

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

(2000-2001)

**(THIRTEENTH LOK SABHA)
EIGHTH REPORT**

MINISTRY OF TRIBAL AFFAIRS

**Working of Integrated Tribal Development Projects in Madhya Pradesh.
Presented to Lok Sabha on 23.11.2000**

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**LOK SABHA SECRETARIAT
NEW DELHI**

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COMPOSITION ON THE WELFARE OF SCHEDULED CASTES AND
SCHEDULED TRIBES (2000-2001)

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CHAPTER I

INTRODUCTION

A. Background Note

1.1 The caste system in India, whatever its genesis and its justification, created a highly stratified societal structure with a hierarchy of castes and communities separated by barriers of exclusiveness and social inequality. The Scheduled Tribes who are one of the backward classes of society, for historical reasons, have remained socially and economically backward. Therefore when Community Development movement was started immediately after the beginning of the First Five Year Plan, the tribal areas received a special attention. Concerted efforts have also been made under subsequent plans to raise the social and economic status of these Scheduled Tribes through a tribal development programme in all the State. Special safeguards have been provided to these Scheduled Tribes in the Constitution. Responsibility has been put for on both Central and State Governments to carefully plan for socio-economic and educational advancement of Scheduled Tribes without disturbing their socio-cultural heritage.

(i) Tribal Population

1.2 Madhya Pradesh, which is the largest State in areawise of all the states in the country and total population of 666.81 lakh, has the largest tribal population in the country. The tribal population of the State according to 1991 census is 153.99 lakh which works out to 23.27 per cent of the total population of the state and 22 per cent of the Scheduled Tribe population in the country.

(iii) Scheduled Areas of Madhya Pradesh

1.3 Madhya Pradesh like some of the other States in the country e.g. Orissa, Gujarat, Bihar, Rajasthan, Himachal Pradesh etc., has the Scheduled Areas under Fifth Schedule of the Constitution extended over to 1.49 lakh sq. km. In 21 districts. The Scheduled Areas in the State of Madhya Pradesh are as follows:-

1. Jhabua District
2. Mandla District
3. Surguja District
4. Bastar District
5. Sardarpur, Dhar, Kukshi and Manawar tahsils in Dhar District.
6. Barwani, Rajpur, Sendhwa, Bhikangaon, Khargone and Maheshwar tehsils in Khargone (West Nimar) District.
7. Khallwa Tribal Development Block of Harsud tahsil & Khakber Tribal Development Block Burhanpur tahsil in khandwa (East Nimar) district.

8. Sailana tahsil in Ratlam Distret.
9. Betul tahsil (excluding Betul Community Development Block) and Bhainsdehi tehsil in Betul district.
10. Lakhnadon tahsil and Kurai Tribal Development Block of Seoni tahsil in Seoni District.
11. Baihar tahsil in Ballaghat diistrict.
12. Kesla Tribal Development Block of Hoshangabad tahsil District.
13. Pushparajgarh and Sohagpur tahsils and Jaising Nagar Community Development Block of Beohari tahsil in Shahdoll district.
14. Kusmi Tribal Development Block of Gopadbanas tahsil in Sidhi District.
15. Jashpurnagar, Udaipur and Gharghoda tahsils and Kharsia Tribal Development Block of Raigarh tahsil in Raighr district.
16. Katghora tahsil and Marwani tribal development block, Gorela Tribal Development Block and Gorella Community Development Block and Kota Revenue Inspector Circle of Bilaspur tahsil in Bilaspur district.
17. Dondi Tribal Development Block of Balod tahsil in Durg District.
18. Manpur and Mohla Tribal Development Blocks and Chowki Community Development of Rajnandgaon tahsil in Rajnandgaon district.
19. Gariaband, Mainpur and Chhuru Tribal Development Blocks of Bindranawagarh tahsil, and Sihawa Community Development Block of Rajnandgaon tahsil in Rajnandgaon district.
20. Karabal Tribal Development Block of Sheopur tahsil in Morena district.
21. Tamia and Jamai Tribal Development Blocks, Partwari Circle Nos. 63 to 68 and Nos. 72 and 73, villages Seergaon Khurd Kirwani of Patwari Circle No. 62, villages Mainekari and Gaulie Parasia of Partwari Circle No. 69 and village Bamhani o fPartwari Circle No. 97 of Chhindwara tahsil.

Harrai Tribal Development Block and Partwari Circle Nos. 26, 27, 30, 31, 32, 41, 48, 49, 50-B and 60 of Amarwara tahsil.

Bichhua Tribal Development Block and Partwari Circle Nos. 1 to 19, 25 to 30, 32 to 37, village Nandpur of Patwari Circle No. 20 village Nilkantha and Dhandikhapa of Partwari Circle No. 24 villages Ramundaha, Silora and Johni of Patwari Circle No. 31 and all villages, excluding village Muli of Patwari Circle No. 39 of Saunsar tahsil of Chhindwara District.

- 1.4 As against the total population of 182.62 lakh i.e. 27.99% of the total population of State in the sub-plan area, the population of Scheduled Tribes is stated to be 111.26 lakh. In other words the tribal population constitutes 60.92 per cent of the total population.

B. Integrated Tribal Development Projects

- 1.5 In Madhya Pradesh, Tribal Sub-Plan concept was adopted in the year 1973-74. The Sub-Plan frame provided direction for planning and implementation of Integrated Tribal Development Programmes in the areas of tribal concentration.

The setting up of Integrated Tribal Development Projects in the V Five Year Plan started with the delineation of Sub-Plan areas, comprising all Tribal Development Blocks and the erstwhile scheduled area of the Estate. Accordingly 42 Integrated Tribal Development Projects were identified in 4 full and 17 part districts. A sizeable tribal population remained still out of the Sub-Plan area. Subsequently under Modified Area Development Approach (MADA) vide Government of India letter No. 11014/3/77-T.D., dated 21-09-77, the pockets of tribal concentration having total population of 10,000 or more with 50% or more tribal population were identified.

- 1.6 During VII Five Year Plan period Cluster of villages having 5,000 or more total population with 50% or more Scheduled Tribe population were identified under Cluster Approach. Thus, the total Tribal Sub-Plan area in Madhya Pradesh was covered under 49 Integrated Tribal Development Projects, 39 Modified Area Development Approach Pockets and 8 Clusters in 4 districts fully and 31 districts partially covering 26029 villages, 14298037 Sq. KM area and 102822777 population of Scheduled Tribes i.e. 61.08 percent of the total population under ITDP.
- 1.7 After formation of 16 new district in 1998, out of total 61 district of Madhya Pradesh, 10 districts fully and 39 partly are covered under Tribal Sub-Plan area.
 - (i) Objectives of ITDPs
- 1.8 The main objectives in formulation of Integrated Tribal Development Projects were as under:-
 1. Rapid development of tribal area and tribal communities to remove regional imbalances in a planned manner.
 2. To focus the special developmental requirements of tribals and their area and to work out strategies for their development.
 3. To introduce single line administration in the project areas so as to provide one forum for tribals for articulating their problems and seeking their redressal at one place.
 4. To eliminate exploitation of tribals by traders and moneylenders.
 5. To raise the living standard of tribals, and
 6. To enhance the level of literacy among tribals particularly among girls.
- 1.9 To ensure smooth implementation of the programmes under ITDPs in Madhya Pradesh a Project Advisory Board comprising representatives of local MLAs and people have been constituted at each Integrated Tribal Development Project level which approves the Annual Plan of the Integrated Tribal Development Project upto Rs. 10 Lakh.

At each I.T.D.P. level, Project Implementation Committee is also organised which constantly supervises the pace and manner in which sub-plan is implemented in the ITDP area. Chairman of the committee is the Collector and all the district officers of the development departments dealing with the project are members. Project officer is the member secretary of the committee.

1.10 Asked about the results achieved vis-à-vis investments made under Tribal Sub-Plan strategy and deficiencies noticed any in its implementation, the state Government in their reply have stated that the results achieved are not upto the mark. The main reason for this is financial constraints at State level and delayed release of Special Central Assistance (SCA), Previously, the funds were routed through different development department. However, the State Government has now taken a decision to provide the allotment to ITDPs directly for the development programmes. Monitoring of the scheme need to be strengthened.

1.11 The committee observe that the Scheduled Tribes are the most exploited people in our country. The Integrated Tribal Development Projects had been conceived as a basic tool to implement Tribal Sub Plan strategy during the Fifth Five Year Plan to ensure integrated development of these communities in the country. The ITDP is basically an area approach keeping in view the separate geographical location of tribal habitations. This strategy with identified areas has helped in focussing the attention of planners and implementations of schemes for tribals against exploitation. The information gathered by the committee in connection with working of Integrated Tribal Development Projects in Madhya Pradesh reveals that progress made in implementation and monitoring of the programmes has been tandy and lopsided. The committee also note that the results achieved vis-à-vis the investment made is not upto the mark. The committee therefore, recommend that with a view to make the projects undertaken more result oriented vis-à-vis the investment made, the monitoring of the projects by the State Government should be strengthened. Monitoring Cell exclusively for SCs and STs should be set up in the Planning Commission as well as in Prime Minister Office to monitor the progress of the Schemes meant for SCs & STs.

(ii) Primitive Tribes

1.12 Seven tribes have been identified as primitive tribes in Madhya Pradesh. The population in locations of each of these tribes are as under:-

Name of the Primitive Tribe	Population	Name of the District
1. Bharia	2012	Patakot area of Chhindwara
2. Abujhmaria	17016	Abujhmar area of Bastar District
3. Baiga	134357	Mandla, Balaghat, Rajnandgaon, Shahdol & Bilaspur
4. Kamar	13110	Raipur
5. Pahari Korwa	27109	Raigarh, Surguja and Bilaspur
6. Birhor	935	Raigarh
7. Saharia	417171	Gwalior, Morena, Bhind, Datia, Guna & Shivpuri

Total 611710

- 1.13 In a note furnished to the committee, it has been stated that a detailed socio-economic survey of all the Special Primitive Tribal Groups was conducted during 1992-93 for preparing the development plans. The broad objectives of the survey were as under:-
1. Collection of base line data of the Primitive Tribal Community, which includes their economic setting, the level of income and expenditure, various sources of income and items of expenditure. The occupational pattern of the group, their traditional skills, as well as acquired skills, if any were also to be identified.
 2. Identification of their immediate and long term problems were broadly classified in the following categories:-
 - a) Problems relating to the Eco-System,
 - b) Economic Problems,
 - c) Social problems and community needs like road, schools, health services & drinking water supply.
 3. Programming for development aiming at solving specific problems of the Primitive Tribal Groups and the area.
- 1.14 It has further been stated that for collecting the base line data a house to house survey of the tribes was conducted. The identification of problems was attempted through group interviews. Measures for their redressal were also discussed in the group. This had ensured a feed back from the target group and had helped in framing programmes, keeping in view the requirements of the people and area. At district level 14 Primitive Tribe Agencies have been constituted. Annual Plan is prepared at the district level and after the approval of the agency, schemes are implemented.
- 1.15 On being asked about the project reports prepared for these tribes, in reply the State Government has stated that the project report of each special primitive tribal group has been prepared and submitted to the Union Government for approval. No communication in this regard has been received from the Union Government so far.
- 1.16 When asked about the provisions made in the Eighth and Ninth Plan for each of the primitive tribe and the actual expenditure incurred on schemes implemented for development of these tribes, the following details about the tribe-wise allotment provided and actual expenditure incurred on each primitive tribe from the State Plan, SCA and Article 275(1) during Eighth Plan period and 1997-98 and 1998-99 has been furnished to the Committee:-

- (i) Tribe-wise allotment provided and expenditure incurred during the Eighth Plan period

(Rs. In lakh)

S.NO.	Name	Allotment	Expenditure
1	Baiga	1078.22	734.50
2	Bharia	121.75	110.50
3	Abujhmaria	250.00	217.11
4	Saharia	802.00	419.85
5	Pahari Korwa	396.00	366.03
6	Birhor	122.50	126.19
7	Kamar	227.5	229.00
	Total	2997.97	2193.23

- (ii) Tribe wise allotment and expenditure during 1997-98 and 1998-99

(Rs. In lakh)

S.No.	Name of Primitive Tribal Group	1997-98		1998-99	
		Allot.	Expe.	Allot.	Expe.
1	Saharia	283.78	335.14	350.00	103.01
2	Baiga	331.18	172.39	356.40	120.29
3	Pahari Korwa	141.84	76.53	100.70	36.49
4	Birhor	6.78	7.37	2.90	5.92
5	Kamar	89.00	84.26	80.00	53.49
6	Abujhmaria	112.42	119.82	70.00	62.41
7	Bharia	35.00	21.39	40.00	18.08
	Total	1000.00	816.90	1000.00	399.69 (upto Dec. 98)

1.17 Asked about the schemes being implemented for the development of these tribes it has been stated that Integrated Development Approach has been adopted for each Primitive Tribal Group. Under this approach micro level family, community and area development schemes are implemented. Priority is given to:

- (i) Primary Education
- (ii) Health
- (iii) Drinking Water
- (iv) Family oriented economic development schemes.

