

**ESTIMATES COMMITTEE
1958-59**

MINUTES OF SITTINGS

relating to

FORTY-EIGHTH REPORT

(SECOND LOK SABHA)

MINISTRY OF HOME AFFAIRS

Scheduled Castes, Scheduled Tribes and Other Backward Classes



**LOK SABHA SECRETARIAT
NEW DELHI**

April, 1959

Chaitra, 1881 (Saka)

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C O R R I G E N D A

Minutes of the sittings of the Estimates Committee, 1958-59 relating to the Forty-eighth Report (Second Lok Sabha) on the Ministry of Home Affairs.

Page (iii), After the year '1881' insert
'(Saka)'

Page 2, para 3, line 16, for 'witnesses'
read 'witness'

Page 8, the para preceding para 7 should
be numbered as para 6.

Page 12, para 33, line 2, for 'organisation'
read 'organisations'

Page 17, para 14, line 2, for 'Act' read
'Untouchability (Offences) Act, 1955,'

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PREFACE

This volume contains the Minutes of the sittings of the Estimates Committee 1958-59 relating to the Forty-eighth Report of the Committee on the Ministry of Home Affairs—Scheduled Castes, Scheduled Tribes and Other Backward Classes.

NEW DELHI-1,
The 14th April, 1959.
The 24th Chaitra, 1881.

M. N. KAUL,
Secretary.

MEMBERS OF THE ESTIMATES COMMITTEE, 1958-59

1. Shri Balvantray Gopaljee Mehta—*Chairman*.
2. Shri Shripad Amrit Dange
3. Sardar Jogendra Singh
4. Dr. Sushila Nayar*
5. Shri Radha Charan Sharma
6. Shri Ranbir Singh Chaudhuri
7. Dr. Gopalrao Khedkar
8. Shrimati Sucheta Kripalani
9. Shri M. Thirumala Rao
10. Shri T. N. Viswanatha Reddy**
11. Shri R. Ramanathan Chettiar
12. Shri N. R. Ghosh†
13. Pandit Govind Malaviya
14. Shri Resham Lal Jangde
15. Shri Mathuradas Mathur‡
16. Shri Dodda Thimmaiah
17. Shri M. L. Dwivedi
18. Shri R. K. Khadilkar
19. Shri Bhaurao Krishnarao Gaikwad
20. Shri Shraddhakar Supakar
21. Shri Rohanlal Chaturvedi
22. Shrimati Mafida Ahmed
23. Shri S. A. Matin
24. Shri Narendrabhai Nathwani
25. Shri Rajeshwar Patel
26. Shri Surendra Nath Dwivedy§
27. Shrimati Renu Chakravartty
28. Shri M. Sankarapandian
29. Shri Jhulan Sinha
30. Shri Ramji Verma.

SECRETARIAT

Shri S. L. Shakdher—*Joint Secretary*.

Shri H. N. Trivedi—*Deputy Secretary*.

Shri R. P. Kaushik—*Under Secretary*.

*Elected w. e. f. 28.8.1958 vice Shri Mahavir Tyagi resigned.

**Elected w. e. f. 17.9.1958 vice Shri J. Rameshwar Rao resigned.

†Elected w. e. f. 23.9.1958 vice Shrimati Renuka Ray resigned.

‡Elected w. e. f. 23.9.1958 vice Shri Nemi Chandra Kasliwal resigned.

§Elected w. e. f. 17.12.1958 vice Shri Vithayram Raja resigned.

XXXIV

THIRTY-FOURTH SITTING

3rd December, 1958

The Committee sat from 14-30 to 17-40 hours.

PRESENT

Shri Balvantray Gopaljee Mehta—*Chairman*

Members

2. Shri Radha Charan Sharma
3. Shri Ranbir Singh Chaudhuri
4. Dr. Gopalrao Khedkar
5. Shri R. Ramanathan Chettiar
6. Shri N. R. Ghosh
7. Shri Resham Lal Jangde
8. Shri Shraddhakar Supakar
9. Shri Rohanlal Chaturvedi
10. Shrimati Mafida Ahmed
11. Shri S. A. Matin
12. Shri M. Sankarapandian
13. Shri Jhulan Sinha.

SECRETARIAT

Shri H. N. Trivedi—*Deputy Secretary.*

Shri R. P. Kaushik—*Under Secretary.*

NON-OFFICIAL WITNESSES

1. Kakasaheb Kalelkar, M.P.

REPRESENTATIVES OF THE HARIJAN SEVAK SANGH, DELHI

2. Shrimati Rameshwari Nehru—*Vice-President.*
3. Shri Viyogi Hari—*Secretary.*
4. Shri K. S. Shivam—*Working Secretary.*

The Committee examined Kakasaheb Kalelkar on the subject of welfare of Backward Classes in connection with the examination of the estimates of the Ministry of Home Affairs in respect of Scheduled Castes, Scheduled Tribes and Other Backward Classes.

Social Disabilities

2. The Committee wished to know the social disabilities from which the Scheduled Castes people were still suffering and the way in which these disabilities were enforced. The witness stated that the greatest difficulty was in securing good drinking water and secondly, in a number of places, the Scheduled Caste people were debarred from taking part in social matters. He added that there was a feeling of contempt or rather resentment against people of these communities in the villages. Although the religious support for this feeling of contempt had gone, the social feeling of their inferiority was still there.

3. The witness expressed the view that Government had created vested interests to such a large extent that caste was more organised today than it ever was in the past 10,000 years. Formerly, castes were organised on a local basis, and now they were on an all India basis. The witness added that Government by its policies of giving preferences and privileges on basis of caste had strengthened and accentuated untouchability. According to him, Government's propaganda against untouchability was a waste of money and must be carried on without their financial help. He stated that the Government were not an agency to carry out moral reforms and the sooner they withdrew from these duties, the better. He was of the view that untouchability could be eradicated by moral propaganda on the part of the public and stern justice on the part of Government. Moral propaganda, he added, should be done by moral agencies, which should be created through the conscience of the people.

The witnesses suggested that inter-caste marriage was one of the best remedies against untouchability.

Non-official Organisations

4. The witness stated that the work of removal of untouchability could best be done by service organisations like the Harijan Sevak Sangh and not by communal organisations. In the service organisations, the sinners and the sinned should be allowed to work together. He was against communal organisations being given large finances by Government. He stated that Government rules and regulations regarding the grant of financial help to service organisations were not helpful. The Chairman observed that departmental functioning of social activities had become a bane and that it might be useful to have something like the nation building activity of the type of social service among Harijans and Backward Classes.

Untouchability (Offences) Act, 1955

5. The witness stated that although untouchability had been prohibited by law, the law had not been strictly enforced. Unless there was social conscience functioning, the Untouchability (Offences) Act, 1955 was of no great use. He wanted special agencies to go round and work in the various villages.

Evaluating Machinery

6. Asked whether it would be useful to have some organisation like the Programme Evaluation Organisation to evaluate the work done for the removal of untouchability and to see whether the money given for this purpose was being properly utilised, the witness stated that he would very much welcome, if not the same organisation, at least a similar organisation.

Cultural/Tribal Research Institutes

7. Asked whether it would not be better if the Cultural/Tribal Research Institutes in the various States which at present functioned as departments of the State Governments were set up as semi-autonomous bodies, the witness stated that that would be a step in the right direction. The Chairman observed that there should be non-official popular bodies created for this purpose, run by people in public life and financed or aided by Government.

Housing

8. The witness stated that he was strongly in favour of subsidised housing schemes for backward classes, but the houses built should be substantial and must suit the genius and the economic life of the people.

Legal Aid

9. Asked about his views in regard to the question of provision of free legal aid to the Scheduled Castes and Scheduled Tribes, the witness stated that legal aid should be given to all the needy people and not only to the Harijans.

Reservation in Government Services

10. On the subject of reservations in Government services for backward classes, the witness stated that he was against reservation in Government services for any community but if reservation was inevitable, there should be no reservation in Class I, some reservation in Class II, a little more reservation in Class III and no reservation in Class IV posts. The reservations should not be more than 49 per cent all told.

11. Asked about the extent of preference which, according to the witness, should be given at the time of appointment, to all the backward communities, including women, provided candidates could show requisite qualifications, the witness replied that the preference must be a little more than what was just.

Public Service Commission

12. The witness expressed the view that in order to create confidence in the minds of backward communities, the Public Service Commission should be manned by representatives of those communities. He, however, made it clear that he had not a word against the individual members of the Commission as such.

