

**ESTIMATES COMMITTEE
(1975-76)**

(FIFTH LOK SABHA)

NINETY-FIFTH REPORT

PLANNING COMMISSION

(Development of Backward Areas)

Action Taken by Government on the Recommendations contained in the Sixty-Ninth Report of Estimates Committee (Fifth Lok Sabha) on the Planning Commission—Development of Backward Areas.



**LOK SABHA SECRETARIAT
NEW DELHI**

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(iv)

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**STUDY GROUP 'F' OF THE ESTIMATES COMMITTEE
(1975-76)**

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Shri Jagannath Mishra

MEMBERS

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6. Shri Tulsidas Dasappa
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10. Shri Maharaj Singh
11. Shri Yamuna Prasad Mandal
12. Shri Aravinda Bala Pajanor
13. Shri Dhan Shah Pradhan
14. Shri Shiv Kumar Shastri.

INTRODUCTION

I, the Chairman of the Estimates Committee, having been authorised by the Committee, present this Ninety-Fifth Report of the Estimates Committee on action taken by Government on the recommendations contained in the Sixty-Ninth Report of Estimates Committee (Fifth Lok Sabha) on the Planning Commission—Development of Backward Areas.

2. The Sixty-Ninth Report of Estimates Committee (Fifth Lok Sabha) was presented to Lok Sabha on the 20th December, 1974. Government furnished their replies indicating action taken or proposed to be taken on the recommendations contained in the Report on the 15th July, 30th July, 1st October, 19th November, 1975, 20th January and 29th March, 1976. The replies were examined by Study Group 'F' of the Estimates Committee (1975-76) at their sitting held on the 29th March, 1976.

3. The draft Report was adopted by the Estimates Committee (1975-76) on the 6th April, 1976.

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

I. Report;

II. Recommendations which have been accepted by Government;

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

IV. Recommendations in respect of which replies of Government have not been accepted by the Committee;

V. Recommendations in respect of which final replies of Government are still awaited.

5. An analysis of the action taken by Government on the recommendations contained in the Sixty-Ninth Report of Estimates Committee (Fifth Lok Sabha) is given in Appendix II. It would be observed therefrom that out of 103 recommendations made in the Report, 65 recommendations i.e. 63.1 per cent have been accepted by

Government. The Committee do not desire to pursue 15 recommendations i.e. 14.5 per cent in view of Government's replies. The Committee have not accepted the replies of Government in respect of 13 recommendations i.e. 12.6 per cent. Final replies of Government to 10 recommendations i.e. 9.8 per cent have not yet been furnished to the Committee.

NEW DELHI;

April 23, 1976.

Baisakha 3, 1898 (S).

R. K. SINHA,

Chairman,

Estimates Committee.

CHAPTER I

REPORT

Strategy for development of Backward Areas

Recommendation (S. No. 7—Para. 2.4)

1. In paragraph 2.4 of their 64th Report (Fifth Lok Sabha) the Estimates Committee had noted with regret that even after 27 years of Independence and completion of four Five Year Plans, Government had not finalised their strategy for the development of backward areas. The Committee found to their dismay that the Committee on the Backward Areas which was constituted as far back as October, 1972 to evolve a strategy for development of backward areas had yet to give its formal report. In the opinion of the Committee the fact that some strategy for development of backward areas had been outlined in the Fifth Plan did not and could not make up for the lack of a considered report which was to be given by that Committee. They had, therefore, urged that the Committee on Backward Areas should finalise their recommendations without further delay and make the report available to Parliament at the earliest. The Committee had also desired Government to refine their strategy for the development of backward areas in the light of the report of the Committee on Backward Areas and the experience gathered in the field as well as the approach set out in the Fifth Plan document.

2. In their reply furnished in November, 1975, Government have stated that in pursuance of the recommendation made by the Estimates Committee the work on the Report of the Committee on Backward Areas was expedited. It has been added that the report is now being drafted and is likely to be finalised shortly and that it would be made available to the Estimates Committee when finalised.

3. The Committee are unhappy at the inordinate delay in finalising the report of the Committee on Backward Areas which was constituted as far back as October, 1972. They feel that the report should have been presented well in time to enable Government to refine their strategy for the development of backward areas during the Fifth Plan period. It is a matter of regret that inspite of the recommendation of the Committee made in December, 1974 to expedite the finalisation of the report, it is still in the drafting stage.

The Committee would urge Government to take effective measures to ensure that no further delay occurs in the finalisation and submission of this Report. The Committee would also like to be informed of the action taken by Government on the report of this Committee within a period of three months.

