

**COMMITTEE ON THE WELFARE OF  
SCHEDULED CASTES AND  
SCHEDULED TRIBES  
(1981-82)**

**(SEVENTH LOK SABHA)**

**TWENTY-FIRST REPORT**

**MINISTRY OF HOME AFFAIRS  
AND  
PLANNING COMMISSION**

**BENEFITS FOR SCHEDULED CASTES AND  
SCHEDULED TRIBES IN FIFTH AND  
SIXTH FIVE YEAR PLANS**

*Presented to Lok Sabha on . . .*

*Laid in Rajya Sabha on . . .*



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to the

twenty-first Report(1981-82) of the Committee  
on the Welfare of Scheduled Castes/Tribes  
(Seventh Lok Sabha).

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**COMMITTEE ON THE WELFARE OF SCHEDULED CASTES AND  
SCHEDULED TRIBES**

(1981-82)

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\*Ceased to be members of the Committee consequent on their appointment as Deputy Ministers w.e.f. 15th January, 1982.

\*\*\*Ceased to be Members of the Committee consequent on their retirement from Rajya Sabha w.e.f. 2nd April, 1982.

## INTRODUCTION

1. 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 Twenty-First Report on the Ministry of Home Affairs and Planning Commission—Benefits for Scheduled Castes and Scheduled Tribes in the Fifth and Sixth Five Year Plans.

2. The Committee took the evidence of the representatives of the Ministry of Home Affairs and Planning Commission on the 4th, 5th and 6th November, 1981. The Committee wish to express their thanks to the Additional Secretary, Joint Secretary (TD) and Joint Secretary (SC & BCD) of the Ministry of Home Affairs and Member-Secretary and Advisor (State Plans) of the Planning Commission and other officers of the Ministry of Home Affairs and Planning Commission for placing before the Committee material and information they wanted in connection with the examination of the subject.

3. The Report was considered and adopted by the Committee on the 7th April, 1982.

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

New Delhi :

April 7, 1982

Chaitra 17, 1904 (Saka)

R. R. BHOLE,  
Chairman

*Committee on the Welfare of Scheduled  
Castes and Scheduled Tribes.*

## A. INTRODUCTORY

The Sixth Five Year Plan (1980—85) while commenting on the development of backward classes has stated : “..... the Five Year Plans have sought to raise the socio-economic levels of all the people including Scheduled Castes/Scheduled Tribes and other weaker sections. However, three decades of development have not had the desired impact on these socially, economically and educationally handicapped groups.” It has been further stated that the majority of the Scheduled Castes and Scheduled Tribes who form 1/4th of the population are below the poverty line and also faced special problems peculiar to them. Continuing to pursue traditional occupations they are unable to avail all the fruits of economic growth and participate fully in the process of modernisation. The practice of untouchability against Scheduled Castes is a special handicap for them and even the few educated people amongst them are unable to compete for job opportunities created while Scheduled Tribes still remain largely outside the main stream of development mainly because of their relative isolation and their exploitation by outside agencies. A large proportion of bonded labourers are also Scheduled Castes. In spite of constitutional directives and number of legislative and executive measures by the Government their situation has not improved appreciably mainly due to the lack of economic support. The Sixth Five Year Plan lays special emphasis on measures to solve their problems.

2. The working group on the development of Scheduled Castes (1980—85) in their report (September, 1980) reviewing the flow of benefits from the previous plans to the Scheduled Castes, has stated “notwithstanding Constitutional provisions and accepted policy priorities, the development effort for the Scheduled Castes has so far been too meagre to make a significant impact on their socio-economic life and almost all of them continue to be below the poverty line and suffer from the stigma and disabilities arising from the evil custom of untouchability, the full dimensions of the task had not been clearly appreciated with the result that no clear strategy for their development had been evolved.” The Working Group has suggested that there should be a clear focus on the development specially the economic development of the Scheduled Castes and this problem be clearly and unambiguously recognised as being at the core of the approach to development in the Central as well as State plans as a whole. The working group has therefore, recommended that :—

- (i) The approach to the development of the Scheduled Castes should comprehensively cover their economic, educational and social development and fulfilment of minimum needs and human resources development.
- (ii) The core should be their rapid economic development as the base for a permanent solution of the situation of the Scheduled Castes.



3. The Working Group has also suggested that for the Scheduled Castes educational development and social services covering various essential amenities should be specifically and adequately programmed and provided for commensurate with their needs.

4. The Working Group on Tribal Development during Sixth Plan (1980—85) in their report (October, 1980) reviewing the tribal sub-plan (1974—79) has stated that against the huge investment made during the five-year period, it is difficult to make a fair assessment at this stage of the quality of impact on the socio-economic conditions of the tribal communities. The Working Group has stated that there is a wide divergence in the socio-economic, cultural and technological milieu among the 200 and odd Scheduled Tribe communities of the country. Of late loud voices of protest and dissent from certain segments of the nation polity, nursing grievances of neglect of group identity and economic backwardness have been witnessed. There have been divisive tendencies. Prompt and adequate measures should be taken in the direction of preservation of the identity of the concerned groups as well as for their socio-economic advancement to avoid situations similar to that in the North East.

5. Asked about the functions of the Ministry of Home Affairs and Planning Commission in regard to the welfare of Scheduled Castes and Scheduled Tribes, it has been stated in a note furnished to the Committee that the Planning Commission formulates the objectives, strategy and guidelines; finalises the programmes formulated by the States and the Central Ministries and provides resources. It makes periodical appraisal of the Plan programmes to determine priorities and modify the programmes suitably, if necessary, and to assess requirements for better implementation of the programmes. To undertake these tasks the Planning Commission is required to carry out various exercises in collaboration with Central Ministries and the State Governments. The Ministry of Home Affairs plays the main role as the nodal Ministry.

6. The Committee are distressed to note that, as admitted by the Planning Commission, the 'three decades of development have not had the desired impact on the socially, economically and educationally handicapped group.' Though lofty ideals about bringing the Scheduled Castes and Scheduled Tribes at par with the rest of the society have been laid in various places and noble sentiments have also been expressed by various quarters for their social and economic emancipation, the Committee feel that the actual efforts made to achieve that end, in view of the fact that majority of the people belonging to these communities continue to suffer below the poverty line, can only be termed as microscopic as compared to the enormity and complexity of the problem. The Committee are strongly of the opinion that the programmes formulated for Scheduled Castes/Scheduled Tribes can no longer be confined to mere educational incentives and subsidies for economic and social activities. Unless comprehensive development plans are formulated keeping in view the special problems and needs of these communities; right priorities are fixed for various developmental programmes; proper direction is given for their implementation; rigid and

periodical appraisals are made by the Planning Commission and the concerned Central and State Departments, the Committee feel, much dent on the problem of developing Scheduled Castes and Scheduled Tribes educationally, economically and socially cannot be made. The Committee, therefore, urge that all resources at the command of the Planning Commission, Central and State Governments should be mobilised in right earnest to create a more balanced and equitable society for Scheduled Castes and Scheduled Tribes and to route out the disabilities from which they suffer. The Committee need hardly stress that the Ministry of Home Affairs, as the nodal Ministry has to play a key role in this respect.

## B. FORMULATION OF PLANS

7. About the methodology for the formulation of plans for the amelioration of conditions of Scheduled Castes and Scheduled Tribes, it has been stated, in a note furnished by the Planning Commission that at the Centre, Working Groups|Steering Groups|Task Forces are set up for formulation of plan proposals for different sectors of the economy. The terms of reference for these Groups generally include a review of existing programmes and recommendations for the future. The reports of these Groups are taken into account while formulating sectoral plans. In the case of Scheduled Castes and Scheduled Tribes, such Groups have been set up in the past. The reports of these Groups together with Constitutional obligations, national priorities, resource availability of achieving the goals and such other facts were taken into account while formulating the plan programmes for these communities.

8. Planning Commission has further stated that it has been recognised that for better utilisation of resources, greater complementarity between infrastructure and production programmes and reduction of spatial and social disparities, the process of planning and development in the country should be visualised as a multi-level process. Plans are formulated both at the Centre and State levels. The planning machineries at the State level vary from State to State. Therefore, the Planning Commission has made available to States, model guidelines for the formulation of plans at the sub-State level, viz., District/Tehsil/Block. Recently, in the context of the formulation of the Sixth Plan, the guidelines for block-level planning were sent to the State Governments in December, 1979. These guidelines covered broad and essential aspects of Block-level planning and the State Governments were expected to elaborate the guidelines further by incorporating such modifications as necessary in the context of the geographical/administrative and peculiarities of a particular State. For the last several years in many States, Panchayati Raj institutions at the district level such as Zila Parishads and District Panchayats were given the task of district level planning. The Planning machinery envisages association of non-official bodies as well.

9. Asked what was the specific role played by the Ministry of Home Affairs as the nodal Ministry in the formulation of plans, it has been stated that so far as Scheduled Tribes are concerned, the Ministry of Home Affairs provides broad guidelines and lays down policy for the development of the Scheduled Tribes and the tribal sub-plan areas. In particular, the Ministry, in consultation with the Planning Commission and

other appropriate Central Ministries, suggests to the State Governments measures for Tribal Development Programmes. The Ministry also provides special Central assistance for tribal development. In short, the Ministry coordinates with all concerned.

10. So far as formulation of plans for Scheduled Castes are concerned, it has been stated that the Ministry of Home Affairs has focussed attention on the need for a clear and specific strategy and approach for the development of the Scheduled Castes. The Ministry of Home Affairs is fully associated with the Planning Commission in the discussions with the States on the Special Component Plans, and are in contact with the States. The Ministry also communicates to States and Central Ministries various suggestions on programmes for Scheduled Castes development. Ministry of Home Affairs was associated with the meeting of State Planning Ministers called by the Union Minister for Planning and Deputy Chairman, Planning Commission in April, 1981, in which implementation of the Special Component Plans was also on the agenda. The Special Central Assistance to the States' Special Component Plans introduced in March, 1980 which has an outlay of Rs. 600 crores for the Sixth Plan is released to the States by the Ministry of Home Affairs; since this is an additive to the States' Plan and programmes for the development of the Scheduled Castes which is substantially apportioned on effort-based criteria, it is helping to motivate the States in giving greater attention to the programmes for the development of the Scheduled Castes.

11. The Committee have been informed during evidence that the basic objective of the Sixth Five Year Plan is removal of poverty and while formulating the Sectoral Plans progress reports of the working Groups or Task Forces which included a review of existing programmes and recommendations for the future had been taken into account. Asked in what manner they had been reflected in the implementation of Plan Schemes and the results achieved, the representative of the Planning Commission has stated that the Sixth Five Year Plan was finalised in February, 1981 and at that stage it would not have been possible to assess the results achieved through implementation of Plan Schemes in a meaningful way. He has added that :—

“While formulating Annual Plan (1981-82) we did look into the performance and problems and pace of implementation of various programmes in the previous year. We have asked the States to furnish 6 monthly reports to be submitted to Planning Commission and also to the Cabinet. We are trying to remedy the statistical lags and deficiencies which exist. But as far as the first 6 months of the current year are concerned, there has not been such encouraging response from the States.”

12. Asked whether an assessment regarding the performance of the various plans during the last 25 years had been made before formulating the Sixth Five Year Plan, the representative of the Planning Commission has stated :—

“I think we have evaluated the performance of the plans. I think the majority of the people who are below the poverty line belong to Scheduled Castes and Scheduled Tribes and the fact

that a limited process has been made in removing poverty is an indication that a lot more needs to be done.

13. The representative of the Planning Commission has further stated, during evidence, that in less than one year the whole Sixth Plan was formulated. Due to the constraint of time, as wide a consultation as would be desirable could not be had. The Working Group, therefore, consisted of officials only. Efforts would be made to make good this deficiency, while formulating the future plans.

14. The Committee are unhappy to know that no non-officials were associated with the formulation of the Sixth Five Year Plan, even though the Planning machinery clearly envisages such an association. The Committee need hardly point out that unless the plans are formulated at grass-root level and non-official agencies are actively associated at all stages of their formulation, the plans can hardly be expected to reflect the aspirations of the people and yield the desired results. The Committee, recommend that the guidelines laid for the formulation of plans in this behalf should be scrupulously followed by the Planning Commission at the Centre and the Planning Boards in the States. They hope that non-official organisations connected with the welfare of Scheduled Castes and Scheduled Tribes will at least be associated with the detailed programme to be drawn up at district and State levels, under the broad frame work of the Sixth Plan, for the socio-economic upliftment of these communities.

## C. PLAN PROVISIONS AND EXPENDITURE IN FIFTH PLAN

### Provision and Expenditure

15. It has been stated that the total outlay during the Fifth Five Year Plan for Scheduled Castes and Scheduled Tribes under the special sector for the development of backward classes was Rs. 302 crores. Against this, the expenditure was Rs. 296.19 crores. The break-up of this outlay and expenditure separately for Scheduled Castes and Scheduled Tribes under State and Central Sectors have been stated to be as under :—

(Rs. in crores)

Category	State		Centre		Total	
	Outlay	Expenditure	Outlay	Expenditure	Outlay	Expenditure
<i>A. Backward Classes</i>						
(i) Schedule Castes	128.00	152.28	107.00	67.79	235.00	220.07
(ii) Scheduled Tribes	55.00	61.15	12.00	14.97	67.00	76.12
<b>Total SC &amp; ST</b>	<b>183.00</b>	<b>213.43</b>	<b>119.00</b>	<b>82.76</b>	<b>302.00</b>	<b>296.19</b>
<i>B. Tribal Sub-Plan</i>	856.08	759.44	186.75	157.82	1042.83	917.26
<i>C. Tribal majority States :</i>	298.69	323.08	N.A.	N.A.		

16. The outlay and amount released during Fifth Five Year Plan (1974—79) and Annual Plan (1979-80)—Central and Centrally

sponsored Schemes—(Category-wise and programme-wise for Backward Classes development)—have been stated to be as follows :—

(Rs. in crores)

Sl. No.	Schemes	Fifth Plan Outlay (1974-79)	Fifth Plan 1974-79 Amount Released			Amount released during 1979-80		
			Sch. Castes	Sch. Tribes	Total	Sch. Castes	Sch. Tribes	Total
1	2	3	4	5	6	7	8	9
<b>(A)</b>								
1.	Post-matric Scholarships	100.00	60.42	12.04	72.46	6.52	1.06	7.58
2.	Pre-matric Scholarships		0.13		0.13	0.07		0.07
3.	Book Banks for SC/ST		0.48		0.48	0.10		0.10
4.	Girls' Hostels	3.77	1.96	1.86	3.82	1.43	0.45	1.88
5.	Coaching & Allied Schemes	1.58	1.21		1.21	0.22		0.22
6.	Aid to Voluntary Organisations	2.97	2.46		2.46	0.43	0.36	0.79
7.	Machinery for Implementation of Civil Rights Act.	0.51	0.63		0.63	0.36		0.36
8.	Research & Training	1.32		1.07	1.07		0.27	0.27
9.	Scheduled Castes Development Corporation		0.50		0.50	12.24		12.24
<b>Total (A) :</b>		<b>110.15</b>	<b>67.79</b>	<b>14.97</b>	<b>82.76</b>	<b>21.37</b>	<b>2.14</b>	<b>23.51</b>
<b>(B)</b>								
10.	Special Central Assistance to Scheduled Castes					5.00		5.00
11.	Tribal Sub-Plan (Special Central Assistance for Tribal Sub-Plan)			189.31	189.31		70.00**	70.00**
<b>Total (B) :</b>				<b>189.31</b>	<b>189.31</b>	<b>5.00</b>	<b>70.00**</b>	<b>75.00**</b>
<b>GRAND TOTAL (A+B)</b>								
		<b>110.15*</b>	<b>67.79</b>	<b>204.28</b>	<b>272.07</b>	<b>26.37</b>	<b>72.14</b>	<b>98.51</b>

\*\* Includes Primitive Tribes and pockets of tribal concentration.

\* In addition an amount of Rs. 7.29 crores was provided for T.D. Blocks and Rs. 1.44 crores for Cooperation in the Fifth Plan. Since these schemes have become part of the Tribal Sub-Plan, no provision has been made for T.D. Blocks since 1975-76 and for Cooperation from 1977-78 onwards.

17. The expenditure for Fifth Five Year Plan (1974—79) and Annual Plan (1979-80)—under the heads Education, Economic development and Health, Housing and others has been stated to be as follows :—

Category/Programmes	Fifth plan 1974—79			Annual plan 1979-80		
	State	Centre*	Total	State	Centre*	Total
1	2	3	4	5	6	7
<b>I. Scheduled Castes</b>						
Education	56.14	63.91	120.05	11.93	8.12	20.05
Economic Development	26.12	0.50	26.62	10.84	12.24	23.08
Health, Housing & Others	70.02	3.38	73.40	10.10	1.01	11.11
<b>Total</b>	<b>152.28</b>	<b>67.79</b>	<b>220.07</b>	<b>32.87</b>	<b>21.37</b>	<b>54.24</b>
<b>II. Scheduled Tribes</b>						
Education	31.69	13.90	45.59	7.28	1.51	8.79
Economic Development	19.89		19.89	7.70		7.70
Health, Housing & Others	9.57	1.07	10.64	2.23	0.63	2.86
<b>Total</b>	<b>61.15</b>	<b>14.97</b>	<b>76.12</b>	<b>17.21</b>	<b>2.14</b>	<b>19.35</b>
<b>Total for Scheduled Castes and Scheduled Tribes</b>	<b>213.43</b>	<b>82.76</b>	<b>296.19</b>	<b>50.08</b>	<b>23.51</b>	<b>73.59</b>

18. The following statements furnished to the Committee indicate the physical achievements during 1974—79 and 1979-80 under the Centrally sponsored schemes, Central and State Sectors and Tribal Sub-Plan :—

(i) Statement indicating physical achievements during the years 1974—79 and 1979-80 under the Generally-sponsored programmes of Backward Classes Sector.

Schemes	Unit	Achievements	
		1974—79	1979-80
1	2	3	4
<b>A. Continuing Schemes on 100% basis</b>			
1. Post-matric Scholarship	No. of P.Ms.	4,60,000 (estimated)	5,00,000 (estimated)
2. Aid to Voluntary Organisations	No. of Vol. Org.	22	22

	1	2	3	4
<b>B. Continuing Schemes on 50 : 50 basis</b>				
3. Pre-matric Scholarships	No. of P.Ms.	912	1,000 (additional)	
4. Book Banks	No. of books/ sets	2,000	1,300 (additional)	
5. Girl's Hostels	No. of Hostels	923 (cumulative)	130 (new)	
6. Coaching & Allied Schemes	(i) No. of Pre- Exam. Centres.	21 (cumulative)	21 (cumulative)	
	(ii) No. of Coaching- cum-Guidance Centres.	4	1 (new) 4 (continued) 6 (new)	
7. Research and Training	No. of TRIs.	11 (continued)	11 (continued)	
	No. of Res. Cells.	4 (continued)	4 (continued)	
8. Machinery for Implementation Civil Rights Act.	<del>—————TARGET NOT FIXED—————</del>			
9. Scheduled Castes Development Corporation.	No. of Corpsus.	9	16	
	No. of facilities covered.	2,48,000 (estimated)	3,45,000 (estimated)	

(II) Actual Achievements—Fifth Plan (1974-79)—State Sector—Development of Backward Classes.

Category/Scheme	Unit	Scheduled Castes	Scheduled Tribes	Other Backward Classes	Identified/Semi-Nomadic/Nomadic Tribes	Backward Classes*	Total
<i>I. Educational Programmes</i>							
1. Pre-matric Scholarship	Students	4395545	618168	904345	107642	233436	6260136
2. Educational Incentives	"	1808404	435337	223645	114421	88813	2670629
3. Ashraam Schools	Number	2644 + 14M	687	7	193	57	1208 + 14M
4. Hostels	"	20704 + 196M	2917 + 19M	4081	21481		30549 + 215M
5. Construction of Hostel Buildings	"	8	72			18	98
<i>II. Economic Programmes</i>							
1. Aid for agriculture	Families	78372	74432	20275	1697	6237	181013
2. Aid for Cottage Industries	"	125895	15545	520	1551	11000	154514
3. Aid for Animal Husbandry	"	21817	16766	30300		11500	80383
<i>III. Health, Housing &amp; Others</i>							
1. Housing Subsidy	Families	771040	14863	70	3316		799289
2. Drinking Water Wells	Number	24300	3646	71			28017
3. Legal Aid	Cases	318	1609				1927
4. Medical Aid	Patients	15508	3268		1690		20466

M—Maintenance



## (M) Actual Achievements 1979-80—Development of Backward Classes—State Plans.

Category/Schemes	Unit	Scheduled Castes	Scheduled Tribes	C.B.Cs.	D.N.T./ S.N.T./	Backward Classes*	Total
<i>I. Educational Programmes</i>							
1. Pre-matric Scholarships	No.	3,12,511	1,54,294	48,901	480	12,52,884	17,69,070
2. Other Incentives	No.	13,58,969	1,01,583	42,011	..	4,10,751	19,13,314
3. Ashram Schools	No.	38	54	..	..	370	462
4. Hostels	No.	307 + 152 New	301	40	27	31	706 (+152New)
5. Construction of Hostel Buildings	No.	12	1	30	..	..	43
<i>II. Economic Programmes</i>							
1. Aid for Agriculture	Families	7,464	8,820	9,560	755	13,270	29,869
2. Aid for Animal Husbandry	Families	260	912	..	..	14,548	15,720
3. Aid for Cottage Industries	Families	2,389	530	..	..	25,102	28,021
<i>III. Health, Housing &amp; Other Programmes</i>							
1. Housing Subsidy	No.	3,649	85	..	1,312	45,128	50,174
2. Drinking Water Wells	No.	23	3	..	..	1,513	1,539
3. Legal Aid	No. of cases	72	..	..	..	..	72
4. Medical Aid	No.	502	400	..	..	..	902

\* Total targets without categorisation given in State Plans of Gujarat, Kerala, Jammu & Kashmir, Punjab, Uttar Pradesh, Himachal Pradesh, Orissa, Tamil Nadu, West Bengal and Maharashtra.

