

**COMMITTEE ON THE WELFARE OF
SCHEDULED CASTES AND
SCHEDULED TRIBES
(1983-84)**

(SEVENTH LOK SABHA)

**FIFTY-FIRST REPORT
MINISTRY OF HOME AFFAIRS**

**SOCIO-ECONOMIC CONDITIONS OF SCHEDULED
CASTES AND SCHEDULED TRIBES IN THE UNION
TERRITORY OF DADRA AND NAGAR HAVELI**

Presented to Lok Sabha on ... 26 April 1984

Laid in Rajya Sabha on ... 26 April 1984



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Corrigenda

to

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Welfare of Scheduled Castes/Tribes
(1983-84) (Seventh Lok Sabha)

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INTRODUCTION

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

2. The Committee took the evidence of the representatives of the Ministry of Home Affairs and of the Dadra and Nagar Haveli Administration on 27th October, 1983. The Committee wish to express their thanks to officers of the Ministry of Home Affairs and of the Dadra and Nagar Haveli Administration for placing before them material and information, the Committee wanted in connection with examination of the subject.

3. The Report was considered, and adopted by the Committee on 3rd April, 1984.

4. A summary of Conclusions/Recommendations contained in the Report is appended.

(Appendix-II)

NEW DELHI ;
April 4, 1984

Chaitra 15, 1906(S).

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

CHAPTER I

INTRODUCTORY

A. Population Statistics

According to 1981 Census the total population of the Union Territory of Dadra and Nagar Haveli is 1,03,676. The number of Scheduled Castes and Scheduled Tribes amongst them and their percentage to the total population are :—

Scheduled Caste Population	2041
Percentage of the total population	1.97%
Scheduled Tribes population	81,714
Percentage to the total population	78.82%

1.2 The main occupation of the Scheduled Castes/Scheduled Tribes in the territory is agriculture, collection of forest produce and industrial labour.

1.3 As per the Constitution (Dadra and Nagar Haveli) Scheduled Castes order, 1962 the following Castes have been declared as Scheduled Castes in Dadra and Nagar Haveli :—

- (i) Bhangi
- (ii) Chamar
- (iii) Mahyavandhi & Dhed

1.4 As per the Constitution (Dadra and Nagar Haveli) Scheduled Tribes order, 1962, the following tribes have been declared as Scheduled Tribes in the Union Territory :—

- (i) Dhodia
- (ii) Dubia
- (iii) Kathdi
- (iv) Kotma
- (v) Koli Dhore including Kolgha
- (vi) Nayka or Naikada
- (vii) Varli

B. Organisational Set-up

1.5 Dadra and Nagar Haveli were liberated from the Portuguese rule on 21 July and 2 August, 1954 respectively. The territory was administered by Free Dadra and Nagar Haveli Administration from August, 1954 till its merger with the Indian Union in 1961.

1.6 During the period this territory remained under Free Dadra and Nagar Haveli Administration much could not be achieved on the socio-economic and educational fronts on account of limited resources of the territory. Actual development started in 1966-67 i.e. during the Forth Five Year Plan period.

1.7 At present the administrative head of the territory is the Lt. Governor of Goa, Daman and Diu who is designated as Administrator of the Union Territory of Dadra and Nagar Haveli. The day to day affairs of the Administration are looked after by the Collector who is the Head of Department for all offices within the Union Territory. He is assisted by the Secretary to the Administrator and Assistant Secretary to the Administrator.

1.8 There is Varishtha Panchayat in the Territory consisting of 26 elected members, which is considered as the apex Advisory Body. It advises Administration on policy matters concerning socio-economic development of the Territory. From this territory only one Member of Parliament is elected and the seat is reserved for Scheduled Tribe community.

1.9 Asked during evidence whether the administrative set up in Dadra and Nagar Haveli was adequate, Special Secretary, Ministry of Home Affairs has stated that for a total population of a lakh or so the administrative set up is sufficient.

1.10 Asked whether the function of Varishta Panchayat as an Advisory Body had proved beneficial to the Union Territory Administration, the Special Secretary in the Ministry of Home Affairs has stated :—

“.....The powers which are enjoyed by the Panchayati Raj institutions in Gujarat and Maharashtra are something which should be emulated in Dadra and Nagar Haveli. There are Panchayats but they have restricted powers. Their role is only advisory.”

CHAPTER II

STRATEGY FOR DEVELOPMENT

A. Plan Outlays and Expenditure

2.1 It has been stated that the approved outlay for Fifth Five Year Plan (1974-79) was Rs. 572.21 lacs and the entire amount was spent during the Plan period. The approved outlay for Sixth Five Year Plan is Rs. 2309 lacs and the expenditure incurred during the first three years of the Sixth Plan is as follows :—

Year	(Rs. in lacs)	
	Approved outlays	Expenditure
1980-81	460.80	403.05
1981-82	613.00	575.29
1982-83	679.00	636.49
	1752.80	1614.83

2.2 The sectorwise allocation of the Sixth Plan provision is at Annexure-I.

2.3 The Committee have been informed that the territory is predominantly rural and tribal. The economy of the territory is agro-forest based. The main occupation of the people is agriculture, collection of forest products and labour. Keeping in view the occupational pattern of people in the territory, main emphasis during the Sixth Five Year Plan has been given on development of agriculture, forests, dairy development etc. and to sustain the proposed developmental programmes, emphasis on creation of necessary infrastructure like irrigation facilities, formal credit agencies etc. has also been given.

2.4 Asked during evidence why during the last three years Rs. 1.38 crores had lapsed, the Special Secretary, Ministry of Home Affairs explained that the plan allocations never lapse. The representative of Ministry of Home Affairs has added :—

“.....in so far as Plan schemes are concerned, if we are not able to spend money in any particular year, it is not that the money lapses. When the administration goes to the Planning Commission next year for more money, the money that has not been spent is taken into consideration. Secondly, you will admit

that this is a territory which is not only small but where the experience of planning is very recent. As you know, the territory became a part of India only in 1961, of course, I am not holding any alibi for all the shortfalls. We admit that there are shortfalls and inadequacies. The staff needs to be strengthened and more money needs to be given. If the staff is not adequate, people from Delhi have to go, make an assessment and support the Administration and give the necessary help. It is understood that the shortfalls in the previous years which the hon. Member read out just now are mostly on the capital side and not on the revenue side. These shortfalls have arisen on the capital side because of the inability of the contractors to accept the tenders."

The witness has further stated :—

"When I saw this, I was not personally satisfied with the performance. I have also promised that I am sending an officer who will go and assess all the bottlenecks and find out what are the reasons for the shortfalls. It is a very microscopic project. I do not see any reason why there should be any difficulty. We will assess it and help the local administration to accelerate the progress."

2.5 Sector wise allocation of the Plan provision for the year 1980-81 are as under :—

Head of Development	(Rs. in lacs)	
	Approved outlay	Expenditure
I. Agriculture & allied Services	92.50	58.93
II. Cooperation	4.00	1.38
III. Irrigation & Power Project	241.00	259.56
IV. Industry & Minerals	9.00	2.64
V. Transport & Communication	41.00	38.58
VI. Social & Community Services	72.05	41.10
VII. Economic Services and State	1.25	0.86

2.6 It is seen from the above data that during the year 1980-81, against the outlay Rs. 92.50 lacs in Agriculture and Allied Services the amount actually spent was Rs. 58.93 lacs only. In this connection, the representative of Ministry of Home Affairs had stated during evidence as under :—

"The schemes could not be executed because the staff were not in position."

2.7 Sector-wise allocation of the plan provision for the years 1981-82 and 1982-83 are as under :—

Head of Development	(Rs. in lakhs)	
	Approved outlay	Expenditure
I. Agriculture & Allied Services	94.40	90.73
II. Cooperation	4.00	2.01
III. Irrigation & Power Project	341.60	359.37
IV. Industry & Minerals	9.00	6.48
V. Transport & Communication	76.50	41.89
VI. Social & Community Services	84.00	71.89
VII. Economic Services & State	1.50	0.72
VIII. Stationery & Printing	2.00	2.00
	613.00	575.29
1982-83		
I. Agriculture & Allied Services	97.50	107.01
II. Cooperation	10.00	5.64
III. Irrigation & Power Project	360.25	327.45
IV. Industry & Minerals	25.00	16.61
V. Transport & Communication	67.00	77.37
VI. Social & Community Services	115.75	100.86
VII. Economic Services & State	2.00	1.32
VIII. Stationery & Printing	1.50	0.23
	679.00	636.49

2.8 The Committee note that for the Union Territory of Dadra and Nagar Haveli the outlay for the Sixth Five Year Plan is 2,309 lakhs. The Committee are distressed to note that during 1980-81 against the outlay of Rs. 460.80 lakhs the expenditure was Rs. 403.05 lakhs. During 1981-82 the approved outlay was Rs. 613 lakhs and against that the expenditure was 575.29 lakhs. Similarly during 1982-83 against the approved outlay of Rs. 679 lakhs the expenditure was Rs. 636.49 lakhs. The examination of the sector-wise allocation during 1980-81 reveals that in the agriculture and allied services sector the approved outlay was Rs. 92.50 lakhs while the expenditure was only Rs. 58.93 lakhs. The Committee feel surprised that on the one hand it is stated that the main occupation of the people in this territory is agriculture, collection of forest products and labour and keeping in view the occupational pattern of people in this territory, the main emphasis during the Sixth Five Year Plan has been on development of agriculture, forests etc, but on the other hand, it seems that emphasis on agriculture during the Sixth Five Year Plan is on paper only because the expenditure figures do not show that any special efforts have been made for the development of agriculture.

When the question regarding shortfalls in expenditure was raised during evidence, the representative of the Ministry of Home Affairs mentioned several reasons, namely that the territory became a part of India only in 1961; the staff is not adequate and the shortfalls were mainly on the capital side because of the inability of contractors to accept the tenders. The Committee do not consider such reasons as valid because more than 20 years have passed since this territory became a part of India and there was enough time to devise scheme for the speedy development of this area. The Committee also feel that shortage of staff is being mentioned to explain the shortfalls in expenditure; but the fact is that adequate attention has not been given by Government for the systematic development of this territory. The fact that in respect of Plan Schemes the money does not lapse is not a satisfactory explanation for the shortfall in expenditure. If year after year the allocated funds are not utilised, the Planning Commission is likely to get an impression that the funds are actually not needed for the development of the Union Territory to the extent these were allocated initially. The Committee, therefore, recommend that a senior officer should go into the question as to why there has been consistent shortfall in expenditure during the first three years of the Sixth Plan and suggest suitable remedial measures so that allocated funds are utilised fully for the development of the Tribal People, who constitute 78.82 per cent of the total population as per 1981 census, in this Union Territory.

B. Poverty Line

2.9 It has been stated that there are 71032 persons in the Union Territory who are living below the poverty line. They constitute 68.5 per cent of the total population. According to information furnished to the Committee the target laid down in the Sixth Five Year Plan for assisting the families to enable them to cross the poverty line is 3,000 families.

2.10 In a note furnished to the Committee it has been stated that the number of families covered during the last two years under various schemes was not very satisfactory due to various reasons, one of the most important being non-availability of necessary officers and staff to implement the schemes/programmes.

