

**COMMITTEE ON THE WELFARE
OF SCHEDULED CASTES AND
SCHEDULED TRIBES
(1982-83)**

(SEVENTH LOK SABHA)

THIRTY-FIRST REPORT

MINISTRY OF HOME AFFAIRS

**Socio-economic conditions of Scheduled Castes
and Scheduled Tribes in the Union Territory of
Pondicherry.**

Presented to Lok Sabha on 1.8 APR 1983
Laid in Rajya Sabha on



**LOK SABHA SECRETARIAT
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(1982-83)(SEVENTH LOK SABHA)

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COMMITTEE ON THE WELFARE OF SCHEDULED CASTES
AND SCHEDULED TRIBES

(1982-83)

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2. Shri D. C. Pande—*Chief Legislative Committee Officer*
3. Shri P. C. Chaudhry—*Senior Legislative Committee Officer.*

INTRODUCTION

I, the Chairman, Committee on the Welfare of Scheduled Castes and Scheduled Tribes, having been authorised by the Committee to submit the Report on their behalf, present this Thirty-first Report on the Ministry of Home Affairs—Socio-economic conditions of Scheduled Castes and Scheduled Tribes in the Union Territory of Pondicherry.

2. The Committee took the evidence of the representatives of the Ministry of Home Affairs and of the Pondicherry Administration on the 10th and 11th November, 1982. The Committee wish to express their thanks to officers of the Ministry of Home Affairs and of the Pondicherry Administration for placing before the Committee material and information the Committee wanted in connection with examination of the subject.

3. The Report was considered and adopted by the Committee on 10th March, 1983.

4. A summary of conclusions/recommendations contained in the Report is appended (Appendix-III.)

NEW DELHI;

March 18, 1983

Phalguna 27, 1904 (S)

A. C. DAS,

Committee on the Welfare of

Scheduled Castes and Scheduled Tribes.

CHAPTER I

INTRODUCTORY

A. Population Statistics

The total population of the Union Territory of Pondicherry according to 1981 census is 6,04,471. The number of Scheduled Castes amongst them and their percentage to the total population are:—

Scheduled Castes population	..	96,636
Percentage to the total population	..	15.99%

1.2 The break-up of the Scheduled Caste population occupation-wise is as follows:—

Occupation	Population
(i) Cultivators	.. 1,748
(ii) Agricultural labourers	.. 27,874
(iii) Household Industry	.. 280
(iv) Other workers	.. 7,741
(v) Marginal workers	.. 3,997
(vi) Non-workers	.. 55,216
Total:	<u>96,636</u>

1.3 The Union Territory of Pondicherry had four regions, namely, Pondicherry, Karaikal, Mahe and Yanam. The Scheduled Caste population in these districts is as under:—

(i) Pondicherry	... 74,029
(ii) Karaikal	... 18,987
(iii) Mahe	.. 73
(iv) Yanam	.. 2,547
Total:	<u>96,636</u>

1.4 Under the Constitution (Pondicherry) Scheduled Castes Order, 1964, the following fifteen castes have been declared as Scheduled Castes in the Union Territory of Pondicherry:—

1. Adi Andhra
2. Adi Dravida
3. Chakkilian
4. Jambuvullu
5. Kuravan
6. Madigam
7. Malla
8. Pakki
9. Pailan
10. Parayan
11. Samban
12. Thottl
13. Valluvan
14. Vetan
15. Vettlyan.

1.5 No tribe has been scheduled in the Union Territory of Pondicherry.

B. Organisational Set Up

1.6 The Pondicherry Administration headed by a Lieutenant Governor who is aided and assisted by a Council of Ministers consisting of the Chief Minister and five other Ministers. On the Administrative side, the Secretariat consists of Chief Secretary and a number of Secretaries. The field work is under the charge of various Heads of Departments.

1.7 The portfolios allocated to the Council of Ministers and distribution of work among Secretaries of Pondicherry Administration is at Appendix I and II respectively.

1.8 Prior to February, 1980, there was only one Department *viz.* Welfare Department which looked after all welfare measures including those for the welfare of Scheduled Castes. In February, 1980, this Department was bifurcated into two, *i.e.* the Department of Social Welfare and the Department for the Welfare of Scheduled Castes. Welfare measures common to all communities *e.g.* for the welfare of children, women, handicapped persons and maintenance and running of homes for socially deviant, deprived or distressed children, women, handicapped persons (including old people, cured lepers etc.) are the major areas of action under the Social Welfare Department. Schemes meant exclusively for the benefit of Scheduled Castes are looked after by the new Department for the Welfare of Scheduled Castes.

1.9 Asked during evidence whether any study has been made about the working of the new Department for the Welfare of Scheduled Castes, the Secretary, Ministry of Home Affairs has stated as follows:—

"After the creation of the Department, it has become a focal point for looking into all the problems, grievances, policy matters and programmes which come from the Government of India. The impression is that the creation of this Department would help administratively the solution of the problem. This Department has to be further strengthened, particularly from the view point of monitoring, where some more staff would be needed, because one percent of the Special Component Plan, which is supposed to be spent on monitoring would not suffice for a Union Territory like Pondicherry, as they do not have

the kind of nucleus set up which the other Union Territories have, either in a small way or big way. So, this will have to be administratively strengthened, particularly on the side of monitoring."

1.10 Asked whether the Home Ministry is convinced that there is need for a separate Department in each State/Union Territory, the Home Secretary has stated as follows:—

"Since the Union Territories are under our direct control, we will certainly advise them. If they have a separate Department, we will be quite happy. There is no objection on the part of the Ministry. In fact, we have been writing to them that the monitoring has to be made very effective. There is no doubt that if there is a separate Department, the identification and solution of the problem will be much more quick."

1.11 The Committee note that according to 1981 census, the Scheduled Caste population in Pondicherry comprises 16 per cent of the total population of the Union Territory and there are no Scheduled Tribes in Pondicherry. The Committee further note that in February, 1980 the Welfare Department in Pondicherry has been split up into two Departments, namely, Department of Social Welfare and Department for the Welfare of Scheduled Castes. Government feels that the new Department for the Welfare of Scheduled Castes needs to be strengthened by posting more staff for improving the monitoring system. In addition, the new Department is expected to serve as a focal point for looking into the grievances of Scheduled Castes and also for the effective implementation of various programmes for the welfare of Scheduled Castes population in the Union Territory. "The Committee recommend that additional staff may be posted in the Department for the Welfare of Scheduled Castes without any delay and without linking it with the Special Central Assistance. The Committee further recommend that the proposal for creating a separate department for the welfare of scheduled castes may be commended to the other Union Territories and States."

CHAPTER II

PLAN PROVISIONS

A. *Special Component Plan*

2.1 In her letter dated 12th March, 1980, to the Chief Ministers of States, the Prime Minister had observed as follows:—

“The objectives of the various development programmes in the Special Component Plan should be to enable Scheduled Caste families in the States to cross the poverty line within a short and specified period, if possible at least half of them in this Plan period itself. For this purpose, it is particularly important to take note of the developmental needs of the Scheduled Castes in each occupational category, identify the available opportunities suitable for them, formulate appropriate developmental programmes in the light of the above and build these programmes and corresponding outlays into the Special Component Plan”.

2.2 The Government of Pondicherry has fixed a target of 9000 families to be assisted during the Sixth Plan to enable them to cross the poverty line. The annual target during the Plan period is as follows:—

Annual Plan	No. of families targetted
1980-81	750
1981-82	2000
1982-83	2500
1983-84	2500
1984-85	1250
TOTAL	9000

2.3 In the Sixth Five Year Plan, a total outlay of Rs. 71.55 crores has been provided for the Union Territory of Pondicherry. Out of this amount, the flow to Special Component Plan for the Scheduled

Castes has been placed at Rs. 11.78 crores, i.e. about 10.6 per cent of the total provision. The sector-wise break-up of these provision is indicated below:—

S. No.	Sector	State Plan (Rs. in lakhs)	Flow to Outlay Component Plan (Rs. in lakhs)	Percentage Special Component Plan to total outlay
1	2	3	4	5
1	Agriculture	250.15	31.10	12.4
2	Land Reforms	15.00	—	—
3	Minor Irrigation	320.75	29.80	9.4
4	Soil Conservation	34.80	4.50	12.9
5	Animal Husbandry	145.00	15.00	10.3
6	Dairy Development	21.00	0.40	0.2
7	Fisheries	241.00	—	—
8	Forests	27.70	0.64	0.2
9	Community Development	190.00	88.43	47.9
10	Cooperation	295.00	38.87	12.5
11	Medium Irrigation	180.00	30.60	16.2
12	Flood Control	150.00	13.00	8.7
13	Power	726.00	60.00	8.3
14	Industries	284.00	65.00	22.9
15	Handlooms	350.00	—	—
16	Ports	250.00	—	—
17	Roads and Bridges	475.00	57.50	12.1
18	Road Transport	25.00	—	—
19	Tourism	—	60.00	—
20	Education	690.00	125.40	18.2
21	Medical & Public Health	300.00	6.05	2.0
22	Water Supply and Sewerage	500.00	50.00	10.0
23	Housing	653.00	180.00	27.6
24	Urban Development	—	87.00	29.00

1	2	3	4	5
25	Information and Publicity	22.60	3.00	13.2
26	Labour and Labour Welfare	56.00	4.00	7.1
27	Welfare of Backward Classes	260.00	228.00	87.7
28	Social Welfare	100.00	24.20	24.2
29	Nutrition	109.0	37.80	35.6
30	Economic Services	8.00		—
31	Statistics	10.00		—
32	Stationery & Printing	43.0		
33	Public Works	62.00		
	TOTAL	7154.50	1178.29	10.6

2.4 The Government of India is providing financial assistance in the form of Special Central Assistance for the Special Component Plan. It is an additive to the UTs programmes for the Scheduled Castes in the special component plan and is to be utilised for income generating schemes of economic development including back up services etc. The amount of Special Assistance received by the Administration during the last three years is given below:—

1980-81	Rs. 7.00 lakhs
1981-82	Rs. 10.37 lakhs
1982-83 (upto Sept. 1982)	Rs. 5.30 lakhs

2.5 The specific schemes for which Special Central Assistance was sanctioned during the years 1980-81 and 1981-82 are given below:—

Sl. No.	Scheme	Amount allotted (Rs. in lakhs)
1980-81:		
1	Setting up of 100 cycle hiring shops in small villages, large villages and urban areas by scheduled caste unemployed youths	3.60
2	Distribution of improved poultry to scheduled castes Agricultural labourers with 20 birds per unit	0.75
3	Pig rearing scheme—distribution of exotic pigs to 10 scheduled Castes Agricultural Labourers with 4 animals per unit	0.45

4	Duck rearing scheme - distribution of improved ducks to 10 Scheduled Caste Agricultural labourers with 20 dozen ducks	0.45
5	Sheep rearing scheme - distribution of improved rams and ewes to 20 Scheduled Caste Agricultural labourers and small/marginal farmers	0.75
6	Setting up of Agricultural Implements Centres in selected villages to provide employment to unemployed Scheduled Caste youths	1.00
	TOTAL	7.00

1981-82

1.	Setting up of Agricultural Implements Centres in selected villages provide employment to unemployed Scheduled Caste youths	1.40
2	Distribution of improved poultry to Scheduled Caste Agricultural Labourers with 200 birds	0.75
3	Pig rearing scheme - Distribution of exotic pigs to 10 Scheduled Caste Agricultural labourers with 4 animals per unit	0.45
4	Duck rearing [scheme - distribution of improved ducks to Scheduled Caste Agricultural Labourers with 20 dozen ducks	0.45
5	Sheep rearing scheme - distribution of improved rams and ewes to Scheduled Caste Agricultural labourers and small/marginal farmers	0.75
	TOTAL	3.80

2.6 When asked as to how the Special Central Assistance is being utilised, the representative of the Government of Pondicherry, during evidence, stated:-

"A lump sum is given under the Central Assistance; there is no categorisation. What we are doing is to prevent its being diverted for other purposes. We are giving that money completely for District Rural Development Agency so that it is spent only for bringing those families above the poverty line. We have started a cycle hiring scheme. We give money to persons to buy bicycles which they can give on hire. Then we help them to have small poultry, pig rearing, duck rearing units etc., which are employment oriented schemes. We supply them some of the modern agricultural implements which they keep in store and hire out to people on payment."

2.7 The following statement indicates revised outlay and expenditure during the years 1980-81 and 1981-82 under the special component plan.

(Rs. in lakhs)

Sl. No.	Sector	1980-81		1981-82		1982-83
		Revised Outlay	Expr. as in DAP 1982-83	Revised outlay	Expr. as in March 1982	Approved
1	2	3	4	5	6	7
1	Agriculture	4.50	3.96	6.20	6.20	6.50
2	Minor Irrigation	10.66	10.19	2.31	2.32	3.47
3	Soil Conservation	0.20	0.20	0.40	0.40	0.55
4	Animal Husbandry	1.68	1.15	0.50	0.41	1.62
5	Dairy Development	0.08	0.02	0.10	0.06	0.10
6	Forests	0.08	-	0.08	0.08	0.03
7	Community Development	9.89	7.70	18.78	10.29	18.64
8	Cooperation	0.10	0.10	3.29	2.95	11.10
9	Medium Irrigation	4.32	2.89	4.96	4.69	
10	Flood Control	1.90	1.26	2.40	1.76	
11	Power	5.00	1.69	7.00	4.31	9.00
12	Industries	12.50	9.90	15.14	13.58	14.50
13	Roads & Bridges	12.59	9.31	17.01	19.00	14.12
14	Education	16.08	16.08	28.28	28.28	37.74
15	Medical & Public Health	0.91	0.91	1.30	1.40	3.75
16	Sewerage & Water Supply	8.35	7.54	9.36	9.18	10.41
17	Housing	15.07	12.83	34.73	20.13	48.01
18	Urban	7.75	4.31	8.85	8.85	18.03
19	Information & Publicity	0.60	0.70	1.59	1.07	1.40
20	Labour & Labour Welfare	0.55	0.32	0.66	0.48	0.85
21	Welfare of Backward Classes	48.87	47.01	52.45	52.59	45.02
22	Social Welfare	2.37	1.55	5.65	5.33	3.70
23	Nutrition	4.30	4.26	8.10	7.22	11.06
TOTAL		168.45	143.88	229.14	200.58	259.60

2.8 It is seen that out of a total provision of Rs. 1154.49 lakhs under the Special Component Plan of the Union Territory, the expenditure incurred/estimated to be incurred during the first three years of the Sixth Plan is as follows:—

1980-81 .	Rs. 143.88 lakhs
1981-82 .	Rs. 200.58 lakhs
1982-83 .	Rs. 259.60 lakhs (Estimated)
TOTAL .	Rs. 604.06 lakhs

2.9. As regards quantification of funds for inclusion in the Special Component Plan, the Commissioner for Scheduled Castes and Scheduled Tribes has, in his 27th Report, 1979—81 (para 4.20) observed as under:—

“It was observed that a number of States were not able to earmark outlays from the General Sectors in proportion to the Scheduled Caste population in the State concerned, thus finding it difficult to formulate optimal Special Component Plans. According to the State Governments the reason for such a state of affairs is that the bulk of their plan allocations are for sectors which are non-divisible viz., power, communications, irrigation, etc., leaving too little in the divisible sectors from which their Special Component Plans have to be drawn”.

2.10. The following criteria have been laid down for quantification of funds for inclusion in the Special Component Plan:—

- (a) In family/individual oriented scheme, the beneficiaries can be individually identified. In such programme a percentage of outlays is included in the Special Component Plan corresponding to the planned percentage of Scheduled Castes among the programme beneficiaries.
- (b) There are some programmes which are likely to benefit the Scheduled Caste basties as a whole. These include drinking water supply, street lighting, link roads (to and from basties) and so on. In such schemes, the cost of providing the facility in/to the basties (not to the whole village) is included in the Special Component Plan.

- (c) Where any services/facilities such as primary schools, panchayat ghars, drinking water wells etc. intended for the entire village, are located in the Scheduled Caste Basti, the entire cost is included in the Special Component Plan. State Government of Tamil Nadu, Maharashtra, Uttar Pradesh, Madhya Pradesh etc., have issued orders that in future all new community facilities proposed to be provided in a village should be located in Scheduled Caste Basties. This serves the objective of promoting social integration while removing the scope for discrimination against members of the Scheduled Castes and meeting the needs of the Scheduled Castes as well as of the rest of the village.
- (d) There are certain schemes like minor irrigation which benefit a group of individuals. In such cases the entire outlay is quantified in the Special Component Plan if 51 per cent or more of the Command area is comprised within the holdings of the Scheduled Castes. Another example is the environmental improvement of slums with 51 per cent or more of Scheduled Castes population. Furthermore, outlays for assisting co-operation and other such institutions are also included in the Special Component Plan provided at least 51 per cent of the membership of such societies/51 institutions is from among the Scheduled Castes and the benefits will go to the Scheduled Castes in no less proportion. In such cases, where the relevant Scheduled Caste proportion is less than 51 per cent, inclusion in SCP is not made. It has also been noted that where benefits clearly flow and can be made to flow to individuals, the criterion at (a) above will apply and not (d). For example, where assistance of Rs. 1,000/- per hectare is given for assigned lands and 51 per cent or more of the beneficiaries are all the Scheduled Castes, it will not be correct to include cent per cent total expenditure under this programme in the Special Component Plan.
- (e) The State Governments make provision in the State Plans for contributing to the share capital of State Loans Development Banks, State Co-operative Banks, Co-operative Marketing Organisations etc. Such organisations are thereby enabled to raise lending to their members. A percentage of outlays for share capital contributions for such institutions corresponding to the planned percentage

of lending by such institutions to their Scheduled Caste members, is also quantified in the Special Component Plan.

- (f) Wages are not included in the Special Component Plan.
- (g) In the matter of general infrastructure located outside the Scheduled Caste basti, like schools, roads, hospitals, etc., a rational arithmetical proportion of the total outlay on the basis of the percentage of the Scheduled Caste in the area or among the users, is not computed and included in the Special Component Plan.

