CHAPTER VI
GOVERNMENTAL INSTITUTIONS AND THE PLAN ALLOCATIONS FOR THE
WELFARE OF THE SCHEDULED CASTES AND
SCHEDULED TRIBES.

Governmental agencies connected with the implementation
of constitutional safeguards for the Scheduled Castes,
Scheduled Tribes and minorities may be conveniently divided
into two categories. In the first category come the Union
Home Ministry and the special administrative organs set up
for the implementation of the constitutional provisions.
They function at the State level as well as in the
Union Territories. In the second category are those
agencies which either check up and review the implementa-
tion programme as the Commissioner for Scheduled Castes
and Scheduled Tribes does or are advisory bodies like the
Central Advisory Boards for Tribal and Harijan Welfare and
State-level Advisory Boards and committees. These bodies
prepare, check or inspect the various welfare schemes for
the tribals and scheduled classes. With the growing
importance of political decentralization, Panchayat Samities
as the cells of administrative and advisory power are being
set up and other Governmental agencies are coming up to
assist in the implementation of the safeguards at the
village level.

These agencies are, thus, in one way or other
incharge of the implementation of the statutory safeguards
provided for the Scheduled Castes, Scheduled Tribes and minorities. Apart from their own direct contribution to this end, they also assist non-official organisations in running welfare schemes and in fulfilling the Plan targets in this respect.

In the following sections the operation of the Governmental organisations has been analysed and an account of the welfare work done by them in the past few years has also been given in the concluding sections. The role of the non-governmental agencies has been discussed in a separate chapter.

**THE COMMISSIONER FOR SCHEDULED CASTES AND SCHEDULED TRIBES:**

In accordance with article 338 of the Constitution, the responsibility to investigate all matter relating to the safeguards provided in the Constitution for Scheduled Tribes and Scheduled Castes is vested in the hands of a Commissioner.

Article 338 of the Constitution of India provides that:

(i) "There shall be a special officer for the Scheduled Castes and Scheduled Tribes to be appointed by the President.

(ii) It shall be the duty of the special officer to investigate all matter relating to the safeguards provided for the scheduled castes and scheduled tribes under this Constitution and report to the President upon working of those safeguards at such intervals as the President shall cause all such reports to be laid before each House of Parliament."
(iii) In this Article, references to the Scheduled Castes and Scheduled Tribes construed as including references to such other backward classes as the President may, on receipt the report of a commission appointed clause (1) of Article 340, by order specify and also to the Anglo-Indian Community." 1

The Constitutional safeguards with which the Commissioner has to deal may be broadly classified into three categories:

(i) protective measures as visualised in Articles 15, 16, 19(5), 23 and 29 relating to prohibition of discrimination on grounds of religion, race, caste, sex, etc., reservation in services, abolition of untouchability, imposition of restrictions in the interest of the Scheduled Tribes against free movement throughout the country or settling in any part of the country and acquiring, holding and disposing of property; prohibition of traffic of human beings and forced labour; protection of language, scripts and culture, etc., (ii) welfare measures as visualised in Articles 46 and 275; and (iii) measures to ensure their representation in Parliament and State legislatures vide Articles 33, 332, 333 and 334 of the Constitution.

To assist the Commissioner in his function and in the preparation of his report for the President, services of Assistant Commissioners at the Head-quarters and 10 Regional Assistant Commissioners with the usual complement of auxiliary staff are utilized.

The office of the Commissioner plays an important role in the scheme of tribal welfare. It establishes a link between the Constitution and the Union and State Governments. Within the framework of the constitutional provisions, the Commissioner maintains contacts with the Union and State Governments, examines their programmes and guides them in training and execution of their schemes of tribal welfare.

Shri L.M. Shrikant was appointed as the Commissioner for Scheduled Castes and Scheduled Tribes by the Government of India on November 14, 1950. Entrusted with the work of progress and development of these communities, the Commissioner gives an exhaustive account of the targets devised and work accomplished. His recommendations are generally accepted by the Governments concerned. On being questioned about the relevancy of any point concerning his department, he is expected to be prompt. Certain unresolved, controversial and debatable issues are taken up for discussion in the legislatures.

On the demise of Shri L.M. Shrikant, Shri A.K. Chanda was entrusted with the responsibility of this office in 1961 and he has been functioning in the same capacity since then.

At the request of the Ministry of Home Affairs, the Commission assumes the following functions in addition to his statutory duties:

(i) evaluation of the progress of the welfare schemes
undertaken by the State Governments and non-official agencies with grants-in-aid from the Centres;

(ii) representation of the Union Government on the managing committees of non-official organisation receiving grants from the Centres;

(iii) examination of the accounts of the non-official organisations receiving grants from the Centre; and

(iv) advising the Union Government regarding the schemes received from the State Governments.