1.18 The committee were further informed that 14 Primitive Tribe Development Agencies at district level have been constituted for the 7 Primitive Tribal Groups. Various developmental schemes in a particular agency area are approved by the governing body of the respective agency comprising members of the concerned

- primitive Tribal Group. Thus only such schemes are taken up for the Primitive Tribal Group as are approved by their representatives and meet their requirement.
- 1.19 When enquired about the programme formulated under the family oriented, community development and infrastructure development schemes, it has been stated that Programmes which help in increasing the income of a family are classified under family oriented economic benefit programmes, like distribution of bullocks on subsidy, land levelling and bundling on individual fields, construction of individual wells, installation of electric pumps on subsidy, subsidy on irrigation pumps, distribution of improved seed and fertiliser, pig rearing programmes on subsidy, distribution of bamboo's free of cost for bamboo craft etc.. Programmes falling under community development programmes include distribution of life saving medicines and drugs, construction of community tanks for Nistar and fisheries development, construction of community dugwells and hand pumps etc.. Infrastructure development programmes comprise construction of approach road, causeway, culverts and bridges, construction of building for new Ashram schools, new junior primary schools etc..
- 1.20 Asked whether any assessment has been made to ascertain the impact of the schemes implemented to bring primitive tribes in the main stream, it has been stated that the aims of the schemes have been achieved to a great extent but more efforts are required. However, eleven evaluation studies have been done by the State Tribal Research Institute from time to time. General assessment indicates marked improvement in literacy, drinking water availability, connectivity and agricultural practices, employment opportunities and increase in income of tribals. No such assessment has been made this year.
- 1.21 The committee note that during 1992-93 the State Government had conducted a house to house socio-economic survey of all special primitive tribes for preparing development plans for these tribes. The objectives of the survey included collection of base line data such as the level of income and expenditure, source of income and items of expenditure, occupational pattern of group, their skills, immediate and long term problems. It is matter of satisfaction for the Committee problems to note that at district level 14 Primitive Tribe Agencies are constituted and all annual plans are implemented after approval by these agencies. However, the committee are constrained to note that the project reports prepared for development of each of the special primitive tribes way back in the beginning of VIII Five Year Plan and submitted to the Union Government for approval is still lying pending with the Union Government without any action even after the expiry of VIII Plan. The Committee, desire that State Government as well as Union Government should take immediate steps to finalise these project reports and the Committee may apprised of the final outcome in this regard.**
- 1.22 The Committee further note that from time to time evaluation studies are being done by the State Tribal Research Institute to assess the achievement

of the objectives of schemes implemented to bring the primitive tribes in main stream. The committee are unhappy to note that no such assessment has been done during the year 1998. The Committee, therefore, recommend that such assessment by the State Tribal Research Institute should be made at the end of every financial year invariably so that whatever deficiencies are noticed in these assessments the same are rectified by the Government. The Committee also desire that they may be apprised of the action taken in this regard.

(iii) Tribals living below poverty line:-

- 1.23 In a written note furnished to the Committee, it has been stated that as per survey conducted in the year 1992 the population of Scheduled Tribes living below poverty line and those living in primitive stages in the State is 17,91, 904 and 6,11, 710 respectively. No information is available about those who are above poverty line. The representatives of the Madhya Pradesh Government during evidence informed the committee that out of the 55.5 lakhs people living below poverty line, the percentage of Scheduled Tribe people living below poverty line in the State comes out to 32.3 per cent.
- 1.24 While defining the poverty line it has been stated that the families whose total expenditure is lower than Rs. 245.70 per family member per month such families are considered as families below poverty line.
- 1.25 Asked about the criteria adopted for determining an individual tribal as living below poverty line, the Secretary Ministry of Social Justice and Empowerment during the evidence stated that it is based on income. The guidelines are given by the Planning Commission. They keep certain income level in the rural as well as urban areas. They keep on giving notifications on this income level. This is applicable all over India.

To this the representative of the state government of Madhya Pradesh added as under:-

“At one stage, the Planning Commission fixed the amount as Rs. 5500/- per annum. Then it has been increased to Rs. 11,500/- per annum. That was the basis on which it was computed. It is 1991 figure. The figures which we have been mentioning to you are the figures which are based on the survey conducted in 1991. About eight or ten months back, they had given the revised guidelines in which expenditure also form a part of the survey on the basis of which the below poverty or otherwise of the family would be decided. The survey is already on. We hope to complete it by 31st March. It is almost complete now. We have announced the figures before the Gram Sabhas to get their reaction. It is based on a much larger question which includes the types of possessions, other expenditure and other things.”

1.26 Asked whether there are any separate or additional scheme especially for those tribals who are living below poverty line. In reply the representative of the Madhya Pradesh Government stated as under:-

“All the schemes which are there for the persons living below poverty line are being introduced and implemented in the tribal areas, especially for the tribals. We take care of it. We monitor it regularly every three months. The percentage of the beneficiaries should be more or it should be equal to the population of that area. We monitor it district-wise. Priority is being given to the tribal population. For example, in respect of IRDP, we have 50 per cent Scheduled Caste and Scheduled Tribe people combined together. The population is about 37 per cent. So, more emphasis is being given to the Scheduled Caste and the Scheduled Tribe population. This is one aspect.

1.27 There are certain schemes which are mostly for the benefit of the weaker sections who are living below poverty line. To cite an example, there is the minor forest produce. But then we have several schemes which depend on the forest produce. The Government has taken certain policy decisions according to which the tribals living below poverty line are getting the benefit. We have the Sericulture Scheme in the tribal districts of Bilaspur Division. It is being introduced in Bastar Division.”

1.28 When enquired about the number of tribal families who have been benefitted by various schemes being implemented for their upliftment and the number of those who have been brought above the poverty line during the Eighth Five Year Plan period, the representative of the Madhya Pradesh Government stated that after the survey on the basis of revised guidelines given by the Planning Commission recently 10.15 lakh persons have been benefitted out of this more than 3 lakhs are tribals, which is 34.6 percent of the below poverty line families. The upto date figure till Dec – January, 1999 is 12 lakh and odd persons who were benefitted.

1.29 About the number of families who have been brought above poverty line the representative of the State Government stated that the survey is going on and they will be in a position to tell once the figures are available.

1.30 The committee note that as per the survey conducted on the basis of the Planning Commission’s recent guidelines around 34.6 per cent of the

Scheduled Tribe families are still below poverty line in the State. All the schemes which are introduced for the persons living below poverty line are implemented in the tribal areas also. Certain schemes which are mostly for the benefit of the weaker sections living below poverty line e.g. minor forest produce and those depend on forest produce are implemented in tribal areas. As such no special / additional scheme specially for tribals living below poverty line has been introduced. The committee desire that keeping in view the basic geographical needs of these tribals who are living below poverty

line, the State Government should formulate some special schemes only for the tribals living below poverty line. The committee also desire that the survey should be completed expeditiously without any further delay and the number of persons who have been brought above poverty line be intimated to them.

C. Governor's Report

- 1.31 Under clause 3 of the Fifth Schedule of the Constitution the Governor of each State having Scheduled Areas are required to submit a report regarding the administration of such areas to the President of India annually or whenever so required by the President. Article 244 of the Constitution of India makes it a mandatory on the Governor to submit such report.
- 1.32 As per the guidelines issued by the Ministry of Welfare, (Now the Ministry of Social Justice & Empowerment) vide D.O. letter No.180131/3/186 dt 5.1.1987 and reiterated vide D.O. letter No. 180132/93-TD dated the 13th August, 1993, the report is to be submitted within six months from the closing of the financial year i.e. by 30th September, of each year. The Ministry of Social Justice and Empowerment in a note have stated that the Reports from the Governor of Madhya Pradesh are not being received regularly. Reports upto the year 1992-93 have been received . The Committee was further informed that the last Report of the Governor submitted to the President of India was for the year 1991-92 which was despatched by the Secretariat of the Governor of Madhya Pradesh vide letter No. 9844/Ra.SQ/94 dated 31 August, 1994. This was submitted to the President of India on 10th March, 1995 after examination by the Ministry. The Report for the year 1992-93 which was despatched by the Secretariat of the Governor of Madhya Pradesh on 9th July, 1996 is under examination in the Ministry. The reports for the years 1993-94, 1994-95, 1995-96 are still awaited from the Governor of Madhya Pradesh.
- 1.33 However, in a note furnished subsequently to the Committee by the State Government of Madhya Pradesh it has been stated that the Governor's Report on the Administration of Scheduled Areas up to the year 1996-97 have already been submitted to the Government of India. The report for the year 1997-98 is being finalised, which will be submitted after the approval of the Tribal Advisory Council.
- 1.34 When asked during the evidence about the reasons for the delay in submitting the Governor's Report the Chief Secretary, Madhya Pradesh stated as under:-
- “ It is correct that at one stage when you had asked, the position up to 1992-93 was available. Today, the position is available upto 1996-97 and the report of four years has already been submitted. I think that the Committee would be satisfied that we made efforts. No administration would wish to continue with the earlier mistake. We have done it fast as per guidelines.”

- 1.35 **The Committee note that under clause 3 of the fifth schedule of the constitution and also as per the guidelines issued on 5,1,1987 and reiterated on 13.8.1993 by the Ministry of Social Justice and Empowerment in this regard, the Governor of States which are having Scheduled Areas in their State are required to submit the Report on administration of such areas within six months of the closing of the financial year i.e. by 31 September, of each year to the President of India. The Committee are distressed to note that this mandatory function is not being performed in the right earnest by the State Government of Madhya Pradesh and Reports are being submitted after considerable delay without any justifiable reasons thereby defeating the very purpose for which the constitution has prescribed the submission of these Reports.**
- 1.36 **The Committee further note that when this subject was selected by them for examination only the Reports upto year 1992-93 were submitted by the State Government. It was only after that the State Government became active and submitted the Reports upto years 1996-97 by the time the subject was finally examined by the Committee.**
- 1.37 **It is more painful to note that this report highlights only the achievements of the State Government in tribal development. The indepth analyses of the solution to the problems of Scheduled Areas are not included in the Reports. The Committee desire that the Union Government who has the power to give directions to the states in regard to the administration of Scheduled Areas, should ensure that the Governors Reports by the States are submitted to the President of India within the stipulated time. They also desire that analytical solutions to the problems of the Scheduled Areas should also form a part of the Report so as to make Governors Report a useful document.**

D. Tribal Advisory Council (TAC).

- 1.38 Clause 4 of the Fifth Schedule of the Constitution of India lays down that there shall be established in each State having Scheduled Areas therein, a Tribal Advisory Council (TAC) consisting of not more than twenty numbers of whom as nearly as may be three fourths shall be the representatives of the Scheduled Tribes in the legislative Assembly of the State. It is also laid down that if the number of representatives of the Scheduled Tribes in the Legislative Assembly of the State is less than the number of seats in the Tribal Advisory Council to be filled by such representatives, the remaining seats shall be filled by other members of those tribes. The function of the Tribal Advisory Council are to advise on all such matters pertaining to the welfare and advancement of Scheduled Tribes in the State as may be referred to them by the Governor. Approval of the Tribal Advisory Committee is taken on any important decision which has a direct impact on the tribal area or tribals, before it is forwarded to the Cabinet.