Separate Ministry for the Welfare of Backward Classes

13. Asked to suggest the machinery which might be adopted to ensure proper implementation of rules and orders relating to reservation of posts for Scheduled Castes and Scheduled Tribes, the witness stated that there should be a separate Ministry for the welfare of Backward Classes.

Central Advisory Boards for Harijan/Tribal Welfare

14. As regards the present system of nomination of the Members of the Central Advisory Boards for Harijan/Tribal Welfare by the Minister of Home Affairs, the witness stated that he would not like the matter to be left to the Minister of Home Affairs as the Ministry of Home Affairs would not be able to get the proper persons. He added that people who worked in a systematic way among the Backward Classes should be asked to manage the whole thing.

Scholarships

15. The witness stated that more scholarships should be given to persons belonging to Backward groups and classes.

Primary Education to Tribals

16. The witness stated that tribals should be given all the primary education in their own dialects.

The witness then withdrew.

17. The Committee then examined the representatives of the Harijan Sevak Sangh, Delhi, on the subject of the welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes.

Social Disabilities

18. Replying to a question, the witness (Shri Viyogi Hari) stated that the social disabilities from which the Scheduled Caste people were suffering were mainly denial of free access to public wells, some bathing ghats, hotels and some temples. He further stated that the Untouchability (Offences) Act had not proved very successful as a check on the practice of untouchability due to lack of co-operation of officials, especially police officials. The Chairman suggested that a study might be undertaken by some experts of the various devices through which the different agencies in the country had tried to tackle the problem of untouchability and evolve something which would be more satisfactory than what existed at present. It might be useful to evolve a code of conduct for the social workers, official functionaries, etc.

19. The witness stated before the Committee that the progress made in the direction of eradication of social disabilities was to the extent of about 85 per cent, 70 per cent and 30 per cent in relation to schools, temples and wells respectively.

20. Asked as to what were the best remedies that would secure the speedy eradication of social disabilities from which the Scheduled Castes people were suffering, the witness suggested intensive propaganda amongst caste Hindus and Harijans and *pad yatra* by social workers. It was suggested that the social workers who took to *pad yatra* might also show dramas, films and allied things in villages.

21. Asked whether it would not improve matters if some inducement in the form of a certificate, medal or a promotion, was given to the official in-charge of a village or tehsil if he threw open a certain percentage of wells or temples in that village to the Harijans, the witness (Shrimati Rameshwari Nehru) stated that it was a very good suggestion.

Grants to non-official Organisations

22. Replying to a question, the witness (Shri K. S. Shivam) stated that so far as the Central Government were concerned, the Harijan Sevak Sangh was getting grants in time, but there was considerable delay in getting payment of grants by its State Branches from the State Governments, adding that sometimes, they did not get even the first instalment after nine months of the sanction of grant. The Chairman suggested that something like a Grant Committee should be in charge of the funds allotted for the welfare of Scheduled Castes etc. and vested with full authority to sanction grants. Alternatively, the whole machinery doing welfare work for these classes should be overhauled and changed into an autonomous board like the Khadi Commission, Central Social welfare Board, etc. That Board would be assisted by constructive workers working in this field. Another suggestion made was that after the sanction of a grant, quarterly instalments should be given in advance and the last instalment be settled after the three previous quarterly instalments were paid.

Housing

23. The Chairman suggested that there should be a phased programme for providing good houses to the Harijans who had no houses and who were not really settled in life. First, house sites might be provided and then materials and technical advice to build houses of an approved pattern under the supervision of Panchayats or Local Boards. Thus the problem might be tackled within next 10 to 15 years.

Training-cum-Production Centres

24. The witness (Shri Viyogi Hari) stated that there should be effective co-ordination between the training-cum production centres functioning for Scheduled Castes and Scheduled Tribes in the various States and the training should be uniform throughout India.

Recruitment of Scheduled Castes and Scheduled Tribes

25. Asked whether the Government authorities any time consulted the Harijan Sevak Sangh in the matter of recruitment of candidates belonging to the Scheduled Castes and Scheduled Tribes, the witness (Shri Viyogi Hari) replied in the negative.

The Committee adjourned at 17.40 hours.

XXXV

THIRTY-FIFTH SITTING

4th December, 1958

The Committee sat from 14.30 to 17.40 hours

PRESENT

Shri Balvantray Gopaljee Mehta—*Chairman*

Members

2. Shri Radha Charan Sharma
3. Shri Ranbir Singh Chaudhuri
4. Dr. Gopalrao Khedkar
5. Shri T. N. Viswanatha Reddy
6. Shri R. Ramanathan Chettiar
7. Shri N. R. Ghosh
8. Shri Resham Lal Jangde
9. Shri Mathuradas Mathur
10. Shri Shraddhakar Supakar
11. Shri Rohanlal Chaturvedi
12. Shrimati Mafida Ahmed
13. Shri Jhulan Sinha.

SECRETARIAT

Shri H. N. Trivedi—*Deputy Secretary.*

Shri R. P. Kaushik—*Under Secretary.*

WITNESS

Shri L. M. Shrikant, *Commissioner for Scheduled Castes and Scheduled Tribes.*

The Committee recorded the evidence of the Commissioner for Scheduled Castes and Scheduled Tribes on the subject of welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes in connection with the examination of the estimates of the Ministry of Home Affairs relating to that subject.

Office of the Commissioner for Scheduled Castes and Scheduled Tribes

2. Replying to a question, the Commissioner for Scheduled Castes and Scheduled Tribes stated that his office was a Statutory Office and

its status was like that of the Union Public Service Commission or the Election Commission. He further stated that in compliance with the wishes of the Minister of Home Affairs, he agreed to take up the task of evaluation of the welfare schemes for the Backward Classes on the condition that his status as a statutory body would be kept intact. He added that 16 posts of Assistant Commissioners were sanctioned to help him in the evaluation work but, for reasons of economy or other reasons, all the posts were not filled, and consequently the evaluation done by him was not so thorough on account of want of personnel.

Duplication of work in regard to examination of welfare schemes

3. Asked whether there was any duplication of work between his office and the Ministry of Home Affairs and, if so, whether he had any suggestions to offer for avoiding the same, the Commissioner stated that there was duplication in regard to the examination of welfare schemes which could be avoided. In this connection, he explained that welfare schemes were examined by his office in detail on the basis of reports of his Assistant Commissioners which were prepared after examination of schemes on spot and these schemes were also examined by the Ministry of Home Affairs. He was of the view that after the examination of schemes by his office, no further examination of schemes was necessary.

Associating the Office of the Commissioner for Scheduled Castes and Scheduled Tribes with Executive Decisions

4. The Commissioner stated that he was in most cases not associated with the discussions held by the Ministry of Home Affairs with the officers concerned with the welfare work in the various States. He expressed the view that such association was very useful and desirable. The Chairman observed that, in that event, the position would be that the Commissioner would be a judge on decisions to which he was a party and that such blurring of responsibilities would be undesirable.

Assistant Commissioners for Scheduled Castes and Scheduled Tribes

5. It was stated before the Committee that the qualifications prescribed for the post of Assistant Commissioner for Scheduled Castes and Scheduled Tribes were a second class Bachelor's degree of a recognised university with Sociology or Anthropology or Economics or Statistics as one of the subjects, at least two years experience in a responsible position in Government or a private undertaking, experience in work connected with planning and administration and welfare schemes in respect of Scheduled Castes, and knowledge of more than one language. The posts were temporary. Asked whether it was not possible to have persons with first class degree instead of second class degree, the Commissioner replied that it was difficult to get first class men. The Chairman observed that it would be much better that the

posts were put on a permanent basis if men with first class degree were to be attracted.

Central Advisory Boards for Harijan/Tribal Welfare

The Commissioner stated that the members of the Central Advisory Boards for Harijan/Tribal Welfare were not taking as much interest in the implementation of the schemes as they should take. These Boards, according to him, were not functioning satisfactorily and effectively. With regard to the present system of nomination of the members of the Boards by the Minister of Home Affairs every year, the Chairman suggested that it might be useful to specify the interests which should be represented on these Boards.

State Advisory Boards/Committees for Harijan/Tribal Welfare

7. Asked whether the Assistant Commissioners for Scheduled Castes and Scheduled Tribes were closely associated with the State Advisory Boards/Committees for Harijan/Tribal Welfare, the Commissioner replied in the affirmative. He, however, mentioned that State Governments took a long time, normally a year, in sending replies to the Assistant Commissioners in regard to the complaints referred to the former.