[Jt. Secretary, Ministry of Home Affairs' D.O. No. BC 11014/51/81-SCBCD III dated Jan. 1982].

B. Small Farmers Development Agency/IRDP

2.11 Certain programmes for ameliorating the economic condition of small/marginal farmers, agricultural labourers etc., were started in December, 1970 under the aegis of the Pondicherry Marginal Farmers and Agricultural Development Agency. The Small Farmers Development Agency programme was merged with the Integrated Rural Development Programme with effect from 2nd October, 1980. Statements showing the benefits provided to Scheduled Caste persons in the Union Territory under SFDA Programme since 1970 and later under the IRD programme, are given below.

Sl. No.	Name of Scheme	Achievements		
		Financial	Total No. of beneficiaries	No. of Scheduled Caste beneficiaries
1	2	3	4	5
		(Rs. in lakhs)		
I. AGRICULTURE				
1	Bullock Carts	0.79	123	22
2	Bullocks	1.27	728	212
3	Sprayers	0.61	668	129
4	Agricultural Implements	0.03	102	84
5	Demonstration Plots	2.82	3467	1432
6	Input Subsidy	0.48	—	—

1	2	3	4	5
		(Rs. in lakhs)		
II. MINOR IRRIGATION				
1	Community Well	6.48	650	132
2	Tube Well	6.53	463	89
3	Failed Well	0.03	—	—
4	Pumpset/Oil Engine	0.06	22	—
III. ANIMAL HUSBANDRY				
1	Milch Animals	39.56	650	132
2	Poultry keeping	1.58	156	20
3	Duck rearing	0.26	30	30
4	Goat rearing	0.10	48	22
5	Fisheries	6.10	932	—
6	Sheep rearing	0.19	33	58
7	Infrastructure	0.33	—	—
IV. MARKETING & STORAGE				
1.	Storage bins	0.06	32	—
2	Marketing Yard	1.20	—	—
V. RURAL ARTISAN PROGRAMMES				
		0.32	—	—
VI. STRENGTHENING OF COOPS				
		2.73	—	—
1	Share Capital Loan	1.73	—	—
2	Managerial Subsidy	1.00	—	—
VII. RURAL WORKS PROGRAMME				
		5.09	1800	1116
VIII. TRAINING PUBLICITY & INFORMATION				
		0.36	—	—
IX. CUSTOM SERVICE				
		4.32	—	—
X. ADMINISTRATIVE CHARGES				
		23.00	—	—
XI. RISK FUND				
		6.78	—	—
TOTAL		111.08	16657	4933

Percentage of Scheduled Caste beneficiaries

29.6%

Statement showing the Financial and Physical achievements under IRD Programme in the Union Territory of Pondicherry from inception to 31-3-1982

Sl. No.	Year	Total Expr.	Total beneficiaries	S.C. beneficiaries	Total Expr. for SC
(Rs. in lakhs)					
1	1978-79 } 1979-80 }	8.43	2309	579	1.56
2	1980-81	13.12	1127	229	1.13
3	1981-82	18.57	2591	445	1.32
TOTAL		40.12	6027	1253	4.01

2.12 It is seen from the above statements that under the SFDA programme, out of a total of 16,657 beneficiaries, the number of Scheduled Caste beneficiaries was 4,933 i.e. 29.6 per cent. The total expenditure incurred for various schemes was Rs. 111.08 lakhs. The expenditure incurred for Scheduled Caste beneficiaries has not been furnished separately.

2.13 Under the IRD Programme, the total expenditure incurred during the years 1978-79 to 1981-82 was 40.12 lakhs out of which the share of Scheduled Caste beneficiaries was Rs. 4.01 lakhs, i.e. about 10 per cent. The total number of beneficiaries was 6027 out of which Scheduled Caste beneficiaries were 1253, i.e. about 20 per cent.

C. Development Corporation for Scheduled Castes

2.14 It has been stated that the Planning Commission had not agreed to the setting up of a Scheduled Castes Development Corporation for the Union Territory of Pondicherry. In this connection, the Committee have been informed as under:—

“A proposal for creating a Scheduled Caste Development Corporation was included in the Draft Sixth Five Year Plan (1980—85) and also in the Annual Plan 1981-82. This proposal was not approved by the Planning Commission. It was expressed during the discussions that for a small territory like Pondicherry, there is no need to have a Scheduled Caste Development Corporation and creation of a Corporation would only increase the overheads and the corporation will not be viable. The observation of Planning Commission on this subject is given

below: (Extracts of the Minutes of Discussion on Special Component Plan with the Planning Commission held on 6-10-1980).

The Administration has proposed the setting up of a Scheduled Caste Development Corporation. Considering that the territory is small in area and creation of a Corporation would only increase the overheads and the Corporation will not be viable, the proposal is not recommended.'

Pondicherry Administration is of the view that a separate Scheduled Caste Development Corporation is very essential. About 16 per cent of the population of the territory belong to Scheduled Castes. Hence it is possible to run the corporation as a viable agency. In regard to increase of overheads, it can be ensured that only the minimum staff are created to man the corporation. In the functioning of the Government Department a number of financial procedures and restrictions have to be adhered to. When a separate Scheduled Caste Development Corporation is set up it will be possible to overcome the procedural difficulties and implement the development schemes for Scheduled Castes speedily and adequately. It would also be possible to make use of institutional finance on a larger scale for development of Scheduled Castes."

D. Budget Head for Special Component Plan Schemes

*2.15 During discussion by the Finance Secretary, Pondicherry with the Comptroller and Auditor General of India in May, 1982, a request had been made for permission to the Union Territory Administration to open new sub-heads in the budget for the Special Component Plan outlays. The Ministry of Home Affairs was requested to take up the matter with the Comptroller and Auditor General of India since the new sub-heads to be opened in the budget for Special Component Plan outlays have all-India application.

*2.16 The Comptroller and Auditor General of India in general circular No. 34-AC/1982 dated 9-6-1982 has intimated that powers for opening of sub-heads and detailed heads are now delegated to Accountant General-II, Tamil Nadu, Madras who is the accredited Accounts Officer to Pondicherry Government. This delegation of

*At the factual verification stage, the Ministry of Home Affairs have stated vide their O.M. No. 16015/19/82—PCRCELL (SCBCD-III) dated 17th March, 1983 that the issue of new sub-heads in the Budget for the special component plan outlays has already been discussed with the Ministry of Finance, Controller General of Accounts, Comptroller and Auditor General of India and a decision to open sub-heads for the Special Component Plan has already been taken and communicated to all concerned vide : MHA's letter No. 14011/8/79-SCBCD III dated 21 January, 1983.

powers came into effect from 1-4-1982. The Pondicherry Government now proposes to move for the advice and approval of the Accountant General-II, Tamil Nadu, Madras for opening sub-heads for the Special Component Plan outlays for incorporating the same in Budget Estimates 1983-84.

2.17 The Committee feel unhappy that the provision made in the Special Component Plan for Scheduled Castes in the Union Territory of Pondicherry in various sectors was not fully utilised in 1980-81 and 1981-82. During 1980-81 against the total revised allocation of Rs. 168.45 lakhs, the actual expenditure was Rs. 143.88 lakhs and in 1981-82 against the total allocation of Rs. 229.14 lakhs the actual expenditure was only Rs. 200.58 lakhs. The Committee recommend that the funds allocated for the welfare of Scheduled Castes should be properly and fully utilised in all sectors. It should also be ensured that the plan outlay is spent within the plan period after streamlining and coordinating the activities of various agencies responsible for the execution of schemes.

2.18 In the Sixth Five Year Plan, a total outlay of Rs. 71.55 crores has been provided for the Union Territory of Pondicherry. Out of this amount, the flow to Special Component Plan for the Scheduled Castes has been placed at Rs. 11.78 crores i.e. about 10.6 per cent of the total provision. The population of Scheduled Castes in the Union Territory of Pondicherry was 15.46 per cent according to 1971 census and is estimated to be 15.99 per cent according to 1981 census. The percentage outlay under the Special Component Plan is thus considerably less than the percentage of Scheduled Caste population in the Union Territory.

2.19 The State Plan outlays in the general sector include schemes in the non-divisible sectors, such as power, irrigation, communications etc. However, it is generally not possible to quantify precisely the benefits that flow from the non-divisible sectors to the Scheduled Castes and the Scheduled Tribes. At the same time it is noticed that the benefits from funds quantified under the Special Component Plan flow not only to the Scheduled Castes but also to other persons living in the areas of Scheduled Castes concentration where common facilities are provided, e.g. schools, drinking water wells, street lighting, link roads, minor irrigation schemes, hospitals, health centres etc. The Committee are therefore of the view that the provision in

the Special Component Plan of the Union Territory of Pondicherry needs to be enhanced so that it is not less than the percentage of the Scheduled Caste population of the Union Territory.

2.20 The Committee note that the Pondicherry Administration is of the view that a separate Scheduled Caste Development Corporation is essential for the Union Territory for the development of Scheduled Castes who comprise 16 per cent of the total population. However, the Planning Commission is of the view that the Union Territory being small in area the creation of a Corporation would only increase the overheads and it will not be a viable proposition. The Committee recommend that the Scheduled Caste Corporation should be set up in Pondicherry.

CHAPTER III

SCHEMES FOR ECONOMIC DEVELOPMENT

A. Land

3.1 The Committee have been informed that the Ceiling on Land holdings and acquisition of surplus land is governed by the Pondicherry Land Reforms Act, 1973, the salient features of which are as under:—

- (i) This Act takes retrospective effect from 24-1-1971.
- (ii) The ceiling area in the case of every person and in the case of every family consisting of not more than 5 members has been fixed as six standard hectares.
- (iii) The ceiling area for a family consisting of more than 5 members will be 6 standard hectares together with an additional 1.2 standard hectares for every member in excess of five subject to a maximum of 12 standard hectares.
- (iv) The term 'standard hectare' has been defined based on the assessment of the land.
- (v) "Family" for the purpose of the Act means the person, the wife or husband as the case may be of such person and his or her minor sons and unmarried daughters.
- (vi) The cultivating tenants ceiling area is fixed at 2 standard hectares.
- (vii) The surplus lands taken possession of by the Government will be distributed to various categories of weaker sections as per priority laid down in the rules.
- (viii) The exemptions provided in the Act are as follows:—
 - (1) any land held by the Central Government or any State Government or any local authority.
 - (2) any land held by—
 - (a) any charitable or educational institution of public nature;

- (b) any religious institution;
 - (c) any public trust, or religious trust of a public nature, existing on the appointed day;
 - (d) any agricultural University constituted by any law;
- (3) any land in respect of which the Government has granted permission to any industrial or commercial undertaking under Sec. 23 and such permission continues to be in force.
- (ix) The amount of compensation payable for the surplus land taken over under the Act is restricted to Rs. 5,000/- per standard hectare irrespective of the quality of land.

3.2 Specific provision has been made in the Rules framed under the Act to distribute surplus land to landless agricultural labourers belonging to Scheduled Castes, and other categories subject to the conditions that the allotment to the persons in various categories, except persons who have been dispossessed of their holding/cultivation as a result of the implementation of the Act, shall be made having regard to the number of applications received in each category and the total availability of the surplus land.

3.3 Under the Act, the total returns filed by persons both voluntarily and on official initiative is 311. The estimated area of surplus land is about 1,200 hectares. The area taken possession of is 407 hectares of which 366 hectares have been distributed to 1,010 persons. Out of 1,010 persons to whom land was allotted 736 belonged to Scheduled Castes. The percentage of Scheduled Caste beneficiaries works out to 73 approximately. The total land allotted to Scheduled Castes is 247 hectares which is 62 per cent of the total land distributed.

3.4 The lands taken possession of are parcelled out by the Department in convenient plots before assigning to landless persons. The physical possession of the land is also given to the beneficiaries by identifying the plots to them.

3.5 The lands distributed in the Union Territory are stated to be fit for cultivation. The needy assignees are getting financial and other assistance from banks, etc., in the usual manner. Besides, fifty-eight eligible assignees were granted financial assistance at the rate of Rs. 250/- each in kind and in cash by the Pondicherry Administration under the Central Sector Schemes during the year 1961-62.

3.6 Asked whether any complaints have been received by the Administration that several outsiders have acquired land in Pondicherry in the name of local Scheduled Castes, the Committee have been informed that, no such complaints have so far been received. The reason is that under the land distribution rules, first preference is given to the cultivating tenant. The benefits are thus available to local people who have been cultivating the land for a number of years.

3.7 It has been stated that except in one case, all other allottees are found to be in possession of the land. For that one case, suitable action for restoring the possession is being taken.

Land Records

3.8 It has been stated that during the Fifth Plan period, resurvey and resettlement work had been conducted and the same has been completed. Consequent on the survey and settlement, the following registers have been prepared under Section 13 of the Pondicherry Settlement Act:

- (i) Settlement Register.
- (ii) Register of Rights.

3.9 The settlement Register contains survey number and subdivision-wise information regarding the extent of land, the assessment, the name of the registered holder, the name of the tenant and description of Government peramboke lands. The Register of Rights is a holding-wise register showing the name of the lessee or sub-lessee or share-cropper, period of tenancy and extent of land cultivated.

3.10 The Directorate of Survey and Land Records has taken up the updating of land Registry and issue of patta pass book as a new scheme which is being implemented during the year 1982-83. The work is proposed to be completed by the end of the Sixth Plan period i.e. March, 1985. Patta pass books have to be prepared and issued after updating the land records. Action is being taken to pass legislation for making the patta pass books, to be issued under the new scheme, legally valid.

3.11 Asked why a legislation was being contemplated before issuing such pass books, the representative of the Government of Pondicherry stated during evidence that patta pass book itself did not give any legal right. It came out of the original land record-

maintained by the revenue organisations. Legislation was necessary so that a valid entry in the pass book with a seal of the Revenue Department would give a legal right to the holder of such pass book.

3.12. The Pondicherry Land Reforms Act was passed in the year 1973. When asked why there has been delay in completion of survey work, the representative of the Government of Pondicherry stated during evidence that the survey of land was a massive task. Since a large number of transfers and mutations had taken place, there was a need for resurvey.

3.13 It has been stated that Scheduled Caste allottees of surplus land are being issued pattas regularly. Patta pass books will be issued to them alongwith others after the proposed legislation is enacted.

3.14 The Committee have been informed that the estimated area of surplus land in the Union Territory was 1200 hectares out of which 407 hectares had been taken possession of and 366 hectares distributed to 1010 persons. Out of this, the land allotted to Scheduled Caste persons was 247 hectares (62 per cent) and the number of Scheduled Caste beneficiaries was 736 (73 per cent). The Committee do not feel happy about the progress made in taking possession of the surplus land available in Pondicherry. The Committee consider that the remaining surplus identified land should be taken possession of immediately and its distribution among eligible Scheduled Caste persons should be ensured.

3.15 The Committee regret to note that although the Pondicherry Land Reforms Act was passed in the year 1973, the work regarding updating of land records has not been completed so far. The representative of the Government of Pondicherry stated during evidence that the delay was due to the fact that a large number of transfers and mutations had taken place and the resurvey of land was a massive task. The Committee are of the view that this plea hardly justifies the delay of almost 10 years. The Committee have now been assured that this work will be completed by the end of the Sixth Plan period, i.e. by March, 1985.

3.16 The Committee would like to be informed of the latest position regarding the legislation contemplated by the Government of Pondicherry for giving legal status to the patta pass books which are proposed to be issued to the owners of land in the Union Territory.

The Committee need hardly stress that the issue of pattas should not be delayed on the plea that necessary legislation had not been passed for giving legal right to the holder of such pass book.

3.17 The Committee understand that there is no legislation applicable in the Union Territory of Pondicherry to restrict the transfer of land belonging to a Scheduled Caste to a non-Scheduled Caste. The Committee recommend that the Government should consider the desirability of having a suitable legislation in this regard as has been done in some other States.

B. Agriculture

3.18 In the Agriculture Department of the Pondicherry Administration a Scheduled Caste Development Cell has been constituted for guiding and monitoring the implementation of the Special Component Plan. This Cell had undertaken a detailed survey in the year 1978-79 and identified 2269 Scheduled Castes farmers. Identity Cards have been issued to them so that they have an easy access to the Department for obtaining the benefits intended for them. Each and every person in the field staff has been allotted a group of Scheduled Caste farmers so that the former could assist the latter in deriving the benefits: In general, the following benefits are being extended under various schemes:

- (1) Lay out of demonstrations on crops like paddy, sugarcane, cotton, groundnut and pulses in order to educate the Scheduled Caste farmers in the improved methods of cultivation and thereby increasing the production.
- (2) Distribution of improved seeds of groundnut, pulses, green manures, cumbu, etc. at subsidised cost.
- (3) Grant of subsidy for bricklining of compost pits and production of super reinforced compost.
- (4) Distribution of plant protection chemicals at subsidised cost.
- (5) Distribution of power sprayers to the agricultural landless labourers for securing self-employment.
- (6) Distribution of vegetable seeds and lay out of kitchen gardens.
- (7) Distribution of fruit seedlings and coconut seedlings at subsidised cost.

- (8) Conducting of training camps exclusively for Scheduled Castes farmers and farm women in order to improve their technical know how in agriculture.
- (9) Grant of subsidy for sinking of bore wells and installation of pump sets.
- (10) Execution of soil conservation works like reclamation of saline/alkaline lands, channel lining, pipe-lining etc. by giving loan-cum-subsidy.

3.19 It has been stated that in the agriculture sector, a complete survey of Scheduled Caste farmers was made in 1978-79 and individual family identification cards have been given to 2289 families. These cards contain name and address of the farmers, survey number of land cultivated, ownership/tenancy particulars, extent of land cultivated, nature of land and source of irrigation etc. The benefits extended to the farmers are entered in these cards so that uniform flow of benefits among them can be monitored.

