Government should draw up a scheme of apprenticeship for the Ashram boys under experienced carpenters, electricians, masons etc.
- (x) Arrangements should be made to keep yaws patients in the hospital for at least a week and to provide them with free board and lodging.
- (xi) The Multi-purpose Project instead of being located at Mayurbhanj district should be started at Bonai in Sundergarh District, which is comparatively a more backward area.
- (xii) It is desirable to have a suitable legislation to restrict the nefarious activities of the money lenders and to provide facilities to the Adivasis by establishing more rural credit societies, grain golas, multi-purpose co-operative societies etc.
- (xiii) It is desirable that Government of Orissa should evaluate the work that is being done by the Depressed Classes League in the State.
- (xiv) Steps should be taken to ensure that no segregation of backward communities takes place in the new colonies that are being set up.

Punjab

- (i) The total holding of agricultural land with the Scheduled Castes in the Shamaspur village, Punjab, is not enough. It is, therefore, recommended that the adjoining available 40 acres of land may be purchased by the State Government to improve the economic condition of the Scheduled Castes and also to ensure success of the experiment of co-operative farming in the village.
- (ii) There were complaints that during the consolidation of holdings operations no proper sites have been earmarked for the Scheduled Castes. The State Government should look into these complaints.
- (iii) The Punjab Security of Land Tenure Act, 1953, should be fully enforced.

- (iv) The State Government may consider the desirability of purchasing such evacuee lands or houses as have been occupied by Harijans. These houses and lands should then be given on long-term instalment basis to the Harijan occupants.
- (v) In the Sant Nagar (Bhangji Basti) at Abohar, paving of streets, lighting and proper drainage should be undertaken.

(Lahaul and Spiti)

- (vi) The State Government should not give subsidies for the construction of houses unless proper plans are drawn up for the construction of these houses.
- (vii) The State Government may consider the desirability of raising the subsidy for the construction of houses in Kulu Sub-Division from Rs. 600 to Rs. 1,000.
- (viii) The State Government should ensure that members of Ex-Criminal Tribes are not required by the Police to report to the police station every day.
- (ix) In order to encourage education among the Harijans of Kulu Sub-Division, it is desirable that help should be given to the Harijan pupils by providing them with free books, stationery etc., and by also increasing the amounts of their stipends.
- (x) In order to speed up the implementation of the welfare schemes in the Scheduled Areas, the Sub-Divisional Officer, Kulu, should be given more financial powers.
- (xi) The disparity in the wages of labour imported from outside on regular basis and that employed locally on temporary basis in the Scheduled Areas should be removed.
- (xii) To speed up the work of construction of roads in the Scheduled Areas, machinery should also be used to supplement labour.
- (xiii) It is suggested that either about 15 horses may be kept by the State Government for the use of touring officers in Lahaul and Spiti areas or actual expenses incurred by officers on horses should be paid to them in addition to the usual daily allowances.
- (xiv) In order to attract efficient officers to work in the Scheduled Areas, special additional concessions should be given to the officers.
- (xv) Irrigation schemes may be given top priority in the Lahaul and Spiti valley.
- (xvi) A Growers Co-operative Marketing Society of agriculturists should be organised in the Scheduled Areas.
- (xvii) Teachers in the Scheduled Areas are not being paid their wages regularly. This matter should be looked into by the State Government.

Rajasthan

- (i) The Harijan hostel at Bikaner should be extended and converted into a mixed Hostel.
- (ii) The State Government should consider the desirability of reserving seats for Scheduled Castes and Scheduled Tribes in each Panchayat, according to the percentage of their population.

- (iii) The subsidy of Rs. 200 sanctioned to the Kathodia families for the construction of houses should be raised by an additional grant of Rs. 150 per family.
- (iv) The Vidya Bhawan Rural Institute at Udaipur should be recognised for the grant of scholarship from the Government of India and it is desirable to have a demonstration farm and training centre at this institute.
- (v) The Government Hostels for Minas and Shri Krishna Chhatravas at Sikar should be amalgamated and their management should be entrusted to a willing non-official organisation.
- (vi) The Government of Rajasthan is spending Rs. 30 to Rs. 35 on maintenance of each inmate per month in the Government Hostel while it gives only Rs. 15 per month per inmate to Shri Krishna Chhatravas. This disparity is very striking and should be done away with.
- (vii) It was learnt that in Piaoas at Sikar different vessels are kept for drinking purpose for Scheduled Castes and others. The State Government should investigate the matter and put a stop to this practice.

Uttar Pradesh

- (i) Instructors with more experience should be employed at the Technical-Training Centre at Bakshi-Ka-Talab near Lucknow.
- (ii) Before shifting families from Kalyanpur centre, it is suggested that their necessities of life should be made available to these families at places where they are settled.
- (iii) In order that Scheduled Caste people get higher prices for their raw material, it is desirable to have bone crushing machine in Jhaklon village of Mirzapur District.
- (iv) The State Government should consider the desirability of settling Saharia families on agricultural land which is available near Lalitpur.
- (v) The subsidy of Rs. 350 per well should be raised to Rs. 500 per well as the cost of digging wells is high.
- (vi) Forest Co-operative Societies should be organised for the Saharia community for the collection of forest products.
- (vii) To remove illiteracy among the Saharia community, their children should be encouraged to join schools.
- (viii) The subsidy fixed for the construction of houses for the Kol community at Markundi should be raised from Rs. 750 to Rs. 1,000.
- (ix) The Co-operative Society of Kols formed at Markundi and Mangavan villages should be granted suitable subsidies.
- (x) The State Government may consider the desirability of giving 50% of the coupes to the Co-operative Societies of the Kols which should be organised by providing management charges of the Societies at the rate of Rs. 2,500 per Society annually.
- (xi) In the area from Manikpur to Barghat, which is mostly undeveloped, drinking water facilities should be provided and small irrigation bunds may be constructed for the welfare of Kols.
- (xii) To root out diseases like Venereal Disease and Leprosy, incidence of which is fairly high among the Kols, it is suggested that a mobile team

may be posted in Manikpur area, which would simultaneously carry out health survey.

- (xiii) Industrial Co-operative Society for the utilization of hides and bones of dead animals, which are exported in large quantities from Manikpur, should be formed for the benefit of Scheduled Castes.
- (xiv) It is recommended that the cost of the anti-yaws centre which is being run by the Servants of India Society at Sendur and which is doing very useful work, should be met by the State Government from the grants-in-aid schemes. Grants should also be given to the Servants of India Society for the construction of building for this dispensary.
- (xv) The management charges for two Forest Co-operative Societies being run by the Servants of India Society in Mirzapur Sadar Tehsil should be given to them as grants.
- (xvi) The Servants of India Society should be given grants for the construction of 20 houses for Kols at Khantara centre.
- (xvii) The ratio of one-third profit which is given to the Adivasis for the collection of lac and catechu in the Muirpur area should be raised to enable them to improve their economic condition which, at present, is very deplorable.
- (xviii) The centre near Muirpur area should also take up the skin flaying and bone crushing with suitable grants from the Khadi Board as a large number of hides are exported from the Dudhi Tehsil.
- (xix) The Iswar Saran Ashram, Allahabad, should keep separate accounts for the grants that they receive from the Central Government.
- (xx) In the programme for road construction, the State Government should give first priority to the construction of village roads and bridle paths.
- (xxi) The communities of Majhis and Panikas of Agori Pargana and Dudhi Tehsil should be included in the list of Other Backward Classes.
- (xxii) The Central Government should have Centrally Sponsored Schemes for the most backward areas in the State, which are in the Districts of Banda, Jhansi, Mirzapur, Kumaon Division, Jaunsar Bavar in Dehra Dun District and Tehri Garhwal, on 100% grant basis.
- (xxiii) The provision of drinking water facilities and lighting arrangements for Tehri town should be given priority.
- (xxiv) A grant-in-aid of Rs. 4,000 may be sanctioned by the Central Government for the construction of hospital building at Narendranagar.
- (xxv) Grants should be given for the construction of hospital and dispensary buildings at Narendranagar, Dharkot and Tehri as it is not possible to run hospitals and dispensaries in rented buildings.
- (xxvi) A girls hostel should also be started at Tehri.
- (xxvii) The Leper Colony at Munikireti near Rishikesh should be regularly visited by the Medical Officer.
- (xxviii) The road from Dharasu to Uttar Kashi should be widened and other roads from Narendranagar to Chama and at other places should be repaired.

Assam (North East Frontier Agency)

- (i) Top most priority should be given to the improvement of communications in this area.
- (ii) Agricultural production in this area should be increased and self-sufficiency created.
- (iii) Bridges and culverts should be taken in hand soon after the alignment of roads.
- (iv) Work of roads construction and buildings should be undertaken with the help of local people without waiting for outside contractors and labourers.
- (v) Wet rice cultivation should be extended in the N.E.F.A. area even by supplying tractors and fruit trees should also be introduced.
- (vi) Demarcation of forests and forest rules of the plains should not be made applicable to this area.
- (vii) It is suggested that centres may be opened for the improvement of local cows with the help of bulls of improved variety.
- (viii) Apa Tanis and Daflas may be encouraged to rear cattle.
- (ix) It is suggested that dispensaries which are not working well should be closed and others may be made to work more efficiently.
- (x) In order to attract doctors to work in this area, it is suggested that they may be given extra facilities.
- (xi) The village looms in this area should not be replaced by fly shuttle looms of towns.
- (xii) The work of intensive development which has been carried out successfully at Along should be adopted in the other 69 administrative centres.
- (xiii) Instead of shops, co-operative stores should be started at every head-quarter of the division.
- (xiv) It is suggested that 16 mm. films and a projector should be supplied to the headquarters of all the divisions in the N.E.F.A. for showing films and documentaries to the tribals.

