

[Secretary]

on the 2nd December, 1964, and transmitted to the Rajya Sabha for its recommendations and to state that this House has no recommendations to make to the Lok Sabha in regard to the said Bill.'

12.24 hrs.

MOTION RE: TWELFTH REPORT OF COMMISSIONER FOR SCHEDULED CASTES AND SCHEDULED TRIBUTES—contd.

Mr. Speaker: The House will proceed with the further consideration of the following motion moved by Shrimati M. Chandrasekhar on the 11th December, 1964, namely:

“That this House takes note of the Twelfth Report of the Commissioner for Scheduled Castes and Scheduled Tribes for the year 1962-63 laid on the Table of the House on the 24th November, 1964.”

The hon. Minister.

The Minister of Law and Social Security (Shri A. K. Sen): Mr. Speaker, Sir, I am very much obliged to hon. Members from all sides of the House for the keen interest they have taken in this matter. In fact, it is proper that this Parliament must give a lead in this vital question affecting our national welfare and impress the people outside with the urgency and the importance of this problem, the problem of the uplift of Scheduled Castes and Scheduled Tribes.

I must frankly admit that we have from time to time witnessed not merely from Members of this House but also from people outside an approach, which I may call for the sake of brevity, is a relief approach. It means the approach of the dole-giver and the dole-taker; that it is a problem which ultimately resolves itself only in giving of assistance in the

form of scholarships and other forms of doles and assistance and the reception of this by those who are called Scheduled Castes and Scheduled Tribes. This approach, in my humble submission, is an erroneous approach. It can never do any good to those for whom we stand pledged to devote our entire resources and energy for their total uplift, so that they become equal with others and repair the serious injury which had been inflicted to those classes in days gone by. An approach of mere charity is not going to help solve this problem in my submission. We must accept a dynamic policy of uplifting these unfortunate people economically. The problem of economic uplift in my submission is the most important problem, because many of the evils which we seek to remedy by stray assistance or even systematic assistance in the form of doles and charities and scholarship spring from this main cause of economic backwardness. Let us be quite frank.

Shri Ranga (Chittoor): What about social backwardness

Shri A. K. Sen: Social disabilities may be removed by legislation and other forms of coercive measures and propaganda and publicity. But economic backwardness, from which spring many of the vices which effect the life of the scheduled castes and scheduled tribes is a matter which cannot be tackled, far less solved, by merely giving assistance to individuals in the shape of scholarships and so on. We must make the economic stamina of the average member of the scheduled castes and scheduled tribes economically more stable. He must be given a living wage and where he does not even enjoy the barest minimum of existence, he must be assured of that. That can only be done if his productivity and his income is raised to the level of the average income of other classes.

Let us not now deal with the wider problem of raising the level of income of everyone, which is a very import-

ant problem as it is. It is also true that while we tackle the other wider problem of raising the level of the average Indian, we also tackle this problem. Here what we are concerned with is doing something more than the general effort to raise the standard of living of the average Indian, what can we do by way of additional effort, additional impetus and inducement, to increase the level of income of the average member of the scheduled castes and scheduled tribes to that of the average Indian as it is enjoyed today? That is my submission. It is the most important problem which confronts us in Parliament, in Government and in all the levels of work in which we are now trying to tackle this problem in the practical field. That resolves itself into an integrated programme of an economic and social nature, which will initiate efforts in the agricultural sector by way of providing better implements, better knowledge, better seeds and more economic holdings and also, if I may say so with respect, rural credit, agricultural credit and other forms of marketing facilities....

Shri Maurya (Aligarh): Majority of them are landless labourers.

Shri A. K. Sen: The hon. Member possibly has not listened to me when I said, assurance of economic holdings, which in my submission carries with it the necessary implication of providing land to those who have no land, because you cannot assure economic holdings to those who have no land.

Shri Maurya: First provide them land and then talk of assurance. Majority of them are landless labourers.

Shri A. K. Sen: It is a question of choice of language.

Shri Maurya: Better do something practical today. There is no question of assurance. You have been giving assurances for the last 17 years.

Mr. Speaker: There is no land to be doled out here. The Minister can only give an assurance here.

Shri A. K. Sen: I appreciate, Sir, what you say. If the hon. Member wants us to make lands immediately available, I am afraid we do not have any land here to dole out nor any land outside to dole out immediately if we accept a policy of doing so.

But let us deal with this problem in a more rational and a more objective manner having regard to the limited resources we have in the shape of land, money and other forms of capital and equipment and also having regard to the limited time available to us to produce results within the shortest possible period. Let us study our objectives impartially without passion or emotion, without trying to divide on the question as to whether one particular man belongs to the Scheduled Caste or not, because I do not accept the view that it is a problem only for the Scheduled Castes. It is more a problem for the rest of the country than for the Scheduled Castes, and we should consider it an honour and privilege that those who are not included in the so-called Scheduled Castes and Scheduled Tribes are now entrusted with this great obligation of undoing a wrong which their forefathers had possibly participated in creating—not solely themselves, there were other agencies less responsible for it, the agencies of the foreign government which did very little or a community which was so backward and all that. Let us not deal with the causes which have given rise to a volume of accumulated vices, sufferings and problems, let us more or less unite in our endeavour, in Parliament and outside, in trying to solve this problem sincerely and seriously.

As I said, I consider that the economic problem is the most important of all problems. Schools we are opening as far as we can. There are no separate schools for Scheduled Castes. There may be separate

[Shri A. K. Sen]

schools for Scheduled Tribes because of the regional character. I am one who is completely against opening separate schools for Scheduled Castes. They must all study together. They must forget that there is any badge which distinguishes a Scheduled Caste boy from a non-Scheduled Caste boy. They go there into our schools run by the Government or by other public authorities as equal citizens of a great country, equally entitled to participate in the fruits of the common endeavour of a democratic government and equally entitled to share the benefits which flow out of such a government. Therefore, let us forget completely the problem of separate education for Scheduled Castes.

But separate treatment economically for the Scheduled Castes is not only necessary but a most urgent duty for us. That does not perpetuate a badge of distinction, but it serves to accelerate the pace of economic upliftment which it is our duty to do, as I said, separately from the general effort we are making to raise the level of life of the common Indian, because it is only by such separate and additional endeavour that we can accelerate the pace of equalisation of those who have been unequal on the economic plane so that they may become equals as quickly as possible.