1.39 In Madhya Pradesh Tribal Advisory Council was formed in the year 1950 to advise the Government on matters pertaining to the welfare and advancement of Scheduled Tribes in the State. The recommendations made by the Council are given due weightage and department concerned take necessary action on such recommendations. Under the Madhya Pradesh Tribal Consultative Council Rule, 1975, the Council is required to hold meetings atleast twice a year. This is the minimum requirement of meeting prescribed under the Act.

1.40 Asked about the number of meetings held by TAC during the last five years, the State Government of Madhya Pradesh in a note submitted to the Committee furnished the following details:-

Years	Date
1. 1991-92	16 January, 1991
2. 1992-93	1 April, 1992
3. 1993-94	13 January, 1994
4. 1994-95	8 May, 16 September & 28 Nov, 1994
5. 1995-96	18 Oct, 20 Oct, 13 Nov, 1995, 8 Jan and 16 Jan, 1996.

1.41 When asked about the reasons for not holding the TAC meetings on regular intervals and also the reasons for which TAC held only one meeting during each of the years 1991-92, 1992-93 and 1993-94, it has been stated in a note furnished to the Committee that issues for Tribal Advisory Council were limited. Therefore, more meetings of TAC could not be held. The Committee were also informed by the representative of State Government of Madhya Pradesh at the time of evidence that during 1996-97 two meetings and 1997-98 three meetings of TAC were held.

1.42 On being asked about the major recommendations made by the TAC during the last three years, the Madhya Pradesh Government has furnished a list of the following major recommendations of by TAC:

- (1) Implementation of Forest Policy 1988.
- (2) To frame rules for reservation for STs.
- (3) Compensation provided to displaced persons (STs).
- (4) Separate budget should be provided for sub-plan area.
- (5) Direct control of Tribal Welfare Deptt. On SCA.
- (6) Declaration of Scheduled Area in 35 district.
- (7) Provision of special assistance to special Primitive Tribal Groups.
- (8) Implementation of Panchayati Raj Act and sub Acts for ITDP and coordination in between.
- (9) To determine principles for opening new primary school/ashrams.
- (10) Special pool fund for sub-plan area.

- (11) Strict implementation of personal policy.
- (12) Empowerment of traditional tribal organisations at the grassroots level through the fifth schedule.
- (13) Review of Excise policy to make it more responsive to local customs & needs & confer greater rights on the community.
- (14) Review of tendupatta policy to confer greater rights on the tendupatta pluckers.
- (15) Implementation of the Maharashtra Pattern.

1.43 Asked about the action taken on these recommendations, it has been stated that out of 15 major recommendations 13 have been implemented and remaining two recommendations are under process.

1.44 **The Committee note that the TAC is a constitutional device under Fifth Schedule of the constitution for advising the Government on all such matters pertaining to the welfare and advancement of the Scheduled Tribes in the State as may be referred to them by the Governor. Progress of the Integrated Tribal Development Projects is often reviewed by the Council and recommendations are forwarded to the concerned authorities for necessary action. Although the recommendations are advisory in nature but they are given due weightage by the concerned department. The Committee regret to note that meetings of the Tribal Advisory Council are not held regularly as per the requirement under Madhya Pradesh Tribal Consultative Council Rule, 1975. The Committee further note that during the years 1991-92, 1992-93 and 1993-94 TAC had held only 1 meeting in each year. The Committee are not satisfied with the reasons given by State Government that issues for Tribal Advisory Council were limited, therefore, more TAC meetings could not be held. The Committee are of the view that when the TAC was formed there was not much work for TAC to decide, hence two meetings were contemplated in a year. Now a days the work load has increased to a great proportion and several problems also have cropped up, therefore, one or two meetings in a year will not be sufficient. The Committee, therefore, recommend that the TAC meeting should be held at least quarterly in a year. If need be by amending the Tribal Consultative Council Rule.**

1.45 **The Committee are happy to note that out of the 15 recommendations made by TAC 13 have been implemented and remaining two are under process. The Committee desire that the State Government should take necessary steps to implement the remaining two recommendations of TAC at the earliest.**

CHAPTER II

ADMINISTRATIVE AND EXECUTIVE MACHINERY

- A. Role of Union Government.
- 2.1 With regard to the role of Central Ministries in formulating and implementation of Tribal Development Programmes and the methodology evolved to look into formulation of plans, implementation and to monitor progress of various programmes/schemes undertaken by the Government of India (Allocation of Business Rules), 1961 amended in 1982 provided that the Ministry of Welfare (now the Ministry of Social Justice & Empowerment) will be the nodal Ministry for overall policy, planning and coordination of programmes of development for Scheduled Castes and Scheduled Tribes. In regard to Sectoral programmes and schemes of development of these communities, policy planning, monitoring, evaluation etc., as also their coordination will be the responsibility of the concerned Central Ministries, State Governments and Union Territory Administrations. Each Central Ministry and Department will be the nodal Ministry or Department concerning its sectors.
- 2.2 The role of Central Ministries in Tribal Development has also been enunciated in D.O. letter No.280-PMO/80 dated 12th March, 1980 from the then Prime Minister to the Central Ministers and Home Secretary letter No.14011/12/78-TD dated 1.7.1980 to Secretaries of Central Ministries, which in turn is based on the guidelines issued by the Planning Commission in their letter No. PCSW/12(1)/77 dated 13.12.1977 and PC/SW/11-2(5)/77 dated 5 May, 1979 of the then Secretary, Planning Commission and D.O. letter No.PC/SW/11-7(2)-80 dated December, 29, 1979 of the then Adviser, Planning Commission. The TSP approach in relation to Central Ministries/Departments requires the following steps to be taken by the Ministries/Departments.
- I Formulate appropriate need based programmes for tribal area.
 - II Suitably adapt all the ongoing programmes to suit the specific requirements of STs.
 - III Quantify funds for tribal areas under Central Ministries' programmes; and
 - IV Earmark a senior officer exclusively to monitor the progress of implementation of the programmes for the welfare of STs.
- 2.3 It has also been informed to the Committee that the Ministry of Social Justice and Empowerment has been reiterating these guidelines and requesting in particular that funds at least equal to the percentage of Scheduled Tribes population in the country should be set aside under TSP by concerned Central Ministries/Departments.

- 2.4 In reply to a questionnaire as to how far these guidelines are being followed by the various Ministries/Departments, the Planning Commission as a part of its formulation of TSP in their Annual Plans. For formulation of TSP in 1996-97, a circular letter was issued by the Planning Commission to the Central Ministries in August, 1995.

Keeping in view these guidelines, nineteen Ministries/Departments of Govt. of India have formulated TSP during 1996-97. A list of 19 Ministries/Departments which have constituted separate cells to monitor TSP. The remaining Ministries are yet to fall in line with the guidelines of the Planning Commission and are being repeatedly reminded to do so.

- 2.5 The M/o of Social Justice and Empowerment in a note have stated that the issue of formulation and implementation of TSPs by Central Ministries/Departments is under correspondence with the Central Ministries/Departments from the VI Plan period and is being pursued vigorously. The Planning Commission has addressed the Central Ministries/Departments from time to time in this regard. Meetings are also being held with selected Ministries/Departments annually to review their TSPs. However, the response from the Central Ministries/Departments needs improvement. The following shortcomings have been noticed in the formulation of TSPs by Central Ministries/Departments:-

1. The Ministry/Department does not consider a TSP to be feasible or necessary in the area of its activity.
2. Though TSPs have been formulated, the quantification of funds and physical targets is worked out purely on notional basis by applying a percentage to the overall outlays and physical targets/achievements.
3. Though a TSP is formulated and funds/targets quantified, these are not disaggregated State wise or year wise and consequently, review of achievements is not possible.
4. No guidelines have been issued to State/UTs to ensure that an adequate share in the benefits arising from the activities of the Ministry/Department flow to the Scheduled Tribes population and TSP area.
5. Flow to TSP is not equal to the percentage of tribal population.

- 2.7 **The role of Central Ministries in tribal development has been enunciated in D.O. letter No.280-PMO/80, dated 12 March, 1980 from the then Prime Minister to the Central Ministers and guidelines issued by the Planning Commission in this regard in 1977 to formulate appropriate need based programmes for tribal areas; suitably adapt all the on going programmes to suit specific requirement of Scheduled Tribes; quantify funds for tribal areas**

and earmark a senior officer exclusively to monitor the progress of implementation of programmes of welfare of Scheduled Tribes. It is however distressing to note that central Ministries/Departments who have not constituted cell so far do not consider TSP to be feasible or necessary in their area of activity. Funds have been quantified and physical targets work out purely on notional basis by applying a percentage to the over all outlays and physical targets. No funds/targets have been segregated Statewise or year wise rendering review of achievement impossible. The Central Ministries/Departments have also failed to issue instructions to State/UTs as to ensure that an adequate share in the benefits arising from their activities flow to Scheduled Tribe population and TSP area in proportion to total population in the area. It is deplorable that these shortcomings persist even after the ITDP/ITDA programme being in force for more than a decade and despite detailed guidelines issued by Planning Commission in 1977. In Committee's view the Ministry of Tribal Affairs should take up the matter with the Planning Commission and other concerned Ministries/Departments at the highest level with a view to streamline the procedure these suggestions merit consideration.

2.8 The Committee note that 19 Central Ministries/Department have constituted cells to formulate and monitor tribal development programmes. In this context the Committee note that guidelines issued by the Planning Commission had emphasised that each Ministry of the Government of India has a role to play in the development of SCs and STs and had required them to formulate appropriate need based programme to suit the specific areas. The Committee, therefore, urge the Ministry/Department who have not constituted cell so far to expeditiously set up such cell to formulate appropriate programme and monitor the progress periodically at the highest level i.e. at the Chief Secretary level so as to make it more effective.

B. Organisational set-up at Centre

2.8 The Organisational set up in the Ministry of Welfare (now the Ministry of Social Justice and Empowerment) to deal with Integrated Tribal Development Projects inter alia is the Tribal Development Division (now a separate Ministry as Ministry of Tribal Affairs has since been constituted). Joint Secretary incharge of Tribal Development monitors and supervises work relating to Integrated Tribal Development Projects through Director (Research) who is helped by Research Officers and Investigators in the Research, Monitoring and Evaluation Units. However, there, is no specific organisational set-up in Ministry of Social Justice and Empowerment to deal with ITDPs alone, The Ministry looks-after general policy matters covering Scheduled Tribes at the National level and also implements some specific schemes for ST development, which are not confined to ITDPs areas alone.

The Committee have been informed that the Other Ministries and Departments of the Union Government also do not have separate Organisational set-up to deal with ITDPs alone. However, 19 Ministries/Departments of the Union Government have set up separate cells to monitor and implement the Tribal Sub Plan. They have earmarked an officer of the rank of Deputy Secretary/Director to look-after this work.

C. Administrative set-up at State level

- 2.9 The Committee have been informed that since the adoption of Tribal Sub Plan strategy and identification of ITDP's, MADA and clusters, a well organised set up of administrative structure has been provided at State as well as field level. At the State level there is a separate department called Tribal and Scheduled Caste Welfare Department headed by Principal Secretary and Secretary at the government level and Commissioner Tribal Areas Development at HOD level. The Commissioner coordinates with all the Heads of Development at the State level Departments and is assisted by the Addl. Commissioner Tribal Areas Development Planning who is responsible for Tribal Sub Plan/Special Component Plan Planning and Monitoring. Recently a post of Director, special primitive tribal groups has been created to look after the development of special primitive tribal group. There is a Tribal Research Institute to conduct basic socio-economic surveys, ethnographic studies, evaluation of schemes in TSP area and imparting training under various courses in tribal welfare and tribal development to the officers of the developmental departments.
- 2.10 The ITDP's function under the administrative control of commissioner, Tribal Development. Fifty percent officers of the IAS cadres/State Cadres from other departments are taken on deputation on the post of Project Administrator / Officer in the major ITDP's and rest from the Tribal & Scheduled Caste welfare Department. In the medium ITDPs the officers of class & rank are posted as project officers. All the project officers have been provided with Asst. Project Officer and other supporting staff at the project level to discharge functions.
- 2.11 At ITDP level, project Advisory Board have also been constituted under the chairmanship of local tribal MLA. The organisation, functions and duties of Project Advisory Board are detailed at Annex-I.