SECTION XVI

CONCLUSION

There has been an all round increase in the tempo of work relating to the welfare of the Scheduled Castes, Scheduled Tribes and Other Backward Classes, during the second year of the Second Five Year Plan period, as compared to that of the last year. This is evident from the information collected through the progress reports received from the various State Governments and also through other sources. However, mere figures of expenditure and information about physical targets achieved, cannot by themselves reveal the real progress made in this direction, unless the reaction of the people concerned is known and detailed evaluation of the various welfare measures undertaken by the different State Governments is done. The proposal announced in Parliament, and also outside, about the handing over of the work of evaluation to this Organisation by increasing the number of Assistant Commissioners for Scheduled Castes and Scheduled Tribes to 16, has not so far materialised, possibly either on account of the financial stringency or due to the fact that the Government of India desires first to watch the results of the study being made by the Team for Social Welfare Projects and for Programmes of Work relating to the welfare of the Scheduled Castes, Scheduled Tribes and Other Backward Classes, appointed by the Committee on Plan Projects in the Planning Commission. This Team will, *inter alia*, "make recommendations on the necessity and feasibility of evaluation machinery of a continuous nature for both the types of projects and on methods adopted for reporting upon the results of the programme". It is rather a happy coincidence that, as I understand, the Estimates Committee of Parliament is also going to take up the examination of the welfare schemes of Scheduled Castes and Scheduled Tribes, during the current year. We may await the result of both these enquiries, which, it is hoped, will be available before long. In the meanwhile, my office have been doing as much of evaluation work as it has been possible to do with the limited staff at the headquarters and practically a skeleton staff in the regional offices. In the States of Bombay and Madhya Pradesh which are the largest in area and have a very large concentration of backward classes, there is only one Assistant Commissioner in each and that too without proper facilities for transport. Similarly, Bihar with a large population of Scheduled Tribes is, at present, coupled with West Bengal and placed under the charge of one Assistant Commissioner only. From the monthly and tour reports which I receive from the Assistant Commissioners, I find that they are to tour in the most inaccessible tracts in their respective areas for about 20 days in a month, without proper arrangements for conveyance, while the Block Development Officers with comparatively smaller areas under their charge have been provided with transport.

2. The safeguards provided in the Constitution for Scheduled Castes and Scheduled Tribes, relating to representation in Parliament and State Legislatures, will come to an end in a couple of years. To this question, which was also raised in Parliament recently, the Minister for Home Affairs made the following reply:—

"The question at present is not important or urgent. We will give earnest consideration to the proposal and as I submitted, I personally feel that the Scheduled Castes and the Scheduled Tribes still continue to be very weak links in our national chain. So I would like them to gain fresh strength and we would like to do all that we reasonably can to enable them to stand on their own legs and to be able to join others on terms of equality—social, political and economic. So the matter will

be given very earnest thought, but there is no urgency about it. A decision will be taken before 1962 and if it is intended to extend the period, then a Bill will have to be introduced in Parliament for amending the existing article. In any case, we will approach Parliament for the expression of its opinion on this subject before the expiry of the period now available for reservation, and we will be guided by the views of Parliament. We will in the meantime give thought to it, and we hope to be able to place the considered opinion or proposals of Government before Parliament."

There is every likelihood of a controversy arising as regards the extension of period fixed for these safeguards and also as regards the basis for justifying extension of that period. In so far as the Scheduled Tribes are concerned, following glaring facts go to prove that this period should be extended in the interest of the advancement of the Scheduled Tribes and the development of Scheduled and Tribal Areas:—

- (i) the amounts allotted every year, on the basis of population, by the Government of India in the Ministry of Education, for post-matric scholarships for Scheduled Tribes is always in excess of what the applications received warrant, resulting in the transfer of the balance for giving scholarships to Scheduled Castes and Other Backward Classes; and
- (ii) the Scheduled and the Tribal Areas have not been sufficiently developed so far.

As regards Scheduled Castes, I have been suggesting that the State Governments should compile proper statistical data to prove how far untouchability has disappeared and the Scheduled Castes are able to hold their own in the various fields without reservation in Parliament and State Legislatures. It is rightly emphasised by the Prime Minister at one of the meetings of the All India Congress Committee held at Delhi that unless the minorities, *i.e.*, Muslims and Harijans, feel sure that they are not in need of special protection, it will not be fair for the majority to decide their case. The majority should win their confidence.

3. The Scheduled Castes who have converted themselves as Buddhists have declared themselves against this reservation, but at the same time they plead for special concessions allowed to Scheduled Castes in the field of education to be given to them also. A hint was given in my last Report that backwardness has a tendency to perpetuate itself and become a vested interest. If the ultimate goal of classless and casteless society is to be attained, the list of Scheduled Castes and Scheduled Tribes and even of Other Backward Classes will have to be reduced from year to year and replaced in due course by a list based on the criteria of Income-cum-Merit. Even at present, when it is intended to revise the existing lists of Scheduled Castes and Scheduled Tribes for preparing comprehensive lists according to the reorganised States, I would suggest that these lists should be scrutinised on scientific basis in the light of proper criteria for declaring tribes and castes as scheduled after random sample surveys are carried out in every State by committees consisting of an anthropologist, an administrator, a social worker in the field and Members of Parliament who take keen interest in the problem. The lists should be finalised only after the results of this survey are known so that the criteria applied for inclusions in or exclusions from the lists of Scheduled Castes/Tribes are scientific and uniform for the whole country. It is also to be considered as to what is the alternative to a list based on castes or communities that should be done away with as soon as possible, not only with regard to the constitutional safeguards but also with regard to various official records like the Census Reports. To my mind, Income-cum-Merit is the only equitable basis for granting concessions to the under-privileged sections of the people, though in the case

of certain castes which are not still vocal enough to take full advantage of the opportunities so far offered, criterion of Caste-cum-Occupation will have to be recognised for the present. For that purpose, lists of such Caste-cum-Vocations, considered very low in the social structure, will have to be drawn up and maintained for some time.

4. There is some progress with regard to the reservation in the services for Scheduled Castes and Scheduled Tribes, in comparison to the last few years. The position cannot, however, be said to be quite satisfactory, even after 8 years of the working of the constitutional safeguards, as will be seen from figures given elsewhere in the Report. In any case, it is encouraging to note that, as stated by the Minister for Home Affairs in the Lok Sabha during the last budget session, the position regarding the recruitment of Scheduled Castes and Scheduled Tribes to I.A.S. and I.P.S. cadres has continued to improve and that "the number that would be recruited this year will exceed the total number of the I.A.S. and I.P.S. officers belonging to the Scheduled Castes who are at present in service". In other words, the quantum of recruitment to these services during the year will be greater than the total number that has been recruited so far. This would mark a significant acceleration of the process and should be received with gratification by all those who are interested in the welfare of the Scheduled Castes.

5. In this connection, I may also refer to the desirable steps taken by the Rajasthan and the Orissa Governments in the matter of recruitment to Government services, of Scheduled Castes and Scheduled Tribes. They are required to be congratulated for taking prompt steps for increasing the intake of these people in services on the lines of those taken by the Government of erstwhile State of Saurashtra which had declared that till the reservation target was reached, none else than the Scheduled Castes/Tribes should be appointed in Government services. The Government of Rajasthan have issued instructions to the appointing authorities that no appointments of general candidates should be made in that State during the years 1958-59 and 1959-60 in the Subordinate Services, Ministerial posts and Class IV posts, for which no technical qualifications or experience is required, until a certificate is issued from the nearest Employment Exchange that no suitable Scheduled Caste/Tribe candidate is available for these posts. Similarly, the Government of Orissa have passed orders that until the required percentage is achieved, 50 per cent of the vacancies should in future be reserved for Scheduled Castes and Scheduled Tribes in all Class III and Class IV posts.

6. My suggestion for training candidates belonging to Scheduled Castes and Scheduled Tribes for different posts and services under the Government has not yet been acted upon by the non-official agencies. This type of training is essential for making more Scheduled Caste and Scheduled Tribe persons available for Government posts, particularly when the Central and the State Governments complain that qualified persons are not forthcoming from amongst these communities. I do, however, receive a number of complaints alleging injustice done to employment seekers belonging to these communities. In these cases, I try to obtain as much information as possible in order to ensure that no injustice is done in this respect to persons belonging not only to the Scheduled Castes and the Scheduled Tribes but also to the Anglo-Indian community. It is not proper for my office or anybody to question the selections made by the Union and the State Public Service Commissions.