Sir, when I was interrupted by an hon. Member—rightly so, possibly for some clarification—I was stressing those problems itemwise which together form, in my submission, or might form a programme for integrated development and upliftment on the economic plane of the Scheduled Castes. Majority of them are agriculturists. Therefore, I took the problem of agriculture first. No doubt, the problem of agriculture is a common one for the Scheduled Castes as for the non-Scheduled Castes, but having regard to their backwardness and the great economic handicap with which they have started the race along with others some additional effort is

necessary to provide for them with still cheaper agricultural credit, with more reasonably priced agricultural tools and implements of an improved variety....

Shri M. R. Krishna (Peddapalli): Nothing of that kind is there.

Shri A. K. Sen: I do not agree on the word "nothing"; not enough perhaps; possibly far too little; but it will be an exaggeration to say that nothing has been done.

Shri M. R. Krishna: Nothing has been done in the matter of credit to Scheduled Caste people.

श्री श्रीकार लाल बेरवा (कोटा) :
कुछ भी नहीं किया है। राजस्थान ऐसा ही
पड़ा है। सब देख लिया है।

श्री अ० क० सेन : हो सकता है।

As I was saying, if we impose the same conditions for the availability of credit, it might be that many of them will be denied credit. Therefore, we must get out of the normal, traditional orthodox thinking in the field of agricultural credit and make some different pattern of credit availability for the agriculturists in the Scheduled Castes' sector. And that is why, it will be observed, Government accepted the policy of increasing co-operatives, mostly in the nature of credit, marketing-cum-service and in tribal regions labour co-operatives, particularly in forest areas that is also a little linked up with the question of credit. As I said, as a question of policy, we have already in Parliament accepted the policy of increasing credit availability to the Scheduled Castes and Scheduled Tribes by creating a different pattern for credit availability and credit-giving, if I may say so, so that the orthodox notions of security being completely safeguarded while credit is made available to the agriculturist, that orthodox notion may be tempered, may be altered, so as to suit the special needs of the Scheduled Castes and Scheduled Tribes. It may be that the pattern may have to vary from

area to area, from State to State or from region to region, having regard to the form of security which the agriculturist can offer, having regard to the total absence of security which could come from the agriculturists of the Scheduled Castes and Scheduled Tribes. But that is a matter which must depend upon the study of the characteristics of the agro-economic and social and land-holding complex of the area concerned, the amount of credit security which can be expected reasonably from an agriculturist of that level, and the hon. Members should certainly give me an opportunity of initiating studies through experts in that field so that we can devise some pattern for agricultural assistance suited to the needs of the agriculturist, at the same time, suited to the credit and security available to the Scheduled Castes and Scheduled Tribes.

Shri Ranga: May I know whether the Reserve Bank, the scheduled banks as well as the co-operative banks will be asked to do it in order to implement the assurance that the hon. Minister has just now given?

Shri A. K. Sen: It will have to be a separate co-operative credit society and other societies meant only for the Scheduled Castes and Scheduled Tribes. That is why I said that so far as the economic programme is concerned, separateness is not only desirable but it is urgent, because we cannot create a co-operative credit society which gives separate treatment to the Scheduled Caste agriculturists as opposed to non-Scheduled Caste agriculturists.

Shri Ranga: There is what is known as the equalisation fund which Parliament itself has sanctioned.

Shri A. K. Sen: I am not as much of an expert in agricultural economy as Professor Ranga. So, I hope he will excuse me for my ignorance. But I accept his suggestion that there should be separate treatment for this class of people. There has not been

a completely separate code yet evolved or a separate treatment evolved for these people, although the problem is urgent; I agree with him there. The concrete steps taken in this regard so far are not, I think, sufficient, I agree with him there too. I also agree with him that much more needs to be done. I agree with some hon. Members who have said that very little has been done; if not very little, far too little has been done, if I may say so, for the purpose of making available credit for making agriculture a paying proposition for the agriculturists belonging to the Scheduled Castes and Scheduled Tribes, to lift him out of this perpetual fear from want and destitution to which he is assigned by the very circumstances surrounding him while he carries out his age-old method of agricultural operations.

Shri Basumatari (Goalpara): Credit is there but they are not getting it because they are landless. The banks want immovable property as security for advancing money and they do not have land to provide the security. What does he propose to do in that respect?

Shri A. K. Sen: I touched upon that point and said that, as it is, the same pattern of credit availability cannot be followed. The same pattern of security being made available to the banker cannot be applied to these people one of the reasons, as he said, being that many of these people may not be possessed of land which is a common mode of security which is demanded by credit institutions including co-operative credit societies. That is why I said that. I am entirely for equal treatment for the Scheduled Castes and Scheduled Tribes on the economic plane.

Shri Basumatari: How to do that? That is the trouble.

Shri A. K. Sen: I wish I could say in one word the solution. The hon. Member also does not expect that I should give that solution in one word. I wish I could. I wish the problem

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was such an easy one. It affects hundreds of millions of people. It is intimately connected with the system of land-owning, the system of the economy, weighed down with age-old vices, customs, prejudices, want, poverty and various other things. We need not go into all that. Much of that is known to us. But the solution defies us; nevertheless, we have to arrive at a solution, not in one day—it will not reach us in one day—but I have no doubt that it must reach us so that the pace at which we proceed for equalising these vast communities of the neglected, of the unequals with the others, is accelerated as fast as we want it to be. Therefore, let us come to the first thing, pinpoint our attention and declare our united voice on it that for these Scheduled Castes and Scheduled communities we must develop credit institutions either of the co-operative type or of the tribal development block type or of other type. The type is not so important so long as the function is understood that it will make credit available where credit is so badly needed on patterns of lending which will suit the needs of those for whom they are intended. As I said, it may not be uniform all over. Naturally, they are different from place to place, from area to area, from population to population and yet some uniform patterns may be struck at and applied with variations in different areas.

I have a desire to call as soon as Parliament goes into recess the States' representatives, because the implementation of this is a very important thing which has to be done through State agencies, not merely for the purpose of discussing but also for the purpose of taking concrete steps for implementing them. One of these would be for that purpose. There would be others which I shall mention as I am passing on.

