

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

(SEVENTH LOK SABHA)

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**THIRTIETH REPORT
MINISTRY OF HOME AFFAIRS AND
PLANNING COMMISSION**

Action taken by Government on the recommendations contained in the Twenty-first Report of the Committee on the Welfare of Scheduled Castes and Scheduled Tribes (Seventh Lok Sabha) on the 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 1983

Laid in Rajya Sabha on



**LOK SABHA SECRETARIAT
NEW DELHI**

February, 1983/Magha, 1904 (Saka)

Price : Rs. 3.10

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(SEVENTH LOK SABHA)

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COMMITTEE ON THE WELFARE OF SCHEDULED CASTES
AND SCHEDULED TRIBES

(1962-63)

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INTRODUCTION

1, the Chairman, Committee on the Welfare of Scheduled Castes and Scheduled Tribes, having been authorised by the Committee to submit the Report on their behalf, present this Thirtieth Report (Seventh Lok Sabha) on Action Taken by Government on the recommendations contained in the Twenty-first Report (Seventh Lok Sabha) on the Ministry of Home Affairs and Planning Commission—Benefits for Scheduled Castes and Scheduled Tribes in Fifth and Sixth Five Year Plans.

2. The Draft Report was considered and adopted by the Committee on the Welfare of Scheduled Castes and Scheduled Tribes at their sittings held on 23rd & 24th December, 1982 and 7th January, 1983.

3. The Report has been divided into the following Chapters:—

I. Report.

II. Recommendations/Observations which have been accepted by Government.

III. Recommendations/Observations which the Committee do not desire to pursue in view of Government's replies.

IV. Recommendations/Observations in respect of which replies of Government have not been accepted by the Committee and which require reiteration.

V. Recommendations/Observations in respect of which final replies of Government have not been received.

4. An analysis of the action taken by Government on the recommendations contained in the Twenty-first Report (Seventh Lok Sabha) of the Committee is given in Appendix. It would be observed therefrom that out of 41 recommendations made in the Report, 18 recommendations i.e. 43.9 per cent have been accepted by the Government; the Committee do not desire to pursue seven

recommendations, i.e. 17 per cent of their recommendations in view of Government's replies; 12 recommendations i.e. 29.2 per cent, in respect of which replies of Government have not been accepted by the Committee, require reiteration and for four recommendations i.e. 9.9 per cent, final replies of Government have not been received.

NEW DELHI;

February 19, 1983
Magha 30, 1904 (S)

A. C. DAS,

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

CHAPTER I

REPORT

This Report of the Committee deals with the action taken by Government on the recommendations contained in the Twenty-first Report (Seventh Lok Sabha) of the Committee on the Welfare of Scheduled Castes and Scheduled Tribes on the Ministry of Home Affairs and Planning Commission—Benefits for Scheduled Castes and Scheduled Tribes in Fifth and Sixth Five Year Plans.

1.2. In para 14 of their Report, the Committee had expressed their unhappiness that no non-officials had been associated with the formulation of the Sixth Five Year Plan, even though the Planning Machinery clearly envisaged such an association. The Committee had expressed the hope that non-official organisations connected with the welfare of Scheduled Castes and Scheduled Tribes would at least be associated with the detailed programmes 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.

1.3. In their reply dated the 7th June, 1982, the Planning Commission have stated that the recommendation made by the Committee that non-officials should have been associated with the formulation of the Sixth Plan has been noted. As submitted during oral evidence, the non-official agencies could not be associated with the formulation of the Plan because of time constraint. The recommendation regarding association of non-official organisations with the drawing up of detailed programmes for Scheduled Castes/Scheduled Tribes would be commended to the State Governments for appropriate action at their end.

1.4. The Committee are not satisfied with the reply of the Government and would like to be apprised of the instructions issued to State Governments for associating non-official organisations, connected with the welfare of Scheduled Castes and Scheduled Tribes for drawing up of detailed programmes at district and State levels for the socio-economic uplift of these communities. They would further like to know if State Governments have also been advised to associate local MPs/MLAs with the formulation of Plans.

1.5. In para 39 of the Report, the Committee had expressed the opinion that there should be only 'tied' or 'earmarked' provision in the Plan for Scheduled Castes and Scheduled Tribes so that the funds provided for these communities were not diverted to other activities.

1.6 In their reply dated the 11th August, 1982 the Ministry of Home Affairs have stated that although provisions for Tribal Development are at present not 'tied' or 'earmarked' non-divertibility of these provisions is ensured consequent upon suitable budgetary mechanism. The State Governments have either created a single demand or a head under each functional major head in their budget. The Union Ministry of Finance have already advised the Central Ministries to exhibit tribal development funds separately under their respective demands.

1.7 The Planning Commission in their reply dated the 7th June, 1982 have stated that the Commission fully support the recommendation. The Ministry of Home Affairs, with the concurrence of the Union Ministry of Finance, have already written to State Governments to provide for separate budget-heads for Special Component Plans and Tribal sub-Plans. Most of the State Governments have made separate accounting arrangements for funds for Tribal sub-Plans by creating separate demand or appropriate budget heads in their Budgets. Instructions for opening up of separate budget heads for Scheduled Caste Component Plans have also been issued by the Home Ministry in consultation with the Union Ministry of Finance.

1.8 The Committee reiterate their recommendation that there should be 'tied' or 'earmarked' provision in the Plan for Scheduled Castes and Scheduled Tribes as mere provision of separate budget heads both for Special Component Plan and Tribal sub-Plan may not be sufficient safeguard against the diversion of funds to schemes which fall under another head of account.

1.9 In para 64 of the Report, the Committee had expressed their unhappiness 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 had hardly done anything in the matter. The Committee had urged that 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 had also suggested 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.

1.10. In their reply of August, 1982, the Ministry of Home Affairs have stated that the Special Component Plans for Scheduled Castes have been introduced very recently. All State Governments and Union Territories with a substantial population of Scheduled Castes have formulated Special Component Plans. The need for further improvement by bringing in larger programmes and outlays from different sectors of the general Plans is continuously being emphasised to State Governments. Amongst the Central Ministries a beginning has been made in the preparation of the Special Component Plans by the Ministries of Agriculture, Commerce, Education, Rural Development, Health and Family Welfare. The Special Component Plans are discussed as part of the Plan exercise when an overall review is undertaken; several States have set up Cells for monitoring and evaluating their implementation of the Special Component Plans. These efforts will continue to be intensified.

1.11 In regard to Tribal Welfare programmes, it has been stated by the Ministry that a clear picture of the allocations for 1981-82 and 1982-83 will emerge after the replies to Home Secretary's letter addressed on 6th June, 1982 to Secretaries of Central Ministries concerned are received. Further efforts are being made to ensure adequate quantification of funds for the tribal areas under Central Sector Schemes. The recommendation is being brought to the notice of the concerned Ministries.

1.12 The Planning Commission in their reply dated 7-8-1982 have stated that so far as the flow of funds from the State Plans is concerned, a high degree of quantification has been achieved. Effective utilisation of outlays and then proper monitoring is being impressed upon the State Governments. Planning Commission have further stated that the question of identification of schemes and quantification of outlays for the benefit of Scheduled Castes/Scheduled Tribes is being vigorously pursued with different Central Ministries/Departments.

1.13 The Committee are not satisfied with the reply of the Ministry of Home Affairs/Planning Commission and reiterate their recommendation that they should ensure that the funds intended for the Scheduled Castes and Scheduled Tribes from the General Sector funds are actually spent for their welfare and an evaluation be

undertaken periodically to assess the extent of actual flow of funds and benefits to Scheduled Castes/Scheduled Tribes from the General Sector funds.

The Committee regret to note that in spite of the recommendation made by the Co-ordination Committee in 1978 that the Central Ministries 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 would like the Planning Commission to pursue the matter with the Central Ministries in this regard.

1.14 In para 92 of the Report, the Committee had recommended that the Ministry of Home Affairs/Planning Commission should formulate a sound personnel policy for the ITDPs and commend the same to concerned State Governments for adoption. The Committee had observed that adequate delegation of financial and administrative powers to the Project Officers was *sine qua non* for the effective implementation of the schemes under the ITDPs.

1.15 In their reply dated the 11th August, 1982, the Ministry of Home Affairs have stated that they constituted a Working Group on Administrative Arrangements and Personnel Policies in Tribal Areas in 1978 and worked out details of guidelines that required to be issued to the States covering, *inter-alia*, the following aspects:

- (1) Administrative arrangements in the Centre and the States for implementation of tribal development programmes;
- (2) Improvement in the administrative structure, personnel policies including creation of sub-cadres, ensuring continuity of tenure at different levels of administration, recruitment of local candidates etc.;
- (3) Placement policies in tribal areas ensuring proper selection and training of right quality of personnel; and
- (4) Formalising the system of Standing Committees at project States and Central level to review the implementation of personnel policies in the sub-plan areas.

So far, information regarding implementation/comments on a substantial number of recommendations have been received from the States of Gujarat, Himachal Pradesh, Kerala, Tamil Nadu, and Tripura. Part information is available in respect of Andhra Pradesh, Orissa, UP and West Bengal. The Govt. of Maharashtra had

appointed a Committee to go into the whole question of Administrative set up in tribal areas and the report of the Committee is under consideration of the State Government.

1.16 The Committee are not satisfied with the reply of the Government and reiterate their recommendation that for proper implementation of the ITDPs, the Ministry of Home Affairs should immediately formulate a sound personnel policy for the I.T.D.Ps and commend the same to concerned State Governments for adoption.

1.17 In para 94 of the Report, the Committee had desired 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. 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 had also desired 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.

1.18 In their reply dated the 11th August, 1982, the Ministry of Home Affairs have stated that they were addressing the State Governments in regard to the nature and content of the Governor's Annual Reports. The States had also been advised to submit the reports in time. The Ministry, itself, would critically examine those reports.

In consultation with the Ministry of Law, Justice and Company Affairs it has been decided that having regard to the various provisions in the Constitution it is not essential to bring the subject of tribal development in the Concurrent List of the Seventh Schedule of the Constitution because it might not in itself improve implementation of programmes for tribal development.

1.19 The Committee are not satisfied with the reply of the Government and would like to know the opinion given by the Ministry of Law in regard to inclusion of the subject of tribal development in the Concurrent List of the Seventh Schedule to the Constitution. They also desire that opinion of the State Governments concerned should also be obtained in this regard.

1.20 In para 109 of the Report, the Committee had urged 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.

1.21 In their reply of August, 1982 the Ministry of Home Affairs have stated that it has been stressed to State Governments that the working of the Post-Matric Scholarships Scheme should be so streamlined as to converge on timely payment of the sholarships to the Scheduled Castes/Scheduled Tribes students every month i.e., by the very beginning of the month to which it relates so that there is no strain for them distracting them from their studies.

Attention of the State Governments/UTs has also been drawn towards steps taken by the Government of Karnataka with the help of computerisation to streamline the functioning of the scheme. This will enable the States to cut short avoidable delays in procedural handling, shuttling back and forth of application forms, submission of new application forms for renewal etc. The steps taken by the Karnataka Government have been commended to all States/Union Territories. Advance release of Central Assistance this year, though this is a reimbursement scheme, is also expected to help the States/Union Territories in this regard.

1.22 The Planning Commission in their reply dated 7-6-82 have stated that the rates of Post-matric scholarships were last revised in July, 1981 primarily due to the rise in the cost of living since these rates were last fixed in 1972. Since the rates were revised only last year, there is at present no need to link them with the cost of living. As regards the suggestion that payment should be made at the beginning of the academic session, it may be mentioned that this is already being done in certain States, and others are being requested to follow the same procedure.

1.23 The Committee are not satisfied with the reply of the Government and reiterate their earlier recommendation that the rates of scholarship under the scheme of Post-matric Scholarship should be linked with the increase in the cost of living. The Committee desire that a formula should be devised as in the case of Dearness allowance paid to Central Government employees, for automatic increase in the rates of scholarship with the rise in the cost of living

1.24 In para 116 of the Report the Committee had recommended that a suitable scheme for providing incentives to the SC/ST parents should be devised to induce them to send their children to schools 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 had also stressed that the incentive programmes like free text books, free uniforms, mid-day meals, boarding and lodging facilities, etc. should be strengthened adequately.