7. For the removal of untouchability, the All-India Harijan Sevak Sangh, which has branches all over the country, are carrying on very effective propaganda and have achieved satisfactory results. It was mentioned in the 1955 Report that in Madhya Bharat (now merged in Madhya Pradesh) restrictions placed on the Scheduled Castes were withdrawn through the efforts of the Sangh in a large number of villages. The list supplied by the Sangh shows the names of 851 villages where hotels were opened,

1,135 villages where wells were opened and 560 villages where temples were opened to Harijans, during 1955. This information was checked by my Assistant Commissioner for Madhya Pradesh, who accompanied by the Secretary, Harijan Sevak Sangh, Indore, recently visited a few of these villages and found that the results achieved were quite encouraging. The practice of untouchability was very acute some years back in this area and it seems that the social disabilities are decreasing gradually on account of extensive and intensive propaganda done by the Sangh in these villages. The following extract (translated from Hindi) from an article published in a recent issue of the 'Harijan Seva'—an organ of the Harijan Sevak Sangh—shows how effective propaganda is being carried on by their trained *pracharaks* in Bihar, specially in villages where untouchability persists in one form or the other:—

"Emphasis has been laid on 'Padyatras' (foot marches) by the Harijan Sevaks to ensure that temples, wells, restaurants, barbers' shops, hotels and other places are thrown open to Harijans. Priests are persuaded to perform religious ceremonies at the houses of Harijans. Harijans of the village are contacted and the actual position in regard to prevalence of untouchability is discovered, a conference of villagers is called with the help of the village headman and other educated persons. The aims and objects of the Sangh are placed before the conference and a critical discussion takes place. The view point on the basis of humanity is explained in terms of social prestige, equality and the ideals of Hinduism. In this way an attempt is made through truth and non-violence to bring about change of heart of the orthodox people. Those who understand the importance of eradicating untouchability come forward and join us. Soon a programme is chalked out for opening of all socially banned public places to the Harijans, which include 'Prabhat-pheries', cleanliness drive, mass prayers, entry into temples, drawing of water from wells, hair cutting of Harijans by barbers and opening of restaurants and sweetmeat shops wherever they exist. After such a propaganda is carried out in certain villages in a *Compact Area*, a social 'mela' is organised and a small body is set up to which the entire work of removal of untouchability is entrusted.

The campaign for the removal of untouchability is thus organised in different parts of the State. The decision of village conference in regard to observance of untouchability is sometimes made in our favour and in some cases it goes against. We have to persuade the people to impress upon the villagers the need of such an action through the efforts of our more influential social workers. In some villages our view points are accepted but they request for more time to create a favourable atmosphere for the purpose and after some time they decide to get rid of untouchability altogether from the villages. In some villages, the opinion is sometimes divided. In such cases with the help of the sympathisers, the propaganda is continuously carried on with the result that opponents are won over very soon. There are, however, some villages where there is strong opposition from people, who do not hesitate to create discontent among the people and indulge in anti-social activities. In such cases, legal action is taken in consultation with the wise elder men of the village, which easily puts down opposition from such people. On such occasions, the Harijan social workers act very patiently and tactfully. In fact while dozens of temples, wells and restaurants have been thrown open to the Harijans, only at two places recourse to legal action was resorted to under very compelling circumstances. It takes considerable time to bring about a change in the mental outlook of the people. But once the issues are

clarified and doubts removed, the success is assured. The experience so far in the work has clearly indicated that if more 'Pudayatras' are organised and propaganda of the type described above undertaken, there is more chance of untouchability being removed from the villages and people brought round to give up their age old traditional ideas of untouchability."

8. I would suggest that the Scheduled Caste Members of Parliament and the State Legislatures, irrespective of party affiliations, should carry on whirlwind propaganda on the lines mentioned above for the eradication of this evil, which is a blot on our national character and on Hinduism in particular. The non-Scheduled Caste sympathisers should also come forward and render help in this work. The hands of the All-India Harijan Sevak Sangh, the Bharatiya Depressed Classes League and other similar institutions will be strengthened by this move. An atmosphere must be created before the next Elections that no candidate who has not contributed towards the removal of untouchability can aspire for a seat in any legislature. It is also necessary that all non-official agencies like All India Harijan Sevak Sangh, Bharatiya Depressed Classes League etc., should co-ordinate their efforts and have a common training centre where their *pracharaks* may be trained by well known social workers and administrators. This will do away with over-lapping and unnecessary waste of money and energy.

9. The State Governments of Assam, Kerala and West Bengal and the Union Administrations of Manipur and Tripura claim that there is not much of untouchability in their States/Territories. There is no doubt that in these States/Territories the practice of untouchability is not so deep-rooted as in other States, but all these claims must be verified by the non-official organisations working in the States. It is difficult to say how far and how rapidly untouchability is disappearing until complete data is collected and proper records maintained by the State Governments like the All-India Harijan Sevak Sangh who keep a record of villages in which work is being done by their workers. It is true that during the last 8 years on account of efforts made by the State Governments and non-official agencies the back-bone of the devil of untouchability has been completely broken, but it cannot be said that it is disappearing with as much speed as we wanted it to and that no efforts are now needed for propaganda by the non-official agencies for the removal of untouchability or for creating public opinion in this respect.

10. Let us now examine the problems of the Scheduled Castes and Scheduled Tribes in the economic field. The State Governments should try to give the highest priority to these communities in the distribution of waste lands that can be made available to them. In any case, amongst the landless labourers, Scheduled Castes and Scheduled Tribes practising agriculture should get lands to the extent of 60 to 70 per cent. This alone will make the Scheduled Castes stand on their own legs and help in the abolition of the practice of shifting cultivation amongst Scheduled Tribes to some extent. Even where panchayats rule out the allotment of land to the Scheduled Castes (as happens in a large number of cases), the Government should intervene and over-rule such decisions of the panchayats, for the protection of the Scheduled Castes and allot to them land even against the wishes of the panchayats.

11. The cottage industries like weaving and leather industries provide supplementary income to the Scheduled Caste communities engaged in these professions. If untouchability is to be removed root and branch, the economic conditions of the Scheduled Castes must be improved considerably. The Scheduled Castes, whose occupation is weaving have shared the benefits accruing from all the concessions and subsidies given to the handloom industry. A reference has been made elsewhere in the Report regarding the cottage industry of leather and leather goods manufacturing.

Though financial aid is given under the Centrally Sponsored Programme, State Sector Schemes and for the schemes sponsored by the Khadi Gram Udyog Commission for the development of this cottage industry, it cannot be said that this industry is really prospering in the face of very stiff competition with Bata and Flex Companies and their tendency to fully capture the market of consumers.

12. The Municipalities and other local bodies are the training ground for self-Government and the repositories of local enlightened talent in which decentralised power is ultimately going to be vested. From time to time, I have been suggesting about amenities to be given to the conservancy staff of these local bodies, with regard to the provision of housing and improvement of the service conditions of the scavengers. The Municipalities in the States, who have accepted my suggestion made in the last Report and the recommendations made by the Central Advisory Board for Harijan Welfare, of doing away with the inhuman practice of carrying night soil in head loads or in baskets and buckets and have agreed instead to provide wheel barrows and hand-carts, should be congratulated. It is hoped that they will maintain the progressive outlook for implementing other recommendations of the Barve Committee's Report of Bombay in which exhaustive recommendations have been made for the betterment of the living conditions of Bhangis and Mehtars who are the lowest rung of the ladder of our society. The Sub-Committee appointed by the Central Advisory Board for Harijan Welfare will also approach Municipalities and panchayats in order to see that these recommendations are implemented as soon as possible so as to end some of the inhuman practices existing at present in the conservancy services. If the Municipalities and the local bodies or the panchayats, do not come forward for any reason to improve service conditions of the Bhangis or the Mehtars, the State Governments should intervene and provide all the necessary amenities, on behalf of and at the cost of the local bodies, to this section of the people who cannot assert themselves even for decent conditions of service.

13. The practice of shifting cultivation is still a problem to be tackled seriously. The progress so far made in the Demonstration Centres opened in the various States in order to modify or replace shifting cultivation, has not been reassuring. The efforts made towards colonization or settlement of tribals on land in order to wean them away from shifting cultivation is a drop in the ocean as suitable cultivable land is not available everywhere and at the same time it is difficult to persuade the tribals to come down from the hills and settle in such lands by giving up their habit of shifting cultivation which has become a way of life with them. In the Union Territory of Tripura, the Scheduled Tribes (Jhumias) are given handsome financial help to settle on land by giving up the habit of shifting cultivation simultaneously. In Bhopal, settlements have been very successful as plenty of waste land had been allotted to the Scheduled Tribes by the State Government after tractorization. Here the tribals seem to have been settled in permanent colonization. In the Agency Areas of Andhra Pradesh also, there is plenty of land which can be assigned to the tribals who can be persuaded to take to cultivation with the plough, by giving up the habit of shifting cultivation. A proper record should, however, be maintained by the Governments of the States in which the Scheduled Tribes are in the habit of doing shifting cultivation and where it is not possible to have terracing, in order to see as to (i) how much of the area has suffered on account of this practice, (ii) how many tribals have taken to colonization or settlement on land if and when offered to them, and (iii) how far the shifting cultivation has been replaced by the three alternative methods, viz., (a) modified form of shifting cultivation, (b) terracing—as is done in the Naga Hills, and (c) colonization, i.e., settlement on land.

14. The grain-golas and the multi-purpose societies have been started in the tribal areas for the economic development of the tribals, but they have not been able

to cover sufficient population of these people or to replace the money-lenders who exploit the tribals in the forest areas. The Co-operative Corporation registered in the Agency Areas of Andhra Pradesh for Scheduled Tribes have constructed godowns with the financial help from the Government of India, but they have not still been able to attract a sufficient number of tribals to bring their grains to these godowns.

15. Some of the tribals have still retained their traditional art of spinning and weaving. During my recent tour in the Hill Districts of Assam, I found the shops in the bazars flooded with imported mill cloth which is taking the place of artistic hand-loom cloth woven by the Scheduled Tribes. The Khadi and the Village Industries Commission may look into this question and devise ways and means to give due encouragement to this tribal art, while developing at the same time the cottage industry of weaving which will supplement the income of the Scheduled Tribes to a great extent.