When I go on from point to point, it equally applies to the non-agriculturists, the artisans or landless labour-

ers, who will have to be fitted for a more paying avocation. The non-agriculturist artisan, the potter or the blacksmith for instance or any artisan of that type, will have to be provided with credit and the same problem will arise as for the agriculturist. He will have to be provided with education and implements same as the agriculturist. There are many of these things which must be common. It may be that they may have to be formed separately or they may have to be jumbled up together, that is, agriculturists and non-agriculturists. Much of it will depend upon our thinking and upon our experience.

The next point of importance would be the provision, apart from credit, of adequate knowledge and technique to the agriculturists of the Scheduled Castes, of better seeds, manures, marketing facilities, housing and so on.

Shri Ranga: Government land has to be given to them first.

Shri A. K. Sen: I am coming to that. I will give you the figures actually of land which has been found to be surplus and how it has been distributed to the landless including those of the Scheduled Castes and Scheduled Tribes. I intend to give you those figures. But unfortunately, at the present moment no one can say, "There is land; you just go and start ploughing that land". I wish I could do that. None would be happier than myself. But, unfortunately, there is not all that surplus that is available. It has been the policy of the Central Government as also of the State Governments to distribute all the surplus land that becomes available to landless labourers including those of Scheduled Castes and Scheduled Tribes. I will give the figures as far as we have got them. But, it is true that the population is great and land is scarce. That is one of the great handicaps in our economic life from which we must suffer for centuries together unless we develop an eco-

nomy which sustains a large population on a much smaller quantity of land. There was a time in England when Malthus, with a population which is about one-tenth the population in England today, thought that England was overpopulated. Land was already too little for the people. But today nobody thinks...

Shri Balakrishnan (Koilpatti): Will you not arrange to organise co-operative farms because land is so little?

Shri Ranga: Then more people will become landless.

Shri A. K. Sen: These are two different matters altogether. These are matters on which we must immediately devote our attention.

Then comes the question of educating and training the people of the Scheduled Castes as skilled craftsmen and skilled labourers for our growing factories and other small-scale and cottage industries into which they must also flow like the rest of the population since agriculture alone would not be able to sustain a prosperous population. For that purpose we are not only encouraging an ever-increasing number of Scheduled Castes and Scheduled Tribes boys for getting into our vocational centres and technical institutes but are also making available a larger number of scholarships every year for that purpose. It is a happy feature today that whereas possibly ten years ago you could hardly pick up a skilled foreman or a skilled factory worker from among the Scheduled Castes today in every factory, Government or otherwise, you would any day see a larger and larger number of Scheduled Castes and Scheduled Tribes boys coming as skilled workmen, engineers and so on.

Dr. M. S. Aney (Nagpur): In this connection I would like to ask one question. Are the concessions now given to boys of the Scheduled Castes in the matter of education and other things extended to those boys of the Scheduled Castes who are outside the Tribal areas? Outside the Tribal

areas they are not considered as Scheduled Castes boys for those purposes. This has been dealt with in the Dhebar Report which says that to those persons who are living outside the Tribal areas but who really belong to the Scheduled Castes no concession is given as they are not recognised as Scheduled Castes boys. Will the hon. Minister take up this question and look into it?

Shri Ranga: Christian agricultural workers also.

Shri A. K. Sen: I have not actually followed the implication of the hon. Member's question; but as far as I have been able to follow it—he will correct me if I go wrong—he says that when a Scheduled Castes boy, who is considered as Scheduled Caste elsewhere, is actually in a Tribal area he does not enjoy the same facilities as a Tribal boy... (Interruption).

Mr. Speaker: Three hon. Members should not be on their legs at a time. If the hon. Minister wants to yield, he might resume his seat; then one hon. Member can stand.

Dr. M. S. Aney: I thought, I made it quite clear. If a tribal boy who is regarded as such outside the Tribal area is living there, because he is not living in the Tribal area he is not regarded as a Scheduled Tribes boy and concessions open to the Scheduled Tribes boys are not given to him.

Shri A. K. Sen: Scheduled Castes and Scheduled Tribes are different.

Shri Ranga: He means Tribal boys.

Shri A. K. Sen: Scheduled Castes are grouped as Scheduled Castes and Scheduled Tribes are grouped otherwise, that is, as Scheduled Tribes.

Shri Ranga: He means Tribal boys.

Shri A. K. Sen: He is considering both Scheduled Castes and Scheduled Tribes. I can understand a scheduled tribe boy not being given the same facilities when he comes out of his area where his tribe lives. That I can understand.

Shri D. S. Patil (Yeotmal): But when he resides outside the scheduled area?

Shri A. K. Sen: These tribes are scheduled according to the area where they are isolated, where they lead a tribal life and it is from there they are picked up for giving scholarships either for general education or for other education. There are many tribal boys studying in Delhi who get scholarships. For instance, from Manipur there are a large number of boys who have been given scholarships as tribals, as members of the scheduled tribes. They have been given scholarships and they are studying in Delhi or in Calcutta or in other places. They are studying in medicine and other courses. But I do not think their residence for the purpose of study elsewhere will disqualify them. If they do not live in an area where the tribe has been scheduled and they apply for scholarships, then I am afraid, a man living for generations in Calcutta cannot apply for a tribal scholarship which is open for a tribe living in Manipur. He cannot have it like that. He must apply from Manipur where his tribe is scheduled and from there he can be sent anywhere after he gets the scholarship. We must follow some criteria. One criterion followed has been that there must be some amount of isolation and that they follow a tribal mode of life. If these two criteria are satisfied, they are scheduled. Otherwise, it is very difficult. We have also followed similar principles for scheduling the castes. I do not think there is any difficulty for a real tribal boy in getting the scholarships if he is otherwise meritorious.