Industrial Potential Survey

Recommendation (S. No. 31—Para. 2.55)

4. In paragraph 2.55 of their 69th Report (5th Lok Sabha), the Estimates Committee had observed that out of the industrial projects recommended in the survey only 28 projects involving a capital cost of Rs. 175 crores had been implemented or were under implementation, while 15 projects involving an estimated cost of Rs. 285 crores were under consideration of the financial institutions for financial assistance. The Committee did not appreciate the delay in processing the 15 pending applications for projects when it was the prime need of the backward areas that industrial units should be established there without delay. They had urged that not only a tight time schedule for the processing of the proposals for industrial projects in the backward areas should be laid down, but a central agency should be nominated to see that it was adhered to and that a regular report was submitted to Government at the highest level to obviate any procedural delays holding up progress.

5. In reply, Government have stated that the processing of applications for assistance depends upon a number of factors like nature of industry, complexity and size of project, the quality of the project reports submitted by promoters, techno-economic viability of the projects, the time taken by promoters in supplying information and obtaining Government clearances, inspection of sites etc. It has been added that since the IDBI monitors periodically the progress of identified projects and keeps the Ministry of Industry and Civil Supplies informed about it, nomination of a Central agency to ensure speedy implementation of the projects does not seem to be necessary.

6. The Committee are doubtful whether periodical monitoring of the progress of identified projects by IDBI would be as effective in eliminating the procedural delays holding up the progress as the machinery the Committee had in view. The Committee feel that even though the processing of applications for assistance to set up industries in the backward areas depended upon a number of factors

as enumerated in the preceding paragraph, there is need to minimise the delays at various stages of processing by laying down a time-bound programme and streamlining the procedure. The Committee reiterate their earlier recommendation that a time-bound programme for the processing of such applications should be laid down and a Central agency should be nominated to ensure that it is adhered to. The Committee would also like to emphasise the desirability of submitting a regular report to Government at the highest level to obviate delays in the implementation of the projects.

7. The Committee would also like to emphasise the desirability of finalising the 15 pending applications for projects involving an estimated outlay of Rs. 285 crores, without further loss of time.

Setting up of Industries in Backward Areas

Recommendation (S. No. 51—Para. 2.104)

8. In paragraph 2.104 of their 69th Report, the Committee had recommended that, as in the case of Tribal and Hill Areas, measures should be taken to earmark funds for the development of other backward areas also particularly for the areas like Eastern U.P., Bundelkhand, Dandakaranya which were homogenous units and for which the Task Force/Study Teams had already recommended specific strategies for development.

9. In reply, Government have stated that unlike the sub-plans for the Hill and Tribal areas, no special Central assistance is being provided for other backward areas including Eastern Uttar Pradesh, Bundelkhand and Dandakaranya. They have added that earmarking of funds for these areas is therefore, not presently contemplated.

10. The Committee are of the opinion that with a view to tackle the problem of backwardness in the country and to remove the regional imbalances in the development of backward areas, it is necessary to earmark funds to ensure that the developmental activities in those areas are not hampered due to lack of central assistance. This is all the more necessary in view of the specific strategies recommended by the Task Force/Teams for the development of backward areas, particularly for the areas like Eastern U.P., Bundelkhand and Dandakaranya. The Committee therefore, reiterate their earlier recommendation that steps should be taken for the earmarking of funds for the development of backward areas as has been done in the case of Tribal and Hill areas.

Tribal Sub-Plans and People's participation in Developmental Activities

Recommendation (S. No. 60—Paras, 3.52 & 3.53)

11. In paragraphs 3.52 and 3.53 of their 69th Report, the Committee had observed that with an experience of more than 20 years in undertaking development schemes for tribals, Government should have evolved the strategy and approach for tribal development well before the commencement of the Fifth Plan so that no time was lost in launching the schemes meant for implementation during the Fifth Plan.. The Committee had desired the Central/State Departments/agencies concerned and the Planning Commission to finalise the Tribal Sub-Plans before the end of the financial year 1974-75 with full and active association of the people's representatives so that these could be implemented at least from the second year of the Fifth Plan period.

12. In reply, Government have stated that in spite of 24 years of experience in planning process, it has been observed that adequate organisational base for undertaking area-based programmes was yet to be developed in the States. Recognising these lacunae, several measures have been initiated for correcting them. As regards the finalisation of the sub-Plans, Government have stated that since the area-based programme involved collection of detailed data for project formulation and other work connected therewith, it could not be possible to finalise all the sub-Plans in 1974-75. Efforts were, however, being made to finalise them as early as possible.