The Project Implementation Committee constantly supervised the pace of manner in which the sub-plan is implemented in the ITDP area. Chairman of the Committee is Collector and all the district level officers of the development departments dealing with the project are members. Project Administrator / Officer is the member Secretary.

D. Personnel Policy for Tribal Area

- 2.12 The Committee were informed that the Maheswar Prashad Group on Administration in Tribal Areas recommended several measures to be taken in the sphere of selection of officers, creation of special cadres, institution of a system of special leave and service benefits field based functionaries whose cadres are generally regional or district based preference should be given to tribal and local persons particularly in Department like police, Revenue, Forest, Education and Health.
- 2.13 When Committee asked whether the preference is given to tribal and local persons at the time of recruitment of field based functionaries whose cadres are generally regional or district level. The State Government explained that the posts are reserved for Scheduled Castes and Scheduled Tribes in the prescribed percentage in districts and automatically local people get preference.
- 2.14 It has been stated that after recruitment, training to the staff posted in Tribal Sub-Plan area is given in the Tribal Research Institute & Academy of Administration.
- 2.15 When asked whether the staff posted in tribal areas has been granted monetary and non-monetary benefits as recommended by the Maheswar Prashad Committee the State Government through their written note stated that the benefits are provided as per recommendation of Maheswar Prashad Committee.
- 2.16 The Committee have been informed that in Madhya Pradesh 50% posts of Project Administrator/officer filled by deputation from officers drawn from IAS and State Administrative Services and the rest 50% by senior officers of Tribal Welfare Department.
- 2.17 The Committees were also informed that normally the Project Officers and the staff are not transferred before the expiry of 3 years.
- 2.18 The Committee note that training courses have been organised by the Department of Personnel and Administrative Training Institute to give tribal orientation to the State Personnel. The Committee desire that steps should be taken to see that the trained personnel of the State Government are fully associated with the implementation of various schemes.**
- 2.19 The Committee would also like to be apprised of action taken by the State Government on other recommendations of Maheswar Prashad Committee, i.e., creation of cadre for tribal areas and recruitment of local persons with relaxed qualification etc. in order to improve the standard of work which have been accepted by the State Government.**
- 2.20 The Committee note that evaluation studies of various Integrated Tribal Development Projects has been undertaken by Madhya Pradesh Tribal Research Institute. The Committee would also like to recommend that other**

non government research organisations should also be considered for taking up evaluation work of schemes under tribal Sub-plan. The Committee would like to be apprised of the main findings of these studies and action taken on them.

E. Monitoring and Evaluation

- 2.21 The Committee were informed that the State has created monitoring system right from the State to Integrated Tribal Development Project level. The following monitoring mechanism is working in the State.
At the State level programme under Tribal Sub-Plan are reviewed and monitored by The Chief Minister and Chief Secretary. The other Committees are Twenty Point State level committees and sub-committees of the cabinet for Tribal Sub-Plan programme. Besides quarterly review of Tribal Sub-Plan programmes is also done by the Directorate of Tribal Area Development Planning.
- 2.22 At division level monitoring is done by Divisional commissioner.
- 2.23 It has been stated that the Monitoring is done by the Project Advisory Board and Project Implementation Committee in ITDP level.
- 2.24 In addition to above, the Tribal Research Institute also conduct evaluation studies of different on going programme from time to time.
- 2.25 In this context when the Committee asked whether non-official research organisations can also undertake evaluation work of schemes under tribal Sub-Plan, it was replied in the negative.
- 2.26 The Committee desired to know the arrangements at the central level for monitoring and evaluation of various programmes of tribal development.
- 2.27 The Committee were informed that apart from getting periodical reports from the State Governments and UT Admns., on the progress of implementation of schemes and programmes, review meetings are held with the representatives of the State Governments and UT Admns. Whenever deficiencies are noticed both in physical and financial terms they are brought to their notice for early rectification. Senior Officers of Central Government make field visits to monitor and review the programmes. The Programme Evaluation Organisation of Planning Commission occasionally evaluate the working of various programmes implemented through Integrated Tribal Development Projects. Apart from the above, under the Centrally Sponsored Scheme of Research & Training the Ministry of Social Justice & Empowerment also assign studies to reputed research organisations for evaluating working of various Central Sector & Centrally Sponsored Schemes funded by the Ministry.

2.28 The Committee note that arrangements to review implementation of various schemes has been made at various levels both in the center and the state. They further note that each Central Ministry/Department is the nodal agency concerning its area of planning, monitoring and evaluation as well as coordination. Arrangements have also been made to review implementation of ITDPs at various levels in Madhya Pradesh e.g. at State Level, Divisional Level and ITDPs levels. Programmes under tribal sub-plan are reviewed from time to time at State level.

However, the Committee were informed that present structural arrangements though adequate have to be activated for proper and regular monitoring. The Committee are of the view that the existing monitoring mechanism are not very effective and require further sharpening and thrust, in view of slow & tardy implementation of various ITDPs schemes in M.P. The Committee therefore, desire that at state level monitoring and periodical review should be done at the highest level to make it more effective. The Committee would like to be apprised of the action taken by the State Government.

2.29 The State Government have stated in their reply that the results achieved are not up to the mark in respect of the ITDP in Madhya Pradesh the reasons for this stated to be the financial constraints at State level and delayed release of SCA. Monitoring of the Scheme needs to be strengthened. The State Government have also pleaded that to improve functioning of ITDPs and to make it more effective there should be result oriented ideas, budgetary mechanism and single line administration in tribal areas. Further there is no correlation between formulation of schemes & actual allotments' implementation there of through departments. The Committee, therefore, urge the Ministry of Tribal Affairs to look into these suggestions and take up the matter with the Planning Commission and other concerned authorities with a view to streamline the procedure.

CHAPTER III

Protective and Anti Exploitative measures

A. Excise Policy

- 3.1 It has been stated that in the TSP areas the arrangements made under excise policy are as per the guiding principles of Ministry of Welfare (Now the Ministry of Tribal Affairs), Government of India during 1975 and 1981 to save tribals from exploitation by contractors and to maintain tribal customs and traditions. The facilities are only use for personal consumption of liquor and not for commercial use.

The commercial vending of alcoholic beverages has been discontinued in the tribal areas of Madhya Pradesh. Whatever liquor shops now exist in the scheduled areas of the State for meeting the genuine demand of non-tribal and tribal people, these are run by the excise department of the State with effect from 1 April,1996.

- 3.2 People belonging to scheduled tribes in the scheduled areas have been permitted by law to make country liquor (their traditional alcoholic drink) for consumption at home and on religious and special occasions. Each tribal individual can make and possess upto 5 liters of country liquor for his / her own consumption, each tribal family can make and possess upto 15 lt. of country liquor for the family's consumption and upto 45 lt. for consumption on the occasion of a special or religious function. To ensure that the prescribed quantity of liquor is meant for special occasions like religious, family or social, the officers and employees of Excise Department keep surveillance at all shops in the tribal areas supplying country and foreign liquor. Tribal people in the scheduled areas are also permitted to brew and consume tadi.

- 3.3 When asked by the Committee as to what steps have been taken to wean away tribals from the habit of drinking alcoholic beverages and any attempt made to encourage the non-governmental organisations to play an active role in this regard, the State government in a note has stated that with a view to wean away the tribals from drinking habit, the Excise Act of the State has recently been amended empowering the Gram Sabha in the Scheduled areas to impose prohibition within their territorial jurisdiction if the people of any Gram Sabha areas to wish and decide.

The subject of taking up programmes of education and information for building up awareness about the evils of drinking is being looked after in the Social Welfare and Women and Child Development Department of the State. These Departments are already implementing programmes aimed at propagating awareness of evils of drinking etc. and they have already enlisted assistance of the non-governmental organisations.

- 3.4 **The Committee note that the commercial vending of alcoholic beverages has been discontinued in tribals areas of the State. State Excise Department is running liquor shops in the scheduled areas to cater the genuine needs of tribal people. For consumption on religious and special occasions tribals are permitted to make their traditional alcoholic drinks upto prescribed limit. The Committee are happy to note that under the new Excise Policy, Licensing System of Mahua has been abolished. Now sale and purchase of Mahua has been totally discontinued.**

The Committee further note that to keep the tribals away from drinking habit, Gram Sabhas in the scheduled areas are empowered to impose prohibition within their territorial jurisdiction if they so wish and decide. Department of Social Welfare and Woman and Child Development of State are also implementing programmes aimed at propagating awareness of evils of drinking liquor and the NGOs are enlisted to assist in this regard. The Committee feel convinced that the voluntary organisations can play a useful role in creating awareness among the tribal folks about evil effects of drinking and also in assisting the authorities in checking brewing of liquor, illicit sale and smuggling of liquors in Tribal areas. Therefore, merely enlisting NGOs in awareness programme of the evils of drinking will not suffice. The Committee therefore, recommend that NGOs should be given specific area for implementation of awareness programmes. The Committee would also like to be apprised of the action taken by the State Government in this regard.

B. INDEBTEDNESS

- 3.5 The Committee were informed that the following two Acts are enacted by Government of Madhya Pradesh for giving relief to weaker sections including persons belonging to Scheduled Tribes and to protect them from the clutches of money lenders:
- (i) The Madhya Pradesh Samaj Ke Kamjor Vargon ke Liye Krishi Bhoomi Dharakon Ko Uddhar Dene Walo Ki Bhoomi Harapane Sambandhi Kuchakron Se Paritran Tatha Mukit Adhiniyam, 1976. It applies to poorer section of people having 4 hectare of irrigated and 8 hectare inirrigated land. It prohibits certain transactions which are of restrictive nature involving money lending. Such restrictive transactions have been declared void under the Act.
 - (ii) Madhya Pradesh Gramin Rin Vimukti Adhiniyam, 1982. It provides relief to poorer sections i.e. marginal farmers, landless labourers, rural artisans and small farmers in case they took loan before 16 August, 1982.
- 3.6 When asked by the Committee the number of cases of indebtedness that have come to the notice of the State Government and the number of them have been

settled / decreed, it was replied that under Madhya Pradesh Samaj Ke Kamjor Vargon Ke Krishi Bhoomi Dharkon Ko Udhar Dene Walo Ke Bhumi harpadne Sambandhi Kuchakaron Se Paritran Tatha Mukti Adhinyam, 1976, 6527 cases were registered, out of which 6433 cases have been disposed off. 94 cases are pending.

- 3.7 On being asked further whether any study has been conducted in recent years to gauge the impact of indebtedness among tribals, the State Government in a note stated that no such study has been conducted in recent years.
- 3.8 The Committee enquired about the steps / measures taken / contemplated by the Government to save tribals from exploitation by private money lenders, the Committee were informed that the Madhya Pradesh Money Lender's Act, 1934 is being amended in order to totally prohibit money lending in scheduled areas of the State.
- 3.9 The Committee note that under the Madhya Pradesh Samaj Ke Kamjor Vargon Ke Krishi Bhoomi Dharakon Ko Udhar Dene Walo Ke Bhoomi Harpadne Sambandhi Kuchakaron Se Paritaran Tatha Mukti Adhinyam, 1976, out of 6527 cases registered, 6433 have been disposed off. The Committee desire that the State Government should take immediate steps to dispose off the remaining 94 cases without any further delay. They would like to be apprised of the outcome of action taken in this regard.**

The Committee are distressed to note that although the State Government is contemplating to amend the Madhya Pradesh Money Lender's Act, 1934, prohibiting completely the money lending in scheduled areas yet no study has been conducted in recent year to gauge the impact of indebtedness among tribals. The Committee feel that it is imperative on Government to undertake studies on the real impact of Institutional finance as well as impact of indebtedness on tribals. The Committee, therefore, urge the state Government to undertake the Study at once to gauge the impact of indebtedness at once and Committee be apprised of the outcome. The Committee also desire lending of loan procedure should be simplified.