1.25 In their reply of August, 1982, the Ministry of Home Affairs have stated that the Sixth Five Year Plan 1980—85 had clearly listed out the main objectives of the educational development to ensure elementary education to all children upto the age of 14 years within the next ten years, particular attention being paid to school drop-outs and to those groups which are in danger of getting left behind because of their special circumstances through appropriate programmes.

The Planning Commission in their reply dated 7-6-1982 have stated that some State Governments are already operating schemes under which parents of Scheduled Caste children going to school are compensated. Some of the States like Himachal Pradesh, Haryana and Gujarat are implementing this programme. The rate and the pattern of assistance, however, differ from State to State.

The suggestion of the Committee that the rates of pre-matric scholarships should be increased from time to time and that incentive programmes like free text books, free uniforms, mid-day meals, etc., should be strengthened adequately, would be conveyed to the State Governments for appropriate action.

1.26 The Committee are not satisfied with the reply of Government as in their view it is necessary to provide incentives both to Scheduled Caste and Scheduled Tribe parents for sending their wards to school. The Committee would also like to be apprised of the details of the schemes and programmes being implemented by the states of Himachal Pradesh, Haryana, Gujarat and Orissa under which parents of Scheduled Caste children going to school are compensated.

1.27 In para 149 of the Report, the Committee, in view of the great dearth of trained personnel to man the Integrated Tribal Development Projects, had suggested that assistance of the Tribal Research Institutes should be taken in the matter. The Institutes

might also be asked to arrange refresher courses for the present incumbents working in the Projects.

1.28 In their reply dated the 11th August, 1982 the Ministry of Home Affairs have stated that the State Governments and the Tribal Research Institutes have been advised to conduct training and refresher courses on a regular basis. These matters are reviewed in the Conference of Directors of Tribal Research Institutes. This particular recommendation is again being brought to the notice of State Governments and the Tribal Research Institutes.

1.29 The Committee are not satisfied with the reply of the Government which is evasive in nature. The Committee reiterate their earlier recommendation that in view of the dearth of trained personnel in the Integrated Tribal Development Projects, assistance of the Tribal Research Institutes should be taken and they should be asked to arrange courses for the present incumbents working in the Projects. The Committee may be apprised of the action taken by the State Governments in this regard.

1.30 In para 155 of the Report the Committee had expressed their concern over the spate of atrocities committed on the Scheduled Castes and Scheduled Tribes, which had in the recent months grown in an alarming proportion. Such a situation, the Committee felt, was an indication of the fact that neither the Ministry of Home Affairs nor the State Governments had adequate machinery for the effective implementation of the Protection of Civil Rights Act. The Committee had suggested streamlining of the functioning of the scheme of Implementation of Civil Rights Act so as to make it more result-oriented.

1.31 In their reply of August, 1982 the Ministry of Home Affairs have stated that the Government equally share the anxiety expressed by the Committee. The figures of crimes committed against Scheduled Castes in 1981 were 14185 as compared to 13746 in 1980 and 13861 in 1979. It would thus be seen that there has been only a marginal increase in the number of crimes against Scheduled Castes in 1981 compared to those of 1979 and 1980.

The Untouchability (Offences) Act, 1955 was replaced by the Protection of Civil Rights Act, 1955, providing more stringent provisions and it came into force from 19th November, 1976. Protection of Civil Rights Act cases registered since then do not indicate any sharp increase in the country and the number of cases ending in conviction has increased significantly.

Further, 5 Mobile Special Courts in Andhra Pradesh, 3 Special Courts in Rajasthan and 4 Special Courts in Tamil Nadu have been set up. Decision has also been taken to set up 4 Special Courts each by Bihar, and Madhya Pradesh Governments as per the information furnished by these States. Other States with sizable SC population where the problem is acute, are considering constitution of such special courts. Wide publicity against the evil practice of untouchability has been arranged by various wings of Ministry of Information and Broadcasting, States and through slogans on inland letter-covers. A brochure has also been brought out in various languages. These efforts are continuing and are being further intensified.

The Central Government has been coordinating the efforts made by the State Governments and a Special Cell has been created in the Ministry of Home Affairs since May, 1979.

1.32 The Committee do not accept the reply of Government as in their opinion the implementation of the provisions of Protection of Civil Rights Act has not been satisfactory. They, therefore, reiterate their earlier recommendation to streamline the procedure in this regard.

1.33 In para 165 of the Report the Committee had suggested 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.

1.34 In their reply dated the 11th August, 1982, the Ministry of Home Affairs have stated that the total provision of Rs. 3.00 crores for aid to Voluntary organisations for the Welfare of Scheduled Castes and Scheduled Tribes during the Sixth Plan period is inadequate and unless it is enhanced by the Planning Commission, it will neither be possible nor desirable to change the criteria of "All India character" of the voluntary organisations for the purpose of grants-in-aid for the welfare of Scheduled Tribes. Also, it might not be possible for the Government to cater to the needs of a much larger number of voluntary organisations than at present as the Government will not be in a position to keep in touch with their work.

1.35 The Committee are not satisfied with the reply of the Ministry of Home Affairs and reiterate their recommendation 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 grants-in-aid being given by the Central Government. The question of enhancing the funds for voluntary organisations should also be taken up with the Planning Commission.

1.36 In para 184 of the Report, the Committee had recommended that the criterion of income limits put for the grant of loans and subsidies to Scheduled Castes and Scheduled Tribes by Corporations should be made more flexible so that no Scheduled Caste or Scheduled Tribe who was in need of finances, was debarred from securing money from these Corporations.

1.37 In their reply dated 7-6-82 the Planning Commission have stated that the income limit was deliberately kept low so that more of the rural poor benefit from it. In case the income limit was revised upward from the existing level, there was a danger that the limited resources might get diverted towards the relatively better off among the Scheduled Castes. The objective of meeting the credit needs of the poorest among the SCs/STs will be served better if the income limit is retained.

1.38 The Committee share the views of the Planning Commission that income limits should be retained but they reiterate their earlier recommendation that the criterion of income limits should be made more flexible so that no Scheduled Caste or Scheduled Tribe who is in need of finance is debarred from getting loans from these Corporations.

1.39 In para 205 of the Report, the Committee had recommended that the field officers 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 should be vested with more powers, if need be, so that they are liable to discharge their functions properly.

1.40 In their reply of August, 1982 the Ministry of Home Affairs have stated that the suggestion for involving the field officers of the Commission for Scheduled Castes and Scheduled Tribes in evaluation of the scheme is linked with the question of giving statutory powers to the Commission which is under active consideration.

1.41 The Committee are not satisfied with the reply of the Government and reiterate their earlier recommendation that the field officers of the Commission for Scheduled Castes and Scheduled Tribes should be actively involved in the evaluation of the schemes for the development of Scheduled Castes and Scheduled Tribes. The Committee are of the view that this matter should not be linked with the question of giving statutory powers to the Commission.

CHAPTER II

RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendation Serial No. 1 (Para No. 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 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 root 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.

Reply of the Government

The Ministry of Home Affairs agrees with the observation of the Committee that programmes for Scheduled Tribes can no longer be

confined to mere educational incentives and subsidies for economic and social activities. In recognition of these aspects and keeping in view the need for a balanced development of the scheduled tribes and tribal areas, the tribal sub-Plan concept was introduced during the Fifth Five Year Plan period (1974—79). The sub-Plan is in its eighth year of operation. As suggested by the Committee, resources are mobilised from State Plan outlays, special central assistance, sectoral programmes of Central Ministries and Departments and institutional finance to effect coordinated and integrated development covering all aspects of different sectors through the Integrated Tribal Development Projects. In addition special programmes are undertaken for the most backward amongst the tribal groups called the 'primitive tribes'. As the nodal Ministry, the Ministry of Home Affairs reviews the programmes with State Government and Central Ministries' representatives from time to time. They are also advised to conduct periodicals and monitor the programmes. It is expected that these measures would bring in the desired results.

[Ministry of Home Affairs U.O. No. 16015/9/82—TD(G)
dated 11th August, 1982]

The Commission are fully aware of the fact that development measures taken up in the past have not had the desired impact in improving the conditions of the weaker sections of our society, including the Scheduled Castes/Scheduled Tribes. With a view to correct this imbalance in as short a time as possible, the Government launched Tribal Sub-Plan during the Fifth Five Year Plan to cover as much of the tribal population outside the tribal-majority States, as possible. Special Component Plans for Scheduled Castes have been launched from the Sixth Five Year Plan. These two sets of Plan programmes which are integral part of the State Plans are comprehensive and in fact aim at identification of schemes and qualification of outlays which have direct impact on the development of Scheduled Castes/Scheduled Tribes. Further, emphasis is being laid on implementation of family-oriented schemes among the programmes selected under SCP and TSP.

The Planning Commission, in their guidelines issued to the States for formulation of Plans, duly emphasise this aspect and this is again reiterated during Plan discussions with State representatives.

Accelerating the programmes of development of Scheduled Castes/Scheduled Tribes has been included as Point No. 7 in the new 20-Point Economic Programme and continuous monitoring of its implementation is being done by a special cell created in the Planning Commission through periodical returns and reviews.

The Planning Commission agree with the observation of the Committee on the importance of periodical appraisal to be made at the Centre and State levels as also the key role of the Ministry of Home Affairs as the nodal Ministry in this respect.

[Planning Commission O.M. No. PC/BC/15—1(7)-80 Vol IV
7th June, 1982].

Comments of the Committee

The Committee feel surprised that reply of the Ministry of Home Affairs is confined to the development of the tribal people only while the scope of the recommendation is wide and covers both Scheduled Castes and Scheduled Tribes. The Committee hope that Ministry of Home Affairs, as the nodal Ministry, will ensure the development of people of both these communities.

Recommendation Serial No. 5 (Para 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.

Reply of the Government

Ministry of Home Affairs agree with the Committee that the development of the most backward communities among the Scheduled Castes and Scheduled Tribes needs to be given high priority and this has been and is being continuously impressed on State Governments/Union Territory Administrations. It is with a view to directing better attention to such groups that one of the criteria for the allocation of the Special Central Assistance to the Special Component Plans of the States has been related to the programmes for the development of specially Vulnerable groups among the Scheduled Castes, namely, nomadic, semi-nomadic and denotified communities among the Scheduled Castes, 'Sweepers and scavengers' and bonded labourers.

[Ministry of Home Affairs O.M. No. 16020/2/82-SC BCD III
dated 11th August, 1982]

The most backward communities amongst the scheduled tribes have been identified and special programmes taken up. In the guidelines issued by the Planning Commission and reiterated by the

Ministry of Home Affairs on preparation of sub-Plans for the tribal regions within the State Plan during the Fifth Five Year Plan, it was specifically stated:

“As the sub-Plan will focus its attention on the welfare and development of the people, special attention will have to be given to areas and groups facing special problems. These will include *primitive tribal groups* in extremely backward pockets, shifting cultivators and tribals affected by major projects. Those communities who have not received the benefits of development so far and are more backward amongst the tribal communities themselves, will need to be identified. The names of tribes so identified may be given along with other necessary particulars indicating clearly the criteria adopted for the purpose. Special assistance may be provided for such groups.”

2. A batch of 52 tribal groups was identified during the Fifth Five Year Plan and special programmes implemented. It was later noticed that some backward groups have been left-out from special treatment and, therefore, on the basis of the proposals received from the State Governments, a further batch of 32 groups in different States has been identified as primitive. The Ministry of Home Affairs has issued detailed guidelines in regard to the preparation of project reports and implementation of programmes for these groups. The programmes are assisted on a cent-per cent basis by the Central Government. A sum of Rs. 3.31 crores was released during the Fifth Five Year period (1974—79) and a provision of Rs. 15 crores exists for the programme during the current Plan (1980—85).