The duties of the Regional Assistant Commissioner are stated as follows:

(i) to establish close contact with the Scheduled Tribes with a view to gaining knowledge of the disabilities under which they live and to educate them about the manners that they should adopt for their welfare;

(ii) to investigate cases which may be referred to him by the Commissioner or which may be brought to his notice by the local residents;

(iii) to submit to the Commissioner periodical reports showing the various facilities available for the Scheduled Tribes and Scheduled Castes in each region and the disabilities under which they live;

(iv) to report on the progress of expenditure and the achievements of the prescribed physical targets from time to time and to investigate and advise on the improvements that can be made in collection of statistical data.
(v) to report on the adequacy of the resources and the personal employed on the various schemes by the State Governments in whom the responsibility for implementation of sanctioned schemes is vested;

(vi) to help the State Governments in removing the bottlenecks that may come to their notice in the actual implementation of the sanctioned schemes and suggest modifications in them when undertaking new schemes in the light of local needs; and

(vii) to ensure that cooperation is forthcoming in adequate measure where the schemes involve public cooperation.

MINISTRY OF HOME AFFAIRS:

The Ministry of Home Affairs has a special Secretary to look after the interests of the Backward Classes including Scheduled Tribes and Scheduled Castes. The main activities of the Ministry in this respect are the coordination and sanctioning of the schemes and implementation of the protective measures like special representation in services for Scheduled Castes and Scheduled Tribes and issue of direction under Article 339 of the Constitution.

The Constitution stipulates investigations in respect of the working of the special measures for the Scheduled Tribes and Scheduled Castes. Therefore, it is necessary that in the formulation, sanctioning and inspection of schemes, as also in the implementation of the protective measures, there
should be close coordination between the Ministry of Home Affairs and organisation of the Commissioner's Office. In practice, though some amount of coordination has developed, much remains to be done.

PLANNING COMMISSION:

One separate unit for the welfare of Backward classes has been organized in the Social Welfare Division of the Planning Commission, having research and clerical staff of its own. The unit deals exclusively with the welfare of Backward Classes. Another unit of the Division of Social Welfare deals with the Social Defence Programme, welfare of women and children and welfare aspects of slum clearance. The activities of the Division are mainly related to (i) examination of welfare schemes of States and Union Territories and Ministries of the Government of India; (ii) study of various problems of Backward Classes; (iii) the welfare programmes and (iv) compiling data for Plan reports.

The Division has recently made a study of rehabilitation of adivasis being in the industrial projects of Hatia and Rourkela and also a study of the problem of indebtedness among the tribal people. It is also making field studies about the impact of implementation of plan schemes on the Backward classes.

CENTRAL ADVISORY BOARDS FOR TRIBAL AND HARIJAN WELFARE:

To associate members of Parliament and public workers
with matters pertaining to the development of Tribal Areas and the well-being of the Scheduled Tribes and Scheduled Castes, two Central Advisory Boards — one for Tribal Welfare and another for Harijan Welfare — have been constituted. These Boards advise the Government of India on all matters relating to the welfare of these classes. They are also to assess the requirements of the tribal people in Scheduled and Tribal Areas, formulate schemes for their welfare, periodically review the working of sanctioned schemes and evaluate the benefits derived from them for suggesting improvements. Their meetings are held about twice a year and their recommendations are passed on to the Union Home Ministry and then to other Ministries or State Governments.

In pursuance of a decision taken at a meeting of the Boards in 1962-63, the Ministry of Home Affairs issued instructions to all officers under the Central Government, State Governments and Union Territories for campaigning against untouchability. Government servants have been warned that if they are found guilty of practising untouchability in any form, they will be liable to prosecution, and it will constitute sufficient ground for imposing a suitable penalty under the Conduct and Discipline Rules. Government servants have been advised not only to observe strictly and laws in force on the subject but also to set an example for others in this respect.

On the basis of the recommendations made by the Board,
the Ministry of Finance asked the Film Finance Corporation to give some preference or priority to those parties approaching the Corporation for financial assistance and which are producing films with stories of removal of untouchability.

The Central Advisory Boards for Tribal Welfare has been stressing the need of securing adequate representation of the Scheduled Tribes in public services and in private employment. The Board has, however, realised that suitable candidates belonging to the Scheduled Tribes are not always available in sufficient numbers to fill even their full quota. It has, therefore, suggested that special attention should be given to the less vocal sections amongst the tribal groups in order to ensure that full benefit of welfare schemes for the Scheduled Tribes reaches to them all.