Land Alienation

- 3.10 The Committee have been informed that an extensive provisions have been made in the M.P. Land Revenue Code, 1959 to prevent alienation of land belonging to members of the Scheduled Tribes which were as under:-
- (1) Under Section 165 (6) of the Code, transfer of land from a tribal to non-tribal is strictly prohibited in the scheduled areas of the State. In other areas, such transfer is allowed, only after due permission is obtained from the Collector.

(2) Sections 170-A & 170-B provide that if a particular land has come in possession of a non-tribal by fraudulent means, such land shall be restored to the tribal. Section 170-B of the Code requires that any non-tribal in possession of land which on 2-10-59 belonged to tribals, must notify in a prescribed form before 23-10-82 how he or she came to be in possession of such land. In case such information was not submitted before the due date, the land automatically reverts to tribal to whom it originally belonged. In case, however, such information is submitted in time, the SDO is required to make an enquiry into the transaction and if he finds that the tribal has been defrauded of his or her legitimate rights, the SDO shall restore the land to the tribal.

(3) Section 170-C prohibits appearance of an advocate in cases pending u/s 170-B. However, concerned revenue authorities can permit the appearance of an advocate in special circumstances.

(4) Section 170-D prohibits second appeal against orders passed under sections 170-A & B.

3.11 The number of land alienation cases detected under Section 170 A and 170 B of the Madhya Pradesh Land Revenue Code, 1959 and steps taken to dispose off such cases during the last five years are as under:-

Year	No. of Cases Registered	No. of Persons	Area (Hect.)	No. of cases Disposed	Balance Cases
1993-94	13546	14308	18069.23	13333	213
1994-95	13560	14323	18117.537	13435	125
1995-96	13659	14333	18168.387	13583	76
1996-97	13704	14545	18225.899	13576	128
1997-98	13938	14883	18402.894	13774	164

Year	No. of cases registered	No. of Persons	Area (Hect.)	No. of Cases disposed	Balance cases
1993-94	38194	43059	44208.516	32800	5394
1994-95	38295	43186	44411.386	33144	5151
1995-96	39394	44288	45503.550	34299	5095
1996-97	40102	45165	45876.709	34812	5290
1997-98	45645	57043	57183.276	40452	5193

3.12 To ensure speedy disposal of cases of land alienation, appearance of advocates is prohibited u/s 170-C unless allowed by the concerned revenue authorities. Second appeal against orders passed u/s 170-A and 170-B is prohibited. Under

- sub-section 2(a) in sec. 170-B, the concerned Gram Sabha is empowered to restore possession of land to the tribal. If Gram Sabha is unable to do so, it refers the case to the SDO, who has to dispose off the case within three months.
- 3.13 On being asked by the Committee with regard to the survey made if any as regard to land alienation and the steps taken / contemplated towards land alienation of tribals, it has been stated that a survey was done by the revenue authorities to identify cases where land had been alienated from tribals to non-tribals between 1959 and 1980. The survey was completed in two years, after the introduction of Section 170-B in the Code. As a result cases were registered in appropriate revenue authorities courts throughout the State.
- 3.14 As regards the measures contemplated to prevent land alienation it was stated that State Government is committed to identify cases of land alienation against tribals and to restore the land to them in speedy manner. Campaign are conducted from time to time by the revenue authorities in this regard.
- 3.15 The Committee asked whether any case has come to the notice of the State Government where tribals allotted Government waste / surplus land has been dispossessed after allotment and action taken by the State Government to restore land to them. In a written note it has been stated that the State Government distributed land to 6,30,270 landless persons belonging to SC/ST and backward classes. A survey was then made to find out whether the persons who were given land, were in actual possession or not. The survey indicated that 62,415 persons did not have possession. To provide possession of land to such dispossessed persons a special drive called "Adhikar Abhiyan" was started in 1988-89. As a result, 59484 persons have been given possession so far. Action in remaining cases has been delayed due to pending litigations. The process is on going and the progress is vigorously monitored at state level.
- 3.16 The Committee feel that the welfare programmes will have no meaning if the tribals are deprived of the land on which their very livelihood depends. The Committee find that the land alienation cases registered during the last five years i.e. from 1993-94 to 1997-98 as shown in the above table is on the increase inspite of the provisions of 170 A,B,C,D, of Madhya Pradesh Land Revenue Code, 1959. The Committee would urge the State Government, to undertake comprehensive review of the land alienation problem by a high level Committee at the earliest to ensure effective implementation of existing laws are effective in giving protection to the tribal landowners in a State. The Committee would also like to be apprised of the findings of the Committee so appointed and action taken there on.**

CHAPTER IV

Achievements in Sectoral Programmes

A. Agriculture.

- 4.1 Madhya Pradesh is divided into 12 Agro climatic regions and 05 crop zones. The area under cultivation is sub-divided into 84.01 lakh holdings, average size of each holding is 02.63 ha. The tribal cultivators possess 24.7% of holding with 25.2% area in the State. As per Agriculture census the average land holdings per Scheduled Tribe family has come down from 3.45 ha. area in 1980-81 to 02.66 ha. in 1990-91 indicating the pressure of rising population on available land.

The soil type varies from region to region in the sub plan area from red, a yellow and black. In general the soil fertility status in the tribal area is poor in Nitrogen except that in Jhabua and Bastar where Nitrogen status is medium. The problem of alkalinity and salinity of soil is not a common problem however, some soil in Bastar are found acidic.

The rainfall pattern also differs from region to region varying from 80 to 160 mm.

Only about 8% of the area is under irrigation in tribal sub-plan area leaving 92% area dependent on natural precipitation.

In view 25.2% area being cultivated by tribal cultivators, their potential for contribution to agriculture production is sizable and as such production programme are formulated and implemented for this class with the result that substantial progress has been made during the past years.

- 4.2 The Committee have been informed that under the Tribal Sub Plan Identified Areas 44 large schemes in 20 districts and 5 medium schemes in 3 districts are being implemented by the Agriculture Department in the State and Tribal Sub Plan areas with an aim to enhance agriculture. These Schemes are:-

- i) Production and Productivity of crops.
- ii) Assigning highest priority to management of Drylands.
- iii) Accelerating the pace of utilisation of created irrigation potential.
- iv) Enhancing irrigation through construction of Dug-wells, and small tanks/stop dams, percolation tanks.
- v) Adoption of latest crop production technology with adequate supply and judicious use of improved Agriculture inputs.

To facilitate execution of various programmes in a coordinated manner, all the schemes are grouped under following four categories:-

i) Agriculture Production.

- 4.3 Schemes under Agriculture Production group mainly, aims at enhancing the production of foodgrains (Cereals/pulses). Oilseeds, Cotton and Sugarcane crops through dissemination of latest technology to the field level. For this purpose schemes like Integrated Cereal Development Programme for Rice and Coarse Cereals, National Pulse Development Project, Oilseed Production Programme, Intensive Cotton Development Programme, Sugarcane Development programmes are being implemented. Schemes for promoting use of necessary inputs are also accommodated in this group.

So as to find solution to local problems and to provide appropriate technology for increasing agriculture production, Agriculture Extension Programme is in vogue. Assistance given to Agriculture Universities for conducting research improving education and upgrading technical capabilities through training of extension personnel.

An “Externally Aided Scheme” “Training of Women and Youth farmers under “Danida Project” is also accorded in this group.

Soil Conservation

- 4.4 Dry farming practices and judicious utilisation of available moisture play a vital role in Agriculture Production. Soil conservation mainly watershed development in rainfed areas with schemes relating to Soil Survey/testing work, National Watershed Development Programme under Central Sector has been assigned the highest priority.

Minor Irrigation

- 4.5 The Committee were also informed that to utilise the available groundwater potential to increase production and productivity of different crops, a massive programme for Tube-wells is being implemented. Allied schemes pertaining to subsidies on Dugwells, Sprinklers are also included in this group. An ambitious programme for providing subsidy to group of the farmers for Lift Irrigation devices “Utthan” also finds place in this group under the State sector.

Micro Minor Irrigation

- 4.6 Under this scheme the construction of small tanks and stop dams with a limited capacity of irrigating upto 40 ha. and construction of percolation tanks has been included. This programme also helps for re-charging of water level of wells and gives employment to village labourers and artizans.
- 4.7 The Committee have been informed that the Central Ministry is providing 075% financial assistance to carry out the schemes. Apart from this, Special Central

Assistance (100% assistance) also provided for seed exchange programme in Paddy till 1996-97. During current financial year provision of Special Central Assistance is made for (1) seed exchange programme (2) Suraj Dhara Scheme (3) Distribution of fertiliser minikits (4) Crop demonstration programme (5) Farmers training and visit programme, to the tune of Rs.494 lakh in grant no.41 (Tribal Sub-Plan).

- 4.8 When asked by the Committee about the amount spent on agricultural farms by the Central Government under the Sectoral Schemes of the Ministry and also on the shape of Special Central Assistance, the following details of the amount utilised under Centrally Sponsored Schemes in grant no.- 41(Tribal Sub-Plan) was furnished to the Committee.

Sl.No.	Year	Amount in lakh
1.	1994-95	524.71
2.	1995-96	600.43
3.	1996-97	604.94
4.	1997-98	672.21
Total		2402.29

Government of India assistance under Special Central Assistance under grant No.41 (Tribal Sub-Plan).

Sl.No.	Year	Amount in Lakh
1.	1994-95	26.25
2.	1995-96	34.65
3.	1996-97	20.08
4.	1997-98	No Programme was taken

- 4.9 Asked further the level of productivity in the Integrated Tribal Development Project Areas vis-à-vis average productivity of the State, it has been stated that the production and productivity of different crops have increased substantially during VIIIth plan period because of the efficient transmission of modern technology to the farmers, judicious use of inputs and soil/water management.

- 4.10 An evaluation done with in 1991-92 as base year and progress accounted upto the year 1996-97 in Jhabua, Dhar, Khargone, Bastar, Surguja, Raigarh, Mandla, Seoni, Shahdol, and Betul districts of Tribal sub-plan in which the percentage of Tribal blocks is more than 50% has showed that due to popularisation of modern techniques in Agriculture among tribals there had been substantial increase in area production and productivity of crops in Tribal areas and in some crops it is higher than State average.

- 4.11 Agriculture occupies a pivotal position in tribal life. The Committee are happy to note that under the tribal Sub-Plan identified areas 44 large schemes in 20 districts and 5 medium schemes in 3 districts are being implemented by Agriculture Department in the State and Tribal Sub-Plan areas with an aim of enhancing agriculture. The Committee desire that these schemes should be implemented sincerely and without further loss of time.**

4.12 The Committee are constrained to note that under the Central Sponsored Schemes in grant no.41 (Tribal Sub-Plan) during the year 1997-98 not even a single programme was taken up. The Committee would like to know the reasons for the same. The Committee are, however, happy to note that due to the popularisation of modern techniques of agriculture among the tribals there had been substantial increase in area production and productivity of crops in tribal areas so much so in some cases it is higher than the State average. The Committee desire that the State Government should continue to keep a close contact with tribals and also impress upon them, the benefits of the modern techniques of farming through audio visual and other means of publicity.

B. Rural Water Supply

- 4.13 The Committee have been initially informed that in Madhya Pradesh there are 29042 inhabited villages under Tribal Sub Plan. Out of them 26621 villages have been identified as problem villages and most of them have been provided hand pumps. Drinking water supply has also been provided in Majra, Para and Tolas under tribal subplan. There are 63993 Majra Para and 49804 have been provided hand pumps under tribal Sub Plan hand pumps are provided in small villages hamlets and piped water supply schemes are implemented in bigger villages. Under the three tier Panchayati System, the maintenance of hand pumps is done by the Panchayats. Funds for the maintenance are provided by the Panchayats department, Public Health Engineering Department has transferred one Assistant Engineer along with Sub Division to Zila Panchyat for Maintance of hand pumps & piped water supply scheme. Youths including women from rural as well as tribal area are trained to carryout minor repair of handpumps in the State. By the end of Ninth Plan all villages and their Majra / Paras are expected to be covered with drinking water facility. However, in a subsequent note furnished to the Committee, it was stated that the concept of problem villages does not exist now. As per the present norms it is envisaged to provide 40 LPCD water supply to cent percent population.
- 4.14 On being asked about the outlay for Tribal Sub-Plan and funds spent under Minimum Needs programme (MNP) and Accelerated Water Supply Programme (ARWSP) during VIII Plan period, the following details have been provided to the Committee:-

- 4.15 With the implementation of Panchayat Raj System in M.P. State the responsibility of Operation and Maintenance of Piped Water Supply Schemes installed in the villages has been entrusted to the respective Gram Panchayats. The department keeps a close watch and provides technical guidance to ensure that continuity of drinking water is maintained through out the year. The State Government is also providing subsidy in form of grant to make this activity a sustainable one for the Gram Panchayats.