Sir, it is a great encouragement for us to find that these boys are not only coming in large numbers to civil service, Class I, Class II, Class III and Class IV, but they are also coming in larger numbers in public undertakings and in other factories and establishments as skilled workers, foremen, engineers, technicians

and so on, and that it what makes the community really progressive and equal to other communities. Therefore as I said, our educational policy should be framed and pursued with this underlined purpose. The purpose should be to see that the education which they are given makes them fit as technicians, scientists, doctors, engineers, foremen and other skilled workers such as would make their community equal to others. Merely producing clerks or merely producing store-keepers or merely producing peons and orderlies will not, in my submission, be enough which would lift a community from the level in which it is to that of other communities. Even the education which you seek to give to these communities must be underlined with the purpose of making them economically equal, of training their young men and women into arts and crafts and sciences so that they can make their community equal with others in the arts of life, in the work of life and in the creative production of our economic life. That is what really makes a community worthy and equal with the others. Far too little is said, when we speak about the work done in relation to scheduled castes and scheduled tribes, on the economic side than on these rather. If I may say so, relatively less important matters like giving scholarships and jobs in Government offices and things of that sort. Jobs and scholarships cannot make a community equal. They are only means to making them equal by providing with other equipment in life. And this other equipment must come so that they become equal. They must produce results so that economically they are at level with others. If these scholarships and jobs do not make them equal and do not equip them with the wherewithal which will raise their level of life to that of others, then such an assistance will be useless. Then, we must change the type of assistance.

So, my submission is that both in Parliament and outside we should

lay stress more on seeing what actually is the type of equipment and education that we are providing and the monetary assistance that we are making available for the scheduled castes and tribes makes them fit to raise their level of income, to improve their economic production, to improve their technique of production and all that and in one sense to change their level of life. If we can do that, then alone must we be satisfied with the course that we have pursued. I do not think we are pursuing the right course and we must think of bringing about very great changes in our line of thinking, in the type of education we are giving to these tribals and these scheduled caste people, the type of assistance we are making available to them for their daily routine of work, for their agriculture, for their craft, for their small industries and all that so that we can really make all their creative efforts to survive.

Shri Ranga: All these fine sentiments have been expressed and formulated by the Government and accepted by the Government again and again and year after year. What we would like to know is the result of the efforts that the Government have made so far in different States.

Shri A. K. Sen: They only show greater efforts are to be made. Such as they are, they are quite encouraging.

Having made these preliminary observations, let me take some of the points item-wise so that we shall see what progress has been achieved and what remains to be achieved. Let me take the problem of untouchability first relating to social disabilities in the villages and other places where the scheduled castes suffer from certain restrictions in the form of drawing water from public wells and so on. Fortunately, untouchability at a social level, as a legal form of disability, is fast disappearing and it has disappeared from vast areas of this country excepting—I find our hon. Member from Rajasthan

shaking his head—in a few areas where Thakurs still rule the lands with lathies and chop off the noses of some of the delinquent scheduled caste people who have the hardihood of drawing water from the wells preserved by Thakurs.

श्री श्रीकार लाल बेरवा : वह जमाना गया। अब राजस्थान में हुनर की जरूरत है। वहां हुनर चाहिए।

Shri A. K. Sen: That is what I am saying. Except in a few isolated places where feudal lords still rule the society and punish the scheduled caste people for their courage and audacity to draw water from wells, it has disappeared by and large in vast areas and it is fast disappearing. All that we have to do is to launch a few more prosecutions.....

Shri Maurya: Has the hon. Minister gone through the Report? There is not even a single State which can dare say that the untouchability is not being observed there. There is not a single village in this country where the untouchability is not being observed. This is what the Report itself says.

Shri A. K. Sen: I say, it is fast disappearing and I still repeat it. If we have eyes to see and ears to hear, we shall know that it is fast disappearing as it must. All that we have to do is to gear up the States into launching more prosecutions against the persons who offend our untouchability laws.

An hon. Member: Law is not enough.

Shri A. K. Sen: Law is not enough. Law has to be enforced and we have to enforce our laws with greater vigour and greater severity. And if we find very gross cases, we might even have to increase the quantum of punishment. But let us hope, as we hope, and as appears to be a fact, that untouchability as a social curse and as a form of social disability is fast disappearing, and it will. What remains if is the economic and social

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backwardness of these people which still keeps them different from the rest.

13 hrs.

But it is true that the large sums that we have been spending for propaganda and publicity work against untouchability through private agencies have not been very effective particularly, and there are many instances of ineffective use where the liberal assistance given to private agencies for the purpose of propagation merely has not borne much fruit, and we might have to think of utilising the money that we spend for propagation in other more effective ways, and we shall have to think of what other forms of publicity we should undertake, because publicity must continue and with vigour, if not for the purpose of merely informing the people of the laws which they must obey, in the villages at least for the purpose of informing the human minds of those duties which they must perform as citizens of this country in rendering their own share of assistance to those who are a little bit backward compared to them. It is not merely the propagation of the coercive laws and it is not merely the propagation of the steps that we are taking, which is important, but also the human education which every great work must depend upon so that the human mind is prepared to render voluntary service for the cause of the upliftment of the backward classes.

Now, I come to the question of implementation of our schemes. It is rightly said that the problem of implementation has not been given due importance and that the implementation of our programmes and the results achieved in spite of the spending of such large sums of money for our various projects have not been very encouraging. I must say that it is true that there have been lapses in our implementation, and the implementation of our projects and our programmes might have been much

better and much more effective even with the limited resources which we have employed. Even with the money that we have spent, the results might have been more encouraging. It will be, therefore, our endeavour to devise a machinery by which the implementation of our programmes of welfare and advancement for the backward classes and the Scheduled Castes and Scheduled Tribes is attended to day to day.

As it is today, there are certain difficulties, which I must explain to the House, about this question of implementation of our programmes which we frame in the Centre or in consultation with the States. When it reaches the field for the purpose of implementation various bottle-necks occur. By the very nature of our federal structure, these bottle-necks are bound to occur.

Shri Ranga: That is where political discrimination comes in.

Shri A. K. Sen: what does my hon. friend propose?

Shri Ranga: There should be a more impartial distribution of all the favours which Government are able to afford to them.

Shri A. K. Sen: I think that this Government can be very proud of saying that very little discrimination has been practised politically.

Shri Ranga: We cannot say that.

Shri A. K. Sen: I know myself how much of resources have been made available from the Central Social Welfare Board and the Khadi and Village Industries Commission to groups of workers who are by no means aligned with the ruling party.

Shri Ranga: That is by the Centre.

Shri A. K. Sen: I can only speak for the Centre.

Shri Ranga: But then we are dealing with the States also.

Shri A. K. Sen: As I said, the schemes that we implement, except for the Union Territories—and even

the Union Territories or at least most of them are more or less autonomous now—have to be implemented through the States through the various levels of administrative machinery which obtain in the States. We can only keep in touch with the progress of implementation through the tours and studies and discussions which the Director of Backward Classes Welfare carries out regularly. But mere study and mere inspection, in my own submission, are not enough, and we must think of some better method of co-ordination, and if not activation, at least implementation in the States.