3.20 The Committee wanted to know whether identification of families living below the poverty line had been completed. In reply, the representative of the Government of Pondicherry stated that the work was started in May—June, 1982 and was expected to be completed in November, 1982. When asked why the identification work had not been completed even though 2½ years of the Sixth Plan were already over, the witness has stated during evidence that the data compiled by the Small Farmers Development Agencies related to the holding of the individual, whether small, marginal or medium. The emphasis now is on the total earning of the family to determine whether it is above or below the poverty line. When the data is available, all the benefits would be provided to the families living below the poverty line.

3.21 For the purpose of providing benefits under the Integrated Rural Development Programme, a family whose annual income from all sources is below Rs. 3500/- is considered to be below the poverty line.

3.22 In the 27th Report of the Commissioner for Scheduled Castes and Scheduled Tribes, 1979-81 (para 1.4) it has been stated that the concept of poverty followed by the Government so far for measuring people below the poverty line has been in terms of percentage of house-holds with calories intake below certain prescribed

minimum level. The poverty line, as defined by the Planning Commission's "Task Force on Projections of Minimum Needs and effective consumption Demands" in 1977, is "the mid-point of the monthly per capita expenditure class having a daily calories intake of 2,400 per person in rural areas and 2,100 in urban areas". Accordingly the mid-point in 1979-80 prices is put at Rs. 76 for rural areas and Rs. 88 for urban areas.

3.23 In para 1.14 of the 27th Report it has been stated that after re-examination of the poverty levels, the Planning Commission redefined the poverty line based on per person requirement of calories and the consumer expenditure worked out by the 32nd Round of the National Sample Survey.

3.24 In the Sixth Five Year Plan document (Page 16), for the purpose of assessing the number of persons below the poverty line in various States, the all India poverty line of Rs. 65/- per capita per month in 1977-78 prices, corresponding to minimum daily calorie requirement of 2400 per person in rural areas and of Rs. 75/- per month corresponding to daily calorie requirement of 2100 in urban areas has been assumed.

3.25 According to 1981 census, the total population of the Union Territory of Pondicherry was 6,04,471 out of which the scheduled caste population was 96,636, i.e. 15.99 per cent of the total population. The distribution of Scheduled Caste population, occupation-wise is broadly as follows:—

(i) Cultivators	..	1,748
(ii) Agricultural Labourers	..	27,674
(iii) Household Industry		260
(iv) Other workers	..	7,741
(v) Marginal workers	..	3,997
(vi) Non-workers	..	55,216
		<hr/>
	Total:	96,636
		<hr/>

3.26 Thus out of a working Scheduled Caste population of 41,420 (96,636—55,216), the number of agricultural labourers alone was 27,674.

3.27 According to 1981 census, the number of Scheduled Castes classified as cultivators in the Union Territory was only 1748 while

the Agriculture Department had identified 2,265 Scheduled Caste farmers and issued identity cards to them. The Committee enquired during evidence as to why there was a difference in the figures of the 1981 census and the figures of the Agriculture Department arrived at as a result of a survey conducted in 1978-79.

3.28 The Chief Secretary, Government of Pondicherry has explained that the figure of 1748 cultivators is in respect of land owners only but the Agriculture Department's identity cards covered both land owners as well as the cultivating tenants. That is the reason why the figure of Agriculture Department is higher than the number of cultivators owning land.

3.29 Asked whether the cultivating tenants who had been issued Patta Cards had not been classified as cultivators the Secretary, Ministry of Home Affairs has stated as follows:—

“I think I will ask the Union Territory Administration to check up this variation but as far as I understand, there is the question of types of holdings, the ownership holdings and the operational holdings. The hon. Member has already mentioned that once they get the regular tenancy right on behalf of the Government then they will naturally go out of the operation holdings category to the ownership category. It is always a gap of time. Sir, your basic point is well taken that if they get right, they should get all facilities.”

3.30 When the Committee enquired about the facilities given to Scheduled Caste allottees of land, it has been stated in a note that a number of schemes are being implemented to benefit Scheduled Caste farmers, particularly for the benefit of those who have received allotment of surplus land.

3.31 The Revenue Department provides initial grant of Rs. 250/- per acre for commencement of agricultural operations. The Agriculture Department distributes improved seeds, oil seeds, green manure pesticides—all at 75 per cent subsidy. Further they provide Rs. 200/- for construction of compost pits along with Rs. 40/-. Some fruit seedlings are provided free of cost to them. Subsidy to the extent of 75 per cent is given for soil conservation schemes such as land levelling, pipe lining and land reclamation. In addition to these the Department of Welfare of Scheduled Castes provides free of cost agricultural implements such as spades, ploughs, hand-

operated sprayers, etc. The assistance for purchase of bullock and bullock carts is being extended through the District Rural Development Agency (DRDA).

3.32 The Administration introduced schemes in 1981-82 for setting up of agricultural implements hiring centres by the unemployed Scheduled Caste youth. A sum of Rs. 2.40 lakhs was sanctioned as a special central assistance for the above scheme. It was envisaged that 53 such hiring centres would be set up. The investment in each centre would be Rs. 6000/-.

3.33 A subsidy to the extent of 75 per cent, i.e. Rs. 4,500/- would be provided by the Government and the remaining amount funded as loan from bank. In a note furnished to the Committee after the evidence, it has been stated that the Centres are yet to be opened. However, 53 beneficiaries have been selected and imparted training in the handling of implements. 75 per cent subsidy amount has been released in favour of 40 beneficiaries. Release of subsidy in favour of the remaining 13 beneficiaries is under consideration.

3.34 As regards irrigation facilities made available to the Scheduled Castes, the Committee have been informed that there is assured irrigation facilities both from canals and tube wells for about 87 per cent of the net area cultivated. This fairly meets the requirements during the normal years. However, during the years of scanty rainfall in the catchment area of the irrigation system or fall in the ground water level due to scanty rainfall serious difficulties are experienced. Due to geographical conditions and proximity to the sea, the scope for further improvement of irrigation facilities is rather limited. However, better utilisation of existing resources is hoped to be better achieved by adopting more scientific water management techniques.

3.35 It has been stated that new bore sets and bore drills are hired out under the Bore well Scheme for sinking of shallow and deep tube wells. More water exploration studies are conducted to identify Deep Aquifers for increased exploitation of irrigation facilities. Under the State Tube-well Scheme deep tube wells are being constructed. Rigs are being hired out for sinking deep tube wells. In the Karaikal region, community wells are being sunk for groups of farmers.

3.36 Under the Special Component Plant, 75 per cent subsidy is granted for sinking shallow or medium tube wells including the cost of pipes, pump sets and construction of pump sheds.

3.37 When the Committee enquired about the total area of irrigated land with the Scheduled Castes, the Chief Secretary, Government of Pondicherry has stated that the total land with Scheduled

Caste cultivators is about 1090 hectares and 80 per cent of that land is irrigated. For the remaining 20 per cent land there are no schemes at present to provide irrigation facilities as in certain areas there is no irrigation potential. However, the cultivators and the land which remain un-irrigated have been identified.

3.38 The witness has further stated that for deep bore-well there is a scheme and 50 per cent is given as subsidy.

3.39 The total cost of one bore-well is about Rs. 50,000 (for a 150 feet well) out of which Rs. 25,000* is given as subsidy. Scheduled Caste cultivators are also given priority under this scheme.

3.40 When the Committee enquired what would happen if the bore-well failed in the case of Scheduled Caste person and whether Rs. 25,000 plus interest had to be paid by him, the Chief Secretary, Government of Pondicherry stated that a scheme had been formulated for such cases but it had not been approved so far. To regenerate a failed bore-well a new scheme was being prepared.

3.41 Asked whether Scheduled Castes are getting loans freely from the Nationalised Banks to augment their Agricultural activities, the Committee have been informed that the flow of credit from the Nationalised Banks to the Scheduled Castes has not been very satisfactory. In fact, loan advances to the agricultural sector under various programmes linked with D.R.D.A. (District Rural Development Agency) have not been adequate. Periodic coordination meetings are held with the lead bank and representatives of all other banks and the concerned governmental departments to bring about improvements. The main difficulties expressed by the banks relate to poor repayment of past advances and constraint on their own resources. In so far as the repayment is concerned, it has been impressed on the banks that poor repayment of loans should not be reason enough to discontinue the advances. The solution is to find more efficient means of effecting recoveries. The various government departments have already been asked to assist the banks in the recovery of their dues as and when approached by the banks. So far as the constraint on resources is concerned, in spite of various policy statements issued by the Ministry of Finance and the Reserve Bank to the effect that there will be no constraint on resources so far as the rural development and the priority sectors are concerned, such constraints are in fact being felt at the field level by the Branch Managers.

*At the factual verification stage, the Government of Pondicherry (Department of Welfare), vide their d.o. No. 128/PA/Dev/S/89. Dt. 25th March, 1983 have corrected the figure as under :

Read	Instead of
37,500 (75%)	25,000

3.42 In this connection, the Committee have been further informed by the representative of the Ministry of Home Affairs during the course of evidence as under:—

“So far as the flow of credit is concerned, where loans have necessarily to be obtained from the Commercial Banks, alternative source of financing does not apply. As I said, we are not leaving it to the applicants to go to the banks and process the applications. We are collecting the applications, consolidating and sending them to the banks and then we discuss with them. Loans were sanctioned despite many of the banks having expressed their concern about the poor recovery of the past loans given to them. If the recovery of the past loans was bad, it is not the reason for giving up further loans. It should not be the approach. We have told the banks that we are willing to extend our fullest cooperation in recovering the loans. The banks are welcome to send the details of the defaulters so that we could try and persuade them. We expect that the wilful defaulters would come and pay the loan. After this we would be able to get a fair part of recovery of loan. This is a vulnerable sector and we feel that the banks should be more large hearted in giving loan to them.”

3.43 The Committee pointed out that an agriculturist had to contact several agencies for getting loans for agricultural implements, seeds, live-stock etc. The representative of the Government of Pondicherry during evidence has stated:—

“We have recently created Department of Rural Development in the Government where the Project Director of District Rural Development Agency functions as Director of Rural Development. All these things which are given from various agencies, we hope to coordinate them. In D.R.D.A., the individual is not told to go and apply to the bank. D.R.D.A. receives the application, scrutinises it, processes, gets the sanction and gives the loan.”

3.44 The Committee note that in 1978-79 the Agriculture Department had carried out a survey and had identified 2269 Scheduled Caste farmers in Pondicherry. Identity Cards had been issued to these identified farmers to enable them to get the various benefits in the Agriculture sector. The Committee further note that according to the 1981 Census figures there were only 1748 cultivators in

Pondicherry and the bulk of the Scheduled Castes numbering 27674 had been classified as agricultural labourers. As such, the Committee stress that family-oriented schemes which can give direct benefit to the Scheduled Caste agricultural labourers will have to be formulated and effectively implemented. In view of the fact that availability of surplus land in Pondicherry is quite limited the Union Territory Administration may not be able to allot land to all those agricultural labourers. There should therefore be greater emphasis on preparing schemes for setting up small scale and cottage industries so that these agricultural labourers can devote their spare time towards these small industries and thereby supplement their income. It is needless to say that unless new schemes which aim at raising the economic standard of these down-trodden people are expeditiously implemented the target of bringing at least 50 per cent of the families above the poverty-line by the end of the Sixth Plan period may not be achieved. The Committee need hardly stress that in the absence of proper identification of Scheduled Caste beneficiaries and implementation of specific schemes to suit their requirements there is every possibility that the funds being spent by the Union Territory Administration may not bring about the desired results.

3.45 At present Identity Cards issued by the Department of Agriculture, Government of Pondicherry to the Scheduled Caste beneficiaries contain columns for survey number of land cultivated, ownership/tenancy particulars, extent of land cultivated, source of irrigation etc. The Committee feel that the identity cards which may be called "Vikas Patrika" or given a suitable nomenclature, should be made comprehensive and printed in the form of a booklet. These may contain other details such as:

- (i) Family particulars.
- (ii) Level of Education.
- (iii) Description of House Site and House.
- (iv) Records of Rights copy and inclusion and exclusion (Khata, Plot, particulars of land, class of land and extent of land).
- (v) Livestock (Description of cattle, goats, sheep and birds etc. and number).
- (vi) Moveable properties (worth above Rs. 50/-).
- (vii) Annual income and source of income.
- (viii) Bank loans.
- (ix) Loans from Cooperative Societies.
- (x) Loans from other sources.

- (xi) Assistance from Government (Agricultural operations).
- (xii) Assistance from Government (other schemes).
- (xiii) Miscellaneous (Such as special events, marriage, cyclone, drought etc.).

Items Nos. (viii) to (xii) should include particulars of credit, debit and balance.

In cases where assistance is provided by the Government the particulars may be entered and authenticated by the disbursing agencies.

3.46 The Committee recommend that the "Vikas Patrika" should be introduced in all the States and Union Territories. The Committees are of the view that this would go a long way in proper monitoring of assistance given to the beneficiaries, to find out what further assistance is required and to know the impact of the various schemes on the economic development of the beneficiaries.

3.47 The concept of poverty followed by the Government so far for measuring people below the poverty line has been in terms of households with calorie intake below certain prescribed minimum level. However, the Planning Commission has re-defined the poverty line based on per person requirement of calories and on the consumer expenditure. The Committee are in agreement with the view of the Planning Commission and feel that the poverty level should be based not only on the per person requirement of calories but it should also take into consideration the essential consumer expenditure incurred by a person. The Committee recommend that definite guidelines for fixing the criterion of poverty line should be issued for the guidance of the field staff so as to enable them to properly identify the people who fall below the poverty line.

3.48 The Committee note that the Scheduled Caste allottees of land are given an initial grant of Rs. 250/- per acre for commencement of agricultural operations. Besides this grant, the Agriculture Department also distributes improved seeds, manure, pesticides etc. at 75 per cent subsidy. The Committee recommend that a sample survey should be made to find out the average expenditure required to be incurred by an allottee for the initial development of the land and thereafter the question of suitable enhancement in the present scale of grant of Rs. 250/- per acre should be considered.

3.49 The Committee also recommend that the allottees of land should be provided all the inputs through a single agency as far as possible and it should not be necessary for them to approach different Departments.

3.50 The Government of Pondicherry introduced a scheme in the year 1981-82 for setting up of agricultural implements hiring centres by the unemployed Scheduled Caste youth. It was envisaged that 53 such centres, each with an investment of Rs. 8000/-, would be set up. Under this scheme, the extent of subsidy is 75 per cent and the balance is to be funded by the banks. During evidence the Committee were informed that this scheme became operational in 1982-83 only. The Committee have later been informed that the Hiring Centres are yet to be opened. However 53 beneficiaries were selected and have been trained in the handling of implements. The Committee would like to be informed of the progress made in this regard.

3.51 The Committee note that the flow of credit from the nationalised banks for agricultural activities has not been satisfactory. The main difficulties expressed by the banks relate to (i) poor repayment of past advances and (ii) constraint of their own resources. The Committee feel that as regards the question of recovery of past advances the Union Territory Administration must devise ways and means to provide necessary help to the banking institutions to recover the loans. As regard the second reason that the banks have constraint of their own resources, the Committee are unable to accept this position. They feel that even with the existing resources it should be possible for the banks to meet the requirement of the agricultural sector so as to give a filip to the rural economy. The Committee need hardly stress that the programmes in agricultural sector are meant for generating economic activity and improving the repaying capacity of the loanee and as such it should be the responsibility of the banks to provide necessary funds for the agricultural sector.

3.52 The Committee note that Pondicherry Administration has created a Department of Rural Development and the Project Director of DRDA who has been re-designated as Director of Rural Development facilitates the sanction of loans to the beneficiaries by the Banks.

3.53 The Committee have been informed during evidence that the approximate cost of installing a bore-well in Pondicherry is about Rs. 50,000/- out of which Rs. 25,000/- is given as subsidy. They feel that the cost of borewell is somewhat on the high side and this matter may be looked into with a view to reduce the total cost of construction of a borewell. The Committee feel that in case a bore-

well fails, the Scheduled Caste cultivator would find it difficult to repay the loan of Rs. 25,000/- and the interest thereon. The Committee recommend that in such cases loan should be written off after a certificate is issued by the concerned technical agency.

C. Housing

Allotment of House-sites

3.54 A Scheme for provision of house-sites to landless workers in rural areas was introduced in the year 1971 as a Central Sector Scheme. The scheme provided for 100 per cent Central assistance to State Governments for acquisition of land at a reasonable cost and development of house-sites of 100 sq. yards for allotment free of cost to landless workers in rural areas. The beneficiaries were expected to construct their houses/huts on those sites either from their own resources and labour or with the help of the State Governments.

3.55 As per 1971 census, out of 46,275 agricultural labourers in the Union Territory of Pondicherry, the number of Scheduled Castes was 23,953, i.e. 52 per cent.

3.56 A survey conducted in the year 1975 indicated that out of 24,777 Scheduled Caste families in the Union Territory, the number of house-less or site-less families was 11,852. About 7000* site-less| house-less families were added subsequently.

3.57 It has been stated that since 1965, 4616 house-sites have been distributed by the Scheduled Castes Welfare Department and 2400 by the Survey Department to Scheduled Caste persons. In reply to a question, the representative of the Government of Pondicherry has stated during evidence that the target for allotment of house-sites during the 6th Plan is 5000 for Scheduled Castes. The number of house-sites distributed during 1980-81 and 1981-82 was 335 and 1000 respectively. The 1982-83 target is also for 1000 house-sites.

3.58 When asked how long it will take to cover all the site-less/ house-less families, the representative of the Government of Pondicherry stated during evidence: "We will take 4 to 5 years to complete the work." In reply to a further question the witness added that 7000 siteless people were left now to be covered at the rate of 1000 families per year.

3.59 It has been stated that most of the landless labourers to whom house sites were allotted, were unable to construct houses/huts at their own cost. Hence a new scheme, viz. "Financial Assis-

*At the factual verification stage, the Government of Pondicherry (Department of Welfare) Vide their d.o. No. 128/PA/Deb/S/89. Dt. 25th March 1983 have corrected the figure as under :

<i>Instead of</i>	<i>Read</i>
7000	2000

tance to landless labourers to construct houses/huts" has been formulated during the year 1982-83. A sum of Rs. 33.60 lakhs has been provided for implementation of the scheme during the Sixth Plan period. This is expected to cover 4,000 landless labourers out of whom about 2000 will belong to Scheduled Caste families. Under this scheme, a sum of Rs. 750/- will be granted as subsidy to each landless labourer for enabling him to procure materials for constructing a house/hut. The Committee have been informed in a note that the cost of construction of a hut would be Rs. 1500/- approximately.