The maintenance of hand pumps was previously handed over to Jila Panchayat. But because of the lack of technical expertise and proper infrastructure the activity was handed over to Public Health Engineering Department (PHED) for maintenance. The Department is temporarily maintaining the handpumps. On a long term policy basis, it will be handed over to Jila Panchayats after they gain experience and are strengthened adequately.

- 4.16 As on March, 1999 the position of installed handpumps is stated to be as below:-

1. Total handpumps installed	358201
2. In working order	316259
3. Out of use since unrepairable	19936
4. Out of order but repairable	6158
5. Dried handpumps	15848

- 4.17 The Committee learnt that State Government is taking care to monitor maintenance activity at block level and ensuring its sustainability by keeping installed handpump in working order continuously. For taking up the maintenance activity of handpumps in rural areas of the state, 14052 youths have been trained so far out of which 11430 youths are from tribal sub-plan areas.

- 4.18 The Committee have also been informed that due to drop in yield of tube well many hand pumps have become defunct. Villages are not getting water for drinking in adequate quantity. Department is making efforts to provide adequate number of hand pumps for providing drinking water to villages as per norms i.e. 40 lpcd. This work is being done as per availability of funds.

- 4.19 On being asked by the Committee about the efforts being made to get adequate fund earmarked for providing adequate drinking water supply, the State Government in a note stated that no separate funds have been earmarked for providing hand pumps in place of defunct tube wells. However, it is proposed to complete the work being carried out for providing drinking water as per norms i.e. 40 lpcd of water to every habitations by the end of the IX Five Year Plan, i.e. 31.03.2002.

- 4.20 The Committee learn that State Government is taking care to monitor the maintenance activity at block level and ensuring its sustainability by**

keeping installed hand pumps in working order continuously. The Committee desire that all the installed repairable hand pumps should be got repaired expeditiously and put the same in perfect working order.

- 4.21 The Committee note that no separate funds have been earmarked for providing hand pumps in place of defunct tube wells. However it is proposed to complete the work of providing drinking water as per norms i.e. 40 lpcd to all habitations by end of IX Five Year Plans i.e. 31.3.2002. The Committee recommend that adequate funds should be earmarked for providing hand pumps in place of defunct tube wells. The Committee trust that various sectoral departments of the Central and State Government will take note of these infrastructural bottlenecks and pool these resources and devise schemes collectively to develop these areas speedily. The Committee would also like to be apprised of the action taken in this regard.

C. Rural Electrification

- 4.22 In regard to the development schemes undertaken by Madhya Pradesh Electricity Board (MPEB) in tribal areas under Rural Electrification programme are as under:-
- a. Electrification of villages
 - b. Electrification of majra/tolas
 - c. Electrification of pumps
 - d. Other works e.g. system improvement and EHT/HT Lines and sub-stations etc.
- 4.23 The Committee have been informed that specific schemes for rural electrification in tribal areas are not formulated but area development schemes under various categories of the districts are sanctioned by REC Limited., New Delhi which include tribal and other backward areas of the State.
- 4.24 With regard to the constraints in implementation of rural electrification programme Committee was informed that although there has been continuously growing demand for taking up RE works over and above the targets fixed, specially in areas inhabited by SC/ST population, it has not been possible for the Board to meet the demand because of financial constraints.
- 4.25 Rural Electrification Programme which is very much beneficial to the rural masses is non-remunerative to the Board. Revenue realisation from Rural Electrification works is very meagre as compared to the huge liability coming on the Board by way of repayment of loan and interest thereon. In the past, the Board has taken up massive electrification by drawing funds from REC Limited

much more than the fund provided in the Annual Plan. Drawal of excess fund from REC Limited has resulted in increased outstanding liabilities on the Board. From the year 1990-91 onwards, the Board has started facing difficulty in liquidation of outstanding dues of REC Limited. Therefore, whatever claims against completed works are lodged by the Board, the same are adjusted by REC Limited against the outstanding liability and the Board has not been getting any cash loan. Because of this position, RE works have to be undertaken by the Board from its own resources, which is exerting further pressure on Board's difficult financial position. As per the directives of the State Government, supply to agricultural pumps upto 5 HP is being given free of charge from February, 94 onwards. Besides this, SLP facility free of charge has also been extended to SC/ST and other beneficiaries below poverty line in the State. Although reimbursement claims towards such free supply are being lodged with the State Government, the Board has not so far received payment against these claims. Financial institutions like PFC, World Bank etc. have refused to sanction further aid to the Board. The credibility of the Board in the market has also been on the decline due to this reason. No new schemes have been sanctioned by REC Limited in 1995-96. Thus, it would further be difficult for the Board to implement RE Programme in future in the absence of sanctioned schemes.

- 4.26 The Committee asked whether the outstanding liabilities have been cleared. If not, how long the Board will take to clear it to get back its credibility? In reply it was stated that the outstanding liabilities of REC as on 31.03.98 stands at Rs.820.71 Crore. The outstanding dues of REC can be discharged only when the State Government releases in cash the balance from RE subsidy for the year 1996-97 and 1997-98 amounting to Rs.860.29 crore and balance towards reimbursement of bills in respect of supply to agricultural consumers having pump connection upto 5 HP and single light point as on 31.10.1988 amounting Rs.462.94 crore.(total Rs.1323.23 crore).
- 4.27 The Committee asked as to how the Board is going to implement Rural Electrification Programme in future in the absence of REC sanctioned schemes, it was stated that in the absence of funds from REC, the Rural Electrification programme will have to be funded by the Board either by diverting funds available for some other work or the Board may have to scale down Rural Electrification programme. However, funds from other sources are costlier. In nature and as there are no returns from Rural Electrification schemes, this may further deteriorate the financial position of the Board. Alternatively, the State Government may provide funds in the form of grants for the purpose under the Tribal Sub-Plan, Special Component Plan and Special Central Assistance. On being asked whether the reimbursement claim lodged with State Government for free supply of agricultural pumps upto 5 HP and SLP facilities extended to Scheduled Caste/Scheduled Tribe and other beneficiaries below poverty line has been received by Board, it was stated that the Board has raised claims for the reimbursement of bills for supply to all agricultural consumers having pump connection upto 5 HP and single point consumer.

4.28 The year wise details of claim and amount received from the State Government are as under:-

4.29 When asked about the schemes undertaken, target set out, achievements made and allocations made by Madhya Pradesh Electricity Board (MPEB) in tribal areas under Rural Electrification Programme during 1997-98 and 1998-99, in reply it was stated that the following schemes were undertaken by Madhya Pradesh Electricity Board in tribal areas during 1997-98 and 1998-99:-

- 1) Village Electrification,
- 2) Majra falia electrification,
- 3) Single light point connection
- 4) Extension of street light,
- 5) Energisation of agricultural pumps.

4.30 The targets set out and achievements made during 1997-98 and 1998-99 are as under:-

4.31 The Committee note that various schemes were under taken by MPEB under Rural Electrification Programme during 1997-98 and 1998-99 in tribal areas such as village electrification, Majra falia electrification, single point light connection, extension of street light and energisation of agriculture pumps. The Committee desire to know the reasons for not indicating the targets and the achievements of the schemes like Single light point connections to the Scheduled Tribes in 1997-98 under State Plan. The Committee would also like to know the reasons for not allocating the funds under special central assistance in the years 1997-98 and 1998-99 under the scheme of single light point connection to Scheduled Tribes and electrification of tribal hamlets. The Committee would also like to be apprised of the latest position in this regard.

D. Education

4.32 The Committee have been informed that to remove regional imbalances in education, the Government of Madhya Pradesh has given the administration of schools to Tribal Welfare Department after, the approval of Narona Committee in 1964. The department is running educational institutions from Junior Primary School to Higher Secondary Schools.

4.33 When Committee desired to know the policy regarding the spread of education under the Integrated Tribal Development Projects and as followed during the Eighth Five Year Plan the State Government of Madhya Pradesh in a note stated that the salient features of the policy adopted during VIII Plan for spread of education in sub-plan area are as follows:

- i) Opening of junior, primary school in a village/falia having 200 population. The criteria for primary school was 250 population. The object of opening a primary school within a radius of 1 km so that a child may not be required to go more than 1 km for education.

For increasing enrolment of tribals “Education Guarantee Scheme (EGS)” is implemented by Rajiv Gandhi Shiksha Mission Norms for opening school under EGS in tribal area is 25 students while in non-tribal areas it is 40. EGS has been instrumental in reaching primary education facility within one km of each habitation. Out of 19289 schools under EGS, 10322 (53.51%) are in tribal areas. Total enrolments under EGS is 707391 out of which 394972 (55.83%) are tribal students. As such the enrolment of tribals is being taken care of to a great extent. During the course of evidence the representative of the State Government stated that this innovative scheme of EGS has been heldup. Tribal areas are benefitted from this scheme.

- 4.34 ii) Number of schools opened during VIII Plan in tribal areas are as follows:

S.No.	Particulars	No. of school opened during VIII Plan	No.of schools run by Tribal Welfare Department.
1	Junior Primary Schools	1453	1301
2	Primary Schools	662	17465
3	Middle Schools	254	4065
4	High School/H.S.S.	280	1373

- 4.35 New Primary Schools are opened by the Rajiv Gandhi Prathmic Shiksha Mission during the IX Five Year Plan till Nov. 98 number of schools opened are as follows:

S.No.	Kind of Schools	Schools opened in 1997-98	1998-99
1.	Middle Schools	451	205
2.	High Schools	237	306
3.	Hr. Sec. Schools	154	109

Since Junior primary schools were upgraded into primary schools as such the number of junior primary school at present has decreased.

- iii) During Eighth Plan Rs. 52808.71 lakh were provided for spread of education from primary to secondary education by Tribal Welfare Department.

Literacy

- 4.36 The comparative standard of literacy among the tribal population of the State during 1991 as compared to 1981 census as shown below:-

	Total	Male	Female
1981	10.68	17.74	3.60

1991	21.54	32.16	10.73
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The percentage of literacy among Scheduled Tribe in the State of Madhya Pradesh as against percentage for total tribal population of the country is as under:

(1991 Census)

	Total	Male	Female
India	29.60	40.65	18.19
M.P.	21.54	32.16	10.73

- 4.37 The Committee desired to know the percentage increase in literacy among the tribal during 1991 to 1998 as a result of various schemes implemented in Tribal Sub Plan Areas. The State Government in a note has stated that this figure is not available with them.
- 4.38 On being asked about the funds earmarked for spread of education in ITDP's in M.P. during IX Five Year Plan the following statement about proposed available funds was furnished to the Committee:
- a) Elementary education Rs. 38318.00 lakh
b) Secondary education Rs. 16355.00 lakh
Total Rs. 54673.00 lakh
- 4.39 The Committee have been informed that the following problem areas under ITDP's in M.P. have been identified which need special attention.
- (a) Naxalite affected areas of Bastar, Dantewada, Kankar, Balaghat, and Rajnandgaon district.
(b) Block where literacy percentage amongst Scheduled Tribe families is below 5%.
- 4.40 The Committee have been informed that to fulfil the aim of the universalization of education the department is running Ashram. Due to poverty and lack of understanding the parents of tribal students do not send their children to primary schools. At present 1006 Ashrams are run by the Department. The State Government also informed that at the end of Eighth Five Year Plan number of Ashram School was 1099. During Ninth Plan, 100 Ashram Schools are proposed every year.
- 4.41 The Committee asked whether any evaluation has been done regarding the working of these schools. In reply the State Government has stated that no such evaluation has been made.
- 4.42 Asked whether any survey has been made about the requirement of Ashram schools for tribal students in sub-plan area of the State, the State Government replied that the new Ashram schools are opened as per the proposals from the districts and availability of funds every year.