16. It is a pity that in spite of huge grants ear-marked by the Government of India for encouraging the starting of Forest Labourers' Co-operative Societies, a very few States have come forward to avail themselves of this concession. It is only in Bombay that the scheme of the Forest Labourers Co-operative Societies, having been taken up in right earnest, has succeeded marvellously well. The States of Bihar, Madhya Pradesh and Orissa are still not enthusiastic about starting such societies, though they have very large forest areas and consequently huge forest income. If such societies are started for the benefit of their tribal population by the State Governments concerned, it will go a long way in adding to the scanty income of the tribals and at the same time in imbuing in them the spirit of protecting the forests and of afforestation which they alone can do satisfactorily. The State Governments who may adopt the policy of switching over from the contractors to the Forest Labourers Co-operative Societies for granting contracts for forest coupes, must give preference to the tribals for giving such contracts. It is the tribals who really deserve all the income from the forest coupes and the minor forest produce, because it is through their help and hard labour that the Forest Departments are able to do afforestation and protect the forests from forest fires and which contribute huge profit to the contractors and income to the States.

17. In the field of education, the progress has been remarkable in so far as Scheduled Castes, Scheduled Tribes and Other Backward Classes are concerned, as will appear from the figures given elsewhere in the Report. More emphasis should be given on the education of girls and also of boys belonging to Bhangi, Mehtar and Dom and like communities by offering them more facilities in the shape of scholarships, stipends and/or mid-day meals, as their parents are reluctant to send their children to the schools because they help them to supplement their meagre income. In order to provide more hostels and boarding houses for the backward class students, it is necessary that some contribution is made by such of the parents of the students taking advantage of these hostels as can afford to do so. This will foster in them the spirit of self-help. The money used on the construction of costly hostel buildings, as in Bihar and West Bengal, can be usefully spent by giving more stipends to the tribal students. The ashram schools or the boardings for Scheduled Tribes are progressing well in Bombay and Orissa as they have got vocational bias on the lines of basic education. These Ashram Schools are expected to create leadership, the results of which will be known after some time. Even the primary schools for the Scheduled Tribe children, if cannot be converted into basic ones on account of want of trained teachers, should have a vocational bias such as those in the States of Madhya Pradesh and Orissa. I would suggest that the Ministry of Education may maintain statistics with regard to the number of students belonging to Scheduled Castes, Scheduled Tribes and Other Backward Classes in all stages of education so that we can have a

clear picture of the progress made in the direction of education for these people from time to time. The steps taken to encourage the opening of mixed hostels for Scheduled Castes by giving stipends to non-Scheduled Caste students and inviting them to come and live in these hostels have resulted in a good start. The non-Scheduled Caste hostels do not, however, show much inclination for admitting Scheduled Caste students in their hostels. There are many communal hostels for non-Scheduled Caste students in towns and cities but as they are not under the Government control, they do not feel obliged to admit Scheduled Caste students. Only public opinion can succeed in bringing about this change.

18. The Central Advisory Board for Harijan Welfare has adopted a resolution and the State Ministers' Conference on Backward Classes, held in New Delhi, also made a similar recommendation that no assistance or loan should be given by Government to general housing co-operative societies unless they have 10 per cent of the members from the Scheduled Castes. This recommendation has been circulated to all the State Governments and the results are awaited. If Scheduled Caste people are allowed residential quarters in towns, cities and small villages at places where non-Scheduled Caste people live, it will be a new chapter in the history of the removal of untouchability.

19. The Centrally Sponsored Scheme of Multi-purpose Projects in tribal areas is a new scheme that is being worked out under the Ministry of Community Development. Forty-three Special Multi-purpose Tribal Blocks have been selected in various States for intensive development of the tribal areas which are situated in inaccessible tracts. An aggregate amount of Rs. 27 lakhs (Rs. 15 lakhs to be contributed by the Ministry of Home Affairs and the rest by the Ministry of Community Development) has been allotted for working each of these Blocks with the population of not more than 25,000, for a period of 5 years. The Seventh Annual Conference of the Ministry of Community Development held at Abu in May, 1958, has made the following recommendations after discussing various difficulties faced in the working of these Blocks:—

- (a) The State Governments should give highest priority to the Multi-purpose Tribal Blocks and should try to post the full contingent of staff by the end of June, 1958.
- (b) The State Governments should again consider the feasibility of providing some incentive in the form of special pay equivalent to 25 per cent of the basic salary with a view to compensate for the difficult conditions of life in these areas.
- (c) Efforts should be made to complete the staff quarters either through the P.W.D. or departmentally during the current year. Until permanent quarters are built, at least temporary structures with mud or bamboo walls and thatched roof should be provided for the staff immediately.
- (d) In order to encourage the staff in various Departments to learn the tribal dialects, special awards should be given to those persons who learn and pass tests in the recognised local tribal dialects.
- (e) The basic survey should be completed as early as possible in the case of those blocks where it has not yet been done so that the programme to be implemented may really reflect the special needs of the area.
- (f) Special orientation course of 2 to 3 weeks' duration in the special problems of tribal areas should be arranged during the current year for B.D.Os.,

V.L.Ws. and all Block Level Extension Officers excepting S.E.Os. for whom special training is provided at Ranchi.

- (g) Each State Government should examine the present coverage of each V.L.W. in relation to the population, area and number of villages and prepare proposals for increasing the number of V.L.Ws., where necessary, up to a maximum of 20. It was felt that the extra cost could be adjusted within the ceiling provided for personnel in the schematic budget.
- (h) Where it is not possible for the tribal people to contribute even 25 per cent as their share for certain items, the Development Commissioner should be authorised further to relax the quantum of contribution in special cases.
- (i) It is considered very necessary that the subsidy for irrigation works undertaken from the block budget should not be less than 50 per cent, as is the case for Grow More Food Schemes. Similarly the subsidy for Soil Conservation Schemes should not be less than 75 per cent as provided for such schemes by the All India Soil Conservation Board.
- (j) In addition it was suggested that—
In view of the prevailing indebtedness among tribals, suitable measures be taken to examine the problem in detail and to enact legislation for meeting the problem. In addition, suitable measures such as credit facilities to purchase minor forest produce at low prices should be introduced.
- (k) With reference to the shortage of technically trained staff an appeal be made to qualified persons to offer their services in a missionary spirit in tribal areas.
- (l) In view of the prevailing terrain, making communication difficult, the extension workers should assume a multi-purpose role to the extent possible.
- (m) To make it possible for the tribal community to take increasing interest in the development of their own community, it was necessary to train local workers and leaders for assuming the responsibilities for the programme of Community Development.
- (n) Efforts should be made to encourage voluntary organisations to take interest in the programme of development in tribal areas.
- (o) With regard to the need to establish effective co-ordination between the Tribal Welfare Department and the Community Development Department at the State level in promoting the programme of Tribal Welfare in Community Development Blocks inhabited by Tribals, and specially in the Multi-purpose Tribal Blocks, it was resolved that in order to enable the Tribal Welfare Department to implement its special schemes with speed and promptitude in tribal blocks and to play its role of advising and guiding the blocks staff in the special problems of tribals, a Joint Director should be provided in the Directorate of Tribal Welfare in those States where the Director is not in a position to carry out this assignment.
- (p) With reference to the need to confine to the earlier decision of limiting the population of tribal to 25,000 and to utilise Rs. 100 *per capita* for the development of the tribals, as visualised in the earlier scheme of Multi-purpose Tribal Blocks, it was felt that the State Governments should examine this question and see whether the present coverage should be

reduced. It was further felt that the question of population coverage should be fully kept in view at the time of allotting new Multi-purpose Tribal Blocks.

After examining the working of these Blocks during the last two years, it can safely be considered (as is already being done in some quarters) that the amount of Rs. 27 lakhs for such a Multi-purpose Block cannot be usefully spent in the remaining period of three years of the Second Five Year Plan on account of the paucity of the right type of trained personnel and other difficulties discussed in the conference and referred to above. It is surprising that in spite of the recommendation that the population in the Multi-purpose Tribal Block should not exceed 25,000, some of the Blocks that have been selected in Bihar and Orissa contain population up to over 70,000 and 60,000, respectively. The basic survey reports have not been prepared by trained personnel and, therefore, these are not thorough and cannot give the correct idea of the needs of the people as they are mostly based on the schematic budget drawn up without taking into consideration the variation in the local needs in the various Blocks, not only in the different States but even in one and the same State. It is also not advisable to pour in more grants received from the Government of India under Article 275(1) of the Constitution for various tribal welfare schemes, into these Multi-purpose Blocks which really have superfluity of funds. These amounts can well be utilised for the benefit of the tribals living in the adjoining areas.

20. Welfare schemes for the Denotified communities who number nearly 17,00,000 in Uttar Pradesh alone are not working satisfactorily in that State. The main hurdle that the Government of Uttar Pradesh is facing in the successful working of these schemes is the non-availability of good agricultural land for settling down these people.

21. Ashram schools and boardings, specifically for children belonging to the Denotified communities should be provided only for children of 5 to 9 years of age. Thereafter, these boys and girls should join mixed hostels and no separate hostel should be provided for them.