3.60 As it was stated that most of the allottees of free house-sites could not construct houses/huts in the past, the Committee enquired whether it would not be better if houses/huts are constructed and then sold to the landless labourers after reducing the price of subsidy proposed to be given. In reply, the Committee have been informed in a note that the landless labourers to whom free house-sites have been assigned are unable to construct even a hut with their own source of income. In such circumstances, they may not be able to pay the cost of ready-made house-less the subsidy amount.

Construction of Low Cost Dwelling Units

3.61 As per Harijan Welfare Department scheme, house-sites to houseless Scheduled Caste families are acquired, developed and distributed so as to enable them to construct houses. The size of each house-site is normally 3 cents. If an allottee is unable to construct house at his own cost, the Department arranges to construct low-cost dwelling units on the allotted site under the scheme—"Construction of low-cost dwelling Units." It was proposed to construct 300 such houses every year, and the work was taken up during the year 1980-81. So far, 74 houses have been constructed and distributed to the eligible Scheduled Caste families. The cost of each dwelling unit is Rs. 9,000/- approximately (exclusive of the cost of land). As regards further construction, it has been stated that the type, design and pattern of the houses are proposed to be modified for which approval of the Government is awaited.

3.62 When the Committee pointed out that the target for construction of houses was 3000 per year but during the last three years only 74 houses were constructed, the representative of the Government of Pondicherry stated:—

"We will not be constructing more than 300 houses under the original scheme. We cannot operate it at this level.

because it is very expensive. This particular scheme will be abandoned. Then we will evolve another scheme whereby coverage can be spread much wider than it is being done under this particular scheme."

3.63 In reply to a question, the representative of the Government of Pondicherry, during evidence, stated—

"In these housing colonies built for Scheduled Castes (low-cost dwelling units scheme), 20 per cent is kept for communities other than Scheduled Castes. But for this, the scheme is not applicable to others. A low-cost house today costs Rs. 12,000/- to Rs. 15,000/-."

Pondicherry Housing Board Scheme:

3.64 In the year 1980, the Pondicherry Housing Board constructed 96 houses in two-storey buildings in Pondicherry town for municipal employees. The plinth area of each unit is 18sq. meters. The cost of each units is Rs. 5,810/-. The amount is repayable at 4 per cent rate of interest in a period of 15 years in instalments ranging from Rs. 45/- to Rs. 93/- per month depending upon the length of service rendered by each beneficiary under the Municipality. It has been stated that out of 96 units, 46 units have been allotted to Scheduled Castes and Scheduled Tribes.

3.65 The Pondicherry Administration had, under the "Land Acquisition and Development Schemes", acquired lands which are being developed into plots on "No profit-no loss" basis. The target for Sixth Plan period is to develop 87 hectares of land. The approved outlay for this purpose is Rs. 55/- lakhs. So far nearly 47 hectares of land has been acquired and 155 plots have been allotted/distributed in Anna Nagar and Solai Nagar. Development of 14 hectares of land in Lawspet is in progress, which will ultimately be developed into 693 plots.

3.66 The Housing Board has constructed houses for different categories of persons, such as, Middle Income Group, Lower Income Group and Economically Weaker Section. Out of 1164 houses constructed so far, 116 houses (i.e. 10 per cent) have been reserved for Scheduled Caste/Scheduled Tribes. It has been stated that only 51 persons have come forward and availed of the houses available from the reserved quota.

3.67 Asked why many Scheduled Caste persons were not coming forward to take the houses reserved for them, the representative of

the Government of Pondicherry stated during evidence that they preferred low cost houses. Those who were well-to-do, preferred to have their own arrangements for construction of houses, instead of houses constructed by a third agency.

3.68 In a note furnished to the Committee, it has been stated that the number of houses constructed by the Housing Board in the Year 1979-80 and the number of houses allotted to Scheduled Castes/Tribe under different schemes was as follows:—

Composite housing scheme at Solai Nagar

Category	No. of houses constructed	No. of houses allotted to SC/ST
MIG .	22	Nil
LIG .	73	4
EWS	54	4

3.69 Asked what was the basis of 10 per cent reservation for Scheduled Caste/Scheduled Tribe in Housing schemes of the Pondicherry Housing Board when the Scheduled Caste population was 16 per cent as per 1981 census the Committee have been informed that the Pondicherry Housing Board, being a statutory corporate body, has plenary powers in the matter of reservation of houses to different categories of persons including Scheduled Castes and Scheduled Tribes. The 10 per cent reservation for Scheduled Castes was made prior to 1981 Census.

3.70 According to the data furnished to the Committee there were 11,852 house-less or site-less families in 1975 in the Union Territory of Pondicherry and about 7000 such families were added subsequently. The target for allotment of house-sites during the Sixth Plan period (1980-85) is 5,000. The number of house-sites allotted during 1980-81 and 1981-82 was 335 and 1000 respectively. In 1982-83 also the target is for 1000 house-sites. The Committee have been informed during evidence that there are no 7000 site-less people to be covered at the rate of 1000 families per year. The Committee thus find that even if the target of giving 1000 house-sites per year is adhered to, it will take another 7 years to cover all such families. The Committee feel unhappy that this work has already taken a long time. This only shows lack of interest on the part of the Union Territory Administration to provide shelter to

the siteless workers. The Committee recommend that the work of allotment of house sites should be completed within a period of six months.

3.71 The Committee have been informed that most of the beneficiaries under the scheme for allotment of house-sites to landless workers, were unable to construct houses/huts at their own cost. Hence a new scheme viz. "Financial assistance to landless labourers to construct houses/huts" has been formulated by the Administration during the year 1982-83. Under this scheme, it is expected that 4000 landless labourers out of whom about 2000 will belong to Scheduled Caste families will be covered during the Sixth Pan. A sum of Rs. 750/- will be granted as subsidy to each landless labourer for the construction of a house/hut. The Committee have also been informed that cost of construction of a hut is about Rs. 1500/-. Thus, in this scheme the allottee would have to raise about Rs. 750/- from his own resources for construction of the hut. The Committee feel apprehensive that the landless labourers, out of their sheer poverty, might not utilise the cash subsidy of Rs. 750/- for construction of hut and thus continue to remain without any shelter. The Committee therefore recommend that the scheme may be implemented as under:—

- (i) The Government may undertake construction of houses on the sites allotted to the landless labourers. After reducing the subsidy amount of Rs. 750/-, the balance of the cost of construction may be met by giving loan repayable in convenient instalments and at a concessional rate of interest.
- (ii) Those allottees who are unable to take houses even on loan basis, the Government may help the allottees in procuring the construction materials out of the subsidy amount payable to them so that they may with their own labour, construct huts on the sites allotted to them.

3.72 At present 10 per cent of the houses constructed by the Pondicherry Housing Board have been reserved for Scheduled Castes/Scheduled Tribes. The Committee have been informed that out of 1164 houses constructed so far by the Housing Board under various categories such as Middle Income Group, Lower Income Group and the Economically Weaker Section, 116 houses were reserved but only 51 Scheduled Caste persons had come forward to avail of the concession regarding allotment of a house against the reserved quota. When asked during evidence as to why the reserved quota

was not availed of in full, the Committee were informed that people preferred low cost houses and those who were well-to-do, preferred to have their own arrangements for the construction of houses instead of houses constructed by a third agency. The Committee are unable to accept the plea of the Union Territory Administration that there are not sufficient Scheduled Castes in Pondicherry to take the houses against the reserved quota. However the Committee feel that the Housing Board should go into the precise reasons why the Scheduled Caste families are not able to avail of their reserved quota of houses. A break-up of the houses in MIG, LIG and EWS categories allotted to the Scheduled Castes may also be furnished to the Committee.

3.73 The Committee also note that during 1979-80, 149 houses were constructed at Solaj Nagar out of which 22 were in M.I.G., 73 in L.I.G and 54 in E.W.S. category. Out of these, only 8 houses were allotted to Scheduled Caste/Scheduled Tribes in the Lower Income Group (LIG) and Economically Weaker Section (EWS) Group. The Committee feel unhappy that out of 149 houses constructed at Solainagar only 8 houses were allotted to Scheduled Caste/Scheduled Tribes. The Committee recommend that if adequate number of applications are not received for allotment of houses against the reserved quota the last date fixed for receipt of applications should be extended in the case of Scheduled Caste/Scheduled Tribe applicants and the allotments should remain open till the reserved quota is filled up. Adequate publicity should be given through advertisements in the newspapers regarding availability of houses against the reserved quota.

3.74 The Committee feel unhappy that although the Scheduled Caste population in Pondicherry as per 1981 census is 16 per cent the reservation of houses for them is only 10 per cent in respect of houses constructed by the Pondicherry Housing Board. The Committee do not feel convinced by the explanation of the representative of the Union Territory Administration given during evidence that 10 per cent reservation for Scheduled Castes was made prior to 1981 Census. In fact even according to the 1971 census the Scheduled Caste population in the Union Territory was 15.46 per cent. The Committee recommend that in the allotment of houses, the reserved quota for Scheduled Castes/Scheduled Tribes should be 16 per cent or even more in accordance with the percentage of their population in the Union Territory. The Committee also recommend that the question of enhancing the reserved quota in the allotment of houses should be taken up with other States/Union Territories.

D. Roads

3.75 It has been stated that roads connecting the basties/hamlets/dwellings of backward Scheduled Caste communities to the villages and in certain cases from one village to another village are being covered under the Rural Roads Scheme (Minimum Needs Programme). In most of the cases lands are being acquired and earthen roads are formed. Wherever earthen roads are available the same are metalled and metal roads are surfaced. Out of 333 villages in the Union Territory of Pondicherry 273 villages had been connected with all-weather roads by the end of the year 1979-80. At the end of 1980-81 and 1981-82, 13 and 12 villages respectively had been connected with all-weather roads. During the year 1982-83, 14 villages are proposed to be connected with all-weather roads and the remaining 21 villages would be covered during the period 1983-85.

3.76. The Committee have been informed that there are no scheduled caste villages in the Union Territory but there are colonies and basties where scheduled caste people live. Whenever a village is connected with all-weather road the scheduled caste habitations/hamlets are benefitted. Consequently, there is no separate scheme for road construction for habitations of scheduled castes. The internal roads in the colonies are laid by the local bodies to whom grant-in-aid is given by the government.

3.77 The Committee note that out of 333 villages in Pondicherry 312 have been covered by all weather roads by the end of 1982-83 and the remaining 21 villages are expected to be covered by the end of 1984-85. The Committee need hardly emphasise that the road development in the areas where Scheduled Castes live will not only provide necessary support to their economic activity but will also lead to their social upliftment. The Committee therefore, recommend that utmost priority should be given for the construction of rural roads so that all the villages including Harijan basties are well connected by roads by the end of the current Plan period.

E. Co-operation

Farmers Service Co-operative Societies:

3.78. As regards the role played by the co-operatives in accelerating the pace of economic development of Scheduled Castes, the Committee have been informed that under the State Sector Plan Schemes 1981-82 nearly 650 Scheduled Caste members have been provided with share capital loan of Rs. 20/- per individual for taking

shares and to increase the borrowing capacity in the village co-operative agricultural credit society and Farmers Service Co-operative society. The share capital loan is repayable over a period of five years and it is an interest free loan earmarked for Scheduled Castes only. During 1982-83 also it is proposed to continue the scheme for the benefit of 1,150 Scheduled Caste members. Further, under Co-operative Development Programme 1981-82 (SCI) a sum of Rs. 2,625/- was provided to 57 Scheduled Caste members of Farmers Service Co-operative Society for reimbursement of 50 per cent of the hire charges incurred by them for hiring tractors from those societies for agricultural operations. It is proposed to continue the scheme for the benefit of 240 members. A sum of Rs. 6,000/- have been provided for the purpose in the budget of 1982-83. Further, all co-operative institutions have been requested to earmark 16 per cent of its advances for Scheduled Caste members.

3.79. It has been stated that in Pondicherry five Farmers Service Co-operative Societies are functioning. The total membership of these societies is 6866 out of which the number of Scheduled Caste farmers is 1545. Out of these 1545 members, 542 members have been granted loans amounting to Rs. 2.50 lakhs.

3.80 Village Co-operative Agricultural Credit Societies provide production-oriented short-term loans to the farmers. Loans are recoverable within 12 months from the sale proceeds of the produce of the farmers.

Landless Labourers Co-operative Societies:

3.81 The following five Landless Labourers Co-operative Societies are functioning in the Union Territory from the date mentioned against each:

- | | |
|--|------------|
| (a) Oulgaretpet Agricultural Landless Labourers Cooperative Society Limited, Pondicherry | 10-3-1972 |
| (2) Pondicherry Agricultural Landless Cooperative Society, Pondicherry | 21-11-1975 |
| (3) Dariyalatippa Agricultural Landless Labourers Cooperative Society Limited, Yanam | 2-6-1973 |
| (4) Kanakalapetta Agricultural Landless Labourers Cooperative Society, Yanam | 3-5-1974 |
| (5) Farempetta Agricultural Landless Labourers Cooperative Society Limited, Yanam | 10-9-1975 |

These societies undertake cultivation of Peramboke lands on lease and thereby provide regular work to the members. Peramboke

lands are those lands which are unfit for cultivation in "as is and where is" condition and which belong to the Government.

3.82 In a note furnished to the Committee after the evidence, it has been stated that out of these five societies, 2 are dormant and the remaining 3 are functioning in Yanam region. Particulars of Government land leased to these 3 societies and their membership are given below.

	Area of land covered	No. of Members (all SCs)
(i) Dariyalatippa Agricultural Field Labourers Cooperative Society	32 hectares and 65 acres	104
(ii) Farampetta Agricultural Field Labourers Cooperative Society	72 hectares and 48 acres	158
(iii) Kanakalapetta Agricultural Field Labourers Cooperative Society	10 hectares	26

3.83. In these societies, cultivation is undertaken jointly by the members of the societies for which they are paid in terms of cash. The products are sold through the Committee of Management by acting as Agent of the members concerned, and do not do business as owner on behalf of the society. All transactions by way of sales on behalf of the members shall be on cash payment system. The Committee of Management may charge a reasonable commission on sales arrangement by it. It has been stated that these societies have not established their sound footing in the field as there is little scope for availability of peramboke land for cultivation. Further, these societies do not have sufficient lands of their own or on lease for carrying out their trade.

Cycle-rickshaw Co-operative Societies:

3.84 It has been stated that two cycle-rickshaw co-operative societies are functioning for the benefit of the weaker sections. Under this scheme cycle-rickshaws are being distributed to the members of the co-operative societies on hire-purchase basis. As and when the cost of the cycle-rickshaw is repaid the member to whom the cycle-rickshaw is distributed becomes owner of the vehicle.

3.85 Asked whether the cost of the Rickshaw has to be paid back in instalments, it has been stated that 50 per cent of the cost of the

rickshaw (Rs. 2000/-) subject to a maximum of Rs. 800/- per vehicle is granted by way of subsidy.

3.86 In reply to a question, it has been stated that for the year 1982-83, 1,250 cycle-rickshaws are earmarked for distribution out of which 250 are meant for Scheduled Caste members.

3.87 During evidence the Committee desired to know the amount spent for providing cycle-rickshaws to members of the Cycle-Rickshaw Workers Cooperative Societies out of the Special Component Plan. The Chief Secretary, Government of Pondicherry, informed the Committee that in 1980-81, it was Rs. 10,000/- and in 1981-82 the amount spent was Rs. 50,000/-. In 1982-83, Rupees 2 lakhs were going to be spent for them. These figures were on the basis of subsidy element of Rs. 800/- per rickshaw. The balance amount of the cost of rickshaw was paid as loan recoverable in 36 monthly instalments.

Other Societies:

3.88 The Committee have been informed that one Leather Workers' Industrial Cooperative Society and one Primary Milk Producers' Cooperative Society at Uthiravahinipet are functioning exclusively for Scheduled Caste members for their welfare and upliftment of their economic conditions. The details are given below:
Pondicherry Leather Workers Industrial Cooperative Society:

3.89. In this Society so far 35 members were enrolled. The Government has provided necessary financial assistance in the following ways:—

	Rs.
(a) by way of share capital contribution	10,000
(b) Managerial subsidy at the rate of 100 per cent, 75 and 50 per cent is granted to the Society on tapering scale	
(c) Working Capital Loan	10,000
(d) Assistance for the purchase of furniture	3,000
(e) Assistance towards the purchase of machinery, equipment, tools, etc. (80 per cent loan; 20 per cent subsidy)	10,000

Uthiravaginipet Milk Producers' Cooperative Society:

3.90 There are 41 members on the rolls of the Society. The Government has provided the following financial assistance to the society:—

	Rs.
(a) Government share capital contribution	2,000
(b) Furniture subsidy	1,500

3.91 In addition to the above, the societies have been provided assistance of Rs. 2,000/- for the purchase of milk collection equipment.

3.92 The Committee regret to point out that during 1981-82 only 57 Scheduled Caste farmers who were members of Farmers Cooperative Societies were given 50 per cent reimbursement in the hire charges of tractors hired from the Cooperatives for agricultural operations. The expenditure was met from the funds earmarked for Special Component Plan. The scheme is proposed to be continued during 1982-83. As there are only 2269 Scheduled Caste cultivators in Pondicherry as per 1981 Census, the Committee recommend that this scheme should be implemented on a permanent basis so that all the Scheduled Caste farmers owning land are benefited and they can get the facility of mechanised agriculture in their fields.

3.93 The Committee also recommend that the subsidy in the hire charges of tractors should be made available to all the eligible Scheduled Caste cultivators and even to those who are not members of the farmers' cooperatives.