Shri Ranga: And better accounting and audit also.

Shri A. K. Sen: I have this very agonising feeling that beautiful schemes are framed here, and the necessary money is being provided, and it goes into the States with the highest of expectation, but at the end of three or four years it is such an agonising experience to see that the money or much of it has filtered through certainly but when we actually try to evaluate the results, the results are far below expectations. This is the experience not merely with these but with regard to most of our welfare programmes, and we must remedy this. There is not so much vice in the project. There is not so much vice in the programme, and not even in the amount of money made available. Vice seems to creep in and make the whole thing infirm when we go to the level of the field where it has to be actually worked or made effective. Therefore, we must devise a machinery,—and in this I would appeal to the House to give me all the support that it can—in consultation with the States; we must devise an original machinery of implementation with some power and authority to enforce its decisions on the spot....

Shri Ranga: It should be non-political and non-partisan.

Shri A. K. Sen: It must be so. Nothing can be political here; no well-1887 (A) LSD—5.

fare programmes divide themselves party-wise fortunately. If they did, they would cease to be welfare programmes, and, therefore, their implementation must also be done on a non-party basis. The civil service by and large which carries out the programme is non-party. We cannot say yet that the civil service is partisan....

Shri Ranga: But this work is not being carried on those lines.

Shri A. K. Sen: If it is not, then it must be so. And Parliament, I hope, will give me the necessary support to see that it is so done.

I cannot yet say that we have devised such a machinery; I must frankly admit that I have been in charge of this Ministry only for a very short period, and I cannot say yet what the machinery should be, though I have been applying my mind to this very important problem of implementation and I have said this to the Central Advisory Committee and also to the other consultative committees of this House that this problem, to my mind, appears to be the most formidable one, but once tackled, we shall have results not once but always. But we must hit on some administrative machinery which must work and which must see that every programme which filters down from the Centre is actually worked out to its completion.

I must frankly say that I cannot yet tell the House that we have found such a machinery. It cannot be found all by ourselves; it has to be evolved after consultation between the States and the Centre, and some agreed machinery has to be set up which will be honoured by the States as also the Centre. Otherwise, it will not serve the purpose. I hope we shall be able to do it.

But let me give now some results of the implementation which has been done notwithstanding all these difficulties.

In the Third Plan we had a total allocation of Rs. 53.45 crores in both

[Shri A. K. Sen]

the Central and the State sectors for Scheduled Castes and Scheduled Tribes work. That was the total allocation for the first three years of the Third Plan. Out of that, we have already utilised Rs. 49.79 crores, which means a utilisation of nearly 90.2 per cent; in the case of the Scheduled Castes work, the utilisation has been very encouraging namely that not only has the allocation for the first three years been wholly utilised but it has been exceeded. It has been exceeded in Assam by 2.6 per cent, in Kerala, the expenditure has been 124.2 per cent, that means that the allocation has been exceeded by 24.2 per cent; in Madras, it has been utilised up to 121 per cent, which means that it has been exceeded by 21 per cent, in Orissa, it has been utilised up to 101 per cent, which means that it has been exceeded by 1 per cent. In Manipur, it is 104 per cent, that means, exceeded by 4 per cent.

Shri Maurya: What about UP?

Shri A. K. Sen: The average is about 98 per cent for the whole country....

Shri Maurya: The Chief Minister of UP said in a statement only yesterday, 'I am sorry that the funds allotted for S.C. and S.T. are not being utilised'.

Shri A. K. Sen: To which funds was she referring? I do not know. I am talking now of the funds for the the scheduled castes and scheduled tribes.

Shri Maurya: I am not talking about the general classes or caste Hindus. I am talking about the scheduled castes, and scheduled tribes.

Shri A. K. Sen: I am talking about the scheduled castes and scheduled tribes. When I reply to the debate, I have to reply to the question of allocation of funds for scheduled castes and scheduled tribes and their utilisation; I am not dealing with the general question of utilisation of all

allocations; nor is it my job; it is for the Finance Minister to explain that.

श्री बाल्मीकी (खुर्जा) : अपने क्षेत्र और उसके आसपास के क्षेत्रों को देख कर मैं यह कह सकता हूँ कि जो कुछ भी हरिजन कल्याण के लिए धन दिया गया है वह बिल्कुल खर्च नहीं हुआ है। वह ज्यों का त्यों पड़ा हुआ है।

श्री मोय्य : लैम्प हो जाता है।

श्री श्रीकार लाल बेरवा : राज्यधन में भी मा का वैसा पड़ा हुआ है।

Shri A. K. Sen: Is the hon. Member speaking of Delhi?

श्री बाल्मीकी : उत्तर प्रदेश में बुलन्दशहर की बात मैं कर रहा हूँ। अपने क्षेत्र की मैं बात कर रहा हूँ।

Shri A. K. Sen: I cannot give the figures State-wise yet. But so far as all-India figures are concerned, the Centre and the States....

श्री मोय्य : मूत्रे वालने का अवसर मिलेगा

Shri A. K. Sen: The hon. Member will kindly resume his seat. He will get the facts and then ask questions.

Shri Ranga: It is not for him to say that.

Shri A. K. Sen: I can certainly request him through the Chair to resume his seat.

Mr. Speaker: The hon. Minister is not yielding. The hon. Member should listen with restraint and patience.

Shri Maurya: He is becoming hot; that was why I wanted to request you to give me a few seconds.

Mr. Speaker: I will call him later, but now he should sit down and listen.

Shri A. K. Sen: The hon. Member is responsible himself for this heat.

I was giving the figures of utilisation. He threw out some statement without any particular. I put it to him that I can only speak of allocations and utilisation of funds for the scheduled castes and scheduled tribes. I cannot encroach upon other fields.

So far as these allocations are concerned, in the first three years out of Rs. 53.45 crores, both for the Centre and the States, Rs. 49.79 crores have been utilised, showing a utilisation of 93 per cent. If the hon. Member disputes that figure, I can reckon with it. But I cannot reckon with stray statements being quoted.

With regard to the funds allocated for the scheduled castes, I was quoting figures to show that for the whole country, the utilisation has been more than 98 per cent, and in some States it has been more than 100 per cent.