22. The outstanding event of the year under report was the scheme of Life Membership devised by the Bharatiya Adimjati Sevak Sangh, the organisation founded by the late Shri Thakkar Bapa, for the welfare of Scheduled Tribes living throughout India. At a meeting held at Raj Ghat, Delhi, and presided over by the President, Dr. Rajendra Prasad, on the 30th January, 1958, (the day of Martyrdom) the Life Members bound themselves by oath to serve the tribal communities as whole-time workers for a period of at least 10 years, with whatever emoluments they might get from the Bharatiya Adimjati Sevak Sangh. Shri Govind Ballabh Pant, Minister for Home Affairs, administered the oath to 15 veteran and tried workers from the various non-official agencies in the States, doing social work amongst the Scheduled Tribes. The All-India cadre of Life Workers will be supplemented by the State-wise cadres. The All-India cadre of Life Workers will be supplemented by the State-wise cadres. The Government of India, at the suggestion of the Minister for Home Affairs, has agreed to meet the expenses involved in the maintenance of both these cadres. The training of these workers will be undertaken and monthly reports of their work forwarded to the Government of India in the Ministry of Home Affairs, through the Central Institution.

23. Whenever any financial stringency arises, steps for retrenchment are considered and allotments made under different heads in the Second Five Year Plan are reduced. If this reduction is made proportionately, there can be no cause for grievance. But sometimes the pruning knife falls heavily on the head "social services"

which include, *inter alia*, an allotment of Rs. 91 crores for the welfare of the backward classes. This happens, apparently, because the head "social services" is not given that priority which is given to other heads which are considered productive. In this respect, I will rest content by quoting what the Prime Minister has said at a Press Conference held in Vigyan Bhavan, New Delhi, on the 4th June, 1958:—

"All economic and like planning, is important of course, but always subject to the quality of human beings, and, therefore, I have been thinking more and more of what an eminent economist has called, 'an investment in man'. Investment of course in industry and agriculture, those are important, but the investment in man is meant to improve the quality of human beings. If you have that quality, everything else follows. If you do not have that quality, then you build on rather weak foundations."

NEW DELHI:
The 30th June, 1958.

L. M. Sheikant
Commissioner for
Scheduled Castes and Scheduled Tribes.

RECOMMENDATIONS MADE IN 1957-58 REPORT

S. No.	Recommendations	Page No.
<i>Section II</i>		
1.	Steps may be taken to devise an integrated administrative set up in such re-organised States in which it has not yet been done, in order to look after the work relating to the Welfare of Scheduled Castes and Scheduled Tribes	5
2.	The Central Advisory Boards for Harijan and Tribal Welfare may be re-constituted for the year 1958 as early as possible, and thereafter the members of these Boards may be co-opted as members of the various States Advisory Boards	6
3.	The State Advisory Boards/Committees for Scheduled Castes, Scheduled Tribes etc., may be set up in States in which it has not been done so far	6
4.	The District Welfare Committees may be set up in the States/Union Territories in which this has not been done so far	6
5.	Assistant Commissioners for Scheduled Castes and Scheduled Tribes may be co-opted as members of the State Tribes/Harijan Welfare Committees and be regularly invited to attend meetings	6
<i>Section III</i>		
6.	The tendency of some castes and communities of pressing their claims for inclusion in the lists of Scheduled Castes and Scheduled Tribes at every opportunity may be discouraged. Only genuine discrepancies and errors in the lists may be corrected	7
7.	"Pulaya" and "Vettuvan" may be included in the list of Scheduled Castes in the State of Kerala, as separate groups	7
8.	Instead of including regional names in the lists of Scheduled Castes and Scheduled Tribes, the caste and tribe names may be mentioned therein	8
9.	Tribals found outside the specified areas within the same State may be treated as Scheduled Tribes for the State concerned unless they are actually assimilated in general society and have lost tribal characteristics	8
10.	The decision as regards the preparation of lists of backward classes other than Scheduled Castes and Scheduled Tribes may be expedited	9
11.	The tendency of dividing lists of Other Backward Classes to give different concessions to different groups within these classes may be curbed	9
<i>Section IV</i>		
12.	The decision on the suggestion of amending Section 3 of the Untouchability Offences Act, 1955, on the lines of the Bombay Hindu Places of Public Worships (Entering Authority) Act, 1956 and the Uttar Pradesh Temple Entry (Declaration of Rights) Act, 1956, may be expedited	13
13.	It is desirable that instead of advancing financial aid for construction of wells etc., in Community Project Areas direct to the beneficiaries, the aid is placed at the disposal of Gram-Panchayats etc.	14
14.	The State Governments, etc., may issue instructions to the officers concerned that wells constructed with Government aid are not reserved for the exclusive use of a particular caste or group	15
15.	In order to prepare lists of villages where untouchability is observed in the various States, the help of voluntary agencies like Harijan Sevak Sangh and Bharatiya Depressed Classes League may be sought	15

S. No.	Recommendations	Page No.
<i>Section IV—contd.</i>		
16.	Even such Municipalities/Local Bodies as may be prepared to introduce the system of removing night soil in hand-carts or wheel-barrows gradually, may be encouraged and allowed necessary financial aid	17
17.	Where it is not practicable to introduce the system of removing the night-soil by hand-carts or wheel-barrows, the system of carrying night-soil by hand in pails or buckets with closely fitting lids may be temporarily introduced	17
18.	It is most desirable to convert the bucket type of latrines into other types of scavenger free latrines as early as possible and Government help appears desirable for this purpose	17
19.	The system of engaging scavengers direct by the land-lords for cleaning private latrines requires to be abolished as early as possible and the Municipalities/Local Bodies may take over this responsibility	17
20.	It is essential to recognise scavengers serving under the various Local Bodies/Municipalities as full time servants, to pay them reasonably and to give them necessary benefits of privilege leave, gratuity and provident fund. Reasonable minimum living wages may also be prescribed for them. In order to meet these demands the Municipalities/Local Bodies may, if necessary, be allowed to tap new sources of income or to supplement their income by reasonable grants from State Government's funds	18
21.	The sweepers and scavengers may be provided with quarters with facility of ample good water nearby	18
22.	While providing quarters to the scavengers and sweepers the authorities may ensure that these people are not segregated. Such quarters may be constructed in or near the localities of other caste people	18
23.	Where separate colonies have to be constructed, non-Scheduled Caste people may also be encouraged to settle in such colonies by giving them financial aid	18
24.	Improvements in the working and living conditions of the persons engaged in flaying, tanning leather work and other so-called dirty professions appears to be quite necessary	18
25.	The State Governments may consider the feasibility of adopting Bombay Government's scheme to provide flaying yards and tanning pits outside their localities and necessary water facilities to the Scheduled Caste people engaged in these professions	19
26.	Efforts may be made to encourage Caste Hindus to take to the so-called dirty professions and work with the Scheduled Caste people	19
27.	All concerned may ensure that the recommendations in connection with the intensification of the programme for removal of Untouchability made in the State Minister's conference on backward classes held in New Delhi in February, 1958 are fully implemented	23
<i>Section V</i>		
28.	In view of the simplified procedure of sanctioning grants by the Government of India, the State Governments, on their part, may also take necessary steps to simplify their financial procedure of sanctioning schemes within their respective States, and also adopt measures to remove bottlenecks, if any, which may be holding the progress of schemes	27
29.	As in the case of schemes of the State Governments, some procedure may be evolved by the Government of India for scrutinising and approving schemes submitted by the non-official agencies, well in advance, so as to leave sufficient time for them to implement the approved schemes in full	40

S. No.	Recommendations	Page No.
<i>Section VI</i>		
30.	Despite the shortage of funds, the technical courses like Aircrafts Maintenance Engineers course, and the courses in the National Fire Service College, Nagpur etc., may be included in the list by the Ministry of Education for award of Scholarships to the Scheduled Castes and Scheduled Tribes and the Ministry of Home Affairs may consider the desirability of allocating funds for this purpose from the unallotted reserve	48
31.	Like the Government of Punjab, all the State Governments and Union Territory Administrations may make education free for all sections of people at least up to middle standard in Government schools in the backward regions	49
32.	The Delhi Administration may amend the existing procedure of charging fees from Scheduled Caste, Scheduled Tribe and Other Backward Class students in the first instance and then re-imburse the amount at a later stage	50
33.	The Government of Rajasthan may admit Balmiki students in the hostels even if they live within a radius of 5 miles. They may also remove in their cases the restriction of not admitting students reading below VI class in these hostels	50
34.	In the hostels run by Adamjati Seva Mandal, Ranchi, all Scheduled Tribe students may be sanctioned a monthly stipend of Rs. 10 each instead of the present Kerosine and vegetable allowance @ Rs. 1/8/- per month	50
35.	Messing allowance given by the Government of Bombay to poor and deserving Scheduled Caste students studying in the colleges may not be adjusted against the Government of India Scholarships	50
36.	The non-Scheduled Caste students may be encouraged by giving stipends to dine in Scheduled Castes messes	50
37.	The Governments of Assam and Jammu and Kashmir may re-consider the question of awarding scholarships to backward class students for study in public schools in the adjacent states	53
38.	Himachal Pradesh Administration may undertake to send backward class students to public schools out of the savings that may result from the implementation of other welfare schemes	53
39.	Ministry of Education may again take up with the Indian Public Schools Conference the question of giving preference, other things being equal, to backward class students in matter of admission to the Public School concerned	53
40.	The Ministry of Defence may award a few scholarships to members of Scheduled Castes and Scheduled Tribes to draw benefit of Public School education at the King George Schools	53
41.	Ministry of Education may themselves also fall in line with their own policy, by allowing reservation for Scheduled Caste and Scheduled Tribe students in the institutions under them, viz., Institution for Fine Arts, Vocational Training Centre for the Adult Blind, Training in Anthropology and Lakshmibai College of Physical Education, Gwalior	54
42.	In the Hindu University of Banaras, seats may be reserved for Scheduled Caste and Scheduled Tribe students who fulfil minimum standards	55
43.	Ministry of Education may pursue more vigorously the question of enforcing a uniform policy regarding the admission concessions allowed to Scheduled Caste and Scheduled Tribe students with the State Governments and Universities	55