2.11 Asked about the targets fixed in Agriculture and Animal Husbandry Sectors for assisting the families to cross the poverty line, the following information has been furnished to the Committee:

Sector	Target	Achievements		
		1981-82	1982-83	1983-84 (Proposed)
Agriculture	1000 families	Nil	220 families	220 families
Animal Husbandry	1000 families	Nil	300 families	220 families

2.12 The Committee note that in the Union Territory 68.5 per cent of the people are living below the poverty line. Even though the target is to assist 3000 families to cross the poverty line during the Sixth Plan period the achievements in two sectors namely, Agriculture and Animal Husbandry has been poor. In Agriculture Sector no families were assisted to cross the poverty line during 1981-82 and during 1982-83 only 220 families could be assisted. The exact number of families assisted during 1983-84 is not known. Similarly, in Animal Husbandry Sector against the target of 1000 families the performance was nil during 1981-82 and in 1982-83 only 300 families could be assisted. The actual achievement during 1983-84 in this sector also is not known. The Committee feel unhappy that the poor performance to assist the families to cross the poverty line is due to the non-availability of officers and staff to implement the various schemes and programmes. The Committee recommend that the Ministry of Home Affairs should look into the matter and provide necessary staff so that various schemes and programmes can be implemented effectively to achieve the target of assisting 3000 families during the Sixth Plan period.

C. Indebtedness

2.13 It has been stated that no special studies have been carried out to know the exact extent of indebtedness among the Scheduled Castes and Scheduled Tribes in the territory. The general trend among tribals to borrow from non-formal credit agencies, has been reversed with the establishment of more formal credit agencies.

2.14 The following steps have been taken to eliminate private money lending in the territory.

- (i) The Bombay Money Lending Act, 1947 has been extended to this territory with effect from 1-6-1968.
- (ii) No licence has been issued to anyone for money-lending in the Union Territory.
- (iii) A co-operative officer-cum-Auditor, Co-operative Societies has been appointed as a money-lending Inspector.

2.15 Asked whether any private lending business without licence was prevalent in the Union Territory, the Special Secretary, Ministry of Home Affairs, has stated during evidence:

"It must be there. It happens everywhere where people live below the poverty line. That is why I suggested in the beginning that we will entrust this study to the Tribal Research Institute in Gujarat to go into this."

The witness further added:—

"I think the Administration is not aware of it. Nobody has come before them. We have to look into the problem in depth."

2.16 It has been stated that a considerable number of Scheduled Caste/Scheduled Tribe persons defaulted in repaying that debts to the Agricultural Credit Societies. The debt was on account of borrowing from societies for agricultural purposes. Since they were declared defaulter, they became ineligible to get fresh loans from formal credit agencies. The situation could have forced the tribals for money borrowing from non-formal Credit Agencies i.e. Money Lender/Local Trader/Landlords. This could have resulted in their exploitation at the hands of non-formal credit agencies. In order to overcome this problem a scheme 'Redeeming of Frozen Debt' was formulated under which their outstanding debts upto Rs. 500 alongwith the interests was paid to the society on their behalf by granting loan to the societies by the Government.

2.17 During evidence the Committee were informed that the scheme was applicable only to the Members of the society and during one year 1,178 Scheduled Tribes were benefited. The scheme was introduced for one year only and it was not operating at present.

2.18 When the Committee enquired if continuance of the scheme of redeeming debts could solve the problems of indebtedness, the Special Secretary, Ministry of Home Affairs stated:

"It is a very valuable suggestion. As far as possible maximum number of people should be brought into the Cooperative fold. If they get the credit from the cooperatives then it will save them from the clutches of the money lenders. At least everything will be above board. It is a very nice suggestion. I shall ask the Collector whether he can explore this possibility to extend the membership of the cooperatives to as many people as possible. This is one method of getting them away from the clutches of money lenders."

2.19 It has been stated that Administration of Dadra and Nagar Haveli has been able to generate employment at the door-steps of tribals by implementing various schemes through different departments on an extensive scale. Since earning of a tribal family registered a steep rise during the last two years, credit requirement of tribal family has decreased correspondingly.

2.20 It has been further stated that the effective implementation of the schemes run by the Administration has helped minimise borrowing by tribals from non-formal credit agencies.

2.21 The Committee note that Bombay Money Lending Act 1947 has been extended to the Union Territory of Dadra and Nagar Haveli with effect from 1-6-1968 and no licences have been issued for money lending business. The Committee are glad to be informed that as a result of the effective implementation of various schemes by the Administration, the need to borrow money from non-formal credit agencies is on the decline.

Most of the States have enacted Legislation like Debt Relief Act to wash out the old debts of people belonging to Weaker Sections. The Committee recommend that similar Legislation should be made applicable to the Union territory to pay off the outstanding debts of tribals in Dadra and Nagar Haveli.

CHAPTER III

Schemes for Economic Development

A. Land

3.1 The Committee have been informed that the following Land Laws are in force in the Union Territory of Dadra and Nagar Haveli :—

- (i) The Dadra and Nagar Haveli Land Reforms Regulations, 1971 (2 of 1971);
- (ii) The Dadra and Nagar Haveli Land Revenue Administration Regulation, 1971 and rules made thereunder;
- (iii) Land improvement Loans Act, 1983.

The Dadra and Nagar Haveli Land Reforms Regulation, 1971 came into force with effect from 1-5-1974. As per the provisions of the Act, all the Alwara and Teram tenures have been abolished with effect from the date of enforcement of the Act and Occupancy rights have been granted to the Alwara and Teram olders and the tenants thereof. This act also regulates the ceiling on agricultural land and provides as under:—

- (i) 7.5 hectares in the case of land capable of yielding two or more crops in a year;
- (ii) 11 hectares in the case of land capable of yielding only one crop in a year;
- (iii) 16 hectares in the case of other land.

The Dadra and Nagar Haveli Land Revenue Administration Regulation 1971 came into force with effect from 1-5-1974. This regulation was promulgated in order to consolidate the law relating to land and land revenue in the union territory of Dadra and Nagar Haveli to provide for matters connected therewith.

The Land improvement Loans Act, 1983 had been promulgated with a view to consolidate and amend the law relating to loans of money by Government for agricultural improvements.

3.2 During evidence the Committee enquired, the meaning of the terms "Alwara" and "Teram" used in connection with the land laws. The Collector, Union Territory of Dadra and Nagar Haveli stated as under :—

"Before the liberation, there were two types of tenures. One was the "Alwara" and the other was the "Teram". "Alwara" is a concession given by the Portuguese Rulers for some people to

enjoy the benefits of the land. "Teram" is a lease on annual basis. Under that, every year, they pass on the right of the land to someone who will enjoy it. It will be enjoyed by the farmers of course. Every year it will be renewed.

3.3 In this connection, the Special Secretary, Ministry of Home Affairs stated:—

"Under the portuguese system, nobody was the owner of the land. Government lands were leased off—one was the Teram lease—year to year lease—and the other was the Alwara—a long term lease. We follow the same terminology even today."

3.4 The Committee have been informed that under the prevailing laws relating to land, provisions exist for restricting|prohibiting the transfer of tribal lands to non-tribals. Asked in how many cases alienation of tribal lands to non-tribals were defected during the last five years what action had been taken to restore the land to the tribals, the Committee have been informed that not a single instance of alicnation of tribal land to non-tribal had come to the notice of the Union Territory Administration.

3.5 During evidence, the Committee enquired whether the Union Territory of Dadra and Nagar Haveli would consider imposing a total ban on alienation of land in the hands of Scheduled Castes and Scheduled Tribes as had been done in Uttar Pradesh, the Special Secretary, Ministry of Home Affairs stated that this suggestion would have to be considered in consultation with Ministry of Law and others.

3.6 As regards surplus land distributed in the Union Territory among Scheduled Castes and Scheduled Tribes, the following information has been furnished to the Committee:

(i) Total Surplus Land	3674.69 hectares
(ii) Area Declared Surplus	— 3624.69 ..
(iii) Area taken possession of	2844.05 ..
(iv) Total land actually distributed	1475.62 ..

3.7 It has been stated that 90.6 per cent of the total distributed land has been allotted to Scheduled Tribes. 9 per cent of the total distributed land has been allotted to Scheduled Castes. The remaining land could not be distributed either because the matter was under litigation or the land was found to be unsuitable for agricultural purposes or the land was kept reserved for public purposes.

3.8 The Committee have been informed in a note that the allottees of surplus ceiling land are given assistance under the scheme of "Financial

Assistance to landless agricultural labourers". The details of financial assistance provided to the allottees of surplus land during the last 5 years is stated to be as under:—

Year	No. of persons	Amount of assistance		
		Loan	Subsidy	Total
1977-78	346	8249.00	225198.00	233447.00
1978-79	103	12828.00	38486.00	51314.00
1979-80 )	..	..	..	..
1980-81 )	..	..	..	..
1981-82	44	6416.75	34250.25	40667.00
1982-83	146	3983.00	11270.00	15253.00

3.9 In addition to above, the Taghavi loans are also granted to the landless agricultural labourers belonging to Scheduled Caste/Scheduled Tribe community under the provisions of Land Improvement Loans Act, 1981.

3.10 The scale of financial assistance per allottee is as under:

Total Assistance to each Allottee	Rs. 550.00
In Kind	Rs. 450.00
In each	Rs. 100.00
	Rs. 550.00

3.11 75 per cent of the assistance forms subsidy portion and remaining 25 per cent forms loan portion. The loan amount is recoverable in 12 yearly instalments.

3.12 When the Committee enquired during evidence why financial assistance was provided to very few persons, the collector, Dadra and Nagar Haveli has stated:—

"It is the assistance that was given to the persons who were allotted land. The amount of assistance given is Rs. 550. In addition to this, under the normal developmental plans, we have the scheme of loans under the soil conservation etc."

3.13 The Social Secretary, Ministry of Home Affairs has added:—

"Even these lands needed development etc. So far as your point is concerned, I would say that all these 1400 people are being given this special assistance."

3.14 In reply to a question the Committee have been informed that the work of updating land records is in progress. Out of 10 patelads, the

works pertaining to land records in 7 Patelads have already been completed. In order to expedite the updating work, a special team with Supervisors has been deputed for checking the correctness of mutation entry in the records, if rights. The remaining work of 3 Patelads is expected to be completed within a month. Patta Pass Books (Khedut Khatavahi) have already been issued to farmers.

3.15 When the Committee enquired about the number of persons who had been granted occupancy rights for the land held by them on tenancy basis and what was the average size of the holding, the special Secretary Ministry of Home Affairs has stated:—

“The figure which I have is of tenants numbering 7392. They have also been given occupancy rights under the Dadra and Nagar Haveli Land Reforms Regulation, 1971. The total of cultivators in the Union Territory is 11,000 and the average holding is of 2.5 hectares.”

3.16 The Committee note that the prevailing land laws contain sufficient provisions for restricting or prohibiting the transfer of tribal land to the non-tribals. The Committee find it difficult to believe that there is not a single case in Dadra and Nagar Haveli where tribal land has been transferred to the non-tribals. The Committee have found that the problem of alienation of tribal land to non-tribals is quite acute in some other tribal areas. The Committee, therefore, suggest that the Union Territory Administration should go into this matter in depth and see if there are cases of alienation of tribal land to non-tribals and whether there is need to amend the existing laws in this regard to plug any loopholes.

3.17 The Committee further note that out of 3624.69 hectares of surplus land only 1475.62 hectares has been actually distributed among Scheduled Tribes/Scheduled Castes. The land actually distributed is not even 50 per cent of the total available surplus land. The Committee recommend that earnest efforts should be made to get the cases settled in respect of land under litigation so that more land can be allotted to deserving Scheduled Caste/Scheduled Tribe families who are below the poverty line.

3.18 The Committee find that each allottee of surplus land is given financial assistance upto Rs. 550 out of which Rs. 450 is given in kind and Rs. 100 in cash. The Committee feel that the quantum of assistance is too small to bring about any appreciable change in the economic status of the allottees of land. The Committee recommend that the quantum of assistance to the allottees of land should be increased and it should be ensured that all necessary inputs for development of land are made available to them regularly and at reasonable price.