In the year 1960-61 also the Central Advisory Board for Tribal Welfare emphasised the need of giving more attention to the welfare of those tribes and sub-tribes which were not included in different welfare measures. The Board also recommended comprehensive, systematic and coordinated investigation in shifting agriculture.

As regards implementation of the recommendations of the Boards, the position is rather unsatisfactory. There are instances where the State Governments and Union Territories have not even taken decisions about the recommendations made by the Boards as early as 1957-58. In 1960-61, the Union Home Ministry impressed upon the State Governments the necessity of
taking prompt action on the recommendations of the Boards but there too it seems to have no effect.

PROGRESS, EVALUATION, PLANNING AND COORDINATION CELLS:

In pursuance of the 48th Report of the Estimates Committee of the Lok Sabha suggesting Central and State Governments to set up cells for evaluating the progress achieved in the working of the welfare schemes for Scheduled Castes and Scheduled Tribes and to prepare and submit progress reports, such cells have been operating in certain States. The composition and pattern of the cells set up in various States and Union Territories differ much from one another.

For example, a Coordination and Evaluation cell has been set up in Andhra Pradesh to evaluate the progress of the Plan schemes and the achievement of the targets. The Government of Assam established a Research Institute in 1963, which has a separate wing for planning and evaluation with one Deputy Director at the Headquarters and 6 Research Officers in the districts (4 of which are in Hill districts). In Jammu and Kashmir also an Evaluation Cell for studying the progress of welfare schemes is run by the Harijan Welfare Department. The cell has been empowered to take suitable action to achieve plan targets. The Orissa Government has set up the Evaluation Cell. The Government of Uttar Pradesh has also established Progress and Coordination Cells at the Directorate and District level.
The Administration of Andaman and Nicobar has set up a Committee to keep effective watch over the achievements of welfare and to advise follow-up measures for stepping up the pace of development. The Madras Government has appointed a Joint Director in the Directorate of Harijan Welfare for evaluation work.

The above mentioned account indicates that most of the States have taken action to implement the suggestion of the Estimates Committee. It appears that the task of the evaluation cells has been visualised in different manners in the different states depending upon their different problems.

ADVISORY BOARDS AND COMMITTEES AT THE STATE LEVEL:

At the State level, Welfare Boards and Committees for backward classes and Scheduled Caste and Scheduled Tribes have been constituted in all the States excepting Assam, Orissa and West Bengal. These Boards and Committees are in addition to the Tribal Advisory Councils set up in some of the States as required under the Fifth Schedule of the Constitution. The Governments of Assam, Orissa and West Bengal are also considering to have Advisory Committees for Scheduled Castes. In Punjab, the Advisory Committee for the Welfare Department was formed after the reorganisation of the State.

The Advisory Boards and Committees at State level

1. India, Year Book, 1959, p. 147.
look at the various schemes of Tribal and Scheduled Castes' Welfare in the perspective of planning and also perform the following functions:

(i) periodical assessment of the work of various welfare services, and

(ii) analysis of the difficulties encountered by beneficiaries in the actual operation of various welfare schemes.

In most of the States these Boards and Committees have served useful roles by highlighting various problems of the backward classes.

In Madras States, the Harijan Welfare Committee has recommended that no Harijan should be evicted from land. The Committee also recommended that a special organisation with appropriate powers should be constituted in this regard and that Harijans coming under the low-income group should be given house sites at a nominal price.

In Maharashtra Harijan Welfare Advisory Board studied in detail the problems of the backward communities among the Scheduled Castes. The Board recommended that Bhangi and Chamar students should be given weightage in grant of scholarships and in admission to hostels.

The Mysore State Scheduled Castes and Scheduled Tribes Advisory Board has suggested that the District Social Welfare Officers should be appointed as ex-officio Employment Officers so that the Scheduled Tribes and Scheduled Caste
candidates in each district can register their names with them and get proper facilities for appointment in Government services against reserved quota more conveniently and smoothly. It has also suggested that a scheme of pension or retirement benefits to scavengers and sweepers employed by Government and local bodies should be introduced. The Board recommended that the rule of reservation to the extent of 18 percent in respect of appointment should be made applicable to all statutory bodies and semi-Government institutions.

The establishment of the Boards in the States has facilitated the implementation of the welfare schemes for the Scheduled Castes and Scheduled Tribes. Still the position is not very satisfactory in respect of taking prompt action on the recommendations of the these Boards and Committees in most of the States.

DEMOCRATIC DECENTRALISATION:

It goes without saying that the different organs of democratic decentralisation play a vital role in the execution of welfare schemes for the backward classes. As a result of rapid spread of education, land reform legislations and introduction of improved technology in the village crafts and industries, the structure of social and economic power in the country-side is changing speedily. The media of democratic decentralisation may be used as a powerful engine for greater economic and social justice to the Scheduled
Castes and Scheduled Tribes.