13. **The Committee are unhappy to note that even though the financial year 1975-76 is coming to a close, the Tribal Sub-Plans which were required to be finalised by the end of the financial year 1974-75 are yet to be completed. The Committee have no doubt that with proper planning, initiative and effective coordination at all levels, the time taken in the collection of detailed data for project formulation and other work connected therewith could have been minimised to a considerable extent. The Committee are of the view that unless these plans are finalised and launched for implementation without further loss of time, the Fifth Plan objectives would not be achieved. The Committee would like to emphasise that concerted efforts should be made to collect the necessary data required according to a time-bound programme and to finalise the plans expeditiously so that these could be launched for implementation during the Plan period. The Committee also reiterate that while drawing up the sub-Plans, full participation and association of the people's representatives should be ensured.**

14. The Committee are surprised to note that in spite of 24 years of experience in planning process, no measures were taken earlier to develop adequate organisational base for undertaking area-based programmes in the States. This again goes to show lack of proper appreciation and seriousness on the part of the authorities concerned. The Committee hope that the measures now initiated by Government will rectify the lacunae.

Dandakaranya

Recommendation (S. No. 95—Paras 4.80 to 4.83)

15. In paragraphs 4.80—4.83 of their 69th Report the Committee had expressed concern that the Task Force on Dandakaranya set up by the Planning Commission as far back as June, 1972, was still in the process of finalising its report. The Committee were also surprised to note that at the time of setting up the Task Force, no time limit was laid down for the submission of its report. The Committee had observed that this reflected the casual manner in which the development of Dandakaranya was dealt with by the authorities concerned.

16. In their reply, Government have stated that the report on the perspective plan of Dandakaranya Region prepared by the Town and Country Planning Organisation is being considered by the Task Force and that the finalisation of the recommendations of the Task Force would take some more time.

17. Government in their earlier written note included in the 69th Report (5th Lok Sabha) had stated that the Task Force had constituted sub-groups to make assessment and potential of the regions to prepare development plans covering the period of Fifth Plan as well as a perspective of 10 to 15 years.

18. The Committee are unhappy to note that the Task Force set up by the Planning Commission as far back as 1972 for the regional development of Dandakaranya has yet to finalise its report and that it will take some more time before the report is finalised. It is surprising that it should have taken more than three years to complete the work assigned to the Task Force.

19. It is noteworthy that by the time the report is finalised by the Task Force, two years of the Fifth Plan will have elapsed and

the objectives of the Dandakaranya development plan during the Plan period would become unachievable. The Committee are led to the inevitable conclusion that not only finalisation of the report has been taken in a casual manner by the Task Force, Government have not taken concerted action for the implementation of the recommendations of the Committee. The Committee, while reiterating their earlier recommendation, would urge Government to take effective measures to ensure finalisation of the report by the Task Force without further loss of time. The Committee would also like to be apprised of the suggestions made by the Task Force and the action taken/proposed to be taken by Government thereon.

Welfare Measures for persons engaged in unclean occupations

Recommendations (S. Nos. 96 to 98—Paras 4.85 to 4.87)

20. In paragraph 4.85 of their 69th Report the Committee while commenting on the working conditions of those engaged in unclean occupations and the progress made in eradication of the abominable practice of carrying night-soil as head load, had noted with regret that even after 27 years of Independence, the sweepers and scavengers continued to live in the most unhygienic, insanitary and neglected conditions and the evil practice of carrying night soil as head load was still allowed to continue in the country. The Committee had suggested formulation of a time-bound programme for the eradication of this evil practice and imposition of a total ban on carrying night soil as head load by the end of the Fifth Plan through suitable legislation. Since the scheme of improving the working conditions of those engaged in unclean occupations would be implemented as a centrally sponsored scheme with entire financial assistance by the Centre, the Committee considered that it would not be difficult to ensure that the scheme was actually implemented in letter and spirit. The Committee had also recommended that Government should announce their intention in this behalf immediately so that necessary action to provide alternative means of carrying night soil by wheel barrows etc. could be completed by the authorities concerned in the meantime.

21. In their reply Government have stated that since the whole system is based on improvement of urban sanitation and the preparedness of local bodies to assume adequate responsibilities in this regard, a time-bound programme to eradicate the practice of carrying night-soil as head load is not possible. However, the State

Governments were advised to impose certain rules through legislation in the matter as early as Third Five Year Plan period. In the Fifth Five Year Plan, a tentative allocation of Rs. 4.40 crores has been provided. A concrete programme is still under formulation and necessary scheme would be prepared in the Central sector.

22. The Committee note that the system of eradicating the practice of carrying night soil as head load is based on improvement of urban sanitation and the preparedness of local bodies to assume adequate responsibilities in this regard. In view of the little progress made in bringing about improvement in the working conditions of sweepers and scavengers since the Second Plan when the scheme was launched, the Committee are convinced that unless a total ban is imposed through suitable legislation and a time-bound programme is formulated towards this end, eradication of this evil practice by the end of the Fifth Plan period will remain a distant goal. The Committee reiterate their earlier recommendation that a time-bound programme should be formulated to eradicate this evil practice of carrying night soil as head load and a total ban imposed by the end of the Fifth Plan through suitable legislation. The Committee would also like to emphasise that Government should announce their intention in this behalf immediately so that action is initiated to provide alternative means of carrying night soil by wheel barrows etc., by the authorities concerned.