(iv) State-wise Outlay and Expenditure—Tribal Sub-Plan—Fifth Five Year Plan (1974—79)  
(Rs. in Lakhs)

Sl. No.	State/U.T.	Outlay			Expenditure		
		S.P.	S.C.A.	Total	S.P.	S.C.A.	Total
1	2	3	4	5	6	7	8
1.	A.P.	4452.50	895.00	5347.54	4048.93	803.13	4852.52
2.	Assam	2439.00	909.00	3348.00	2310.31	721.51	3031.82
3.	Bihar	17717.00	2742.00	20459.00	15087.00	2742.00	17829.00
4.	Gujarat	8000.00	1639.00	9639.00	7151.19	1629.00	8780.19
5.	H.P.	1459.15	377.42	1836.57	1304.52	288.62	1593.14
6.	Karnataka	436.50	84.50	521.00	149.21	68.00	217.21
7.	Kerala	208.47	86.50	294.97	181.60	98.64	280.24
8.	M.P.	16590.00	5080.25	21670.25	11726.00	3801.81	15527.81
9.	Maharashtra	10703.00	1240.25	11943.25	9716.49	1006.25	10722.74
10.	Manipur	3071.43	438.00	3509.43	3403.91	418.06	3821.97
11.	Orissa	9627.47	2717.15	12344.62	9695.07	1907.95	11603.02
12.	Rajasthan	4220.00	1081.35	5301.35	5107.04	1045.65	6152.69
13.	Tamil Nadu	430.72	152.50	583.22	376.38	150.00	526.38
14.	Tripura	1614.18	326.40	1940.53	1556.92	289.27	1846.19
15.	U.P.	95.64	46.25	141.89	67.12	26.85	93.97
16.	West Bengal	4313.00	734.00	5047.00	3876.00	704.00	4580.00
17.	A. & N. Islands	135.87	85.14	221.01	111.40	48.95	160.35
18.	Goa, Daman & Diu	94.07	41.00	135.07	75.35	32.58	107.93
Grand Total		85607.99	18675.71	104283.70	75944.44	15782.27	19726.71
S.P.—State Plans							
S.C.A.—Special Central Assistance							

(v) Sector-wise Expenditure—Tribal Sub-Plan—Fifth Five Year Plan (1974—79).  
(Rs. in lakhs)

Sector	Expenditure (1974—79)	Percentage
1. Agriculture & Allied Sectors	26533	28.92
2. Cooperation	4770	5.20
3. Water & Power Development	25048	27.31
4. Industries & Minerals	3409	3.72
5. Transport & Communications	9643	10.51
6. Social & Community Services	19940	21.74
7. Economic & General Services	2384	2.60
	91727	100.00

(vi) Statement Indicating Selected Physical Achievements under Tribal Sub-Plan  
1974-79

		<i>Hectares</i>
<b>I. Additional area brought under Minor Irrigation</b>		
Andhra Pradesh		60,768
Assam		21,585
Bihar		45,000
Gujarat		7,200
Maharashtra		3,33,000
Manipur		600
Orissa		1,03,400
Tripura		432
<b>II. Additional area brought under Soil Conservation</b>		
Andhra Pradesh		6,804
Assam		8,564
Bihar		62,940
Gujarat		46,608
Himachal Pradesh		280
Manipur		649
Orissa		32,970
Rajasthan		3,315
Tripura		4,127
West Bengal		2,061
<b>III. Villages Electrified</b>		<i>Number</i>
Andhra Pradesh		926
Bihar		2,342
Gujarat		95
Maharashtra		1,178
Manipur		175
Orissa		1,119
Rajasthan		652
Tripura		41
<b>IV. Area under Horticulture</b>		<i>Hectares</i>
Andhra Pradesh		12,082
Bihar		50,000
Himachal Pradesh		2,661
Karnataka		46
Orissa		14,000
Rajasthan		930
<b>V. Villages provided with water supply</b>		<i>Number</i>
Andhra Pradesh		340
Himachal Pradesh		21
Karnataka		1,927
Orissa		5,792
Uttar Pradesh		20
A & N Islands		6
Gujarat		300
Rajasthan		278

VI. Alienated and restore to Tribals	In Hectares Approx.
Andhra Pradesh	20,000
Bihar	8,960
Gujarat	7,085
Maharashtra	7,920
Orissa	6,250
Tripura	550
Madhya Pradesh	1,200

VII. Enrolment of tribal children (1977-78)	Percentage	
	6-11 Years	11-14 Years
Andhra Pradesh	49.4	8.7
Assam	79.0	43.0
Bihar	66.13	33.18
Himachal Pradesh	78.0	32.0
Madhya Pradesh	41.5	10.5
Maharashtra	72.0	22.9
Orissa	62.2	8.8
Rajasthan	35.6	12.9
Tamil Nadu	50.9	17.3
Uttar Pradesh	55.0	27.0
West Bengal	52.24	13.1

### Population of Scheduled Castes and Scheduled Tribes

19. According to 1971 Census, population of the Scheduled Castes in the country was about 10 crores, comprising 15% of the country's population. Whereas, the Scheduled Tribe population numbered 3.8 crores, constituting about 7% of the country's total population.

### Basis of providing allocation

20. Asked to state the basis on which financial outlays for the development programmes for Scheduled Castes and Scheduled Tribes are provided, it has been stated by Planning Commission, in a note furnished to the Committee, that the Plan is broadly divided into three sectors namely, production, infrastructure and social services. Production sector includes agriculture, allied services and industries. Infrastructure includes power, railways, shippings, ports tele-communications etc. Social Services sector includes education, health, drinking water supply, urban development, social welfare, Backward Classes sector and others. To maintain a balanced growth, integration of programmes between broad sectors and sub-sectors is essential and is sought to be achieved while allocating funds keeping in mind *inter se* priorities and over all resources. No sector/sub-sector can be viewed in isolation as each developmental phase is linked with the other. Outlays indicated against each sector do not reflect the totality of flow of funds for that particular sector alone, as mutually cumulative benefits are desired from other sectoral programmes also. In this context, the financial outlays are provided for the development of Scheduled Castes and

Scheduled Tribes keeping in view their population, area of concentration; in case of tribals, their socio-economic base and need for providing additionality of funds for special programmes.

21. Asked about the basis for allocation of funds or tribal areas, the Committee have been informed during evidence that the absorptive capacity and the speed with which the programmes could be accelerated had been taken into account. In the previous Plan, Rs. 190 crores were provided under this programme and the allocation had been increased to Rs. 470 crores in the current Plan. As regards the hill areas, the Committee have been informed that the Planning Commission were bound by the decisions of National Development Council who had designated certain areas as hill areas and allocations were made in terms of their decisions. The areas designated as hill areas by the National Development Council were the hill districts of U.P., West Bengal, the Western Ghats in Maharashtra, Mikir hills in Assam.

22. In this connection, the Commissioner for Scheduled Castes and Scheduled Tribes has observed in his 26th Report that the benefit of the various programmes being implemented for the Welfare of Scheduled Castes and Scheduled Tribes generally accrued to the well-to-do sections among them and who actual deserve the benefits thereof do not derive any benefits from these programmes. When this question was raised, the Planning Commission has stated in a note furnished to the Committee that the Government are aware of this tendency and to rectify the situation, family-oriented programmes are being formulated both for Scheduled Castes and Scheduled Tribes and identification of families is being done on the basis of the weakest among these categories. For example, under Tribal Sub-Plans the State Governments have been asked to identify primitive tribal groups for which separate development programmes are to be formulated and accorded high priority in implementation. In the case of Scheduled Castes also, State Governments have been requested to identify most vulnerable groups like sweepers, scavengers, leather workers, tanners, etc. and formulate developmental programmes for which special Central assistance is being provided.

#### *Tied Allocations*

23. Asked how it is ensured that the funds allocated for the welfare schemes meant for Scheduled Castes and Scheduled Tribes are spent for approved schemes only and that the allocations made in respect of welfare schemes for Scheduled Castes and Scheduled Tribes are treated as 'tied allocations', Planning Commission has stated in a note that at the time of Plan discussions with the State Governments, the need for spending funds on agreed schemes is invariably impressed on them. Inter-sectoral diversions, if any, are normally referred to the Planning Commission for concurrence. Within the Backward Classes sector, State Governments may re-allocate funds among different schemes if need arises. However, if diversion of funds through savings etc. are sought from schemes such as post-matric scholarships, Planning Commission's concurrence is necessary. As far as Tribal Sub-Plans and Special Component Plans are concerned, to ensure that funds are not diverted to other sectors, these are earmarked out of the general sector programmes.

24. When this question was raised during evidence, the representative of the Planning Commission has stated, that :

“The Planning Commission has to abide by the directives of the National Development Council. It was precisely because there was a great deal of dissatisfaction against giving Central assistance for specific schemes that in the late sixties the system of block grant was devised. The Planning Commission has no free hand in this matter except to abide by the directives of the National Development Council. They said that the system of linking Central assistance to each and every scheme was much too cumbersome administratively, economically, and financially and that the States must be given greater authority and greater say in spending the money. That is how the system of Block grant was devised.”

25. It has been further stated :—

“The Planning Commission had no manoeuvrability in changing the allocations to States. This was done according to the formula approved by the National Development Council. The Planning Commission fixed the total amount of assistance that was available. How it was to be distributed; What proportion on the basis of population, what proportion on the basis of tax effort etc. was the decision of the National Development Council. The only option the Planning Commission had was over 10% of normal Central assistance which the Planning Commission had discretion to give according to special problems of various States. Orissa comes at the top in this 10% allocation. Block allocations without tying them to specific schemes were decided by National Development Council and the Planning Commission was, however, worried about the pace of the implementation of the programmes by the States as despite all efforts, it had been possible to make only a limited dent on the problems of poverty which affected the Scheduled Castes and Scheduled Tribes people most acutely. This fact had been highlighted in the Plan document as a major weakness of the planning effort.”

26. Asked whether any instances of diversion of funds by the State Governments have come to the notice of the Planning Commission, the representative of the Planning Commission has replied in the negative. He has stated that all diversion of funds had to be approved by the Planning Commission. There is, however, no way of finding out instances of diversion of funds given under block grants as the assistance is given for all programmes and is not an earmarked one.

#### **Per Capita provision and expenditure**

27. Asked what was the per capita provision and expenditure during the Fifth Five Year Plan so far as Scheduled Castes and Scheduled Tribes are concerned the Planning Commission has stated in a note furnished to

the Committee that the per capita provision and expenditure during the Fifth Five Year Plan and the per capita allocations for the Sixth Five Year Plan in respect of Scheduled Castes and Scheduled Tribes as compared to the general population is as follows :—

(Per capita outlay/expenditure in Rs.)

Fifth Plan	General (incl. SC/ST)	Scheduled Castes	Scheduled Tribes
Outlay	717.55	29.37	308.28
Expenditure	731.71	27.51	278.71
<i>Sixth Plan</i>			
Outlay	1779.19	620.20	1045.12

It has been stated that the lower per capita figure for Scheduled Castes as compared to Scheduled Tribes in the Fifth Plan, is due to the fact that there were no Special Component Plans for this category. The per capita outlay in respect of Scheduled Castes and Tribes in the Sixth Plan have been worked out by taking into account the investments proposed to be made in the sectors which are likely to directly benefit these communities. Whereas the per capita allocation for general sector has been worked out by taking into account the totality of outlays proposed in the Sixth Plan, which include major sectors like Major and Medium Irrigation, Transport and Communications, Heavy Industries, from which all sections of the population derive benefits. From investments in the general sectors of production and infrastructure benefits flow to all sectors of the population including Scheduled Castes/Scheduled Tribes. Therefore, the above mentioned figures of per capita investment are not a correct indication of the benefits flowing to Scheduled Castes/Scheduled Tribes as compared to the general categories. The investments targetted specially and solely for Scheduled Castes/Scheduled Tribes can in fact be regarded to some extent as additional to the benefits generally flowing from general development programmes.

28. In reply to a question, it has been stated that the proportion of Scheduled Castes and Scheduled Tribes population to the general population and the backwardness of each State is taken into consideration while making allocations out of the Special Central Assistance for these groups.

29. Asked whether it was a fact that although the expenditure on welfare of Scheduled Castes and Scheduled Tribes has been on the increase from Plan to Plan, the per capita expenditure has been decreasing in each plan, the Planning Commission has stated in a note furnished to the Committee that the per capita expenditure on Scheduled Castes and Scheduled Tribes has not been decreasing through the various Plans. In fact the per capita expenditure on these categories has been steadily increasing from First to Fourth Five Year Plan and got a spurt particularly in the case of Scheduled Tribes in the Fifth Five Year Plan. From the Annual Plan

1979-80 onward per capita investment on the Scheduled Castes also got a boost. This is evident from the following statement :—

(Rs. per capita)

Sl. No.	Plan	Scheduled Castes			Scheduled Tribes		
		State	Centre	Total	State	Centre	Total
1.	First Plan	1.17	..	1.17	10.43	..	10.43
2.	Second Plan	4.27	1.19	5.47	12.49	9.98	22.47
3.	Third Plan	4.09	2.24	6.33	9.95	7.01	16.96
4.	1966—69	2.16	3.18	5.34	3.21	7.63	10.84
5.	Fourth Plan	5.57	3.45	9.02	8.84	12.17	21.01
6.	Fifth Plan (1974—79)	19.03	8.47	27.51	227.94	50.77	278.71
7.	1979—80	34.23	3.30	37.53	109.78	20.04	129.82
8.	Sixth Plan (1980—85) outlay	516.51	103.69	620.20	911.65	133.47	1045.12

#### Release of funds

30. Asked how it is ensured that the funds allocated for Scheduled Castes and Scheduled Tribes are placed at the disposal of the States well in time so that there is no laxity in the implementation of Welfare Schemes, it has been stated in a written reply by the Ministry of Home Affairs that so far as Scheduled Castes are concerned, the Ministry of Home Affairs operates certain Centrally Sponsored Schemes under which grants are given to the States; it also distributes the Special Central Assistance to the Special Component Plans of the States, which was introduced in March, 1980. There are set procedures for making available the funds to the State Governments under the Centrally Sponsored Schemes; proposals for grants from Government of India are received from the States, processed with Ministry of Finance and releases made. Ministry of Home Affairs also indicates to each State, towards the beginning of the financial year, the approximate level of funds it may expect under each of the schemes, subject to provision by the State of matching funds where required and furnishing of proposals with required details. Action is taken for expeditious release of funds by the Ministry of Home Affairs after the complete proposals are received from the States. The quantum of Special Central Assistance to the Special Component Plans is indicated to the States at the beginning of the financial year; this only a tentative indication—approximately 50% of the releases are made simultaneously. The States are also asked to go ahead with their Plans and programmes as per their Special Component Plans. There should be no difficulty for the State Governments in this regard as the major part of the outlays for schemes in their Special Component Plans is to be provided by the States themselves under their State Plans and the Special Central Assistance is only a supplementary additive. The balance amounts under the Special Central Assistance are



released during the course of the year after they are finally determined with reference to effort-based criteria; information from the States is required in order to make this apportionment.

31. So far as Scheduled Tribes are concerned, Grants-in-aid as Special Central Assistance for development of Scheduled Tribes to States are being released in four quarterly instalments in a year due in April, July, October and January. Under the Centrally Sponsored Schemes the grants are being released in two instalments. The first instalment is being released unconditionally and second is normally to be released after the receipt of departmental figures of expenditure from the concerned States. First and second instalments are also being released unconditionally in the case of Special Central Assistance.

32. Asked whether any complaints have been received regarding the delay in the release of funds to the States, it has been stated that no complaints appear to have been received from the States that the funds have not been released to them in time resulting in inordinate delay in implementation of the developmental schemes for the Scheduled Tribes.

### Shortfall in Expenditure

33. The Ministry of Home Affairs has stated in a note furnished to the Committee that the tempo of expenditure during the first two to three years of the Fifth Plan has been slow due to delay in submitting proposals in time by the concerned State Governments. To ensure that the expenditure is phased during the Sixth Five Year Plan, the States are being reminded regularly and persuaded constantly to send proposals expeditiously to enable the Ministry of Home Affairs to release the central share in time. The senior officers of the Ministry are visiting different States/Union Territories to persuade them to send their proposals early. The State Governments have also been advised to consider further delegation of financial and administrative powers, transfer of funds to implementing authorities, rationalisation of procedure for issuing expenditure sanctions etc.

34. Asked what were the specific reasons for shortfall in the expenditure incurred on the development of Scheduled Castes and Scheduled Tribes during the Fifth Five Year Plan, Planning Commission has stated in a note furnished to the Committee that there is no shortfall in expenditure in the Backward Classes Sector under State Plans. As against an outlay of Rs. 183 crores, the expenditure was Rs. 218.13 crores. There was, however, a shortfall of Rs. 36 crores under Central share of the Backward Classes Sector. This was mainly due to over estimation for Post-Matric Scholarship Scheme and merging of the provision for Tribal Development Blocks and Forest Cooperative Scheme with Tribal Sub-Plans. A shortfall of Rs. 97 crores under the State sector of Tribal-Sub-Plan and of Rs. 29 crores in the expenditure incurred out of Special Central Assistance for Tribal Sub-Plans occurred. This was due to the following reasons :—

- (i) The Tribal Sub-Plans were finalised only in the year 1976-77, for majority of the States; as a result, during the first two years

*i.e.* 1974-75 and 1975-76 not many programmes were implemented in the Sub-Plan areas of these States.

- (ii) Administrative unpreparedness on the part of the State Governments.
- (iii) Most of the States had not introduced a separate budget head for the Tribal Sub-Plan area in the different sectors of development during the Fifth Plan as a result of which correct accounting for expenditure could not be done during the first few years of implementation of the Sub-Plans.

35. The Ministry of Home Affairs, elucidating the position further, has stated that during the Fifth Five Year Plan period 1974-75 to 1978-79 utilisation of funds under Tribal Sub-Plan was about 89%.

About 11 per cent shortfall in expenditure in Fifth Plan was due to the fact that the Sub-Plan concept was in the initial stages of its formulation and as such grants were provided by the Ministry for some programmes. To avoid shortfall in expenditure during the Sixth Five Year Plan, States have already appointed the Tribal Commissioners at the State level and Project Officers at the ITDP level. During the course of discussion held with the State representatives from time to time, the States have been further advised to consider delegating more financial and administrative powers to the executing authorities, rationalisation of procedure for issuing financial sanction, etc. In addition, Ministry of Home Affairs has also decided to create a Monitoring Cell to watch the progress of implementation of various schemes/programmes under Tribal Sub-Plans of various States. For the improvement of Administration in the Tribal Areas the Seventh Finance Commission made an award in favour of various States of Rs. 30.71 crores for payment of compensatory allowance to transferable Government servants working in tribal areas and Rs. 11.92 crores for construction of residential accommodation for Government servants working in these areas for the period of 1979—84.

36. When this question was raised during evidence, the representative of the Planning Commission has stated :—

“..... to counteract the position, both the Ministry of Home Affairs and the Planning Commission had strengthened the monitoring mechanism. The State Governments had also been repeatedly asked to follow suit. He, however, submitted that in the federal polity of India any monitoring by the Planning Commission or the Home Ministry programmes of 21 States was not a substitute for effective monitoring of these programmes by the State Governments themselves.”

37. Asked during evidence about the measures adopted by the Planning Commission in case the State Governments deliberately did not implement schemes, it has been stated that the role of Planning Commission was essentially an exercise in persuasion. The Ministry concerned was informed when the Planning Commission found that the schemes were not being

implemented properly. The various State Governments were also approached in the matter. The Committee have been further informed that the recommendations of the Working Group have been circulated to all the States. Some States have created the post of Tribal Commissioner to oversee the work in the Integrated Tribal Development Projects. The Tribal Advisory Councils also review the position from time to time. Some more staff who are more dedicated or better trained are required and emphasis could be given on that aspect. State Governments have also been requested that more powers should be delegated to the Project Officers so that they become more effective in the implementation of the programmes. The Planning Commission is of the view that the Project Officer should enjoy adequate financial and administrative powers.

38. Article 46 of the Constitution enjoins on the State to promote with special care the educational and economic interests of the weaker sections of the people, and in particular, of the Scheduled Castes and the Scheduled Tribes and to protect them from social injustice and all forms of exploitation. The Committee feel that in spite of the above Constitutional obligation, the magnitude of the problem faced by the Scheduled Castes and Scheduled Tribes in the country has not been fully realised in view of the fact that the provisions made in the Fifth Five Year Plan for the socio-economic development of these communities were grossly inadequate. While making provisions, Government should have considered that by tackling the problem of the economic development of Scheduled Castes and Scheduled Tribes, they would be significantly solving the problem of removal of poverty and reduction of under-employment and unemployment in the country. They are of the view that the provisions in the Plan for the betterment of socio-economic life of the Scheduled Castes and Scheduled Tribes should have some relation to their population in the country and their socio-economic position in the society.

39. The Committee are also of the opinion that there should be only "tied" or "earmarked" provisions in the plan for the Scheduled Castes and Scheduled Tribes so that the funds provided for these communities are not diverted to other activities.

40. The Committee suggest that the most backward communities amongst Scheduled Castes and Scheduled Tribes should be identified urgently and specific schemes and programmes should be chalked out and implemented for the amelioration of their socio-economic conditions.

41. The Committee regret to note that even the meagre allocations in the case of Tribal Sub-Plan, provided in the Fifth Five Year Plan could not be utilised in full. As against an allocation of Rs. 1,042.83 crores, an expenditure of Rs. 917.26 crores has only been incurred, thus resulting in a shortfall of Rs. 125.57 crores. Not convinced of the reasons put forth by the Planning Commission and the Ministry of Home Affairs for such a huge shortfall, the Committee are of the firm view that outlays provided in a plan for Scheduled Castes and Scheduled Tribes should in no case be allowed to lapse. It should be impressed upon all the State Governments

in unequivocal terms that they should prepare the schemes for the development of Scheduled Castes and Scheduled Tribes well in time so that the developmental process is on no account allowed to be delayed. The State Government should also be asked to ensure that the funds provided for various schemes are spent in a phased manner during the Plan period. The Committee would also stress upon the Ministry of Home Affairs to ensure that the provisions made for Scheduled Castes and Scheduled Tribes are placed at the disposal of the State Governments well in time so as to enable the State Governments to implement the schemes in right earnestness and that commencement of schemes is not delayed due to the late release of funds.

42. The Committee agree with the views of the Ministry of Home Affairs and Planning Commission that the executing agencies in a State should be delegated sufficient administrative and financial powers so as to obviate any snags and procedural delays in the implementation of the schemes. The question of posting more dedicated and better trained staff in the Tribal areas needs also urgent attention of the Ministry of Home Affairs and State Governments.

#### D. ALLOCATIONS IN SIXTH PLAN

43. Approved outlays for the welfare schemes/projects for Scheduled Castes and Scheduled Tribes in Sixth Plan have been stated to be as follows :—

##### I. Scheduled Caste Component Plan

	(Rs. in crores)
Flow from State Sector	4132.05*
Special Central Assistance	600.00
	<hr/> 4732.05 <hr/>

##### II. Tribal Sub-Plan

Flow from State Sector	3281.95*
Special Central Assistance	470.00
	<hr/> 3751.95 <hr/>

##### III. Development of Backward Classes Sector (Supplementary)

State Sector	720.00
Central Sector	240.00
	<hr/> 960.00 <hr/>

\* Includes flow from Development of Backward Classes, Supplementary Sector.