The pattern of democratic decentralisation as recommended by Balwantrai Mehta Committee consists of three-tier organization — Gram Panchayats at the village level, Panchayat Samities at block level and Zilla Parishads at district level.

Panchayat Raj institutions have been established in the State of Andhra Pradesh, Rajasthan, Madras, Mysore, Assam, Orissa, Uttar Pradesh, Punjab. In Assam, a Mohakama Parishad is set up at the sub-divisional level instead of Zilla Parishad at the district level. The rest of the States are in the process of enacting legislation in this connection. In some States they are being reconstituted into smaller units where they are too big, and into bigger units where they are too small to be economically and geographically viable.

The seats in Gram Panchayats are filled up by election in most of the States like Assam, Kerala, Madras, Gujrat, Maharashtra, Madhya Pradesh, Mysore, Punjab and Uttar Pradesh. There is a provision for reservation of seats for the Scheduled Castes and Scheduled Tribes provided that they constitute some minimum percentage of the population in the area of the Gram Panchayat concerned. In Orissa, the Gram Panchayat Act provides the delimitation of electoral wards of Gram Panchayats in such a way that the Scheduled Castes and Scheduled Tribes get their proportionate representation.

On the preliminary review it, however, appears that the arrangement has not in all cases succeeded to secure proportionate representation for the Scheduled Castes and Scheduled Tribes.

In Madras and West Bengal where the whole set up of the democratic decentralisation has not been adopted, there is no provision for reservation of seats for the Scheduled Tribes and Scheduled Castes in Gram Panchayats. In Kerala State, there is only one seat for the Scheduled Castes and Scheduled Tribes in case the number of voters of these communities is five percent of the total number of electorate in the Panchayat. The members of the Panchayats are elected by Gram Sabhas consisting of the entire adult population of the village. They are responsible for agricultural production, rural industries, medical relief, management of common grazing grounds, maintenance of village-roads, tanks and wells and other social welfare works.

Panchayats federate at a higher level in a body called Panchayat Samiti (different nomenclatures in different States) with Panchayat Sarpanches as ex-officio members. Besides performing their usual local functions, the panchayats also act as an agency of the Samiti, for such activities, works etc., as may be assigned by the Samiti.

While the democratic decentralisation functions at the village level are attended to by the Panchayats, the judicial
functions are exercised by a separate body known as Nyaya Panchayat. The Nyaya Panchayats are competent to try cases involving minor offences under the Indian Penal Code and other special and local laws. Their powers of punishment are limited to the imposition of moderate fines, and they employ simple and summary procedure for the disposal of cases. They have also been given limited powers under the Civil Procedure Code. Legal practitioners are not allowed to appear before them.

The Zilla Parishad in the different State consists of representatives of Panchayat Samitis, Members of Parliament, Members of State Legislatures and certain officials. The local officers of the Welfare Department are also associated with Zilla Parishads, either in the capacity of members or special invitees to the meetings. In most of the States the Zilla Parishads are vested with purely advisory, coordinating and supervisory functions. Whereas in Gujrat, the District Panchayat functions as an executive corporate body, in Andhra Pradesh it is entrusted with additional functions, viz, establishment and maintenance of secondary, vocational and industrial schools. In Uttar Pradesh, Zilla Parishads maintain roads, hospitals, junior schools, libraries, water-supply and other works of public utility.

However, the scheme of Democratic Decentralization is the most significant step taken by Government of India on the suggestion of Mehta Committee. The point is to vest
the Village Panchayats, Panchayat Samities and Zilla Parishads with powers in the social, economic, cultural and educational upliftment of the Scheduled Castes and Scheduled Tribes. Since the inception of the scheme, much progress has been made. But the achievements in Andhra Pradesh, Madhya Pradesh, Punjab, Rajasthan and Uttar Pradesh are unique and appreciable. On the whole, this experiment has brought about revolutionary changes in the social status and economic well-being of the Scheduled Castes and Scheduled Tribes. Politically also it has brought them almost at par with the other communities of India. But this scheme needs more and more encouragement, patronage, and financial assistance of the Government.

SPECIAL ADMINISTRATIVE MACHINERIES FOR BACKWARD CLASSES

SOCIAL WELFARE DEPARTMENT

At the state level, the welfare of Scheduled Castes and Scheduled Tribes is looked after by the Social Welfare Departments headed by a Secretary or a Director. In several states, for example, Rajasthan and Gujarat, the posts of Secretaries or Deputy Secretaries on the one hand and the post of the Directors on the other hand are held by different persons. But in Orissa, the secretary is the ex-officio Director of Social Welfare Department. In West Bengal and Uttar Pradesh, the Directors of Welfare Department are also Deputy Secretaries of their departments. Special arrangement has been made in Tripura where a Development Commissioner has been appointed to look after the interests of welfare
of Backward Classes. A new department of Tribal Welfare and Community Development has been formed and placed under the Development Commissioner.