[Ministry of Home Affairs U. O. No. 16015/9/82—TD(G)
dated 11th August, 1982]

Among the Scheduled Castes certain vulnerable groups which are considered to be most backward such as sweepers, scavengers, bonded labourers, Nomadic, Semi-nomadic and Vimukta Jati communities have been identified and State Governments have taken up programmes for their rehabilitation and development. Among the Scheduled Tribes, primitive tribes are considered to be the most vulnerable group and the State Governments have already identified in consultation with the Ministry of Home Affairs and Planning Commission 52 primitive tribes and programmes for their development undertaken. In addition, proposals for identifying 32 primitive tribes are under consideration of the Government. The Planning Commission have held meetings at Member/Advisers level with State representatives to consider the problems of primitive tribes.

Because of the extreme backwardness of these communities, State Governments have, however, to move with great caution. As far as the Planning Commission are concerned financial constraints would not be allowed to come in the way of implementation of their development programmes. The Central Government are providing 100 per cent grant for development measures taken up by the States for primitive tribes. To give an incentive to the States to formulate rehabilitation programmes for the vulnerable groups amongst Scheduled Castes, 10 per cent of Special Central Assistance, i.e. Rs. 60 crores out of Rs. 600 crores provided in the Sixth Plan would be released on the basis of rehabilitation programmes taken up by the States. The State Governments are being continuously persuaded to take up their development programmes earnestly.

[Planning Commission O.M. No. PC|BC|15—1(7)-80 Vol. IV
dated 7th June, 1982].

Recommendation Serial No. 6 (Para 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. 1042.83 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 reason put forth by 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 and 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 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.

Reply of the Government

Grant-in-aid for tribal development are being released in quarterly instalments in a year. The assistance is a catalyst, gap-filler and supplement to State Plan is provided in the Home Ministry's budget

Releases in respect of Special Central Assistance are being made by this Ministry almost well in time. First and second instalments are released unconditionally. In fact none of the States has pointed out delay in the release of grants. During the course of discussions in the meetings held time to time with State representatives it is stressed upon them to utilise the grant sanctioned by this Ministry for the sanctioned plan schemes fully. Grants provided for the tribal sub-Plan is non-divertible, non-lapseable within plan period. The various States are permitted to utilise the unspent balance in a particular year within the plan period.

The observations of the Committee in regard to full utilisation of funds are being communicated to the State Government.

[Ministry of Home Affairs U. O. No. 16015/9/82—TD (G)
dated 11th August, 1982]

As explained during evidence, the shortfall in expenditure during the Fifth Five Year Plan was due mainly to the fact that the Tribal Sub-Plans were finalised in 1976-77 for majority of the States. Besides, no correct accounting for expenditure incurred during the first two years was done as State Governments had not introduced separate budget heads for Tribal Sub-Plan areas in different sectors of development. Most of the State Governments have taken steps to introduce separate budget heads for Tribal Sub-Plan and instructions for separate budget heads as well for Scheduled Castes Component Plans have been issued to States by Home Ministry in consultation with the Ministry of Finance.

In respect of carry-over of unspent balances of allocated funds to the subsequent years it may be mentioned that as far as Special Central Assistance is concerned, unspent amount of one year is carried over to the next year, within the overall limit fixed for the Plan period. The States are persuaded to utilise fully the outlays fixed for the Plan period, with suitable phasing from year to year. In case, carry-over provision is allowed from Plan to Plan, it may lead to declaration of development efforts and laxity in achievement of financial, and consequently physical, targets within, at least the time frame of five years of the plan period. The discipline of utilising the plan provisions during the same plan period will help to bring some pressure on the States and act as a spur to better achievement. The Planning Commission is, therefore, in favour of maintaining this discipline as its absence is likely to weaken the planning process itself. The Special Central Assistance for Tribal Sub-Plan/Special Component Plan is being released by the Home Ministry. That Ministry is also releasing grants for implementation of Centrally-sponsored

schemes. These are normally released on a quarterly basis, depending on the availability of expenditure data and other relevant details from different States.

[Planning Commission O.M. No. PC|BC|15—1(7)-80 Vol. IV
dated 7th June, 1982].

Recommendation Serial No. 7 (Para 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.

Reply of Government

Delegation of necessary powers to the executing agencies and the posting of dedicated staff to man the posts in the tribal areas formed part of the recommendations of the Maheshwar Prasad Committee which went into the question of personnel policies and administration in tribal areas. The report of the Maheshwar Prasad Committee has been forwarded to the State Governments for implementation and this is being followed up at a high level so that State Governments may implement the recommendations urgently. Monetary and non-monetary incentives are also being given to Government employees out of allocations made to the States under the Seventh Finance Commission, award.

[Ministry of Home Affairs U.O. No. 16015|9|82—TD(G)
dated 11th August, 1982.]

The Planning Commission have been constantly impressing it on the State Governments that in the interest of smooth and quick implementation of development programmes, there should be sufficient delegation of administrative and financial powers to the authorities at the field level. Some of the State Governments are reported (During the Annual Plan discussions) to have already taken the necessary steps in this direction. The Commission would continue to pursue this with the States.

In this respect, the State Governments have already been requested to consider implementation of the recommendations of Maheshwar Prasad Committee. This Committee, it may be mentioned, has made specific recommendations in the sphere of Administration.

[Planning Commission O.M. No. PC|BC|15—1(7)-80 Vol. IV
dated 7th June, 1982].

Recommendation Serial No. 11 (Para No. 90)

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 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 limitation and constraints so far as human efforts are concerned will be allowed to come in the way.

Reply of Government

Although the provisions in the Sixth Five Year Plan are a substantial step up over those in the previous plan, the Commission agree with the observation that it may not be adequate to enable all the Scheduled Tribe population to cross the poverty line. That ambitious goal will need greater effort and time for achievement. Nonetheless amelioration of poverty is one of the prime objectives of the Sixth Five Year plan and a number of programmes have been undertaken for achieving that objective.

[Planning Commission O.M. No. PC|BC|15—1(7)|80-Vol. IV dated 7th June, 1962].

Recommendation Serial No. 12 (Para No. 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.

Reply of Government

The Ministry agrees with the observation of the Committee that "unless the administrative and financial functions are integrated fully,

the ITDPs will never be able to function efficiently and effectively." The Ministry of Home Affairs has, from the inception of the tribal sub-Plan approach, given adequate thought to this subject and has advised the State Governments to make ITDPs really functional by effecting necessary financial administrative and sectoral integration. However, in some States, there has been delay in effecting such integration. The Ministry has again brought to the notice of the State Governments the present recommendation of the Committee and is pursuing this matter further.

[MHA. U. O. No. 1601509/82-ID(G) Dt. 11th August, 1982]

Guidelines sent to the States for formulation of ITDPs envisaged full integration of administrative and financial functions. Some State Governments have taken initiatives in this direction, already. The Planning Commission/Ministry of Home Affairs will continue pursuing this subject with the States.

[Planning Commission O.M. No. PC/BC/15—1(7)-80 Vol IV
dated 7th June, 1982]

Recommendation Serial No. 14 (Para No. 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 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 Administration and the like, Universities etc. in the country can also be sought for the purpose.

Reply of Government

The States have been advised to evaluate ITDPs in a phased and regular manner as suggested by the Committee. During 1982-83, the Ministry of Home Affairs has sponsored the following evaluation studies of ITDPs:

- (1) One ITDP in Andhra Pradesh by Indian Institute of Economics, Hyderabad.

(More studies would be sponsored depending upon responses from research organisations)

In addition, the Programme Evaluation Organisation of the Planning Commission have also initiated steps to evaluate the following ITDPs:—

S.No.	I.T.D.P.	District	State
1	Gumla	Ranchi	Bihar
2	Vishakhapatnam	Vishakhapathan	Andhra Pradesh
3	Katiipada	Mayurbhanj	Orissa
4	Thane-I	Thane	Maharashtra
5	Jagdalpur	Bastar	Madhya Pradesh
6	Banswara	Banswara	Rajasthan
7	Bansada (Valsad)	Valsad	Gujarat

In a Conference of Directors of Tribal Research Institute held in the Ministry in April, 1982, the Tribal Research Institutes have been advised to conduct evaluation studies of ITDPs regularly, at least one ITDP a year.

[MHA U. O. No. 16015/9/82-TD(G) Dt. 11th August 1982]

The Planning Commission have asked the Programme Evaluation Organisation (PEO) to take up an evaluation study of certain selected ITDPs in the country. Evaluation of other ITDPs would be considered after the receipt of the Report from the PEO. The Ministry of Home Affairs and the State Governments will be advised of the views of the Committee regarding evaluation of at least 10 per cent of the total number of ITDPs every year and requested to initiate appropriate action.

[Planning Commission O. M. No. PC/BC/15-1 (7)/80-Vol. IV dated 7-6-1982]

Recommendation Serial No. 16 (Para No. 101)

The Committte 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 target set for the Sixth Plan are fully achieved.

Reply of Government

The recommendations of the Working Group Report on the Development of Scheduled Castes (1980—85) have been communicated to all States/UT and Central Ministries concerned with the development of Scheduled Castes for guidance in the formulation, implementation of their monitoring of the programmes for the development of the Scheduled Castes. They have also been advised subsequently to make effective use of these recommendations while formulating schemes for the Development of the Scheduled Castes. The recommendation of the Committee are being brought to the notice of the State Governments and Central Ministries.

[Ministry of Home Affairs O. M. No. 16020/2/82-SCBCD III
dated August, 82.]

The Commission have noted the recommendation. It would also convey to the State representatives during the Plan discussions the views of the Committee. Every effort would be made to achieve the targets laid down in the Plan. With the inclusion of SC/ST development as Point 7 of the new 20-Point Programme, State Governments are being asked to effectively monitor the pace of the implementation of programmes.

The Planning Commission have recently set up a cell under the charge of an Adviser to monitor the implementation of 20-Point Programme including the monitoring of SC/ST development.

[Planning Commission O. M. No. PC/BC/15-1 (7)/80-Vol. IV
dated 7-6-1982]

Recommendation Ser'ial No. 17 (Para 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.

Reply of Government

The Ministry of Home Affairs are in full agreement with the Committee in regard to the suggestion that an effective monitoring and evaluation system should be evolved. The Report of the Working Group on the Development of Scheduled Castes (1980—85) communicated to the State Government and Central Ministries in 1980, contains guidelines in this regard. The specific recommendations made to the State Governments in this regard are—

- (i) Arrangement for concurrent, monitoring and evaluation must be set up covering all levels namely, the Blocks, District, the State and the Centre..
- (ii) Each Department/agency should be responsible for devising suitable reporting, evaluation and timely correctional systems for the development programmes for Scheduled Castes, within this purview.
- (iii) In respect of composite schemes the department/agency which has been charged with overall responsibility of each programme for the Scheduled Castes, must be responsible for monitoring and evaluation, etc. as well.
- (iv) The staff and other requirements for enabling effective monitoring and evaluation must be inbuilt in each programme and this should be recognised as an essential input of the composite approach.
- (v) Officers at the policy making and decision making levels must undertake extensive field visits to assess the implementation of the various programmes for the development of Scheduled Castes.
- (vi) Specific evaluation of the various programmes must be regularly and systematically undertaken at all levels.
- (vii) Studies on the programmes of the development of the Scheduled Castes must be commissioned by organisation other than Government Departments and independent and expert bodies as well.
- (viii) The machinery at the block, district, State and Central levels should be strengthened to meet the demands of the monitoring and evaluation tasks.

The Conference of the Chief Secretaries held on July 17, 1981, which discussed the various aspects of the Special Component Plan particularly "Arrangements for Implementation, Monitoring and Evaluation", stressed upon the Arrangements for monitoring and con-

current evaluation in respect of targets and tasks under Special Component Plan in physical as well as financial terms, covering the block, the district and the State. The objective was to ensure that on the one hand, the State Government may be able to satisfy itself about the tangible progress of the Special Component Plan at the grass root level and on the other hand be in a position to supply necessary information and feed back to the Centre.

It was also emphasised that in the matter monitoring it is necessary to review both at the level of Chief Secretary for the whole State and at the level of Collector for the districts. Family oriented programmes and basti oriented facilities were also emphasised in the Conference.

The Home Minister in his letter to the Chief Ministers of the States on 8 March 1982 has particularly emphasised the monitoring of the programmes for the development of Scheduled Castes in the context of the 20-Point Programme.