Statutory Board for Administration of Harijan/Tribal Welfare Work

8. The Chairman observed that instead of having a department of Government to administer the welfare work relating to backward classes, it might be useful to entrust it to a Statutory Board, like the Khadi Commission or the Handicrafts Board. Such a Board might be put in charge of missionaries in the field.

Social Disabilities

9. Replying to a question, the Commissioner stated that the Untouchability (Offences) Act, 1955 had not been effective, adding that Harijans had not the courage to lodge a complaint because they were absolutely dependent economically on the other sections of the people.

10. While on this subject, the Chairman made two suggestions—

- (1) a study might be made regarding the various features of the Acts in the States and the Centre on the subject of untouchability and as a result of that study, a model law be framed;
- (2) a study be made of the technique of achieving results with regard to the various aspects of this problem.

With reference to the second suggestion, the Chairman stated that it might be useful to give reward to the headman of a village or an inspector of a circle if he succeeded in throwing open a certain number

of wells to Harijans in his area. The Commissioner informed the Committee that Bombay Government gave prizes to villages which showed signs of removal of untouchability.

11. On the question of preparation of a list of villages where untouchability was not practised, it was suggested that the work might usefully be undertaken by Community Projects Administration, P.E.O. local agents or panchayats.

12. Asked as to what machinery would be most suitable for assessing exactly the extent to which the practice of untouchability had been reduced and the extent to which it still remained in urban and rural areas, the Commissioner stated that a Committee should be appointed in every State to find this out before a ten year period was over. The Chairman observed that it might be suggested that the C.P.A. should undertake this work.

13. Replying to a question the Commissioner stated that he was not satisfied with efforts made by non-official agencies aided by Central or State Governments to have a country-wide propaganda for the removal of untouchability. It was suggested that untouchability removal week might be observed in the areas where untouchability was practised. Besides, *pada yatra* by social workers would be useful.

Grants-in-aid

14. On the question of procedure for release of Central assistance to non-official organisations for the welfare of backward classes, the Chairman suggested that either monthly or quarterly grants be given in advance to the organisations and the accounts be adjusted in the last quarter or last month.

Progress Reports

15. The Commissioner stated that the Progress Reports about welfare schemes did not show the quality of work, much less the physical targets and the locations of the schemes.

16. It was stated that no scientific way had been evolved to measure the progress made under the various welfare schemes for the Backward Classes. The Chairman observed that the question whether the P.E.O. in the Planning Commission could undertake the evaluation of these welfare schemes needed consideration.

Grain golas

17. The Commissioner stated that grain golas in Bihar were not working very satisfactorily. He disclosed that the rate of interest charged by the grain goals was 25 per cent.

Training-cum-Production Centres

18. It was stated by the Commissioner that the training-cum-production centres set up in the various States for Scheduled Castes and

Scheduled Tribes were good in conception. He, however, pointed out that certain difficulties had been noticed in the working of these centres. In this connection, he mentioned that the candidates who were sent to these centres did not take up profession in which they received training. He suggested that they should be given training in the work according to their aptitude. The Chairman observed that it might be necessary to send a team of psychologists and psycho-analysts to find out the aptitude of trainees.

Village Industries

19. The Commissioner stated that no assistance was given to non-official agencies to open village industries for Scheduled Castes and Scheduled Tribes. He agreed with a suggestion made that the Handicrafts Board be asked to take interest in the development of village industries for these people.

Land Legislation

20. Asked whether any investigation had been made as to the effectiveness of land legislation to check the transfer of land from Scheduled Castes and Scheduled Tribes to others, the Commissioner replied in the negative.

Special Multi-purpose Blocks

21. The Commissioner agreed that it would be feasible and advisable to entrust the administration of at least some of the special Multi-purpose blocks to non-official agencies. He stated that he was not satisfied with the progress made in the Multi-purpose Blocks. The Chairman suggested that there might be joint consultations between the Ministries of Home Affairs and Community Development in order to produce better results.

Ashram Schools

22. It was stated by the Commissioner that the experiment of Ashram Schools was in the right direction. It was suggested that there should be more such schools for Adivasis and, besides, there might be such schools for Harijans also.

Cultural/Tribal Research Institutions

23. The Commissioner stated that the Cultural/Tribal Research Institutes set up in various States did not undertake evaluation of welfare schemes for the Scheduled Tribes. He agreed with a suggestion that it would be better if these institutions were set up as semi-autonomous bodies.

24. It was stated that these institutions had no arrangements for imparting training to officers working in the Scheduled and Tribal areas. He agreed that it would be desirable to utilise them for this work.

25. It was stated that the Tribal Research Institutes had not been very helpful in the formulation and evaluation of welfare schemes for the Adivasis. There was also no co-ordination among these institutes. It was suggested that there might be a conference to co-ordinate their activities.

Assessment of Requirements of Trained Workers

26. The Commissioner stated that no assessment had been made of the requirements of technical and trained workers for the implementation of the Plan schemes under the Backward Classes Sector. He agreed that such an assessment was desirable. It was stated that the present training arrangements were not adequate. It was suggested that there should be regional institutes for training of workers for the schemes.

Housing Schemes

27. The Commissioner stated that the Government subsidised housing schemes for Scheduled Caste and Scheduled Tribe people functioning in the various States were very helpful in giving aid to certain people who were living shabbily in small huts. He, however, pointed out that the land on which the houses were to be built was not settled. Besides, the money allotted for the purpose was very small. The Chairman observed that regional plans for the construction of houses might be framed and the backward class people given house-sites, loans, subsidies or materials and asked to build houses for themselves according to the approved pattern.

Recruitment to Government Services

28. On the system of recruitment of the Scheduled Caste and Scheduled Tribe persons to Government services and posts, the Commissioner stated that there appeared to be something wrong somewhere as the target fixed for recruitment of these persons had not been reached; in fact, there was no earnestness to reach the target. He added that there were many educated people enrolled in Employment Exchanges as unemployed. He further added that extra coaching should be given to these people.

29. With regard to the improvement of the representation of these people in Class IV posts, the Chairman suggested that there should be selection boards at that level on which there should be some representatives of voluntary agencies.

30. Replying to a question, the Commissioner stated that he was not satisfied with the measures taken by Government to increase the intake of Scheduled Castes and Scheduled Tribes in the Central Government Services. He also stated that he was not convinced of the argument that suitable candidates from these classes were not available.

31. It was stated by the Commissioner that adequate publicity was not given regarding recruitment of vacancies reserved for Scheduled Castes and Scheduled Tribes in Government services.

Legal Aid

32. Asked whether legal aid should be provided free to the Scheduled Castes and Scheduled Tribes, the Commissioner replied that such aid was absolutely necessary. The Chairman suggested that it might be useful to give grant for the purpose to non-official agencies who could administer the aid to these people.

Co-ordination of Activities of Non-Official Agencies

33. On the question of co-ordination between the various non-official organisation aided by Government in their work for the welfare of backward classes, the Commissioner stated that there was not much co-ordination between the Depressed Classes League and the Harijan Sevak Sangh.

Uplift of Backward Classes

34. Asked whether he did not think that the privileges which were now given to Scheduled Castes and Scheduled Tribes people would prove a hinderance, unless sufficient precaution was taken in time to see that these people came up to the general standard, and did not labour under any misapprehension that they would get these privileges for ever, the Commissioner, reiterated the following view expressed in his Annual Report for the year 1956-57:

“Our aim is to have a classless society and we cannot continue for ever classifying people according to castes and classes appellations.

Backwardness has a tendency to perpetuate itself and those who are listed as backward try to remain as such, due to various concessions and benefits they derive, and thus backwardness itself becomes a vested interest.”

He mentioned that Government were not now giving scholarship to every scheduled caste boy.

The Committee adjourned at 17.40 hrs.

XL
FORTIETH SITTING

17th December, 1958

The Committee sat from 14.30 to 17.35 hours.