44. The break-up of Sixth Plan allocations with different sub-heads in respect of Central Sector Programme, furnished to the Committee, is as follows:—

Sl. Scheme No.	1980-85						1980-81						1981-82						
	Outlay			Outlay			Outlay			Outlay			(Ant. Expend. (M))			(Ant. Expend. (M))			
	SC	ST	Total	SC	ST	Total	SC	ST	Total	SC	ST	Total	SC	ST	Total	SC	ST	Total	
1	2	3	4	5	6	7	8	9	10	11	12	13							
(A)																			
1. *Post-matric Scholarships	130.00	..	130.00	20.00	20.00	20.00	20.00	20.00	..	20.00	22.00	..	22.00	..	22.00	..	22.00	..	22.00
2. *Pre-matric Scholarships	8.00	..	8.00	0.31	0.31	0.31	0.31	0.31	..	0.31	1.65	..	1.65	..	1.65	..	1.65	..	1.65
3. *Book Banks for SC/ST	3.00	..	3.00	0.30	..	0.30	0.30	0.30	..	0.30	0.55	..	0.55	..	0.55	..	0.55	..	0.55
4. Girls' Hostels	8.50	4.50	13.00	0.45	1.00	1.45	0.45	1.00	1.00	1.45	1.85	0.90	1.85	0.90	1.85	0.90	1.85	0.90	2.75
5. Coaching & Allied Schemes	3.50	..	3.50	0.50	..	0.50	0.50	0.50	..	0.50	0.60	..	0.60	..	0.60	..	0.60	..	0.60
6. Aid to Voluntary Organisations	4.50	3.00	7.50	0.50	0.75	1.25	0.50	0.75	0.75	1.25	0.85	0.55	1.40	..	0.85	0.55	1.40	..	1.40
7. Machinery for Implementation	6.00	..	6.00	2.00	..	2.00	2.00	2.00	..	2.00	2.00	..	2.00	..	2.00	..	2.00	..	2.00
8. Scheduled Caste Development Corporation	65.00	..	65.00	12.00	..	12.00	12.00	12.00	..	12.00	13.25	..	13.25	..	13.25	..	13.25	..	13.25
9. Research & Training	1.00	3.00	4.00	0.05	0.40	0.45	0.05	0.40	0.40	0.45	0.25	0.55	1.00	0.45	0.25	0.55	1.00	0.45	0.80
Total (A)	229.50	10.50	240.00	36.11	2.11	38.26	36.11	2.15	2.15	38.26	43.00	2.00	45.00	..	43.00	2.00	45.00	..	45.00

\* The outlay for Post-matric, pre-matric Scholarships and Book Banks includes the provision for Scheduled Castes and Scheduled Tribes.

(Rs. in crores)

	1	2	3	4	5	6	7	8	9	10	11	12	13
(B)													
10. Special Central Assistance to Scheduled Castes . . . . .		600.00	600.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	110.00	110.00	110.00
11. Special Central Assistance for Tribal Sub-Plan . . . . .			470.00	470.00	70.00	70.00	70.00	70.00	70.00	70.00	70.00	85.00	85.00
Total (B) . . . . .		600.00	470.00	1070.00	100.00	70.00	170.00	100.00	70.00	170.00	110.00	85.00	195.00
Grand Total (A) + (B) . . . . .		829.50	480.50	1310.00	136.11	72.15	208.26	136.11	72.15	208.26	153.00	87.00	240.00

It will be seen from the above statements that the total allocation for the development of Backward Classes in the Sixth Plan under Central Sector is Rs. 1310 crores including Rs. 1070 crores as Special Central Assistance for Scheduled Castes and Scheduled Tribes.

45. The allocation for State Sector under the Backward Classes Sector is Rs. 720 crores. State-wise Break-up is as follows :—

Sl. No.	State/U.T.	(Rs. in lakhs)			
		1980-85 Outlay	1980-81		1981-82 Outlay
			Outlay	Anticipated Expendi- tures	
1.	Andhra Pradesh	20074.00	987.00	987.25	1600.00
2.	Assam	1100.00	157.00	157.00	200.00
3.	Bihar	3200.00	498.00	498.00	550.00
4.	Gujarat	8000.00	1456.00	1456.00	1530.00
5.	Haryana	825.00	172.00	171.95	180.00
6.	Himachal Pradesh	450.00	60.00	53.00	77.00
7.	Jammu & Kashmir	279.00	46.00	46.00	50.00
8.	Karnataka	4200.00	422.00	471.00	470.00
9.	Kerala	2500.00	433.00	670.00	435.00
10.	Madhya Pradesh	4000.00	652.00	652.00	690.00
11.	Maharashtra	6000.00	705.00	686.46	900.00
12.	Manipur	250.00	41.00	41.60	45.00
13.	Meghalaya	2.00	..	0.30	..
14.	Orissa	1400.00	180.00	180.00	200.00
15.	Punjab	3200.00	389.00	389.00	425.00
16.	Rajasthan	550.00	130.00	130.00	130.00
17.	Sikkim	90.00	18.00	18.00	18.00
18.	Tamil Nadu	8030.00	935.00	1353.00	1435.00
19.	Tripura	841.00	125.00	125.00	145.00
20.	Uttar Pradesh	3229.00	645.00	645.00	675.00
21.	West Bengal	2680.00	400.00	775.00	500.00
Total (States) :		70900.00	8451.00	9505.60	10255.00
1.	Andaman & Nicobar Islands	4.00	4.00	3.68	0.50
2.	Chandigarh	110.00	20.71	17.36	22.00
3.	Delhi	696.00	90.00	90.70	121.00
4.	Goa, Daman & Diu	60.00	9.00	9.25	10.00
5.	Pondicherry	260.00	51.00	55.35	50.00
Total (U.T.s)		1130.00	174.71	176.34	203.50
Grand Total :		72030.00	8625.75	9681.94	10458.50

46. It has been stated that the allocation for State Sector Schemes forms a part of the block assistance (grants and loans) given to the States on the basis of an accepted formula.

47. The Special Central Assistance for Scheduled Caste Component Plan and the Tribal Sub-Plan is given at 100 per cent grant to States as additive to their State Plans. The basis for distribution of Special Central Assistance for the Scheduled Caste Component Plan are :—

- (a) On the basis of Scheduled Caste population and on the relative backwardness of a State (inverse of State per capita domestic product) ...50 per cent
- (b) The percentage of the Scheduled Caste families in the State covered by composite economic development programmes in the Plan to enable them to cross over the poverty line ...25 per cent
- (c) The percentage of the Special Component Plan to the Annual Plan as compared to the Scheduled Caste population percentage in the States. ...10 per cent
- (d) Programmes for relatively weaker and more exploited groups among the Scheduled Castes like civic sanitation workers (sweepers and scavengers), bonded labourers, nomadic and Vimuktajati communities of Scheduled Castes ...10 per cent
- (e) The performance in the implementation of the Special Component Plan with reference to (a), (b) and (c) above. ....5 per cent

48. The Special Central Assistance for the Tribal Sub-Plan areas is distributed among States on the basis of following criteria :—

- (i) Tribal population covered by the Sub-Plan ;
- (ii) The geographical area of the Sub-Plan ; and
- (iii) Backwardness of the State.

49. Asked to elucidate the pattern of assistance to the State Governments, Planning Commission, in a note furnished to the Committee, has stated that the Sixth Plan outlay of Rs. 48,600 crores in the State Sector is envisaged to be financed as under :—

	(Rs. in crores)
(a) State's own resources	33,250
(b) Central Assistance	15,350
Total	48,600



50. The Central Assistance of Rs. 15,350 crores is broadly allocated as under :—

	(Rs. in crores)
A. For normal programmes in the State Plan . . . . .	13,995
B. Special Area Programmes . . . . .	
(i) For Hill Areas . . . . .	560
(ii) For Tribal Areas . . . . .	470
(iii) For North-Eastern Council Schemes . . . . .	325
Total . . . . .	15,350

51. Of the Central Assistance of Rs. 13,995 crores allocated to States for normal programmes, a lump sum amount of Rs. 3245 crores is reserved for eight special category States viz. Assam, Himachal Pradesh, Jammu and Kashmir, Manipur, Meghalaya, Nagaland, Tripura and Sikkim. Besides, Rs. 1450 crores is allocated to States in respect of externally aided projects. The balance of Rs. 9300 crores is distributed according to the following formula as approved by the National Development Council :—

	(Rs. in crores)
(i) Modified Gadgil Formula . . . . .	7700
(ii) Income Adjusted Total population (IATP) Formula . . . . .	1600
Total . . . . .	9300

### Pattern of Assistance

52. *Normal programmes in the State Plans.*—since the beginning of the Fourth Five Year Plan (1969—74), the Central Assistance to States has been given in the shape of block loans and grants.

53. Central Assistance to the States is not related to any individual scheme, group of schemes or head of development. However, in order to ensure that the priorities for the Plan are generally maintained in the course of implementation, the outlays under certain heads or sub-heads and for new specific schemes are earmarked. The general pattern of assistance that each State receives is 30 per cent grants and 70 per cent loans. However, a liberal pattern of assistance in the form of 90 per cent grants and 10 per cent loans is applicable to the following States/Areas :—

- (i) Himachal Pradesh
- (ii) Manipur

- (iii) Meghalaya
- (iv) Tripura
- (v) Sikkim
- (vi) Nagaland
- (vii) Ladakh area in Jammu & Kashmir
- (viii) Hill Areas in Assam.

### Special Area Programme

54. The pattern of Central Assistance for Special Area Programme is as under :—

	Grants	Loans
(i) Hill Areas	90%	10%
(ii) Tribal Areas	100%	..
(iii) N.E.C.	90%	10%

55. The Committee have been informed that the focus of the Sixth Plan is on removal of poverty had reduction of inequalities, as also the removal of other handicaps suffered by the weaker sections of the society amongst whom Scheduled Castes/Scheduled Tribes are in majority. For quickening the pace of development of Scheduled Castes and Scheduled Tribes, Tribal Sub-Plan and Special Component Plans are being implemented for which additional resources have been allocated in the form of Special Central Assistance. It is expected that at least half of the population of these categories would be assisted to cross-over the poverty line during the Sixth Plan period.

56. The Committee are happy to note that in the Sixth Five Year Plan focus has been laid on the raising of socio-economic conditions of the Scheduled Castes and Scheduled Tribes and the schemes envisaged for execution during the Plan period are expected to take at least half of their population above the poverty line. However, looking to the inadequacy of funds allocated for the purpose the Committee apprehend that it may not be possible to achieve the objective in view. They feel that investments of a much higher order are necessary if improvement to the desired level is to be brought about in the socio-economic conditions of Scheduled Caste and Scheduled Tribes.

## E. QUANTIFICATION OF FUNDS

57. The Planning Commission has stated that quantification of funds state-wise for Scheduled Castes and Scheduled Tribes from the general sector of development for the Sixth Five Year Plan has been as follows :—

## FOR SPECIAL COMPONENT PLAN FOR SCHEDULED CASTES

(Rs. in crores)

States	1980-85		1980-81		1981-82	
	Flow from State Plan	SCA	Flow from State Plan	SCA released	Flow from State Plan	SCA released as on 5-8-1981
1	2	3	4	5	6	7
1. Andhra Pradesh	330.72	40.44	44.10	7.34	48.41	3.685
2. Assam	16.19	6.42	1.74	0.97	3.03	0.594
3. Bihar	417.17*	60.72	36.18	10.13	66.88	5.753
4. Gujarat	259.46*	12.90	23.82	2.20	30.54	1.155
5. Haryana	177.88*	12.72	28.51	2.30	35.56	1.122
6. Himachal Pradesh	61.30	5.52	6.79	0.86	11.07	0.495
7. Jammu & Kashmir	..	2.30	..	..	..	..
8. Karnataka	298.39	29.46	59.95	5.67	56.47	2.662
9. Kerala	110.56*	13.86	17.28	2.62	19.19	1.265
10. Madhya Pradesh	237.14	40.74	20.75	6.22	41.18	3.784
11. Maharashtra	220.87	43.50	22.76	6.45	42.12	3.839
12. Manipur	3.87	0.12	00.27	0.04	00.84	0.011
13. Meghalaya	..	..	..	..	..	..
14. Nagaland	..	..	..	..	..	..
15. Orissa	162.01	23.34	16.02	3.59	28.11	2.156
16. Punjab	158.40	22.44	28.57	3.77	24.59	1.958
17. Rajasthan	174.97	29.58	40.10	5.28	30.68	2.717
18. Sikkim	0.87	0.30	..	..	00.16	0.011
19. Tamil Nadu	529.72	51.00	67.75	9.56	82.02	6.642
20. Tripura	12.33*	1.41	1.78	0.21	2.47*	0.132
21. Uttar Pradesh	591.42	136.56	61.12	22.66	89.48	12.793
22. West Bengal	302.29	61.32	38.51	10.03	46.01	5.533
Total :	4065.58	594.65	516.00	99.30	688.75	24.307

1	2	3	4	5	6	7
<b>Union Territories</b>						
1. Andaman & Nicobar Islands . . . . .	..	..	..	..	..	..
2. Arunachal Pradesh . . . . .	..	..	..	..	..	..
3. Chandigarh . . . . .	3.08	0.25	..	..	0.49	0.022
4. Dadra & Nagar Haveli . . . . .	..	..	..	..	..	..
5. Delhi . . . . .	52.59	3.00	10.44	0.63	10.17	0.374
6. Goa, Daman & Diu . . . . .	..	0.12	..	..	..	..
7. Lakshadweep . . . . .	..	..	..	..	..	..
8. Mizoram . . . . .	..	..	..	..	..	..
9. Pondicherry . . . . .	10.80	0.30	1.31	0.07	2.05	0.033
<b>Total</b> . . . . .	<b>66.47</b>	<b>3.67</b>	<b>11.75</b>	<b>0.70</b>	<b>12.71</b>	<b>0.429</b>
<b>Grand Total</b> . . . . .	<b>4132.05</b>	<b>598.32</b>	<b>527.75</b>	<b>100.00</b>	<b>671.46</b>	<b>54.736</b>

\*Provisional

## For Tribal Sub-Plans

Sl. No.	State/U.T.	1980-85		1980-81		1981-82	
		Flow from State Plans	S.C.A.	Flow from State Plans	S.C.A. @ Amt. re-leased	Flow from State Plans	S.C.A. (Entitlement)
1	2	3	4	5	6	7	8
1. Andhra Pradesh		139.46	17.20	26.71	3.37	16.35	3.11
2. Assam		119.55£	20.33	21.02*	3.19	22.21£	3.67
3. Bihar		625.26	57.18	90.09*	9.74	105.00	10.34
4. Gujarat		484.40	34.36	48.40	5.69	71.37	6.21
5. Himachal Pradesh		44.91	6.49	7.19*	0.81	8.04	1.17
6. Karnataka		23.80	3.14	3.25	0.17	3.49	0.57
7. Kerala		19.35	2.39	3.05	0.57	3.31	0.43
8. Madhya Pradesh		629.04	111.62	83.53	19.24	100.68	20.19
9. Maharashtra		298.85	27.88	39.00	5.44	55.66	5.04
10. Manipur		76.37	8.24	15.64(£)	1.12	17.88	1.49
11. Orissa		385.45	56.51	85.64	8.86	67.71	10.22
12. Rajasthan		202.66	20.11	38.13	5.16	45.78	3.64
13. Sikkim		15.06	1.18	..	0.10	3.58	0.22
14. Tamil Nadu		16.98	4.69	2.78	0.81	3.08	0.85
15. Tripura		N.A.	7.12	9.56	1.31	12.39	1.29
16. Uttar Pradesh		3.49	0.53	0.58*	0.20	0.91	0.10
17. West Bengal		180.33	20.23	20.40	3.65	26.20	3.66
<b>18. Total States :</b>		<b>3264.96</b>	<b>399.20</b>	<b>494.99</b>	<b>69.42</b>	<b>563.64</b>	<b>72.20</b>

1	2	3	4	5	6	7	8
<b>1. Andaman &amp;</b>							
Nicobar Islands .	15.48	0.58	2.91	0.14**	3.24	0.10	
<b>2. Goa, Daman &amp;</b>							
Diu . . . .	1.51	0.22	13.26	0.13 .	0.32**	0.04	
Total U.Ts.	16.99	0.80	3.17	0.27	3.56	0.14	
Grand Total	3281.95	400.00	498.16	69.70	567.20	72.34	
Reserve (TSF) . . . .	..	3.00				..	
Pockets of Tribal Concentration	..	52.00	..			..	9.40
Primitive Tribes . . . .	..	15.00	..			..	3.26
<b>G.G. Total</b>	<b>3281.95</b>	<b>470.00</b>	<b>498.16</b>	<b>69.70</b>	<b>567.20</b>	<b>85.60</b>	

@ Includes SCA released for pockets of tribals concentration and primitive tribes.

£ Proposals only.

\* Approved outlays as given in Tribal Sub-Plan documents for Sixth Plan 1980-83.

(£) As indicated in the Statement showing approved outlays for T.S.P.—1980-85 and 1981-82 sent by the State Government.

\*\* Normal discussions were not held.

58. The Ministry of Home Affairs in a note furnished to the Committee has stated that so far as Special Component Plan is concerned, some Central Ministries have also started quantifying the outlays for the benefit of Scheduled Castes. According to the present information, the following outlays have been quantified by them as their Special Component Plan :—

**Special Component Plan Outlays for 1980-85**

(Rs. in crores)

Name of Central Ministry/Deptt.	Quantified outlay in S.C.P.
<b>Ministry of Commerce</b>	
Handloom	16.42
Handicraft	14.00
<b>Ministry of Agriculture</b>	
Ministry of Rural Reconstruction	375.00
	<b>466.93</b>

59. In reply to a question, it has been stated that, generally, the following criteria are being adopted for quantification of funds from the General Sectors and their inclusion in the Special Component Plan :—

- (a) In family/individual-oriented schemes, the beneficiaries can be individually identified. In such programmes, a percentage of outlay is included in the Special Component Plans corresponding to the planned percentage of Scheduled Castes among the programme beneficiaries.
- (b) There are some programmes which are likely to benefit the Scheduled Castes habitations as a whole. These include drinking water supply, Street-lighting, link roads (to bastis), and so on. In such schemes, the cost of providing the facility in/to the bastis (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 a Harijan basti, the entire cost is included in the Special Component Plan.
- (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 at least 51 per cent of the command area is comprised within the holdings of Scheduled Castes. Another example is environmental improvement of Slums with 51 per cent or more of Scheduled Caste population. Furthermore, outlays for assisting co-operative and other such institutions are also included in the Special Component Plan provided at least 51 per cent of the membership of such societies/institutions is from among the Scheduled Castes.
- (e) The State Governments made provisions in the State Plans for contributing to the share capital of State land development Banks, State Co-operative Banks, Co-operative marketing organisations, Co-operative Credit Societies and other similar organisations. Such organisations are thereby enabled to raise resources from financial institutions for further 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.

60. So far as Tribal Sub-Plan is concerned, the Ministry of Home Affairs has stated in a note furnished to the Committee that the Central Ministries/Departments have, in some cases, completed an exercise for quantification of

funds and others are in the process of completing the same. A tentative statement showing the quantification for Tribal Sub-Plan areas is as follows:—

(Rs. in lakhs)

Sl. No.	Name of the Ministry/ Deptt.	Name of Scheme	Amount earmarked for Tribal Sub-Plan					
			1978-79	1979-80	1980-81	1981-82	1980-81	
1. Agriculture & Co-operation.		1. Forestry	N.A.	N.A.	86.50	164.00	1120.00	
		2. Soil & Water Conservation.	403.00	415.00	N.A.	135.20*	950.00	
		3. Animal Husbandry	297.00	160.00	16.19	13.60*	29.00	
		4. Crop-oriented programmes.	164.00	22.00	10.00	5.00	25.00	
		5. Minor Irrigation & water management.	55.00	55.00	N.A.	N.A.	N.A.	
		6. Fisheries.	14.00	25.00	12.23	9.00	155.60	
		7. Research and Education	28.90	78.00	N.A.	£0.90	£2.00	
		8. Plan Protection programmes.				5.40	N.A.	
		9. Bio-gas.				50.00	500.00	
		10. Dairy Development.				200.00	4000.00	
		<b>Cooperation</b>						
			1. NODC Sponsored Schemes.	230.00	300.00	140.00	50.00	800.00
			2. Central Sector Schemes.				64.00	290.00
		<b>I.C.A.R.</b>						
	All India Coordinated Project for Tribal Areas.				N.A.	230.00		
2. Education and Culture.		Non-formal adult Education.	28.80	150.00	125.00	77.80	521.00	
		Scholarships.	2.00	3.00	2.00	6.00	39.00	
		NCERT—preparation of special curricula reading material for tribal students and orientation programmes for Education Officers working in Tribal areas studies etc.	1.00	10.00	64.00	N.A.	N.A.	

\*For SC & ST.

£ Extension and Training study tours of farms.

1	2	3	4	5	6	7	8
		Non-formal education programme at school stage.	N.A.	150.00	N.A.	N.A.	N.A.
		Vocationalisation of School Education.	N.A.	15.00	N.A.	N.A.	N.A.
		University and higher Educational.	..	..	..	45.95	283.00
		Physical Education and Sports.	..	..	..	255.00*	2100.00
		Youth Services.				8.90	42.75
		Planning & Administration.				2.00	20.00
		Technical Education.	..	..	..	3.00	14.00
		Art and Culture.	..	..	..	58.73	235.00
3. Social Welfare.		Integrated Child Development Services.	82.51	107.75	N.A.	N.A.	N.A.
		Functional Literacy for Audit Women.	35.48	40.61	N.A.	N.A.	N.A.
4. Health & Family Welfare.	1.	Community Health Volunteers.	168.00	266.00	400.00	281.79	956.21
	2.	Training & Employment of multipurpose workers.	87.73	117.80	153.34	73.88	400.04
	3.	Prevention of blindness.	45.25	85.26	45.00	23.45	100.33
	4.	T.B. Control.	13.81	17.32	17.32	18.53	76.42
	5.	Leprosy Control.	60.00	25.50	40.00	98.00	463.00
	6.	S.T.D. Control.	1.29	1.43	1.66	3.20	13.50
	7.	N.N.E.P. (Rural).	767.17	457.86	461.63	531.41	2368.57
	8.	Filaria Control.	0.85	1.69	2.00	2.39	12.14
	9.	C.I.P. Ranchi.	..	..	1.12	..	..
	10.	Jipmer, Pondicherry including research on vanishing tribals of A & N Islands.	..	..	0.91	2.67	12.58
	11.	ISM/Homocopathy Dispensaries in Tribal Blocks of U. Ts.				0.48	3.00
	12.	Diarrhoeal diseases Control.				0.33**	1.60**
	13.	120 DGHS Scholarships.				@	2.50

\*Roughly Estimate.

\*\*both for SC &amp; ST.

@5% of the scholarships for STs.



1	2	3	4	5	6	7	8
	14. Health profile including Health Services Research Centres for Tribal areas and Scheduled Caste.		..	..	..	3.97	15.00
	15. Health information and monitoring.					3.11	5.50
	16. CCR in Ayurveda and Siddha.			..		27.32*	145.00
	17. CCR in Unani.					4.00	17.00
	18. CCR in Homocopathy.					4.00	52.40
	19. Planning Cell for Tribal Development.					0.48	2.00
	20. Study of Haemotological and Clinical Profile of Sickle Cell Anaemia in Tribal population around Ranchi in Bihar, Birla in Orissa and Raipur in Madhya Pradesh by ICAR.					0.50	151.00
	21. Study of Health and Nutrition status of tribes in M.P.					3.22	11.24
	22. Regional Medical Research at Port Bihar, Bhubaneswar and Shillong by ICMR.				..	10.00	215.00
5. Irrigation.	Central Ground Water Board Exploration of Ground Water.				16.70	89.00	250.00
6. Industry (Deptt. of Industrial Development).	District Industries Centres.				..	120.00	800.00
	Technical publicity.	..	..	..	..	1.00	4.00
	Strengthening of SIDC.	..	..	..	..	1.50	11.00
	Testing Centres.	..	..	..	..	..	30.00
	E.D.R. & Training.	..	..	..	..	1.00	10.00
	Engineering Entrepreneurial Training and Interest subsidy.	..	..	..	..	1.00	5.00
	Modernisation of selected industries.	..	..	..	..	0.40	2.00

\*both for SC & ST.