One of the effort based criteria for the apportionment of the Special Central Assistance is the performance of the States in the implementation of the Special Component Plan. Apart from the monitoring and evaluation through periodic reports, and Scheduled Castes Plan discussion, officers of the Ministry also undertake field visits to the States in order to have an idea of the implementation of the various programmes for the development of Scheduled Castes.

[Ministry of Home Affairs O. M. No. 16020/2/82-SCBCD III
dated August, 82.]

The need for establishing an effective monitoring and evaluation system is being continuously impressed on the States. As far as the Planning Commission are concerned it has recently set up a cell under the charge of an Adviser to monitor the implementation of the 20-Point Programme, including the monitoring of SC/ST development programmes.

[Planning Commission O. M. No. PC/BC/15-1 (7)/80-Vol. IV
dated 7-8-1982]

Recommendation Serial No. 18 (Para No. 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 education 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.

Reply of the Government

The Government of India share the view expressed by the Committee on the need of the widest possible coverage of Scheduled Caste students under the scheme of Post Matric Scholarships. The rates have been raised and income ceiling considerably liberalised., w.e.f. 1-7-1981. In view of highly unsatisfactory literacy among the Scheduled Caste women, the existing restrictions on number of wards of the same family was removed in favour of Scheduled Caste girls. Further, the State Governments and Union Territory Administration were addressed on the subject by the Government of India at the very beginning of this financial year, identifying and pointing out various bottlenecks which came in the way of smooth functioning of the Post Matric Scholarships Scheme and requesting the States/Union Territories to take effective steps for early removal of the same. In order to preclude financial constraints faced by the State Governments/Union Territories resulting in delayed payment of scholarships to Scheduled Castes/Scheduled Tribes students, the Government of India have released "advance central assistance" amounting to Rs. 10.66 crores., this year, though ordinarily States should spend first and seek reimbursement.

The views of the Committee expressed in para No. 18 and 19 are also being separately brought to the notice of all the State Governments/Union Territories for necessary action.

[Ministry of Home Affairs O.M. No. 16020/2/82-SCBCD-III
dated August, 82]

Comments of the Committee

The Committee would like to be apprised of the details of orders issued for removing restrictions on the number of wards of the same family under the Post-matric Scholarship Scheme.

Recommendation Serial No. 20 (Para No. 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 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 Tribes children. They would like the Ministry of Home Affairs to impress upon the State Governments to augment their budget suitably on this behalf and make efforts to bring more and more Scheduled Castes and Scheduled Tribes children within the educational field.

Reply of the Government

The recommendations has been brought to the notice of State Governments for necessary action.

[Ministry of Home Affairs O.M. No. 16020/2/82-SCBCD-III
dated August, 82]

Under the Backward Classes Sector, the major scheme under Education is the award of Pre-matric scholarships/stipends and other educational incentives like books, stationery, uniforms, boarding grants, construction of hostels, etc. According to the available information the States have provided about Rs. 350 crores in the Sixth Plan for educational incentives in the Backward Classes Sector. In addition to educational incentives in the form of free books, stationery, uniforms, etc., about 25 lakh children of scheduled castes/scheduled tribes and other backward classes received scholarships/stipends at pre-matric level, during 1981-82. This is against 16 lakhs of scholarships/stipends awards during 1980-81.

Besides the above, an outlay of Rs. 8 crores has been provided in the Sixth Plan for the Centrally-sponsored scheme of pre-matric scholarship for children of those engaged in the so-called unclean occupations viz., scavengers, tanners and flayers. As the scheme is being implemented on a 50 : 50 basis between the Centre and the States, an equal amount would be provided by the States.

[Planning Commission O.M. No. PC/BC/15-1 (7)/80-Vol. IV
dated 7-6-1982]

Recommendation Serial No. 24 (Para No. 131)

The Committee need hardly emphasise that Girls hostels are essential inputs for promoting educational facilities among Scheduled Castes/Tribes 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.

Reply of the Government

Under the Centrally Sponsored Scheme of Girls Hostels for Scheduled Castes and Scheduled Tribes, financial assistance is given to the State Governments/ U.T. Administrations on 50 : 50 basis for the construction of hostel buildings. The expenditure on the maintenance and running of the hostels is met by the State Governments

from their own funds. The observations of the Committee have been communicated to the State Governments/U.T. Administrations requesting them to improve the functioning of the Scheduled Caste Girls' Hostels.

[Ministry of Home Affairs O.M. No. 16020/2/82-SCBCD-III
dated August, 82]

Recommendation Serial No. 25 (Para No. 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.

Reply of Government

The State Governments/U.T. Administrations have been repeatedly advised to take advantage of this scheme. While a few State Governments have taken good advantage of this Scheme, like Andhra Pradesh and Tamil Nadu and very recently Madhya Praesh and Uttar Pradesh, many State Governments are yet to take substantial advantage of it, even though this Ministry have repeatedly offered more assistance to them under this scheme. As a result State Governments have stepped up their provision for Scheduled Castes Girls hostels and M.H.A. has fully matched large outlays. The outlays provided by this Ministry to the States for this programme rose from Rs. 50.00 lakhs in 1978-79 (till which year it was 100 per cent Centrally funded) to Rs. 142.97 lakhs in 1979-80, Rs. 219.55 lakhs in 1980-81 and Rs. 316.15 lakhs in 1981-82, funding being 50 per cent Central.

As part of these continuous efforts, this Ministry has recently again addressed the Chief Secretaries, Planning Secretaries, and Social Welfare Secretaries of the States for stepping their outlays and seeking more funds from this Ministry.

[Ministry of Home Affairs O.M. No. BC. 14011/20/82-SC &
BCD—I dated the August, 1982]

Recommendation Serial No. 26 (Para No. 133)

The Committee would further like the Ministry of Home Affairs to ensure that reservation of Scheduled Castes and Scheduled Tribes Girls students in the general hostels is adopted as a matter of policy by all the States.

Reply of Government

The State Governments/Union Territory Administrations have already been addressed in the matter. The latest position as regards reservation of seats for SC/ST in general hostels is given in the Annexure.

[Ministry of Home Affairs O.M. No. BC. 14011/20/82-SC & BCD—I dated the August, 1982]

ANNEXURE

RESERVATION IN GENERAL HOSTELS FOR SCHEDULED CASTES AND SCHEDULED TRIBES

1. *Andhra Pradesh*.—20 per cent and 5 per cent of the seats in the general hostels are reserved for Scheduled Castes and Scheduled Tribes Candidates respectively.

2. *Bihar*.—In hostels run by the Deptt. of Social Welfare after giving accommodation to the students of Scheduled Castes and Scheduled Tribes, the vacant seats are filled up from students of other castes. There is no provision for reservations of seats for Scheduled Castes and Scheduled Tribes students of Pre-matric and Post-Matric Classes in the general hostels, aided by the State Government and by the different societies. But such students get admissions in these hostels.

3. *Haryana*.—There are no rules for reserving seats in hostels for Scheduled Castes but they can get admission in any hostels. There are no restrictions and neither any complaint for hostel accommodation to Scheduled Castes in the State.

4. *Himachal Pradesh*.—Who intend to utilise hostel facilities, where available, are allowed admission in these general hostels attached to some institutions and candidates belonging to Scheduled Castes and Scheduled Tribes are not denied admission in these hostels.

5. *Jammu & Kashmir*.—No restriction is imposed on the admission of students belonging to Scheduled Caste and Scheduled Tribe in various hostel attached to different colleges in the State. Subject to availability of accommodation, admission to hostels is made without any discrimination of caste.

6. *Karnataka*.—25 per cent seats are reserved for Scheduled Castes and Scheduled Tribes students.

7. *Kerala*.—25 per cent seats in collegiate hostels are reserved for Scheduled Castes and Scheduled Tribes students.

8. *Madhya Pradesh*.—15 per cent & 20 per cent seats are reserved for Scheduled Castes and Scheduled Tribes students.

9. *Manipur*.—More than 90 per cent pre-matric as well as post-matric students boarding Govt. as well as Govt. aided hostels in the Hill Districts are Scheduled Tribes and as such the question of ensuring proportion reservation in general hostels for Scheduled Tribes students need not arise. In the Central Valley Districts 50 per cent of the seats in the Govt. hostels are reserved for Scheduled Caste and Scheduled Tribe students. There is no voluntary hostels aided by the State Government.

10. *Meghalaya*.—The population of Meghalaya is predominantly Scheduled Tribes and Scheduled Castes population is very negligible. There is no problem for reservation of seat in hostels for Scheduled Castes and Scheduled Tribes students.

11. *Nagaland*.—Nagaland is predominantly a Tribal State and as such hostels in colleges and schools are mainly for tribal students. The question of reservation of seats for them does not arise.

12. *Orissa*.—10 per cent seats are reserved for Scheduled Castes and Scheduled Tribes students in all the general hostels of the State both at the pre-matric and the post-matric level.

13. *Punjab*.—There is neither reservation for Scheduled Castes in hostels in the State nor it is needed as no restriction on caste basis has ever been notified in this State.

14. *Tamil Nadu*.—The State Govt. of Tamil Nadu has stated that the Director of Collegiate Education has issued detailed instruction to all the Heads of Colleges both Govt. and private in regard to reservation of quota for Scheduled Castes and Scheduled Tribes students for admission in colleges and Central Hostels. 18 per cent of seats are reserved for candidates belonging to Scheduled Castes and Scheduled Tribes and 31 per cent to the Backward Classes.

15. *Tripura*.—The State Government of Tripura has informed that 13 per cent and 29 per cent of total seats in general hostel have been reserved for Scheduled Castes and Scheduled Tribes respectively.

16. *Uttar Pradesh*.—18 per cent seats are reserved for Scheduled Caste students.

17. *West Bengal*.—15 per cent and 5 per cent seats are reserved for SC and ST students respectively.

18. *Andaman & Nicobar Islands*.—Population is Scheduled Tribes. No problem of reservation of seats to Scheduled Tribes students.

19. *Arunachal Pradesh*.—General population of Arunachal Pradesh are mostly Scheduled Tribes. Hence separate reservation for them is not considered necessary.

20. *Chandigarh*.—The Union Territory has informed that the sufficient hostel accommodation is available in hostels and no student belonging to Scheduled Castes/Scheduled Tribes has been denied seat in any of the hostels in Chandigarh. The steps are, however, being taken to introduce reservation for Scheduled Castes/Scheduled Tribes students in the General Hostels.

21. *Dadra & Nagar Haveli*.—All students belonging to Scheduled Castes and Scheduled Tribes and other Backward Classes are admitted.

22. *Delhi*.—Recommendations of the Committee appointed by Academic Council of University of Delhi on reservation of accommodation in General Hostels for Scheduled Castes and Scheduled Tribes students are as follows:—

1. That 10 per cent reservation of seats may be made in the hostels for SC & ST students.
2. Almost of seats in Hostels to SC & ST should be based on merit of students of each college and only such should be considered for Hostel accommodation whose parents are not residing in Delhi.
3. Seats remaining unfilled in this reserved category after the expiry of last date for admission will be treated as open seat and offer to other students.

The above will apply to Hostels maintained by Delhi University as well as those of the colleges.

23. *Goa, Daman & Diu*.—This Union Territory does not have an appreciable percentage of Scheduled Caste & Scheduled Tribe population. The question of providing reservation accommodation to aspiring students has never any time posed a problem. However, directions issued to all the General Hostels run by Government and also voluntary organisations receiving aid from Government no reserve accommodation for SC and ST students.

24. *Lakshadweep*.—All the inhabitants of this Union Territory are classified as Scheduled Tribes. All students are eligible for admission in the hostels. There is no need for reservation in these hostels.

25. *Mizoram*.—All the students of Mizoram belong to ST as such no separate seats are reserved.

26. *Pondicherry*.—Since adequate accommodation facilities are available no problem has arisen regarding accommodation to the Scheduled Caste students in this Union Territory. However, in all the hostels run by the Department for the Welfare of Scheduled Castes where free boarding and lodging facilities are provided for the students studying at pre-matric and post-matric levels, 80 per cent of the seats are reserved for the Scheduled Castes students & the remaining 20 per cent of seats are allotted to non-Scheduled Castes students to avoid segregation.