B. Agriculture and Irrigation

3.19 The Committee have been informed that as the main occupation of Scheduled Caste/Scheduled Tribe population of the territory has been agriculture, at the time of formulation of Fifth Five Year Plan, a comprehensive planning for development of agriculture and allied sectors was

done. Main emphasis was given on creation of irrigation facilities. Minor Irrigation schemes were formulated and implemented, fertilisers were distributed and scientific methods of agriculture were introduced during the Sixth plan also, the main emphasis has been given on development of agriculture, forests, dairy development etc. and to sustain the proposed development programmes, creation of necessary infrastructure like irrigation facilities etc. has been given great importance.

In order to provide active support for sustenance of progressive yield from agriculture a major irrigation project on Damanganga river has been envisaged in the 6th Five Year Plan. The project is likely to be commissioned by 1984.

3.21 The various schemes in operation in agriculture sector are the subsidised supply of improved and High Yielding Variety seeds, provision of chemical fertilisers, green manures, insecticides, pesticides, plant protection equipment and supply of fruit plants on loan-cum-subsidy basis.

3.22 In reply to a question, it has been stated that the total number of cultivators in the Union Territory is 11,814 and average size of their holding is 2.5 hectares.

3.23 The Committee have been informed that the terrain of the Territory is general, is hilly and very undulating. The unfavourable terrain coupled with limited source of under-ground and surface water has made the task of providing adequate irrigation facilities in the Territory difficult. The Territory being small with limited resources, the scope of developing major or medium irrigation projects without associating neighbouring States is quite limited. At present there are 24 Irrigation schemes, 12 open wells, 3 tube wells and 15 check dams in existence. These provide irrigation facilities to an area of 585 hectare. There are several Minor Irrigation Schemes which are being completed namely 6 Lift Irrigation schemes, 7 open wells and 2 check-dams. However, the irrigation potential created under the Minor Irrigation Projects so far is not adequate to meet the requirement.

3.24 It is only in the year 1974 that a major irrigation scheme was envisaged in collaboration with the Government of Gujarat and Government of Goa, Daman and Diu on the river Damanganga, which is the only perennial river passing through the Territory. The Project has since been completed and is expected to be commissioned in 1984.

3.25 The cost of the Project is as 126 crores and an area of 8,280 hectares shall form the command area of the Project in the Union Territory. On completion of the project, 43 per cent of the cultivable land will get the benefit of irrigation.

3.26 It has been stated that in order to create adequate irrigation potential in the Union Territory, schemes are formulated on the basis of the guidelines received from the agencies like Central Water Commission, Central Ground Water Board etc.

3.27 Besides, the neighbouring State like Gujarat which has the requisite expertise in the field has also been requested to examine the possibility of development of irrigation potential outside the command area of Damanganga Irrigation Project. The work has been assigned to the Government of Gujarat as deposit work. Survey and investigation are in progress at four sites for developing irrigation potential outside the command area of the said Project.

3.28 There has also been a proposal to develop lift Irrigation schemes by lifting water from Damanganga canal and Reservoir. For this purpose a Team of Engineers has visited Ukai Project in Gujarat, where the similar scheme is under execution. Central Ground Water Board, Government of India has already been requested to locate feasible points for open wells/borewells for Irrigation purpose.

3.29 When the Committee enquired about the Community Irrigation Projects in Dadra and Nagar Haveli, the Collector of the Union Territory has stated :

"We have irrigation projects which serve the community. They are usually of the lift irrigation type. From the river we pump out the water and it is supplied to them. Of course, tanks also have been there at some places and at some places we use the bore wells also."

3.30 The Committee have been informed that there are 4398 Agricultural workers in this Union Territory. The prescribed minimum wage for agricultural workers is Rs. 5.50 which is in force since 2-4-1976. The Advisory Board on Minimum Wages has recommended for upward revision of the daily wages from Rs. 5.50 to Rs. 9.00.

3.31 When the Committee desired to know when the advisory Board had recommended the upward revision of daily wages for agricultural labourers from Rs. 5.50 to Rs. 9.00, the Special Secretary, Ministry of Home Affairs has stated during evidence that the recommendation was adopted on 3rd September, 1983.

3.32 When asked why it could not be revised earlier, the witness has added :

"We do not know the exact reason. But there are sometimes objections from the local people, especially farmers."

3.33 When the Committee wanted to know the reasons why the minimum wages were not revised for full seven years i.e. from 1976 to 1983 while theDearness allowance of Government servants had been going up, the Special Secretary, Ministry of Home Affairs has stated that the fact is that it has been revised in 1983.

3.34 The plan provision made under the Agriculture and Allied Services Sector and actual expenditure incurred for the years 1980-81, 1981-82 and 1982-83 are as under :

Head of Development	Year	(Rs. in lakhs)	
		Approved outlay	Actual expenditure
Agriculture and Allied Services	1980-81	92.50	58.93
	1981-82	94.90	90.73
	1982-83	97.50	107.01
	TOTAL	284.40	256.67

3.35 When the Committee enquired if there was any scheme in operation for providing loans and subsidy to Scheduled Caste and Scheduled Tribes for the purchase of agricultural land which was a permanent asset unlike poultry, bullocks etc. which were perishable things, the Special Secretary, Ministry of Home Affairs has stated as under :—

"I will take up this matter with the Ministry of Rural Development because investment in real estate is the safest investment today."

3.36 The Committee note that in Dadra and Nagar Haveli the majority of the Scheduled Castes and Scheduled Tribes are engaged in agriculture. During the Fifth Five Year Plan the main emphasis has been on creation of irrigation facilities, provision of fertilisers and introduction of scientific methods of agriculture. During the Sixth Five Year Plan also there has been emphasis on the development of agriculture, forests, Dairy Development etc. The creation of necessary infrastructure like irrigation facilities continued to receive importance.

It has been stated that in the Union Territory of Dadra and Nagar Haveli there are 118,14 cultivators and the average size of the land held is 2.5 hectares. The Union Territory Administration has stated that the irrigation potential created through minor irrigation projects is not adequate to meet the requirement. It was only in the year 1974 that major irrigation scheme was envisaged in collaboration with the Government of Gujarat and Government of Goa, Daman and Diu on the river Damanganga which is the only perennial river passing through this territory. The project has since been completed and is likely to be commissioned during the current year.

The Committee feel that keeping in view the small size of the agricultural holdings which is 2.5 hectares there has to be greater emphasis on the development of minor irrigation schemes. Moreover Minor Irrigation Schemes are less costly than medium and major irrigation schemes. The Committee note with concern that the total approved outlay for the agriculture and allied services sector during the years 1980-81, 1981-82 and 1982-83 was of the order of Rs. 284.40 lakhs. Against this allocation, the actual expenditure on agriculture and allied services sector was Rs. 256.67 lakhs only. The Committee are not satisfied with the performance of the Union Territory Administration as no satisfactory explanation has been given regarding the shortfall in expenditure on agriculture. The Committee recommend that concerted efforts should

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be made to utilise fully and in time the approved outlays in the agriculture and allied services sector so that a large number of minor irrigation scheme can be made operational for the welfare of the Scheduled Castes and Scheduled Tribes.

3.37 The Committee note that in the Union Territory there are 4398 agricultural labourers and the prescribed minimum wage till September, 1983 was only Rs. 5.50. The Committee were informed during evidence that this minimum wage of Rs. 5.50 was fixed in 1976 and it has been recently revised in September 1983 on the recommendation of the Advisory Board on Minimum Wages. The Committee recommend that a periodical review for enhancing the minimum wage should be made by the Advisory Board so that the poor Scheduled Castes and Scheduled Tribes who are working as agricultural labourers are able to make their both ends meet. The Committee pointed out during evidence that for the government servants the Dearness Allowance was being increased from time to time keeping in view the rise in price index but for the poor agricultural labourers Government were not worried and the increase in minimum wage had taken place after 7 years. The Committee hope that the Union Territory Administration will ensure that the minimum wages are kept under constant review.

3.38 The Committee also recommend that the Union Territory Administration may examine the feasibility of providing loans to Scheduled Castes and Scheduled Tribes for purchase of agricultural land which is a permanent asset and is not perishable like poultry, cows, buffaloes and bullocks etc. for which loan and subsidy are made available under various schemes. The Committee feel that the land is made available to Scheduled Castes and Scheduled Tribes it will not only provide them with permanent income but it will also ensure that the loans advanced by the Government are in the nature of a safe investment.

C. Housing

3.39 The Committee have been informed that the Administration has formulated a number of schemes to meet the requirement of housing of Scheduled Castes, Scheduled Tribes and other members of the society. These schemes are :

- (i) Subsidy for construction of houses and renovation of house of SC/ST.
- (ii) Low Income Group Housing Scheme.
- (iii) Middle Income Group Housing Scheme.
- (iv) Subsidised Industrial Workers' Housing Schemes.
- (v) Police Housing.

3.40 The Administration has already allotted 715 houses to the homeless persons of the Territory in accordance with the pattern prescribed by the Govt. of India. During 1975-76 the Administration had constructed the houses departmentally. These houses are made up of mud wall with roof of Mangalore tiles. In order to relieve the occupants of the cost and periodical maintenance of kachcha houses, the administration has proposed to construct pucca houses at an estimated cost of Rs. 10,000/- for each house.

3.41 It has been stated that under Low Income Group Housing Scheme, loan for construction of houses are granted to persons whose annual income does not exceed Rs. 12,000|-. The scheme is also applicable to Co-operative Housing Society consisting of the members belonging to Low Income Group. The Scheme provides grant of loan upto 80 per cent of the actual cost of the house, subject to maximum of Rs. 10,000|- per house.

3.42 Under the scheme of housing for Middle Income Group, loan for construction of houses are granted to persons whose annual income ranges from Rs. 12,000|- to Rs. 18,000|-. This scheme also provides for grant of loan upto 80 per cent of the total cost of the house, subject to maximum of Rs. 20,000|- per house.

3.43 Under the scheme of providing subsidy and loan for construction of houses to Scheduled Castes, Scheduled Tribes and other backward classes financial assistance upto Rs. 2500|- is given of which 75 per cent is subsidy and 25 per cent is interest free loan recoverable in 15 annual instalments. In addition to this, 2.5 CM wood per hut is supplied by the Forest Department free of cost.

3.44 There is another scheme for grant of loan and subsidy to Scheduled Caste|Scheduled Tribes and other Backward Classes for renovation of houses under which total assistance upto Rs. 1500|- is given of which Rs. 1000|- is subsidy and Rs. 500|- is loan at 8 per cent recoverable in 5 annual equal instalments. Under this scheme assistance is provided to convert thatched roof into tiled roof. In addition to this, an amount of Rs. 200|- and Rs. 400|- is granted towards construction of water closet and domestic electric connection respectively.

3.45 Asked to state whether any survey had been conducted by Administration to identify houseless persons, it has been stated that no separate survey was conducted. But during the survey conducted under JRD programme, it was revealed that in all there are 85 houseless persons in the territory. Necessary applications for allotment of house sites were obtained from the persons identified and out of 85 applicants, 45 applicants have been allotted house sites during the current year and in the years 1980-81 and 1981-82. Each houseless person is allotted with a piece of land measuring 200 sq. metres.

3.46 Asked to state what facilities in the form of subsidy and other assistance are provided to the allottees of house sites for construction of house|hut on the allotted site, the Committee have been informed that an allottee of house site belonging to Scheduled Caste|Scheduled Tribe Community and other backward class, for construction of house|hut on the allotted site is provided with financial assistance to the tune of Rs. 2,500|-. Total amount of Rs. 2,500|-, an amount of Rs. 1,875|- forms subsidy portion and remaining amount of Rs. 625|- forms loan portion of the financial assistance. The loan portion is recoverable in 15 annual instalments and no interest is charged. During the last 3 years, no application for availing of the facilities mentioned above was made by any allottee

and therefore, the fund of this scheme was diverted to the scheme of Renovation of houses of Scheduled Caste|Scheduled Tribe and other backward classes. During the last 3 years the following assistance for renovation of house was provided :

Year	No. of beneficiary		Amount of assistance Rs.
	SC	ST	
1980-81	..	36	53,600/-
1981-82	1	321	4,67,554/-
1982-83		114	1,50,000/-

3.47 In reply to a question it has been stated that the approximate cost for construction of house/hut which may be considered suitable for the average Scheduled Caste|Scheduled Tribe family is Rs. 12,000/-.