1	2	3	4	5	6	7	8
		Consultancy for Technical Services.	..	..	..	0.20	1.00
		P. D. Centres.			..	2.00	10.00
		Collection of statistics, Monitoring and Evaluation.			..	4.00	24.00
7.	Civil Supplies.	Development programme of Oil Seeds and Oils of Trees and Forest origin with focus on tribal areas in Orissa, M.P. and Bihar.			..	40.00	200.00
8.	Shipping & Transport.	Central Sector Roads Schemes.	810.00	850.00	1350.00	N.A.	7511.00
9.	Rural Reconstruction.	Development of Primary Market in Tribal Areas.	30.00	30.00	N.A.	N.A.	N.A.
		Applied Nutrition Programme (ANP).	13.66	13.26	N.A.	N.A.	N.A.
10.	Energy Deptt. of Power.	Rural Electrification.	2477.00	2800.00	N.A.	N.A.	N.A.
11.	Commerce.	Sericulture.				..	1050.00
		Handicrafts					
		Design and Tech. Development.				5.00	45.00
		Training				76.00	470.00
		Marketing Exten. & Raw Material Cooperatives.				12.00	60.00
		Direct Assistance to Artisans.				2.00	20.00
						..	5.00

61. Asked whether the flow of funds from the Centre as well as States to the Scheduled Castes and Scheduled Tribes is adequate, it has been stated, in a note furnished to the Committee, by the Ministry of Home Affairs that considering the precarious socio-economic conditions of the Scheduled Castes/Tribes population, it is to be conceded that the total amount of financial availability is not adequate to overcome their poverty and enable them to cross the poverty-line. However, any planning system has to work within certain limitations and constraints and the national efforts is to make the best of the given circumstances. During discussion with the State Government representatives, they are always impressed upon to increase flow of funds. Asked why the progress has been slow in the quantification of funds even in the Central Ministries, the representative of Home Ministry has stated, during evidence, that it has been so because some of the Ministries had prepared special component plans and identified some principles on the basis of which they should proceed. Some of the

Ministries have not yet quantified their funds, while some other Ministries have already taken action in the matter. For example the Ministry of Works and Housing has issued guidelines that all new wells to be sunk hereafter should be located in harijan bustis open to all the villagers. In number of places, Scheduled Castes Development Corporations have been set up and fair price shop facilities have been given to them. Twenty per cent of gas dealerships have been reserved for the Scheduled Castes and Scheduled Tribes. Every Ministry has been asked to make efforts to prepare Special Component Plans for families and harijan bustis. The Home Ministry's, Department of Personnel has been promoting a personnel policy for the development of Scheduled Castes and Scheduled Tribes. The policies framed in the Tribal Plan and Special Component Plan have been examined by them.

62. The Committee have been further informed during evidence that special emphasis has to be laid on formulation of appropriate programmes and on adaptation of the existing ones. So far as Scheduled Tribes are concerned, the position is as follows :—

- (i) The Central Ministries should quantify funds for tribal areas,
- (ii) They should formulate specific schemes for tribal areas and tribal people ; and
- (iii) Central Ministries should adopt the on-going programmes to make them suitable for tribal areas.

63. It was clearly laid down by the Coordination Committee headed by the Minister of State in the Ministry of Home Affairs in 1978 that although the Scheduled Tribes population in the country is 7½ per cent, the Central Ministries should quantify to the extent of 10 per cent to 15 per cent of their funds. The Central Ministries have been communicated this recommendation and they have been working on this. But various Ministries have not still been able to reach any conclusion in this regard. Yet they have all been working towards this end that quantification should be to the extent indicated and their programmes should be formulated in accordance with needs of the tribal areas and the on-going programmes have to be continued. During the Annual Plan discussions with the Central Ministries, it has been impressed upon them that it was important to quantify funds for Scheduled Caste Component Plan and for tribal development programmes.

64. The Committee do not consider the quantification of funds made by the State Governments and the Central Ministries/Department from the General Sector to the Component Plan or Tribal Welfare Plan at all sufficient. In fact they note, that very little money has been spent from the General Sector funds for the benefits of Scheduled Castes and Scheduled Tribes. They agree with the Ministry of Home Affairs that 'considering the precarious socio-economic conditions of Scheduled Castes/Scheduled Tribes population.....the total amount of financial availability is not adequate to overcome their poverty and enable them to cross the poverty line.' The Committee are also unhappy to note that even though Coordination Committee had made a recommendation as far back as 1978 that the Ministries at the Centre should quantify funds to the extent of 10 per cent to 15 per cent most of the Ministries have hardly done anything in

the matter. The Committee urge that the Planning Commission/Ministry of Home Affairs should ensure that the intended funds and benefits to the Scheduled Castes and Scheduled Tribes from the General Sector funds are actually spent for their welfare. They also suggest that an evaluation be undertaken periodically to assess the extent of actual flow of funds and benefits to Scheduled Castes and Scheduled Tribes from the General Sector funds to rectify the shortcomings and augment the provisions meant for these communities.

#### F. TRIBAL SUB-PLAN

65. The Tribal Sub-Plan concept was evolved during the Fifth Plan (1974—79), which embodied integrated and total approach to the problem of tribal development. It has been stated that three basic parameters of the tribal situation in the country were recognised in the formulation of the concept. First, that there was variation in the social, political, economic and cultural milieu among the different Scheduled Tribe communities in the country. Second, that there demographic distribution reveal their concentration in parts of some States and dispersal in others. Third, that the primitive tribal communities lived in scheduled regions. Hence, the broad approach to tribal development has had to be related to their level of development and pattern of distribution. In predominant tribal regions, areas approach with focus on development of tribal communities has been favoured. While for primitive groups community-oriented programmes have been preferred. The dispersed tribals found in pockets have to avail of the programmes of rural development. For execution of programmes having integrated thrust, pooling of finances from all sectors has been regarded as an essential requisite.

66. It has been further stated that the Tribal sub-Plan aims at comprehensive development with focus on the individual family. With the household as the basic unit of planning, in poverty reduction the poor stand then the poor on the progressive scale should be taken up. With the predominance in tribal areas of agriculture, land being regarded as the basic resource asset, landless agricultural labour should constitute the first target group for benefits, the marginal and the small farmers following. Income from various produce should be kept in view in identifying the poorest, the poor and so on. In the urban areas, the unorganised unskilled group of mining, industrial etc. labour should be the focus of attention.

67. The Committee have been informed that the Tribal Sub-Plan draws its financial resources from :

- (i) Outlays from State Plans ;
- (ii) Investments by Central Ministries ;
- (iii) Special Central Assistance (SCA) of the Ministry of Home Affairs, and
- (iv) Institutional finance.

68. During the Fifth Five Year Plan (1974—79) the outlay and expenditure on the Tribal sub-Plan under State Plan and Special Central Assistance have been stated to be as under :—

		(Rs. in crores)		
Sl. No.	Year	Outlay	Expenditure	Percentage Utilisation
<b>State Plan</b>				
1	2	3	4	5
(1)	1974-75	23	25	109
(2)	1975-76	72	60	83
(3)	1976-77	181	154	85
(4)	1977-78	248	223	90
(5)	1978-79	332	290	87
<b>TOTAL</b>		<b>856</b>	<b>752</b>	<b>89</b>
<b>Special Central Assistance</b>				
		Outlay	Expenditure	Percentage Utilisation
(1)	1974-75	4.30	3.08	72
(2)	1975-76	20.00	14.59	73
(3)	1976-77	40.00	30.99	77
(4)	1977-78	55.00	51.49	94
(5)	1978-79	67.00	64.96	97
<b>TOTAL</b>		<b>186.80</b>	<b>165.11</b>	<b>89</b>

69. The Working Group on Tribal Development (1980—85) has served in its Report that the shortfall in the expenditure incurred under Tribal sub-Plan during the Fifth Plan is attributable to unpreparedness for the investments in the Tribal sub-Plan areas, weak administrative machinery, deficient accounting system, procedural delays, delays in issue of sanctions, etc.

70. When this question was raised with the Ministry of Home Affairs, the Ministry agreeing with the observation of the Working Group, has made following suggestions in a note furnished to the Committee to remedy the situation :—

- (i) The establishment of a single line of command, organic integration of the programmes in the field and an effective delegation of powers both financial and administrative to the project authorities.

- (ii) In States having large tribal areas semi-autonomous regional authorities to be created, comprised of both official and non-official elements. The Secretary of regional authority should be delegated adequate financial and administrative powers.
- (iii) A high-power body, such as a Cabinet sub-Committee, should be set up to give policy directions for implementation of the Tribal sub-Plan and to revise and recast it to meet the situation as may emerge during implementation.
- (iv) A separate budget head for the entire Tribal sub-Plan outlay incorporating funds quantified under each of the various sectors shown under distinct sub-heads, of the respective Department, backed with suitable accounting procedure has to be evolved to ensure that the financial outlays meant for the tribal areas are expanded in these areas alone.
- (v) A system for monitoring, evaluation and reviewing the programmes with built-in provision for reformulation, where necessary is being evolved to ensure that the expenditure achieves the desired result. Under the arrangement the monitoring channels will flow through State, Divisional, District, ITDP, block to the grass root levels.

71. Asked whether any critical evaluation of the Tribal sub-Plan has been done so far, the Planning Commission, in a note furnished to the Committee, has stated that the Working Groups set up by the Planning Commission for formulation of plan proposals for tribal development *inter alia* reviewed the impact of Plan expenditure on the conditions of tribals. The deficiencies pointed out by the Working Groups were taken into consideration while formulating the Sixth Plan proposals. It was noticed that although substantial outlays had been spent, only a small percentage (5 per cent) had gone into family-oriented programmes.

72. The Committee have been informed during evidence that the finalisation of tribal sub-Plan in the Fifth Plan period was delayed as the earlier tribal development blocks were smaller and new areas with more than fifty per cent tribal population had to be included. The identification of the new areas in order to prepare the new plan took time. The areas after identification had to be carved out into cohesive administrative units. The finalisation of the sub-Plan also got delayed as some States could not finalise them in time. The delay on the part of State Governments had been mostly due to the fact that the entire concept of tribal sub-Plan and Project reports on primitive tribal blocks was new and identification of primitive tribal area was a time taking affair. The delay was also caused as the Government did not have adequate trained personnel to go into the new concept. Besides, the concept was difficult to understand and to apply in practice due to the fact that the basic principle was that the tribal should be enabled to advance further without making any distortion in their cultural life and tradition. However, funds were provided and expenditure was incurred in the tribal areas in the first two years during which the sub-Plan was under preparation. It was not that no funds were provided during that period. With the provision of funds in the first two years (1974—76) advance action

was taken for the implementation of the tribal sub-Plan before its finalisation.

73. The Committee have been informed in reply to a question that out of 180 ITDPs in the country, project Reports of about 128 ITDPs in the Fifth Plan were available. In reply to a further question, it has been stated that 52 primitive tribal blocks have been identified for the purpose. In the beginning of 1980 the decision about the tribal sub-Plan for 1980—85 was taken and the preparation of project reports for the tribal sub-Plan by the States had also been taken up. Some of the fresh project reports have already been received in the Planning Commission.

74. About improving the implementation of the development programmes by the States, it has been stated that the Working Group reports had been circulated to the State Governments and they had been asked to take the recommendations in the reports as guidelines to affect improvements in areas where there were shortcomings. Although there are no specific assurances from the State Governments in writing regarding the acceptance of the recommendations, it is expected that they would implement them. Explaining the position further, the representative of the Ministry of Home Affairs has stated that the Home Ministry has two reports on the subject. One of the reports is on administrative arrangements and personnel policy while the other report is on monitoring and evaluation. Both the reports have been circulated among the State Governments. The Home Ministry has been following up the first report regularly in detail by sending letters at the ministerial level. The State Governments have adopted many of the recommendations contained in the reports. The Home Ministry has not found any serious differences between the views of State Governments and the recommendations of the Working Groups. It might not be possible for all the States to adopt all the recommendations. However, inconsistent with their own resources and administrative structures; the States have been adopting some of the recommendations.

75. Asked whether adequate financial and administrative powers have been given to executive authorities to avoid shortfalls in the expenditure under tribal sub-Plan, the representative of the Home Ministry has stated that the extent of delegation of powers in that behalf varied from State to State. For example, in Bihar, powers have been delegated to the Chotanagpur Development Authority. In Orissa, the powers of the Project Administrators are quite adequate while those of the officers of Madhya Pradesh are not adequate. The Home Ministry and the Planning Commission propose to look into the matter. Recently in an evaluation report prepared by the Indian Institute of Public Administration on the question of administrative structure for the tribal sub-plan areas in Madhya Pradesh and Gujarat, it has been stated that the delegation of powers in Gujarat were quite satisfactory. Maharashtra was also quite alright. The representative of the Planning Commission added that some kind of Committees have been set up in all States at the district level, such as District Planning Committee or District Development Committee or Zila Parishad, which are performing the functions of overseeing or formulating, implementing and reviewing the plan performance. In some States the Collector is the Chairman of such a Committee while in some States, a non-official has been appointed as a Chairman. In some States, the Minister also functioned as Chairman. In

Maharashtra and Gujarat, some funds have been earmarked for the district development plans. These funds have been placed at the disposal of Zila Parishads, who have been permitted to formulate their plans and fix the priorities and implement the same. It is for the State Governments to decide their own priorities. They must decide which schemes should be accorded higher priorities in the overall context of availability of funds. The Planning Commission has issued guidelines but adoption of those guidelines is according to the choice and administration needs of the State.

76. The Committee have been informed during evidence that two types of tribal areas have been distinguished for the purposes of planning—~~one~~ one area consists of States where tribals are in a majority as in the four North-Eastern States for which the whole State Plan is a total tribal plan. The other area consisting of States like Madhya Pradesh, Bihar, Maharashtra and Gujarat have tribal population in minority for which separate tribal sub-plans have to be prepared.

77. Asked why there has been delay in the issue of executive directions by the Centre regarding annual reports to the State Governments, the representative of the Home Ministry has replied that the Ministry of Home Affairs has been impressing upon the State Governments, not only through correspondence but also at the meetings, to submit their annual reports in time. The State Governments have been asked to include in their reports the various development measures which have been adopted by them. Some State Governments have amplified and modified the reports accordingly. Under the provisions in the Fifth Schedule to the Constitution, the Central Government could issue directives to the States to adopt such measures as to make efficient and good administration in the tribal and Scheduled areas. Provision of Article 244 and the Fifth Schedule are being brought to the notice of the State Governments, to ensure that the administration in scheduled areas should be simple enough to enable the Scheduled Tribes to understand it well and it should be according to the needs of development. For example, the guidelines have been that the administration in the Scheduled areas should be simple consisting of a single line administration. In other words, it should not be filled in with too many specialist functionaries whose functions could not be understood by the Scheduled Tribes. The Ministry of Home Affairs has been engaging its attention towards the type of administrative structure which should be set up in the tribal areas. In all blocks there is a Village Level Worker. The Ministry feels that the Village Level Worker should be multi-functionary. The block structure also should be simple enough to meet the needs of Scheduled areas. Above the block, along the line of single line administration, there is the Project Administrator who is a Senior Class I Officer of the State Government. He is assisted by a number of functionaries composed of agricultural specialists and specialists in animal husbandry and cooperation etc. Above the Project Administrator there is a Collector and above him there is the Commissioner in the line of direct hierarchy. The single line hierarchy has thus been designed to enable the tribals to go to one single functionary to get their complaints redressed. It has also been recommended that the Project Administrator should have development functions as well as some revenue functions. This is important as the regulations as per Fifth Schedule could be enacted by the State



Government in consultation with the Tribal Advisory Council and with the assent of the President and most of the regulations related to land transfer and other protective measures. If the Project administrator is vested with both the functions for these areas, it would become easy for the tribals to approach him for development. The Project Administrator should also have, alongwith developmental functions, powers of acting as a functionary under the regulations of Fifth Schedule. In this way it is possible to put in practice the constitutional provisions on the subject.

78. Asked whether suggestions have been made to the States regarding administrative machinery, procedural delays etc., to avoid shortfalls in expenditure under Tribal sub-Plan, the representative of the Home Ministry has stated that recommendations of the Working Group on administrative structure and personnel policies have been conveyed to the States about four years back and some of them have been partly implemented also. Arrangements which have been made in the tribal areas partly conform to the single line administration. Some of the States have been undertaking training of Government employees as well as non-officials. The Government of Andhra Pradesh has been undertaking training of Government employees as well as local tribal leaders in the Tribal Research Institute.

79. When suggested during evidence that there should be a separate adviser for the Component Plan and Tribal sub-Plan, the representative of the Planning Commission has stated :—

“As far as States are concerned, I think, one has to look at the States plans in their totality and we have about four advisers who are responsible for three or four States each at a time and our experience is that it is better that we have the adviser who knows the totality of the problems faced in a State. We cannot push up this programme if we were to have separate advisers working in isolation. But we shall certainly consider your suggestion.”

80. Regarding the integration aspect of the tribal sub-Plan implementation, the Committee have been informed during evidence that the integration has got to be of an administrative character if the execution is to reflect the objective of planning. In the tribal sub-Plan areas, the ITDP is the main instrument of planning. Integration has to come about at the lower level by proper functioning of the block. At the Project Officer level, the integration has to come about through the efforts of the Project Administrator. At the district level integration has to come about at the Collector's level. At the State level, such an integration has to take place at State level. As the emphasis has been put an integration for the first time, some initial difficulties are there. At the national level, the role of integration is performed by the Planning Commission and the Home Ministry. On the point of financial integration, it has been admitted that it has not come about yet in the tribal areas. This is incomplete because the State Governments give funds to various sectoral departments for spending and the original idea of putting them together has not come about fully. After finding out details of various programmes which needed to be integrated by the Project Administrator, they were looked at the project stage. Only to that extent, some kind of coordination and integration has taken place.

81. In reply to a question, the Committee have been informed that concentration of financial power at the project would help to get the cooperation of the various district authorities. Spending small amount of money in a given area through specific agency could always be done. In the Sixth Plan alongwith the small amount of money given to the backward classes sector, efforts have been made to earmark to the tribal area the due share from all the sectors of the State and Central Governments. Only through a massive thrust towards tribal areas with due shares from various departments of the Centre and the State, it would be possible to bring out some development in the very backward areas. There has been earmarking of funds from Agriculture, Forest and Animal Husbandry Departments for the tribal areas. The field representatives of the departments from where funds were drawn have to be involved in the execution of the various schemes of the concerned departments. Thus, administrative integration becomes a must. In working out bigger schemes there should be administrative as well as financial integration. For the time being, it has not been possible to effect it because each department has its own funds for the execution of its own programmes.

82. Asked whether any matter included in the Governor's Report has necessitated the issuance of directives to State Governments under Article 339 or otherwise, the representative of the Home Ministry has replied in the negative. Such an occasion has not arisen in the past nor it is expected to arise in future as they are able to get things done by persuasion. He has further added, that "we are operating a federal structure where there is a delicate balance of power between the Central Government and the State Government and, therefore, we do not want to upset the apple cart. We are already operating under Article 275(1) with the help of the Special Central Assistance."

83. In reply to a question, it has been stated that Annual Reports from the Governors, as per provisions of Article 244, are being received in the Home Ministry sometimes on time and sometimes late. The Home Ministry has been trying to ensure that reports are received in time and are broad-based as to reflect the various developments and occurrences that took place in the Scheduled areas. Asked whether Central legislation on the administration of sub-Plan and the Scheduled areas could not be enacted the Committee have been informed that the matter is not under consideration of the Government.

84. Regarding the question of bringing Tribal Development as a subject in the Concurrent List of the Seventh Schedule to enable the Centre to exercise its powers the representative of the Ministry of Home Affairs has stated that the matter has been under the consideration of Ministry and decision is in the offing. Informing the Committee further, the representative of the Ministry of Home Affairs has stated : "I would like to say that the Home Ministry and the Planning Commission, in fact, the entire Government of India, is highly concerned with the question of taking the tribal people forward and we are taking all possible measures to see that the question in theory does not remain in theory only but also it is implemented fully."

85. Regarding the pace of evaluation of implementation of tribal sub-plans, the representative of the Home Ministry has stated that evaluation should be done in much more intensive manner within a time bound programme. The State Governments should be requested for the evaluation. The evaluation could be done by the evaluation organisation of the State Government or by the Universities. It may be laid down that ten percent of the total number of ITDPs would be got evaluated each year. The Committee have also been informed that no comprehensive evaluation of ITDPs was undertaken till 1980-81. However, on the suggestion of the Home Minister, five States—Rajasthan, Madhya Pradesh, Tamil Nadu, Gujarat and Himachal Pradesh have agreed to undertake evaluation of ITDPs Programmes in a phased manner, beginning from 1981-82.

86. The representative of the Home Ministry informed during evidence that greatest importance has been assigned to evaluation as could be seen from the various communications issued by the Home Ministry to the State Governments and the State Governments have replied that the evaluation would be taken up in the manner indicated. The Home Ministry desires to press into service various agencies to prepare the evaluation reports at the earliest. Some States have evaluation organisations with their Planning departments. As their resources were limited, States have been advised not to over-burden them. Specialist bodies like Tribal Research Institutes could undertake evaluation work. Besides, sectoral evaluation has also been taken up. Regarding the evaluation of administrative structure, the Institute of Public Administration has been entrusted with the task and they have pointed out a number of shortcomings in the case of Madhya Pradesh.

87. In reply to a question regarding the ratio of money spent on infrastructure to the amount allocated for beneficiary-oriented schemes, the Committee have been informed that 95% of the expenditure in the last plan has gone for the building of infrastructure and only 5% for the beneficiary-oriented schemes. In the current plan, the emphasis is on family-oriented schemes both in the tribal areas and under the Special Component Plan. Under the family-oriented schemes, the number of beneficiaries of target groups are being identified and the targets are being fixed. The representative of the Ministry of Home Affairs has added that the orientation in the tribal sub-plan in the Fifth Plan was slightly different from that of the Sixth Plan. In the Fifth Plan, the State plans were conceived with an emphasis on area development. In view of the lack of infrastructure in the tribal areas the tribal sub-Plans of the States concentrated on the development of infrastructure. Only 5% of the amount was set apart for the benefit of the families. In the Sixth Plan, emphasis has been shifted. The State Governments have spelt out the tribal sub-Plan in the taking up of a certain number of families to enable them to cross the poverty line. Orissa and Gujarat have fixed a target of 5 lakhs while Madhya Pradesh has fixed it at 18 lakhs. Alongwith the shift in approach, the strategy to implement the sub-Plan has also undergone a change. This is a gradual process. Government has to work within the general constraints of Planning where large funds have been earmarked compulsorily for their sectors because they were a necessary concomitants of any family benefiting development scheme.

88. As has been stated earlier, the financial outlays for the Tribal sub-plan in the Sixth Plan are as follows :—

	(Rs. in crores)
Flow from State Sector	3281.95*
Special Central Assistance	470.00
	3751.95

\*Includes flow from Development of Backward Classes Supplementary Sector.

89. The Committee note that on the Tribal Sub-Plan, during the Fifth Five Year Plan, Rs. 753 crores under State plan and Rs. 165.11 crores under special Central Assistance had been spent, but a very insignificant amount i.e. only 5 per cent had gone to the family-oriented schemes so far as tribal development is concerned. Though the focus in the Sixth Five Year Plan has shifted to family-oriented schemes, the Committee feel that for rapid social and economic development of the tribal people the most important and urgent task which needs to be attended to is the elimination of exploitation of tribals in all forms, like land-tenure, money-lending, debt-bondage, excise, forest, labour etc.