27. *Gujarat*.—15 per cent and 5 per cent seats are reserved for Scheduled Castes and Scheduled Tribes for admission to college hostels.

28. *Maharashtra*.—Question of reservation in general hostels for Scheduled Caste and Scheduled Tribe does not arise. Appropriate percentage of reservation of seats has been made by the State Government for Scheduled Caste students in the Govt. hostels.

29. Assam	Govt. Colleges	Vol. Organisation
	S/C 6.5%	7%
	S/T(P) 8.5%	10%
	S/T(H) 4.5%	5%

The recommendation Nos. 24, 25 & 26 have been brought to the notice of the State Governments. They have been advised to initiate appropriate steps to promote educational development particularly that of girls as per the observations of the Committee.

The allocation for construction of girls hostels has been increasing from year to year in recent years:—

Year	Allocation (Rs. in lakhs)
1980-81	45.00
1981-82	80.00
1982-83	90.00

[MHA UO No. 16015/9/82-TD(G) Dt. 11th August, 1982]

Recommendation Serial No. 28 (Para No. 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 Castes/Tribes 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.

Reply of Government

The Scheme of Pre-examination Training for Scheduled Castes and Scheduled Tribes has since been expanded manifold, as a result of this vigorous efforts made by this Ministry with State Govts. and Universities. The number of Centres set up/sanctioned rose to 23 in 1978-79, 25 in 1979-80, 30 in 1980-81 and 47 in 1981-82. More such centres are being sanctioned in 1982-83 also. It is proposed to give more coverage to this scheme so as to enable more and more SC/ST candidates in all parts of the country to take advantage of this programme. The number of such centres is likely to go up further. These centres have by now been set up in almost all the States and in the UTs of Delhi and Pondicherry.

Universities have with them necessary infra-structure like class room/hostel accommodation, expertise teaching faculty, library/medical facilities etc. Vice chancellors at all the Universities were addressed by this Ministry to participate in this programme, with the funding provided by this Ministry. As a result, the number of

participating Universities, in respect of whom sanctions have been issued rose from 2 as on 31-3-81 to 11 as on 31-3-82 and to 14 as on 26-8-82. Many more Universities are expected to be sanctioned schemes in the near future.

[Ministry of Home Affairs O.M. No. BC. 14011/20/82-SC & BCD—I dated the August, 1982]

Recommendation Serial No. 30 (Para No. 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.

Reply of Government

The Ministry agrees with the recommendation of the Committee. The Ministry of Home Affairs reviews the programmes of the Tribal Research Institutes ordinarily every six-months at a Conference of Directors of Tribal Research Institutes. The recommendation of the Committee has also been brought to the notice of the State Governments. The Ministry have been taking steps from time to time to equip and adequately strengthen the Tribal Research Institutes by providing necessary funds under the Centrally Sponsored Programmes as also giving guidelines and directions from time to time.

[MHA. U. O. No. 16015/9/82-TD(G) Dt. 11th August, 1982]

Recommendation Serial No. 38 (Para No. 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.

Reply of Government

The Ministry of Home Affairs share the concern of the Committee about the need for the posting of suitable personnel for the implementation and evaluation of programmes for the Scheduled Castes and the need also for their continuity. The Report of the Working Group on the Development of Scheduled Castes during Sixth Plan (1980-85) which has also made similar recommendations has been sent to the States and Central Ministries for guidance. The matter is also being pointed out to the States from time to time.

[Ministry of Home Affairs O.M. No. 16020/2/82-SCBCD-III
dt. August, 82]

The Ministry of Home Affairs agrees with the observations of the Committee that the personnel employed in 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.

The posting of dedicated staff to man the posts in the tribal areas formed part of the recommendations of the Maheshwar Prasad Working Group (1980) which had gone into the question of administrative arrangements and personnel policies in tribal areas. Some of the aspects covered by the aforesaid Group were:—

- (i) administrative arrangements in the Centre and the States for implementation of tribal development programmes;
- (ii) improvement in administrative structure, personnel policies including creation of sub-cadres ensuring continuity of tenure at different levels of administration, recruitment of local candidates etc.; and
- (iii) placement policies in tribal areas ensuring proper selection and training of right quality of personnel.

The report of the Maheshwar Prasad Working Group was forwarded to the State Governments for implementation and this is being followed up at a high level so that the State Governments may implement the recommendations expeditiously. Monetary and non-monetary incentives are also being given to Government em-

employees out of allocations made to the States under the Seventh Finance Commission Award.

The observations of the Committee are being communicated to the State Governments.

[MHA. U.O. No. 16015/9/82-TD(G) Dt. 25th August, 1982]

Recommendation Serial No. 40 (Para 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.

Reply of Government

Every effort is being made to ensure that appropriate and adequate mechanisms for monitoring and evaluation are established in relation to the Special Component Plans for the Scheduled Castes. The Special Component Plans which contain numerous schemes for the development of Scheduled Castes are discussed and reviewed along with the State Plans as part of the Annual Plan exercise. Further in the context of the 20-Point Programme, the Ministry of Home Affairs have addressed the State Governments to send periodical reports (monthly and quarterly). Ministry of Home Affairs are making all attempts to ensure that these reports are received in time and properly analysed to assess the progress of the schemes under the Special Component Plan for the development of Scheduled Castes.

[Ministry of Home Affairs O.M. No. 16020/2/82-SCBCD-III
dt. August, 82]

As the nodal Ministry, the Ministry of Home Affairs reviews the programmes from time to time with the representatives of State Governments/Union Territories and Central Ministries. They are also advised to submit progress reports, conduct periodical appraisals and review/monitor the programmes relating to tribal development. The Ministry's reply given to recommendation No. 137, containing information regarding calling for monthly and quarterly progress reports in the prescribed pro-forma from the implementing authorities may also kindly be referred to. The observations of the

Committee will be communicated to the State Governments for instructing the implementing authorities.

[MHA. U.O. No. 16015/9/82-TD(G) Dt. 25th August, 1982]

The Planning Commission have taken note of the recommendation. The need for objective and comprehensive reporting of the development programmes is already being impressed on the implementing agencies. The inclusion of the development programmes for Scheduled Castes/Scheduled Tribes in the 20-Point Programme shows the importance attached to this programme by the Government. The Committee's recommendations in this regard would be commended to the State Governments/Central Ministries.

[Planning Commission O.M. No. PC|BC|15-1(7)|80-Vol..IV,
dated 7-6-82]

CHAPTER III

RECOMMENDATIONS/OBSERVATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF THE GOVERNMENT REPLIES

Recommendation Serial No. 3 (Para No. 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 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.

Reply of Government

The special Central assistance for tribal sub-Plan has been of the following order:—

Fifth Plan	Rs. 190 crores
Sixth Plan	Rs. 470 crores

2. The flow from State Plan to tribal sub-Plan has also been increasing from year to year. The following tentative outlays would show the trend:

Flow of funds to tribal sub-Plan in 17 States and 2 Union Territories

(Rs. in crores)

Year	State/UT Plan	Flow to tribal sub-Plan	Percentage
1974-79 .	16505.88	856.08	5.19
1974-75 .	1843.60	23.98	1.27
1975-76 .	2350.81	72.07	3.07
1976-77 .	3126.25	180.73	5.78
1977-78 .	4193.98	247.46	5.90
1978-79 .	4991.24	332.24	6.66
1979-80 .	5080.76	394.67	7.77
1980-85 .	42390.60	3549.34	8.37
1980-81 .	6526.25	488.41	7.48
1981-82 .	7402.19	594.04	8.03
1982-83 . (Estimated)	8570.53	675.63	7.88

3. In arriving at this flow, the majority of the States have followed the rationale and percentage of total population covered in the tribal sub-Plan area to the population of the State. The Ministry has been advising the State Governments that the flow from the State Plan to tribal Sub-Plan should have relation to their population in the State and also that some weightage should be given to the socio-economic backwardness of tribal groups.

[Ministry of Home Affairs U.O. No. 16015/9/82—TD(G)
dated 11th August, 1982]

The Planning Commission fully recognise the need for provision of adequate funds for Scheduled Castes Component Plan/Tribal Sub-Plan and for other backward classes. The provisions made in the Sixth Five Year Plan have, therefore, been considerably stepped up as compared to those in the previous Plan. It is possible that even these may not be considered adequate in view of the enormity of the problems faced by the weaker sections of our society. But considering the overall availability of funds, absorption capacity of the sectors related to their development and the need to provide for adequate outlays for infrastructural development—without which

other investments may become infructuous—maximum possible outlays have been provided for these sectors in the current Plan. Special Central Assistance for both Scheduled Castes and Tribal Sub-Plans amounting to Rs. 1070 crores has been provided in the Sixth Five Year Plan in addition to the flow of funds from the State Plans which are estimated to be over Rs. 7000 crores.

[Planning Commission O.M. No. PC|BC|15—1(7)-80 Vol. IV
dated 7th June, 1982].

Comments of the Committee

Although the Committee's recommendation is wide in scope, the reply of the Ministry of Home Affairs is merely confined to the flow of funds for the Tribal Sub-Plan. The Committee desire that the flow of funds for the betterment of socio-economic life of both the Scheduled Castes and Scheduled Tribes should, as nearly as possible, be in the same proportion as the population of these Communities bears to the total population of the State/Union Territory.

Recommendation Serial No. 8 (Para No. 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.

Reply of Government

The Ministry share the Committee's concern for the allocation of adequate funds for the economic development of the Scheduled Castes. The Special Component Plan for the Scheduled Castes and the Special Central Assistance to the Special Component Plans of the States are mechanisms intended to draw larger outlays from the general plans of States and Central Ministries in their various sectors, *inter alia*, for the economic development of the Scheduled Castes. It is envisaged that there will be flows from different sectors of the general Plans which are relevant for enabling Sche-

duled Castes families to cross the poverty line; such sectors and programmes include the IRDP, cottage and village Industries, NREP, programmes of Departments/Organisations dealing with Fisheries, Handloom, Handicrafts, Leather, Small Scale Industries etc. In addition, there are flows from institutional finance which together with governmental and other funds really represent the allocations for the economic development of the Scheduled Castes. The Special Central Assistance to the Special Component Plans which was introduced in March 1980 is intended to motivate the States to put in larger outlays for the Scheduled Castes from different sectors and programmes. This further helped by the fact that the Special Central Assistance is apportioned on effort-based criteria. The Special Component Plans of the States and the Union Territories have begun to improve after the introduction of the Special Central Assistance.

[M.H.A. O.M. No. 16020|2|82-SCBCD III
dated August, 1982]

The recommendation is being brought to the notice of the Planning Commission and the Ministry of Finance.

[MHA. U.O. No. 16015|9|82—TD(G)
dated 11th August, 1982]

The Commission are fully conscious of the need to provide the maximum amount of funds for the development programmes of weaker sections, including the Scheduled Castes/Scheduled Tribes. It is with this end in view that very substantial financial outlays have been provided for Integrated Rural Development Programme, National Rural Employment Programme, Minimum Needs Programme, Special Component Plans for Scheduled Castes and Tribal Sub-Plans, in the current Plan period. In the current Plan, it is envisaged that besides the Plan outlays, considerable flow of funds would come from financial institutions. To that end the Banking system is being geared to particularly take care of the population below the poverty line. This is being specifically emphasised in the programmes meant for Scheduled Castes/Scheduled Tribes. It is hoped that proper utilisation of funds would help in improving the life of these segments of our population.

[Planning Commission O.M. No. PC|BC|15—1(7)-80 Vol. IV
dated 7th June, 1982].

Recommendation Serial No. 10 (Para No. 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 the Special Central Assistance had been spent, but a

very insignificant amount i.e. only 5 per cent had gone to 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.

Reply of Government

It is conceded that during the Fifth Five Year Plan period family-oriented schemes received less emphasis than family-oriented schemes. This was necessary as infrastructure development is an indispensable support to socio-economic development of families. However, a shift has been effected in favour of family-benefitting programmes in the current Plan period. Since the family approach was introduced recently and funds have already been committed to other capital intensive and infrastructural development sectors. It may still not be possible for the States to channelise all the funds required for family-oriented programmes. But funds are available to enable a fixed number of tribal families to cross the poverty-line.