3.48 The Committee note that in the Union Territory of Dadra and Nagar Haveli a number of Housing Schemes are in operation. There is a Low Income Group Housing Scheme under which 80 per cent of the cost of construction of the house subject to a maximum of Rs. 10,000 is granted as loan provided the annual income of the applicant does not exceed Rs. 12,000. There is another scheme for the Middle Income Group in which 80 per cent of the cost of construction of the house subject to a maximum of Rs. 20,000 is given as loan provided that annual income of the applicant ranges between Rs. 12,000/- and Rs. 18,000/-. Under the scheme of providing subsidy and loan for construction of houses to Scheduled Castes, Scheduled Tribes and other backward classes financial assistance upto Rs. 2,500 is given of which 75 per cent is subsidy and 25 per cent is interest free loan recoverable in 15 annual instalments. In addition to these three schemes, there are two other schemes namely Industrial Workers Housing Scheme for providing houses to Industrial workers and also for providing houses to the Police Force.

The Committee are concerned to note that no regular survey has been carried out to identify the houseless Scheduled Castes|Scheduled Tribes in the Union Territory. However, during the survey conducted under Integrated Rural Development Programme it was revealed that there were 85 houseless persons in the Union Territory. Out of those 85 persons the Administration has already allotted house sites to 45 persons upto 1983. Thus there are only 40 Scheduled Caste|Scheduled Tribes families, who are in need of houses or house sites. The Committee do not feel convinced that in the Union Territory there are only 40 SC|ST families who are in need of houses or house-sites. The Committee recommend that a survey may be conducted in the Union Territory to find out the magnitude of the problem so far as houseless persons are concerned. The Committee also feel that in a small Union Territory like Dadra and Nagar Haveli it should not be necessary to have a large number of Housing Schemes. The Committee, therefore, suggest that the Union Territory Administration may review as to which of the Housing Schemes are really useful and the Schemes which are merely

on paper, may be scrapped. The Committee need hardly stress that the Scheme for providing financial assistance to Scheduled Caste/Scheduled Tribes and other backward classes for the construction of their houses or renovation of their houses should receive the greatest importance.

3.49 Union Territory administration may also examine the feasibility of constructing low cost houses departmentally and thereafter allot them to deserving Scheduled Castes and Scheduled Tribes and recover the cost thereof in easy instalments.

D. Roads

3.50 It has been stated that the total road length in the Union Territory is 242.98 Km. and this works out of road length of 0.50 Km. per sq. Km.

3.51 In this connection, the Committee have been informed that out of 72 villages in the Union Territory, 45 villages are connected with all weather roads to the nearest town. Of the remaining 27 villages six villages are going to be submerged due to construction of a reservoir of Damanganga Irrigation Project. Thus there are 21 villages which are still to be provided with roads.

3.52 Asked about the progress made in construction of roads during the sixth Five Year Plan, the Committee have been informed that as against the target of 114.23 Km. as envisaged under Sixth Five Year Plan, a road length of 41.58 Km. has already been constructed and the construction of road length of 30.14 Km. is under progress.

3.53 Explaining the reasons for low achievement in construction of roads, the Committee have been informed that the target in the Sixth Five Year Plan was fixed in view of the proposal of creation of a new Division for road sector. The sanction for the new Division could be obtained only in the year 1982. As such, the execution of works could not keep pace with the target envisaged.

3.54 The following table indicates the approved outlay and actual expenditure on the construction of roads and Bridges in Dadra and Nagar Haveli during he years, 1980-81, 1981-82 and 1982-83 :—

Years	(Rs. in lakhs)	
	Approved Outlay	Actual Expenditure
1980-81	39.50	37.87
1981-82	75.00	40.93
1982-83	65.00	75.88
TOTAL	179.50	154.68

3.55 The Committee feel unhappy that in the small territory of Dadra and Nagar Haveli there are 21 villages which are still not connected with all-weather roads to the nearest town. As against the Sixth Plan target of 114.23 Kms. of road construction, the actual road length constructed so far is 41.58 Kms. The Committee are concerned to note that during the years 1980-81 to 1982-83 against the approved outlay of Rs. 179.50 lakhs for construction of roads and bridges, actual expenditure was only of the order of Rs. 154.68 lakhs. The Committee are at a loss to understand why the funds have not been fully utilised for construction of roads. The Committee recommend that topmost priority should be given to road construction work during the remaining period of Sixth Plan so that all the remaining villages are connected by roads.

E. National Rural Employment Programme

3.56 Regarding the National Rural Employment Programme, Report of the expert group on programmes for alleviation of poverty published by the Planning Commission in February 1982 states as under :—

"In 1977, a programme of Food for work was launched to utilise stock of surplus foodgrains for converting the surplus manpower into productive capital assets. As from October, 1980, the food for work programme has been reshaped into National Rural Employment Programme. The National Rural Employment Programme is funded on a matching basis by the Centre and the States. While the programme is good in concept its implementation has thrown up a few problems. In many States, the NREP is being implemented through PWD and other Departments. Developmental works undertaken under the National Rural Employment Programme are often without coordination or integration with the requirements of families identified for assistance under the IRDP."

"An outlay of Rs. 980 crores has been provided for this programme, for Sixth Plan in the Central Sector. There will be a provision of Rs. 6.40 crores in the States' Plan for this programme, for Sixth Plan in the Central Sector. There will be operated on 50:50 sharing basis. The outlays provided in the Central and States Plan are expected to generate 300 to 400 million man days of employment on an average per year during the plan period. The outlay for NREP includes both the wage as well as material component of works. There is a demand from different States to increase the material component from the present stipulation of 33 per cent so as to impart durability to the works created under National Rural Employment Programme (NREP). This would be at the cost of wage component. As the essential objective of NREP is to provide maximum employment, mostly of unskilled type and nearer the villages, it is necessary that the Wage Component is kept high and

food is made available as part payment of wages to the extent permitted by availability of stocks and acceptability on the part of workers."

3.57 When the Committee enquired about the progress of this programme in Dadra and Nagar Haveli, the Committee have been informed that the National Rural Employment Programme was undertaken by the Administration of the Union Territory during the last quarter of 1982-83. For immediate and speedy implementation of NREP in the territory, the following works were undertaken :—

- (i) Construction of Road
- (ii) Diversion of stream channel to stop accelerated soil erosion at Knaavel.
- (iii) Reclamation of grass land at Village Chikhali.

3.58 It was further stated that employment to the tune of 2082 man-days were generated during last quarter of the year 1982-83, and the beneficiaries were Scheduled Tribes.

3.59 Asked about the allocation of funds for this programme and the actual expenditure incurred, the Committee were informed that against the allotted fund of Rs. 8 lakhs a meagre amount of Rs. 22,000/- only was spent during 1982-83.

3.60 It has been stated that the Administration is facing lot of difficulties in speedy implementation of this programme as according to the guidelines received from the Ministry the daily wages prescribed are Rs. 5.50 only. This programme shall gain momentum after the upward revision of daily wages. Necessary formalities for enhancement of daily wages have already been completed and the revised wage rate shall be made applicable very shortly.

3.61 The Committee note that the food for work programme was launched sometime in 1977 throughout the country for the purpose of generating employment and for converting surplus manpower into productive capital assets. From October, 1980, the food for work programme has been reshaped into National Rural Employment Programme. This programme is now being operated on 50 : 50 sharing basis i.e. the Central Government and the State Government provide the funds equally.

3.62 The Committee note that National Rural Employment Programme has been implemented in Dadra and Nagar Haveli during the last quarter of 1982-83 and against the allocation of Rs. 8 lakhs a meagre amount of Rs. 22,000 only was spent. The Union Territory administration has explained that they have been facing difficulties in implementing this programme because the prescribed daily wages of Rs. 5.50 need upward revision. They have also stated that necessary formalities for environment of daily wages have already been completed. The Committee are not satisfied with this explanation that this programme could not be implemented in Dadra and Nagar Haveli because of the low daily wages as prescribed

in the guidelines issued by the Ministry. The Committee feel surprised that this programme has been implemented in the Union Territory only in the last quarter of 1982-83 although the fact is that this programme is a continuation of the food for work programme which was started as far back in 1977. This only shows that neither the Ministry of Home Affairs nor the Union Territory administration had made any serious attempts to implement this programme which is one of national importance. The Committee recommend that Ministry of Home Affairs should go into this matter in depth and ensure that National Rural Employment Programme is implemented in the Union Territory in letter and spirit.

F. Industrial Development

3.63 It has been stated that Industrial development in the Union Territory of Dadra and Nagar Haveli is of recent origin. Preference is given to the members of Scheduled Castes and Scheduled Tribes for starting small scale units in their premises or in their own land with a view to encourage and enable the local people to start Small and Cottage industries.

In order to provide incentives to Scheduled Castes/Scheduled Tribes entrepreneurs, the Administration has undertaken construction of industrial sheds for them. The sheds will be given on rent to the Scheduled Caste/Scheduled Tribe entrepreneurs only because due to financial constraints the members of Scheduled Caste/Scheduled Tribe are not in a position to build their own sheds. 5 such sheds are under construction at Masat Industrial Estate. There is a proposal to construct 3 more sheds during the next financial year.

3.64 Referring to the fact that in order to provide incentives to Scheduled Castes/Scheduled Tribes entrepreneurs five sheds were under construction, the Committee enquired how the persons would be identified for allotment of these sheds. The Collector, Dadra and Nagar Haveli stated that the sheds in the industrial estate were reserved for the tribals. There was no particular scheme for allotment of sheds. These tribals who had the necessary skill to start some industry would be allotted those sheds.

3.65 The Annual Report of Ministry of Home Affairs for 1982-83 states that in Dadra and Nagar Haveli one more Industrial Estate has been established at Village Khandoli during the year. Besides 35 provisional S.S.I. registrations and 22 permanent S.S.I. registrations were granted to various manufacturing units as against 43 provisional and 15 permanent registrations granted in 1981-82. Under the new 20 Point Programme 33 new S.S.I. units have been established and they have come into production.

3.66 The Committee have been informed that the facility of supply of raw material, cash subsidy, power subsidy etc. are made available to the Scheduled Caste/Scheduled Tribe entrepreneurs. The Industries Department has recommended 185 applications received from the local entrepreneurs (mostly Scheduled Caste/Scheduled Tribe) to the Lead Bank. 50 per

cent of the cases have already been cleared by the Bank. Necessary steps are taken by the Administration to expedite clearance of loan application from the Lead Bank.

3.67 At present there are about 10 Village and Cottage Industries being run by Scheduled Caste/Scheduled Tribe entrepreneurs in the Territory. Cash subsidy to the tune of Rs. 60,000/- has already been disbursed by the Industries Department to the Scheduled Caste/Scheduled Tribe entrepreneurs. In addition, subsidy as per admissibility under IRDP is also granted to Scheduled Caste/Scheduled Tribes entrepreneurs.

3.68 It has been stated that the Union Territory of Dadra and Nagar Haveli has been declared as 'No Industries District' and therefore all facilities provided for setting up industries in the Territory are enjoyed by Scheduled Caste/Scheduled Tribe entrepreneurs alongwith others.