PRESENT

Shri Balwantray Gopaljee Mehta—*Chairman.*

Members

2. Shri Radha Charan Sharma
3. Shri Ranbir Singh Chaudhuri
4. Dr. Gopalrao Khedkar
5. Shri R. Ramanathan Chettiar
6. Shri N. R. Ghosh
7. Shri Resham Lal Jangde
8. Shri Mathuradass Mathur
9. Shri B. K. Gaikwad
10. Shrimati Mafida Ahmed
11. Shrimati Renu Chakravartty
12. Shri Jhulan Sinha

SECRETARIAT

Shri H. N. Trivedi—*Deputy Secretary.*

Shri R. P. Kaushik—*Under Secretary.*

REPRESENTATIVES OF THE MINISTRY OF HOME AFFAIRS

1. Shri V. Vishwanathan, I.C.S.—*Special Secretary.*
2. Shri B. N. Maheshwari, I.A.S.—*Deputy Secretary.*

REPRESENTATIVES OF THE MINISTRY OF FINANCE

1. Shri T. P. Chatterjee—*Deputy Secretary.*

The Committee took up for examination the estimates relating to the Ministry of Home Affairs on the subject of Scheduled Castes, Scheduled Tribes and Other Backward Classes.

Constitution of a Central Co-ordinating Committee

2. The Committee enquired whether there was any Central Co-ordinating Committee consisting of the representatives of various

Ministries and Boards to ensure co-ordination and proper working of different schemes sponsored by different Ministries for the welfare of backward classes. The representative of the Ministry stated that there was no such Co-ordinating Committee adding that under the rules of Government procedure, the maximum amount of co-ordination was maintained. This co-ordination, he explained, was maintained through discussions and periodical conferences between officers of the various Ministries concerned with a common subject, through the Planning Commission, which kept an overall view of the Plans and their actual implementation, and through the Cabinet Secretariat which did the higher level co-ordination among the various Ministries. He stated that any other procedure would not work with the same efficiency. The Chairman observed that the Ministry of Home Affairs were not in possession of data regarding several matters pertaining to Scheduled Castes and Scheduled Tribes including such schemes as the special Multi-purpose Blocks which were exclusively intended for the benefit of the Scheduled Tribes. He added that the co-ordination at present maintained by the Ministry of Home Affairs with other Ministries in regard to various matters concerning the backward classes was not satisfactory. The subject of Scheduled Castes and Scheduled Tribes, he pointed out, had been given special importance in the Constitution and a special agency like a Central Co-ordinating Committee would appear to be necessary to co-ordinate the activities of the various Ministries, Commodity Committees and Boards in regard to the work of uplift of the Backward Classes.

Statutory Board for the Welfare of Backward Classes

3. Asked whether instead of having a department of Government to administer the welfare work relating to the backward classes it would not be feasible and preferable to entrust it to a Statutory Board like the Khadi Commission or an Autonomous Board like the Handicrafts Board with Branches in States, for effective and speedy implementation of various schemes for their welfare, the representative of the Ministry stated that if the work was to be entrusted to a Central Board, it would on the whole, suffer rather than improve, as the Board would lack the requisite authority or driving force behind it. He, however added that the suggestion required consideration.

Separate Ministry for the Welfare of Backward Classes

4. With regard to a suggestion made by a member for the creation of a separate Ministry for the welfare of backward classes, the representative of the Ministry stated that such a suggestion had been made several times in the past and it was considered that the present set up dealing with this work was quite adequate and there was no particular advantage to be gained by having a special Ministry for this purpose. Creation of a separate department within the Ministry could be considered, if found necessary, at any stage.

Duties of the Commissioner for Scheduled Castes and Scheduled Tribes

5. Replying to a question regarding the duties and responsibilities of the Commissioner for Scheduled Castes and Scheduled Tribes, the representative of the Ministry stated that the appointment of Commissioner had been made under Art. 338 of the Constitution and he had to evaluate the progress of work done for the welfare of backward classes every year and submit a report to the President. He added that the Commissioner was one of the officers of the Ministry of Home Affairs and his advice was sought on the various schemes, in view of his wide experience on evaluation and his constant touch with the problem. The Commissioner was, however, told that in his evaluation and report to the President, he must express his independent views.

The Chairman observed that the role of the Commissioner for Scheduled Castes and Scheduled Tribes in a situation where he was the Government's nominee on the managing committees of the non-official organisations receiving direct grants from the Centre for the welfare of backward classes and was at the same time required to look into their accounts and also evaluate their work as an independent judge, was indeed a difficult one. The representative of the Ministry stated that the Commissioner for Scheduled Castes and Scheduled Tribes was not regarded by the Ministry as a judge just to write his annual reports. He had got to do work for the whole 12 months and the Ministry had to utilise the full-weight of his experience and knowledge. The Chairman observed that apart from writing his reports the Commissioner had the duty of investigating all the year round and that it was a whole time job. If his attention was diverted into something else, he would not be able to do justice to his real job. The representative of the Ministry stated that their experience had been that the Commissioner could do the work which was laid down in the Constitution and the other work which was allotted to him by the Ministry adding that if both types of work were not combined, it would be necessary to have another Commissioner in order to see that the latter work did not suffer.

Duplication of work in examination of schemes

6. Questioned whether there was any duplication of work between the Ministry of Home Affairs and the office of the Commissioner for Scheduled Castes and Scheduled Tribes in regard to the examination of the schemes for the welfare of backward classes, the representative of the Ministry explained the procedure for the examination of the welfare schemes and stated that there was no duplication of work involved in the same.

Examination of Progress Reports

7. In reply to a question, the representative of the Ministry stated that the progress reports of the State Governments were first examined by the Assistants in the Ministry of Home Affairs. Asked whether it was a correct procedure for schemes submitted by superior officers of the State Governments to be examined by Assistants, the representative

of the Ministry replied that examination of a scheme submitted by superior officers of the State Governments by Assistants was an old practice of the Secretariat. The Chairman observed that the reports received from higher authorities were being vetted lower down by somebody and that objection had been taken to that system and certain adverse comments had been made. He added that he thought that the Government of India had decided that examination of a report would be made by an officer of an equivalent rank and quoted extracts from Appleby reports in support thereof.

Assistant Commissioners for Scheduled Castes and Scheduled Tribes

8. Asked whether the present strength of the Assistant Commissioners for Scheduled Castes and Scheduled Tribes which had been kept at 10 for reasons of economy against the sanctioned strength of 16, was sufficient for the efficient discharge of the functions entrusted to the Commissioner for Scheduled Castes and Scheduled Tribes, the representative of the Ministry replied in the affirmative.

Creation of a separate department in States for the Welfare of Backward Classes

9. Asked whether any marked difference had been found in the progress of welfare schemes in States in which separate departments had been created for the welfare of Backward Classes in comparison with other States, the representative of the Ministry stated that in Madhya Pradesh and Uttar Pradesh which had separate departments, the work was not in any way better than in the other States where there was no such separate department. He added that the creation of a separate department was not necessarily more conducive to satisfactory working.

Advisory Committees for Harijan Tribal Welfare

10. The representative of the Ministry stated that it would perhaps be useful for the States like Madhya Pradesh, Mysore, Punjab and Himachal Pradesh who had not got Advisory Committees for Harijan Tribal Welfare at district level to have such committees.

Evaluation of the progress made in the removal of untouchability

11. The representative of the Ministry stated that the extent of untouchability was rapidly going down because of the social changes that were taking place and not because of any penal legislation. He, however, pointed out that as untouchability had no precise quantity it was difficult to measure the extent to which it was removed. Asked whether it was not possible to utilise one of such agencies as the National Sample Survey, the P.E.O., the C.P.A., the census authorities or other non-official organisations for carrying out a sample survey of the progress made in the eradication of untouchability, the representative of the Ministry stated that the matter needed consideration.

Technique of work for the removal of untouchability

13. Asked whether it was possible to evolve a scheme of giving rewards to some people or a Panchayat that could take the respon-

sibility of seeing that untouchability was completely eradicated in any particular village, the representative of the Ministry stated that the Bombay Government had a scheme of giving rewards for villages which were able to remove untouchability. The Chairman suggested that for the purpose of giving rewards there might be some agency like the Evaluation Board in the areas concerned to satisfy itself on the basis of certain tests that real good work had been done by some persons in the matter of removal of untouchability. He suggested that a Committee be appointed to evolve a special technique for doing effective work with regard to each item of untouchability.

A further suggestion was made by a member of the Committee that the people who had rendered good and meritorious service in the cause of the removal of untouchability in the country might be presented to our prominent visiting dignitaries so that these things would earn the respect of those people. The representative of the Ministry stated that there was no objection to this.

Implementation of the Untouchability (Offences) Act, 1955

14. Asked as to what measures were taken to look after the implementation of the Act, the representative of the Ministry stated that the State Governments had issued instructions to all the police officers under their charge to take cognizance of such offences. The Chairman observed that as the people of Scheduled Castes were economically very weak and were afraid to go to the court, the police officers should, on their own initiative, bring the offenders to book and it should be impressed upon them that it was one of their main functions.