The pattern of relationship between the head office of the Welfare Department and its field staff differs from State to State. In several states like Bihar, Mysore and Orissa, the field staff of the welfare department have been placed directly under the officers in-charge of administration and development schemes. In these states the District Welfare Officers are entirely under the District Magistrate. The Assistant District Welfare Officers are at the disposal of the Sub-Divisional Officers, the Rural Welfare Inspectors or that of the Block Development Officers. Thus normally the officers of same welfare departments belonging to the various branches or levels do not have direct relation with one another. This creates the problem of coordination.

In some States the higher officers of the Secretariate are burdened with responsibilities of other departments also the Secretary of Labour Department in Orissa performs the duties of Welfare Officer for the Scheduled Tribes. Similarly in Rajasthan the Secretary of Tribal Welfare Department is incharge of two important departments - Labour and Cooperation. The Deputy Secretary and the Assistant Secretary work only part of their time in Welfare Department. Only one Assistant, 2 upper division clerks and 4 lower division clerks are looking
after the entire work relating to welfare of the Backward classes. Clearly, the welfare of the backward classes is not receiving as much attention as is desirable.

There is considerable difference from state to state in the pattern of delegation of powers to the Departments dealing with Scheduled Castes and Scheduled Tribes. In Rajasthan, since Director is not a Grade I Head of Department, he has not been delegated adequate powers for discharging his responsibilities effectively. In Orissa, most of the powers have been delegated to the Divisional Commissioners and only a few remaining powers are with the Director. There the Divisional Commissioners have been authorised even to divert the funds from one district to another, even if it amounts to diverting funds of Scheduled Areas to the non-Scheduled Areas. In West Bengal, a novel pattern has been devised to accelerate the execution of the schemes. The Welfare Department issues sanctions direct to the Drawing and Disbursing Officers of the different executive departments rather than through the heads of the executive departments concerned. Progress reports are also directly obtained from the Drawing and Disbursing authorities of the different executing departments. The heads of the executing departments are only informed in all these cases so that they can also supervise in their own way the execution of the schemes.

In certain States special officers have been appointed who form a link between the Directorate or Secretariate on
the one hand and the field staff on the other. In Maharashtra a post of officer on special duty Grade I has been created to look after solely the welfare of scavengers. Another officer on special duty has been appointed for preparing a comprehensive list of 'Vimuktijatis' and Nomadic Tribes. One post of Social Welfare Officer has been created for dealing with the applications for grant of post-matric scholarships. At the divisional level, four Class I Officers have been appointed at Poona, Bombay, Nagpur and Aurangabad.

In Gujarat, social welfare activities are dealt with by the Department of Education and Labour. In Punjab, the Scheduled Area of Lahaul and Spiti has been formed into a separate District and a Deputy Commissioner has been posted in charge of that District. In Orissa, a lady welfare officer has been appointed to look into the welfare of women and children of the backward classes.

Frequent transfers of superior staff has been found to be a common feature in many states. In Rajasthan, the State Advisory Board for the Welfare of Scheduled Castes has suggested that the Director of Social Welfare should not be transferred until he has completed three years in the post.

It is felt that the revenue or administrative officers have not been able to implement social welfare legislation effectively due to their being already overburdened with work. The inefficient implementation of the anti-alienation law in 24 Pargana (District of West Bengal) a few years ago in
case in point. The situation changed completely when the enforcement of the law was entrusted to the Welfare Officer.

EXPENDITURE OF WELFARE SCHEMES:

Like all other sections of India, the Scheduled Castes and Scheduled Tribes are also benefitted by the various schemes taken up during the Five Year Plans under the general development programmes. But because of their comparative underdevelopment in social, economic and educational spheres as compared to other sections of society, they fail to catch up with other advanced communities in India. The Governmental organisations have, therefore, made special provisions in the plans to secure their advancement in such a way as to bring them to the level of the rest of the communities. These provisions are in pursuance of articles 46 and 273 of the Constitution of India.

EXPENDITURE IN FIRST AND SECOND PLANS:

A special provision of Rs. 31.85 crores had been made in the First Five Year Plan. Of this only Rs. 26.85 crores could be actually spent as there was a shortfall of 5 crores of rupees in case of the provision for Scheduled Tribes.

In the Second Plan a special provision of Rs. 79.19 crores was made for welfare schemes for Scheduled Castes and

Scheduled Tribes under the Central Sector and State Sector. In the Second Plan again only Rs. 67.38 crores could actually be spent. There was a shortfall of about 10 crores in the expenditure for Scheduled Tribes and Rs. 3.8 crores in the case of Scheduled Castes.