3.69 The following statement indicates the approved outlay and actual expenditure on Village and Small Industries sector during the years 1980-81, 1981-82 and 1982-83 in Dadra and Nagar Haveli :—

(Rs. in lakhs)

VILLAGE AND SMALL INDUSTRIES

Year	Approved outlay	Expenditure
1980-81	9.00	2.64
1981-82	9.00	6.48
1982-83	25.00	16.61
TOTAL	43.00	25.73

3.70 The Committee note that in order to provide incentives to Scheduled Caste/Scheduled Tribe entrepreneurs the Union Territory Administration has undertaken the construction of Industrial sheds in Dadra and Nagar Haveli which are reserved for allotment to them. The Committee recommend that mere allotment of industrial sheds to Scheduled Caste/Scheduled Tribe people should not be considered as sufficient for the setting up of small scale industries. The Scheduled Castes/Scheduled Tribe entrepreneurs should be provided financial assistance in the shape of loans and subsidy under various schemes in operation in the industry sector. The Industries Department should assess the viability of each project and render all possible assistance to the entrepreneurs in the shape of giving technical know-how, supply of improved tools and technology. The Committee need hardly stress that the marketing arrangements for the sale of finished products should also receive due attention of the Union Territory administration so that the small scale industrial units become profitable.

3.71 The Committee feel surprised that during the period 1980-81 to 1982-83 against the approved outlay of Rs. 43 lakhs for Village and Small Industries the actual expenditure was only Rs. 25.73 lakhs. On the one

hand. the funds are not fully utilised and on the other Dadra and Nagar Haveli is being declared as 'No Industries District' so that it becomes eligible for all facilities provided for setting up industries. The Committee desire that Union Territory Administration should pay special attention to the development of industries and the allocated funds should be utilised fully.

G. Cooperative

3.72 It has been stated that in order to accelerate pace of economic development mainly of Scheduled Caste/Scheduled Tribe, the Cooperative movement in this Union Territory has provided credit at reasonable rate of interest, distributed essential commodities at reasonable price and also rendered financial assistance to the poor agriculturists. However, the pace of development has been slow because Cooperative sector is handicapped on account of illiteracy and backwardness of people.

3.73 Asked whether the Cooperative societies operating in the territory are economically viable, it has been stated that though the cooperative societies are economically viable but in the absence of adequate managerial skill, the functioning of the societies is not as effective as it should have been. There are three Labour Cooperative Societies in the territory. A comparative study of these societies reveals that the two Forest Labour Cooperative Societies viz. Khanvel Forest Labour Cooperative Society and the Dapada Forest Labour Cooperative Society, are financially very sound whereas the Salvassa Forest Labour Cooperative Society is running in loss, though the bye-laws, members etc. are of the same type for all the three above-mentioned societies. The problem is extenuated due to widespread illiteracy among the members, which are occasionally exploited by vested interests. It is because of these reasons that a number of societies are incurring losses.

3.74 The societies which are closely connected with the upliftment of the tribals of the territory are provided with the facilities of Managerial subsidy under which subsidy of Rs. 150 per month for persons who have passed a Lower Division in Cooperation and Rs. 250 per month for the persons who have passed Higher Division in Cooperation is granted. This is done with a view to attract better qualified persons as Managers of the Cooperative Societies.

3.75 In reply to a question the Committee have been furnished with the following list of Cooperative Credit institutions functioning in the Union Territory :—

Non-Agriculture

- (1) Dadra and Nagar Haveli Government Servants MA Cooperative Credit Society Ltd., Silvassa.
- (2) Dadra and Nagar Haveli Shikshak Dhiran and Grahak Sahakari Mandali Ltd., Silvassa.
- (3) Dadra and Nagar Haveli Madhyamik and Ucharar Madhyamik Dhiran and Grahak Sahakari Mandali Limited, Silvassa.

Agriculture

- (1) Silvassa Vibhag Seva Sahakari Mandali, Silvassa.
- (2) Naroli Vibhag Seva Sahakari Mandali, Naroli.
- (3) Kharadpada Vibhag Seva Sahakari Mandali, Kharadpada.
- (4) Tighra Vibhag Seva Sahakari Mandali, Dadra.
- (5) Saily Vibhag Seva Sahakari Mandali, Rakholi.
- (6) Amboli Vibhag Vividh Karyakari Sahakari Mandali, Amboli.
- (7) Khanvel Vibhag Vividh Karyakari Sahakari Mandali, Khanvel.
- (8) Dudhani Vibhag Vividh Karyakari Sahakari Mandali, Dudhani.
- (9) Mandoni Vibhag Vividh Karyakari Sahakari Mandali, Mandoni.
- (10) Chinchpada Vibhag Vividh Karyakari Sahakari Mandali, Dapada.
- (11) Nandha Kilavni Vibhag Seva Sahakari Mandali, Kilavni.

3.76 It has been stated that the functioning of Cooperative Credit institutions is not up to the mark, mainly because the credit provided by the Societies to their members is not repaid promptly.

3.77 Since the members were declared defaulters they became ineligible to get fresh loans. Therefore, a scheme of "Redeeming of Frozen Debt" was formulated by the Administration in order to save tribal members from falling prey to moneylenders and other exploiters. Under the scheme, the Administration has paid their outstanding debt alongwith interest to the societies by granting loan which shall be recovered in 10 equal annual instalments.

3.78 When the Committee desired to know about the scheme of 'Redeeming Frozen debt' formulated to overcome the problem of outstanding debts, the Collector, Union Territory of Dadra and Nagar Haveli stated that many members of agricultural societies had taken loans but for some reasons or the other they had not paid back and because of the default they had become ineligible to obtain fresh loans even from their own society.

3.79 The scheme was applicable only to the members of the society and during one year 1,178 Scheduled Tribes were benefited. The scheme was introduced for one year only and it was now closed.

3.80 When the Committee enquired if continuance of the scheme of "Redeeming of Frozen Debt" could solve the problem of indebtedness, the Special Secretary, Ministry of Home Affairs has stated :

"It is a very valuable suggestion. As far as possible a maximum number of people should be brought into the cooperative fold. If they get the credit from the cooperatives, then it will save

them from the clutches of the moneylenders. At least everything will be above board. It is a very nice suggestion. I shall ask the Collector whether he can explore this possibility to extend the membership of the cooperatives to as many people as possible. This is one method of getting them away from the clutches of the money lenders."

3.81 The Committee have been informed during evidence that most of the Cooperatives in Dadra and Nagar Haveli consisted of Scheduled Tribe persons.

3.82 Asked if the accounts of the Cooperatives were audited, the Collector, Dadra and Nagar Haveli has replied in the affirmative.

3.83 The Committee note that in the Union Territory of Dadra and Nagar Haveli there are three Labour Cooperative Societies and also a large number of Cooperative Credit Societies functioning for the purpose of providing credit to the people. The Committee were informed that a large number of Cooperative Societies are incurring losses. The main reason for these losses as stated to me is a widespread illiteracy among the members who are occasionally exploited by vested interests. The Committee recommend that the functioning of all these societies should be reviewed and remedial steps should be taken to make them economically viable. The Committee suggest that the existing rates of managerial subsidy should be raised to attract better qualified persons to act as Managers of these cooperatives. The Committee also feel that for a small Union Territory like Dadra and Nagar Haveli the number of Cooperative Credit Institutions seems to be very large. This matter should be examined in depth so that the funds made available in the shape of managerial subsidy are properly utilised.

CHAPTER IV

OTHER SOCIO-ECONOMIC PROGRAMMES

A. Education

4.1 The Committee have been informed that the percentage of literacy in general and among Scheduled Castes and Scheduled Tribes in the Union Territory is as under :—

	1971	1981
Total	14.97%	26.70%
SC	33.19%	51.20%
ST	8.9%	16.86%

4.2 When the Committee desired to know what steps had been taken for development of education in the Union Territory, the Special Secretary, Ministry of Home Affairs has stated :—

“In the field of education, to enable the local people particularly the Scheduled Castes and Scheduled Tribes to avail of the facilities, we have a number of schemes to encourage them.”

4.3 It has been stated that to improve the literacy among the Scheduled Caste/Scheduled Tribe the following steps have been taken :—

- (1) Free education is provided up to Higher Secondary level.
- (2) Free mid-day-meal is provided in Primary and Pre-Primary Schools.
- (3) Free text-books, notebooks and other educational learning materials are being supplied to Scheduled Caste/Scheduled Tribe and other economically backward students.
- (4) Two pairs of uniforms and one pair of shoes also are being provided to the Scheduled Caste/Scheduled Tribe students per annum.
- (5) National Talent scholarship of Rs. 1000 per year is being given to students.
- (6) National Scholarship is being given to students for higher education as per rates fixed by the Government of India from time to time.
- (7) Post-matric scholarship is being given to Scheduled Caste/Scheduled Tribe and other economically backward students whose parent's income does not exceed Rs. 6000 per annum as per rate fixed by the Government of India from time to time.

- (8) Students who secure more than 60 per cent in Sanskrit subject are being given cash award of Rs. 120.
- (9) Incentive scholarship for punctual attendance whose attendance is more than 80 per cent in an academic year is being given to Scheduled Caste/Scheduled Tribe students at the rate of Rs. 20 per annum.
- (10) Cash awards of Rs. 500 to the students of High/Higher Secondary Schools belonging to Scheduled Caste/Scheduled Tribe community who secures 55 per cent or above marks are being given; in case of girls the percentage limit is fixed at 50 per cent only.
- (11) Cash awards of Rs. 70, Rs. 60 and Rs. 50 are being awarded to the students of standard V, VI and VII on merit in annual examination.
- (12) Tuition fees paid by Scheduled Caste/Scheduled Tribe students for appearing in SSC/Higher Secondary School Examination taken by Gujarat SSC/Higher Secondary Boards are refunded.

4.4 The medium of instruction at various stages in schools is Gujarati, Marathi and English.

4.5 Asked whether the tribal population speak a different language and what are the arrangements for teaching at the primary level, it has been stated that no facilities exist for imparting instruction in the tribal languages in the schools of the territory. The proposal for the creation of various posts for academic cell for the purpose have been sent to the Government of India. As soon as the Cell is created, action for imparting instruction in the local dialect shall be taken up.

4.6 The Committee have been informed that as per 1981 census the total population in the age group 5 to 9 in the territory is 14,944. The total enrolment in the said age group is 12,751 as on 31-9-1982. Thus 85.3 per cent of the children in the age group 5 to 9 are attending schools. In the age group of 10 to 14 the percentage is 19.6 and in the age group of 14 to 18 the percentage is 17.3 of the total population.

4.7 The number of students at Primary and High/Higher Secondary levels in 1981-82 and 1982-83 in the Union Territory were as under :—

	1981-82	1982-83
Primary School	15725	16962
High School/Higher Secondary School	1625	1893

4.8 When the Committee pointed out that there was no Director of Education in the Union Territory and wanted to know if the post of Education Director had been sanctioned, the Special Secretary, Ministry

of Home Affairs admitted that the post was vacant. The witness has stated :—

“Within the next three months, I will see to it that the post is filled up. The post of Assistant Director has been created. Normally, a Director is for a State. So, here you cannot create a post of Director. This must be in the lower grade. Perhaps no one is willing to come at that grade but I will see to it that a person is appointed there within the next three months.”

4.9 It has been stated that there are no facilities for under-graduate and Post graduate education in the Union Territory.

4.10 When asked why no college had been opened in the Union Territory to give the benefit of higher education to local Adivasis who were compelled to go to the adjoining states for College education, the Collector of the Union Territory has stated :—

“We do not have any concrete proposal in this regard. The Hon. Member has just now made the suggestion to open one college there.”

4.11 The Committee have been informed that the total number of middle schools in the territory is 34. Out of 34 schools 19 schools are having educational facility upto 7th standard where as 15 schools are having educational facility only upto 6th standard. In addition, there are 5 High Schools and 2 Higher Secondary schools in the Union Territory.

4.12 In reply to a question the Committee have been informed that the number of teachers in Primary, Middle and High/Higher Secondary schools and the percentage of teachers belonging to Scheduled Caste/Scheduled Tribe are as follows :—

No. of teachers		Primary	Middle	High/ Higher Secondary
	SC	2.5%	2.63%	1.07%
162 (Primary)	ST	59.8%	29.32%	21.50%
266 (Middle)				
93 (High/Higher Secondary)				

4.13 As regards Ashram Schools, the Committee have been informed that only one Ashram School is functioning in the Territory and has 350 inmates.