In particular, during the Sixth Plan it has specifically been provided that programmes should be so oriented/implemented so as to raise atleast 50 per cent of the Scheduled Tribe families above the poverty line. Elimination of exploitation continues to receive priority attention. Land transfer regulations, rehabilitation of bonded labour, treatment meted out to tribal migrant labour, excise policy, strengthening of co-operative structure with a view to eliminate money-lender and traders, and organisations of forest labour cooperative societies are measures which are continuously being reviewed by the State and Central Government.

[MHA. U.O. No. 16015/9/82—TD(G)
dated 11th August, 1982]

The Commission are in full agreement with the observation of the Committee that the most important and urgent task for the development of tribal is the elimination of exploitation of tribals in the sphere of land-tenure, money-lending, debt-bondage, excise etc. State Governments have included schemes in their Plan programmes for taking corrective action in the above areas. The progress of the measures envisaged is reviewed during Plan discussions with the States/UTs. The Home Ministry and the Planning

Commission specifically discuss these issues with the State representatives in every Plan discussions.

[Planning Commission O.M. No. PC|BC|15—1(7)-80 Vol. IV
dated 7th June, 1982]

Comments of the Committee

The Committee would like to be apprised of the measures taken by Central and State Governments for elimination of exploitation of tribals and the success achieved in this regard so far.

Recommendation Serial No. 23 (Para No. 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 Castes/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.

Reply of Government

The Ministry of Home Affairs have recently in August, 1982, made the following modifications in the existing Centrally Sponsored Book-Bank Scheme for SC/ST students in Medical/Engineering Colleges:

- (1) The cost of one set of books has been increased from Rs. 2300/- to Rs. 5000/-.
- (2) One set of books is now allowed to be utilised by 4 students as against the earlier number of 7 students; and
- (3) The life period of one set of book has been fixed at three years.

Necessary action is being taken to evaluate the working of this scheme.

[Ministry of Home Affairs O.M. No. 16020|2|82—SC BC III
dated August, 1982]

Comments of the Committee

The Committee would like to be apprised of the result of evaluation of the working of the Book Bank Scheme.

The Committee also feel that one set of books for 4 students is not at all sufficient. In their view it would be ideal to have one set of books for each student but till such time this target is achieved the ratio should in no case be more than one to three.

Recommendation (Serial No. 34 Para No. 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 Caste 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.

Reply of Government

The Ministry of Home Affairs recognise that the Scheduled Caste Development Corporations can play an important role in the economic development of the Scheduled Caste families. The States have also been advised to pose dedicated and competent personnel to these Corporations. The Prime Minister has also in her letter No. 281-PMO/80-dated 12-3-1980 to the Chief Ministers, emphasised the importance of a suitable and appropriate personal policy. The observations of the Committee are being brought to the notice of the State Governments and of the Government of India's Directors on the Board of these Corporations.

[Ministry of Home Affairs O.M. No. 16020|2|82—SC-BCD III
dated August, 1982].

Comments of the Committee

The Committee desire that the Ministry of Home Affairs should ensure that Scheduled Caste Development Corporations are financially sound. Such Corporations should also be formed in the States where these have not been set up so far.

Recommendation (Serial No. 36 Para No. 165)

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.

Reply of Government

The Scheduled Tribes Development Corporations, unlike the Scheduled Castes Corporations are mainly functioning as the apex bodies of the LAMPS for marketing of surplus agricultural produce and minor forest produce. For credit purpose, the LAMPS are generally affiliated to the Cooperative Banks. In areas where line of credit is choked as Central Cooperative Banks are weak, Tribal Development Cooperative Corporation could undertake this function by having direct linkage with NABRD (National Bank for Rural Development).

[Ministry of Home Affairs U. O. No. 16015/9/82—TD(G)
dated 11th August, 1982].

Comments of the Committee

The Committee desire the Ministry of Home Affairs to write to the concerned State Governments so that in areas where Central Cooperative Banks are weak, Tribal Development Corporations have direct linkage with National Bank for Rural Development for the purpose of credit.

Recommendation (Serial No. 37 Para No. 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 considered 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 prerequisite, 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 more 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.

Reply of Government

The Ministry of Home Affairs are in full agreement with the Committee that there is a need for the timely and continuous monitoring and evaluation of the flow of benefits to the Scheduled Castes from the developmental programmes. Ministry of Home Affairs has set up a small Monitoring Wing recently. This aspect has been impressed upon the State Governments during discussions, through letters and on tours. The Report of the Working Group on the Development of Scheduled Castes during the Sixth Plan (1980-85) which contains a specific chapter on this aspect has been communicated to the States/U.Ts. in 1980 for their guidance. The Home Minister on 8-3-1982 and the Home Secretary on 11-5-1982 have also written to the State Governments in this regard. This is being repeatedly emphasised to these State Governments.

[Ministry of Home Affairs O.M. No. 16020|2|82
dated August, 1982]

The Ministry of Home Affairs agrees with the recommendation of the Committee on the need for intensive, objective and regular evaluation of programmes and schemes for development of scheduled tribes. The Ministry is of the opinion that adequate monitoring and evaluation arrangements are essential to have a complete and authentic picture of achievements in the tribal areas and details of benefits accruing to the people on account of implementation of various development programmes.

A Working Group on Monitoring and Evaluation was set up by the Home Ministry in 1978 which submitted its report to the Gov-

ernment in 1979. This report was accepted by the Home Ministry and circulated to all the State Governments and Central Ministries with the advice that they should organise a monitoring system. Although the necessity for organising such a system has been emphasised from time to time, the system is still weak and has yet to emerge clearly and develop both in the States and Central Ministries. Similarly, adequate attention to evaluation also has been lacking. The matter is being pursued.

In January, 1982, a new 20-Point economic programme was commended to the nation by the Prime Minister. This new programme contains important select sectors largely to be implemented by the State Governments. Point seven of the programme seeks to accelerate development of scheduled tribes. This is sought to be achieved through effective implementation of the tribal Sub-Plans. One of the main objectives of the tribal development is to enable 50 per cent of the scheduled tribe families to cross poverty-line in the Sixth Plan period through family-oriented and areas development programmes.

The Ministry in consultation with the Planning Commission has initiated action for monitoring of tribal development programmes. For this purpose, the Ministry has asked the State Governments to submit monthly progress reports indicating the number of scheduled tribe families economically assisted every month through IRD and non-IRD programmes. The Ministry has also prescribed detailed guidelines and formats for obtaining quarterly progress reports. These seek information on financial and physical achievements sector-wise.

Flow of information from States regarding the achievements under different heads/sectors of developments has not been forthcoming according to prescribed formats. As stated earlier, this is because a well-organised system has not yet come up in the States. For any monitoring system to be effective, feeding channels have to come into existence right from the grass-root level at Village Level Worker through Block, ITDP, District and State levels so that feed-back from the States at the national level is available.

For overall nodal monitoring of the schemes, a small monitoring cell has recently been constituted in the Tribal Development Division of the Ministry of Home Affairs.

The Programme Evaluation Organisation of Planning Commission has initiated steps to evaluate seven ITDPs on a sample basis as per details given below:—

Region	State	District	ITDP
A. Central	1. Bihar	Ranchi	Gumla
	2. Orissa	Mayurbhanj	Kaptipeda
	3. Madhya Pradesh	Bastar	Jagdapur
B. Eastern	1. Andhra Pradesh	Visakhapatnam	Visakhapatnam
G. Western	1. Gujarat	Valsad	Vasada
	2. Rajasthan	Banswara	Banswara
	3. Maharashtra	Thane	Thane-I

The Ministry of Home Affairs proposes to sponsor evaluation studies of ITDPs to Research Institutes. Recently, the Ministry has sponsored an evaluation study of ITDP in Andhra Pradesh to Indian Institute of Economics, Hyderabad.

The Tribal Research Institutes have also been asked in April, 1982 by the Ministry of conduct evaluation studies of ITDPs, atleast one ITDP a year by each Institute.

[Ministry of Home Affairs U. O. No. 16015/9/82—TD(G)
dated 25th August, 1982]

The Planning Commission are also of the view that the SCs/STs have not derived benefits to the extent envisaged in the Plans. This fact has already been noted in the Sixth Plan document and corrective action in the shape of launching of anti-poverty programmes such as IRDP and NREP and SLDP, MNP and Special Component Plan for Scheduled Castes and strengthening of programmes under TSP have been undertaken. Rigorous monitoring of these programmes have already been commenced under the new 20-Point Programme. Besides, PEO has been entrusted with the evaluation of development programmes undertaken in certain selected ITDPs.

Almost all States have set-up high-level committees, at the Ministerial and official level to oversee the implementation of these programmes. It is hoped that the outlays earmarked for programmes under SCP and TSP would be fully utilised for the benefits of

these communities. To this end, the State Governments have been advised to strengthen their field-machinery and monitoring arrangements.

[Planning Commission O.M. No. PC/BC/15—1(7)/80—
Vol. IV, dated 7th June, 1982].

Comments of the Committee

The Committee feel that not only in States, but also at the Centre, there should be a machinery for evaluating the implementation of the various programmes for development of Scheduled Castes and Scheduled Tribes.

CHAPTER IV

RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH REPLIES OF GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE AND WHICH REQUIRE RETTERATION

Recommendation Serial No. 2 (Para 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.

Reply of Government

The recommendation made by the Committee that non-officials should have been associated with the formulation of the Sixth Plan has been noted. As submitted during oral evidence, the non-official agencies could not be associated with the formulation of the Plan because of time constraint.

The recommendation regarding association of non-official organisations with the drawing-up of detailed programmes for scheduled castes/scheduled tribes would be commended to the State Government for appropriate action at their end.

[Planning Commission O.M. No. PC/BC/15—1(7)/80—
Vol. IV, dated 7th June, 1982].

Comments of the Committee

Please see Chapter I, para 1.4.

Recommendation Serial No. 4 (Para No. 39)

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

Reply of Government

Although provisions of Tribal Development are at present not 'tied' or 'earmarked', non-divertibility of these provisions is ensured consequent upon suitable budgetary mechanism. The State Governments have either created a single demand or a head under each functional major head in their budget. The Union Ministry of Finance have already advised the Central Ministries to exhibit tribal development funds separately under their respective demands.

[Ministry of Home Affairs U. O. No. 16015/9/82—TD(G)
dated 11th August, 1982].

The Commission fully support the recommendation. The Ministry of Home Affairs, with the concurrence of the Union Ministry of Finance, have already written to State Governments to provide for separate budget-heads for SCP and TSP. Most of the State Governments have made separate accounting arrangements for funds for Tribal Sub-Plans by creating separate demand or appropriate budget heads in their Budgets. Instructions for opening up of separate budget heads for Scheduled Castes Component Plans have also been issued by the Home Ministry in consultation with the Union Ministry of Finance.

[Planning Commission O.M. No. PC/BC/15—1(7)/80—
Vol. IV, dated 7th June, 1982].

Comments of the Committee

Please see Chapter 1, para 1.8.

Recommendation Serial No. 9 (Para No. 64)

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 for 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.

Reply of Government

The Special Component Plans for Scheduled Castes have been introduced very recently. As with all new programmes and policies, there are, in the initial stages, inevitable problems of formulation, preparation, implementation and building in systems of implementation, monitoring and evaluation. Efforts are being continuously made to see that the SCPs are improved qualitatively and quantitatively, that they are properly implemented and that monitoring and evaluation systems are built up. All State Governments and UTs with a substantial population of Scheduled Caste have formulated Special Component Plans. The need for further improvement by bringing in larger programmes and outlays from different sectors of the general Plans is continuously being emphasised to State Governments, during discussions at various levels, during tours and through communications. Amongst the Central Ministries, a beginning has been made in the preparation of the Special Component Plans by the Ministries of Agriculture, Commerce, Education, Rural Development, Health and Family Welfare.