90. Considering the precarious social and economic conditions of the Scheduled Tribe population, the Committee feel that the provision of Rs. 3,751.95 crores (Rs. 3,281.95 from State Sector + Rs. 470.00 crores from SCA) made in the Sixth Plan will not be adequate to overcome their poverty and to enable them to cross the poverty line. They, however, hope that no efforts will be spared to achieve the targets laid down and that there will be no let-up in this gigantic task of social reform and economic development and no limitations and constraints so far as human efforts are concerned will be allowed to come in the way.

91. The Committee visualise that Integrated Tribal Development Projects (ITDPs) are the main channels through which Tribal sub-plan has to be implemented. The Committee, therefore, attach great importance to the efficient functioning of the ITDPs. From their on the spot study of the working of ITDPs in Orissa and Madhya Pradesh, the Committee are perturbed to find that the ITDPs are not working on right lines. The Committee attribute this to the non-integration of the administrative and financial aspects, so essential for the efficient working of the ITDPs. They need hardly stress that unless the administrative and financial functions are integrated fully, the ITDPs will never be able to function efficiently and effectively. They, therefore, urge that the planning Commission/Ministry of Home Affairs should immediately strive for integrating the administrative and financial functions of the ITDPs.

92. The Committee would also draw the attention of Planning Commission/Ministry of Home Affairs to another important aspect for the proper implementation of the ITDPs i.e. a sound personnel policy for the ITDPs. The Committee agree with the suggestion of the Ministry of Home Affairs that the single-line administration in an ITDP is best

suitable for the purpose. The Committee would like the Ministry of Home Affairs to immediately formulate the personnel policy for the ITDPs, and commend the same to concerned State Governments for adoption. It goes without saying that adequate delegation of financial and administrative powers to the Project Officers in sine qua non for the effective implementation of the scheme under the ITDPs.

93. The Committee consider that evaluation of the work being done by the ITDPs is extremely important. They regret that so far no evaluation of ITDPs has been done and only a beginning in 1981-82 has been made in five States, to evaluate in a phased manner, working of ITDPs. They feel that atleast 10 per cent of the total number of ITDPs in the country should be intensively and extensively evaluated every year. The Central as well as State Governments should gear up their evaluation machinery, so that there is no laxity in this work. The help of the Tribal Research Institutes, Institute of Public Administration and the like, Universities etc. in the country can also be sought for the purpose.

94. The Committee would like the Ministry of Home Affairs to impress upon the concerned States that Governors' annual reports on the scheduled areas should be broad-based and submitted well in time. It is needless to say that these reports when received from the Governors should be critically examined by the Ministry of Home Affairs so that corrective measures could be taken wherever necessary. The Committee would also like the Ministry of Home Affairs to expedite decision on the question of bringing the subject of Tribal Development in the Concurrent List of the Seventh Schedule to the Constitution.

### G. SPECIAL COMPONENT PLAN

95. While dealing with the strategy of development for Scheduled Castes, the Sixth Five Year Plan states that "The need-based programmes to be formulated for the Scheduled Castes would keep in focus target groups in the occupations categories. The core programme for economic development would lay emphasis on land development and agricultural production, animal husbandry, including dairy, sheep, goat, poultry, piggery development, leather work, weaving, other cottage and village industries, fisheries and small scale and tiny industries. In implementing all these programmes availability of institutional finance is crucial. It is envisaged that the Scheduled Castes Finance and Development Corporations would play a catalytic role in channelising inputs, credit as well as funds under DRI. An additionality of Special Central Assistance is being provided to stimulate and supplement the efforts made by the State."

96. The salient features of the Component Plan have been stated, by the Planning Commission to be as follows :—

- (i) Integration of services at the delivery point to the beneficiary with a view to develop self-reliance.
- (ii) Development of services from the bottom-upwards.

- (iii) Development of skills to diversify the occupations.
- (iv) Introduction of latest technology based on local materials and local skills to reduce drudgery of workers and also to remove the social stigma attached to their present profession.

97. The Ministry of Home Affairs, in a note furnished to the Committee, has stated that Special Component Plans envisaged identification of Schemes under general sectors of development which would be of benefit to Scheduled Castes and quantification of funds from all divisible programmes under each sector and determination of specific targets of benefits to the Schedule Castes from these programmes. The main sectors from which benefits can flow to the Scheduled Castes are : agriculture and allied sectors (especially, animal husbandry and dairying agriculture, minor irrigation and fisheries) industry (especially cottage and village industries, handloom, handicrafts and sericulture), education, health, housing and water supply and urban development. Some of these sectors pertain to the minimum needs objectives of the Plan. The Special Component Plan is to be a distinct part of each State Plan and of each sector of the Central Plan.

98. The Planning Commission, in a note furnished to the Committee, has stated that in the case of Scheduled Castes, phased programmes are envisaged in terms of number of families targetted each year to benefit from various investments in the Plan so as to enable them to cross the poverty line. In the Sixth Plan, it is proposed to assist roughly 85 lakhs Scheduled Caste families to cross over the poverty line. For 1980-81, 19 lakhs have been targetted. For 1981-82 complete information is not yet available.

99. The Committee have been informed that the Special Central Assistance to the Special Component Plan for the Scheduled Caste is conceived as an additive to each State Plan with reference to the totality of the programmes for the development of the Scheduled Castes, it is not on the systematic pattern for specific schemes. It is expected to provide the required thrust to programmes relevant for the development of Scheduled Castes. The Special Central Assistance can be utilised only for programmes of economic development of Scheduled Caste families below the poverty-line, including asset build-up and relevant back-up services; these are determined by the State Governments. The Central Government does not lay down to the States schemes to be taken up with the additionality of funds from the Special Central Assistance. Any Scheme which will provide substantial incremental income generation for families below the poverty-line can be taken up by combining funds from the State Plan from other sources in the State like various State Corporations, the additionality of the Special Central Assistance, and institutional funds and thereby augmenting the total resources flow available. Guidelines regarding the formulation of the schemes and programmes for Scheduled Caste families in different occupational groups in an integrated and comprehensive manner, based on their developmental needs, in the Special Component Plan (including the additive of the Special Central Assistance) are contained in the Report of the Working Group on the development of the Scheduled Castes in the Sixth Plan (1980-85).

100. Discussions are also held in the Planning Commission on the Annual Special Component Plan of the States including the additive of the Special Central Assistance where the different schemes and programmes formulated by each State Governments are discussed.

101. The Committee are happy to note that Special Component Plans for Scheduled Castes have been envisaged in the Sixth Five Year Plan for their rapid socio-economic advancement. The Committee agree with the views of the Working Group on the Development of Scheduled Castes (1980—85) that the Scheduled Castes 'constitute in the main, the bed rock on which our society and economy rest. Rarely has any section of a nation contributed so much for so long, in return for so little. Indian society owes the Scheduled Castes a heavy moral and material debt, yet to be discharged'. They feel that the recommendations made by the Working Group in their report on the subject are of far-reaching importance, faithful implementation of which can provide a great fillip to the otherwise very precarious socio-economic conditions of Scheduled Castes. The Committee hope that the Central and State Governments will gear up their administrative machinery to ensure that the targets set for the Sixth Plan are fully achieved.

102. The Committee suggest that an effective monitoring and evaluation system should be evolved to assess whether the results achieved from the implementation of various schemes under the Special Component Plan are commensurate with the expenditure involved and benefits from these schemes accrue to the families for whom they are meant.

#### H. POST-MATRIC SCHOLARSHIPS

103. It has been stated that the Post-matric Scholarships are awarded to Scheduled Caste and Scheduled Tribe students on the basis of graded means test. The rates of scholarships vary according to the type of courses from Rs. 40 to Rs. 75 per month for day scholars and Rs. 70 to Rs. 195 per month for hostellers. Scheduled Caste/Tribe girls are given an additional amount of Rs. 10 per month as an incentive.

104. Asked whether the amount of scholarships being given to the Scheduled Caste/Tribe students is sufficient to meet their expenditure fully, the Ministry of Home Affairs has stated in a note furnished to the Committee that the rates of Post-matric scholarships were earlier rationalised in 1974-75. Considering higher expenditure required by the Medical and Engineering courses students, the rates of scholarships for these courses were further revised w.e.f. 1-1-1978. Keeping in view the rising cost of living and other factors, these rates for all courses have now been again revised. The income limits of parents/guardian/ward for eligibility of the scholarships have also been raised. Both these revisions are effective from the current academic session itself.

105. The representative of the Ministry of Home Affairs has agreed during evidence that with the rise in the cost of living, it may be desirable to review the position to see if the amount of scholarship could be further increased. The Ministry of Home Affairs, however, has to find funds from the Ministry of Finance and the Planning Commission. Unless funds are available, it may not be possible to run the scheme at higher rates.

106. Asked whether there is any proposal to treat the entire expenditure on post-matric scholarships to Scheduled Castes and Scheduled Tribes as the non-planned committed expenditure on the Central Government, it has been stated in a note furnished into the Committee by the Ministry of Home Affairs that under the established procedure for the Centrally Sponsored Schemes, including the Scheme of Post Matric Scholarships to Scheduled Castes and Scheduled Tribes, the level of expenditure reached at the end of each Plan is treated as committed expenditure and is borne by the State Governments from their non-Plan fund during each year of the next Plan period. The expenditure over and above the level is treated as Plan expenditure. The Post-matric scholarships being an open-ended scheme, all eligible Scheduled Caste and Scheduled Tribe students pursuing post-matric studies are awarded the scholarships. The entire expenditure over and above the committed level is reimbursed by Government of India to the States. The procedure in vogue in respect of all Centrally Sponsored Schemes regarding committed expenditure is followed in this case and there is no need for any change in this.

107. Asked whether any complaints have been received that the amount of the scholarship is not being disbursed to the Scheduled Caste/Tribe students in time, it has been stated that some complaints have been received regarding delay in the disbursement of Scholarships to the Scheduled Caste/Tribe students. The Ministry of Home Affairs has issued instructions to the State Governments/Union Territory Administrations to implement the scheme to improve the working of this scheme and eliminate the delays in the payment of scholarship amount by measures like decentralisation and making payment of scholarships through Nationalised Banks.

108. The Committee need hardly point out that educational development is the pivot around which the socio-economic progress of Scheduled Castes and Scheduled Tribes revolves. The Committee, therefore, feel that to bring the Scheduled Castes and Scheduled Tribes educational at par with other sections of the society, more and more students of these communities should be encouraged to take advantage of the scheme of post-matric scholarships.

109. The Committee also urge that the scheme of post-matric scholarships should be reviewed by the Ministry of Home Affairs' Planning Commission in its entirety, more particularly with a view to (i) linking the quantum of scholarships with the rising cost of living; and (ii) to ensure the payment of scholarship amount to students at the beginning of the academic session, preferably through the nationalised banks.

#### I. PRE-MATRIC SCHOLARSHIPS

110. Children in classes VI to X of Safai Karmacharis, flayers and tanners are awarded scholarships at the rates of Rs. 100 per month per child which meets requirements for tuition fees, cost of boarding, lodging, books, equipment and other necessary institutional charges. In addition, a special allowance of Rs. 45 per month per child is given in view of the backwardness of these communities.

111. The Ministry of Home Affairs has stated in a note furnished to the Committee that the above scheme was introduced as a Centrally Spon-



sored Scheme in the Backward Classes Sector of the Government of India during the year 1977-78. The expenditure on the scheme increased from Rs. 0.98 lakhs during 1977-78 to Rs. 12.16 lakhs during 1978-79. The release of the Central share increased to Rs. 14.32 lakhs during 1980-81 which amounted to Rs. 28.64 lakhs alongwith the States' share. All proposals satisfying the guidelines have been fully macked by the Ministry. A considerable outlay of Rs. 8.00 crores has been provided for the scheme during the Sixth Five Year Plan (1980—85). The State Governments/Union Territories are being persuaded vigorously during Plan discussions and correspondence to provide larger outlays in their State Budgets and identify more and more students to be covered under this scheme.

112. Regarding the amount of scholarship being given to Scheduled Caste/Tribe students by the State Governments, the Committee have been informed during evidence that each State has fixed its own rates of pre-matric scholarships. The amount of the scholarships is to be released on the first day of the month for which it is intended. In some cases, the scholarships might have been paid on the last day of the month. Gujarat and Maharashtra have introduced scheme of payment of scholarships through banks. Some money is put in advance in the banks for withdrawal on the due date.

113. In reply to a question, the representative of the Ministry of Home Affairs has stated during evidence that the parents of Scheduled Castes and Scheduled Tribes did not send their children to schools even if the school is next-door, as the children also indirectly contributed to the income of the family, either by working in the fields or by looking after the babies when parents worked in the fields. To overcome the situation, the Government of Uttar Pradesh has introduce a scheme under which an amount of Rs. 25 per month is given to the family of Scheduled Caste/Tribe girl for going to school in class VI onwards. This have proved to be an incentive and 1500 drop-out girl students have rejoined the schools. Haryana has also introduced a scheme under which the Government gives an amount of Rs. 10 per month per girl. In Gujarat, food grains weighing 5 to 20 kilos per month per child are being given to Scheduled Tribes. Bihar has introduced a scheme under which accommodation in hostels is provided to the Scheduled Castes. West Bengal has also introduced a scheme. The other States have been requested to follow suit.

114. In reply to a question, the Committee have been informed during evidence that the Ministry of Education has been focusing its attention at pre-matric level, mainly on the problem of drop-out of students. An evaluation of the working of the pre-matric scheme has been entrusted to NCERT.

115. The Committee attach great importance to the scheme of pre-matric scholarship as they feel that the post matric scholarship scheme benefits only those who are able to reach matriculation and continue beyond. They feel that the outlay decided for the Sixth Five Year Plan for the purpose will not be adequate to meet the need of educational development of Scheduled Castes and Scheduled Tribe children. They would like the Ministry of Home Affairs to impress upon the State Governments to augment their budgets suitably in this behalf and make

earnest efforts to bring more and more Scheduled Caste and Scheduled Tribe children within the educational fold.

116. The Committee feel that the major constraint in the way of educational development of Scheduled Castes and Scheduled Tribes is the unwillingness on the part of parents to send their children to school. The unwillingness of the parents is due to economic reasons. When the total earnings of the family are not enough to meet the bare necessities of life, the parents in such a situation will prefer to press their children into service to augment their income than to send them to school. The Committee are of the view that to induce the Scheduled Caste and Scheduled Tribe parents to send their children to schools and to compensate them for the loss of income on this account, a suitable scheme for providing incentives to the parents should be devised and also rates of pre-matric scholarships should be increased, from time to time, in the light of rise in the cost of living. The Committee also stress that the incentive programmes like free text books, free uniforms, mid-day meals, boarding and lodging facilities etc. should be strengthened adequately.

117. The Committee hope that the NCERT will be able to evaluate the working of pre-matric scholarship scheme as early as possible and suggest corrective measures for strengthening the scheme with a view to accelerate the educational development of Scheduled Castes and Scheduled Tribes and also to check large number of drop-outs of children at the primary and middle school level.

#### J. BOOK BANKS

118. The Committee have been informed that for setting up book banks in medical/engineering colleges for the use of Scheduled Caste|Tribe students, the Central Government provides funds to the institutions concerned. These book banks include the text books prescribed for medical/engineering courses. The number of sets provided to an institution depends upon the total number of Scheduled Caste|Tribe students studying in the institution.

119. The Committee have been informed during evidence that under the book bank scheme there is one set of books for 7 students. Funds have been provided at the rate of Rs. 2300 per set of books, of which half the expenditure is borne by the Centre and the rest by the State. The ratio has been considered a little unfavourable and a suggestion has been made that one set of books should be provided for a lesser number of students. The Ministry of Home Affairs is seized of the matter.

120. Asked whether any complaints have been received from the Scheduled Caste and Scheduled Tribe students that the latest books for medical/engineering degree courses are not available in the libraries due to paucity of funds, it has been stated in a note furnished to the Committee by the Ministry of Home Affairs that the implementation of the scheme rests with State Governments and the concerned institutions. The Ministry has not received complaints from the students about non-availability of such books due to paucity of funds. Whatever amounts the State Governments have sought for from the Central Government against matching provisions made by them and with necessary particulars as per the rules of the scheme, have been fully released by the Centre.

121. The Committee consider that the ratio of one set of books for medical/engineering courses to seven students is quite inadequate. In view of the fact that Scheduled Caste/Tribes students are unable to acquire books for medical/engineering courses due to their weak economic base, it becomes imperative for the Central/State Governments to ensure that latest books on the subject are provided to them at State expense and for this purpose the ratio in any case should not be more than one to three. The Committee would also like the Ministry of Home Affairs to evaluate the working of this scheme to find whether it has made any impact on the educational standards of the Scheduled Caste and Scheduled Tribe students.

### K. GIRLS HOSTELS

122. It has been stated that the State Governments are provided financial assistance enabling them to construct hostels for Scheduled Caste/Tribe girls. This assistance is utilised for construction of new hostels, expansion of existing capacity and also for certain non-recurring items like purchase of equipment and setting up of small libraries.

123. The main criteria for the provision of financial assistance for construction of girls hostels to the State Governments have been stated by the Ministry of Home Affairs as follows :—

- (i) State Governments can construct the hostels for middle, secondary, college and university stages of education.
- (ii) Financial assistance will be given for the construction of hostels/expansion of the existing hostels.
- (iii) Financial assistance under the revised pattern will be given for non-recurring items of expenditure i.e. construction of buildings with warden's quarter and purchase of equipment as hither to as well as for purchase of a few sets of text books for a small library for the use of inmates in the hostel itself.
- (iv) In the plain areas, the maximum grant-in-aid that can be given under the scheme would be Rs. 3,350 per student if accommodation only is provided and Rs. 4,630 per student if accommodation as well as ancillary facilities like dining hall, kitchen, sanitary blocks etc. are also provided. In the hilly areas, the maximum grant-in-aid that can be given under the scheme would be Rs. 5,500 per student if accommodation only is provided and Rs. 7,600 per student if accommodation as well as ancillary facilities like dining hall, kitchen etc. are provided.
- (v) Hostels should be constructed at any place where the concerned educational institutions are situated keeping in view the concentration of Scheduled Caste and Scheduled Tribe population in a particular place/area where the educational facilities for girls are inadequate.
- (vi) The maximum number of girls for whom accommodation can be provided in each hostel under the scheme should not exceed 100 per cent.

- (vii) The hostels constructed under the scheme should be mixed in nature. In the case of hostels to be constructed for Scheduled Castes, 10 per cent of the seats should be reserved for non-Scheduled Castes and in case of hostels for Scheduled Tribes, 10 per cent of the seats should be reserved for non-Scheduled Tribes.

124. Asked whether the progress achieved in the implementation of the schemes for the girls hostels is satisfactory, it has been stated in a note furnished to the Committee that there has been some progress regarding the implementation of the scheme. During 1978-79 the total provision made under the scheme was only Rs. 50 lakhs. The entire amount was released. During 1979-80 a provision of Rs. 100.00 lakhs was made while Rs. 142.97 lakhs was released. During 1980-81, although the outlay was only Rs. 100.00 lakhs. The amount released by the Government of India was 219.55 lakhs. From 1979-80 the amount released by the Ministry was on 50 : 50 basis, so that the total amount available for the Scheme including States share was double the amount shown above.

125. In reply to a question, the Committee have been informed that so far as Scheduled Caste Girl Hostels are concerned, upto the end of 4th Plan (as on 31-3-1974) their total number was 650. In 1979-80, the number is estimated to have crossed 1000. While the progress is satisfactory, the Ministry is anxious to further step up this programme. The State Governments are being persuaded to send more proposals during plan discussions, other discussions and visits and through correspondence.

126. So far as Scheduled Tribe girls hostels are concerned, it has been stated that considering the requirements, progress achieved in the implementation of the scheme for the Scheduled Tribe girls hostels cannot be considered satisfactory. Number of seats available at the end of 1979-80 and additional seats proposed during 1980-81 in respect of some of the States benefited by the scheme are given in the following statement :—

S. No.	State	No. of Seats available at the end of 1979-80	Additional proposed 1980-81
1	2	3	4
1.	Andhra Pradesh	4871	450
2.	Gujarat	5272	200
3.	Uttar Pradesh	125	65
4.	Nagaland	1850	50
5.	Bihar	350	200
6.	Kerala	180	60
7.	Manipur	51	80
8.	Rajasthan	150 + 4 hostels	N.A.
9.	Tripura	80	N.A.
10.	Orissa	2031	N.A.
11.	Assam	596	N.A.

127. Asked whether a certain percentage of accommodation in the general hostels is acquired for Scheduled Castes and Scheduled Tribes girls and financed out of this scheme, it has been stated in a note furnished to the Committee that in different States, in the general hostels, there is reservation of accommodation in favour of Scheduled Caste and Scheduled Tribe girls. The percentage of reservation varies from State to State. The maintenance of such hostels however, is not financed out of the girls hostel scheme, administered by the Ministry of Home Affairs.

128. In reply to a question, the Committee have been informed during evidence that the scheme of girls hostels was a cent per cent Central Scheme till 1978-79. The entire money was given by the Centre to the States for provision of girls hostels for Scheduled Castes and Scheduled Tribes. The number of hostels at present is more than 1000. From 1979-80 onwards, the scheme has been a matching one. The Central grant has not been reduced. The States are to contribute the same amount as granted by the Centre so that the total grant doubles. Some States which were taking less money under this scheme earlier have been now taking more money. The Government of Tamilnadu has raised the amount to Rs. 50 lakhs from Rs. 4 lakhs. Madhya Pradesh has decided to contribute Rs. 1.2 crores for this scheme. With the co-operation of the Planning Commission, diversion and re-appropriation has been done and money has been made available to them. After 1979-80, the States brought in proposals for Rs. 149 lakhs and by re-appropriation, an amount of about Rs. 2 crores was released. Some States have taken a good amount of money while some have not taken any. The States are being persuaded to implement the scheme. Some States, being weak, are not able to take and give matching assistance.

129. Asked whether it is fact that the funds allocated for construction of girls hostels are often diverted to other heads of expenditure by the State Governments and this has sometimes been done with the approval of the Government of India, it has been stated in a note furnished to the Committee that such diversion of funds has not come to the Ministry's notice. The Central grants under the scheme of the hostels for Scheduled Caste girls are released for a particular scheme and are not supposed to be diverted to any other scheme by the State Government. While issuing sanction letter, specific instructions are given that such diversion of funds are not allowed without obtaining prior approval of the Government of India. The Government of India has not approved any such diversion of funds.

130. The Committee have been informed during evidence that some studies by the NCERT have come to the conclusion that hostels along with other assistance, are essential inputs for improving enrolment and reducing wastages. Hostels are essential as they are helping girls students belonging to Scheduled Castes and Scheduled Tribes to pursue studies. Asked whether girls who had taken advantage of this scheme, have really achieved something in their lives which they could not have otherwise achieve, it has been stated during evidence that it is difficult to measure the results in quantitative terms. It is undoubtedly true that they have received much benefit because of this facility. A sample survey under research scheme of the Education Ministry, comparing those who have come

through hostel with those who have come direct, could be undertaken to ascertain the fact in this regard.

1.31. The Committee need hardly emphasise that girls hostels are essential inputs for promoting educational facilities among Scheduled Caste/Tribe girls. The Committee are unhappy to be informed that the Scheme so far as Scheduled Tribe girls hostels is concerned, has not been functioning satisfactorily. The Committee are also not satisfied with the functioning of the Scheme relating to the Scheduled Caste girls hostels. The Committee urge the Ministry of Home Affairs to keep a constant and vigilant watch on the working of this scheme and take corrective measures wherever necessary.