Shri Maurya: Only for UP he has no figures!

Mr. Speaker: He says he has not got figures State-wise. So separately he cannot answer.

Shri Ranga: He has given the figures for so many States.

Shri A. K. Sen: The total for the whole country, the States and the Centre; the figure is 98 per cent for scheduled castes work, and the utilisation is more than 100 per cent in some States—I have just now been handed over the UP figure. If he wanted it before, I would have supplied it to him.

An hon. Member: Also the schemes.

Shri A. K. Sen: Out of nearly Rs. 4-1/2 crores allocation for UP for the first three years, the utilisation has been Rs. 4.04 crores.

Shri Maurya: I wanted the percentage.

Shri A. K. Sen: It can be worked out.

Shri Maurya: In UP, it is much less; it is not cent per cent. So his statement about UP is not correct.

When I pointed this out, he became hot.

Mr. Speaker: If he has given a wrong statement, he can write to me.

श्री बालमीकी : तीन साल से हरिजन कल्याण बोर्ड, उत्तर प्रदेश, की मीटिंग ही नहीं बुलाई गई है ।

Shri Maurya: They never met; they never discussed it.

Shri A. K. Sen: That is a different matter. If the Harijan Kalyan Board has not met for three years, it is very unfortunate. If it were under my control, I would certainly have seen to it that they met and discussed it.

श्री रामानन्द शस्त्री (रामसंचीषाट) :
 ग्रन्थप्यता निवारण में खर्च हुआ ही नहीं है ।

Shri A. K. Sen: That I can understand, that though the utilisation has been 90 or 95 per cent, all of it has not been actually for the work for which they have been intended. Unfortunately, that does occur in many individual cases; we can only deal with individual cases as and when they occur. If in any particular case there has been expenditure in the name of Harijan work but actually for some other purpose, we have to take individual action against such agencies or officers. There have been cases of even private institutions....

An hon Member: Your officers are not working honestly.

Shri A. K. Sen: Cases of some private institutions have also been brought to our notice in which, for instance, moneys needed for maintenance of students have been spent for other objectives. Inquiries have been initiated by the Commissioner himself and steps have been taken; in many cases, the grants have either been cancelled or recalled from the grantees themselves. We can only deal with such individual cases. If they are forwarded to us, I can assure the hon. Member that every such case forwarded by any MP

[Shri A. K. Sen]

would be inquired into, every case of misuse of funds meant for Harijan welfare.

Shri Dasaratha Deb (Tripura East): Members should be informed to which organisations moneys have been sanctioned for such work. Then only we can inquire into the matter and bring to his notice the misuse of funds.

Shri A. K. Sen: I am afraid it is an irrelevant question.

Shri Dasaratha Deb: It is relevant. In my State, some money has been given to certain schools for making available to tribal students. But not a single student has received it.

Mr. Speaker: Are there publications accessible to Members wherein particulars are given of the private agencies to whom such funds for such work have been given?

Shri A. K. Sen: Generally the grants in each State are made through that State—all the grants. Of course, we get a list also. If a question is put about any particular State, we shall be able to furnish details provided enough time is given.

Shri Hari Vishnu Kamath (Hosangabad): A detailed statement might be laid on the Table.

Shri A. K. Sen: Yes.

श्री श्रीकार लाल बेरवा : शाहवादा में पचास लाख रुपया खा गये हैं ।

Shri A. K. Sen: There is no such publication to my knowledge.

Shri Dasaratha Deb: I asked the Tripura Government, but they did not supply it to me.

Shri A. K. Sen: He will then ask me. I shall try to help him. I do not think government grants can be secret matters. They are audited and inquired into. The Director from the Centre goes and looks into every case. I can assure the hon. Mem-

ber that each year cases of mal-utilisation or misuse come up to us and we do initiate inquiries in each case.

13.18 hrs.

[MR. DEPUTY-SPEAKER in the Chair]

With regard to the question of scholarships, the complaint has been that in the disbursement of post-matric scholarships, there is delay, delay in the availability of scholarships actually to the students. I must say there is a good deal of truth in this because one of the main reasons why this was decentralised three years ago was that disbursement from the Centre was entailing delay. It was expected that when it was decentralised and when States were giving it, this delay would be eliminated. But even now it appears delays are occurring in some cases. We are trying to impress on State Governments the necessity of making available grants as and when they are made, as quickly as possible and without unnecessary delay. We are advising two steps to be taken. First of all, for the purpose of expedition, once a scholarship is given to a particular boy, the college authorities may be given the power to renew the scholarship, so that the time taken for renewal each year may be eliminated. Secondly, the procedure for receipt of applications and the issue of orders for payment may be revised and simplified, so that this procedure itself may not consume more time than cannot be avoided.

Then, so far as funds are concerned, larger and larger funds are being made available every year by the Centre. In 1958-59, Rs. 125 lakhs was made available for scheduled castes, and Rs. 20.76 lakhs for scheduled tribes. In 1963-64, for scheduled castes the amount has increased nearly three times to Rs. 387 lakhs, and for scheduled tribes it is more than double at Rs. 46.82 lakhs.

We have evolved a rather elaborate scheme for providing meritorious students from the scheduled castes and scheduled tribes with the means to carry on their pre-matric education. There are schemes for Central assistance, for which 75 per cent is provided by the State, and there are other schemes which are in the State sector for which also we provide assistance on the same scale. The amount made available has been utilised perfectly. These scholarships have produced admirable results, because you will see from the results of competitive examinations how not only the vacancies reserved for scheduled castes and scheduled tribes have been filled completely, as they were not in the olden days, by scheduled castes and scheduled tribes candidates.

Shri Basumatari: But what about the statistics about educational improvement?

Shri A. K. Sen: I can only say in terms of employment; otherwise, I can only say how much money has been utilised, and they would not have been utilised unless they passed. If they failed, they would not have been renewed these scholarships. From that we presume that they must have passed their examinations. And from the employment side, there is an immediate improvement we see, and therefore we can co-relate the assistance given by scholarships with increased employment.