3.94 The Committee note that there are 5 landless labourers cooperative societies which undertake cultivation of Government wasteland taken on lease and thereby provide regular work to the members. Two of these five societies are dormant and the remaining three are functioning in Yanam region. It has been stated that these societies have not established a sound footing as they do not have sufficient lands of their own or on lease for carrying out their trade. As majority of the Scheduled Castes in the Union Territory are agricultural labourers the Committee feel that these cooperative societies should be strengthened so that the landless labourers can earn their livelihood on a regular basis. Government should also render necessary assistance for reclaiming wasteland given on lease so as to make it cultivable. Necessary inputs like manure and

improved seeds should also be provided at subsidised rates so as to increase the yield. The Committee feel that as the wasteland available in Pondicherry for being given on lease to Landless Labourers' Cooperative Societies is quite limited, the Union Territory Administration should provide schemes for setting up small scale industries for the landless labourers. These scheme should be an additive to the cultivation programmes of the societies so as to make them viable units. If necessary, the question of converting these cooperative societies into multi-purpose cooperatives should also be considered. The Committee feel that merely by cultivating the wasteland the economic standard of these people will never improve and therefore, various schemes in the agriculture and allied sectors should be taken up by these cooperatives.

3.95 The Committee note that under the scheme of purchase and distribution of cycle-rickshaws to weaker sections 50 per cent of the cost of the rickshaw subject to a maximum of Rs. 800 per vehicle is granted by way of subsidy. During 1982-83 out of 1,250 cycle-rickshaws to be purchased only 250 are earmarked for distribution among the Scheduled Castes and the expenditure on Scheduled Caste beneficiaries is included in the Special Component Plan. The Committee desire that the impact of this scheme should be studied and in case it has helped to raise the economic standard of the Scheduled Caste people then more funds should be allocated for this scheme to assist a larger number of Scheduled Castes under the Special Component Plan.

3.96 As pulling of cycle rickshaws is known to affect the health of the people over a period of time, the Committee recommend that efforts should be made to provide assistance to these people for purchase of auto-rickshaws. The ultimate aim should be that they gradually switch over to auto-rickshaws or some other job.

3.97 The Committee have been informed that persons belonging to Scheduled Castes are provided with share capital loan of Rs. 20 per individual for taking shares in the village co-operative agricultural credit societies and farmers service co-operative societies. This share capital loan is interest free and is repayable over a period of five years. The Committee recommend that the amount equivalent to the value of one share should be given as grant to the Scheduled Castes to enable them to enrol themselves as members of such societies. Further, for purchase of additional shares required by the loanee for obtaining loans from such societies, an amount equal the value of additional shares should be given as share capital loan which should be interest free and repayable in convenient instalments.

F. Industrial Development

3.98 The Committee have been informed that certain schemes have been initiated by the Government of Pondicherry to attract Scheduled Caste Entrepreneurs to start new industries.

3.99 The Pondicherry Industrial Promotion, Development and Investment Corporation (PIPDIC) has been set up by the Government under the Companies Act, 1956 to promote industrial development in the Union Territory. Its main functions are:—

- (i) To provide financial assistance by way of term loan for setting up new industries and for expansion/modernisation programmes, development of infra-structural facilities, such as, setting up industrial estate and to provide developed plots and built-up sheds to entrepreneurs.
- (ii) Extending marketing assistance.
- (iii) Equity participation.
- (iv) Entrepreneurial guidance.

3.100 During the year 1982-83, PIPDIC provided assistance of Rs. 8.36 lakhs to five Scheduled Caste entrepreneurs under its transport industries scheme.

3.101 A sum of Rs. 40 lakhs has been allocated by the Government of Pondicherry for 1982-83 towards the share capital of PIPDIC. Out of this amount, Rs. 14 lakhs would be utilised for SC/ST entrepreneurs in the following manner:—

- (i) In the Metupalayam Industrial Estate, out of 76 sheds constructed so far, 7 sheds have been earmarked for SC entrepreneurs. Each shed will cost approximately Rs. 1.25 lakhs. The SC/ST entrepreneurs are allowed rent subsidy to the extent of 50 per cent in the first two years, 40 per cent in the third year and 25 per cent in the fourth and fifth years. So far 3 sheds have been allotted to the Scheduled Castes.
- (ii) In the transport sector, 30 per cent of the transport loans amounting to Rs. 36 lakhs are available for SC/ST entrepreneurs. Out of this amount, 90 per cent will come from IDBI and Rs. 3.6 lakhs from PIPDIC. The margin required for transport loan has been reduced from 15 per cent to 5 per cent.

- (iii) Under a special scheme for SC/ST entrepreneurs, loans upto Rs. 2 lakhs at 11.5 per cent interest per annum are available. For these loans SC/ST entrepreneurs have to provide a margin of 5 per cent whereas for others the margin is 20 per cent. The interest charged from SC/ST entrepreneurs is 1 per cent below the normal rate.

3.102 An Entrepreneurs Development Programme (Training) of one month's duration was conducted by PIPDIC in collaboration with Industrial Development Bank of India and State Bank of India from 19-4-82 to 18-5-82 for Scheduled Castes only. 21 candidates participated in the programme. The Committee have been informed during evidence that out of these 21 persons, 7 persons showed interest in starting their own industries and the rest preferred to take up paid jobs. The Committee enquired whether such trained Scheduled Caste persons did not come forward for starting industries due to lack of finance or experience. In this connection the representative of the Government of Pondicherry stated during evidence that efforts were made to attract trained Scheduled Cast persons to start new industries but they were not coming forward to get loans which could be made available.

3.103 It has been further stated that a Techno-economic survey was conducted by a Team of Officers from Small Industries Service Institute, Madras, in collaboration with District Industries Centre, Pondicherry, Khadi and Village Industries Commission and All India Handicrafts Board during August-September 1978. The survey report recommended the gearing up of the secondary and tertiary sectors to meet the challenge of growing unemployment in the territory. In view of the urgent need for creating employment opportunities for local labour force, the survey report suggested setting up of industries like, (i) Industrial fasteners, (ii) Pulleys, (iii) Aluminium card cones, (iv) Bicycle carriers and stand, (v) Mechanised fishing boats, (vi) Link clips, (vii) Cycle Brakeshoes, (viii) Rice huller screens, (ix) Aluminium furniture, (x) Sodium sulphide, (xi) Zinc Sulphate, (xii) Ferrous Sulphate, (xiii) Coir Fibre and coir products, (xiv) Drugs and pharmaceuticals (xv) Dyes intermediates, (xvi) PVC pipes, (xvii) Rice bran Oil, (xviii) Leather foot wear and articles, (xix) Leather articles required for textile mills, (xx) Starch, etc.

3.104 The Survey report indicated that the marine wealth of this territory provides ample scope for setting up of marine industries, but there are no landing facilities in the Union Territory. Therefore, setting up of a fishing harbour had been suggested

3.105 When asked about the progress made in regard to setting up of a fishing harbour as recommended in the Report of Techno-economic survey submitted in 1978 and whether the shipping harbour and the fishing industry is likely to benefit the Scheduled Castes, the Chief Secretary, Government of Pondicherry has stated during evidence as under:

“So far as the fisheries project is concerned, it is a project which is linked with our port project in Pondicherry. The ship is anchored in mid-sea and the cargo is unloaded into the barges. But during the current four months, the port cannot operate at all because of the high swell in the sea. During this season, they cannot take fishing boats in the Pondicherry region because there is no relay basin for that. During this season we hope to open out the river mouth so that all these vessels can move into the basin of the river where one side of the port is for handling of the cargo and other for fishery. Once this comes out then there will be very nice berthing and cold storage and fisherman marketing etc. All infrastructure is going to be set up.”

3.106 Asked about the incentives provided to Scheduled Castes to set up cottage industries, it has been stated that training is imparted every year by the District Industries Centre and the DRDA in hand printing of textiles, Wood carving, Palm-leaf articles, Auto mechanism, Radio mechanism, Welding and coir fibre, coir ropes. In all these training programmes, 20 per cent of the seats are reserved for Scheduled Caste entrepreneurs. After the completion of training, the entrepreneurs are assisted in starting their own industries by helping them in getting financial assistance from Nationalised Banks and financial institutions.

3.107 Pondicherry Khadi and Village Industries Board has provided employment to the extent of 16 per cent of the total workers in each of their four khadi spinning centres and also in their brush making unit.

3.108 Further, a khadi spinning centre exclusively for Scheduled Caste persons is being started which will provide direct employment to 29 Scheduled Caste persons.

3.109 Pondicherry Khadi and Village Industries Board is providing loans for setting up of village and cottage industries at 4 per cent

interest rate. So far three persons have availed of this facility this year.

2.110 Under the Composite Loan Scheme, Nationalised Banks grant loans to scheduled castes/scheduled tribe entrepreneurs. So far 15 scheduled caste entrepreneurs have availed of loan under this scheme.

3.111 PIPDIC is also giving loans to cottage industries under the composite loan scheme at 9.25 per cent interest and for loans exceeding Rs. 25,000 at 11.5 per cent interest, which is 1 per cent below the normal rate of interest.

3.112 The Government of Pondicherry have stated that the following types of cottage industries can be started in the Union Territory:

1. Production of Matches
2. Extraction of Oil
3. Processing of cereals and pulses
4. Pottery
5. Carpentry and Blacksmithery
6. Lime Industry
7. Bee-keeping
8. Cane and Bamboo
9. Pickles
10. Palm products
11. Agarbattis
12. Brick making
13. Leather making
14. Khadi spinning

Credit facility for purchase of agricultural land

3.113 Taking note of the fact that Government of Pondicherry had schemes to advance loan upto Rs. 2 lakhs to Scheduled Castes at 11.5 per cent interest for setting up industries, the Committee enquired whether such investments were not desirable in the agricultural sector as Scheduled Castes were basically agricultural labourers. The Committee wanted to know whether loans could be

given for purchasing land. The representative of Ministry of Home Affairs has stated during evidence that:

"In West Bengal there is a scheme. The State Government themselves have prepared it and they had put it into action about two years back saying that if any share-cropper wants that land or be the owner of that land and if the land owner or raiyat wants to sell the land, then the money that will be needed for buying this land would be provided by the Government to the sharecropper turned Raiyat and the land will be hypothecated to the Government."

3.114. The Committee have been informed that the Pondicherry Industrial Promotion, Development and Investment Corporation (PIPDIC) has been set up by the Government. Its main functions are to provide financial assistance by way of term loans for setting up new industries or for modernisation/expansion of existing industries.

3.115. Although 7 sheds out of 76 sheds constructed in the Metupalayam Industrial Estate have been earmarked for Scheduled Caste entrepreneurs and rent subsidy by PIPDIC is available to the, only 3 sheds have been allotted to the Scheduled Castes so far. The Committee are led to the conclusion that PIPDIC has not been looking after the interest of Scheduled Castes to the desired extent. They recommend that earnest efforts should be made to ensure that all the sheds reserved for Scheduled Castes are actually allotted to them and if necessary the conditions for allotment should be relaxed.

3.116. An Entrepreneurs Development Programme (Training) of one month's duration was conducted by PIPDIC in collaboration with Industrial Development Bank of India and State Bank of India during April-May, 1982 for Scheduled Castes only. The Committee have been informed that out of 21 persons who were trained, 7 persons showed interest in starting their own industries and the rest preferred to take up paid jobs. The representative of the Government of Pondicherry stated during evidence that the efforts made by the Government to attract trained Scheduled Caste persons to get loans for starting new industries did not succeed. The Committee feel that a training programme of one month's duration could not have been adequate for any entrepreneur to enable him to start any new industry. The Committee feel that the training programme should be for a greater duration and there should be adequate publicity about such training programmes. They are of the

view that if Scheduled Caste persons are given adequate training and the requisite financial assistance, there is no reasons why they should not come forward to start new industries. The Committee recommend that PIPDIC should be geared to the task of rendering necessary assistance to the scheduled caste entrepreneurs for setting up small industrial units.

3.117. From the information furnished to the Committee regarding facilities availed of by Scheduled Caste persons to start village and cottage industries, it is evident that nothing worthwhile has been done to encourage them to start such industries. The Committee expect that special attention would be paid by the Government of Pondicherry, District Rural Development Agency and the Pondicherry Khadi and Village Industries Board to involve a greater number of Scheduled Caste persons in taking up these industries.

3.118. The Committee recommend that necessary steps should be taken to exploit the marine wealth of the sea near Pondicherry. As suggested in the Report of Techno-economic Survey conducted in 1978 the question of setting up a fishing harbour for providing berthing facilities to vessels may be considered.

3.119. The Committee note that Government of Pondicherry have schemes to advance loans upto Rs. 2 lakhs to Scheduled Castes at 11.5 per cent interest for setting up industries. The Committee recommend that the loans advanced to Scheduled Castes should not carry the normal rate of interest of 11.5 per cent but such loans should be given at concessional rates of interest and the conditions for getting the loans should also be relaxed in the case of Scheduled Caste entrepreneurs. The Committee feel that loans upto Rs. 2 lakhs should not be confined to the industry sector alone and such loans should also be given to the Scheduled Castes for purchasing agricultural land if persons belonging to these castes come forward for the purpose. The Committee suggest that this matter may be considered and a scheme drawn up.

3.120. The Committee note that upto now new sub-heads in the budget for the Special Component Plan outlays have not been opened and the matter is still being pursued with the Accountant General, Tamil Nadu, Madras. The Committee may be informed whether new such-heads have been opened in the budget for 1983-84 to indicate allocation and expenditure on schemes included in the Special Component Plan.

CHAPTER IV

A. Education

4.1. The percentage of literacy in general and of Scheduled Castes according to 1971 Census and 1981 Census in Pondicherry was as under:—

	Total Population	Literates	Percentage
1971 Census:			
General	4,71,707	2,17,058	46.02
Scheduled Castes	72,921	13,633	18.70
1981 Census:			
General	6,04,471	3,37,615	55.85
Scheduled Castes	96,636	31,275	32.36

4.2. The principal language in Pondicherry and Karaikal regions of the Union Territory is Tamil, while in Mahe it is Malayalam and in Yanam, it is Telgu. In addition, French and English are also fairly widely spoken in all the regions. The medium of instruction in various schools and colleges also varies from region to region.

4.3. As per data given in the Fourth All India Educational Survey brought out by the National Council of Educational Research and Training, the enrolment of students in the year 1978 at school stage in the Union Territory of Pondicherry was as follows:

	Total enrolment (all commu- nities)	Enrolment of Sch. Castes	% of SCs to total enrolment
Primary Stage (Class I/V)	74,024	11,096	15 %
Middle Stage (Class VI-VIII)	28,243	3,047	10.8 %
High/Hr. Secondary stage (Classes IX-XII)	14,229	1,264	8.9 %

It will be seen from the above table that the enrolment of Scheduled Caste students to the total enrolment came down from 15 per

cent at primary stage to 10.8 per cent at the Middle Stage and to 8.9 per cent at the High/Higher Secondary Stage.

School Education

4.4. The percentage of drop-outs of Scheduled Caste students at the school level stage is stated to be as under:—

- (i) Primary Stage—27.4 per cent
- (ii) Middle Stage—16.05 per cent
- (iii) Secondary Stage—57.8 per cent

4.5. As regards higher percentage of drop-outs at the secondary stage, it has been stated that the possible reasons are largely economic. By the time a child reaches the age to enter higher secondary stage, they demand for his/her services within the family increases and the pressure for retaining the child at home mounts. Further, the child has to travel longer to reach higher secondary school. This is also the stage when the child becomes ineligible for some of the incentives provided at the earlier stages, such as, mid-day meal, supply of free uniform etc.

4.6 Referring to the distance between the homes of Scheduled Caste students and higher secondary schools as one of the reasons for drop-out, the representative of the Government of Pondicherry has explained during evidence that the average distance is 3 kms. He has also stated that there are hostels attached to the schools. When the Committee pointed out that the distance criterion was 5 kms. for entitling a student to get admission in a hostel, the representative of the Government of Pondicherry observed—“We will relax the distance criterion.”

4.7. When the Committee pointed out that the drop-out rate of primary stage was 27.4 per cent and why education was not made compulsory at primary stage, the representative of Government of Pondicherry has stated during evidence that:

“We are providing all possible facilities at that stage—books, fees, uniform, mid-day meal; etc. We are trying to introduce scheme of retention scholarship if the child continues to remain in school.”

4.8. The witness has added that the parents are given Rs. 15/- per month per child as an incentive. At present such payments are made for the girls in the primary stage so that they may not fully

attend to household duties. On the case of boys there is not much of a problem. The pressure is on the girls who are likely to be withdrawn from the schools.

Pre-matric scholarship

4.9 The pattern of pre-matric scholarships offered to the scheduled caste students by the Union Territory Administration is subject to the prior approval of the Ministry of Home Affairs. The Ministry of Home Affairs have approved the following scales:—

6th and 7th Std. . . Rs. 50/- per annum.

8th and 9th Std. . .Rs. 80/- per annum.

10th Std. . . . Rs. 100/- per annum.

4.10. Education upto 12th standard is virtually free for all students in the Union Territory of Pondicherry. The amount of scholarship normally used to cover the cost of text books and stationery. The Administration feels that the scholarship levels are rather low and need to be raised.

Post-matric scholarships

4.11. It has been stated that during 1981-82, 492 Scheduled Caste students applied for the award of Post-matric Scholarships and all of them have been awarded the scholarships. The Post-matric Scholarships are paid out of Central Assistance. During 1981-82, the Central assistance was received rather late in the financial year resulting in delay in actual disbursement. During evidence when the Committee enquired about the reasons for this delay, the representative of the Ministry of Home Affairs has stated:—

“The delay was on account of the fact that this was pending for an upward revision of the rate. It was done some time in July 1981, and we can assure you that from this year, there would be no such delay. All the Scheduled Caste candidates who were entitled for this have been paid.”