The importance of formulating optimal Special Component Plans is being emphasised upon all Central Ministries. Under a recent Notification (No. D.O.C. CD-93/82 dated 23rd January, 1982) the responsibility of every Central Ministry/ Department and monitoring and evaluation of the programmes for the Scheduled Castes in its sector has again been made. This was also pointed out to them earlier by the Prime Minister in her D.O. letter No. 280-PMO/ 80 dated March 12, 1980,

Ministry of Home Affairs fully endorse the views of the Committee that it is necessary to undertake evaluations to assess the impact of the flows of funds and benefits to the Scheduled Castes. The Special Component Plans are discussed as part of the Plan exercise when also an overall review is undertaken; several States have set up Cells for monitoring and evaluating their implementation of the Special Component Plans. These efforts will continue to be intensified.

[Ministry of Home Affairs O.M. No. 16020/2/82—SCBCD III, dated August, 1982].

The recommendation mainly relates to the quantification of funds by the Central Ministries for the Tribal Welfare Programmes. This has been engaging the attention of the Ministry of Home Affairs and a dialogue has been kept up with the Central Ministries. Home Secretary has again addressed on 6th June, 1982 the Secretaries of Central Ministries concerned in this respect. A clear picture of the allocations for 1981-82 and 1982-83 will emerge after the replies to Home Secretary's letter are received. Further efforts are being made to ensure adequate quantification of funds for the tribal areas under Central Sector Schemes. The recommendation is being brought to the notice of the concerned Ministries.

[Ministry of Home Affairs U. O. No. 16015/9/82—TD (G) dated 11th August, 1982].

So far as the flow of funds from the State Plans are concerned, as already explained under Recommendation No. 3, a high degree of qualification has been achieved. The more important factor at this stage is the effective utilisation of outlays and then proper monitoring which is being impressed upon the State Governments.

2. The Commission are vigorously pursuing the question of identification of schemes and quantification of outlays for the benefit of Scheduled Castes/Scheduled Tribes with different Central Ministries/Departments. The Ministries have already started this work of identification. The scope for identification is limited in a number of Ministries'/Departments' programmes. Those of the Ministries'/Departments which have beneficiary-oriented programmes have initiated this work.

[Planning Commission O.M. No. PC/BC/15—1(7)/80—Vol. IV, dated 7th June, 1982].

Comments of the Committee

Please see Chapter I, para 1.13.

Recommendation Serial No. 13 (Para 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 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 *sine qua non* for the effective implementation of the scheme under the ITDP.

Reply of Government

The Ministry of Home Affairs constituted a Working Group on Administrative Arrangements and Personnel Policies in Tribal Areas in 1978 and worked out details of guidelines that required to be issued to the States covering, *inter-alia*, the following aspects:

- (1) Administrative arrangements in the Centre and the States for implementation of tribal development programmes.
- (2) Improvement in the administrative structure, personnel policies including creation of a sub-cadres, ensuring continuity of tenure at different levels of administration recruitment of local candidates, etc.
- (3) Placement policies in tribal areas ensuring proper selection and training of right quality of personnel; and
- (4) Formalising the system of standing Committees at project, States and Central level to review the implementation of personnel policies in the sub-plan areas.

So far, information regarding implementation/comments on a substantial number of recommendations have been received from the States of Gujarat, Himachal Pradesh, Kerala, Tamil Nadu, and Tripura. Part information is available in respect of Andhra Pradesh, Orissa, UP and West Bengal. The Government of Maharashtra had appointed a Committee to go into the whole question of Administrative set up in tribal areas and the report of the Committee is under consideration of the State Government.

[Ministry of Home Affairs O.M. No. 16020/2/82—SCBCD
III, dated August, 1982].

Comments of the Committee

Please see Chapter 1 para 1.16.

Recommendation Serial No. 15 (Para No. 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.

Reply of Government

The Ministry is addressing the State Governments in regard to the nature and content of the Governor's Annual Reports. The States have also been advised to submit the reports in time. The Ministry, itself, would critically examine these reports.

2. In consultation with the Ministry of Law, Justice and Company Affairs it has been decided that having regard to the various provisions in the Constitution it is not essential to bring the subject of tribal development in the Concurrent List of the Seventh Schedule of the Constitution because it might not in itself improve implementation of programmes for tribal development.

[Ministry of Home Affairs U. O. No. 16015/9/82—TD(G)
dated 11th August, 1982].

Comments of the Committee

Please see Chapter 1 para 1.19.

Recommendation Serial No. 19 (Para No. 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.

Reply of Government

In addition to the reply forwarded by the Planning Commission it may be stated that the State Governments have already been addressed; at the very beginning of this financial year, by the Government of India. It has been stressed that the working of the Post Matric Scholarships Scheme should be so streamlined as to converge on timely payment of the scholarships to the Scheduled Castes/Scheduled Tribes students every month, i.e., by the very beginning of the month to which it relates so that there is no strain for them distracting them from their studies.

Attention of the State Governments/UTs have also been drawn towards steps taken by the Government of Karnataka with the help of computerisation to streamline the functioning of the scheme. This will enable the States to cut short avoidable delays in procedural handling, shuttling back and forth of application forms, submission of new application forms for renewal etc. The steps taken by the Karnataka Government have been commended to all States/Union Territories. Advance release of Central Assistance this year, though this is a re-imbursement scheme, is also expected to help the States/Union Territories in this regard.

[Ministry of Home Affairs O.M. No. 16020/2/82-
SCBCD III, dated August, 1982].

The rates of Post-matric scholarships were last revised in July, 1981. The primary reason for their upward revision was the rise in the cost of living since these rates were last fixed in 1972. Since the rates were revised only last year, there is at present no need to link them with the cost of living. As regards the suggestion that payment should be made at the beginning of the academic session, it may be mentioned that this is already being done in certain States, and others are being requested to follow the same procedure.

[Planning Commission O.M. No. PC/BC/15-1(7)/80-
Vol. IV, dated 7th June, 1982].

Comments of the Committee

Please see Chapter 1 para 1.23.

Recommendation Serial No. 21 (Para No. 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 sending their children to school. This 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 Castes and Scheduled Tribes 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.

Reply of Government

The Sixth Five Year Plan, 1980—85 has clearly listed out the main objectives of the educational development in qualified terms to ensure elementary education to all children up to the age of 14 years within the next ten years; particular attention being paid to school drop-outs and to those groups which are in danger of getting left behind because of their special circumstances through appropriate programmes. The Sixth Plan document also states that: "in both formal and informal systems; the emphasis would be on the retention of students and effective delivery of services to children. It is also essential to ensure appropriate incentives like free mid-day meals, supply of uniforms and learning materials and compensation to the families of Scheduled Castes girls towards the opportunity cost involved. Efforts should be made by the State Governments to introduce measures with a view to eliminate wastage and reduce drop-out in elementary education." This particularly points to the Scheduled Castes and Scheduled Tribes. The Report of the Working Group on the development of Scheduled Castes (1980—85) has *inter-alia* recommended; "To compensate for the loss of income on account of sending their children to schools who are compelled by the socio-economic system to work and earn for their families subsistence income, provision of opportunity cost to the families of the Scheduled Castes should be made specially in

respect of girls/children of families in occupational categories like agricultural labourers, leather workers and other artisans, fishermen, civic sanitation workers (sweepers and scavengers), marginal farmers including share croppers and other labourers in the unorganised sector since without this basic remedy to the desperate situation any plan or programme to fulfil the nationally accepted policy regarding the educational development of the Scheduled Castes can never succeed in the foreseeable future." Some of the State Governments like Haryana, Himachal Pradesh and Orissa have already introduced such a scheme. In order to provide the effort a countrywide coverage, this Ministry with the advice of the then Member, Planning Commission and after consulting the guidelines prescribed by the World Food Programme and in consultation with the Ministry of Agriculture, has prepared a detailed project on "Scheme for Food, Learning for Scheduled Caste Girls in Primary Classes" in selected Districts where Scheduled Caste female literacy rate is very low. As desired by the Ministry of Agriculture, the project proposal has been sent to the Ministry of Education and Culture (Department of Education).

The Scheme is mainly intended to attract Scheduled Caste girl students to primary classes and retain them and reduce drop out rates. It has been proposed under the scheme to supply to the families of such girl-students, at the rate of 500 grams of foodgrains, 10 grams of edible oil|butter oil and 10 grams of milk-powder to per Scheduled Caste girl-student. The supply of foodgrains and other items under the scheme would be for a period of 10 months in a year. The project is under the examination of the Ministry of Education.

Regarding revision of rates of pre-matric scholarships programmes like free textbooks, free uniform, mid-day meals, boarding and lodging facilities etc., the recommendation has been brought to the notice of the Ministry of Education and Culture (Department of Education) to take appropriate action.

[Ministry of Home Affairs O. M. No. 16020/2/82—SCBCD
III, dated August, 1982]

As explained by the officials of the Home Ministry during oral evidence, some State Governments are already operating schemes under which parents of Scheduled Caste children going to school are compensated. Some of the States like Himachal Pradesh, Haryana and Gujarat are implementing this programme. The rate and the pattern of assistance, however, differ from State to State.

The suggestion of the Committee that the rates of pre-matric scholarships should be increased from time to time and that incentive programmes like free text books, free uniforms, mid-day meals, etc., should be strengthened adequately, would be conveyed to the State Governments for appropriate action.

[Planning Commission O.M. No. PC/BC/15-1(7)/80-Vol.IV,
dated 7-6-82]

Comments of the Committee

Please see Chapter 1* para 1.26.

Recommendation Serial No. 31 (Para No. 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.

Reply of Government

The State Governments and the Tribal Research Institutes have been advised to conduct training and refresher courses on a regular basis. These matters are reviewed in the Conference of Directors of Tribal Research Institutes referred to in reply to Recommendation No. 30. This particular recommendation is again being brought to the notice of the State Governments and the Tribal Research Institutes.

[MHA U.O. No. 16015|9|82-TD(G) Dt. 11th August, 1982]

Comments of the Committee

Please see Chapter 1 para 1.29.

Recommendation Serial No. 32 (Para No. 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 the alarming proportion.

Such a situation, the Committee feel, is indication of the fact that neither the Ministry of Home Affairs nor the State Governments have adequate machinery for the effective implementation of the 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 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.

Reply of Government

The Government equally share the anxiety expressed by the Committee. The figures of crimes committed against Scheduled Castes in 1981 were 14185 as compared to 13746 in 1980 and 13861 in 1979. It would thus be seen that there has been only a marginal increase in the number of crimes against Scheduled Castes in 1980 compared to those of 1979 and 1980.

2. In so far as the action on the recommendations made by the Parliamentary Committee on the Welfare of Scheduled Castes and Scheduled Tribes in their 31st Report (6th Lok Sabha), is concerned, it may be pointed out that action taken report has already been submitted to the Lok Sabha Secretariat. On the basis of that action taken report, the Committee on the Welfare of Scheduled Castes and Scheduled Tribes presented the Eighth Report and the same is being processed. Further the Government of India is deeply concerned about crimes against these weaker sections of the society, who are in a weak and vulnerable position, and maintains a close and continuous touch with the State Governments with a view to checking crimes against these sections of the people. Not only comprehensive guidelines on the precautionary, preventive, punitive, rehabilitative and personnel policy measures have been communicated to the State Governments in the Union Home Minister's letter dated 10th March 1980, but also the effective implementation of the guidelines is closely followed and reviewed.

3. The Untouchability (Offences) Act, 1955 was replaced by the Protection of Civil Rights Act, 1955, providing more stringent provisions and it came into force from 19th November, 1976. Protection of Civil Rights Act cases registered since then do not indicate any sharp increase in the country and number of cases ending in conviction has increased significantly.

Section 15A of the Act requires to State Governments to ensure that the rights accruing from the abolition of 'Untouchability' may be availed of the concerned persons. The Government of India is fully committed to the task of eradication of untouchability and is in constant touch with the States. It has been suggesting measures providing funds on matching basis on schemes directly linked with eradication of untouchability.