S. No.	Recommendations	Page No.
<i>Section VI—contd.</i>		
44.	The better qualified persons, specially lady teachers, may be attracted as teachers for Ashram Schools by giving them special allowance and residential quarters ..	56
45.	School inspectors may play a more active and positive roll in supervising the work of teachers in Ashram Schools	56
46.	The State Governments may depute only Basic trained teachers for the inspection of Ashram Schools	56
47.	Non-official Organisations working among Scheduled Castes in Bihar may be persuaded to run residential schools at cent percent basis aid from the Government ..	57
48.	The Government of Bihar may not delay the opening of residential schools for Scheduled Caste girls	57
49.	In future residential schools may be opened by the Government of Bihar in areas where Musahrs are concentrated	57
50.	The Government of Bihar may consider the desirability of converting residential schools into Ashram Schools on the pattern of those in Orissa by introducing more crafts like tailoring, carpentry, kitchen, gardening, etc.	57
51.	In the Ashram Schools, where number of absentees is more, the teachers may themselves take the initiative of persuading parents to send their children to the schools ..	58
52.	While sanctioning grants for buildings for Ashram Schools the Government of Bombay may take into account the cost of transportation availability of building materials, etc., and wages of the skilled labour in the area	58
53.	The Government of Bombay may consider the suggestions given on pages 58-59 of the Report to ensure successful working of the Ashram Schools in the State	58-59
54.	It is desirable that instructions in the schools opened specifically for the tribal children are imparted in their mother tongue, as far as possible	59
55.	The task of preparing text books in tribal languages in Nagri script may be tackled vigorously in the States concerned	60
<i>Section VII</i>		
56.	Special attention may be paid to expand alternative economic opportunities by starting small scale village industries poultry farms, etc., for Scheduled Castes and Scheduled Tribes, who cannot be settled on land	62
57.	The persons suffering from socio-economic disabilities for long may be given priority for settlement on land	62
58.	In Tripura, the question of fixing a ceiling on the land holdings may be vigorously pursued	63
59.	The scheme of rural development implemented in Orissa may be undertaken in other areas also where Gramdan villages as a whole can be developed	63
60.	In Punjab, the Harijan Lessees who may have made permanent improvement on their lands and may desire to get proprietary rights may be declared tenants so that they may take benefit of the Punjab Security of Land Tenures Act	66
61.	The Government owned lands in Punjab, if leased out to Harijans, may be transferred to them on permanent basis	66
62.	The Government of West Bengal may take immediate measures to settle landless Scheduled Castes/Tribes on waste lands. They may also consider the desirability of amending the Land Reforms Act with a view to giving preference to Scheduled Castes/Tribes over others while distributing lands	67

S. No.	Recommendations	Page No.
<i>Section VII—contd.</i>		
63.	Pending the amendment of Section 49 of the West Bengal Land Reforms Act 1955, the District Officers may be asked that land vested in the Government under Estate Acquisition Act should be given on temporary leases only to the members of Scheduled Castes, Scheduled Tribes who are agriculturists	68
64.	The Government of Uttar Pradesh should make an attempt to find lands for settling de-notified communities so that the grants made by the Centre are utilised ..	69
65.	There was a complaint that in one case the lands purchased for Scheduled Caste people in Rohtak District were not suitable and therefore they were not willing to settle on this land. The Punjab Government may look into this complaint	69
66.	The subsidy of Rs. 200 given to each family for construction of houses in the rehabilitation colonies of Amba Vidaiya and Ambasa in Rajasthan, may be supplemented by a further grant of Rs. 150 per house	70
67.	The above two colonies also need immediate extension of communications with the main road and also irrigation facilities	70
68.	Where colonies for settlement of backward classes as agriculturists are taken up, necessities like drinking water, irrigation, communications, etc., may be given top priority	70
69.	All families of Gadia Lohars in Rajasthan, who are to be settled in Agriculture, may first be allotted agricultural land	70
70.	In Jammu and Kashmir, colonisation schemes for Scheduled Castes may be taken up under the Central Sector	70
71.	Colonisation schemes may also be taken up for Gujars and Bakarwals in Jammu and Kashmir	70
72.	It is desirable that instead of having different types of schemes in different States to tackle shifting cultivation, a consolidated model scheme may be prepared and introduced in the States concerned with suitable modifications, if necessary, in the light of local needs	72
73.	In the extensive areas of Garo and Mikir Hills of Assam where the altitude is not high and the hill slopes are not very steep, a more suitable method of Jhum control would be to encourage permanent cultivation through bunding and minor irrigation works instead of the Silvi-agriculture methods	73
74.	The opening of more demonstration centres in Assam may be stopped and a committee of three or four experts in agriculture, engineering, forestry and tribal welfare may be set up to examine in all details, the question of remodelling the scheme of Jhum control after a thorough survey of the areas concerned	73
75.	A specific scheme may be drawn up for controlling 'rab' burning in Kolaba Division of Bombay State	76
76.	For the proper working of the training-cum-production centres suggestion given on page 78 of the Report may be considered	78
77.	For the proper development of the leather industry the Government may keep a close watch on the implementation of protective measures introduced in the common production programme. The desirability of giving a monopoly of producing certain types of footwear and leather goods to the small scale/village sector alone, may also be considered as a part of the common production programme. All the State Governments and the Central Government may consider purchasing their entire leather goods and footwear requirements from this sector only, as a matter of policy ..	81

S. No.	Recommendations	Page No.
<i>Section VII—contd.</i>		
78.	Non-official Organisations may be set up in all the States to impress upon people that by application of modern means the unclean processes involved in the leather industry can be improved upon. Such bodies may also be useful in bringing about better co-ordination between All India Khadi and Village Industries Commission and other Central Organisations, State Departments concerned and the Village artisans	81-82
79.	Unless special efforts are made by the State Governments and Union Territory Administrations to speed up the developmental activities in the scheme of "Co-operation", it will be difficult to utilise fully the provision made for this purpose in the Second Five Year Plan	83
80.	In order to make the co-operative movement popular amongst backward tribals and scheduled castes, it is desirable that effective propaganda should be carried on and poor tribals and Scheduled Caste members should be allowed to pay towards their share in smaller instalments. Adequate financial help may also be given to the co-operatives	84
81.	Along with the opening of new co-operative societies, efforts should also be made to make the existing societies more successful by removing the difficulties encountered in their working and by making suitable modifications in their regulations to suit the conditions of backward classes	84-85
82.	The Forest Labourers' Co-operative Societies may increase the percentage of operational wages that is earmarked by them for doing constructive and welfare work amongst the members	85
83.	The Government of Orissa may follow the policy adopted in Bombay of giving forest coupes to the Forest Labourers' Co-operative Societies at upset prices	86
84.	The Manipur Administration may do away with the private forest contractors and give the coupes to the Forest Labourers' Societies at upset prices	87
85.	In the case of Assam, it is advisable to divert a part of the amount allocated for co-operation under the State Sector towards the establishment of a few Forest Labourers' Co-operative Societies	87
86.	In accordance with the existing procedure, the interest on loans advanced by the grain-golas in the Bihar State is charged @ 25% in the first year and 6 1/4 % in subsequent years. This rule requires modification as it encourages delay in repayment of loans	88
87.	Suitable instruction may also be issued by the Bihar Government to the Thana welfare officers to ensure the payment of rebates to the borrowers on repayment of loans before the prescribed period	88
88.	It is suggested 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	88-89
89.	It is desirable that remission both in principal and interest under rule 17 of the Grain-golas rules in Bihar State should be allowed in order to have the stock of grains supplemented, otherwise it reduces the utility of the scheme	89
90.	It is desirable that a strict supervision should be exercised by the State Government over the Thana welfare officers and a committee of social workers and officers who are interested in the Grain-golas should be appointed to suggest modifications in the light of the past experience of the working of the scheme in tribal areas of the State	89
91.	The stocks in the grain-golas may be increased by prompt realisation of the outstanding loans including interest charges	89