Hostels

4.12 At present there are 15 hostels for Scheduled Castes run by the Directorate of Welfare of Scheduled Castes, in the Union Terri-

tory of Pondicherry. The strength of the hostels during the year 1981-82 was as follows:—

Region	No. of hostels	Capacity	No. of inmates Sch. Castes	Other Economically Backward Classes
Pondicherry	8	780	558	70
Karaikal .	5	460	247	121
Yanam .	2	180	116	28
TOTAL	15	1,420	921	219

4.13 Out of these 15 hostels, 4 hostels are run for the girls belonging to Scheduled Castes and Other Economically Backward Classes. The details of the same for the year 1981-82 are given below:—

Region	No. of hostels	Intake Capacity	Total Number of inmates	
			Scheduled Castes	Other Economically Backward Classes
Pondicherry	2	200	115	49
Karaikal	1	80	44	20
Yanam	1	80	36	28
TOTAL	4	360	195	97

4.14. It has been stated that these hostels are able to meet the over-all needs of Scheduled Caste students at present. However, it is proposed to set up more hostels in future to cater to the projected demands for the years to come. Boarding and lodging facilities in these hostels are stated to be good and by and large upto the mark. It has been stated that the hostels are periodically visited by Visiting Hostel Committees consisting of officials, MLAs and the Chairman of the Social Welfare Board. There is a Special Assistant Director for inspection of hostels.

National Adult Education Programme

4.15. A survey was conducted by the Education Department of the Union Territory of Pondicherry to assess the number of illite-

rates in the age group of 15—35 years for identification of areas where the Adult Education Programme could be implemented. The survey indicated that there were about 85,000 illiterates in the Union Territory in the age group of 15—35 years.

4.16. The National Adult Education Programme was launched in the Union Territory on 2nd October, 1978 with the objective of covering these illiterate adults during the Plan period (1978-79 to 1982-83) by a process of education. The Education Department is at present implementing the following two schemes under this programme:—

- (i) State Adult Education Programme; and
- (ii) Rural Functional Literacy Project (Centrally Sponsored Scheme).

4.17. The actual targets fixed under the Adult Education Programme and action achievements made are as follows:—

Year	Target	Achievement
1980-81	4,000	3,500
1981-82	4,000	4,350
1982-83	4,000	3,650 (upto Sept. 1982)

4.18. Under Rural Functional Literacy Project, 6000 persons are targetted to be covered every year. Besides, the Nehru Yuvak Kendra and the National Service Scheme also organise literacy programmes with an annual coverage of 5,000. In all, there are thus about 548 centres covering 15,000 persons per year. Government of Pondicherry expects that literacy will be spread among the 85,000 illiterates in the age group 15-35 by the end of the current plan period.

Book Bank Scheme

4.19. A centrally sponsored scheme for setting up Book Banks in various Medical and Engineering Colleges in the country was started in 1978-79, for lending sets of books on medical and engineering courses to Scheduled Caste/Tribe students who cannot afford to purchase these costly books. The scheme is being financed jointly by the Centre and the States on a fifty-fifty basis, from the year 1979-80. In the course of visit of a Study Group of the Commi-

tee to the Jawaharlal Institute of Post-Graduate Medical Education and Research (JIPMER), Pondicherry, in September, 1982, it was found that Scheduled Caste students had not been provided with a complete set of books. The Director, JIPMER, informed the Study Group that it would be ideal to have one set of books for each Scheduled Caste/Tribe student, but as it was not feasible to do so, there should be at least one set of books for 3 students. It was stated that there were 224 books on various medical subjects in the Book Bank. If adequate funds were provided, more books for the use of Scheduled Caste/Tribe students could be purchased.

4.20. In the course of evidence before the Committee the representative of the Government of Pondicherry stated that instead of providing funds to the Institute, books will now be purchased according to the list furnished by the medical students and then distributed to them.

Assistance to Medical and Engineering Graduates

4.21. The Committee noted that there was a scheme for giving financial assistance to Scheduled Caste Law and Medical Graduates for setting up practice and in 1981-82 such assistance was given to one Scheduled Caste graduate. During evidence when the Committee enquired about the criterion for giving such financial assistance, the Chief Secretary, Government of Pondicherry has stated that if Scheduled Caste students get more than 65 per cent marks in the examination, financial assistance is given, irrespective of the number of students. The amount is given in the form of grants which is Rs. 2,500 for medical graduates and Rs. 1,500/- for law graduates.

4.22. When asked whether there was any proposal to give interest-free loan also to such medical and law graduates for setting up their practice, the Chief Secretary, Government of Pondicherry has stated:—

“At present we do not have but we will think about it and send a proposal to the Planning Commission.”

4.23. The Committee note that according to 1981 Census (Provisional Report) the percentage of literacy among the general population in Pondicherry is 55.85 per cent whereas the percentage of literacy among the Scheduled Castes is 32.36 per cent. The Committee need hardly point out that educational development is the

pivot around which the socio-economic progress of Scheduled Castes revolves and necessary steps will have to be taken to encourage Scheduled Caste boys and girls to go to schools in larger numbers.

4.24. As per data given in the Fourth All India Educational Survey, the proportion of enrolment of Scheduled Caste students to the total enrolment in the year 1978 in the Union Territory was 15 per cent in the Primary stage but came down to 10.8 per cent at the Middle stage and to 8.9 per cent at the Secondary stage of school education. The population of Scheduled Castes being about 16 per cent of the total population of the Union Territory the above figures show that a larger percentage of Scheduled Caste students do not continue their studies at the Middle and the Secondary stage. This is a matter of concern to the Committee.

The Committee have been informed that the drop-out rate of Scheduled Castes in the Primary, Middle and Secondary stage is 27.4 per cent, 16.05 per cent and 57.8 per cent respectively: One of the reasons for the high level of drop-out at the secondary stage is the fact that a student has to cover a distance of 3 Km., on an average between his home and school. Although a number of hostels are attached to Higher Secondary Schools, such students are not eligible to get admission in these hostels because students residing at a distance of more than 5 Kms., only are entitled to get admission in a hostel.

It is generally experienced that hostels provide a better environment to Scheduled Caste/Scheduled Tribe students for their educational development. The Committee, therefore, recommend that the distance criterion for admission of a Scheduled Caste/Scheduled Tribe student in any hostel should be removed. Further, to check the drop-out of students, hostel facilities may be provided wherever not available so that no Scheduled Caste/Scheduled Tribe students is deprived of educational facilities due to inadequacy of hostels.

4.25. At present the rates of pre-matric scholarships offered to Scheduled Caste students in Pondicherry are Rs. 60 per annum for 6th and 7th standards, Rs. 80 per annum for 8th and 9th standards and Rs. 100 per annum for 10th standard. While education at school level is virtually free in the Union Territory, the amount of scholarship is intended to cover the cost of text books and stationery. The Government of Pondicherry feels that the scholarship levels are rather low. The Committee suggest that the question of enhancing

the present rates of scholarships may be considered by the Government of India.

4.26. The Committee recommend that the Administration of the Union Territory should ensure that there is no delay in disbursement of post-matric scholarships to the Scheduled Caste students and these scholarships are paid to them in time even if there is some delay in the receipt of funds from the Central Government as Central assistance.

4.27. During its visit to the Jawaharlal Institute of Post-Graduate Medical Education and Research (JIPMER) in September, 1982, the Study Group of the Committee was informed that there were in all, 224 books on various medical subjects in the Book Bank of that Institute. More books could not be purchased due to inadequacy of funds for the purpose. The Committee feel that lack of funds for the purchase of books on medical subjects which are undoubtedly costly, should not in any way hamper the studies of Scheduled Caste/Tribe students. The Committee recommend that at least one set of important text books should be provided to each Scheduled Caste/Tribe student from the Book Bank. With regard to other books on medical subjects, one set each for 3 students could be made available from the Book Bank.

4.28. The Committee have been informed that the Government of Pondicherry introduced a scheme in the year 1981-82 under which financial assistance can be provided to the extent of Rs. 2,500 for medical graduates and Rs. 1,500 for law graduates for setting up their practice. The Committee are of the view that the scheme of financial assistance is commendable but the financial assistance provided is hardly adequate. The Committee recommend that Government may consider the feasibility of giving a larger amount on loan at concessional rate of interest and repayable in convenient instalments.

B. Health

4.29 The Committee have been informed that all the villages and Scheduled Caste pockets are covered by the health schemes. There are 8 major hospitals, 12 primary health centres, 28 small health centres and 67 sub-centres functioning in the Union Territory of Pondicherry.

4.30 There is a mobile unit run by Jawaharlal Institute of Post-graduate Medical Education and Research which goes from village to village on a regular basis.

4.31. The Government of Pondicherry is of the view that general health care infrastructure in Pondicherry is one of the highest in the country and standard of health care is very satisfactory.

4.32. As regards drinking water facilities, the Committee have been informed that there are no separate Scheduled Caste Villages in the Union Territory of Pondicherry. Harijan habitations are usually in the form of basti and colonies next to the main village. Whenever water supply is provided to any village invariably the supply covers basti or the colony also. Out of 333 villages, 230 villages have been provided with protected drinking water supply upto March 1982. During 1982-83, forty-one more villages are proposed to be covered and the rest will be covered during the plan period. As a matter of policy wherever fresh schemes are undertaken effort is made to locate bore and main water supply tank in the Scheduled Caste basti and to feed the main village from there. It has been stated that in all the uncovered villages, there is some other form of potable water supply i.e. dug wells or hand pumps. Good potable water is available within $\frac{1}{2}$ km. from any place.

4.33. The Committee are concerned to note that out of 333 villages only 230 have been provided with protected drinking water supply so far. Although the uncovered villages are stated to be having dug wells and hand pumps, the Committee feel that these remaining villages should also be covered with water supply schemes so that potable water is available to one and all in the village. The Committee trust that Government will ensure that during the Sixth Plan period all the uncovered villages are provided with water supply schemes for providing clean drinking water. Also, the policy of locating bore and main water supply tank in the Scheduled Caste basti and feeding the main village from there should be implemented in all new schemes being undertaken.

C. Voluntary Organisations

4.34. It has been stated that in the Union Territory of Pondicherry, there are 26 voluntary organisations which are engaged in social work for the welfare of women, children, Scheduled Castes etc. Out of these 26, 5 voluntary organisations are working exclusively for the welfare of Scheduled Castes. Twenty out of these 26 organisations are getting grant-in-aid and when they approach the Administration and are found eligible under the rules.

4.35. The following are the Voluntary organisations in Pondicherry whose stated objectives are to work for the welfare of Scheduled Castes and to safeguard their interests.

- (1) Dr. Ambedkar People's Welfare Association, Pondicherry.
- (2) Dr. Arignar Ambedkar Elaignar Seerthiruthamandran, Korkadu, Pondicherry.
- (3) Harijan Sevak Sangh, Pondicherry.
- (4) Dr. Ambedkar Reading Rooms Night School, Abishegappakkam.
- (5) The Harijan Welfare Advisory Committee, Netaji Nagar, Pondicherry.
- (6) Beema Sona, Mudaliarpet, Pondicherry.
- (7) Ramji Youth Welfare Association, Meducarai, Pondicherry.
- (8) Pondicherry State Arundhadiyar Welfare Associations, Arundhadhipuram, Pondicherry.
- (9) Dr. Booma Rao People's Welfare Association, Pondicherry.
- (10) Dr. Booma Rao Welfare Association, Pondicherry.
- (11) Dr. Ambedkar Association, Yanam.

These organisations are not getting any grant-in-aid.

4.36. The Committee feel that voluntary organisations can play a vital role in improving the social, educational and environmental conditions of Scheduled Castes in Pondicherry. The Committee therefore recommend that dedicated voluntary organisations should be encouraged to work among the Scheduled Castes in the Union Territory and necessary grant-in-aid provided to them. Also, a close watch should be kept on their functioning so as to ensure that the money disbursed to them is gainfully spent for the welfare of Scheduled Castes and weaker sections of the society.

D. Protection of Civil Rights

4.37. Asked what is the present state of law and order in Pondicherry *vis-a-vis* atrocities on Scheduled Castes, it has been stated that the law and order situation in Pondicherry has been very satisfactory and no cases of atrocities on members of the Scheduled Castes have been reported during the past three years. However, relatively minor incidents due to reasons like land disputes, previous

enmity, fixation of wages, etc. are now and then reported but these are amicably settled by the Police and the Revenue Departments.

4.38. Regarding the number of Police Stations and the arrangements for the mobility of the Police Personnel, it has been stated that there are 26 Police Stations in the Union Territory of Pondicherry. No Police Station has been provided with a police van. But each Police Station has been provided with a motor cycle and also some bicycles. Each Circle Inspector has been provided with a jeep/trekker and in case of necessity, these vehicles are also used for visiting the villages. However, all rural Police Stations in the Union Territory have been equipped with wireless facilities.

4.39 The total number of cases registered under the Protection of Civil Rights Act during the last 3 years and their disposal is stated to be as under:—

Year	Registered	Convicted	Acquitted	Pending trial	Under investigation	Referred
1979 . . .	32	2	17	—	—	13
1980 . . .	21	2	12	1	—	6
1981 . . .	14	4	5	1	1	3
	67	8	34	2	1	22

4.40. The Committee are surprised that out of 67 cases registered under the Protection of Civil Rights Act during the period 1979 to 1981 there were convictions only in 8 cases and there were acquittals in 34 cases. The Committee need hardly stress that all cases registered under this Act should be investigated properly and with the utmost expedition so that the guilty persons can be brought to book and they do not go scot free for want of evidence due to inordinate delay.

CHAPTER V

J. Reservation in Services

5.1 The percentage of reservations in services in the Union Territory of Pondicherry is stated to be as follows:—

	Sch. Castes	Sch. Tribes
(i) Posts filled by direct recruitment	16%	5%
(ii) Posts filled by promotion	15%	7½%
(iii) Posts filled by deputation	Reservations do not apply to posts filled by deputation	
(iv) Posts filled by temporary appointment for 45 days or more	16%	5%

5.2 The Committee have been informed that reservations are applied at the time of confirmation after posts have been filled by direct recruitment.

5.3 Asked about the machinery to ensure that the reservation orders in favour of Scheduled Castes/Scheduled Tribes are actually implemented, the Union Territory Administration have stated that one Liaison Officer is appointed in each Department to ensure proper implementation of the reservation orders.

5.4 Apart from this, there is an Enforcement Cell in the Chief Secretariat for attending to the work relating to the implementation of service safeguards for Scheduled Castes/Scheduled Tribes employees. An officer in the rank of Under Secretary to the Government is posted as Inspecting Officer who is in charge of the Cell. Regarding the functions of the Cell it has been stated that the Cell inspects the rosters and other records maintained in all departments of the Union Territory Administration. The Inspection Report is prepared and submitted to the Chief Secretary for his perusal and approval. It is then communicated to the department concerned for compliance.

5.5 The Cell also scrutinises proposals for de-reservation of reserved vacancies and gives clearance in deserving cases in accordance with the standing orders/instructions of Government of India.

5.6 The Cell is also responsible for collecting particulars from all departments regarding Scheduled Caste/Scheduled Tribe employees in services and for compilation of the data for submission to Government of India.

5.7 The Cell also furnishes the material required for the Annual Reports of the Commission for Scheduled Castes and Scheduled Tribes.

5.8 Asked about the dates when reservations were applied in recruitment and promotion in the Union Territory, it has been stated that reservations in direct recruitment were made applicable from 1-4-1973 and in promotion from 1974.

5.9 The following statement indicates the total number of employees in each group and the number of Scheduled Caste/Scheduled Tribe employees amongst them as on 1-1-1982:

Category	Total number of employees	Sch. Caste employees	Percentage to total employees	Sch. Tribe employees	Percentage to total employees	Shortfall in Nos.	
						S.G.	S.T.
1	2	3	4	5	6	7	8
Group-A	200	4	2	—	—	27	13
Group-B	492	50	10.16	3	0.69	26	28
Group-C	11775	911	7.72	29	0.24	947	624
Group-D (Excluding Sweepers)	5395	765	14.14	51	0.94	92	236
Group-D (Sweepers)	826	241	29.17	8	0.95	Nil (Excess 109)	33

5.10 It is seen from the above table that the representation of Scheduled Caste employees in Group 'A' and 'B' posts is 2 per cent and 10.16 per cent respectively as against the required percentage of 15 per cent. It has been stated that recruitment for Group 'A' and 'B' posts in the Union Territory Administration is made by the Union Public Service Commission to whom reservations for Scheduled Castes and Scheduled Tribes is communicated.

5.11 It is also seen that the representation of Scheduled Castes in Group 'C' posts is 7.72 per cent as against the required representa-

tion of 16 per cent. It has been stated that recruitment for Group 'C' posts and also Group 'D' posts' is made by recruitment committees under the Administration.

5.12 The representation of Scheduled Tribes in Group 'A' posts is nil and in group 'B', 'C' and 'D' posts, it is below one per cent.

5.13 The reasons for the above shortfalls are stated to be two-fold. Firstly, in the matter of direct recruitment, the officers who were appointed prior to 1964 i.e., before the merger of Pondicherry with India, have remained in service and they are also included in the total strength of the staff as on 1-1-1982. Secondly, there have been shortfalls in promotional posts due to the non-availability of suitable Scheduled Caste candidates in the feeder posts. The Committee have been informed that since adequate number of Scheduled Castes are now being appointed in the feeder posts, there may be opportunities for considering such candidates for higher posts.

5.14 The following data has been furnished to the Committee regarding persons appointed in Group 'C' and 'D' posts since 1-4-1973:

Group	Total No. of appointments made	No. of Sch. Castes appointed	Percentage
Group 'C'	5,026	791	15.75
Group 'D'	2,217	444	20.03

5.15 Asked whether Pondicherry Government would resort to special recruitment in order to make good the shortfall of Scheduled Castes/Scheduled Tribes in Pondicherry, the Chief Secretary, Government of Pondicherry has stated during evidence that:

"This shortfall has occurred because there has been an administrative set up inherited from the French. It is very difficult to set right the imbalances which occurred at the time the French people handed over the administration. Subsequent to the date of our taking over the administration, there has been no shortfall."

5.16 The Committee desired to know about the representation of Scheduled Castes and Scheduled Tribes in the Police Department of the Union Territory. The following data has been furnished.