Documentary Film on Untouchability

15. The representative of the Ministry stated that necessary provision for the production of a full length documentary film on the subject of untouchability had been made in the budget of the Ministry of Information and Broadcasting and the matter was being dealt with by that Ministry. Besides, the Ministry of Information and Broadcasting had arranged for the translation of the Untouchability (Offences) Act in the regional languages. Printed leaflets and posters had been prepared and distributed by them.

Propaganda for the removal of Untouchability

16. Asked whether concerted efforts were being made by non-official agencies aided by Central and State Governments to have a systematic country-wide propaganda for the removal of untouchability, the representative of the Ministry stated that the non-official agencies were taking a great deal of interest in this work. The Chairman observed that special weeks might be observed, *pad yatras* carried on, special dramas enacted and films shown. He added that the work was not being done on the scale it ought to be.

Model Bill on Untouchability

17. The Chairman suggested that a Committee or an officer be appointed to undertake the study of the various legislations on un-

touchability and social disabilities and their comparative usefulness and a comprehensive model bill on the subject might be prepared. The representative of the Ministry undertook to examine the suggestion.

Backwardness to be defined in social and economic terms

18. It was stated that even among the Scheduled Castes there was the practice of untouchability. When a concession was given to a group of classes, the most advanced classes among them got the lion's share of that concession. Asked whether it was not possible to define 'backwardness' in social and economic terms and tackle the problem on that basis, the representative of the Ministry stated that it would not be desirable to have further stratification of our society. The Chairman observed that it was a matter for consideration whether the present policy in this regard should remain. He expressed the view that the basis should be in social and economic terms without reference to castes, adding that so long as the present policy remained, there was the possibility of a certain section among the Scheduled Castes themselves remaining suppressed. The representative of the Ministry stated that at present the definition was in terms of caste by the President's orders. He added that the point made by the Chairman was worth examining, and that if some other more rational basis than caste was found, it would be adopted.

Eliminating the practice of carrying night-soil as head-loads

19. With regard to the present procedure for giving grants-in-aid to municipalities|local bodies through the State Governments towards eliminating the practice of untouchability, the Chairman suggested that grant might be directly given to local bodies to avoid delay. The representative of the Ministry stated that it would be a strange practice to send the money direct to a municipality and the State Governments might object to it. With regard to another suggestion that this scheme might be operated through non-official organisations, the representative of the Ministry stated that the agencies of the Central Government were the State Governments. He, however, added that the Ministry was awaiting the Report of the Malkani Committee on the subject.

20. One of the conditions for offering financial aid by the Government of India to municipalities and local bodies towards eliminating the practice of carrying night-soil as head-load was that such aid would be admissible only to such local bodies as agreed to stop this practice completely and not to those who might like to take up the scheme piece-meal. Asked whether it would not be desirable to relax this condition in favour of such municipalities and local bodies as might, for various reasons, be able to introduce the scheme only gradually, the representative of the Ministry stated that this suggestion had not been examined before, adding that it would be desirable to await the Malkani Committee's report in this connection.

The Committee adjourned at 17.35 hours.

XLI
FORTY-FIRST SITTING

18th December, 1958

The Committee sat from 14.30 to 17.30 hours.

PRESENT

1. Shri Balvantray Gopaljee Mehta—*Chairman*

Members

2. Dr. Sushila Nayar
3. Shri Radha Charan Sharma
4. Dr. Gopalrao Khedkar
5. Shri M. Thirumala Rao
6. Shri N. R. Ghosh
7. Shri Resham Lal Jangde
8. Shri Mathuradass Mathur
9. Shri Dodda Thimmaiah
10. Shri B. K. Gaikwad
11. Shri Shraddhakar Supakar
12. Shrimati Mafida Ahmed
13. Shri Ramji Verma

SECRETARIAT

1. Shri H. N. Trivedi—*Deputy Secretary.*
2. Shri R. P. Kaushik—*Under Secretary.*

REPRESENTATIVES OF THE MINISTRY OF HOME AFFAIRS

1. Shri V. Vishwanathan, I.C.S., *Special Secretary.*
2. Shri B. N. Maheshwari, I.A.S., *Deputy Secretary.*

REPRESENTATIVE OF THE MINISTRY OF FINANCE

Shri T. P. Chatterjee, *Deputy Secretary.*

The Committee resumed the examination of the estimates relating to the Ministry of Home Affairs on the subject of Scheduled Castes, Scheduled Tribes and other Backward Classes.

Shortfall in Expenditure

2. The representative of the Ministry explained the various reasons which led to the shortfall in expenditure in the First Five Year Plan and in the first two years of the Second Plan. He stated that:

there were no regular State plans in the First Five Year Plan and allocations were made on an *ad hoc* basis resulting in late receipt of schemes and delay in issue of sanctions and implementation of schemes. The shortage of technical and trained personnel also contributed to shortfall in expenditure. For the shortfall in the first two years of the Second Plan, he stated that reorganisation of States and the general elections were the contributory factors but certain positive steps were taken to avoid such shortfalls in future.

Co-ordination between the Administrative Departments and the Welfare Departments and issue of sanctions

3. Asked whether any improvements had been made in regard to the lack of co-ordination between the various administrative Departments and the Welfare Departments of the State Governments and the delay in the issue of sanctions which were stated to be mainly responsible for the delay in the execution of welfare schemes, the representative of the Ministry stated that there had been some improvement in these matters following discussion of this question at the State Ministers' Conference when the need for better co-ordination and prompt issue of sanctions was emphasised. It was suggested to the representative of the Ministry that the Assistant Commissioners for Scheduled Castes and Scheduled Tribes working in the various States be asked to report on the present position in States with reference to these two points and in the light of their observations the matter might be pursued, if necessary.

Progress Reports

4. It was stated by the representative of the Ministry that the position in regard to the submission of six monthly progress reports of the State Governments in respect of welfare schemes had improved as a result of a recommendation made on the subject in the State Ministers' Conference, but it was not completely satisfactory. It was suggested to him that the matter might be followed up suitably till the position improved.

Delay in execution of Schemes

5. Asked what action had been taken to eliminate delay on the part of the Finance Departments of the State Governments in sanctioning schemes and the delay in finalising the locations of the approved schemes, which had been responsible for the slow execution of the schemes in the first half of a financial year, the representative of the Ministry stated that the State Governments had since been advised that the location and all other preliminary arrangements in respect of the schemes to be taken up in a financial year must be taken in hand in the previous year. The Chairman suggested that it might be ascertained whether any improvements had been made in this matter. While on this subject, the Chairman also suggested that the Ministry of Home Affairs might have something like the system followed in the case of the Ministry of Community Development. Elucidating this,

he stated that the whole country should be divided into a number of blocks and the blocks be categorised as blocks in operation, working blocks and shadow blocks. The location of the blocks should be settled and all other preliminary arrangements made irrespective of the formalities of procedure well before the Five-Year Plan started or the annual works started. He observed that if these things were done as suggested, there would be more of a dispassionate handling of the problem. The representative of the Ministry undertook to consider the suggestion.

Recognition of non-official organisations as all-India bodies

6. Replying to a question, the representative of the Ministry stated that there was no hard and fast rule for recognising non-official organisations as all India bodies for the purpose of eligibility for Central grants. He added that non-official organisations of all India Character should be working in more than one State, should have long standing in the country and should be organisations of repute. He further added that each case was judged on merits. Questioned whether there were no organisations which had been recognised as all India bodies, even though they confined their activities to a certain place, the representative of the Ministry replied that Ishwar Saran Ashram at Allahabad had been recognised as an all India organisation during the First Five-year Plan on the recommendation of the Commissioner for Scheduled Castes and Scheduled Tribes even though its activities were confined to Allahabad and neighbouring districts. The Chairman observed that it would be better to have some definite rules for this purpose.

Grants-in-aid to Non-official Organisations

7. It was stated by the representative of the Ministry that grants-in-aid to non-official organisations of All-India character were given by the Government of India in two instalments; 50 per cent was released with the sanction and 50 per cent after the progress report was received. The Chairman observed that the institutions receiving grants from the Government were complaining about delay in getting payment of grants, and suggested that grants might be paid to them in quarterly instalments to be given in advance. He added that this procedure might be adopted not only at the Centre but also in the States.