S. No.	Recommendations	Page No.
<i>Section VII—contd.</i>		
92.	The State Governments of Bihar, Orissa and West Bengal may consider the desirability of enlarging the scope of the grain-golas by converting them into grain banks	89
93.	The scheme of grain-golas should be extended to areas where these grain-golas have not yet been opened	89
94.	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 to supplement the grain credit in course of time. At the same time agriculture credit and multi-purpose societies should open grain depots on the line of Bombay State to provide grain credit and at places where grain-golas are existing, in course of time they should be taken up by multi-purpose societies which may be organised in these areas	89-90
95.	The State Governments may consider the desirability of amending the grain-golas rules in such a manner that landless labourers can also take full benefit of the scheme	90
96.	In Laccadive, Amindivi and Minicoy Islands, the establishment of a few multi-purpose co-operative societies or credit societies will prove to be of immense benefit to the inhabitants	91
97.	In any programme of scaling down debts of Adivasis, the loans advanced by the private money lenders may also be taken into consideration along with the loans advanced by the Government	91
98.	It is desirable that the Ministry of Community Development organises short orientation courses dealing with special problems of tribal areas as recommended at the Mount Abu Conference, for the Block Development Officers	95
99.	The staff posted in the Development Blocks may be encouraged to learn the tribal dialects by giving them special concessions	95
100.	The number of Village Level Workers in each Block may be increased	96
101.	The administrative sanctions may be conveyed to Project Officers by the State Governments as early as possible in order to avoid delay in the execution of the schemes	96
102.	It is desirable to provide proper transport facilities for staff working in the Development Blocks	96
103.	The construction of quarters for the staff in the Development Blocks in Madhya Pradesh should be expedited	96
104.	It is desirable that a thorough survey and study of peculiar conditions of the tribal areas and tribal economy is carried out before the commencement of the Blocks	96
105.	Suitable economic measures such as affording credit facilities to purchase minor forest produce at low prices may be undertaken for the benefit of Scheduled Tribes in the Development Blocks in order to save them from exploitation of money lenders	97
106.	Welfare programme for the women in the Tribal Multi-purpose Blocks may be started with the help of the Central Social Welfare Board	97
107.	It should be ensured that development schemes included in the Second Five Year Plan either in the State or Central Sector, are executed only outside the Blocks areas	97
108.	Officers imbued with missionary zeal may only be selected for working in the Development projects	98
109.	The Project authorities should always draw up suitable schemes for resettling families displaced on account of the construction of Dams etc. The cost of these schemes may, in the initial stages, be appropriately met out of the Project funds and adjusted later on against their cash compensation and free grants admissible to them	99

S. No.	Recommendations	Page No.
<i>Section VII—contd.</i>		
110.	The Scheduled Caste and Scheduled Tribe displaced persons may be rehabilitated on land by drawing up proper schemes in consultation with their representatives ..	99
111.	It is desirable that the Forest Department makes available even the reserved forests for settlement of persons of Pargana Singrauli, which is being submerged, as these people do not want to settle at distant places ..	100
112.	The financial assistance allowed by the Ministry of Home Affairs for the welfare of people in Rihand Dam areas and the money to be given to the displaced persons by the Dam authorities may be pooled and small well-planned colonies set up for the rehabilitation of the displaced persons ..	100
113.	The land acquisition proceedings which have been undertaken in the interest of the Iron and Steel Company Limited, Burnpur in the District Singhbhum, without making alternative lands available to the evacuee tribals or giving them written assurances to that effect, may be cancelled forthwith ..	101
114.	Displaced Scheduled Caste and Scheduled Tribe families may not be given cash compensation even when they desire to be paid in cash. They may be rehabilitated in well-planned colonies to be set up for this purpose ..	101
115.	Funds at the disposal of the State Governments for the welfare of Scheduled Castes and Scheduled Tribes and for the general development of the areas concerned may be pooled with the money to be given to displaced persons as compensation for their rehabilitation ..	101
<i>Section VIII</i>		
116.	The Scheduled Castes living in peculiar conditions and Scheduled Tribes living in inaccessible regions may be provided with adequate medical facilities ..	102
117.	In inaccessible hilly areas indigenous system of medicine may be explored and simple natural remedies used, wherever possible ..	103
118.	In order to attract young Doctors and competent medical personnel to work in the interior tribal regions adequate compensatory allowances may be offered and efforts may be made to train local young men and women as compounders, nurses and mid-wives ..	104
119.	Effective measures may be taken to ensure the supply of pure drinking water throughout the far-flung backward and Scheduled areas ..	104
120.	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 ..	105
<i>Section IX</i>		
121.	In deserving cases, where the rate of subsidy for houses is considered inadequate on account of high costs of construction the State Governments may make, within the over-all ceilings fixed for housing schemes, a provision for increasing the rate of subsidy to Rs. 1,000 per house ..	107
122.	Subsidy for houses may be given after a standard plan for houses is prepared both under the State Sector and Centrally Sponsored Programmes, on a uniform pattern for the State as a whole ..	107
123.	In order to afford protection against eviction, the State Governments may if not already done, undertake proper legislation for conferring proprietary rights on Harijans over the lands on which their houses stand ..	108

S. No.	Recommendations	Page No.
<i>Section IX—contd.</i>		
124.	The District Magistrates may also be directed to safeguard the interests of Harijans against their evictions from lands and also take into consideration their claims for passage over surrounding lands ..	108
125.	Steps may be taken by the Government of Bombay to ensure the provision of housing facilities by the Municipalities etc., for the Sweepers and Scavengers employed by them ..	110
126.	The scheme of the Calcutta Corporation for housing Sweepers may be considered by the Government of India for giving financial aid ..	110
127.	The work of providing houses to Sweepers for which loans and grants were given to 37 Municipalities by the Uttar Pradesh Government may be completed as early as possible ..	111
128.	In order to provide finances for the housing scheme for the conservancy staff, possibility of increasing the house tax by 5%, if necessary, may be considered ..	111
129.	Non-official agencies and Social Workers should help the Government in the successful implementation of the programme of Slum Clearance ..	112
<i>Section X</i>		
130.	In Mikir hills district of Assam, construction of the three roads, viz., Diphu-Lumding Road, Amsoi-Kheroni Road and Baithalangni-Kheroni Road, may be completed at an early date ..	116
131.	The method of constructing roads and buildings with the help of local people through the Panchayats and village institutions instead of by the Contractors may be encouraged. If possible, the local people may also be trained for the purpose ..	117
132.	The Bombay Government may consider the desirability of spending an amount of Rs. 13 lakhs provided for development of roads in the Central Sector of the Plan in different parts of the Scheduled areas instead of spending more than 75% of that amount on one road ..	117
133.	In view of the limited funds available for development of roads, the State Governments should provide the engineering personnel for executing the road programme from their own funds ..	117—18
134.	In order to tide over the difficulty of shortage of labour during the working season in Lahaul and Spiti areas, the Government of Punjab may supplement labour by employing machinery for speedy execution of road works ..	118
135.	The disparity in the wages of the labourers in Lahaul and Spiti areas should be done away with as early as possible ..	118
136.	The desirability of exploring the possibility of undertaking the road works in Spiti areas from the Himachal Pradesh side may be considered by the Government of Punjab ..	119
137.	The delay in crediting funds earmarked for roads of more than 10 miles length in the Central Road Fund (S) Reserve should be avoided by the State Governments ..	119
<i>Section XI</i>		
138.	It is desirable to evolve some definite criteria for the inclusion or otherwise of the new areas in the Scheduled areas of the States ..	121
139.	The questions of giving some representation in the Tribes Advisory Councils of the States concerned, to the non-Scheduled Tribes residing in the Scheduled areas and the nomination of members of the Central Advisory Board on the Tribes Advisory Councils of the States may be considered by the States which have not yet taken any decision on these questions ..	122

S. No.	Recommendations	Page No.
<i>Section XI—contd.</i>		
140.	The State Governments should ensure that the meetings of the Tribes Advisory Councils are held at regular appropriate intervals every year ..	123
141.	The time limit prescribed for the submission of reports by the Governors etc., to the President on the administration of Scheduled areas, should be strictly adhered to ..	123
142.	The reports of the Governors etc., on the administration of Scheduled areas should also indicate physical and financial targets achieved in the welfare schemes operating in these areas ..	123
143.	In Scheduled areas of Bihar, a major portion of stipends that are being awarded to Scheduled Tribe students living in hostels, may be converted into hostel-grants and hostel facilities may be increased ..	124
144.	The Government of Bihar may entrust the working of hostels in the Scheduled areas to non-official agencies and frame rules for payment of grant-in-aid to these agencies ..	124
145.	The Government of Bihar may avoid construction of hostel buildings at places where there are no growing demands for hostel accommodation. Modest hostel buildings may, however, be constructed at places where it is absolutely necessary ..	125
146.	The veterinary hospitals and dispensaries in Bihar should have a regular drive for castration of scrub bulls in the tribal areas ..	126
147.	It is suggested that a compact area of 4 to 5 villages in Bihar may be selected for launching a drive for the elimination of country cocks by castration, followed by introduction of improved variety of poultry birds. Co-operation of Adivasis may be enlisted for this purpose ..	126
148.	The Government of Bihar may take concrete steps to organise Forest Labourers' Co-operative Societies ..	126
149.	The Government of Bihar may ensure that trainees trained in the Training-cum-Production centres get settled in trades after the training ..	126
150.	Grain golas in Bihar may be converted into regular co-operative grain banks ..	126
151.	Steps should be taken by the Bihar Government to settle Birhore, Asurs and Paharias ..	127
152.	Special rules should be framed for the recognition of the non-official agencies engaged in the welfare work in Bihar and for giving them grant-in-aid ..	127
153.	Ashram schools and Seva Ashrams of Andhra Pradesh may be organised on the pattern adopted in Bombay and Orissa States ..	128
154.	Forest Labourers' Co-operative Societies may be organised in the Scheduled Areas of Andhra Pradesh on the pattern adopted in the Bombay State ..	128
155.	Special stress should be laid to set up the Forest Co-operative Societies in the Special Multi-purpose Blocks in Andhra State ..	128
156.	Provision of mid-day meals to Backward Class students in the schools in the Scheduled Areas of Orissa will be very useful ..	128
157.	The Sevaks of Ashram Schools in Orissa may be trained ..	128
158.	In Orissa, the Adivasis engaged in shifting cultivation may be settled in colonies where necessary amenities of life like drinking water, etc. are available ..	129
159.	The land allotted to tribes engaged in shifting cultivation in Orissa may be reclaimed and minor irrigation projects taken up ..	129