It is evident from the Progress Reports that during the first 3 years of the Second Plan, the total expenditure was only 72.85 percent of the amount sanctioned by the Government of India. This slow rate of expenditure was attributed largely to the procedure under which the State Governments had to await every year for the sanction of the Government of India before they could implement the schemes. But when this procedure was revised and simplified (in May 1959) the expenditure incurred during 1959-60 did not exceed 83.31 percent of the sanctioned amount in that year.

In the context of the urgent need of vanishing poverty, ignorance and disease from amongst these Backward communities, these shortfalls of Rs. 5 crores during First Plan and Rs. 13.81 crores in the Second Plan are unfortunate. The First Plan shortfall could be defended on the ground that the experiment of planning and implementation was a new one and therefore the likely difficulties in the course of implementation could not be foreseen and tackled in time. But the same excuse cannot explain the 'shortfall' in the Second Plan. With the experience of executing the welfare programmes

of the First Plan, the bottlenecks that stood in the way of the schemes should have been known in advance and resolved in time.

The main reasons for these shortfalls have to be traced elsewhere. The most important of these is the organisational incapacity of the Government agencies, particularly those dealing with Scheduled Tribes, to utilize the plan allocations. The rate of expenditure of multipurpose Tribal Blocks has been noticed to be too slow. Preliminary planning and necessary prior arrangement for implementation have been lacking. Due to lack of coordination between the various implementing departments procedural delays have been caused.

IMPLEMENTATION OF VARIOUS SCHEMES IN THE SECOND PLAN:

The Table No. 1 gives a complete view of the expenditure incurred by the Government on the various schemes for the welfare of Scheduled Castes and Scheduled Tribes in the Second Plan. Of the total expenditure in the Plan under this account amounting to Rs. 65.38 crores, Rs. 38.84 crores were incurred on the Scheduled Tribes and Rs. 26.55 crores on the Scheduled Castes. Educational schemes have been the biggest item in respect of expenditure on both the classes and total expenditure on education of both the classes amounts to Rs. 20.04 crores.

2. Ibid., Vol. I, p. 70.
<table>
<thead>
<tr>
<th>Name of the Schemes</th>
<th>SCHEDULED CASTES</th>
<th>SCHEDULED TRIBES</th>
<th>(Rs. in Lakhs)</th>
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<tbody>
<tr>
<td>Education.</td>
<td>26.66</td>
<td>1161.91</td>
<td>1188.57</td>
</tr>
<tr>
<td>Agriculture.</td>
<td>101.966</td>
<td>76.58</td>
<td>178.546</td>
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<td>Cottage Industry.</td>
<td>96.779</td>
<td>61.06</td>
<td>157.839</td>
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<tr>
<td>Cooperation.</td>
<td>3.142</td>
<td>23.33</td>
<td>31.473</td>
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<tr>
<td>Animal Husbandary.</td>
<td>---</td>
<td>1.81</td>
<td>1.81</td>
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<tr>
<td>Research and Training.</td>
<td>---</td>
<td>---</td>
<td>---</td>
</tr>
<tr>
<td>Medical and Public Health.</td>
<td>67.238</td>
<td>156.32</td>
<td>223.603</td>
</tr>
<tr>
<td>Housing.</td>
<td>200.743</td>
<td>482.94</td>
<td>683.683</td>
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<tr>
<td>Communication.</td>
<td>---</td>
<td>0.95</td>
<td>0.95</td>
</tr>
<tr>
<td>Colonisation.</td>
<td>41.839</td>
<td>3.76</td>
<td>45.619</td>
</tr>
<tr>
<td>Grant-in-aid (Local Bodies)</td>
<td>10.518</td>
<td>---</td>
<td>10.518</td>
</tr>
<tr>
<td>Special Multipurpose Tribal</td>
<td>---</td>
<td>---</td>
<td>---</td>
</tr>
<tr>
<td>Blocks.</td>
<td>---</td>
<td>---</td>
<td>---</td>
</tr>
<tr>
<td>Shifting Cultivation.</td>
<td>---</td>
<td>---</td>
<td>---</td>
</tr>
<tr>
<td>Publicity.</td>
<td>---</td>
<td>30.43</td>
<td>30.43</td>
</tr>
<tr>
<td>Voluntary Organisations.</td>
<td>---</td>
<td>47.02</td>
<td>47.02</td>
</tr>
<tr>
<td>Miscellaneous.</td>
<td>5.904</td>
<td>73.66</td>
<td>84.564</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>554.859</td>
<td>2099.80</td>
<td>2654.659</td>
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</table>
The next important items for the Scheduled Castes were housing (Rs. 6.54 crores), medical and public health (Rs. 2.24 crores), agriculture (Rs. 1.78 crores) and cottage industries (Rs. 1.58 crores). The largest expenditure after education on the Scheduled Tribes was on communication (Rs. 7.93 crores) in view of the inaccessibility of their areas, closely followed by agriculture (Rs. 4.01 crores) necessitated by control of shifting agriculture and their settlement in colonies, medicine and public health (Rs. 3.83 crores) and in Tribal Blocks (Rs. 3.55 crores).