It was stated by the representative of the Ministry that one of the conditions of giving grants-in-aid to non-official organisations for welfare work among the backward classes was that the grant would not be utilised for political purposes. It was suggested to him that the rules might be revised so as to specify that non-official organisations or institutions which were recognised and were receiving grants from Government should be non-political in character and that paid employees of those bodies should not indulge in politics. The representative of the Ministry undertook to consider this matter.

Co-ordination of activities of non-official organisations

8. The Committee were informed that the activities of the various non-official organisations which were aided by Government and worked for the welfare of the backward classes were co-ordinated through the agency of the Commissioner for Scheduled Castes and Scheduled Tribes who worked as the nominee of the Central Government on the managing committee of each such organisation.

The Chairman observed that there were certain organisations carrying on certain activities in this field and it was necessary to determine the role of each with regard to a particular work to reach a particular goal, keeping in view the limited resources available. He suggested that there should be an integrated scheme which would take into account the activities of various institutions, the local and central schemes and also a phased programme by which the goal could be reached within a stipulated time. The representative of the Ministry stated that the suggestion was worth-while considering.

Perspective Plan for Economic Development

9. Asked whether the Government of India in consultation with the State Governments had prepared a perspective plan for raising the standard of economic and social life of the Scheduled Castes and Scheduled Tribes to that of the general level of the community within a reasonable period, the representative of the Ministry stated that they had no long term plans and that their plans were confined to a period of five years. The Chairman observed that such a plan was necessary and suggested that it be prepared so that one could know when it would be possible to reach the goal. The representative of the Ministry undertook to examine the suggestion.

Land Legislation

10. Replying to a question, the representative of the Ministry stated that no special investigation had been made as to the effectiveness of land legislation to check the transfer of land from Scheduled Castes and Scheduled Tribes to others. The Chairman suggested that it might be ascertained whether there was land legislation for this purpose covering all the parts of the country, and if not, the desirability of having it might be considered. He further suggested that lands released by the Bhoodan movement and other cultivable land lying idle might be distributed to the landless people of these classes. The Ministry, he added, might take the lead, assess the size of the problem and then take up special measures to solve it with a phased programme.

Co-operative Farming

11. It was suggested by the Chairman that Government might, while distributing land to the landless, also consider the possibility of introducing co-operative farming among the backward classes with the assistance of Government in the States and the Union Territories. It was stated by a member that the State Governments were leasing out

land lying idle with them by auction to the highest bidder, with the result that the Harijans were not able to get land. It was suggested by the member that instead of auctioning land to the highest bidder, it should be given first to the Harijans, free of charge, then to the landless labourers and after that it might be disposed of by other methods. The representative of the Ministry expressed his agreement with the view of the Member. It was suggested that the Ministry of Home Affairs might take up this issue with the State Governments.

Location of Development Schemes

12. It was suggested to the representative of the Ministry that the State Governments be asked to locate such areas as have concentration of Scheduled Castes and then undertake schemes for the development of cottage industries, opening of Ashram Schools, training-cum-production centres, housing schemes and blocks on the lines of special Multi-purpose Tribal Blocks, for the benefit of the Scheduled Caste people in those areas. The representative of the Ministry promised to consider the suggestion.

Training-cum-Production Centres

13. With regard to the training-cum-production centres, it was suggested by the Committee that a proper system should be evolved for the selection of the trainees for the various crafts according to their aptitude. Besides, there should be suitable follow up programmes so that the training imparted was not wasted. Facilities for marketing the produce of the training-cum-production centres should also be provided.

While on this subject, the Chairman suggested that specialised agencies like the Khadi Commission, the Handicrafts Board, the Board for Small Scale Industries, etc. might be utilised for developing the areas in which there was concentration of Scheduled Castes, and the Adivasi areas. Besides, the efforts made in the Adivasi area by the various consultative agencies on the one hand and the Multi-purpose Project authorities on the other should be integrated.

Co-operative Societies

14. Replying to a question, the representative of the Ministry stated that the progress in the field of co-operatives for the backward communities had been slow during the first two years of the Second Five Year Plan because of various difficulties like poverty and illiteracy and consequent indifference of the people of backward classes and the paucity of good workers among them. It was suggested to him that special efforts might be made to give training to workers from these communities, who were being trained in various crafts and industries, in the essentials of co-operatives. Besides, these people should be made co-operative minded through educative propaganda and given encouragement to start co-operatives.

Indebtedness among Scheduled Castes

15. It was suggested by the Chairman that a sample survey might be conducted of the problem of indebtedness among the Scheduled Caste and Scheduled Tribe people with particular reference to the Union Territories and suitable steps taken to tackle the problem. The representative of the Ministry undertook to consider the suggestion.

Grain Golas

16. With regard to the 25 per cent rate of interest charged by grain golas in Bihar and Bombay States on loans advanced by them to Adivasis, it was suggested that the rate was exorbitant and be reduced. The representative of the Ministry undertook to examine the suggestion.

Asked whether it would not be advantageous to enlarge the scope of grain golas by converting them into grain-banks, the representative of the Ministry stated that the reactions of the State Governments to this suggestion would be ascertained. He also informed the Committee that usefulness of the scheme of grain golas had been impressed upon the State Governments and they had been asked to take it up, where it was necessary.

Management of special Multi-purpose Tribal Blocks by non-official agencies

17. The Chairman suggested that an experiment might be made in the direction of entrusting the management of some special Multi-purpose Tribal Blocks to some established non-official agencies or institutions doing good work in this field. The representative of the Ministry undertook to consider the suggestion.

Exclusion of Scheduled Castes from benefits available to Scheduled Tribes in Multi-purpose Blocks

18. Asked as to what were the reasons for excluding Scheduled Caste people from the benefits made available to the Scheduled Tribes in Bishunupur Multi-purpose Block (Bihar), the representative of the Ministry stated that it might be due to the fact that these Blocks were being run from the funds made available under Art. 275(1) of the Constitution which provided for grants being made exclusively for the welfare of Scheduled Tribes and the development of Scheduled Areas. It was suggested that these Blocks should work for both the Scheduled Castes and Scheduled Tribes and, if there was any technical difficulty as to finance, it might be solved by charging the funds spent for the welfare of Scheduled Castes to the appropriate heads.

The representative of the Ministry undertook to look into the matter.

The Committee adjourned at 17.30 hours.

XLII

FORTY-SECOND SITTING

19th December, 1958

The Committee sat from 14.30 to 17.00 hours.

PRESENT

1. Shri Balvantray Gopaljee Mehta—*Chairman*.

Members

2. Dr. Sushila Nayar
3. Shri Radha Charan Sharma
4. Shri Ranbir Singh Chaudhuri
5. Dr. Gopalrao Khedkar
6. Shri M. Thirumala Rao
7. Shri R. Ramanathan Chettiar
8. Shri N. R. Ghosh
9. Pandit Govind Malaviya
10. Shri Resham Lal Jangde
11. Shri Sharaddhakar Supakar
12. Shri Rohanlal Chaturvedi
13. Shri S. A. Matin
14. Shri Surendranath Dwivedy
15. Shri Jhulan Sinha
16. Shri Ramji Verma.

SECRETARIAT

Shri H. N. Trivedi—*Deputy Secretary*.

Shri R. P. Kaushik—*Under Secretary*.

REPRESENTATIVES OF THE MINISTRY OF HOME AFFAIRS

Shri V. Vishwanathan, I.C.S., *Special Secretary*.

Shri B. N. Maheshwari, I.A.S., *Deputy Secretary*.

REPRESENTATIVE OF THE MINISTRY OF FINANCE

Shri T. P. Chatterjee, *Deputy Secretary*.

The Committee resumed the examination of the estimates relating to the Ministry of Home Affairs on the subject of the welfare of Scheduled Castes, Scheduled Tribes and Other Backward Classes.

Progress made in Multi-purpose Blocks

2. The representative of the Ministry stated that the progress made in the Multi-purpose Blocks which were started as an experi-

mental measure in 43 N.E.S. Blocks was not up to the mark due to lack of proper means of communications and the availability of staff and that steps were being taken to remove the same. He further stated that in view of the difficulty of implementing the programme, the State Governments were considering whether the allocation of Rs. 27 lakhs per block could be reduced. He, however, added that the Renuka Ray Committee which was working on the task of evaluating the work done for the backward classes as a whole would, no doubt, report about the results achieved so far in these Blocks and give valuable suggestions for future guidance.