S. No.	Recommendations	Page No.
<i>Section XI—contd.</i>		
160.	Top priority should be given to irrigation schemes in the Scheduled Areas of Punjab ..	131
161.	It is desirable that agriculturists in Scheduled Areas of Punjab are organised to form a Growers' Co-operative Society ..	131
162.	The co-operative movement may be extended to Spiti valley of Punjab also ..	131
163.	The Government of Punjab should pay more attention to the road programme in Spiti area ..	131
164.	The vegetables etc. grown in school gardens and articles produced in schools in N.E.F.A. may be allowed to be utilised by the students either for their own use or sold out by them for making economic gain ..	134
<i>Section XII</i>		
165.	The difficulties being experienced by the Cultural Research Institute in Rajasthan may be removed and the work-scheme of the Institute drawn up in such a way that the applied research and evaluation work is given utmost priority ..	137
166.	Early implementation of the recommendations of the States Ministers' Conference on Backward Classes held in New Delhi in February, 1958 will help in speedy implementation of the welfare programmes for Scheduled Castes and Scheduled Tribes etc. ..	141
<i>Section XIII</i>		
167.	The orders issued by the Government of India allowing concession to Scheduled Caste and Scheduled Tribe candidates in matters of promotion to Selection posts may be clarified further. ..	143
168.	Orders relating to the communal representation may be so clarified as to provide for the seniority being given to the Scheduled Caste and Scheduled Tribe candidates according to the points indicated, reserved, in the roster at the time of their appointment ..	144
169.	The suggestion relating to relaxation of educational qualifications for Scheduled Caste and Scheduled Tribe candidates for appointment in Class IV posts may be reconsidered by the Government of India ..	145
170.	The Central Water Power Commission may re-examine the question of applying Communal Representation orders to their work-charged staff ..	146
171.	State Governments and non-official agencies may be given grant-in-aid to train candidates belonging to Scheduled Castes and Scheduled Tribes for various services and posts ..	148
172.	Steps may be taken to ensure that the policy and orders of the Government in respect of giving representation in services and posts to Scheduled Castes and Scheduled Tribes are fully implemented by the appointing authorities ..	148
173.	A thorough survey of the employment position obtaining in the various States and of the number and nature of vacancies which are reserved for Scheduled Castes and Scheduled Tribes but which remain unfilled every year, may be carried out by every State ..	150
174.	Posts reserved for Scheduled Castes and Scheduled Tribes may be given wide publicity and notification of such vacancies and posts may <i>inter alia</i> be sent by the State Governments to non-official organisations and also to the Assistant Commissioner for Scheduled Castes and Scheduled Tribes concerned ..	151
175.	The upperage-limit for appointment to all gazetted and non-gazetted posts may be relaxed by State Governments by 5 years, in favour of Scheduled Caste and Scheduled Tribe candidates ..	151

S. No.	Recommendations	Page No.
<i>Section XIII—contd.</i>		
176.	The vacancies reserved for Scheduled Castes and Scheduled Tribes that remain unfilled during a particular year may be carried forward by every State at least for two years	151
177.	Application and examination fee may be charged from Scheduled Caste and Scheduled Tribe candidates at one-fourth of the usual rate	151
178.	In making appointments to reserved vacancies, the standard of merit may not be fixed as high as is fixed for other candidates. For the purpose of promotion also, cases of Scheduled Caste and Scheduled Tribe candidates should be considered sympathetically. Clear instructions on these points may be issued to the State Public Service Commissions as well as to the appointing authorities	151
179.	In deserving cases, Scheduled Caste and Scheduled Tribe candidates appearing for interviews may be allowed travelling allowance	151
180.	It is desirable that the State Public Service Commissions may have at least one member from amongst the Scheduled Castes/Tribes	152
<i>Section XIV</i>		
181.	It is desirable that statistics relating to recruitment of Anglo-Indians against the posts reserved for them is properly maintained by the Ministries concerned, in order to prove to the satisfaction of all concerned that the constitutional safeguards allowed to this community in the matter of employment under the Government are being properly implemented	158
<i>Section XV</i>		
182.	Important Recommendations made in the Tour Notes	161—169
<i>Section XVI</i>		
183.	The Assistant Commissioners in the various States should be provided with proper transport facilities.	170
184.	In the case of Scheduled Tribes, it is desirable that the period fixed for the constitutional safeguard relating to representations in Parliament and State Legislatures, is extended further	171
185.	In so far as the Scheduled Castes are concerned, before the question of extending further period fixed for constitutional safeguards relating to representations in Parliament and State Legislatures is examined, the State Governments should compile proper statistical data to prove how far untouchability has disappeared and how far the Scheduled Castes are able to hold their own in the various fields without reservations in Parliament and State Legislatures	171
186.	If the ultimate goal of classless and casteless society is to be attained, the lists of Scheduled Castes, Scheduled Tribes and Other Backward Classes will have to be reduced from year to year and replaced in due course by a list based on the criteria of Income-cum-Merit	171
187.	The existing lists of Scheduled Castes and Scheduled Tribes which are being revised for preparing comprehensive lists according to the re-organised States, should be scrutinised on scientific basis in the light of proper criteria for declaring tribes and castes as Scheduled, after random sample surveys are carried out in every State by Committees specially set up for the purpose	171
188.	Income-cum-Merit is the only equitable basis for granting concessions to the underprivileged sections of the people, though in the case of certain castes which are not still vocal enough to take full advantage of the opportunities so far offered, criterion of Cast-cum-Occupation will have to be recognised for the present	171—172

S. No.	Recommendations	Page No.
<i>Section XVI—contd.</i>		
189.	Lists of Castes-cum-Vocations considered very low in the social structure, should be drawn up and maintained for some time	172
190.	Training of candidates belonging to Scheduled Castes and Scheduled Tribes for different posts and services under the Government is essential for making sufficient number of persons from amongst them available for Government posts	172
191.	The Scheduled Caste Members of Parliament and the State Legislatures, irrespective of party affiliations, should carry on whirlwind propaganda for the eradication of untouchability. The non-Scheduled Caste sympathisers should also come forward and render help in this work	174
192.	An atmosphere must be created before the next Elections that no candidate who has not contributed towards the removal of untouchability can aspire for a seat in any Legislature	174
193.	The All-India Harijan Sevak Sangh, Bharatiya Depressed Classes League etc., should co-ordinate their efforts and have a common training centre where their <i>Pracharaks</i> may be trained by well known social workers and administrators	174
194.	The claims of certain State Governments that practice of untouchability does not exist in their States should be verified by the non-official organisations working in those States	174
195.	In order to know how far and how rapidly untouchability is disappearing, complete data should be collected and proper records maintained by the State Governments	174
196.	The State Governments should try to give the highest priority to the Scheduled Castes and Scheduled Tribes in the distribution of waste lands. Amongst the landless labourers, Scheduled Castes and Scheduled Tribes practising agriculture should get lands to the extent of 60 to 70 per cent	174
197.	In cases where panchayats rule out the allotment of lands to the Scheduled Castes, the Government should intervene and over-rule such decisions of the panchayats	174
198.	If the Municipalities and the local bodies or the panchayats do not come forward, for any reason, to improve service conditions of the Bhangis or the Mehtars, the State Governments should intervene and provide all necessary amenities, on behalf and at the cost of the local bodies, to this section of the people	175
199.	A proper record should be maintained by the Governments of the States in which the Scheduled Tribes are in the habit of doing shifting cultivation and where it is not possible to have terracing, in order to see as to (i) how much of the area has suffered on account of this practice, (ii) how many tribals have taken to colonisation and (iii) how far the shifting cultivation has been replaced by other alternative methods	175
200.	The Khadi and Village Industries Commission may devise ways and means to give due encouragement to the tribal art of weaving	176
201.	The State Governments concerned should start Forest Labourers Co-operative Societies for the benefit of the tribals, and should give preference to the tribals for giving contracts of forest coupes	176
202.	More emphasis should be laid on the education of girls and also of boys belonging to Bhangi, Mehtar, Dom and like communities, by offering them more facilities in the shape of scholarships, stipends and/or mid-day meals	176
203.	In order to provide more hostels and boarding houses for the backward class students, it is necessary that some contribution is made by such of the parents of the students taking advantage of these hostels as can afford to do so	176
204.	The money used on the construction of costly hostel buildings can be usefully spent by giving more stipends to the tribal students	176

S. No.	Recommendations	Page No.
Section XVI—contd.		
205.	The primary schools for the Scheduled Tribe children, if cannot be converted into basic ones on account of want of trained teachers, should have a vocational bias, such as those in the States of Madhya Pradesh and Orissa	176
206.	The Ministry of Education may maintain statistics with regard to the number of students belonging to Scheduled Castes, Scheduled Tribes and Other Backward Classes in all stages of education	176
207.	It is not advisable to pour in more grants received from the Government of India under Article 275 (1) of the Constitution for various tribal welfare schemes, into the Multi-purpose Tribal Blocks which have superfluity of funds	179
208.	Ashram schools and boardings specifically for children belonging to the Denotified communities should be provided only for children of 5 to 9 years of age	179

1562.26.1157
81.8.1



L/M2 M of H.A—85,00—1-10-58 (Sec. I)—GIPF

தவணைத்தாள்.

செ. என் :

ப. என் :

வழங்கிய நாள். (1)	திருப்பிய நாள். (2)	வழங்கிய நாள். (1)	திருப்பிய நாள். (2)
16-6-86			
21-11-92	17/2		
17-5-76			

S.F. 259A—1,00,000—30-1-84