So far the scheme of legal aid to the Scheduled Caste victims of PCR Act cases has been enforced by 15 States. To look into Protection of Civil Rights cases, Special Cell/squads have been created by 10 States and Special Officers have been appointed by 6 other States for initiating and exercising supervision over prosecution. To date 16 States have set up committees at different levels, to make periodical review of the problems connected with untouchability, the cases related to it and suggest various measures for effective implementation of the Protection of Civil Rights Act. Further, 5 Mobile Special Courts in Andhra Pradesh, 3 Special Courts in Rajasthan, 4 Special Courts in Tamilnadu have been set up. Decisions have also been taken to set up 4 special courts each by Bihar and Madhya Pradesh Governments as per the information furnished by these States. Other States with sizable SC population, where the problem is acute, are considering constitution of such special courts. Wide publicity against the evil practice of untouchability have been arranged by various wings of Ministry of Information and Broadcasting, States and through slogans on inland letter-covers. A brochure has also been brought out in various languages. These efforts are continuing and being further intensified.

The Central Government has been coordinating the efforts made by the State Governments and a Special Cell has been created in this Ministry since May, 1979.

In pursuance to Section 15A (4) of the Protection of Civil Rights Act, the Central Government is placing every year on the Table of the both the Houses of Parliament, a report on the measures taken by itself and the State Governments.

[No. BC-17020/18/82-POR CELL]

It is observed that the committee have felt that there is no adequate machinery for the effective implementation of protection of Civil Rights (PCR) Act. The Committee have suggested streamlining of the functioning of the scheme of implementation of Civil

Rights Act so as to make it more result-oriented. The PCR Desk, the Cell in the SCBCD Division are concerned with the implementation of the PCR ACT and their comments may be obtained.

[Ministry of Home Affairs, U.O. No. 16015|9|82-TD (G)
Dated 11th August, 1982]

Comments of the Committee

Please see Chapter I para 1.32.

Recommendation Serial No. 33 (Para No. 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.

Reply of Government

The Government of India is in full agreement with the observation of the Committee that in a vast country like India where Scheduled Castes and Scheduled Tribes have been living in acute stress and strains for centuries together, voluntary organisations have significant and important role to play in their economic and social upliftment.

The total provision for aid to voluntary organisations for welfare of Scheduled Castes and Scheduled Tribes is Rs. 3.00 crores for the Sixth Five Year Plan period 1980—85. The Ministry of Home Affairs have been allotting funds for continuing programmes as also trying to help new voluntary organisations to the extent funds have permitted. But the ceiling on funds is a limiting factor and, in fact, some new proposals concerning work of voluntary organisation in the North-East could not be approved for sanction on account of financial limitations. The Government have moved the Planning Commission for augmentation of funds, but it seems unlikely that the ceiling will be raised.

2. The Commission for Scheduled Castes and Scheduled Tribes in their report for the year 1978-79 had recommended that the Ministry of Home Affairs should ensure that the grants released by them were utilised to benefit the Scheduled Castes and Scheduled Tribes,

nomadic, semi-nomadic and denotified tribes. As a follow-up action of the recommendation, it was decided in consultation with the Commission for SC and ST that the Directors/Dy. Directors under the Commission should inspect atleast once a year the working of the grantee organisations and submit their inspection reports to the Commission and to the Ministry of Home Affairs for appropriate action. It was also decided that in case the Ministry desired to have these institutions inspected by their own officers such as the Under Secretary (Tribal Development) that might be arranged by the Ministry separately and independently. Consequently, the Directors/Dy. Directors for Scheduled Castes and Scheduled Tribes and the Under Secretary (Tribal Development) in the Ministry of Home Affairs have been inspecting the working of organisations and submitting their reports to the Government for appropriate action.

3. The total provision of Rs. 3.00 crores for the welfare of SCs and STs is inadequate and unless it is enhanced by the Planning Commission it will neither be possible nor desirable to change the criteria of "All India Character" of the voluntary organisations for the purpose of grant-in-aid for the welfare of Scheduled Tribes. Also, it might not be possible for the Government to cater to the needs of a much larger number of voluntary organisations than at present as the Government will not be in a position to keep in touch with their work. The type of "surveillance" which the Committee has called for will certainly not be possible. In any event, the local voluntary organisations should be looked after by the State Government who, on account of their proximity to the field of activities of such organisations will be in a better position to guide, inspect and direct such organisations.

[Ministry of Home Affairs U.O. No. 16015/9/82-TD(G)
dt. 11th August, 1982]

Comments of the Committee

Please see Chapter 1 para 1.35.

Recommendation Serial No. 35 (Para No. 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.

Reply of Government

In order to ensure that the assistance through the Corporation reaches the right kind of beneficiaries, the following approach has been adopted. An income limit of Rs. 3,500 and Rs. 4,300 per family for rural and urban areas respectively has been prescribed as eligibility criterion for assistance; this is computed by rounding off the

poverty line figures defined by the Planning Commission at 1976-77 prices and suitable modifications will be made from time to time, taking into account fluctuations in the price index. However, no income certificate will be insisted upon for beneficiaries belonging to the families from the agricultural labourers, marginal farmers, small farmers, share croppers, tenants and non-agricultural labourers employed in sectors other than those regularly employed in large and medium scale industry. Such persons will automatically be presumed to come within the eligible categories; no income certificate will be required in such cases. They account for the bulk of the Scheduled Castes and thus for them the income limit mentioned poses no problem. In the case of the educated unemployed (matriculates and above) who do not belong to families of the above categories the income limit of P.M.S., which is much higher will apply. The main object of this scheme is to assist the weakest among Scheduled Castes who also are the vast majority amongst the Scheduled Castes, and as such these eligibility criteria have been prescribed. Assistance for schemes in respect of other categories of applicants can be secured through the Special Component Plans of the concerned functional organisation e.g. State Small Scale Industries Corporations, State Handloom and Handicrafts Corporations, State Financial Corporations etc.

[Ministry of Home Affairs O.M. No. 16020/2/82 dt. August, 82]

This relates to the criterion of income limits prescribed for the grant of loans and subsidies to Scheduled Castes and Scheduled Tribes by the Corporations. The suggestion made by the Committee is that this may be made flexible so that the needy applicants are not debarred. This recommendation is being forwarded to the State Governments for consideration and action.

[MHA U.O. No. 16015/9/82-TD(G) dt. 11th August, 1982]

The programme was conceived to assist the weakest among the Scheduled Castes who for lack of assets or otherwise were not in a position to obtain institutional finance. Thus income limit was deliberately kept low so that more of the rural poor benefit from it. In case the income limit is revised upward, from the existing level, there is a danger that the limited resources may get diverted towards the relatively better off among the Scheduled Castes and Corporations would be tempted to invest funds in Projects involving higher utilisation of funds but benefitting only a selected few. The objective of meeting the credit needs of the poorest among the SC/STs will be served better if the income criteria is retained.

[Planning Commission O.M. No. PC/BC/15-1(7)/80-Vol. IV dated 7-6-1982]

Comments of the Committee

Please see Chapter 1 para 1.38.

Recommendation Serial No. 39 (Para No. 205)

The Committee suggest that the field office 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 liable to discharge their functions properly.

Reply of Government

The suggestion of the Committee that the field offices of the Commission for Scheduled Castes and Scheduled Tribes should be actively involved in the evaluation of the scheme is linked with the question of giving statutory powers to the Commission, which is under active consideration of the Government.

[Ministry of Home Affairs O.M. No. BC. 14011/20/82-
SC & BCD-I dated the August, 1982]

Comments of the Committee

Please see Chapter I para 1.41.

CHAPTER V

RECOMMENDATIONS/OBSERVATIONS REGARDING WHICH FINAL REPLIES OF GOVERNMENT HAVE NOT BEEN RECEIVED

Recommendation Serial No. 22 (Para No. 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-out of children at the primary and middle school level.

Reply of Government

Regarding item No. 117, (S. No. 22): The recommendation has been brought to the notice of the Ministry of Education and Culture (Deptt. of Education) for necessary action.

It may, however, be added that this Ministry has also provided funds to the National Institute of Educational Planning and Administration, New Delhi, towards setting up of study unit on the educational development of Scheduled Castes by the NIEPA, New Delhi. The study unit can *inter-alia* also take up evaluative studies on the working of pre-matric scholarship scheme.

[Ministry of Home Affairs O.M. No. 16020/2/82-SC & BCD-III dated August, 82]

The Ministry of Education and Culture has been addressed to entrust NCERT the study of evaluation of working of pre-matric scholarship scheme as suggested by the Committee. This is being followed up.

[MHA U.O. No. 16015/9/82-TD(G) dt. 11th August, 1982]

Comments of the Committee

The Committee may be apprised of the final decision whether evaluation of the working of pre-matric scholarships scheme has been entrusted to NCERT by Ministry of Education. The Committee would also like to know the details of steps taken for checking large number of drop-out of children particularly those belonging to Scheduled Castes and Scheduled Tribes, at the primary and middle school level.

Recommendation Serial No. 27 (Para No. 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 girls students who had not taken advantage of it.

Reply of Government

The recommendation has been brought to the notice of the Ministry of Education and Culture (Department of Culture).

[Ministry of Home Affairs O.M. No. BC. 14011/20/82-SC & BCD-I dated the August, 1982]

The Ministry of Education have been requested to conduct the survey in the matter. This is being followed up.

[MHA U.O. No. 16015/9/82-TD(G) dt. 11th August, 1982]

Comments of the Committee

The Committee would like to be apprised if any survey is being conducted by the Ministry of Education. . . .

Recommendation Serial No. 29 (Para No. 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 Governments 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 deserved due to the non-availability of candidates from these communities. The Committee feel that lack of proper guidance and training to eligible SC and ST 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 centre 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 Castes and Scheduled Tribes candidates.

Reply of Government

The scheme of coaching-cum-guidance centres has been transferred to the Ministry of Labour since 1981-82 onwards. The recommendation has, however, been brought to their notice for taking appropriate action.

[Ministry of Home Affairs O.M. No. BC. 114011|20|82-SCDC & D-I dated August, 1982]

Comments of the Committee

The Committee express their displeasure at the casual manner in which reply has been given by the Ministry of Home Affairs. The Committee desire that they should be apprised of the action taken by the Ministry of Labour on their recommendation.

Recommendation Serial No. 41 (Para No. 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 field—social, economic, educational, cultural, technological, etc. will be considered expeditiously as agreed to by the representatives of the Ministry of Home Affairs during evidence.

Reply of Government

The matter is receiving consideration in the Ministry.

[MHA U.O. No. 16015/9/82-TD(G) dt. 11th August, 1982]

Comments of the Committee

The Committee may be apprised of the final decision in the matter.

EW DELHI;

A.C. Das,
Chairman,

February 19, 1983
Laga 30, 1904(S). Committee on the Welfare
of Scheduled Castes and
Scheduled Tribes.

A P P E N D I X

Analysis of the Action Taken by Government on the recommendations contained in the
Twenty-first Report (Seventh Lok Sabha) of the Committee.

(Vide Para 4 of Introduction)

I.	Total number of Recommendations	41
II.	Recommendations which have been accepted by Government (Vide Recommendations Sl. Nos. 1, 3, 6, 7, 11, 12, 14, 16, 17, 18, 20, 24, 25, 26, 28, 30, 38 and 40):	
	Number	18
	Percentage to total	43.9%
III.	Recommendations which the Committee do not desire to pursue in view of Government's replies (Vide Recommendations Sl. Nos. 3, 8, 10, 23, 34, 36 and 37):	
	Number	7
	Percentage to total	17%
IV.	Recommendations in respect of which replies of Government have not been accepted and which require reiteration (Vide Recommendations Sl. Nos. 2, 4, 9, 13, 15, 19, 21, 31, 32, 33, 35 and 39):	
	Number	12
	Percentage to total	29.2%
V.	Recommendations in respect of which final replies of Government have not been received (Vide Recommendations Sl. Nos. 22, 27, 29 and 41):	
	Number	4
	Percentage to total	9.8%

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PUBLISHED UNDER RULE 382 OF THE RULES OF PROCEDURE AND CONDUCT OF
BUSINESS IN LOK SABHA (SIXTH EDITION) AND PRINTED BY THE GENERAL
MANAGER, GOVERNMENT OF INDIA PRESS, MINTO ROAD, NEW DELHI.