4.14 The Committee have been informed that in all there are 9 boys hostels and 3 girls hostels in the territory.

The students who are residing within 4 kms. radius of the Middle/High Schools are not entitled for the hostel accommodation. However, in special circumstances the hostel accommodation is provided for handicapped students.

4.15 It has also been stated that the proposal for opening 2 more social welfare hotels is under progress.

4.16 The Committee have been informed that there is only one Industrial Training Institute in the Union Territory. Training is imparted in the following trades :—

- (1) Electrician
- (2) Wireman
- (3) Fitter
- (4) Turner
- (5) Motor Mechanic
- (6) Welder.

In all there are 148 trainees under-going training in various trades at the Institute out of which 15 are Scheduled Castes and 23 are Scheduled Tribes.

4.17 When the Committee enquired why there were only 15 Scheduled Castes and 23 Scheduled Tribes in I.T.I. in spite of the fact that the population of Scheduled Caste/Scheduled Tribe was 80 per cent, the Collector of the Union Territory clarified that :—

“In the ITI, the policy is that 90 per cent of the seats should be reserved for Scheduled Castes and Scheduled Tribes and if at the time of admission, the Scheduled Caste or Scheduled Tribe candidates are not available, the students belonging to some other communities are given admission. Most of the Scheduled Caste and Scheduled Tribe candidates do not go in for study in ITIs.”

4.18 The Committee note that in Dadra and Nagar Haveli the percentage of literacy as per 1981 census is 26.70 for the entire population while for Scheduled Castes it is 51.20 and for Scheduled Tribes it is 16.86. Thus, in spite of the fact that the majority of the people in the Union Territory are Scheduled Tribes their literacy rate is lower than that of the Scheduled Castes as well as the literacy rate of the entire population.

The Committee further note that in order to improve the educational standard of the people several schemes are in operation in addition to the free educational facilities provided upto the Higher Secondary level. The Committee are concerned to note that in the age group of 5 to 9 85.3 per cent children are attending the schools. But in the age group of 10 to 14 the percentage is only 19.6 and in the age group of 14 to 18 the percentage is still lower i.e. 17.3. The Committee feel that the Union Territory Administration will have to study the problem in depth and take some suitable measures to check the drop out rate and to improve the standard of literacy in the Union Territory. The Committee suggest that some residential Ashram Schools should be opened where the tribal children can reside and receive education. In addition to that, the quality of education must be improved by having qualified teachers both in the

primary, middle and high higher secondary schools. The Committee feel surprised that out of 34 middle schools in the territory 19 schools have educational facility only upto the Seventh Standard while 15 schools have educational facility only upto the Sixth standard. The Committee recommend that these schools should be upgraded upto the 8th standard in view of the fact that there are only Five High Schools and two Higher Secondary Schools in the Union Territory.

4.19 The representative of the Ministry of Home Affairs had assured the Committee during evidence that the post of the Assistant Director of Education would be filled up within a period of three months. The Committee would like to be informed if this post has since been filled up.

4.20 The Committee note that there is one Industrial Training Institute in the Union Territory where training is imparted in various trades. In this Training Institute, out of 148 trainees, there are only 15 who belong to Scheduled Castes and 23 who belong to Scheduled Tribes. In view of the fact that the tribals are in great majority in the Union Territory, it is surprising that there are only 23 Scheduled Tribes, who are receiving training in the Industrial Training Institute. The Committee would like the Union Territory Administration to provide some incentives to the tribal youth to get training in the various trades in this institute. The Committee feel that after completion of training, government should try to provide employment to the trained personnel. Unless this is done, the Scheduled Castes and Scheduled Tribes would feel no attraction to join the Industrial Training Institute for getting vocational training.

B. Health

4.21 According to the Sixth Five Year Plan Document (1980—85), the minimum needs programme was the main instrument through which health infrastructure in the rural areas was expanded and further strengthened to ensure primary health care to the rural population. Under the minimum needs programme Primary Health Centres at the rate of one for each Community Development Block had been established by the end of 5th Plan. It was also proposed to have one sub-centre for 10,000 population and upgrade one out of every four selected Primary Health Centres to a 30 bedded rural hospital to serve as a first link in the chain of referral services. Full coverage of the backlog of Primary Health Centres and Sub-Centres buildings were also contemplated in the 5th Plan. Although the progress of setting up of Primary Health Centres has been satisfactory, many of them are not having necessary buildings and other facilities. The sub-centre programme has been proceeding very slow. These programmes would, therefore, be accelerated over the successive plan periods to achieve by 2,000 A.D. the objective of establishing one Primary Health Centre for every 30,000 population or 20,000 in tribal and hilly areas and one sub-centre for every 5,000 population.

4.22 Asked about the medical facilities available in the Union Territory, the Committee have been informed that there are one District level Hospital, with three Primary Health Centres, 6 Dispensaries, 13 Sub-Centres and one Mobile Dispensary. The whole Territory is covered under

Multipurpose Workers Scheme. There are 10 Patelads (circles) and each Patelad (circle) has either got one Primary Health Centre or one Dispensary in the Territory at present. Whole Territory has been divided into 20 sections and each section is being looked after by one or two MPW covering a population between 4000 to 6000. The Territory is also covered under Health Guide Scheme.

4.23 It has been stated that in the District level hospital at present has got 50 beds and is provided with major specialists services in medicine, surgery, Gynaecology and Obstetrics, Anaesthesiology, Ophthalmology and Paediatrician. There is also part-time Orthopaedic Surgeon who visits twice a week in the Hospital. The hospital has got Ambulance services and facilities of X-Ray and Laboratory Technicians. There is also an Ayurvedic Clinic with one Ayurvedic Physician and Pharmacy attached to the hospital.

4.24 The Primary Health Centres at present in this Territory covers between 30000 to 40000 population by each Primary Health Centre. Two Primary Health Centres have got 2 Medical Officers each and one Primary Health Centre has got 3 Medical Officers. There are laboratory facilities with qualified Laboratory Technician in each Primary Health Centre.

4.25 The six Dispensaries have one Medical Officer and other paramedical staff in each Dispensary. They provide both curative and preventive measures. MPWs also have been posted in these Dispensaries. There is also one Mobile Dispensary to provide medical facilities at the door-steps of the rural people.

4.26 Asked whether the target prescribed in the Minimum Needs Programme for having one sub-centre for a population of 3,000 and one Primary Health Centre for a population of 20,000 in hilly and tribal areas has been achieved, it has been stated that the target of one Primary Health Centre for 20,000 population and one sub-centre for 3000 population has yet to be achieved. It has been possible to construct 13 sub-centres and it is expected that within the next 2 years of the 6th Five Year Plan another 7 sub-centres will be opened.

4.27 The following statement indicates the allocation and expenditure of funds under the head "Public Health and Sanitation" in Dadra and Nagar Haveli:—

Year	(Rs. in lakhs)	
	Approved outlay	Expenditure
1980-81	11.85	6.27
1981-82	14.00	7.78
1982-83	14.00	14.66
TOTAL	39.85	28.71

4.28 The Committee note that the target prescribed in the Minimum Needs Programme for having one sub-centre for a population of 3,000 and one Primary Health Centre for a population of 20,000 has yet to be achieved.

The Committee also note that under the head "Public Health and Sanitation" during the years 1980-81 to 1982-83 against the total approved outlay of Rs. 39.85 lakhs, the actual expenditure was of the order of Rs. 28.71 lakhs.

The Committee feel surprised that the allocated funds in health sector have not been fully utilised so as to achieve the targets of setting up more Primary Health Centres and Sub-Centres in Dadra and Nagar Haveli as prescribed under the Minimum Needs Programme.

The Committee recommend that earnest efforts should be made to achieve the targets of setting up Primary Health Centres and Sub-Centres by utilising the un-spent money of previous years as well as by making optimum use of the funds now released for the remaining period of the Sixth Plan.

4.29 The Committee also feel that one mobile dispensary is not adequate to cater to the needs of the tribal people living in remote areas. As such, the Committee recommend that the desirability of having two more mobile dispensaries in the Union Territory may be considered.

C. Voluntary Organisation

4.30 Regarding the voluntary organisation, Report of the expert group on programmes for alleviation of poverty published by the Planning Commission in February, 1982 stated as under :—

"The Sixth Plan has placed considerable emphasis on the crucial role of people's participation in their own development. Voluntary agencies are among the most important means available for enlarging the contribution of the people, mobilising human resources for constructive tasks, and expanding the total effort for development. They are also often well suited for undertaking innovative projects, testing new possibilities through pilot projects, and enlisting the cooperation of individuals with special skills and experience who are willing to give their time and energy in the service of the community. While there are many outstanding examples of voluntary organisations working for rural development, for a country such as India, the numbers of voluntary organisations and voluntary workers are still comparatively small."

4.31 The Committee have been informed that there are not many active voluntary agencies in the Union Territory of Dadra and Nagar Haveli. The Administration has helped certain voluntary organisations in the Union Territory. The number of such voluntary organisations are as under:—

1. Mahila Mandals—26
2. Youth Mandals—14
3. Bhajan Mandals—32

The grant-in-aid to the above voluntary organisations is provided through Gram Panchayat. These organisations are providing social service to the people.

4.32 It has been stated that of late, a branch of the organisation known as Vanvasi Kalyan Ahram has been set up by its workers with a view to perform some social work among Tribals for their moral and physical upliftment.

4.33 In reply to a question the Committee have been informed that the Grant-in-aid is released to some Voluntary organisations through the Social Welfare Department. The details of grant-in-aid released to voluntary organisation during the last three years are as under:—

1980-81	Rs. 5,445.48
1981-82	Rs. 10,569.32
1982-83	* Nil.

* No assistance could be provided.

4.34 The Committee have been further informed that the grant-in-aid is also released to voluntary organisations through the Education Department for education purpose and amount released during the last three years are as under:—

1980-81	Rs. 66,350.70
1981-82	Rs. 68,350.70
1982-83	Rs. 90,817.80

4.35 Voluntary organisations like Adivasi Social Services Society, Roman Catholic Mission and Vanvasi Kalyan Ashram are mainly engaged in educating tribal children and imparting training for their all round development.

4.36 Asked what check is exercised to ensure that the grant-in-aid given to Voluntary Organisations has been actually spent on the welfare activities, it has been stated that Department of Social Welfare is exercising check through periodical inspections over the voluntary organisations doing special work.

4.37 As regards voluntary organisations engaged in educating tribal children and imparting training for their all round development the proper utilisation of grant-in-aid is monitored by the inspecting staff of the Education Department.

4.38 The Committee note that there are several voluntary organisations working in Dadra and Nagar Haveli which are engaged in social work or in educating the tribal children and to impart them training for their all

round development. The Committee during their numerous tours have received complaints that the grant-in-aid given to the voluntary organisations are not properly utilised for the purpose for which it is meant. The Committee recommend that in order to ensure that the funds are properly utilised by the organisation to which they are released, Department of Social Welfare or Department of Education should keep a close watch on the functioning of the organisation concerned.

CHAPTER V

RESERVATION IN SERVICES

5.1 In reply to a question as to what is the percentage of reservation for Scheduled Castes|Scheduled Tribes in the services, the Committee have been informed that the pattern of reservation for Scheduled Castes|Scheduled Tribes is as under :—

Percentage for direct recruitment (From 28-9-70 onwards)

Scheduled Caste	2%
Scheduled Tribes	43%
Percentage for promotion :	
Scheduled Castes	15%
Scheduled Tribes	7-1/2%

5.2 When asked what is the machinery for proper implementation of the reservation orders, it has been stated that for effective implementation of reservation orders and to facilitate monitoring the Administration is maintaining Roster register for recruitment of candidates against various posts under different categories.