132. The Committee would also like the Ministry of Home Affairs to make earnest efforts to persuade those State Governments to take advantage of the scheme which have not taken so far so as to give an impetus to the girls education in those States.

133. The Committee would further like the Ministry of Home Affairs to ensure that reservation for Scheduled Caste and Scheduled Tribe girl students in the general hostels is adopted as a matter of policy by all the States.

134. The Committee further suggest that a survey under the aegis of the Ministry of Education may be conducted to find out the impact of this scheme on the lives of those girls who had taken advantage of the scheme vis-a-vis those girl students who had not taken advantage of it.

#### L. COACHING AND ALLIED CENTRES

135. The Committee have been informed that financial assistance is given to the States for starting Centres for imparting coaching to Scheduled Caste and Scheduled Tribe candidates preparing for all-India and State Services Examinations. In addition coaching-cum-guidance centres have been attached to some employment exchanges for providing facilities for career planning, confidence building, etc.

136. Asked how many States have been provided with financial assistance for starting Centres for imparting coaching to Scheduled Caste and Scheduled Tribe candidates preparing for all India and State Civil Services Examinations it has been stated, in a note furnished to the Committee by the Ministry of Home Affairs, that so far 17 States and 2 Union Territories have been provided financial assistance for the purpose. Besides this, financial assistance is also being provided to two Regional Engineering Colleges at Allahabad and Tiruchirapalli for preparing such candidates for combined Engineering Services Examination, one Centre at Allahabad University for providing coaching for the Civil Services Examination and two private institutions at New Delhi, viz. Rau's I.A.S. Study Circle (P) Ltd., for Central Services and S. N. Das Gupta College for Indian Economic Service/Indian Statistical Service etc., New Delhi. Delhi University Adult Education and Continuing Education Cell is also being provided with financial assistance for providing coaching facilities

to such candidates appearing in the Banking Services Recruitment Board Examinations for Probationary Officers posts in State Bank of India and other Nationalised Banks. Efforts are also being made to set up pre-examination training Centres for Scheduled Castes and Scheduled Tribes in all the States/Union Territories which have substantial population of the Scheduled Caste/Tribe communities. Some Universities have also been requested to set up such Centres for various competitive examinations. There has been encouraging response from some of the Universities. So far the Ministry of Home Affairs has been able to provide funds for all proposals, satisfying the prescribed norms.

137. In reply to a question, it has been stated that the progress made by the All-India Services and Engineering Services Pre-examination Training Centres have been encouraging. Almost all the reserved posts for Scheduled Castes and to a large extent for Scheduled Tribes in the Indian Administrative Services, Indian Police Services and Other Central services are being filled by candidates of the Scheduled Castes and Scheduled Tribes for the last many years. This has been made possible mainly due to the provision of coaching facilities for such candidates under the "Coaching and Allied Scheme". The candidates belonging to these categories mostly came from poor social and economic background and if such facilities were not provided by the Government, their representation in services and technical positions would not have been improved. The coaching received by the candidates under this scheme does not go waste since such training also enables them in qualifying other competitive examinations.

138. Asked how many employment exchanges have been provided with coaching-cum-guidance centres, it has been stated that the Ministry of Labour (DGET) are concerned with the administration of the scheme. At present 10 coaching-cum-guidance Centres—one each at Delhi, Jabalpur, Kanpur, Madras, Hyderabad, Trivandrum, Calcutta, Surat, Jaipur and Ranchi are functioning and 5 more—one each at Bangalore, Raurkela, Aizawl, Nagpur and Imphal are proposed to be set up within the current financial year (1981-82). Statistical summary of the work done by each Coaching-cum-guidance Centre is as follows :

Item	Delhi			Madras			Kanpur			Jabalpur		
	1978.	1979	1980	1978	1979	1980	1978	1979	1980	1978	1979	1980
	1. Registration Guidance . . .	1834	8609	5404	2804	1800	1888	3309	2330	1659	1639	1245
2. Pre-submission Guidance . . .	757	3324	1958	541	1227	395	1686	1698	193	1938	1138	2473
3. Individual Guidance & Information . . . . .	1720	6841	6632	3366	3001	3419	5148	3140	2199	2337	1676	2412
4. Placement . . . . .	168	784	363	324	531	223	243	92	53	97	72	114
5. No. of trainees attended Confidence Building Training . . .	238	793	351	811	802	924	520	226	127	513	1073	710



Statistical summary for the year 1981 (upto August, 1981)

	Delhi	Jabalpur	Madras	Kampur	Hydera- bad	Trivan- dram	Surat	Ranchi	Calcutta	Jaipur
1. Registration Guidance .	3091	261	873	688	—	73	111	239	15	—
2. Pre-submission Guidance	1982	861	83	447	—	—	35	—	—	—
3. Individual Guidance & Information . . . . .	251	18	716	548	—	—	15	—	—	—
4. Placement . . . . .	180	46	266	47	—	12	—	—	—	—
5. No. of trainees attended Confidence Building Train- ing . . . . .	886	456	428	68	—	—	—	—	—	—

Note :— Figures in respect of C.G.C., Kampur for the month of May & July are not available.  
 Figures in respect of C.G.C., Madras for the month of July & August are not available.  
 Figures in respect of C.G.C., Jabalpur for the months of May, July & Aug., are not available.

\*These Centres were not up at the end of 1980.  
 —not available.

139. It has been further stated that all the Coaching-cum-Guidance Centres keep a close liaison and coordination with their respective Employment Exchanges to which they are attached, who sponsor the candidates against the vacancies notified by the various employers. The Centres take up follow up action with each employer to ensure that the vacancies reserved for Scheduled Castes and Scheduled Tribes are filled up by them within the minimum possible time. They also conduct some job development as well as self-employment programmes for the benefit of the Scheduled Caste/Tribe candidates in getting them suitable employment.

140. In reply to a question whether any Study Team has been set up to review the working of the Coaching Centres, it has been stated that no Study Team has so far been set up to review the working of the Coaching Centres. However, officers of the Ministry of Home Affairs and Directors/Deputy Directors from Scheduled Castes/Scheduled Tribes Commission visit these Centres during their times and give their observations from any improvement required.

141. The Committee are happy to note that progress made by the pre-examination training centres has been encouraging and almost all the reserved posts for Scheduled Castes and to a large extent for Scheduled Tribes in the Indian Administrative Services, Indian Police Services, other Central Services, etc. are being filled up by candidates of the Scheduled Castes and Scheduled Tribes for the last many years on account of these centres. They are, however, disappointed to note that so far 17 States and 2 Union Territories have been provided financial assistance for arranging coaching facilities to Scheduled Caste/Tribe candidates through pre-examination centres. The Committee feel that the pre-examination training centres can help a great deal in improving the intake of Scheduled Castes/Tribes in the Central as well as State Services. They, therefore, desire that the pre-examination training centres should be established in all the States and Union Territories. They would like that arrangements for training of Scheduled Caste/Tribe candidates residing far away from the State capitals also be made with the local reputed training centres run by the private organisations so that Scheduled Caste/Tribe candidates residing at remote distant places can avail of this facility. The Committee also suggest that the feasibility of opening study centres in the University campuses where both residential and tuition facilities are available should be examined in consultation with the University authorities.

142. The Committee also note the work done by various coaching-cum-guidance centres during the years 1978—81. They are not quite satisfied with their achievements. During their discussions with, and visits to, various Government organisations, the Committee have been informed that a large number of vacancies reserved for Scheduled Castes and Scheduled Tribes have remained unfilled and had to be dereserved due to the non-availability of candidates from these communities. The Committee feel that lack of proper guidance and training to eligible Scheduled Caste and Scheduled Tribe candidates is the main reason for their shortfall in services. The Committee consider that this shortcoming can be overcome by expanding the scope of activities of the coaching-cum-guidance centres attached to various employment exchanges. Also more such centres

should be provided with the employment exchanges which have sufficient employment potential for jobs in public sector undertakings, nationalised banks, etc. The Committee are also of the view that the Ministry of Home Affairs should in consultation with the Ministry of Labour constitute a Study Team to go into the working of coaching-cum-guidance centres with a view to see that they are performing the functions of providing facilities for career planning, confidence building, rendering vocational guidance, etc. to the eligible Scheduled Caste and Scheduled Tribe candidates.

## M. RESEARCH AND TRAINING

143. Eleven Tribal Research and Training Institutes have been set up in different States to carry out research on tribal problems and train the personnel working in the tribal areas. These Institutes are also helping the proper formulation and evaluation of the programmes for the development of Scheduled Tribes, particularly the Integrated Tribal Development Projects.

144. Asked whether the Tribal Research and Training Institutes are properly equipped and have necessary expertise to fulfill the objectives set before each Institute it has been stated in a note furnished to the Committee that the Ministry of Home Affairs has taken up with the State Governments at the highest level, the restructuring of the Tribal Research Institutes in appropriate manner to subserve the developmental needs. The Chief Ministers of the concerned States have agreed in principle the need for such a step and have initiated measures to strengthen/restructure them in an adequate manner. The matter is being pursued by the Ministry. For purposes of restructuring and strengthening of the tribal research and training programmes, the Ministry of Home Affairs has an annual provision of about Rs. 50 lakhs to be distributed amongst the eleven Institutes and a few other States. Most of expenditure on these Institutes is met by the State Governments out of their committed provisions. The Ministry is fully aware of the role of the Tribal Research Institutes and is taking all possible steps to make them live institutions.

145. Asked about the manner in which the Tribal Research and Training Institutes have achieved the objectives of identifying problems being faced by Scheduled Tribes and suggesting their solutions, it has been stated in a note furnished to the Committee that the Tribal Research Institutes ever since the introduction of tribal sub-Plan strategy, have been actively assisting the State Governments in analysing the developmental problems of the Scheduled Tribes and preparing project reports for ITDPs and primitive groups and other tribal sub-Plan documents. The intimate knowledge of the Institutes about the problems of the Scheduled Tribes is channelised for more and more action oriented research. The Ministry has, from time to time, emphasised the role of the Tribal Research Institutes in tackling the developmental problems of the Scheduled Tribes and the tribal areas. The States in general, are keen to involve the Tribal Research Institutes in the best possible manner. The Institutes endeavour to strike

a harmonious balance between the requirements of pure theory and development practice. Their functions are primarily three-fold (a) undertaking of research studies in tribals and Scheduled Castes (b) training of officials and non-officials engaged in the development activities for these groups and (c) evaluation of programmes.

146. It has been further stated that the work of the Tribal Research Institutes is reviewed at the conferences of Directors of Tribal Research Institutes held in the Ministry periodically. In the recent past, such conferences were held on 21st October, 1980 and 19th and 20th June, 1981.

147. Asked whether it is a fact that the recommendations contained in the research papers submitted by the various Tribal Research and Training Institutes are not taken into consideration while formulating the developmental schemes for Scheduled Tribes, it has been stated in a note furnished to the Committee that the Tribal Research Institutes are, in general, involved more and more in planning for Scheduled Tribes and tribal areas and the findings of the research institutes are being adequately utilised in the formulation and implementation of programmes for Scheduled Tribes and tribal areas. The Institutes themselves are in position to utilise the findings of research studies conducted by them in an appropriate manner. For instance, the Government of Maharashtra has appointed a Commission under the Chairmanship of the Tribal Commissioner and consisting of representative from other concerned State Government Departments, to follow-up the recommendations made in the research studies conducted by the Tribal Research and Training Institute, Pune. Further, tribal research advisory or governing councils exist in the States either under the Chairmanship of Minister for Tribal Development or other senior State Government Officer to coordinate and oversee the working of the Tribal Research Institute.

148. The Committee need hardly point out that the Tribal Research Institutes can play a vital role not only in identifying various problems confronting the Scheduled Tribe communities inhabiting tribal areas of the country but they could also study the impact of tribal development programmes on the socio-economic life of tribals. The Committee hope that the Ministry of Home Affairs will initiate action to see that the Tribal Research Institutes are properly equipped and adequately strengthened to undertake the functions expected of them. The Committee also suggest that the studies conducted by these Institutes or the conclusions arrived at by them should be fully taken note of by the Planners and the implementing authorities while formulating and executing programmes for the tribal development.

149. In view of great dearth of trained personnel to man the Integrated Tribal Development Projects, the Committee suggest that assistance of the Tribal Research Institutes should be taken in the matter. The Institutes may also be asked to arrange refresher courses for the present incumbents working in the Projects.

## N. IMPLEMENTATION OF CIVIL RIGHTS ACT

150. It has been stated that Section 15-A of the PCR Act requires the State Government to take such measures as may be necessary for ensuring that the rights arising from the abolition of "untouchability" are made available to, and are availed of by the persons subjected to any disability arising out of 'untouchability.'

151. Certain measures that may be taken up have also been listed out under that Section. State Governments, depending on local conditions, initiate appropriate measures in accordance with the Act. Under the Centrally Sponsored Scheme matching assistance is provided to the State Governments for their schemes drawn up accordingly and proposed by them. By the nature of the various programmes, which vary from State to State according to local conditions, no target as such can be fixed. In respect of proposals sent by State Governments, supported duly by the required information and backed by 50 per cent provision by the State Central assistance has been invariably released.

152. In reply to a question, the Ministry of Home Affairs has informed the Committee that the following States have set up Special Cells for enforcing the provisions of the PCR Act:—

- |                     |                   |                     |
|---------------------|-------------------|---------------------|
| 1. Andhra Pradesh   | 9. Orissa         |                     |
| 2. Bihar            | 10. Punjab        |                     |
| 3. Gujarat          | 11. Rajasthan     |                     |
| 4. Karnataka        | 12. Tamil Nadu    |                     |
| 5. Kerala           | 13. Uttar Pradesh |                     |
| 6. Madhya Pradesh   | 14. Delhi         | } Union Territories |
| 7. Maharashtra      | 15. Goa           |                     |
| 8. Himachal Pradesh | 16. Pondicherry   |                     |

153. Asked whether the atrocities being committed on Scheduled Castes and Scheduled Tribes and untouchability being practised are not clear indication of the fact that this Special Cells are not working properly, it has been stated in a note furnished to the Committee that most of the Special Cells have come into existence recently and it is considered too early to come to a conclusion on their performance. However, constant contact with the State Governments is being maintained through visits and letters in order to continuously steps up their effectiveness. Useful measures adopted in a particular State are being communicated to other States for consideration. As a result, several States have strengthened their Special Cells and Government of India have supported these efforts through matching funds, under the Centrally Sponsored Scheme.

154. Asked whether the figures relating to number of cases registered under the PCR Act could be correct, the representative of the Ministry of Home Affairs has stated during evidence that the States have been told that the figures were only tip of an iceberg, e.g. an agricultural labourer who has been illtreated, could not afford to go to the police station. Therefore, it should be the duty of the State Government to ensure that Civil

Rights are made available to Scheduled Castes/Tribes. The Act has not a unique provision whereby the burden is cast on the State. The most difficult task before the State is to identify places and types of discriminations existing with a view to remove them. The States have been asked to link it up with their developmental efforts. It has been recommended that wherever a well is sunk in a problem village with half the assistance coming from the Centre, it should be located in the Harijan basti itself. The Government of Tamilnadu has passed orders on these lines. All common facilities should be provided in the Harijan bastis. Madhya Pradesh and U.P. have passed orders to this effect. The States, at the time of formulation of Special Component Plan, are also asked to indicate the number of schools proposed to be opened for the year and of them the number of schools to be situated in Harijan bastis. Voluntary Organisations have a big role to play in the matter of removal of disabilities.

155. The Committee are extremely perturbed over the spate of atrocities committed on the Scheduled Castes and Scheduled Tribes which have in the recent months grown in an alarming proportion. Such a situation the Committee feel is indicative of the fact that neither the Ministry of Home Affairs nor the State Governments have adequate machinery for the effective implementation of Protection of Civil Rights Act. The Committee have already presented in 1979 a comprehensive Report (31st Report, 6th Lok Sabha) to Parliament on 'Atrocities on Scheduled Castes and Scheduled Tribes'. The Committee feel that if their recommendations contained in that Report are fully implemented, solution to this menacing problem can be found to a great extent. The Committee would also suggest streamlining of the functioning of the scheme of implementation of Civil Rights Act so as to make it more result-oriented.

#### O. AID TO VOLUNTARY ORGANISATIONS

156. The Central Government gives grants-in-aid to Voluntary Organisations engaged in welfare activities for Scheduled Castes and Scheduled Tribes including education, publicity and propaganda for removal of untouchability and improvement of the working and living conditions of scavengers, etc.

157. The number of Voluntary Organisations to whom grants-in-aid are being given by the Central Government since 1973-74 has been stated to be as follows :—

Year	Number of Voluntary Organisations who were given grants-in-aid
1973-74	22
1974-75	21
1975-76	21
1976-77	22
1977-78	23
1978-79	27
1979-80	28
1980-81	31

158. In reply to a question, the criteria for selecting Voluntary Organisations for the purpose of giving grants have been stated to be as follows :—

- (i) The recipient Organisation should be of an all-India character, i.e. its work should extend to more than one State.
- (ii) The Organisation should contribute 10 per cent of the total expenditure on continuing schemes and 20 per cent on new schemes.
- (iii) The Organisation should not accept assistance for the same scheme from more than one source.
- (iv) The facilities provided by the Organisation financed by a grant from the Government of India should be free, i.e. no contribution of fee should be levied from the beneficiaries.

159. In reply to a question, the Committee have been informed during evidence that there are hardly any Voluntary Organisations in Andamans. The social workers who were working earlier have since retired. Even the Rama Krishna Mission could not send volunteers as they themselves suffered from paucity of personnel. People coming from open market on the basis of advertisements may not be expected to possess enough zeal and enthusiasm, especially when they have to work at distant and difficult tribal areas where conditions differed from the rest of India.

160. When pointed out that the criterion of All India Character fixed for giving aid in a big country like India would very much limit the number of Voluntary Organisations eligible for aid because the States being big it was rare and difficult for an Organisation to have an all-India Character, it has been explained that Organisations having a local or State character would be aided by the State Governments as they would be more in touch with these Organisations to evaluate their performance. Such Organisations whose activities extended beyond one or two States and could not be the concern of any particular State, have to be aided by the Central Government. If any good Organisation in a State is not helped, the Centre could intervene. When pointed out that in the case of tribals there could not be even a single Organisation which could have an all-India character, it has been stated that the matter would be reconsidered.

161. The terms and conditions prescribed for giving such grants have been stated to be as follows :—

- (1) The funds will not be used for party, political or anti-Government propaganda. If it is found that this has been done, future grants will be withheld and those already sanctioned recovered.
- (2) Quarterly progress reports on the scheme undertaken by the organisations should be submitted in triplicate to the Government of India under intimation to the State Governments concerned.
- (3) The organisation will submit to the Government of India a detailed report of the work done with the statement of

account audited by a registered auditor within a month of the close of the financial year.

- (4) The Organisation will agree to the occasional visits of the Government officers and consider their suggestions for the progressive working of the schemes.
- (5) The organisation will agree to take a nominee of the Government as a member of their managing committee appointed for this purpose.
- (6) The accounts in so far as they relate to the Central Grant for the proposed schemes will be subject to the test check by the Comptroller and Auditor General of India at his discretion.
- (7) The Organisation will have no authority to dispose of any capital equipment for which grant-in-aid has been sanctioned to them without prior approval of the Government of India and in the event of the organisations dropping the scheme or being wound up the ownership of such equipment and property, would vest in the Government. The assets acquired by an Organisation with central grants should not be utilised for purposes other than those for which the grants are sanctioned. The organisations will also maintain an audited record of all assets acquired wholly or substantially out of the Government grants the term assets will mean (i) immovable property (ii) movable property of a capital nature where the value exceeds Rs. 1,000.
- (8) The funds will be spent exclusively for the purpose for which they are meant.
- (9) Propaganda for the removal of untouchability has to be conducted systematically and vigorously specially in the rural areas. The worker should be drawn both from Harijans and non-Harijans.
- (10) The Organisation will agree to make reservation for the Scheduled Castes and Scheduled Tribes in the posts under it on the lines of the reservations provided in service under the Central Government for these communities.

162. The Committee have been informed that the grant is paid to the Voluntary Organisations in two instalments. First instalment of the grant-in-aid is released to them after deducting provisional unspent balance, if any, arrived at on the basis of unaudited statement of accounts relating to the previous year as well as annual progress report received from them. The second instalment is released to them on receipt of (a) audited statement of accounts relating to the previous year; (b) six-monthly unaudited statement of accounts and the progress reports of the following year; and (c) statement of assets acquired wholly or substantially out of the Government grants after adjusting the actual unspent balance relating to the previous year worked out on the basis of the audited statement of accounts relating to the previous year referred to at (a) above.



163. Asked how it is ensured that the grants being given to Voluntary organisations are properly utilised, it has been stated in a note furnished to the Committee by the Ministry of Home Affairs that to ensure that the grantees comply with the terms and conditions of the grants and that the welfare schemes are run on proper lines, the instructions have been issued to the Directors/Deputy Directors for Scheduled Castes and Scheduled Tribes which are now under the administrative control of the Commission for Scheduled Castes and Scheduled Tribes, to inspect the various schemes run by the non-official Organisations with the grant-in-aid from the Central Government and submit their inspection reports. The Directors/Deputy Directors for Scheduled Castes/Scheduled Tribes are also Government nominees on the managing Committees of these non-official Organisations. Their inspection reports are, among other things, taken into account while considering the proposals of the Voluntary Organisations for grant-in-aid. The officers of the Ministry also inspect the aided schemes and give their suggestions/inspection reports. The grantees submit six monthly and yearly progress reports of the work done by them which are examined in the Ministry. The Commissioner for Scheduled Castes and Scheduled Tribes also reviews the work done by the non-official organisations in his report. The Controlling Officer issues a utilisation certificate to the Pay and Accounts Officer (Sect.), Ministry of Home Affairs after verification of the Voluntary Organisations and satisfies himself that the grant has been spent for which it was sanctioned to the grantee.

164. The Committee have been informed during evidence that some Voluntary Organisations like Rama Krishna Mission and Bal Sevak Mandal have been doing extremely good work. The representatives of the Mission have reached inaccessible and hostile terrains to serve among the people who speak different languages. However, some Voluntary Organisations spring up like mushrooms and also disappear like that. The Home Ministry has been on the look out for organisations who have a new idealism and vigour to help the Scheduled Castes and Scheduled Tribes. The number of Voluntary Organisations is very few and the total service rendered by them appears to be small in the face of the immensity of the work required to be done in the country. There have not been sufficient Voluntary Organisations who, with all their dedication and selfless service, could supplement the work of bureaucracy in tribal development. In Rajasthan the Organisations have taken up the work of sinking wells for drinking water in 100 Harijan Basties. Where wells are not accessible to the Scheduled Castes, the first priority is to make them accessible to them. The Organisation has indicated to the Home Ministry that they would like to take up larger programmes in future in other States also. The Home Ministry has been encouraging the existing Organisations and also the new Organisations who have not yet joined the fold by providing them with more and more funds.