Sl. No.	Designation of the post	3 No.	Class of post	Total No. of posts	Total SC Employees	Total ST Employees
1,	Superintendent of Police (Selection Grade)		Group-A	1	—	—
2	Superintendent of Police (Known as Dy. Superintendent of police in other States)		'B'	10	—	—
3	Inspectors of Police		'C'	23	3	—
4	Sub-Inspectors		'C'	62	13	—
5	Asstt. Sub-Inspectors		'C'	14	3	—
6	Head Constables		'C'	191	30	—
7	Police Constables		'D'	1068	158	18

5.17 It has been stated that all posts of Inspectors, Assistant Sub-Inspectors and the Head Constables are filled by promotion only.

Industrial Training Institutes

5.18 There are two Industrial Training Institutes in the Union Territory of Pondicherry, one at Karaikal and the other at Pondicherry. These were opened in 1968 and 1978 respectively.

5.19 In both the Institutes, training is being given in 12 trades. 16 per cent of seats are reserved there every year for Scheduled Caste candidates and 5 per cent for Scheduled Tribe candidates. Scheduled Caste candidates who have secured 30 per cent of marks in each subject in SSLC or Matriculation examination can apply for admission in these institutes.

5.20 The Committee note that there is shortfall in the representation of Scheduled Castes and Scheduled Tribes in the services of the Union Territory in all the groups. One of the reasons for the shortfall is attributed to the fact that those officers who were appointed prior to 1964 during the French regime are still continuing in service and their numbers are included in the total strength of the staff as on 1-1-1982. Secondly, there is non-availability of Scheduled Caste Candidates in the feeder grades to fill up the reserved promotional posts.

5.21 From the data furnished to the Committee it is seen that to reach the level of 15 per cent for Group 'A' and 'B' posts and 16 per cent for Group 'C' and 'D' posts the shortfall in the case of Scheduled Castes is 27 for Group 'A' posts, 26 for Group 'B' posts, 947 for Group 'C' posts and 92 for Group 'D' posts. The shortfall in the case of Scheduled Tribes is much larger. It is evident that special measures need to be taken to increase the intake of persons belonging to these communities. The Committee recommend that in order to reduce the shortfalls there should be a special recruitment for Scheduled Caste/Scheduled Tribe candidates in Groups 'C' and 'D' posts.

5.22 The Committee feel surprised that even in the post of Sweepers there are only 241 Scheduled Caste employees against a total of 826 employees. The Committee recommend that the matter may be enquired into as to whether non-Scheduled Caste persons who have been appointed as Sweepers are actually performing scavenging duties.

5.23 In the Police Department of the Union Territory Administration, there is no Scheduled Caste/Scheduled Tribe Officer out of 13 officers in the rank of SP/DSP. The Committee would like this matter to be looked into by the Government.

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NEW DELHI;
March 18, 1983
Phalguna 27, 1904 (S)

A. C. DAS,
Chairman,
Committee on the Welfare of
Scheduled Castes and Scheduled Tribes.

APPENDIX I

(See para 1.7)

COUNCIL OF MINISTERS WITH THEIR PORTFOLIOS

1. Hon. Thiru D. Ramachandran, Chief Minister:

1. Confidential and Cabinet, Appointments (General Administration).
2. Finance excluding Commercial Taxes.
3. Planning.
4. Town Planning.
5. Housing and Slum Improvements.
6. Local Administration excluding Administration of Charitable and Religious Endowments.
7. Community Development.
8. Freedom Fighters Cell.
9. Any other subjects not allocated to any other Minister.

2. Hon. Thiru S. Savariraja, Home Minister:

1. Home Department but excluding the following subjects namely (i) Transport and (ii) Information, Publicity and Tourism.
2. Law and Labour.
3. Industries.
4. Electricity.

3. Hon. Thiru G. Perumal Raja, Public Works Minister:

1. Deptt. of Public Works excluding the subjects namely (i) Electricity and (ii) Port.
2. Transport.
3. Revenue Deptt. excluding the subjects namely (i) Food, (ii) Rationing and Civil Supplies.
4. Commercial Taxes.

4. Hon. Smt. Renuka Appadurai, Education Minister:

1. Education and N.C.C.
2. Medical, Public Health and Family Welfare.

3. Harijan and Social Welfare including State Social Welfare Advisory Board, Indian Council for Child Welfare, Guild of Services, Crenche and Women's Welfare.

4. Port.

5. Hon. Thiru V. M. C. Sivakumar, Agriculture Minister:

1. Agriculture.

2. Fisheries.

3. Animal Husbandry.

4. Food, Rationing and Civil Supplies.

6. Hon. Thiru V. Kadirvelu, Co-operation Minister:

1. Co-operation.

2. Administration of Charitable and Religious Endowments.

3. Information, Publicity and Tourism.

APPENDIX II

(See para 1.7)

DISTRIBUTION OF WORK AMONG SECRETARIES

1. Thiru R. Badrinath, I.A.S.,
Chief Secretary.
—Confidential and Cabinet Department, Information, Transport, Home, General Administration, Public Works and Planning and Research.
2. Smt. Pratibha Karan, I.A.S.,
Secretary (PK).
—Agriculture, Animal Husbandry, Civil Supplies and Housing, Town and Country Planning.
3. Thiru D. C. Sankhala, I.A.S.,
Secretary (DCS).
—Secretary to Lieutenant Governor and Secretary Incharge of Industries.
4. Thiru A. Chandrasekhara Menon, Secretary (Law)
—Law, Labour & Elections.
5. Thiru P. L. Samy, I.A.S.,
Collector-cum-Secretary (PLS).
—Collector-Revenue, Census, Local Administration, Fire Services and Community Development.
6. Thiru R. S. Chari, I.A.S.,
Secretary (RSC)
—Finance, Pay & Accounts Office, Statistics, Government Press, Commercial Taxes, Temple Administration and Co-operation.

7. Dr. Guriqbal Singh Jaiya,
I.A.S., Secretary, (GSJ).

—Development Department,
Electricity, Harijan and Social
Welfare, Port and Freedom
Fighter Cell.

8. Thiru S. Krishnan, I.A.S.,
Secretary (SK).

—Education, Health and Fishe-
ries.

9. Thiru A. Subbaraya Pillai,
Secretary.

—Secretary, Legislative Assem-
bly Department.

APPENDIX III

(Vide Para 4 of Introduction)

SUMMARY OF CONCLUSIONS/RECOMMENDATIONS CONTAINED IN THE REPORT

S. No.	Reference to Para number in the Report	Summary of conclusions/Recommendations,
1	2	3
1	1.11	The Committee note that according to 1981 census the Scheduled Caste population in Pondicherry comprises 16 per cent of the total population of the Union Territory and there are no Scheduled Tribes in Pondicherry. The Committee further note that in February, 1980 the Welfare Department in Pondicherry has been split up into two departments, namely, Department of Social Welfare and Department for the Welfare of Scheduled Castes. Government feels that the new Department for the Welfare of Scheduled Castes needs to be strengthened by posting more staff for improving the monitoring system. In addition, the new Department is expected to serve as a focal point for looking into the grievances of Scheduled Castes and also for the effective implementation of various programmes for the welfare of Scheduled Castes population in the Union Territory. The Committee recommend that additional staff may be posted in the Department for the Welfare of Scheduled Castes without any delay and without linking it with the Special Central Assistance. The Committee further recommend that the proposal for creating a separate department for the welfare of Scheduled Castes may be commended to the other Union Territories and States.
2	2.19	The Committee feel unhappy that the provision made in the Special Component Plan for Scheduled Castes in the Union Territory of Pondicherry in various sectors was not fully utilised in 1980-81

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and 1981-82. During 1980-81 against the total revised allocation of Rs. 168.45 lakhs the actual expenditure was Rs. 143.88 lakhs and in 1981-82 against the total allocation of Rs. 229.14 lakhs the actual expenditure was only Rs. 200.58 lakhs. The Committee recommend that the funds allocated for the welfare of Scheduled Castes should be properly and fully utilised in all sectors. It should also be ensured that the plan outlay is spent within the plan period after streamlining and coordinating the activities of various agencies responsible for the execution of schemes.

3 2.20

In the Sixth Five Year Plan, a total outlay of Rs. 71.55 crores has been provided for the Union Territory of Pondicherry. Out of this amount, the flow to Special Component Plan for the Scheduled Castes has been placed at Rs. 11.78 crores i.e. about 10.6% of the total provision. The population of Scheduled Castes in the Union Territory of Pondicherry was 15.46% according to 1971 census and is estimated to be 15.99% according to 1981 census. The percentage outlay under the Special Component Plan is thus considerably less than the percentage of Scheduled Caste population in the Union Territory.

4 2.21

The State Plan outlays in the general sector include schemes in the non-divisible sectors, such as power, irrigation, communications etc. However, it is generally not possible to quantify precisely the benefits that flow from the non-divisible sectors to the Scheduled Castes and the Scheduled Tribes. At the same time it is noticed that the benefits from funds quantified under the Special Component Plan flow not only to the Scheduled Castes but also to other persons living in the areas of Scheduled Castes concentration where common facilities are provided, e.g. schools, drinking water wells, street lighting, link roads, minor irrigation schemes, hospitals, health centres etc. The Committee are therefore of the view that the provision in the Special Component Plan of the

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- Union Territory of Pondicherry needs to be enhanced so that it is not less than the percentage of the Scheduled Caste population of the Union Territory.
- 5 2.22 The Committee note that the Pondicherry Administration is of the view that a separate Scheduled Caste Development Corporation is essential for the Union Territory for the development of Scheduled Castes who comprise 16 per cent of the total population. However, the Planning Commission is of the view that the Union Territory being small in area the creation of a Corporation would only increase the overheads and it will not be a viable proposition. The Committee recommend that the Scheduled Caste Corporation should be set up in Pondicherry.
- 6 3.14 The Committee have been informed that the estimated area of surplus land in the Union Territory was 1200 hectares out of which 407 hectares had been taken possession of and 366 hectares distributed to 1010 persons. Out of this, the land allotted to Scheduled Caste persons was 247 hectares (62 per cent) and the number of Scheduled Caste beneficiaries was 736 (73 per cent). The Committee do not feel happy about the progress made in taking possession of the surplus land available in Pondicherry. The Committee consider that the remaining surplus identified land should be taken possession of immediately and its distribution among eligible Scheduled Caste persons should be ensured.
- 7 3.15 The Committee regret to note that although the Pondicherry Land Reforms Act was passed in the year 1973, the work regarding updating of land records has not been completed so far. The representative of the Government of Pondicherry stated during evidence that the delay was due to the fact that large number of transfers and mutations had taken place and the resurvey of land was a massive task. The Committee are of the view that this plea hardly justifies the delay of almost 10 years. The Committee have now been assured that this
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work will be completed by the end of the Sixth Plan period, i.e. by March, 1985.

- 8 3.16 The Committee would like to be informed of the latest position regarding the legislation contemplated by the Government of Pondicherry for giving legal status to the patta pass books which are proposed to be issued to the owners of land in the Union Territory. The Committee need hardly stress that the issue of pattas should not be delayed on the plea that necessary legislation had not been passed for giving legal right to the holder of such passbook.
- 9 3.17 The Committee understand that there is no legislation applicable in the Union Territory of Pondicherry to restrict the transfer of land belonging to a Scheduled Caste to a non-Scheduled Caste. The Committee recommend that the Government should consider the desirability of having a suitable legislation in this regard as has been done in some other States.
- 10 3.44 The Committee note that in 1978-79 the Agriculture Department had carried out a survey and had identified 2269 Scheduled Caste farmers in Pondicherry. Identity Cards had been issued to these identified farmers to enable them to get the various benefits in the Agriculture sector. The Committee further note that according to the 1981 Census figures there were only 1748 cultivators in Pondicherry and the bulk of the Scheduled Castes numbering 27674 had been classified as agricultural labourers. As such, the Committee stress that family-oriented schemes which can give direct benefit to the Scheduled Caste agricultural labourers will have to be formulated and effectively implemented. In view of the fact that availability of surplus land in Pondicherry is quite limited the Union Territory Administration may not be able to allot land to all those agricultural labourers. There should therefore be greater emphasis on preparing schemes for setting up small scale and cottage industries so that these agricultural labourers can devote their spare time towards these small
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industries and thereby supplement their income. It is needless to say that unless new schemes which aim at raising the economic standard of these down-trodden people are expeditiously implemented the target of bringing at least 50% of the families above the poverty-line by the end of the Sixth Plan period may not be achieved. The Committee need hardly stress that in the absence of proper identification of Scheduled Caste beneficiaries and implementation of specific schemes to suit their requirements there is every possibility that the funds being spent by the Union Territory Administration may not bring about the desired results.

11 3.45

At present Identity Cards issued by the Department of Agriculture, Government of Pondicherry to the Scheduled Caste beneficiaries contain columns for survey number of land cultivated, ownership/tenancy particulars, extent of land cultivated, source of irrigation etc. The Committee feel that the identity cards which may be called "Vikas Patrika" or given a suitable nomenclature, should be made comprehensive and printed in the form of a booklet. These may contain other details such as:

- (i) Family particulars.
- (ii) Level of Education.
- (iii) Description of House Site and House.
- (iv) Records of Rights copy and inclusion and exclusion (Khata, Plot, particulars of land and extent of land).
- (v) Livestock (Description of cattle, goats, sheep and birds etc. and number).
- (vi) Movable properties (worth above Rs. 501).
- (vii) Annual income and source of income.
- (viii) Bank loans.
- (ix) Loans from Cooperative Societies.
- (x) Loans from other sources.

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(xi) Assistance from Government (Agricultural operations).

(xii) Assistance from Government (other schemes).

(xiii) Miscellaneous (such as special events, marriage, cyclone, drought etc.).

Items Nos. (viii) to (xii) should include particulars of credit, debt and balance.

In cases where assistance is provided by the Government the particulars may be entered and authenticated by the disbursing agencies.

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3.46

The Committee recommend that the "Vikas Patrika" should be introduced in all the States and Union Territories. The Committee are of the view that this would go a long way in proper monitoring of assistance given to the beneficiaries, to find out what further assistance is required and to know the impact of the various schemes on the economic development of the beneficiaries.

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3.47

The concept of poverty followed by the Government so far for measuring people below the poverty line has been in terms of households with calorie intake below certain prescribed minimum level. However, the Planning Commission has re-defined the poverty line based on per person requirement of calories and on the consumer expenditure. The Committee are in agreement with the view of the Planning Commission and feel that the poverty level should be based not only on the per person requirement of calories but it should also take into consideration of the essential consumer expenditure incurred by a person. The Committee recommend that definite guidelines for fixing the criterion of poverty line should be issued for the guidance of the field staff so as to enable them to properly identify the people who fall below the poverty line.

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14	3.48	<p>The Committee note that the Scheduled Caste allottees of land are given an initial grant of Rs. 250/- per acre for commencement of agricultural operations. Besides this grant, the Agriculture Department also distributes improved seeds, manure, pesticides etc. at 75 per cent subsidy. The Committee recommend that a sample survey should be made to find out the average expenditure required to be incurred by an allottee for the initial development of the land and thereafter the question of suitable enhancement in the present scale of grant of Rs. 250/- per acre should be considered.</p>
15	3.49	<p>The Committee also recommend that the allottees of land should be provided all the inputs through a single agency as far as possible and it should not be necessary for them to approach different Departments.</p>
16	3.50	<p>The Government of Pondicherry introduced a scheme in the year 1981-82 for setting up of agricultural implements hiring centres by the unemployed Scheduled Caste youth. It was envisaged that 53 such centres, each with an investment of Rs. 6000/-, would be set up. Under this scheme, the extent of subsidy is 75 per cent and the balance is to be funded by the banks. During evidence the Committee were informed that this scheme became operational in 1982-83 only. The Committee have later been informed that the Hiring Centres are yet to be opened. However 53 beneficiaries were selected and have been trained in the handling of implements. The Committee would like to be informed of the progress made in this regard.</p>
17	3.51	<p>The Committee note that the flow of credit from the nationalised banks for agricultural activities has not been satisfactory. The main</p>

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difficulties expressed by the banks relate to (i) poor repayment of past advances and (ii) constraint of their own resources. The Committee feel that as regards the question of recovery of past advances the Union Territory Administration must advise ways and means to provide necessary help to the banking institutions to recover the loans. As regards the second reason that the banks have constraint of their own resources, the Committee are unable to accept this position. They feel that even with the existing resources it should be possible for the banks to meet the requirement of the agricultural sector so as to give a filip to the rural economy. The Committee need hardly stress that the programmes in agricultural sector are meant for generating economic activity and improving the repaying capacity of the loanee and as such it should be the responsibility of the banks to provide necessary funds for the agricultural sector.

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3.52

The Committee note that Pondicherry Administration has created a Department of Rural Development and the Project Director of DRDA who has been re-designated as Director of Rural Development facilitates the sanction of loans to the beneficiaries by the banks.

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3.53

The Committee have been informed during evidence that the approximate cost of installing a bore-well in Pondicherry is about Rs. 50,000/- out of which Rs. 25,000/- is given as subsidy. They feel that the cost of borewell is somewhat on the high side and this matter may be looked into with a view to reduce the total cost of construction of a borewell. The Committee feel that in case a borewell fails, the Scheduled Caste cultivator would find it difficult to repay the loan of Rs. 25,000/- and the interest thereon. The Committee recommend that in such cases loan

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should be written off after a certificate is issued by the concerned technical agency.

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3.70

According to the data furnished to the Committee there were 11,852 house-less or site-less families in 1975 in the Union Territory of Pondicherry and about 7000 such families were added subsequently. The target for allotment of house-sites during the Sixth Plan period (1980—85) is 5,000. The number of house-sites allotted during 1980-81 and 1981-82 was 335 and 1000 respectively. In 1982-83 also the target is for 1000 house-sites. The Committee have been informed during evidence that there are now 7000 sites-less people to be covered at the rate of 1000 families per year. The Committee thus find that even if the target of giving 1000 house-sites per year is adhered to, it will take another 7 years to cover all such families. The Committee feel unhappy that this work has already taken a long time. This only shows lack of interest on the part of the Union Territory Administration to provide shelter to the siteless workers. The Committee recommend that the work of allotment of house sites should be completed within a period of six months.