3. The representative of the Ministry further added that the Programme Evaluation Organisation would also evaluate the work done in the Multi-purpose Blocks but so far no reports had been submitted by them in respect of these Blocks. The Chairman suggested that the Ministry might approach the Planning Commission and suggest to them that the P.E.O. might particularly devote themselves to this problem and give evaluation reports in respect of these Blocks. He also suggested that it might be considered whether it was not possible to double the number of blocks within the amount allocated for the purpose.

Tribal Research Institutes

4. Asked whether the Tribal Research Institutes had arrangements for imparting training to officers and staff working in the Scheduled and Tribal Areas, the representative of the Ministry replied that the training programme had been entrusted only to the Research Institute at Chhindwara in Madhya Pradesh and that other Training Institutes were functioning indifferently. The Chairman suggested that what was being done in one State could be recommended to other States and, if necessary, more financial assistance could be given to them.

5. The representative of the Ministry stated that the Ministry of Home Affairs did not have the actual printed reports published by the Tribal Research Institutes and, therefore, it would not be possible for them to say what were the results achieved in specific terms. It was suggested to him that the results of research should be analysed and made available to social workers in the field.

Shortage of Technical and Trained Workers

6. The Committee enquired from the representative of the Ministry what steps had been taken to meet the shortage of technical and trained personnel which was stated to be one of the main factors for the non-utilisation in full of the Central grants-in-aid sanctioned to the State Governments in the First Five Year Plan and whether any assessment had been made of the total requirement of the technical and trained personnel for the implementation of the Plan schemes for backward classes. The representative of the Ministry replied that

the Ministry of Home Affairs addressed a letter to the State Governments in January, 1957 drawing their attention to the problem of training of workers and asking them to furnish information about the present training arrangements in the States, number of workers trained, the number likely to be trained, and the shortage anticipated, if any. He added that replies had been received from the various State Governments and many of them had since started some sort of programmes. He further added that as some State Governments had given concrete figures while some had replied only in general terms, they were not in a position to give a complete picture for the country as a whole. The Chairman observed that this meant that in the year 1958, the Ministry of Home Affairs which were responsible for the welfare of Scheduled Castes and Scheduled Tribes were not in a position to tell the Committee as to what were the requirements of technical personnel of each kind and also they did not have the vision of the problem as to how many would be trained by a particular time. He added that such basic data ought to have been available with the Ministry of Home Affairs.

7. Asked whether the training arrangements were adequate, the representative of the Ministry stated that he could not say that the arrangements were adequate. The Chairman observed that as social workers of the right type were scarce, special efforts would have to be made to get them in adequate number. He suggested that good social workers could be had from Ashram Schools or such institutions which had been established and were being conducted by workers of repute. These workers could be given further necessary training. He further suggested that such institutions should be given the fullest possible encouragement and financial help. By this method, the social workers could be multiplied. The representative of the Ministry agreed with the suggestion. He, however, informed the Committee that Government were giving grants every year to institutions like the Bharatiya Adimjati Sevak Sangh on cent per cent. basis for conducting training programme for social workers. The Chairman suggested that Government might also give grants for the purpose to other institutions which were not on an all India basis, as those institutions might be useful in multiplying social workers in the language of the area in which they were working.

Tribal Welfare Officers

8. Asked whether the total requirements of Tribal Welfare Officers during the Second Plan had been assessed, the representative of the Ministry replied that the State Governments had not given their total requirements of the Tribal Welfare Officers but every year a number of officers were being sent to Tata Institute of Social Sciences depending upon their requirements. The Chairman observed that there should be an overall plan in the Centre for training a certain number of officers. The plan might be initiated by the States but it had to be co-ordinated and organised from the Centre. He suggested that the Ministry must lay down a concrete policy in this regard.

Co-ordination among Training Centres

9. Asked whether any co-ordination was maintained among the various training centres run by the State Governments and the non-official agencies for the training of social workers required for the implementation of various schemes relating to backward classes, the representative of the Ministry replied that every State Government had training programme of its own and the training programme varied from State to State according to the local requirements. The Chairman suggested that it might be necessary for the Government of India to have something like an overall view of what was being done in the States and they must also satisfy themselves that what was being done in the States was adequate and was on the right lines and producing the desired results.

Evaluation of Schemes in the States

10. Replying to a question, the representative of the Ministry stated that the State Governments had not set up any evaluating cell in their respective States for evaluating the progress of the various welfare schemes for the Scheduled Castes, Scheduled Tribes and Other Backward Classes. He further stated that the U.P. Government had given this work of evaluation to some university professors and staff. The Chairman suggested that universities would be good agencies which could be entrusted with work of evaluation and suggested that the idea might be put forth to other States.

Educational Facilities

11. The Chairman suggested that it would be desirable to adopt a uniform policy in the matter of affording necessary facilities to the Scheduled Caste and Scheduled Tribe students in getting admission to the technical and educational institutions controlled by the Central and State Governments.

Ashram Schools

12. Replying to a question, the representative of the Ministry stated that the difficulty in the way of starting more Ashram Schools for the Adivasis was the limitation of funds, but within the resources available, Ashram Schools were opened every year. The Chairman observed that if the Ashram Schools were developed on the right lines, they would be more paying and profitable than any other type of institution. He suggested that there should be more of such Ashram Schools for the Adivasis. He further suggested that Ashram Schools should be opened for the Scheduled Caste people also but these schools should be mixed schools where students belonging to all communities could come together.

Fee Concessions

13. It was stated that while some States granted only partial exemption from payment of fees to Scheduled Castes and Scheduled

Tribe students, others granted full exemption at all stages of education. The Chairman suggested that it was desirable to have a uniform policy in this matter.

Survey of Educated Unemployed

14. It was suggested by the Chairman that a sample survey of the educated unemployed among the backward classes might be conducted and that one of such agencies as the National Sample Survey, the Census authorities, the P.E.O., the Commissioner for Scheduled Castes and Scheduled Tribes, and other institutions might be utilised for the purpose.

Survey of Health Problem

15. Asked whether any sample survey had been conducted in the Adivasi areas in the various States to assess the health problems of the Scheduled Tribes, the representative of the Ministry stated that some special surveys had been carried out in Bihar and other States, adding that some surveys which were undertaken to assess the incidence of malaria could not be finished because of lack of medical graduates. The Chairman suggested that a sample survey of the health problems in some selected areas might be made and that if the State Governments were not able to undertake it, it might be undertaken by the Centre through universities and other research institutions which could be given necessary finance for the purpose.

Plan for the Eradication of diseases prevalent among Adivasis

16. The Chairman suggested that the Ministry of Home Affairs should have a plan for complete eradication of diseases like leprosy, V. D., Yaws, etc. prevalent among the Adivasis and that it might be undertaken either by the Ministry of Home Affairs themselves or through the Central Ministry of Health or the Community Projects Administration or through the State Governments. The representative of the Ministry stated that the suggestion would certainly have to be followed up.

Herbal Medicines

17. Asked whether any efforts had been made to analyse the utility of herbal medicines which were known to be made use of by Adivasis, the representative of the Ministry stated that they had really no knowledge of what was being done with herbs. The Chairman suggested that research in herbal medicines used by Adivasis should be carried out and that the Ministry of Home Affairs might ask the Ministry of Health or the Indian Council of Medical Research to do it, and, if necessary, funds could be given to them for that purpose.

Survey for water scarcity in Scheduled and Tribal Areas

18. Asked whether a survey had been conducted of water scarcity in Scheduled and Tribal Areas, the representative of the Ministry

stated that he did not think that any special survey had been made in any of the tribal areas. The Chairman suggested that a dead-line should be set for providing good drinking water to every village in the country, but so far as areas inhabited by Adivasis and Scheduled Castes were concerned, they might be covered completely within three to five years. He added that this matter had to be given the highest priority. He further suggested that a survey might be made of certain special areas and a definite programme evolved to achieve the target.

Perspective plan for solving the Housing Problem

19. The representative of the Ministry informed the Committee that no perspective plan had been prepared for solving the problem of housing for the backward classes. The Chairman suggested that for these special classes, it was necessary to have a plan for housing and further suggested that when the Third Plan would be prepared, it should be ensured that each State had a scheme in its plan for providing houses to the Scheduled Caste people.