5.3 As regards the total staff strength in different Groups in Dadra and Nagar Haveli and how many out of them belonged to Scheduled Caste and Scheduled Tribe, the Committee have been furnished with following statement :—

Group	Total	Scheduled		Percentage	
		Caste	Tribe	SC	ST
'A'	9	Nil	Nil	..	..
'B'	46	6	3	13	6.5
'C'	1425	83	472	5.2	33.1
'D'	257	37	185	14.3	71.9
Sweepers	17	6	11	35.3	64.7

5.4 In order to improve the representation of Scheduled Castes|Scheduled Tribes in services in various groups of posts, it has been stated that Scheduled Caste and Scheduled Tribe candidates are given preference for admission in Industrial Training Institute and other training schemes such as Driving, electrical fittings etc. Moreover, in the qualifying examination conducted by the Administration for recruitment to the post of Forest Guard, I.D.C etc. a low qualifying mark is prescribed for Scheduled Caste|Tribe candidates.

5.5 Asked whether any special cell has been set up to ensure the implementation of reservation orders in favour of Scheduled Castes|Scheduled

Tribes it has been stated that as the Administration is a small one, the necessity of creating a separate Cell to collect statistics about representation of Scheduled Castes|Scheduled Tribes in services and to ensure the application of reservation orders in favour of Scheduled Castes|Scheduled Tribes is not felt. However, as per the prescribed norms Roster registers are being maintained for recruitment to various posts.

5.6 The Committee note that out of 9 officers in Group A there is not a single Scheduled Caste|Scheduled Tribe in Dadra and Nagar Haveli. In Group B also, out of 46 officers, six belong to Scheduled Caste and 3 to Scheduled Tribe and their combined percentage is 19.5 (13—SC, 6.5—ST). In Group C, the combined percentage of Scheduled Castes and Scheduled Tribes comes to 38.3 against the prescribed percentage of 45. In Group D, however, the combined percentage of Scheduled Caste|Scheduled Tribe employees is 86.2 which is due to the fact that the tribal population is as high as 78.82 per cent and Scheduled Caste population is 1.97 per cent of the total population.

The Committee recommend that Union Territory Administration should try to improve the representation of Scheduled Castes|Scheduled Tribes in Group C and bring it to the level of 45 per cent by resorting to special recruitment and by relaxing the eligibility criteria.

NEW DELHI ;

April 4, 1984

Chitra 15, 1906(s).

A. C. DAS,

Chairman,

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

APPENDIX I

Sector-wise allocation of the Sixth Plan provision :

	(Rupees in lacs)
1. Agriculture (Crop Husbandry & Marketing)	92.00
2. Land Reforms	7.00
3. Minor Irrigation	33.00
4. Soil & Water Conservation	85.00
5. Animal Husbandry and Dairy Development	40.00
6. Fisheries	5.00
7. Forests	130.00
8. Community Development	25.00
I. Total Agriculture and Allied Services	439.00
II. Cooperation	17.00
Irrigation Project	900.00
Flood Control Project	10.00
Power (Transmission & Distribution)	150.00
III. Total Irrigation, Flood Control & Power	1060.00
IV. Village & Small Industries	55.00
Roads & Bridges	300.00
Tourism	5.00
V. Total transmission & Distribution	305.00
General Education	130.00
Arts and Culture	7.00
Public Health & Sanitation	65.00
Sewerage & Water Supply	7.00
Housing	40.00
Police Housing	25.00
Urban Development	4.00
Information & Publicity	7.00
Labour & Labour Welfare	45.00
Social Welfare	7.00
Nutrition	20.00
VI. Total Social & Community Services	420.00
Secretariat Economic Services	2.00
Economic Advice & Statistics	6.00
VII. Economic Services	8.00
VIII. General Services	
Government Printing Press	5.00
GRAND TOTAL	2309.00

APPENDIX II

(Vide Para 4 of Introduction)

Summary of Conclusions/Recommendations contained in the Report

Sl. No.	Reference to para number in the Report	Summary of Conclusions/Recommendations
1	2	3
1.	2.8	<p>The Committee note that for the Union Territory of Dadra and Nagar Haveli the outlay for the Sixth Five Year Plan is 2,309 lakhs. The Committee are distressed to note that during 1980-81 against the outlay of Rs. 460.80 lakhs the expenditure was Rs. 403.05 lakhs. During 1981-82 the approved outlay was Rs. 613 lakhs and against that the expenditure was 575.29 lakhs. Similarly during 1982-83 against the approved outlay of Rs. 679 lakhs the expenditure was Rs. 636.49 lakhs. The examination of the sector-wise allocation during 1980-81 reveals that in the agriculture and allied services sector the approved outlay was Rs. 92.50 lakhs while the expenditure was only Rs. 58.93 lakhs. The Committee feel surprised that on the one hand it is stated that the main occupation of the people in this territory is agriculture, collection of forest products and labour and keeping in view the occupational pattern of people in this territory, the main emphasis during the Sixth Five Year Plan has been on development of agriculture, forests etc. but on the other hand, it seems that emphasis on agriculture during the Sixth Five Year Plan is on paper only because the expenditure figures do not show that any special efforts have been made for the development of agriculture.</p>

When the question regarding shortfalls in expenditure was raised during evidence, the representative of the Ministry of Home Affairs mentioned several

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reasons, namely that the territory became a part of India only in 1961; the staff is not adequate and the shortfalls were mainly on the capital side because of the inability of contractors to accept the tenders. The Committee do not consider such reasons as valid because more than 20 years have passed since this territory became a part of India and there was enough time to devise schemes for the speedy development of this area. The Committee also feel that shortage of staff is being mentioned to explain the shortfalls in expenditure; but the fact is that adequate attention has not been given by Government for the systematic development of this territory. The fact that in respect of Plan Schemes the money does not lapse is not a satisfactory explanation for the shortfall in expenditure. If year after year the allocated funds are not utilised, the Planning Commission is likely to get an impression that the funds are actually not needed for the development of the Union Territory to the extent these were allocated initially. The Committee, therefore, recommend that a senior officer should go into the question as to why there has been consistent shortfall in expenditure during the first three years of the Sixth Plan and suggest suitable remedial measures so that allocated funds are utilised fully for the development of the Tribal People, who constitute 78.82% of the total population as per 1981 census, in this Union Territory.

2.

2.12

The Committee note that in the Union Territory 68.5% of the people are living below the poverty line. Even though the target is to assist 3000 families to cross the poverty line during the Sixth Plan period the achievements in two sectors namely, Agriculture and Animal Husbandry has been poor. In Agriculture Sector no families were assisted to cross the poverty line during 1981-82 and during 1982-83 only 220 families could be assisted. The exact number of families assisted during 1983-84 is not known. Similarly, in Animal Husbandry Sector against the target of 1000 families the performance was nil during 1981-82 and

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in 1982-83 only 300 families could be assisted. The actual achievement during 1983-84 in this sector also is not known. The Committee feel unhappy that the poor performance to assist the families to cross the poverty line is due to the non-availability of officers and staff to implement the various schemes and programmes. The Committee recommend that the Ministry of Home Affairs should look into the matter and provide necessary staff so that various schemes and programmes can be implemented effectively to achieve the target of assisting 3000 families during the Sixth Plan period.

3.

2.21

The Committee note that Bombay Money Lending Act 1947 has been extended to the Union Territory of Dadra and Nagar Haveli with effect from 1-6-1968 and no licences have been issued for money lending business. The Committee are glad to be informed that as a result of the effective implementation of various schemes by the Administration the need to borrow money from non-formal credit agencies is on the decline. Most of the states have enacted legislation like Debt Relief Act to wash out the old debts of people belonging to weaker sections. The Committee recommend that similar legislation should be made applicable to the Union territory to pay off the outstanding debts of tribals in Dadra and Nagar Haveli.

4.

3.16

The Committee note that the prevailing land laws contain sufficient provisions for restricting or prohibiting the transfer of tribal land to the non-tribals. The Committee find it difficult to believe that there is not a single case in Dadra and Nagar Haveli where tribal land has been transferred to the non-tribals. The Committee have found that the problem of alienation of tribal land to non-tribals is quite acute in some other tribal areas. The Committee, therefore, suggest that the Union Territory Administration should go into this matter in depth and see if there are cases of alienation of tribal land to non-tribals and whether there is need to amend the existing laws in this regard to plug any loopholes.

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5.	3.17	<p>The Committee further note that out of 3624.69 hectares of surplus land only 1475.62 hectares has been actually distributed among Scheduled Tribes/ Scheduled Castes. The land actually distributed is not even 50% of the total available surplus land. The Committee recommend that earnest efforts should be made to get the cases settled in respect of land under litigation so that more land can be allotted to deserving Scheduled Caste/Scheduled Tribe families who are below the poverty line.</p>
6.	3.18	<p>The Committee find that each allottee of surplus land is given financial assistance upto Rs. 550/- out of which Rs. 450/- is given in kind and Rs. 100/- in cash. The Committee feel that the quantum of assistance is too small to bring about any appreciable change in the economic status of the allottees of land. The Committee recommend that the quantum of assistance to the allottees of land should be increased and it should be ensured that all necessary inputs for development of land are made available to them regularly and at reasonable price.</p>
7.	3.36	<p>The Committee note that in Dadra and Nagar Haveli the majority of the Scheduled Castes and Scheduled Tribes are engaged in agriculture. During the Fifth Five Year Plan the main emphasis has been on creation of irrigation facilities, provision of fertilisers and introduction of scientific methods of agriculture. During the Sixth Five Year Plan also there has been emphasis on the development, of agriculture, forests, Dairy Development etc. The creation of necessary infrastructure like irrigation facilities continued to receive importance.</p>
		<p>It has been stated that in the Union Territory of Dadra and Nagar Haveli there are 118,14 cultivators and the average size of the land holding is 2.5 hectares. The Union Territory Administration has stated that the irrigation potential created through minor irrigation projects is not adequate to meet the</p>

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requirement. It was only in the year 1974 that a major irrigation scheme was envisaged in collaboration with the Government of Gujarat and Government of Goa, Daman and Diu on the river Damanganga which is the only perennial river passing through this territory. The project has since been completed and is likely to be commissioned during the current year.

The Committee feel that keeping in view the small size of the agricultural holdings which is 2.5 hectares there has to be greater emphasis on the development of minor irrigation schemes. Moreover Minor Irrigation Schemes are less costly than medium and major irrigation schemes. The Committee note with concern that the total approved outlay for the agriculture and allied services sector during the years 1980-81, 1981-82 and 1982-83 was of the order of Rs. 284.40 lakhs. Against this allocation, the actual expenditure on agriculture and allied services was Rs. 256.67 lakhs only. The Committee are not satisfied with the performance of the Union Territory Administration as no satisfactory explanation has been given regarding the shortfalls in expenditure on agriculture. The Committee recommend that concerted efforts should be made to utilize fully and in time the approved outlays in the agriculture and allied services sector so that a larger number of minor irrigation schemes can be made operational for the welfare of the Scheduled Castes and Scheduled Tribes.

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3.37

The Committee note that in the Union Territory there are 4398 agricultural labourers and the prescribed minimum wage till September, 1983 was only Rs. 5.50. The Committee were informed during evidence that this minimum wage of Rs. 5.50 was fixed in 1976 and it has been recently revised in September 1983 on the recommendation of the Advisory Board on Minimum Wages. The Committee recommend that a periodical review for enhancing the minimum wage

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should be made by the Advisory Board so that the poor Scheduled Castes and Scheduled Tribes who are working as agricultural labourers are able to make their both ends meet. The Committee pointed out during evidence that for the government servants the Dearness Allowance was being increased from time to time keeping in view the rise in price index but for the poor agricultural labourers Government were not worried and the increase in minimum wage had taken place after 7 years. The Committee hope that the Union Territory Administration will ensure that the minimum wages are kept under constant review.