PROVISION IN THIRD PLAN:

The Table below shows a break down of the total provision made for the welfare of the backward classes in the Third Five Year Plan. An amount of Rs. 70.04 crores of the total of Rs. 100.04 crores is provided in the Central Sector. About 60 per cent of the total is to be spent on Scheduled Tribes (Rs. 59.90 crores). However, it is hoped that the actual expenditure is to exceed the target by Rs. 4 crores and is supposed to be raised to Rs. 104 crores.

<table>
<thead>
<tr>
<th>Categories</th>
<th>Central Sector</th>
<th>State Sector</th>
<th>Total</th>
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<tbody>
<tr>
<td>Scheduled Tribes</td>
<td>38.15</td>
<td>21.75</td>
<td>59.90</td>
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<td>Scheduled Castes</td>
<td>31.29</td>
<td>8.25</td>
<td>40.14</td>
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<tr>
<td><strong>Total</strong></td>
<td><strong>70.04</strong></td>
<td><strong>30.00</strong></td>
<td><strong>100.04</strong></td>
</tr>
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</table>

Statewise break up of the Third Five Year Plan outlay

for state sector schemes has been given in the following Table.

<table>
<thead>
<tr>
<th>S.No.</th>
<th>States</th>
<th>Scheduled Tribes</th>
<th>Scheduled Castes</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Andhra Pradesh.</td>
<td>304.61</td>
<td>194.30</td>
</tr>
<tr>
<td>2</td>
<td>Assam.</td>
<td>935.00</td>
<td>60.00</td>
</tr>
<tr>
<td>3</td>
<td>Bihar.</td>
<td>353.00</td>
<td>295.00</td>
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<tr>
<td>4</td>
<td>Gujrat.</td>
<td>220.09</td>
<td>54.91</td>
</tr>
<tr>
<td>5</td>
<td>Jammu &amp; Kashmir.</td>
<td>Nil.</td>
<td>13.20</td>
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<tr>
<td>6</td>
<td>Kerala.</td>
<td>28.56</td>
<td>142.92</td>
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<td>7</td>
<td>Madhya Pradesh.</td>
<td>622.62</td>
<td>157.76</td>
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<tr>
<td>8</td>
<td>Madras.</td>
<td>41.00</td>
<td>245.00</td>
</tr>
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<td>9</td>
<td>Maharasstra.</td>
<td>165.00</td>
<td>360.00</td>
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<td>10</td>
<td>Mysore.</td>
<td>35.00</td>
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<td>11</td>
<td>Orissa.</td>
<td>301.00</td>
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</tr>
<tr>
<td>12</td>
<td>Punjab.</td>
<td>114.00</td>
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</tr>
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<td>13</td>
<td>Rajasthan.</td>
<td>209.00</td>
<td>75.00</td>
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<td>14</td>
<td>Uttar Pradesh.</td>
<td>Nil.</td>
<td>740.00</td>
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<tr>
<td>15</td>
<td>West Bengal.</td>
<td>120.00</td>
<td>125.00</td>
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</table>

In respect of provision for Scheduled Tribes, target allotments have been made in Assam State (Rs. 9.35 crores), Madhya Pradesh (Rs. 6.23 crores), Andhra Pradesh (Rs. 30.5 crores), Orissa (Rs. 3.01 crores), and Bihar (Rs. 3.53 crores). In respect of allocations for Scheduled Castes, Uttar Pradesh

ranks first (Rs. 7.40 crores) followed by Maharashtra (Rs. 3.60 crores), Mysore (Rs. 3.25 crores) and Bihar (Rs. 2.95 crores).

Only such schemes have been included in the Central Sector where it is necessary to keep a uniform pace of development all over the country. The remaining provisions have been distributed among the States and Union Territories on this formula: Funds to be spent on Scheduled Castes in the State or Union Territory to the population of the Scheduled Castes in the entire country. In case of Scheduled Tribes, two-thirds of the total allocations have been distributed on the basis of the total population of the Scheduled Tribes in the State and Union Territory to the population of Scheduled Tribes in the entire country and one-third of the allocation on the basis of the proportion of the population of Scheduled Tribes living in Scheduled Area of the State and Union Territory (Tribal areas in case of Assam) to the population of the Scheduled Tribes living in the Scheduled and Tribal Areas in the entire country.