4.43 The Committee have been informed that the percentage of drop out in tribal schools is still more. It is due to poverty and illiteracy of the parents. It has also been mentioned that these are still prevalent in so many villages in tribal areas where junior and primary schools have not been opened due to limited funds. The reasons for the drop out is stated to be as under:-

1. Poor academic standard of tribal students.
2. Examination of I and II standard in Primary schools is not taken.
3. Mobility of parents to other places in search of livelihood.
4. Poor economic condition of tribals.
5. Ignorance of parents about education.

4.44 On being asked the measures taken to minimise the drop out among tribal students the Committee have been informed that the following steps have been taken by the State Government to check drop out among tribals:

1. It has been decided to open Junior Primary School in every village.
2. Ashram schools are to be opened in those villages where population is thin and beyond approach.
3. The rates of stipend were revised as per price index and Rs. 100/- per month have been increased in stipend w.e.f. December 1993.
4. The ST/SC students of class one and two are provided text books free of cost.
5. Scheduled Tribe girls are given state scholarships from Class III to Class X and the boys are given premetric scholarships from Class VI to Class X.
6. The Scheduled Tribe students are given stipend who reside in Ashram and Hostels.
7. To promote education in tribal girls, Rs. 500/- are given when they pass class V and take admission in Class VI as an incentive.

4.45 It has been informed that the following rates of scholarships and stipend are provided to the ST boys and girls at present.

		Boys (per month)	Girls (per month)
a)	Stipend	Rs. 250/-	Rs. 260/-
b)	Pre metric scholarship	-	-
i)	Class III to V	-	Rs. 15/-
ii)	Class VI to VIII	Rs. 20/-	Rs. 30/-
iii)	Class IX & X	Rs. 30/-	Rs. 40/-

4.46 **The Committee are distressed to note that the State Government could not make available figures regarding increasing in percentage of literacy among the tribals as a result of various schemes implemented in Tribal Sub Plan Areas during 1991 to 1998. The Committee are not happy. The Committee are of the view that the absence percentage of literacy among the tribals, it is not possible to know whether benefits of various schemes introduced by the State Government has reached to the tribals or not.**

The Committee, therefore, urge the State Government to make sincere and vigorous efforts to find out the percentage of literacy among the tribals from the year 1991 onwards and the Committee may be apprised of the outcome of such findings.

- 4.47 The Committee note that due to ignorance and poor conditions the tribal parents do not send their children to primary schools. The Committee also desire that special attention should be given for spread of education specially in naxalite affected areas of Bastar, Dantewada, Kankar, Balaghat and Rajhandgaon district. The Committee desire that the State Government should encourage and introduce some incentive schemes so that the tribal parents are motivated to send their wards to schools.
- 4.48 The Committee find that evaluation in regard to the working of Ashram Schools has not been done by the State Government. The Committee recommend that evaluation regarding the working of these ashram schools should be carried out and also proper survey should be made regarding requirement of Ashram Schools in sub-plan area.
- 4.49 The Committee are deeply concerned to note that the percentage of drop outs in tribal schools is still more various inspite of the various steps were taken by the State Government to check drop outs. Obviously problem of drop-outs and factors responsible for it have not been properly analysed. The Committee would, therefore, like the State Government to analyse in depth the reasons for high rate of drop outs in TSP areas and also apprise the Committee of the outcome of remedial steps taken by them.

E. Public Health

- 4.50 The Committee has been informed that the common diseases in tribal areas of the State are Gastroenteritis, Malaria, Measles, Jaws, Florosis Sickle Cell anemia. Diarrhea, Mal-nutrition, Iron deficiency, Skin disease, Leprosy, Tuberculosis etc., Besides this seasonal disease also occur from time to time. For eradication and control of diseases, national health programmes like Leprosy Eradication, T.B. control and Malaria Eradication Programmes are being implemented. Under Leprosy eradication programme it has been targetted to eradicate leprosy by the year 2000. For other diseases treatment is provided and control measures are taken through regular health services.
- (i) It has been stated that during eighth plan period in order to provide better medical and public health facilities in the sub-plan areas 202 mini PHCs/Civil Dispensaries etc. were converted into Primary health Centres.
- (iv) During the ninth plan period (1997-2002) a target of 500 sub health centres and 75 Community Health Centres, 18 Rural Hospitals has been fixed for ITDP areas. So for 66 Primary Health Centres have been up

graded into Community Health Centres, 3 new PHCs 621 New Sub-Health centres have been sanctioned.

- 4.51 The Committee have been informed that the actual requirement of doctors in tribal areas/scheduled areas is 1434. 1434 post of doctors are sanctioned for tribal/scheduled areas. Out of 1434 only 985 doctors are posts in tribal areas as on 1.7.97. the reasons given by the State Government for not posting the doctors are remoteness of areas, non-availability of basic facilities, tendency in doctors to get posted in urban areas. No incentives to work in tribal/remote areas. Moreover incentive of tribal allowances which were given has also been withdrawn.
- 4.52 The Committee note that out of total 1434 sanctioned posts of doctors 985 doctors are posted in tribal areas. The Committee are at loss to understand how primary health centres, community health centres could function without adequate number of doctors. It is obvious that full health care benefits have not been provided to the tribals and the same are worsen further because of the vacancies caused by the reluctance on the part of staff to serve in tribal areas which are remote and lacked infrastructure and communication facilities. The Committee are greatly concerned at this state of affairs and strongly recommend that adequate number of doctors should be posted in Primary Health Centres and the Community Health Centres at the earliest.**

The reasons for not taking postings in Tribal sub-plan areas, by doctors. Besides remoteness, lack of basic facilities like housing, education for children, communication and infrastural facilities. To make the things worse, the incentive of tribal allowances which was earlier given has also been withdrawn. The Committee therefore, strongly recommend that the grant of compensatory allowance to the paramedical staffposted in tribal areas should also be restored at once.

- 4.53 The Committee note that all efforts for eradication and control of common disease are being made, National health programme like Leprosy Eradication, T.B. control and Malaria Eradication programme are being implemented.**

The Committee also hope that Leprosy will be eradicated by the year 2000 as assured by the State Government and the Committee would also like to be apprised of the latest position.

F. Animal Husbandry

- 4.54 The Committee have also been informed that to improve the breed of livestock in the tribal areas, the Co-operative Milk Unions in the State provided services like artificial Insemination (AI) services through DCSs at the doorstep of milk producers, including tribal milk producers. The frozen semen technology is being

used for performing AI's. Similar AI activities were also carried out by erstwhile ITDPs, during their project period 1988-89 to 1996-97.

- 4.55 As per the breeding policy of the State Government, different institutions extending breeding facilities in the Tribal Sub-Plan areas have been established by the State Government which include 6 Intensive cattle development projects, 16 Intensified key village blocks with their breeding facilities in the nearby areas through 10 units each, 4 controlled cattle breeding programmes and distribution of breeding bulls to gram panchayats.
- 4.56 On being asked by the Committee the number of Tribal families who have been given milch cattle during the last five years and marketing arrangements made for the sale of the milk and other milk products by the tribals, in a written note it has been stated that upto VIIth plan Dairy Cattle Units consisting of two milch Animals were distributed on 50% subsidy to tribal beneficiaries and 7830 milch units were distributed by the department of animal husbandary. There after the scheme is being taken up under IRDP scheme since 1989-90. The co-operative milk unions do not have their own scheme for cattle induction but they have been actively co-ordinating the cattle induction programme on their milk routes under the IRD programme and through self finance scheme.
- 4.57 Under the Co-operative Dairy Sector and Dairy Development Department of the State milk is procured from the milk producers, including tribal members through the village level Dairy Co-operative society (DCSs) from their door step.

The total membership of the DCS's under the ambit of Co-Operative Milk Unions is 225913 out of this 18094 are Scheduled Tribes. Out of the total 5160 DCS in the State 956 are in the Tribal Areas. On the similar pattern, milk marketing arrangements were made by the ITDP's in the tribal dominated districts of the State till the end of VIIIth Five Year Plan period i.e. 31.3.97 there after this work is being carried out by the State Dairy Development Department through their DCS's.

- 4.58 In regard to the financial target fixed and achievement made for developments of animal husbandary department during last three years the following statistical details have been furnished to the Committee:-

4.59 When asked by the Committee about the constraints observed in working of Animal Husbandary Scheme among tribals it was stated in a written reply that :-

1. In order to successfully implement any scheme of Animal Husbandry/Dairy farming training of beneficiary is necessary.
2. In Tribal areas due to the traditional Agriculture practice, poor soil conditions, they are unable to provide nutritious green fodder to their animals. The State Government has tried to overcome this situation by including fodder development programme under watershed development programme and changing their farming habits which has resulted in to sowing of better crops.
3. Due to lack of knowledge, poor status of livelihood, and traditional livestock rearing practices, lack of transportation and communication facilities it is difficult to have a uniform animal husbandry rearing practice popularised. The Government is trying to overcome this situation by training in health care for animals. However, paucity of funds and lack of interest on the part of tribals is still major constraint.

4.60 As per recommendation of National Commission on Agriculture (NCA) there are inadequate arrangement of veterinary Hospitals and live stock aid centres for promotion of Animal Husbandry programme which is due to constraint financial sources of the State.

4.61 When asked about the arrangement of Veterinary Hospitals and live stock aid centres made as per the norms given by NCA in respect of veterinary, health, it was stated that at present the veterinary health coverage of the State is one institution for 15000 heads of cattle through 3217 institutions. So as to make the facility available for 10000 heads of cattle 4820 institutions would be required and as such 1603 new institutions would be required to be established. As per the decision taken by the State cabinet while reviewing the departmental schemes, no new veterinary institutions would be established in future. Instead one GOSEWAK in every village would be made available to cater the need of veterinary health coverage.

4.62 The programme for the training of GOSEWAK through CDF, BAIF, JK trust and veterinary department has been chalked out and the training would start at every district head quarter.

4.63 **The Committee are distressed to find inadequate arrangement of Veterinary Hospital & Livestock Aid Centres, lack of training facilities in health care for animals and due to paucity of funds and lack of interest on the part of tribal population. The Committee desire that some financial assistance should be earmarked for such projects. The Committee also strongly recommend that both the Central and State Governments should formulate such schemes under which tribals can be motivated and can take maximum advantage of these schemes of Animal Husbandary and dairy farming.**

- 4.64 **The Committee note that the State Cabinet while reviewing the department schemes took the decision that no new veterinary institutions would be established in future instead one GOESWAK in every village would be made available to cater the need of veterinary health coverage. The Committee would also like to be apprised of the latest progress made in this regard.**
- 4.65 **The Committee is happy to note that under beneficiary oriented programmes in the year 1995-96, 1996-97, 1997-98 the financial achievement is on the progressive side but achievement for the year 1998-99 are much below the financial target. The Committee would like to be apprised of main reasons for not achieving the financial target in the year 1998-99 and corrective measures to be taken.**

G. Irrigation

- 4.66 Madhya Pradesh is the largest state in area with geographical area of 443 lakh hectare. In irrigation sector, medium and minor irrigation schemes beneficial to atleast 50 % tribals by number and by area have been taken up during last five years in tribal sub plan. Under the minor irrigation schemes run by State agriculture department following schemes are being implemented (i) Dugwell scheme, (ii) Tube Well Scheme, (iii) Sprinkler Scheme, (iv) Subsidy on electrification, (v) Community Lift Irrigation Scheme (Uthan). The physical and financial targets and achievements in terms of irrigation potential development are as under:

(Rs. Crores & Th. ha.)

S.No.	Particular	Financial			Physical		
		Provision	Expdr.	%	Target	Achievt.	%
1.	Medium irrigation	137.65	151.15	110	31.9	18.6	58
2.	Minor Irrign.	141.92	173.92	122	80.5	35.4	44
TOTAL		279.57	325.07	116	112.40	54.0	48

- 4.67 The irrigation potential created under medium irrigation projects is 0.208 lakh hec. and in minor irrigation projects 0.482 lakh hec. The cost over run of the schemes which were under construction in the sub plan scheme in last 5 to 7 years is stated to have escalated by 50 to 150%.
- 4.68 The Committee were also informed that the level of irrigation prior to the commencement of VIII Plan, the potential under tribal sub plan was 13.10 % of non tribal sector while at the end of VIII Plan it has been raised to 15.6%.