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The Committee also recommend that the Union Territory Administration may examine the feasibility of providing loans to Scheduled Castes and Scheduled Tribes for purchase of agricultural land which is a permanent asset and is not perishable like poultry, cows, buffaloes and bullocks etc. for which loan and subsidy are made available under various schemes. The Committee feel that if the land is made available to Scheduled Castes and Scheduled Tribes it will not only provide them with permanent income but it will also ensure that the loans advanced by the Government are in the nature of a safe investment.

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3.48

The Committee note that in the Union Territory of Dadra and Nagar Haveli a number of Housing Schemes are in operation. There is a Low Income Group Housing Schemes under which 80 per cent of the cost of construction of the house subject to a maximum of Rs. 10,000 is granted as loan provided the annual income of the applicant does not exceed Rs. 12,000/-. There is another scheme for the Middle Income Group in which 80 percent of the cost of construction of the house subject to a maximum of Rs. 20,000 is given as loan provided the annual income of the applicant ranges between Rs. 12,000/- and Rs. 18,000/-. Under the scheme of providing subsidy and loan for construction of houses to Scheduled Castes, Scheduled

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Tribes and other backward classes financial assistance upto Rs. 2,500/- is given of which 75% is subsidy and 25% is interest free loan recoverable in 15 annual instalments. In addition to these three schemes, there are two other schemes namely Industrial Workers Housing Scheme for providing houses to Industrial workers and also for providing houses to the Police Force.

The Committee are concerned to note that no regular survey has been carried out to identify the houseless Scheduled Castes/Scheduled Tribes in the Union Territory. However, during the survey conducted under Integrated Rural Development Programme it was revealed that there were 85 houseless persons in the Union Territory. Out of those 85 persons the Administration has already allotted house sites to 45 persons upto 1983. Thus there are only 40 Scheduled Caste/Scheduled Tribe families, who are in need of houses or house sites. The Committee do not feel convinced that in the Union Territory there are only 40 SC/ST families who are in need of houses or house-sites. The Committee recommend that a survey may be conducted in the Union Territory to find out the magnitude of the problem so far as houseless persons are concerned. The Committee also feel that in a small Union Territory like Dadra and Nagar Haveli it should not be necessary to have a large number of housing Schemes. The Committee, therefore, suggest that the Union Territory Administration may review as to which of the housing Schemes are really useful and the Schemes which are merely on paper, may be scrapped. The Committee need hardly stress that the Scheme for providing financial assistance to Scheduled Castes/Scheduled Tribes and other backward classes for the construction of their houses or renovation of their houses should receive the greatest importance.

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Union Territory administration may also examine the feasibility of constructing low cost houses departmentally and thereafter allot them to deserving Sche-

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| | | duled Castes and Scheduled Tribes and recover the cost thereof in easy instalments. |
| 12. | 3.55 | <p>The Committee feel unhappy that in the small territory of Dadra and Nagar Haveli there are 21 villages which are still not connected with all-weather roads to the nearest town. As against the Sixth Plan target of 114.23 Kms. of road construction, the actual road length constructed so far is 41.58 Kms. The Committee are concerned to note that during the years 1980-81 to 1982-83 against the approved outlay of Rs. 179.50 lakhs for construction of roads and bridges, actual expenditure was only of the order of Rs. 154.68 lakhs. The Committee are at a loss to understand why the funds have not been fully utilised for construction of roads. The Committee recommend that topmost priority should be given to road construction work during the remaining period of Sixth Plan so that all the remaining villages are connected by roads.</p> |
| 13. | 3.61 | <p>The Committee note that the food for work programme was launched sometime in 1977 throughout the country for the purpose of generating employment and for converting surplus manpower into productive capital assets. From October, 1980, the food for work programme has been reshaped into National Rural Employment Programme. This programme is now being operated on 50:50 sharing basis i.e. the Central Government and the State Government provide the funds equally.</p> |
| 14. | 3.62 | <p>The Committee note that National Rural Employment Programme has been implemented in Dadra and Nagar Haveli during the last quarter of 1982-83 and against the allocation of Rs. 8 lakhs a meagre amount of Rs. 22,000 only was spent. The Union Territory administration has explained that they have been facing difficulties in implementing this programme because the prescribed daily wages of</p> |

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Rs. 5.50 need upward revision. They have also stated that necessary formalities for enhancement of daily wages have already been completed. The Committee are not satisfied with this explanation that this programme could not be implemented in Dadra and Nagar Haveli because of the low daily wages as prescribed in the guidelines issued by the Ministry. The Committee feel surprised that this programme has been implemented in the Union Territory only in the last quarter of 1982-83 although the fact is that this programme is a continuation of the food for work programme which was started as far back as in 1977. This only shows that neither the Ministry of Home Affairs nor the Union Territory administration had made any serious attempts to implement this programme which is one of national importance. The Committee recommend that Ministry of Home Affairs should go into this matter in depth and ensure that National Rural Employment Programme is implemented in the Union Territory in letter and spirit.

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3.70

The Committee note that in order to provide incentives to Scheduled Caste/Scheduled Tribe entrepreneurs the Union Territory Administration has undertaken the construction of Industrial sheds in Dadra and Nagar Haveli which are reserved for allotment to them. The Committee recommend that more allotment of industrial sheds to Scheduled Caste/Scheduled Tribe people should not be considered as sufficient for the setting up of small scale industries. The Scheduled Caste/Scheduled Tribe entrepreneurs should be provided financial assistance in the shape of loans and subsidy under various schemes in operation in the industry sector. The Industries Department should assess the viability of each project and render all possible assistance to the entrepreneurs in the shape of giving technical know-how, supply of improved tools and technology. The Committee need **hardly** stress that the marketing arrangements for

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| | | the sale of finished products should also receive due attention of the Union Territory administration so that the small scale industrial units become profitable. |
| 16. | 3.71 | The Committee feel surprised that during the period 1980-81 to 1982-83 against the approved outlay of Rs. 43 lakhs for Village and Small Industries the actual expenditure was only Rs. 25.73 lakhs. On the one hand, the funds are not fully utilised and on the other Dadra and Nagar Haveli is being declared as 'No Industries District' so that it becomes eligible for all facilities provided for setting up industries. The Committee desire that Union Territory Administration should pay special attention to the development of industries and the allocated funds should be utilised fully. |
| 17. | 3.83 | The Committee note that in the Union Territory of Dadra and Nagar Haveli there are three Labour Cooperative Societies and also a large number of Cooperative Credit Societies functioning for the purpose of providing credit to the people. The Committee were informed that a large number of Cooperative Societies are incurring losses. The main reason for these losses is stated to be a widespread illiteracy among the members, who are occasionally exploited by vested interests. The Committee recommend that the functioning of all these societies should be reviewed and remedial steps should be taken to make them economically viable. The Committee suggest that the existing rates of managerial subsidy should be raised to attract better qualified persons to act as Managers of these cooperatives. The Committee also feel that for a small Union Territory like Dadra and Nagar Haveli the number of Cooperative Credit Institutions seems to be very large. This matter should be examined in depth so that the funds made available in the shape of managerial subsidy are properly utilised. |
| 18. | 4.18 | The Committee note that in Dadra and Nagar Haveli the percentage of literacy as per 1981 census is |

26.70 for the entire population while for Scheduled Castes it is 51.20 and for Scheduled Tribes it is 16.86. Thus, inspite of the fact that the majority of the people in the Union Territory are Scheduled Tribes their literacy rate is lower than that of the Scheduled Castes as well as the literacy rate of the entire population.

The Committee further note that in order to improve the educational standard of the people several schemes are in operation in addition to the free educational facilities provided upto the Higher Secondary level. The Committee are concerned to note that in the age group of 5 to 9 85.3 percent children are attending the schools. But in the age group of 10 to 14 the percentage is only 19.6 and in the age group of 14 to 18 the percentage is still lower *i.e.* 17.3. The Committee feel that the Union Territory Administration will have to study the problem in depth and take some suitable measures to check the drop out rate and to improve the standard of literacy in the Union Territory. The Committee suggest that some residential Ashram Schools should be opened where the tribal children can reside and receive education. In addition to that, the quality of education must be improved by having qualified teachers both in the primary, middle and high/higher secondary schools. The Committee feel surprised that out of 34 middle schools in the territory 19 Schools have educational facility only upto the Seventh Standard while 15 schools have educational facility only upto the Sixth standard. The Committee recommend that these schools should be upgraded upto the 8th standard in view of the fact that there are only Five High Schools and two Higher Secondary Schools in the Union Territory.

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The representative of the Ministry of Home Affairs has assured the Committee during evidence that the post of the Assistant Director of Education would be filled up within a period of three months. The Committee would like to be informed if this post has since been filled up.

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4.20 The Committee note that there is one Industrial Training Institute in the Union Territory where training is imparted in various trades. In this Training Institute, out of 148 trainees, there are only 15 who belong to Scheduled Castes and 23 who belong to Scheduled Tribes. In view of the fact that the tribals are in great majority in the Union Territory, it is surprising that there are only 23 Scheduled Tribes, who are receiving training in the Industrial Training Institute. The Committee would like the Union Territory Administration to provide some incentives to the tribal youth to get training in the various trades in this institute. The Committee feel that after completion of training, government should try to provide employment to the trained personnel. Unless this is done, the Scheduled Castes and Scheduled Tribes would feel no attraction to join the Industrial Training Institute for getting vocational training.

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4.28

The Committee note that the target prescribed in the Minimum Needs Programme for having one sub-centre for a population of 3,000 and one Primary Health Centre for a population of 20,000 has yet to be achieved.

The Committee also note that under the head "Public Health and Sanitation" during the years 1980-81 to 1982-83 against the total approved outlay of Rs. 39.85 lakhs, the actual expenditure was of the order of Rs. 28.71 lakhs.

The Committee feel surprised that the allocated funds in health sector have not been fully utilised so as to achieve the targets of setting up more Primary Health Centres and Sub-Centres in Dadra and Nagar Haveli as prescribed under the Minimum Needs Programme.

The Committee recommend that earnest efforts should be made to achieve the targets of setting up Primary Health Centres and Sub-Centres by utilising the un-spent money of previous years as well as by

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		making optimum use of the funds now released for the remaining period of the Sixth Plan.
21	4.29	The Committee also feel that one mobile dispensary is not adequate to cater to the needs of the tribal people living in remote areas. As such, the Committee recommend that the desirability of having two more mobile dispensaries in the Union Territory may be considered.
22	4.38	The Committee note that there are several voluntary organisations working in Dadra and Nagar Haveli which are engaged in social work or in educating the tribal children and to impart them training for their all round development. The Committee during their numerous tours have received complaints that the grant-in-aid given to the voluntary organisations are not properly utilised for the purpose for which it is meant. The Committee recommend that in order to ensure that the funds are properly utilised by the organisation to which they are released. Department of Social Welfare or Department of Education should keep a close watch on the functioning of the organisation concerned.
23	5.6	The Committee note that out of 9 officers in Group 'A' there is not a single Scheduled Caste/Scheduled Tribe in Dadra and Nagar Haveli. In Group B also, out of 46 officers, six belong to Scheduled Caste and 3 to Scheduled Tribe and their combined percentage is 19.5 (13—SC, 6.5—ST). In Group C, the combined percentage of Scheduled Castes and Scheduled Tribes comes to 38.3 against the prescribed percentage of 45. In Group D, however, the combined percentage of Scheduled Caste/Scheduled Tribe employees is 86.2 which is due to the fact that the tribal population is as high as 78.82% and Scheduled Caste population is 1.97% of the total population.
		The Committee recommend that Union Territory Administration should try to improve the representation of Scheduled Castes/Scheduled Tribes in Group C, and bring it to the level of 45% by resorting to special recruitment and by relaxing the eligibility criteria.