So far as tribes are concerned, we have the report of the working group set up for backward classes to report on the welfare activities which we should pursue for the tribal areas. They said that there should be a tribal high school for each tribal development block, that the proportion of teachers to pupils should be 1 to 25, i.e., for every 25 students there should be a teacher, that there must be more women teachers, that there must be a hostel attached to every high school, that the high and

higher secondary schools should be on the pattern of the multi-purpose schools with different courses so as to enable students who are educated to pursue different vocations, and that scholarships should also be revised so as to enable the students not merely to maintain themselves in hostels, but also to purchase the necessary school uniforms and equipments for the courses for which they are studying.

With regard to employment, the figures have been very encouraging. I take the problem of employment because it is so closely related to education.

Shri Basumatari: If you consider hostel provision only in tribal development block areas, a large number of tribals who are not in the blocks in Assam and Bengal will be deprived of this opportunity.

Shri A. K. Sen: Let us take Government service. In 1957 there were only 44 belonging to scheduled castes in Class I; in 1963, it is 239.

श्री श्रीकार लाल बरवा : फर्स्ट ग्रेड में कुल 113 हैं ।

Shri Maurya: May I know the percentage?

Shri A. K. Sen: Let us have the figures first. Figures also tell.

Shri Maurya: I think percentage would give a better sense of judging the thing. I am very keen on percentage.

Shri A. K. Sen: I will give the percentage. Let us have the figures first.

Shri Maurya: It is a drop in the ocean.

Shri A. K. Sen: If the hon. Member feels that by only expressing his indignation he is going to help matters, I am afraid I am bound to disagree with him.

श्री ओंकार लाल बरवा : नानाजो की बात नहीं है, आप को बतलाना चाहते हैं।

Shri A. K. Sen: If you keep on talking the whole time, how can I give you the figures?

So far as Class II is concerned, it was 290 in 1957; today it is 769. In Class III, in 1957 there were 45,181 scheduled castes; today 79,719. In Class IV, in 1957 it was 1,67,239; today 1,86,674.

Shri Balakrishnan: Does it include sweepers?

Shri A. K. Sen: Including sweepers. The first figure is including sweepers, the next figure is excluding sweepers.

Shri Maurya: Including orderlies and chaprasis.

Shri A. K. Sen: The hon. Member is not anxious for information, he is anxious to give out his views. I am afraid it is a procedure which does not appeal to us at all.

Shri Maurya: I am keen on knowing the percentage. You are not giving it intentionally. I want to know the percentage in IAS, Grade I, Grade II, IPS and IFS. He is not giving.

Shri Onkar Lal Berwa: Only one per cent.

Shri A. K. Sen: I have told him I would give the percentage. He has not even learnt the elementary lesson of patience, and it is not for me to teach him that elementary lesson, it is for you.

Shri Maurya: If you were in my position, I would like to test your patience.

Shri A. K. Sen: So far as Class IV is concerned, the figure of 1957 in-

cludes sweepers, whereas that of 1963 does not include sweepers but the number has gone up.

Now, let us take the percentage. The hon. Member would have got it if he had waited a little while instead of exercising his voice unnecessarily.

In Class I, the percentage was 0.71 in 1957; in 1963 it has risen to 1.31.

श्री ओंकार लाल बरवा : होना चाहिये 12 परसेन्ट।

Shri A. K. Sen: I think if the hon. Member comes to power, he will make it 12 per cent, and we will applaud him then.

In Class II, the percentage was 2.01 in 1957; in 1963 it is 2.61—in the course of six years. In Class III, the percentage in 1957 was 7.03; in 1963 it is 7.07. It would be rather difficult to give the correct percentage for 1957, for Class IV, because we have excluded sweepers in the latter year; therefore, it cannot be a true percentage.

Then, with regard to scheduled tribes, Class I had only six in 1957; it is 41 in 1963. Let me give the percentage straightaway before there is a demand again. I wanted to give them all together because that makes a better reading, and I think I will follow that method in this case also. From 56 in class II in 1957, the number has gone to 111 in 1963; in class III from 3990 in 1957 to 10,011 in 1963; in class IV from 18,497 in 1957 to 33,369 in 1963. In terms of percentage, for class I it was 0.10 in 1957 and 0.23 in 1963; for class II the percentages are 0.32 and 0.38; for class III, 0.62 and 0.89 and in class IV 2.44 and 3.14. So, there has not only been an increase in the actual numbers but there has also been an increase in the percentage in each case as they are compared to the total number employed. That shows that our policy has borne fruit. Previously, in regard to IAS and other higher services, all these posts reserved for

the scheduled castes and tribes had not been filled by candidates from that group because there were not enough candidates.

श्री श्रींकार लाल बेरवा : पापुलेशन के आधार पर सन् 1957 से लेकर सन् 1964 के बीच 11 करोड़ की वृद्धि हो गयी है लेकिन तरक्की उस के आधार पर कुछ भी नहीं की है ।

Shri A. K. Sen: Yes. We are trying to do what we can and hon. Member should himself try to do better. The number of scheduled castes and tribes candidates appearing at these examinations has increased tremendously which shows that our policy of giving special assistance for their education is bearing fruit. For instance, the number of scheduled castes applicants was 822 in 1961, which is an eight fold increase over 1951. In the case of Scheduled Tribes, the increase has been even greater, an increase of 9 times during the last ten years. We have also opened special training centres at Allahabad and Bangalore for giving education and training to scheduled castes and scheduled tribe candidates solely for the purpose of enabling them to take these higher examinations and these centres are run with Central assistance completely. We have already issued instructions to the Public sector undertakings that they should make reservations on the same lines as in the Central Government services.

Shri Maurya: I want to know one information about these training centres at Bangalore and Allahabad. What is the money given for the diet for one day for one student?

Shri A. K. Sen: I do not measure the value of education in terms of money spent there.

श्री नीर्य : आप ने अभी फरमाया कि इन्होंने बड़ी तरक्की की है । अब वह लड़के

जोकि आई० ए० ए०० कम्पटीटिव एग्जामिनेशन में बैठते हैं उन के लिए आप के जो टैरम है, जहाँ पर कि उन को यह शिक्षा दी जाती है कम्पटीटिव एग्जामिनेशन में बैठने की, वहाँ पर आप एक दिन में फ्री लड्डे को कितने रूँपे की खुरक देते हैं, यहाँ मैं जानना चाहता हूँ ?

Shri A. K. Sen: We have seen to it that the best teachers are there.... (Interruptions).

Shri Maurya: For your information, I may say that they are given 90 paise per day per student.