165. The Committee feel that in a vast country like India where Scheduled Castes and Scheduled Tribes have been living in acute stresses and strains for centuries together, Voluntary Organisations have a very significant and important role to play in their economic and social upliftment. They, therefore, desire that more Voluntary Organisations, with new idealism and vigour, should be encouraged to come into the field. The Voluntary Organisations should, however, be kept under greater

surveillance to ensure that the funds allotted to them are utilised for the purpose for which they are meant. The Committee also suggest that the criterion of "All India character" of the Voluntary Organisations applicable specially in the case of Scheduled Tribes should be suitably relaxed so as to enable local organisations involved in the welfare of Scheduled Tribes to take advantage of the grants-in-aid being given by the Central Government.

#### P. DEVELOPMENT CORPORATIONS

166. The Committee have been informed that there are several problems at the field which make it difficult for the Scheduled Caste families to benefit from the various family oriented developmental programmes; credit is not easy to secure; financial assistance is delayed linkages with markets, common facilities are not established. With a view to tackle this, 17 State Governments have set up Scheduled Castes Development Corporations. A Centrally Sponsored Scheme of grants to State Governments for share capital contribution to the Scheduled Castes Development Corporations was introduced in March, 1979. Under this scheme, Government of India's assistance is released to the States in the ratio of 49:51 to the State Government's own investment in the Corporation. During the year 1979-80, Central assistance of the order of Rs. 12.24 crores was released to the States and in 1980-81 Rs. 1300 crores was released. The Scheme has a budget provision of Rs. 13.25 crores for 1981-82 and of Rs. 65.00 crores for 1980-85. The investments by States in the Scheduled Castes Development Corporations are as follows :—

S. No.	Year	Investments by States in the SC Development Corporations (Rs. in lakhs)
1.	1978-79	718.25
2.	1979-80	685.16
3.	1980-81	1400.00

167. In reply to a question, it has been stated that All States with a substantial population of Scheduled Castes have established such Corporations. There are 17 Corporations at present in the following States :—

#### States who have set up Scheduled Castes Development Corporations

Name of State	Year in which set up
1. Andhra Pradesh	1975
2. Assam	1978
3. Bihar	1978
4. Gujarat	1975
5. Punjab	1971
6. Karnataka	1975
7. Kerala	1972
8. Maharashtra	1978
9. Madhya Pradesh	1978
10. Haryana	1971
11. Orissa	1979
12. Rajasthan	1980
13. Tamil Nadu	1974
14. Tripura	1979
15. Uttar Pradesh	1975
16. West Bengal	1975
17. Himachal Pradesh	1979

168. In reply to a further question, it has been stated that Tribal Development Corporations have also been set up in the following States :—

- (1) Andhra Pradesh
- (2) Bihar
- (3) Gujarat
- (4) Maharashtra
- (5) Orissa
- (6) Rajasthan
- (7) Uttar Pradesh
- (8) West Bengal.

169. These Corporations, however, are not financing institutions like Scheduled Castes Development Corporations but are meant as apex bodies for cooperatives (I.A.M.P.S.) for the marketing of minor forest produce and surplus agricultural products.

170. Asked about the criteria for providing institutional finance by the Scheduled Castes Development Corporations to Scheduled Castes and Scheduled Tribes, it has been stated in a note furnished to the Committee that the role of the Scheduled Castes Development Corporations in the matter of provision of institutional finance is to give an certain proportion of the cost of the beneficiaries scheme as margin money loan, both as inducement to the banks and with a view to reduce the loan burden for the Scheduled Caste borrower. An income limit of Rs. 3500 and Rs. 4300 for family per annum for rural and urban areas respectively is set as eligibility criteria for beneficiaries for assistance based on the poverty line figures defined by the Planning Commission at 1973—79 prices, subject to suitable modifications from time to time taking into account fluctuations in the price index. Agricultural labourers, marginal farmers, small farmers, share-croppers and tenants and non-agricultural labourers employed in sectors other than this regularly employed in large and medium scale industries share presumed to be within the above eligibility criterion without the need for any income certificate. In the case of educated unemployed (matric and above) who do not belong to the above categories, the income limit for post-matric scholarship applies.

171. Asked whether the limit of Rs. 3500 and Rs. 4300 per family to be eligible for loans would affect the Scheduled Castes/Tribes, it has been stated during evidence that none in practical terms would be effected by that limit. Because the agricultural labourers, marginal farmers etc. or these employed in large and medium-scale industries, are presumed to be within the eligibility criteria with or without any income scope. The matter has also been clarified for the States. The same limit of income as applicable to the award of post-matric scholarship has been fixed in the case of the unemployed. The basic idea behind the limit is to help the people below the poverty line to go up. Because of this criterion, most people are able to make use of the benefits to the maximum extent.

172. Asked to state the number of Scheduled Caste families actually benefitted by these Corporations, it has been stated in a note furnished to the Committee that on the basis of the information received from the Corporations, 1,88,343 Scheduled Caste families have been assisted in the years 1979-80 and 1980-81.

173. Asked whether there is any machinery to valuate the performance of the Financial Corporations, the Committee have been informed during evidence that when the Corporation sent their proposals, they have to spell out their performance in the past and also their future programme in terms of number of families to be assisted. Besides, every Corporation has one or two Directors from the Government of India on it. Directors are chosen from different Ministries which have a role to play for the betterment of Scheduled Castes/Tribes, thus bringing these Ministries and Corporations closer to each other.

174. The Committee have been further informed during evidence that the Corporations have been doing well both in the advanced and backward states. In Punjab, the number of families assisted and two amount released in 1980-81 was almost equal to what they did from 1971 to 1979. The States doing well are Karnataka, Himachal Pradesh, Andhra Pradesh, Maharashtra, West Bengal and Tamil Nadu. The main problem is to appoint a proper man as the Managing Director and to continue him in the post. The Corporation with the right type of Managing Director is working in Karnataka where a Managing Director has been serving since 1975. When the Corporations are found to be not functioning satisfactorily, the matter is taken up at various levels and even at the Minister's level.

175. In reply to a question, it has been stated during evidence that the States have been trying to establish viable links between the Corporations and nationalised banks to was the monitory conditions.

176. The following suggestions have been made by the Ministry of Home Affairs to improve the working of the Scheduled Castes Development Corporations :—

- (i) Special attention should be paid to mobilising at the State Level, sufficient finance. This would have to be both from the commercial banking sector and the cooperative sector. While dealing with nationalised banks, managements should be made to secure maximum lending at the differential rate of interest.
- (ii) It is necessary to formulate suitable and viable family oriented schemes for the Scheduled Castes in different areas and occupational groups in the States. The experience gained by the SFDAS/DDAP/IRD, which have also adopted family oriented target group approach should be made use of. The crucial points to be borne in mind are that location specificity and participant group specificity are incorporated within the scheme to use the particular environment of each, and that

the parameters of the market and demand are carefully kept in view.

- (iii) The Corporations should concentrate on a limited number of selected schemes and ensure that these are taken up in a big way and implemented successfully. For each scheme, the total picture must be kept in view, from raw material supply to the marketing of the products.
- (iv) The approach of the Corporations should be to avoid taking up programmes/schemes in a scatter demand regularly to increase area coverage. It is necessary to adopt a cluster-cum-saturation approach in which, keeping in view the opportunities available and the potential, the coverage in groups of villages is first completed and the programme is extended to other areas/villages in phased manner.

Thus for the programme of distributing milch animals, it will not do to assist three or four families in a large number of villages. Instead the approach should be to select clusters of villages along a milk route and Dairies/chilling plants and urban and industrial centres with unsatisfied demand for milk, identify large groups of families in each village who have the capability and the aptitude for dairying, organise the distribution of milch animals with all supporting linkages including fodder, marketing, health care etc. (with the association of all the relevant Department).

- (v) In order to ensure effective coverage, it is extremely important that at the field level suitable and meaningful linkages are established with the existing District and Block Level machinery.
- (vi) The Corporations, while working out their programmes, have to fully take into account the on-going programme both under the State Plan and Central and Centrally sponsored schemes and so that the Scheduled Castes benefit in adequate measures from them. Operation Flood-II is on such important example. These expand I.B.D. Programme is another.
- (vii) The Scheduled Castes Development Corporation should not take up programmes all by itself. The Corporation is envisaged to play a catalytic role providing missing financial and non-financial input required to make each programme and scheme viable and successful, it would thus been necessary to establish linkages with various credit and marketing institutions as various technological departments like State Leather Development Corporations, Handloom and Handicrafts Boards, K.V.I.G. District Rural Development Societies etc.
- (viii) It is extremely important to ensure that officers with the right attitude and with the requisite level of experience are placed in charge of the Corporations. Thus Officers should also be

provided necessary orientation and training. They should have the assured length of tenure and all facilities to deliver the goods.

177. Asked why the Tribal Development Corporations are not functioning as financing institutions, it has been stated during evidence that there is a separate administrative machinery for the operation of tribal sub-plan programmes and schemes. This itself conceives that the family-oriented schemes would be put through the agency of the BDO and the extension agency. Under the input schemes, there is a component of subsidy and component of loan. The subsidy is to come from the Government funds while the loans are from the financial institutions. Instead of having Corporations for Scheduled Tribes, LAMPS have been created. LAMP would purchase surplus farm produce from the tribals at remunerative rates. They supplied the tribals consumer necessities at fair prices. They meet their credit needs for both consumption and production purposes. Commercial banks in these areas also perform the same function. The rural banks are also to supply credit to various schemes. The Central Co-operative Banks supplied credit to LAMPS. The Reserve Bank has been proved to see that wherever there was very low credit, some other mechanism should be set up to replenish the financing of funds. Thus the LAMPS and the commercial banks acted as financing agencies supply the loan component of various input schemes.

178. Asked whether it is fact that the LAMPS have only co-operative motive and have no service motive, the Committee have been informed that there has been some defects in the functioning of LAMPS. The Government has, therefore, tried to induct many tribals into the Board of Directors for effective management, service and implementation. When majority of the Board of Directors happened to be tribals, many of the wills of the LAMPS would disappear and proper leadership would be provided by the tribal Directors.

179. The Committee have been further informed during evidence that the Tribal Development Corporations acted as apex bodies for LAMPS. Whatever product could not be disposed of the LAMPS was made over it to the Tribal Development Corporation, who would in turn market the same on a bigger scale. Tribal Development Corporations thus primarily acted as marketing bodies for LAMPS.

180. The Committee have been informed that collection of certain minor forest produce items has been recommended to be within the cooperative effort. This work should not be leased out to private agencies. The Home Ministry has been trying to see that this policy is generally complied with. However, there have been evasion as in the case of sale seeds in Orissa.

181. The representative of the Home Ministry has agreed that in case of minor forest produce, during evidence the tribals should either be exempted from paying the royalty or it should be subsidised by the State Governments and that there should be a rational market sale price so that maximum benefit went to the tribals. The Forest Ministers Conference of

1978 held in Delhi had also recommended that no royalty should be levied on it as of forest produce. On minor forest produce, it was recommended it should be totally subsidised so that the maximum benefit went to the tribals. Andhra Pradesh is subsidising the Girijan society in the matter of royalty. It has also been pointed out to NAFED that their sale price has been very much higher than the price at which they bought the seeds from Tribal Development Corporations. The NAFED has now come in line in the matter.

182. In reply to a question, the Committee have been informed that the arrangements for linking the Tribal Development Corporations at the national level with the National Agricultural Co-operative Marketing Society were found to be not satisfactory. Therefore, a separate agency is now contemplated. Only in the case of Andhra Pradesh, a separate Scheduled Tribe Financial Corporation performed the functions which the Scheduled Caste Financial Corporation did.

183. The Committee visualise that Development Corporations can play a very important role in supplementing the national effort of raising the economic status of Scheduled Castes and Scheduled Tribes and in helping to take them above the poverty line. The Committee are firmly of the opinion that earnest and sincere efforts should be made to make these Corporations function properly and in consonance with the objectives underlying their establishment. The Committee note in this connection that the Ministry of Home Affairs has made certain suggestions for the improvement of the working of the Scheduled Castes Development Corporations. They hope that these suggestions will be implemented in letter and spirit so that these Corporation functions effectively and become economically viable Units. It is also imperative that the Corporations are manned by dedicated personnel for proper implementation of Government policies and programmes.

184. The Committee consider the criterion of income limits put for the grant of loans and subsidies to Scheduled Castes and Scheduled Tribes by Corporations too rigid. They suggest that this criterion should be made more flexible so that no Scheduled Caste or Scheduled Tribe, who is in need of finances, is debarred from securing money from these Corporations.

185. The Committee further suggest that the question of entrusting financial functions to Scheduled Tribes Development Corporations should also be considered in all aspects so that efforts made by LAMPS in this behalf could be further supplemented.

#### Q. MONITORING

186. The Ministry of Home Affairs has stated in a note furnished to the Committee that the Central Ministries/Departments have to monitor the implementation of schemes in their respective sectors for the Scheduled Castes and Scheduled Tribes. Similarly, State Governments which implement various developmental schemes for Scheduled Castes have also to set

up monitoring machinery to ensure their effective implementation. For overall nodal monitoring of the schemes, a small monitoring cell has been recently sanctioned in the Scheduled Caste and Backward Classes Division and Tribal Development Division of the Ministry of Home Affairs with the following composition :—

1. Joint Director (Rs. 1500-1800)	1
2. Research Officer (Rs. 700-1300)	1
3. Senior Investigator (Rs. 550-900)	2
4. Stenographer (Rs. 425-800)	1

187. The Planning Commission in a note furnished to the Committee has stated that in the Planning Commission there is a Monitoring Division for ensuring effective implementation of the developmental schemes including schemes for Scheduled Castes/Tribes. However, for effective implementation of the developmental schemes for Scheduled Castes/Tribes a beginning has been made in the Backward Classes Division by appointing an officer in the grade of Rs. 1100—1600, who is looking after the monitoring of the programmes for Scheduled Castes/Tribes, besides attending to the monitoring of the social welfare programmes and other miscellaneous work.

188. Asked whether it was a fact that the officers in these divisions were too frequently transferred on promotion or otherwise, to other divisions, the representative of the Planning Commission has stated during evidence that this aspect would be kept in mind and efforts would be made to retain those officers in the same division on promotion, etc. Efforts would also be made to maintain continuity by retaining the staff in these divisions who were conversant with the working of and were aware of the historical background and progress of the schemes and their implementation. On the question of having a separate adviser for the tribal sub-plan and component plan, the Committee have been informed that orders would be sought from the Planning Commission on the idea. I was further opined that a separate adviser for the State Plan as a whole would be in a better position to review the performance under these sectors along with the performance in other sectors.

189. Asked about the creation of a separate Department in the Home Ministry for looking after the Tribal Sub-Plan and the Welfare of Scheduled Castes, the Committee have been informed during evidence by the representative of the Home Ministry that the work load in relation to development of Scheduled Castes and Scheduled Tribes had been increasing and the present Division could not cope up with it. The creation of a separate Department for Tribals and Scheduled Castes was being considered with reference to various parameters including work-load.

190. The Committee have been informed that the Ministry of Home Affairs constituted a Working Group on Monitoring and valuation of tribal development and development of Backward Classes Sector in July, 1978 to study the existing system of monitoring in respect of tribal development and development of Backward Classes Sector and to make suggestions for



improvement in the system. The working Group had submitted its report in February, 1980. This report was circulated to all State Governments for guidance in the matter of establishment of Monitoring and Evaluation Cells. At the time of Annual Plan finalisation with the State Governments implementation of schemes is reviewed and corrective actions are suggested, where necessary.

191. Asked whether the Programme Evaluation Organisation attached to the Planning Commission has done any evaluation in respect of the developmental schemes for Scheduled Castes and Scheduled Tribes, Planning Commission has stated in a note furnished to the Committee that the Programme Evaluation Organisation was requested to evaluate the scheme of Post-matric scholarships in 1972. An interim report was received in 1974.

192. The Committee have been informed that surveys have been conducted by various Commissions/Committees/Teams set up from time to time to assess the implementation of Plan Programme for Scheduled Castes and Scheduled Tribes as well as their impact on the socio-economic conditions. These include : Penuke pay Committee (1959). Elwin Committee (1969), Dhebar Commission (1960-61) and Shilu Ao Committee (1969), Committee on Untouchability and Malkani Committee. The recommendation made by these bodies were taken into consideration when formulating programmes and policies for development of Scheduled Castes and Scheduled Tribes. The State Government have conducted bench-mark surveys in tribal areas for preparation of In'tegrated Tribal Development Project reports. In the Sixth Plan, the State Governments are also undertaking quick surveys for the determination of families below the poverty line including those belonging to Scheduled Castes and Scheduled Tribes.

193. The Committee have been further informed that the Planning Commission issue guidelines to States for formulation of Five Year Plans/Annual Plans which include detailed proformae on Physical/financial targets and achievements of programmes/schemes. The proposals of the State Governments are scrutinised at the Annual Plan discussions in the light of the guidelines issued to them. Further reviews are undertaken by Members/Advisers State Plans, Planning Commission, during their visits to the States. The Reports of Working Groups on formulation of Sixth Five Year Plan proposals for Scheduled Castes/Scheduled Tribes have made recommendations in regard to implementation machinery in the States.

194. In reply to a question, the Planning Commission has stated that by and large, State Governments and the Central Departments have followed the guidelines and the strategy laid down for the implementation of Plan Programmes. However, whenever in the course of implementation of the programmes or as a result of a review done by a Committee, it was found necessary to undertake revision/modification of a particular programme/scheme, this was done with a view to achieve a greater impact of the programme. For example, the schematic pattern of expenditure laid down under the Special Multipurpose Tribal Development Block- established in the Second Plan was changed to allow for local needs by giving flexible guidelines in the matter of expenditure. Such corrective actions have been taken in the past and can be adopted if found necessary.

19.5 Asked whether the State Governments Union Territory Administrations and periodical reports/returns regarding the implementation of the welfare schemes for Scheduled Castes and Scheduled Tribes, it has been stated that at the time of Annual Plan discussions, State Governments are required to furnish information on achievements, both financial and physical. These are reviewed before new proposals are taken up. Recently, the State Governments have been asked to furnish quarterly/six monthly data on the progress of programmes for purposes of review.

196. The Committee have been informed during evidence that the Planning Commission has issued instructions to the State Governments and to the Ministries to furnish information regarding expenditure and physical achievements under the tribal sub-plan and the Special Component Plan. A review of the achievements and the expenditure would be undertaken sector by sector and scheme by scheme. While bringing their proposed annual plans to Planning Commission for discussion, the States have to bring their proposals regarding allocations and the outlays proposed for the tribal sub-plan and the Special Component Plan. Planning Commission has impressed upon its advisers that these two plan schemes should be specifically reviewed along with other schemes, whenever they visited various States, and their impressions and suggestions in regard to them should be furnished to the Planning Commission. A document reviewing the half-yearly performance of the schemes would be prepared for submission to the full Planning Commission. This would certainly contain the review of the Plan Schemes for Scheduled Castes and Scheduled Tribes. A format had been prescribed for getting information from the States on a quarterly and half-yearly basis to prepare an analysis of the implementation.

197. The representative of the Planning Commission has further stated that whenever the State Government teams came to the Centre, they had detailed discussions about their schemes with the officials of the Home Ministry also. They went into the details of the schemes to ensure that the allocation meant for the upliftment of Scheduled Castes and Scheduled Tribes were actually spent for them only.

198. The Committee have been further informed during evidence that the implementation of tribal, sub-plan and various tribal development programmes has been a matter of concern to the Central Government for quite some time. The Ministry of Home Affairs has written to three State Governments last year, viz. Bihar, West Bengal and Orissa that they should constitute Joint Co-ordination Committees comprising of the Chief Secretary as Chairman and officers from the State Governments concerned and the officers from the Ministry of Home Affairs. This was an informal mechanism through which the State Governments and the Home Ministry would be able to get information about the progress made in the field of tribal development. These Committees were yet to begin their work in right earnest. Although the Tribal Sub-Plan frame and the concept had been accepted by the States, it was the implementation which worried the Central Government most. For effective implementation of the plan, the administration had to be manned by the right type of personnel and Home Ministry had been looking into this aspect. Personnel policies recommended by the various Committees were

to be adopted by the State Governments. Still the Government was far away from an ideal administrative structure manned by ideal personnel.

199. It has been further stated that the Working Group set up by the Planning Commission for Sixth Five Year Plan identified the bottlenecks in implementation of programmes for Scheduled Castes and Scheduled Tribes.

Main bottlenecks noticed were :—

- (i) inadequate administrative machinery,
- (ii) lack of trained personnel,
- (iii) defective accounting system, procedural delays, and
- (iv) lack of monitoring and evaluation.

200. As far as the Scheduled Caste Component Plans are concerned, the deficiencies noticed in implementation of programmes during 1980-81 have been brought to the notice of the States during the Annual Plan discussions. Corrective measures like integration of administrative structure at tribal development project level, need for posting of trained personnel and streamlining of financial allocations through delegation of financial powers and opening up of separate budget heads; have been suggested.

201. Asked whether there is any direct agency of the Government of India to oversee the implementation of the programmes in the States, the representative of Home Ministry has replied during evidence in the negative. It has been stated that earlier the Home Ministry was dealing with the centrally sponsored schemes and there were no Special Component Plans or Tribal Sub-Plans. In the initial period, there used to be in the Ministry of Home Affairs regional directors or deputy directors. Later they were transferred to the office of the Commissioner for Scheduled Castes and Scheduled Tribes. After the setting up of the Commission for Scheduled Castes and Scheduled Tribes, these posts were transferred to the Commission. Asked whether the officers of the Commission could be given the dual responsibility of working in the Commission as well as serving as the representatives of the Home Ministry, it was stated that administratively they could attend to both the functions.

202. Summing up the situation, the representative of the Planning Commission has stated during evidence that mid-year review system has been introduced. States are being asked to submit quarterly and half-yearly statements in the prescribed proforma giving information on physical targets achieved and the progress made. Planning Commission would hold frequent meetings with the States. Greater importance will be assigned to monitoring and review of schemes.

203. The Committee need hardly point out that all the planning will have little impact on the amelioration of socio-economic conditions of Scheduled Castes and Scheduled Tribes if the implementation of the schemes initiated for their welfare is not monitored and evaluated timely and properly. The Committee consider that time has come when what has been done during the previous plans should be taken stock of so that the impact of outlays provided and expenditure incurred so far to better the living conditions of Scheduled Castes and Scheduled Tribes could be assessed.

The Committee have reasons to believe that most of the financial resources in the various plans have been frittered away and the benefits have not accrued to the families of Scheduled Castes/Tribes due to very weak implementation and evaluation machinery available with the Central as well as the State Governments. As a first pre-requisite, the implementation and evaluation machinery available with the Planning Commission, Ministry of Home Affairs and State Governments has to be geared up to meet the needs of the situation. The Committee strongly stress that evaluation should be done intensively and objectively and on regular basis to find out whether benefits of plans have actually percolated to the families of the Scheduled Castes and Scheduled Tribes for whom they were intended.

204. The Committee emphasise that the personnel employed in the implementation and evaluation machinery of Central as well as State Governments should be well conversant with the needs of the day and should not be frequently transferred on promotion or otherwise so that there is continuity in their work.

205. The Committee suggest that the field offices of the Commission for Scheduled Castes and Scheduled Tribes in various States should be actively involved in the evaluation of the Schemes, and for this purpose they should keep a close liaison with the State Governments. They may be vested with more powers, if need be, so that they are able to discharge their functions properly.