4.69 On being asked whether any evaluation study has been made to evaluate the functioning of minor irrigation scheme, in a written reply it has been stated that the evaluation is judged with respect to potential created and irrigation achieved which is done every year. The percentage of irrigation with respect to potential created is about 40% to 50% which is satisfactory.

4.70 The following constraints/difficulties are stated to be experienced in implementation of the schemes:

1. The requirements of funds are not met with hence schedule of completion are delayed.
2. Forest involvement also affects the schemes mostly.
3. High illiteracy level prevalent among tribes due to which they show resistance in taking benefits of these schemes.
4. The farmers are economically backward, some of them can not even arrange the farmers share, required for these schemes.
5. Under these minor irrigation schemes besides agriculture department, economic assistance is also being provided through Rural Development Department/Tribal Welfare Department. So farmers face trouble in approaching different departments for subsidies etc.

4.71 The Committee find that in tribal areas irrigation potential has not been fully tapped. The Committee recommend the Central Government to provide assistance for specific irrigation facilities in tribal sub-plan area. So that steps taken by the State Government may accelerate the process of development in these areas. The Committee would also like to be apprised of the action taken in this regard.

The Committee note that some constraints/difficulties are faced during the functioning of minor irrigation scheme. Under this scheme, economic assistance is being provided by Agriculture Department, Rural Development Department and Tribal Welfare Department so farmers face difficulty approaching different department for subsidies. The Committee therefore suggest that a system should be evolved where the disbursement of subsidies can be routed through one department only so that farmers may not face any difficulty in getting the funds.

The Committee also suggest to ensure a system where the disbursement of subsidies can be routed through one concerned department.

H. Shifting Cultivation

4.72 Shifting cultivation is now a rare phenomenon in the State of Madhya Pradesh. It is restricted to very few pockets of Abhujmar of Bastar. In order to keep the culture of the Abhujmar tribals intact, the State Government has declared this areas as restricted and entry to this area is regulated. Only authorized agencies

like Ramkrishna Mission are allowed to promote developmental works in this area.

- 4.73 The total area of Abhujamar is approximately 3905 sq. km. There are about 236 villages and the number of families living in these villages is about 3647. The area lacks road networking and needs special attention for developmental works to bring the tribals into the main stream of society.
- 4.74 The tribals of Abhujmar are totally dependent on forests for their sustenance. They some-time resort to shifting cultivation. In order to rehabilitate the shifting cultivators, Government has made special efforts from time to time. The State Government has constituted “Abhujmar development Agency” for carrying out the evolutionary process of development of tribals. This is necessary so as to make them feel that they are being developed as per their wishes and not otherwise. The Agency is taking help of credible NGO’s also. Presently the developmental works in the area which are being undertaken are construction of Ashram Schools, running of essential commodity fair-price shops, mobile hospitals, creation of drinking water facilities in the area etc.
- 4.75 The Committee note that Shifting Cultivation is no rare phenomenon in the State of Madhya Pradesh. The total area of Abhujamar is approximately 3905 sq.km. There are about 236 villages here and the number of families living in these villages is about 3647. Shifting cultivation is restricted to very few pockets of Abhujmar of Bastar in order to keep the culture of the Abhujmar tribals intact. The Committee also note that the tribals of Abhujmar are totally dependent on forest for their sustenance for years together. The Committee, therefore, recommend that the tribals of Abhujmar should not be harassed and disturbed by the forest officials of the State Government and they should be permanently settled there by the State Government.**

I. Small Scale Industry

- 4.76 The Committee have been informed that to induce tribal to set-up Small Scale Industries, Department of Industries has given 10% additional state capital investment subsidy to tribal owned units. Further 6% interest subsidy without any ceiling is also given to tribal owned units
- 4.77 The following special facilities being offered for Scheduled Tribes entrepreneurs in order to encourage them to take up entrepreneurship and to establish small scale and other industries.

Overriding priority in the allotment of departmental land/sheds under the rules is given to ST entrepreneurs. However the number of applicants depends on the availability of land and on the projects suitable in the various regions. No targets are fixed by the department for this purpose.

4.78 The interest on the term loans and composite loans availed of by ST entrepreneurs from Commercial Banks and Financial Institutions are eligible for “interest subsidy” at the rate of 6%, without any ceiling on the interest payable. The amounts disbursed depend on certain conditions like timely payment of loan instalments. No departmental targets are fixed for this purpose.

4.79 The Prime Minister’s Rojgar Yojana (PMRY) is being implemented in the State from 1993-94 in order to provide self-employment opportunity for the educated youth between the ages of 18 and 35 years whose gross family income does not exceed Rs. 24000/- per annum provided that such candidates have studied upto Class X or have under gone certain technical courses/training.

4.80 When asked about the number of tribal entrepreneurs who have been given 10% additional State capital investment subsidy, the State Government in reply state that the Government is still collecting this information.

4.81 The Committee have been informed that during the year 1995-96 to 1998-99 the following number of small scale industries/ TINY units were set up by tribals:

Year	Target	No. of SSI setup
1995-96	1810	2937
1996-97	1810	3058
1997-98	4000	4083
1998-98	Not fixed	2292 (upto Feb. 99)

4.82 Number of cases sanctioned for Scheduled Tribes under PMRY for establishment of SSI/TINY units in Tribals.

Year	Target	Achievement
95-96	6750	4127
96-97	6750	3970
97-98	7200	4005

4.83 The Committee asked whether above stated targets have been reviewed.

4.84 The reply of the State Government stated that information is being collected.

4.85 **The Committee note that in order to enable the tribals to set up small scale industries, Department of Industries has given 10% additional state capital investment subsidy to tribal owned units and further 6% interest subsidy without any ceiling is also given to tribal owned units. The Committee are deeply concerned to note that no information is readily available with the State Government regarding the number of tribal entrepreneurs who have been given 10% additional state capital investment subsidy. Similarly information in regard to the review done on the targets achieved during 1995-96 to 1998-99 under SSI set up and PMRY has not been made available.**

The Committee would, like the State Government to ensure that nothing should be taken casually at the expense of the poor people. The Committee, therefore, desire that the information should be made available to the Committee to justify the above statement provided to the Committee.

J. Forestry & Forest Based Schemes

- 4.86 The Committee have informed that Madhya Pradesh has around 35% of total geographical area as forests, Approx. 23% of total population are Scheduled Tribes and most of them are centred around the forests. They are closely attached to the forests for fulfilling their basic needs and for employment. But, population explosion, degradation of forests and increase in the cost of forest produces have made the problem of forest protection more complex and it has become difficult to fulfil the nistar requirements, of villagers.
- 4.87 To change this scenario, large scale plantations and protection of existing forests with the cooperation of the common men has become very essential. Keeping this in mind, Government of India has instructed all states in 1990, that a portion of income from forest produce should be distributed among villagers living around the forests, in lieu of the protection being provided by them to the forests. In Madhya Pradesh formation work of village forest committees and Forest Protection Committees is in progress. It is mandatory to have a male and a female member of each family as a member of this Committee. Similarly, involvement of Scheduled Tribes in forest protection work has been ensured from corresponding villages.
- 4.88 It has been also informed that the Village Forest Committee will get 30% of total income from the final felling and total produce/income generated from the intermediate thinning operations. Forest Protection Committee will receive Nistar items without paying any royalty, though they will have to bear the extraction and transportation costs, Joint Forest Management Scheme has been accepted and welcomed by the villagers which will help development of forests.
- 4.89 Under Social Forestry Programme, 'Alternate Sources of Energy' scheme is being implemented, in which improved chulhas, singaris, solar cooker and biogas plants are established which will help in reducing biotic pressure upon forests. Moreover, it will definitely reduce the time and energy which in turn would improve the health of rural women. A Subsidy is given for STs for the purchase of these equipments.
- 4.90 Under World Food Programme, which started in 1.1.86, apart from providing food grains to villagers involved in various forestry works, various welfare activities are also performed by forest department. Following forest produces are 'Nationalised in Madhya Pradesh and State Government has control over them:
- (a) Tendu leaves

- (b) Sal Seed
- (c) Harra
- (d) (i) Gum - Cat.2 (Kullu Gum)
- (ii) Gum - Cat. 2 (Chir, Salai Gum)
- (iii) Gum - Cat.2 (Dhawda, Khair & Babul)

4.91 These Minor Forest Produce are collected through primary MFP co-operative societies. Approximately around 24 lakh villagers are involved in the collection of Tendu Patta and other minor forest products of which approximately 14 lakh are tribals. The main aim is to involve tribals and other backward people in this activity and they get their due share out of it. The State Government have declared that the 100% profits accruing through MFP trade shall be given back to the people with the condition that 30% earnings shall be invested on the infrastructure development and 20% to be invested on the forest resources development. Since there is a symbolic relation between tribals and forest resource, the above arrangement will take care of the development of both, tribals and the forests.

Primary Societies are formed only by those who are actually involved in the collection activity. Each committee is provided with a certain amount of commission out of the total MFP produce from their area. In this way, Government has ensured the participation of tribals in the trade of MFP and thereby has removed the exploitation of tribals by middleman.

4.92 Madhya Pradesh Government have constituted a three tier Co-operative Federation, viz. State level Apex Madhya Pradesh Minor Forest Produce Federation, District level Minor Forest Produce Union and at the collection level. Primary Co-operative Societies. All the Minor Forest Product Collectors are organised into MFP Primary Co-operative Societies. There are in all 1947 such societies have been constituted.

4.93 The Apex level Federation makes arrangement for the funds and other infrastructure required for undertaking trade related to minor forest products. The District Union co-ordinate collection, transport and storage of minor forest products collected by the primary societies.

4.94 The Committee asked how the MFPs is going to benefit the tribals. In reply it was stated that:

The concept of constituting a co-operative Federation was in itself an initiative to enhance benefits accruing to the tribals from the minor forest produce trade. The major objective was to eliminate the middlemen and to increase the benefit share of the tribals and other collectors involved in this trade. Government of Madhya Pradesh have given complete ownership of MFP to the local people, has envisaged in 73rd and 74th amendment to the Constitution. The State Government have declared that the 100% profits accruing through MFP trade shall be given back to the people with the condition that 30% earning shall be invested on the

infrastructure development and 20% to be invested on the forest resources development.

Since there is a symbolic relation between tribals and forest resource, the above arrangement will take care of the development of both, tribals and the forests.

- 4.95 The Committee asked about the response from the Co-operative federation “the reply of state official during the evidence, “Response is good all the people are cooperating with us. All the Panchayat have resolved that no Kochia, (the local middlemen is called Kochia there), should be allowed to make purchases because complaints have been received against them and, therefore restrictions are imposed by Village Panchayat and Gram Sabha in this regard.
- 4.96 The Committee was further informed that the Madhya Pradesh Government has abolished involvement of private contractors in the Management and exploitation of forest since 1970’s. All the functions related to forestry are undertaken by Forest Department with the involvement of the local people. The activities related to protection, regeneration, management and exploitation of forest resources are undertaken by various distinct functionaries in the Forest Department.
It has been stated that under social forestry programme, ‘Alternate Source Energy’ Scheme is being implemented in which improved chulhas, singaris, solar cooker and biogas plants are established which will help in reducing biotic pressure upon Forests:-
- 4.97 The Committee find that concept of constituting a Co-operative Federation was in itself an initiative to enhance benefits accruing to the tribals from the minor forest produce trade. The major objective was to eliminate the middlemen and to increase the benefit share of the tribals and other collectors involved in this trade. The Committee welcome this idea, they would like the State Government to examine all the issues in depth with a view to ensuring that tribals who collect M.F.P. do not suffer and they are not exploited by middlemen also. The Committee also urge the State Government to ensure that poor tribals should be given procurement price for their M.F.P. on time.**

KARIYA MUNDA
CHAIRMAN
COMMITTEE ON THE WELFARE OF
SCHEDULED CASTES AND
SCHEDULED TRIBES

New Delhi;
November, 2000
Agrahayana, 1922 (Sake)