Representation of Scheduled Castes and Scheduled Tribes in Government Services

20. Replying to a question, the representative of the Ministry stated that every effort was made to recruit Scheduled Caste and Scheduled Tribe candidates against the quotas prescribed for them but the applicants of the requisite standard were not always available and hence there was a shortfall between the prescribed quotas and the actual numbers recruited. The Chairman observed that real and earnest attempt to locate qualified people was not being made. He suggested that intimation about the reserved vacancies should be sent to the various recognised institutions working for the uplift of these Classes at all levels, Central, regional, State, district and local and they might be asked to suggest suitable candidates for these vacancies. He further suggested that the State Governments and local bodies might also be asked to do likewise.

Advertisement of Reserved Vacancies

21. The representative of the Ministry stated that information about the reserved vacancies was published in 25 English and 5 Indian language papers. The Chairman suggested that reserved vacancies might be advertised in important newspapers in each of the 14 languages mentioned in the Schedule VIII of the Constitution and at least 50 per cent of the Indian language papers might be selected for that purpose. The representative of the Ministry undertook to consider the suggestion.

Provision of coaching facilities for candidates belonging to Scheduled Castes and Scheduled Tribes

22. The representative of the Ministry informed the Committee that Government were considering the possibility of asking some universities to coach students belonging to Scheduled Castes and Scheduled Tribes, and prepare them for competitive examinations. The

Chairman suggested that all the Universities, departments or institutions concerned might be asked to make arrangements to coach such students for the various competitive examinations and that for departmental examinations for promotions, coaching classes should be arranged by the Ministries/Departments for their Scheduled Caste and Scheduled Tribe employees.

Special Machinery to ensure observance of Reservation Orders

23. Asked whether any special machinery had been set up in the States on the lines of the machinery existing in the Ministry of Home Affairs at the Centre for ensuring the observance of reservation orders, the representative of the Ministry stated that they did not have that information. The Chairman suggested that State Governments, local bodies and autonomous Boards might be asked to set up special machinery for this purpose, in case they had not already done so.

Tribal Co-operatives

24. Asked whether tribal co-operatives were being utilised in the various construction works in the Scheduled and the Tribal areas, the representative of the Ministry stated that it had been recommended to the State Governments that they could try the experiment of giving small contracts to Scheduled Caste co-operatives but the Ministry was not sure whether it had been tried anywhere. The Chairman suggested that it should be laid down as a policy of the Government of India that these special classes should be encouraged by giving them work under certain specific conditions.

Learning of Tribal Languages

25. Asked as to what steps had been taken by Government to encourage learning of tribal languages by non-tribal people in the Scheduled and Tribal areas, the representative of the Ministry stated that this matter required further examination adding that it was necessary to encourage officers to learn tribal dialects.

Legal Aid

26. The representative of the Ministry informed the Committee that legal aid was provided free to the Scheduled Castes and Scheduled Tribes in almost all the States. Asked as to what was the machinery for providing legal aid to these people, the representative of the Ministry stated that the machinery varied from State to State, but mostly it was provided through courts. The Chairman observed that sometimes the present machinery for providing legal aid did not respond to the needs of the people. He suggested that some recognised voluntary agency doing welfare work or some reputable institution might be utilised for doing this work. The representative of the Ministry stated that the suggestion was worth considering.

The Committee adjourned at 17.00 hours.

LI
FIFTY-FIRST SITTING

26th February, 1959

The Committee sat from 15.00 to 17.05 hours.

PRESENT

1. Shri Balvantray Gopaljee Mehta—*Chairman*.

Members

2. Dr. Sushila Nayar
3. Shri Radha Charan Sharma
4. Shri Ranbir Singh Chaudhuri
5. Shrimati Sucheta Kripalani
6. Shri R. Ramanathan Chettiar
7. Shri N. R. Ghosh
8. Shri Mathuradas Mathur
9. Shri M. L. Dwivedi
10. Shri R. K. Khadilkar
11. Shri Shraddhakar Supakar
12. Shri Rajeshwar Patel
13. Shri Jhulan Sinha

SECRETARIAT

Shri H. N. Trivedi—*Deputy Secretary*.

Shri A. R. Shirali—*Deputy Secretary*.

Shri R. P. Kaushik—*Under Secretary*.

Shri R. K. A. Subrahmanya—*Under Secretary*.

The Committee took up for consideration the draft Report on the Ministry of Home Affairs on the subject of Scheduled Castes, Scheduled Tribes and Other Backward Classes. The Committee considered the various suggestions made by Members for additions and alterations in the draft Report. The Chairman informed the Committee that he had also made certain suggestions for additions and alterations in the draft Report which would be circulated to the Members of the Committee with a request to forward suggestions thereon, if any, within 24 hours. The Members were also asked to send in any further suggestions in regard to this Report within 48 hours. The Committee then authorised the Chairman to finalise and approve the above suggestions in the light of the comments and incorporate them in the draft Report.

2. There was a certain amount of discussion on para 107 of the Report and some Members expressed divergent views. The Committee thereupon decided to appoint a sub-Committee consisting of the following members to prepare an alternative draft for this para at the latter's sitting to be held at 10-30 hours on the 27th February, 1959:—

1. Shrimati Sucheta Kripalani, M.P.
2. Dr. Sushila Nayar, M.P.
3. Shri N. R. Ghosh, M.P.
4. Shri Rajeshwar Patel, M.P.
5. Shri R. K. Khadilkar, M.P.

It was further decided that the alternative draft prepared by the sub-Committee would be submitted to the Chairman for approval after which it would be incorporated in the draft Report. The Committee thereafter adopted the draft Report.

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The Committee adjourned at 17·05 hours.

NOTE: Paras 3 to 10 of the Minutes which pertain to the Ministry of Transport and Communications have been omitted and will be printed in the appropriate volume.

LII
FIFTY-SECOND SITTING
27th February 1959

The Committee sat from 15.00 to 15.45 hours.

PRESENT

1. Shri Balvantray Gopaljee Mehta—*Chairman.*

Members

2. Dr. Sushila Nayar
3. Shri Radha Charan Sharma
4. Dr. Gopalrao Khedkar
5. Shri Ranbir Singh Chaudhuri
6. Shri R. Ramanathan Chettiar
7. Shri N. R. Ghosh
8. Shri M. L. Dwivedi
9. Shri Shraddhakar Supakar
10. Shri Rohanlal Chaturvedi
11. Shri Rajeshwar Patel
12. Shri Jhulan Sinha.

SECRETARIAT

Shri H. N. Trivedi—*Deputy Secretary.*

Shri A. R. Shirali—*Deputy Secretary.*

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Draft Report on the Ministry of Home Affairs—Scheduled Castes, Scheduled Tribes and other Backward Classes

4. The Chairman read out the alternative draft para. 107 of the Report on the Ministry of Home Affairs—Scheduled Castes, Scheduled Tribes and other Backward Classes, as prepared by the *ad hoc* sub-committee appointed at the sitting of the Estimates Committee held on the 26th February, 1959. After some discussion the Committee approved the draft para with the deletion of the word “also” appearing in the last sentence thereof.

The Committee adjourned at 15.45 hours.

Paras 1—3 of the minutes which pertain to the Ministry of Finance and miscellaneous matters have been omitted and will be printed in appropriate volumes.

LIST OF AUTHORISED AGENTS FOR THE SALE OF PARLIAMENTARY PUBLICATIONS OF THE LOK SABHA SECRETARIAT, NEW DELHI-1.

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11. J. M. Jaina & Brothers, Mori Gate, Delhi-6.	36. Students Stores, Raghu- nath Bazar, Jammu— Tawi	60. Current Book Stores, Maruri Lane, Raghunath Dadaji Street, Bombay-1.
12. The Cuttack Law Times Office, Cuttack-2.	37. Amar Kitap Ghar, Diagonal Road, Jamshedpur-1.	61. A. P. Jambulingam, Trade Trade Representative & Marketing Consultant, Prudential Bank Building, Rashtrapati Road, Secunderabad.
13. The New Book Depot, Connaught Place, New Delhi.	38. Allied Traders, Motia Park, Bhopal.	62. K. G. Aseervandam & Sons. Cloughpet, P.O. Ongoli, Guntur Distt. (Andhra)
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16. Lok Milap, District Court Road, Bhavnagar.	41. Modern Book House, 286, Jawahar Ganj, Jabalpur.	65. Deccan Book Stall, Ferau- neson College Road. Poona-4.
17. Reeves & Co., 29, Part Street, Calcutta-16	42. M. C. Sarkar & Sons (P) Ltd., 14, Bankim Chatterji Street, Calcutta-12	66. Jayana Book Depot, Chapparwala Kuan, Karol Bagh, New Delhi-5.
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