206. The Committee would like the Planning Commission and the Ministry of Home Affairs to impress upon the implementing authorities that their progress reports should be objective and comprehensive, indicating clearly the results achieved and are submitted well in time. The Committee attach a great importance to the progress reports as they consider them to be the only mechanism through which the progress made in the implementation of various Welfare Schemes can be watched.

207. The Committee hope that the question of having a separate department in the Ministry of Home Affairs for looking after the entire work relating to the development of Scheduled Castes and Scheduled Tribes in all the fields—social, economic, educational, cultural, technological, etc. will be considered expeditiously as agreed to by the representative of the Ministry of Home Affairs during evidence.

NEW DELHI ;  
April 7, 1982  
Chaitra 17, 1804 (Saka)

R. R. BHOLE,  
Chairman  
Committee on the Welfare of  
Scheduled Castes and Scheduled Tribes.

## APPENDIX

(Vide Para 4 of Introduction)

### SUMMARY OF CONCLUSIONS/RECOMMENDATIONS CONTAINED IN THE REPORT

Sl. No.	Reference Para Number in the Report	Summary of Conclusions/Recommendations
1.	6.	<p>The Committee are distressed to note that as admitted by the Planning Commission, the 'three decades of development have not had the desired impact on the socially, economically and educationally handicapped group. Though lofty ideals about bringing the Scheduled Castes and Scheduled Tribes at par with the rest of the society have been laid in various plans and noble sentiments have also been expressed by various quarters for their social and economic emancipation, the Committee feel that the actual efforts made to achieve that end, in view of the fact that majority of the people belonging to these communities continue to suffer below the poverty line, can only be termed as microscopic as compared to the enormity and complexity of the problem. The committee are strongly of the opinion that the programmes formulated for Scheduled Castes/Scheduled Tribes can no longer be confined to mere educational incentives and subsidies for economic and social activities. Unless comprehensive development plans are formulated keeping in view the special problems and needs of these communities; right priorities are fixed for various developmental programmes; proper direction is given for their implementation; rigid and periodical appraisals are made by the Planning Commission and the concerned Central and State Departments, the Committee feel, much dent on the problem of developing Scheduled Castes and Scheduled Tribes educationally, economically and socially cannot be made. The Committee, therefore urge that all resources at the command of the Planning Commission, Central and State Governments should be mobilised in right earnest to create a more balanced and equitable society for Scheduled Castes and Scheduled Tribes and to route out the disabilities from which they suffer. The Committee need hardly stress</p>

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that the Ministry of Home Affairs, as the nodal Ministry has to play a key role in this respect.

2. 14

The Committee are unhappy to know that no non-officials were associated with the formulation of the Sixth Five Year Plan, even though the Planning machinery clearly envisages such an association. The Committee need hardly point out that unless the plans are formulated at grass-root level and non-official agencies are actively associated at all stages of their formulation, the plans can hardly be expected to reflect the aspirations of the people and yield the desired results. The Committee, recommend that the guidelines laid for the formulation of plans in this behalf should be scrupulously followed by the Planning Commission at the Centre and the Planning Boards in the States. They hope that non-official organisations connected with the welfare of Scheduled Castes and Scheduled Tribes will at least be associated with the detailed programmes to be drawn up at district and State levels, under the broad framework of the Sixth Plan, for the socio-economic upliftment of these communities.

3. 28

Article 46 of the Constitution enjoins on the State to promote with special care the educational and economic interests of the weaker sections of the people, and in particular, of the Scheduled Castes and the Scheduled Tribes and to protect them from social injustice and all forms of exploitation. The Committee feel that in spite of the above Constitutional obligation, the magnitude of the problem faced by the Scheduled Castes and Scheduled Tribes in the country has not been fully realised in view of the fact that the provisions made in the Fifth Five Year Plan for the socio-economic development of these communities were grossly inadequate. While making provision, Government should have considered that by tackling the problem of the economic development of Scheduled Castes and Scheduled Tribes, they would be significantly solving the problem of removal of poverty and reduction of under-employment and unemployment in the country. They are of the view that the provisions in the Plan for the betterment of socio-economic life of the Scheduled Castes and Scheduled Tribes should have some relation to their population in the country and their socio-economic position in the society.

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The Committee are also of the opinion that there should be only "tied" or "earmarked" provisions in the plan for the Scheduled Castes and Scheduled Tribes so that the funds provided for these communities are not diverted to other activities.

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The Committee suggest that the most backward communities amongst Scheduled Castes and Scheduled Tribes should be identified urgently and specific schemes and

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programmes should be chalked out and implemented for the amelioration of their socio-economic conditions.

6. 41

The Committee regret to note that even the meagre allocations in the case of Tribal Sub-Plan provided in the Fifth Five Year Plan could not be utilised in full. As against an allocation of Rs. 1,042.83 crores, an expenditure of Rs. 917.26 crores has only been incurred, thus resulting in a shortfall of Rs. 125.57 crores. Not convinced of the reasons put forth by the Planning Commission and the Ministry of Home Affairs for such a huge shortfall, the Committee are of the firm view that outlays provided in a plan for Scheduled Castes and Scheduled Tribes should in no case be allowed to lapse. It should be impressed upon all the State Governments in unequivocal terms that they should prepare the schemes for the development of Scheduled Castes and Scheduled Tribes well in time so that the developmental process is on no account allowed to be delayed. The State Government should also be asked to ensure that the funds provided for various schemes are spent in a phased manner during the Plan period. The Committee would also stress upon the Ministry of Home Affairs to ensure that the provisions made for Scheduled Castes and Scheduled Tribes are placed at the disposal of the State Governments well in time so as to enable the State Governments to implement the schemes in right earnestness and that commencement of schemes is not delayed due to the late release of funds.

7. 42

The Committee agree with the view of the Ministry of Home Affairs and Planning Commission that the executing agencies in a State should be delegated sufficient administrative and financial powers so as to obviate any snags and procedural delays in the implementation of the schemes. The question of posting more dedicated and better trained staff in the Tribal areas needs also urgent attention of the Ministry of Home Affairs and State Governments.

8. 56

The Committee are happy to note that in the Sixth Five Year Plan focus has been laid on the raising of socio-economic conditions of the Scheduled Castes and Scheduled Tribes and the schemes envisaged for execution during the Plan period are expected to take at least half of their population above the poverty line. However, looking to the inadequacy of funds allocated for the purpose the Committee apprehend that it may not be possible to achieve the objective in view. They feel that investments of a much higher order are necessary if improvement to the desired level is to be brought about the socio-economic conditions of the Scheduled castes and Scheduled Tribes.

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| 9.  | 64 | <p>The Committee do not consider the quantification of funds made by the State Government and the Central Ministries/Department from the General Sector to the Component Plan or Tribal Welfare Plan at all sufficient. In fact they note that very little money has been spent from the General Sector Funds for the benefits of Scheduled Castes and Scheduled Tribes. They agree with the Ministry of Home Affairs that 'considering the precarious socio-economic conditions of Scheduled Castes/Scheduled Tribes population.....the total amount of financial availability is not adequate to overcome their poverty and enable them to cross the poverty line. The Committee are also unhappy to note that even though Coordination Committee had made a recommendation as far back as 1978 that the Ministries at the Centre should quantify funds to the extent of 10% to 15% most of the Ministries have hardly done anything in the matter. The Committee urge that the Planning Commission/Ministry of Home Affairs should ensure that the intended funds and benefits to the Scheduled Castes and Scheduled Tribes from the General Sector funds are actually spent for their welfare. They also suggest that an evaluation be undertaken periodically to assess the extent of actual flow of funds and benefits to Scheduled Castes and Scheduled Tribes from the General Sector funds to rectify the short-comings and augment the provisions meant for these communities.</p> |
| 10  | 89 | <p>The Committee note that on the Tribal Sub-Plan, during the Fifth Five Year Plan, Rs. 753 crores under State Plan and Rs. 165.11 crores under special Central Assistance had been spent, but a very insignificant amount, i.e., only 5% had gone to the family-oriented schemes so far as tribal development is concerned. Though the focus in the Sixth Five Year Plan has shifted to family-oriented schemes, the Committee feel that for rapid social and economic development of the tribal people the most important and urgent task which needs to be attended to is the elimination of exploitation of tribals in all forms, like land-tenure, money-lending, debt-bondage, excise, forest, labour etc.</p>   |
| 11. | 90 | <p>Considering the precarious social and economic conditions of the Scheduled Tribe population, the Committee feel that the provision of Rs. 3751.95 crores (Rs. 3281.95 from State Sector + Rs. 470.00 crores from S.C.A.) made in the Sixth Plan will not be adequate to overcome their poverty and to enable them to cross the poverty line. They, however, hope that no efforts will be spared to achieve the targets laid down and that there will be no let-up in this gigantic task of social reform and economic development and no limitations and constraints so far as human efforts are concerned will be allowed to come in the way.</p>  |



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12	91	<p>The Committee visualise that Integrated Tribal Development Projects (ITDPs) are the main channels through which Tribal sub-Plan has to be implemented. The Committee, therefore, attach great importance to the efficient functioning of the ITDPs. From their on the spot study of the working of ITDPs in Orissa and Madhya Pradesh, the Committee and perturbed to find that the ITDPs are not working on right lines. The Committee attribute this to the non-integration of the administrative and financial aspects, so essential for the efficient working of the ITDPs. They need hardly stress that unless the administrative and financial functions are integrated fully, the ITDPs will never be able to function efficiently and effectively. They, therefore, urge that the Planning Commission/Ministry of Home Affairs should immediately strive for integrating the administrative and financial functions of the ITDPs.</p>
13	92	<p>The Committee would also draw the attention of Planning Commission/Ministry of Home Affairs to another important aspect for the proper implementation of the ITDPs <i>i.e.</i> a sound personnel policy for the ITDPs. The Committee agree with the suggestion of the Ministry of Home Affairs that the single-line administration in an ITDP is best suited for the purpose. The Committee would like the Ministry of Home Affairs to immediately formulate the personnel policy for the ITDP, and command the same to concerned State Governments for adoption. It goes without saying that adequate delegation of financial and administrative powers to the Project Officers is <i>sine qua non</i> for the effective implementation of the schemes under the ITDPs.</p>
14	93	<p>The Committee consider that evaluation of the work being done by the ITDPs is extremely important. They regret that so far no evaluation of ITDPs has been done and only a beginning in 1981-82 has been made in five States to evaluate, in a phased manner, working of ITDPs. They feel that at least 10 per cent of the total number of ITDPs in the country should be intensively and extensively evaluated every year. The Central as well as State Governments should gear up their evaluation machinery, so that there is no laxity in this work. The help of the Tribal Research Institutes, Institute of Public or Administration and the like, Universities etc. in the country can also be sought for the purpose.</p>
15	94	<p>The Committee would like the Ministry of Home Affairs to impress upon the concerned States that Governors' annual reports on the scheduled areas should be broad-based and submitted well in time. It is needless to say that these reports when received from the Governors should be critically examined by the Ministry of Home Affairs so that corrective measures could be taken wherever necessary. The Committee would also like the Ministry of Home Affairs to expedite decision on</p>

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|    |     | the question of bringing the subject of Tribal Development in the Concurrent List of the Seventh Schedule to the Constitution.   |
| 16 | 101 | The Committee are happy to note that Special Component Plans for Scheduled Castes have been envisaged in the Sixth Five Year Plan for their rapid socio-economic advancements. The Committee agree with the views of the Working Group on the Development of Scheduled Castes (1980-85) that the Scheduled Castes 'constitute in the main, the bed rock on which our society and economy rest. Rarely has any section of a nation contributed so much for so long in return for so little. Indian society owes the Scheduled Castes a heavy moral and material debt, yet to be discharged'. They feel that the recommendations made by the Working Group in their report on the subject are of far-reaching importance faithful implementation of which can provide a great fillip to the otherwise very precarious socio-economic conditions of Scheduled Castes. The Committee hope that the Central and State Governments will gear up their administrative machinery to ensure that the targets set for the Sixth Plan are fully achieved. |
| 17 | 102 | The Committee suggest that an effective monitoring and evaluation system should be evolved to assess whether the results achieved from the implementation of various schemes under the Special Component Plans are commensurate with the expenditure involved and benefits from those schemes accrue to the families for whom they are meant.  |
| 18 | 108 | The Committee need hardly point out that educational development is the pivot around which the socio-economic progress of Scheduled Castes and Scheduled Tribes revolves. The Committee, therefore, feel that to bring the Scheduled Castes and Scheduled Tribes educationally at par with other Sections of the society, more and more students of these communities should be encouraged to take advantage of the scheme of post-matric scholarships.  |
| 19 | 109 | The Committee also urge that the scheme of post matric scholarships should be reviewed by the Ministry of Home Affairs/ Planning Commission in its entirety, more particularly with a view to (i) linking the quantum of scholarships with the rising cost of living ; and (ii) to ensure the payment of scholarship amount to students at the beginning of the academic session, preferably through the nationalised banks.   |
| 20 | 115 | The Committee attach great importance to the scheme of pre-matric scholarships as they feel that the post-matric scholarship scheme benefits only those who are able to reach matriculation and continue beyond. They feel that the outlay decided   |

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|    |     | for the Sixth Five Year Plan for the purpose will not be adequate to meet the need of educational development of Scheduled Caste and Scheduled Tribe children. They would like the Ministry of Home Affairs to impress upon the State Governments to augment their budgets suitably in this behalf and make earnest efforts to bring more and more Scheduled Caste and Scheduled Tribe children within the educational fold.  |
| 21 | 116 | The Committee feel that the major constraint in the way of educational development of Scheduled Castes and Scheduled Tribes is the unwillingness of the part of parents to send their children to school. The unwillingness of the parents is due to economic reasons. When the total earnings of the family are not enough to meet the bare necessities of life, the parents in such a situation will prefer to press their children into service to augment their income than to send them to school. The Committee are of the view that to induce the Scheduled Caste and Scheduled Tribe parents to send their children to schools and to compensate them for the loss of income on this account, a suitable scheme for providing incentives to the parents should be devised and also rates of pre-matric scholarships should be increased, from time to time, in the light of rise in the cost of living. The Committee also stress that the incentive programmes like free text books, free uniforms, mid-day meals, boarding and lodging facilities etc. should be strengthened adequately. |
| 22 | 117 | The Committee hope that the NCERT will be able to evaluate the working of pre-matric scholarship scheme as early as possible and suggest corrective measures for strengthening the scheme with a view to accelerate the educational development of Scheduled Castes and Scheduled Tribes and also to check large number of drop-outs of children at the primary and middle school level.  |
| 23 | 121 | The Committee consider that the ratio of one set of books for medical/engineering courses to seven students is quite inadequate. In view of the fact that Scheduled Caste/Tribe students are unable to acquire books for medical, engineering courses due to their weak economic base, it becomes imperative for the Central/State Governments to ensure that latest books on the subject are provided to them at State expense and for this purpose the ratio in any case should not be more than one to three. The Committee would also like the Ministry of Home Affairs to evaluate the working of this scheme to find whether it has made any impact on the educational standards of the Scheduled Caste and Scheduled Tribe students.   |
| 24 | 131 | The Committee need hardly emphasise that girls hostels are essential inputs for promoting educational facilities among Scheduled Caste/Tribe girls. The Committee are unhappy to be informed that the scheme so far as Scheduled Tribe girls hostels is concerned, has not been functioning satisfactorily.   |

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|    |     | The Committee are also not satisfied with the functioning of the scheme relating to the Scheduled Caste girls hostels. The Committee urge the Ministry of Home Affairs to keep a constant and vigilant watch on the working of this scheme and take corrective measures wherever necessary.   |
| 25 | 132 | The Committee would also like the Ministry of Home Affairs to make earnest efforts to persuade those State Governments to take advantage of the scheme which have not taken so far so as to give an impetus to the girls education in those States.   |
| 26 | 133 | The Committee would further like the Ministry of Home Affairs to ensure that reservation of Scheduled Caste and Scheduled Tribe girl students in the general hostels is adopted as a matter of policy by all the States.  |
| 27 | 134 | The Committee further suggest that a survey under the aegis of the Ministry of Education may be conducted to find out the impact of this scheme on the lives of those girls who had taken advantage of the scheme <i>vis a vis</i> those girl students who had not taken advantage of it.   |
| 28 | 141 | The Committee are happy to note that progress made by the pre-examination training centres has been encouraging and almost all the reserved posts for Scheduled Castes and to a large extent for Scheduled Tribes in the Indian Administrative Services, Indian Police Services, other Central Services, etc. are being filled up by candidates of the Scheduled Castes and Scheduled Tribes for the last many years on account of these centres. They are, however, disappointed to note that so far 17 States and 2 Union Territories have been provided financial assistance for arranging coaching facilities to Scheduled Caste/Tribe candidates through pre-examination centres. The Committee feel that the pre-examination training centres can help a great deal in improving the intake of Scheduled Castes/Tribes in the Central as well as State Services. They, therefore, desire that the pre-examination training centres should be established in all the States and Union Territories. They would like that arrangements for training of Scheduled Caste/Tribe candidates residing far away from the State capitals also be made with the local reputed training centres run by the private organisations so that Scheduled Caste/Tribe candidates residing at remote distant places can avail of this facility. The Committee also suggest that the feasibility of opening study centres in the University campuses where both residential and tuition facilities are available should be examined in consultation with the University authorities. |
| 29 | 142 | The Committee also note the work done by various coaching-cum-guidance centres during the years 1978-81. They are not quite satisfied with their achievements. During their discussions with, and visits to, various Government organisations,  |

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		<p>the Committee have been informed that a large number of vacancies reserved for Scheduled Castes and Scheduled Tribes have remained unfilled and had to be dereerved due to the non-availability of candidates from these communities. The Committee feel that lack of proper guidance and training to eligible Scheduled Caste and Scheduled Tribe candidates in the main reason for their shortfall in services. The Committee consider that this shortcoming can be overcome by expanding the scope of activities of the coaching-cum-guidance centres attached to various employment exchanges. Also more such centres should be provided with the employment exchanges which have sufficient employment potential for jobs in public sector undertakings, nationalised banks, etc. The Committee are also of the view that the Ministry of Home Affairs should in consultation with the Ministry of Labour constitute a Study Team to go into the working of coaching-cum-guidance centres with a view to see that they are performing the functions of providing facilities for career planning, confidence building, rendering vocational guidance, etc. to the eligible Scheduled Caste and Scheduled Tribes candidates.</p>
30	148	<p>The Committee need hardly point out that the Tribal Research Institutes can play a vital role not only in identifying various problems confronting the Scheduled Tribe communities inhabiting tribal areas of the country but they could also study the impact of tribal development programmes on the socio-economic life of tribals. The Committee hope that the Ministry of Home Affairs will initiate action to see that the Tribal Research Institutes are properly equipped and adequately strengthened to undertake the functions expected of them. The Committee also suggest that the studies conducted by these Institutes or the conclusions arrived at by them should be fully taken note of by the planners and the implementing authorities while formulating and executing programmes for the tribal development.</p>
31	149	<p>In view of great dearth of trained personnel to man the Integrated Tribal Development Projects, the Committee suggest that assistance of the Tribal Research Institutes should be taken in the matter. The Institutes may also be asked to arrange refresher courses for the present incumbents working in the Projects.</p>
32	155	<p>The Committee are extremely perturbed over the spate of atrocities committed on the Scheduled Castes and Scheduled Tribes which have in the recent months grown in an alarming proportion. Such a situation the Committee feel is indicative of the fact that neither the Ministry of Home Affairs nor the State Governments have adequate machinery for the effective implementation of protection of Civil Rights Act. The Committee have already presented in 1979 a comprehensive Report (31st Report, 6th Lok Sabha) to parliament on</p>

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		<p>'Atrocities on Scheduled Castes and Scheduled Tribes'. The Committee feel if their recommendations contained in that Report are fully implemented, solution to this menacing problem can be found to a great extent. The Committee would also suggest streamlining of the functioning of the scheme of implementation of Civil Rights Act so as to make it more result-oriented.</p>
33	165	<p>The Committee feel that in a vast country like India where Scheduled Castes and Scheduled Tribes have been living in acute stresses and strains for centuries together, Voluntary Organisations have a very significant and important role to play in their economic and social upliftment. They, therefore, desire that more Voluntary Organisations with new idealism and vigour, should be encouraged to come into the field. The Voluntary Organisations should however, be kept under greater surveillance to ensure that the funds allotted to them are utilised for the purpose for which they are meant. The Committee also suggest that the criterion of "All India character" of the Voluntary Organisations applicable specially in the case of Scheduled Tribes should be suitably relaxed so as to enable local organisations involved in the welfare of Scheduled Tribes to take advantage of the grants-in-aid being given by the Central Government.</p>
34	183	<p>The Committee visualise that Development Corporations can play a very important role in supplementing the national effort of raising the economic status of Scheduled Castes and Scheduled Tribes and in helping to take them above the poverty line. The Committee are firmly of the opinion that earnest and sincere efforts should be made to make these Corporations function properly and in consonance with the objectives underlying their establishment. The Committee note in this connection that the Ministry of Home Affairs has made certain suggestions for the improvement of the working of the Scheduled Castes Development Corporations. They hope that these suggestions will be implemented in letter and spirit, so that these Corporations function effectively and become economically viable Units. It is also imperative that the Corporations are manned by dedicated personnel for proper implementation of Government policies and programmes.</p>
35	184	<p>The Committee consider the criterion of income limits put for the grant of loans and subsidies to Scheduled Castes and Scheduled Tribes by Corporations too rigid. They suggest that this criterion should be made more flexible so that no Scheduled Caste or Scheduled Tribe, who is in need of finances, is debarred from securing money from these Corporations.</p>
36	185	<p>The Committee further suggest that the question of entrusting financial functions to Scheduled Tribes Development</p>

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Corporations should also be considered in all aspects so that efforts made by LAMPS in this behalf could be further supplemented.

- 37 203 The Committee need hardly point out that all the planning will have little impact on the amelioration of socio-economic conditions of Scheduled Castes and Scheduled Tribes if the implementation of the schemes initiated for their welfare is not monitored and evaluated timely and properly. The Committee consider that time has come when what has been done during the previous plans should be taken stock of so that the impact of outlays provided and expenditure incurred so far to better the living conditions of Scheduled Castes and Scheduled Tribes could be assessed. The Committee have reasons to believe that most of the financial resources in the various plans have been frittered away and the benefits have not accrued to the families of Scheduled Castes/Tribes due to very weak implementation and evaluation machinery available with the Central as well as the State Governments. As a first pre-requisite, the implementation and evaluation machinery available with the Planning Commission, Ministry of Home Affairs and State Governments has to be geared up to meet the needs of the situation. The Committee strongly stress that evaluation should be done intensively and objectively and on regular basis to find out whether benefits of plans have actually percolated to the families of Scheduled Castes and Scheduled Tribes for whom they were intended.
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- 40 206 The Committee should like the Planning Commission and the Ministry of Home Affairs to impress upon the implementing authorities that their progress reports should be objective and comprehensive indicating clearly the results achieved and are submitted well in time. The Committee attach a great importance to the progress reports as they consider them to be the only mechanism through which the progress made in the implementation of various Welfare Schemes can be watched.
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41	207	The Committee hope that the question of having a separate department in the Ministry of Home Affairs for looking after the entire work relating to the development of Scheduled Castes and Scheduled Tribes in all the fields-social, economic, educational, cultural, technological, etc. will be considered expeditiously as agreed to by the representative of the Ministry of Home Affairs during evidence.

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