PROVISION FOR THE BACKWARD CLASSES IN THE FOURTH PLAN:

The Fourth Plan Memorandum as prepared by National Development Council in October 1964, contains a provision of Rs. 205 crores for the welfare of the Scheduled Castes and Scheduled Tribes which forms 1.3 per cent of the total plan allocations of Rs. 226,00 crores. It may be pointed out that

1. Memorandum on the Fourth Five Year Plan, prepared by Planning Commission.
the expenditure of Rs. 104 crores in the Third Plan also forms the same percentage. Of this Rs. 65 crores have been placed in the Central Sector, Rs. 130 crores in State Sector and Rs. 10 crores in Union Territories’ Sector.

The development programme for the welfare of the Scheduled Castes and Scheduled Tribes are intended to supplement benefits occurring from the general programmes of development in various fields such as agriculture, cooperation, irrigation, small industries, communications, educations, health, housing, rural water supply and others. The importance of such special provisions is enhanced by the fact that the weaker sections are drawing very little benefits from the general heads of Plans. The Third Five Year Plan admits it in the following words:

"One of the principle lessons of the past decade is that for a variety of reasons, in the ordinary course, the weaker sections of the population are not able to secure their fair share of the benefits of provisions made under different heads. To enable them to do so, it is desirable that the normal patterns of assistance should provide, wherever necessary, for an element of special consideration for the weaker sections and, in particular, for the backward classes."

Various steps are required to be taken to ensure larger and more fair benefits to the Scheduled Castes and Scheduled Tribes from the welfare schemes of the Five Year

1. Memorandum on the Fourth Five Year Plan prepared by Planning Commission.
2. Ibid.
Plans.

(1) Attempts should be made to benefit a larger section of these classes from the general schemes of welfare. In this respect the Andhra Pradesh Government has shown the correct line of action by asking all Heads of the Departments in charge of developmental programmes under general scheme to spend to the extent of 15 per cent and 3 per cent for the welfare of Scheduled Castes and Scheduled Tribes respectively.

(2) The provisions made for the welfare of Backward Classes should be spent effectively and in time. Large shortfalls in expenditure have occurred in the First and Second Plans. In the latter it was Rs. 13.81 crores in the total provision of Rs. 79.19 crores. These shortfalls may be removed through:

(a) improving the organisation of the Governmental organisations, and

(b) coordination and proper working of various development schemes for backward classes.

(3) The need for coordination between the various departments cannot be over emphasized at the Centre as well as in the States. A Central Coordination Committee was set up at the Centre in 1961 consisting of the representatives of the various Ministries concerned dealing with the welfare of the Backward classes. Its aim was to ensure proper coordination and better working of various welfare schemes meant for the backward classes. Therefore, it will be desirable for all States and Union Territories to set up such committees to secure coordination of the welfare programmes for Scheduled
Tribes and Scheduled Castes.

(4) More coordination is also desirable between the Central Home Ministry and the Commissioner for Scheduled Castes and Scheduled Tribes. The Home Ministry has no field organisation of its own except at Shillong and depends mostly on the investigation of the Commissioner for Scheduled Castes and Scheduled Tribes.

(5) In certain States it is found that the Secretary, Deputy Secretary or clerks dealing with welfare of the Backward classes are over burdened with other important works also and thus they are unable to give full attention to their work. In Rajasthan for example, it was noted that the Secretary and Deputy Secretary concerned were handling two other departments also — Labour and Cooperation. Besides, there was only one assistant, 2 upper division and 4 lower division clerks dealing with all the files regarding welfare of backward classes. It is desirable that at least one Deputy Secretary should be held in charge of this matter, aided by an adequate staff.

(6) It has also been noted that Directors in charge of this Department are frequently transferred which interferes with speedy implementation of schemes. The recommendations of Rajasthan Advisory Board for Welfare of Scheduled Castes is worth consideration. The Board has recommended that a Director should not be transferred before the expiry of 3 years.

With these organizational procedural faults of the
various governmental agencies dealing with the welfare of these communities it must be asserted in the end that the agencies have done commendable work in the implementation of the welfare objectives. These communities have become aware that some officers have been appointed to look after their welfare and in hour of need they have approached these officers. Another healthy feature of this matter is that the Report of the Commissioner is placed on the table of Parliament which has shown keen interest and awareness in pointing out the weakness of the governmental agencies. It is believed that so long as Parliament is alert it will also keep the governmental agencies equally alert in implementing the welfare programmes for the Scheduled Castes and Scheduled Tribes.