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3.71

The Committee have been informed that most of the beneficiaries under the scheme for allotment of house-sites to landless workers, were unable to construct house/huts at their own cost. Hence a new scheme viz. "Financial assistance to landless labourers to construct houses/huts" has been formulated by the Administration during the year 1982-83. Under this scheme, it is expected that 4000 landless labourers out of whom about 2000 will belong to Scheduled Caste families will be covered during the Sixth Plan. A sum of Rs. 750/- will be granted as subsidy to each landless labourer for the construction of a

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house/hut. The Committee have also been informed that cost of construction of a hut is about Rs. 1500/-. Thus, in this scheme the allottee would have to raise about Rs. 750/- from his own resources for construction of the hut. The Committee feel apprehensive that the landless labourers, out of their sheer poverty, might not utilise the cash subsidy of Rs. 750/- for construction of hut and thus continue to remain without any shelter. The Committee therefore recommend that the scheme may be implemented as under:—

- (i) The Government may undertake construction of houses on the sites allotted to the landless labourers. After reducing the subsidy amount of Rs. 750/-, the balance of the cost of construction may be met by giving loan repayable in convenient instalments and at a concessional rate of interest.
- (ii) Those allottees who are unable to take houses even on loan basis, the Government may help the allottees in procuring the construction materials out of the subsidy amount payable to them so that they may with their own labour, construct huts on the sites allotted to them.

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3.72

At present 10 per cent of the houses constructed by the Pondicherry Housing Board have been reserved for Scheduled Castes/Scheduled Tribes. The Committee have been informed that out of 1164 houses constructed so far by the Housing Board under various categories such as Middle Income Group, Lower Income Group and the Economically Weaker Section, 116 houses were reserved but only 51 Scheduled Caste persons had come forward to avail of the concession regarding allotment of a house against the reserv-

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ed quota. When asked during evidence as to why the reserved quota was not availed of in full, the Committee were informed that people preferred low cost houses and those who were well-to-do, preferred to have their own arrangements for the construction of houses instead of houses constructed by a third agency. The Committee are unable to accept the plea of the Union Territory Administration that there were not sufficient Scheduled Castes in Pondicherry to take the houses against the reserved quota. However, the Committee feel that the Housing Board should go into the precise reasons why the Scheduled Caste families are not able to avail of their reserved quota of houses. A break-up of the houses in MIG, LIG and EWS categories allotted to the Scheduled Castes may also be furnished to the Committee.

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3.73

The Committee also note that during 1979-80, 149 houses were constructed at Solai Nagar out of which 22 were in M.I.G., 73 in L.I.G. and 54 in E.W.S. category. Out of these, only 8 houses were allotted to Scheduled Castes/Scheduled Tribes in the Lower Income Group (LIG) and Economically Weaker Section (EWS) Group. The Committee feel unhappy that out of 149 houses constructed at Solai Nagar only 8 houses were allotted to Scheduled Castes/Scheduled Tribes. The Committee recommend that if adequate number of applications are not received for allotment of houses against the reserved quota the last date fixed for receipt of applications should be extended in the case of Scheduled Caste/Scheduled Tribe applicants and the allotments should remain open till the reserved quota is filled up. Adequate publicity should be given through advertisements in the newspapers regarding availability of houses against the reserved quota.

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24	3.74	<p>The Committee feel unhappy that although the Scheduled Caste population in Pondicherry as per 1981 census is 16 per cent, the reservation of houses for them is only 10 per cent in respect of houses constructed by the Pondicherry Housing Board. The Committee do not feel convinced by the explanation of the representative of the Union Territory Administration given during evidence that 10 per cent reservation for Scheduled Castes was made prior to 1981 Census. In fact, even according to the 1971 census the Scheduled Caste population in the Union Territory was 15.46 per cent. The Committee recommend that in the allotment of houses, the reserved quota for Scheduled Castes/Scheduled Tribes should be 16 per cent or even more in accordance with the percentage of their population in the Union Territory. The Committee also recommend that the question of enhancing the reserved quota in the allotment of houses should be taken up with other States/Union Territories.</p>
25	3.77	<p>The Committee note that out of 333 villages in Pondicherry, 312 have been covered by all weather roads by the end of 1982-83 and the remaining 21 villages are expected to be covered by the end of 1984-85. The Committee need hardly emphasise that the road development in the areas where Scheduled Castes live will not only provide necessary support to their economic activity but will also lead to their social upliftment. The Committee therefore, recommend that utmost priority should be given for the construction of rural roads so that all the villages including Harijan basties are well connected by roads by the end of the current Plan period.</p>
26	3.92	<p>The Committee regret to point out that during 1981-82 57 Scheduled Caste farmers who were members of Farmers Cooperative Societies were given 50 per cent reimbursement in the hire charges of tractors hired from the Cooperatives</p>

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for agricultural operations. The expenditure was met from the funds earmarked for Special Component Plan. The scheme is proposed to be continued during 1982-83. As there are only 2269 Scheduled Caste cultivators in Pondicherry as per 1981 Census, the Committee recommend that this scheme should be implemented on a permanent basis so that all the Scheduled Caste farmers owning land are benefited and they can get the facility of mechanised agriculture in their fields.

27 3.93 The Committee also recommend that the subsidy in the hire charges of tractors should be made available to all the eligible Scheduled Caste cultivators and even to those who are not members of the farmers' cooperatives.

28 3.94 The Committee note that there are 5 landless labourers cooperative societies which undertake cultivation of Government waste land taken on lease and thereby provide regular work to the members. Two of these five societies are dormant and the remaining three are functioning in Yanam region. It has been stated that these societies have not established a sound footing as they do not have sufficient lands of their own or on lease for carrying out their trade. As majority of the Scheduled Castes in the Union Territory are agricultural labourers the Committee feel that these cooperative societies should be strengthened so that the landless labourers can earn their livelihood on a regular basis. Government should also render necessary assistance for reclaiming waste land given on lease so as to make it cultivable. Necessary inputs like manure and improved seeds should also be provided at subsidised rates so as to increase the yield. The Committee feel that as the waste land available in Pondicherry for being given on lease to Landless

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Labourers' Cooperative Societies is quite limited, the Union Territory Administration should provide schemes for setting up small scale industries for the landless labourers. These schemes should be an additive to the cultivation programmes of the societies so as to make them viable units. If necessary, the question of converting these co-operative societies into multi-purpose cooperatives should also be considered. The Committee feel that merely by cultivating the waste land the economic standard of these people will never improve and therefore, various schemes in the agriculture and allied sectors should be taken up by these cooperatives.

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3.95

The Committee note that under the scheme of purchase and distribution of cycle-rickshaws to weaker sections 50 per cent of the cost of the rickshaw subject to a maximum of Rs. 800 per vehicle is granted by way of subsidy. During 1982-83 out of 1,250 cycle-rickshaws to be purchased only 250 are earmarked for distribution among the Scheduled Castes and the expenditure on Scheduled Caste beneficiaries is included in the Special Component Plan. The Committee desire that the impact of this scheme should be studied and in case it has helped to raise the economic standard of the Scheduled Caste people then more funds should be allocated for this scheme to assist a larger number of Scheduled Castes under the Special Component Plan.

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3.96

As pulling of cycle rickshaws is known to affect the health of the people over a period of time, the Committee recommend that efforts should be made to provide assistance to these people for purchase of auto-rickshaws. The ultimate aim should be that they gradually switch over to auto-rickshaws or some other job.

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31	3.97	<p>The Committee have been informed that persons belonging to Scheduled Castes are provided with share capital loan of Rs. 20 per individual for taking shares in the village co-operative agricultural credit societies and farmers service co-operative societies. This share capital loan is interest free and is repayable over a period of five years. The Committee recommend that the amount equivalent to the value of one share should be given as grant to the Scheduled Castes to enable them to enrol themselves as members of such societies. Further, for purchase of additional shares required by the loanee for obtaining loans from such societies, an amount equal the value of additional shares should be given as share capital loan which should be interest free and repayable in convenient instalments.</p>
32	3.114	<p>The Committee have been informed that the Pondicherry Industrial Promotion, Development and Investment Corporation (PIPDIC) has been set up by the Government. Its main functions are to provide financial assistance by way of term loans for setting up new industries or for modernisation/expansion of existing industries.</p>
33	3.115	<p>Although 7 sheds out of 76 sheds constructed in the Metupalayam Industrial Estate have been earmarked for Scheduled Caste entrepreneurs and rent subsidy by PIPDIC is available to them, only 3 sheds have been allotted to the Scheduled Castes so far. The Committee are led to the conclusion that PIPDIC has not been looking after the interest of Scheduled Castes to the desired extent. They recommend that earnest efforts should be made to ensure that all the sheds reserved for Scheduled Castes are actually allotted to them and if necessary the conditions for allotment should be relaxed.</p>
34	3.116	<p>An Entrepreneur's Development Programme (Training) of one month's duration was conducted by PIPDIC in collaboration with Industrial</p>

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Development Bank of India and State Bank of India during April-May, 1982 for Scheduled Castes only. The Committee have been informed that out of 21 persons who were trained, 7 persons showed interest in starting their own industries and the rest preferred to take up paid jobs. The representative of the Government of Pondicherry stated during evidence that the efforts made by the Government to attract trained Scheduled Caste persons to get loans for starting new industries did not succeed. The Committee feel that a training programme of one month's duration could not have been adequate for any entrepreneur to enable him to start any new industry. The Committee feel that the training programme should be for a greater duration and there should be adequate publicity about such training programmes. They are of the view that if Scheduled Caste persons are given adequate training and the requisite financial assistance, there is no reason why they should not come forward to start new industries. The Committee recommend that PIPDIC should be geared to the task of rendering necessary assistance to the scheduled caste entrepreneurs for setting up small industrial units.

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3.117

From the information furnished to the Committee regarding facilities availed of by Scheduled Caste persons to start village and cottage industries, it is evident that nothing worthwhile has been done to encourage them to start such industries. The Committee expect that special attention would be paid by the Government of Pondicherry, District Rural Development Agency and the Pondicherry Khadi and Village Industries Board to involve a greater number of Scheduled Caste persons in taking up these industries.

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36	3.118	The Committee recommend that necessary steps should be taken to exploit the marine wealth of the sea near Pondicherry. As suggested in the Report of Techno-economic Survey conducted in 1978 the question of setting up a fishing harbour for providing berthing facilities to vessels may be considered.
37	3.119	The Committee note that Government of Pondicherry have schemes to advance loans upto Rs. 2 lakhs to Scheduled Castes at 11.5 per cent interest for setting up industries. The Committee recommend that the loans advanced to Scheduled Castes should not carry the normal rate of interest of 11.5 per cent but such loans should be given at concessional rates of interest and the conditions for getting the loans should also be relaxed in the case of Scheduled Caste entrepreneurs. The Committee feel that loans upto Rs. 2 lakhs should not be confined to the industry sector alone and such loans should also be given to the Scheduled Castes for purchasing agricultural land if persons belonging to these castes come forward for the purpose. The Committee suggest that this matter may be considered and a scheme drawn up.
38	3.120	The Committee note that upto now new sub-heads in the budget for the Special Component Plan outlays have not been opened and the matter is still being pursued with the Accountant General, Tamil Nadu, Madras. The Committee may be informed whether new sub-heads have been opened in the budget for 1983-84 to indicate allocation and expenditure on schemes included in the Special Component Plan.
39	4.23	The Committee note that according to 1981 Census (Provisional Report) the percentage of literacy among the general population in Pondicherry is 55.85 per cent whereas the percentage

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of literacy among the Scheduled Castes is 32.36 per cent. The Committee need hardly point out that educational development is the pivot around which the socio-economic progress of Scheduled Castes revolves and necessary steps will have to be taken to encourage Scheduled Caste boys and girls to go to schools in larger numbers.

40 4.24 As per data given in the Fourth All India Educational Survey, the proportion of enrolment of Scheduled Caste students to the total enrolment in the year 1978 in the Union Territory was 15 per cent in the Primary stage but came down to 10.8 per cent at the Middle stage and to 8.9 per cent at the Secondary stage of school education. The population of Scheduled Castes being about 16 per cent of the total population of the Union Territory the above figures show that a larger percentage of Scheduled Caste students do not continue their studies at the Middle and the Secondary stage. This is a matter of concern to the Committee.

The Committee have been informed that the drop-out rate of Scheduled Castes in the Primary, Middle and Secondary stage is 27.4 per cent, 16.05 per cent and 57.8 per cent respectively. One of the reasons for the high level of drop-out at the secondary stage is the fact that a student has to cover a distance of 3 Km., on an average between his home and school. Although a number of hostels are attached to Higher Secondary Schools, such students are not eligible to get admission in these hostels because students residing at a distance of more than 5 Kms., only are entitled to get admission in a hostel.

It is generally experienced that hostels provide

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		<p>a better environment to Scheduled Caste/Scheduled Tribe students for their educational development. The Committee therefore recommend that the distance criterion for admission of a Scheduled Caste/Scheduled Tribe student in any hostel should be removed. Further, to check the drop-out of students, hostel facilities may be provided wherever not available so that no Scheduled Caste/Scheduled Tribe student is deprived of educational facilities due to inadequacy of hostels.</p>
41	4.25	<p>At present the rates of pre-matric scholarships offered to Scheduled Caste students in Pondicherry are Rs. 60/- per annum for 6th and 7th standards, Rs. 80/- per annum for 8th and 9th standards and Rs. 100/- per annum for 10th standard. While education at school level is virtually free in the Union Territory, the amount of scholarship is intended to cover the cost of text books and stationery. The Government of Pondicherry feels that the scholarship levels are rather low. The Committee suggest that the question of enhancing the present rates of scholarships may be considered by the Government of India.</p>
42	4.26	<p>The Committee recommend that the Administration of the Union Territory should ensure that there is no delay in disbursement of post-matric scholarships to the Scheduled Caste students and these scholarships are paid to them in time even if there is some delay in the receipt of funds from the Central Government as Central assistance.</p>
43	4.27	<p>During its visit to the Jawaharlal Institute of Post-Graduate Medical Education and Research (JIPMER) in September, 1982, the Study Group of the Committee was informed that there were in all 224 books on various medical subjects in the Book Bank of that Institute. More books</p>

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could not be purchased due to inadequacy of funds for the purpose. The Committee feel that lack of funds for the purchase of books on medical subjects which are undoubtedly costly, should not in any way hamper the studies of Scheduled Caste/Tribe students. The Committee recommend that at least one set of important text books should be provided to each Scheduled Caste/Tribe student from the Book Bank. With regard to other books on medical subjects, one set each for 3 students could be made available from the Book Bank.

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4.28

The Committee have been informed that the Government of Pondicherry introduced a scheme in the year 1981-82 under which financial assistance can be provided to the extent of Rs. 2,500/- for medical graduates and Rs. 1,500/- for law graduates for setting up their practice. The Committee are of the view that the scheme of financial assistance is commendable but the financial assistance provided is hardly adequate. The Committee recommend that Government may consider the feasibility of giving a larger amount on loan at concessional rate of interest and payable in convenient instalments.

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4.33

The Committee are concerned to note that out of 333 villages only 230 have been provided with protected drinking water supply so far. Although the uncovered villages are stated to be having dug wells and hand pumps, the Committee feel that these remaining villages should also be covered with water supply schemes so that potable water is available to one and all in the village. The Committee trust that Government will ensure that during the Sixth Plan period all the uncovered villages are provided with water supply schemes for providing clean drinking water. Also the policy of locating bore and main water supply tank in the Scheduled

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		Caste basti and feeding the main village from there should be implemented in all new schemes being undertaken.
46	4.36	The Committee feel that voluntary organisations can play a vital role in improving the social, educational and environmental conditions of Scheduled Castes in Pondicherry. The Committee therefore recommend that dedicated voluntary organisations should be encouraged to work among the Scheduled Castes in the Union Territory and necessary grant-in-aid provided to them. Also, a close watch should be kept on their functioning so as to ensure that the money disbursed to them is gainfully spent for the welfare of Scheduled Castes and weaker sections of the society.
47	4.40	The Committee are surprised that out of 67 cases registered under the Protection of Civil Rights Act during the period 1979 to 1981 there were convictions only in 8 cases and there were acquittals in 34 cases. The Committee need hardly stress that all cases registered under this Act should be investigated properly and with the utmost expedition so that the guilty persons can be brought to book and they do not go scot free for want of evidence due to inordinate delay.
48	5.20	The Committee note that there is shortfall in the representation of Scheduled Castes and Scheduled Tribes in the services of the Union Territory in all the groups. One of the reasons for the shortfall is attributed to the fact that those officers who were appointed prior to 1964 during the French-regime are still continuing in service and their numbers are included in the total strength of the staff as on 1-1-1982. Secondly, there is non-availability of Scheduled Caste candidates in the feeder grades to fill up the reserved promotional posts.

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49	5.21	<p>From the data furnished to the Committee it is seen that to reach the level of 15 per cent for Group 'A' and 'B' posts and 16 per cent for Group 'C' and 'D' posts the shortfall in the case of Scheduled Castes is 27 for Group 'A' posts, 26 for Group 'B' posts, 947 for Group 'C' posts and 92 for Group 'D' posts. The shortfall in the case of Scheduled Tribes is much larger. It is evident that special measures need to be taken to increase the intake of persons belonging to these communities. The Committee recommend that in order to reduce the shortfalls there should be a special recruitment for Scheduled Caste/Scheduled Tribe candidates in Groups 'C' and 'D' posts.</p>
50	5.22	<p>The Committee feel surprised that even in the post of Sweepers there are only 241 Scheduled Caste employees against a total of 826 employees. The Committee recommend that the matter may be enquired into as to whether non-Scheduled Caste persons who have been appointed as Sweepers are actually performing scavenging duties.</p>
51	5.23	<p>In the Police Department of the Union Territory Administration, there is no Scheduled Caste/Scheduled Tribe Officer out of 13 officers in the rank of SP/DSP. The Committee would like this matter to be looked into by the Government.</p>