श्री श्रींकार लाल बेरवा : यहाँ दस रूँपे का नाश्ता और पाँच रूँपे की दाल अर्थात् चार आने की एक खुराक और आठ आने का मुहं, शाम, दिन भर का भोजन, उनको मिलता है यह कितने शर्म की बात है ?

Mr. Deputy-Speaker: Order, order. It cannot go on like this.

Shri A. K. Sen: It is not for giving money; it is for giving education.

श्री बालमीकी : शिक्षा के साथ साथ खाने का भी अच्छा प्रबन्ध होना चाहिए । आज वहाँ उसका अच्छा प्रबन्ध नहीं है ।

Shri A. K. Sen: Jarur, it is certainly true.

Shri Basumatari: For services other than IAS, for Class I and II services, also some centres should be established.

Shri A. K. Sen: We are trying to open more centres in other areas but it will depend on the number of candidates.

Shri Basumatari: I am referring to services other than IAS, etc.

Shri A. K. Sen: I cannot give an answer offhand. We shall bear that in mind but that will be for the State

[Shri A. K. Sen]

Governments to do for the State services. (Interruptions).

The last point is the question of scheduling and descheduling of the castes and tribes. It is true that there should be a uniform system. But we have varied patterns for each State, having regard to the conditions obtaining in each State. We have two criteria for the Tribes: their isolation and the following of tribal life; so far as scheduled castes are concerned, the criteria are untouchability and other disabilities suffered by a particular caste so as to bring it within the scheduled castes. Complaints have been made from various quarters about the inclusion of some caste or exclusion of others. Sometimes even the same caste is considered as scheduled in one area and not scheduled in some other area. The same thing can be said about the scheduled tribes. We are trying—not that I can give a firm decision—to think of an alternative arrangement to settle these objections taken in particular areas, whether we shall not have some reviewing committee to hear objections and evolve the principles for scheduling and ultimately settle the finality after hearing all objections and so on, like the Delimitation Commission or some other commission. Government is thinking on that line and as soon as a decision is arrived at, Parliament will be informed about it. But I do appreciate that there should be some method of settling the final objections after hearing all the objections and representations and so on so that no man or no community can have any grievance on the score of exclusion or inclusion of certain castes or tribes in the respective schedules.

Sir, I consider it a great privilege to have been entrusted with this work which is not only so dear to my own heart but also such a vital matter for Parliament and for the country.

In the measure that we succeed in uplifting these communities we shall be able to say with pride that we have achieved something and if we do not succeed in that, it will be a blame which we must all share. Therefore, when Mr. Basumatari welcomed me into this new office I felt certainly gladdened and I was very grateful to him for the kind words he spoke and many other spoke in the same strain. But I also hold a great responsibility which hangs on all of us and more so on me and my colleague and my Ministry. We have great programmes; our objectives are very fixed and noble and yet it is true that we have not been able to go very far particularly in the matter of economic upliftment of these people. I really measure the success of our work in terms of the work achieved in the economic field, of improving the economic life of these people. Of course I have no doubt that once we succeed in improving their level of income and their economic life they will become our equals, whatever their history might have been in the past. Some amount of inferiority, some amount of stigma still attach, unfortunately, to some of them, because they are economically backward which brings along with it educational backwardness and other kinds of backwardness.

I know in West Bengal myself there are many communities which go under the schedule and yet economically they are so prosperous that in their respective areas they really rule. Of course, in that part of the country as in Assam, we never had untouchability in that sense. But, as I said, it is a very great responsibility, and while expressing my gratitude to Shri Basumatari for the kind words he has said and also to the others who have spoken in the same strain, I consider it a great privilege and honour that I have been called upon to serve in this Ministry and to undertake this very great, sacred burden

which the Parliament and the Government have undertaken, namely, improving the lot, economic, social and political lot, of multitudes of people who in the past were the neglected community.

Shri S. M. Banerjee (Kanpur): Only one question, Sir.

Mr. Deputy-Speaker: I am sorry. No questions will be allowed. If I allow Shri Banerjee, half a dozen more questions will come.

श्री मौर्य : उपाध्यक्ष महोदय, मैं सिर्फ एक जानकारी चाहता हूँ। वह बहुत जरूरी है।

Mr. Deputy-Speaker: This is an age-long question. It cannot be solved in one day. There will be other occasions. I will now put Shri Sivamurthi Swamy's amendment to the vote. The question is:

That at the end of the motion, the following be added, namely:—

"and is of opinion that the State and Central Governments have utterly failed—

(a) to provide free housing plots or to erect free mud huts as shelter for all those Scheduled Castes and Scheduled Tribes who are homeless,

(b) distribute waste lands and tenancy lands physically with full ownership or right of cultivation without any middle agency,

(c) to form Co-operative Farming Societies among Harijans and Scheduled Tribes within the framework of planning objectives,

(d) to establish cottage and small scale industries to provide means of livelihood for these people,

(e) to educate them generally on State expenditure especially

in higher and technical education,

(f) to provide employment in Government and non-Governmental agencies, and

(g) to improve their general economic and social conditions."

The motion was negatived.

Mr. Deputy-Speaker: The question is:

"That this House takes note of the Twelfth Report of the Commissioner for Scheduled Castes and Scheduled Tribes for the year 1962-63, laid on the Table of the House on the 24th November, 1964".

The motion was adopted.

13.43 hrs.

BANARAS HINDU UNIVERSITY (AMENDMENT) BILL

The Minister of Education (Shri M. C. Chagla): I beg to move:

"That this House concurs in the recommendation of Rajya Sabha that the House do join in the Joint Committee of the Houses on the Bill further to amend the Banaras Hindu University Act, 1915, made in the motion adopted by Rajya Sabha at its sitting held on the 25th November, 1964 and communicated to this House on the 27th November, 1964 and resolves that the following 30 members of Lok Sabha be nominated to serve on the said Joint Committee, namely:—

Dr. M. S. Aney; Shrimati Renuka Devi Barkataki; Shri A. S. T. Barrow; Shri Bhakt Darshan; Shri Yudhvair Singh Chaudhary; Dr. Panjabrao S. Deshmukh; Shri Madhavrao Laxmanrao Jadhav; Shri Gauri Shanker Kakkar; Shri Harekrushna Mahatab; Shri Mahesh Dutta Misra; Shrimati Savitri