23. Considering that it is imperative to improve the living conditions of scavengers who are the neglected sections of the community, the Estimates Committee in paragraph 4.86 of their 69th Report had suggested that Government should provide houses with modern amenities like water, electricity and improved sanitation to them as per time-bound programme by earmarking specific funds for the purpose so as to create a visible improvement in their living conditions. The Committee has also suggested that the ownership of these houses should not be dependent on the sweepers continuing in the service of the Municipality but should become their property.

24. The Planning Commission in their reply have stated that while steps are being taken to provide better housing facilities to the weaker sections of the community including the scavengers, a scheme of Environmental Improvement of slums has been included in the Fifth Plan under the National Programme of Minimum Needs

for provision of dwelling units and re-housing facilities to the slum-dwellers. It has also been stated that the Conference of State Ministers of Housing and Urban Development held in June 1975 had recommended that the State Governments should be advised to quantify in their Annual Plan allocations the amounts for housing for scheduled castes and scheduled tribes in the social housing programme giving due consideration to their population, fixing the targets for providing these facilities in the Fifth Plan. Government have added that in view of this, it may not be necessary to earmark funds for the housing schemes for scavengers separately for the present.

25. While the Committee note that steps are being taken to provide housing facilities to the weaker sections of the society, including scavengers, and that the Conference of State Ministers of Housing held in October, 1975 has also recommended that the State Governments should be advised to quantify in their Annual Plan allocations the amounts for housing for Scheduled Castes and Scheduled Tribes in the social housing programmes, they feel that in the absence of earmarking funds for the housing schemes for scavengers separately, the percentage of benefit derived by this section of the community would be negligible as compared to others and they would continue to remain as a neglected section of the community. To ensure that their conditions of living improve simultaneously with other weaker sections of the society, it is desirable to earmark funds separately for the purpose. The Committee would, therefore, reiterate that funds should be earmarked to provide houses with modern amenities like water, electricity and improved sanitation to this section of the community as per time-bound programme, which should ultimately become their property.

26. In paragraph 4.87 of their 69th Report, the Committee had desired that the progress made in the implementation of the above schemes should be included in the Annual Report of the Ministry concerned for the information of Parliament.

27. In their reply Government have stated that as no separate data is being maintained about the benefits being derived by the weaker sections of the community, including scavengers, under the various Social Housing Schemes, it is not proposed to give details about the benefits derived by them in the Annual Reports.

28. The Committee are surprised to note that no data is being maintained about the benefits being derived by the weaker sections under the various housing schemes. The Committee are of the view that maintenance of relevant data is an essential requirement to evaluate the progress made in the implementation of any scheme and the targets achieved. While the Committee desire that immediate steps should be taken by the authorities concerned to rectify the lacuna, they reiterate that the progress made in the implementation of the scheme for the weaker sections of the community should be included in the Annual Reports of the Ministry concerned for the information of Parliament.

Role of Planning Commission and other Ministries and State Governments.

Recommendation (Sl. No. 99—Paras 5.6 to 5.9)

29. In paragraphs 5.6—5.9 of their 69th Report the Committee had expressed the view that with the present divided responsibility due to multiplicity of agencies and lack of coordination both at the Centre and State levels, the programmes/schemes for the development of backward areas not only get unduly delayed but their costs also get inflated. The Committee had desired that a suitable machinery should be evolved for effective coordination of the various schemes/programmes for the development of these areas so that progress made in their execution is closely watched and reviewed to facilitate timely remedial action in the interest of speedier implementation of the plans.

30. In their reply, Government have stated that while the various Central and State agencies and other institutions engaged in the development of backward areas are supposed to have defined the complementary roles as recorded by the Committee, it is the intention of Government to improve the degree of coordination for achieving better results. It has been further stated that, keeping in mind the number and variety of agencies involved, unless an integrated area development approach is adopted, the required coordination would be difficult to achieve. It has been added that the sub-plans for hill and tribal areas which are now being prepared by the State Governments concerned are an effort in this direction and that such plans will help the State Governments in monitoring the implementation of these plans and to take speedier remedial measures whenever required.

31. The Committee are strongly of the view that in order to evaluate the impact of the development schemes/programmes and to assess the progress made in the achievement of targets, it is

essential to have an effective coordination of the various schemes/programmes, both at the Central and State levels. The Committee reiterate their earlier recommendation and urge Government to evolve a suitable machinery for the purpose so that the progress made in the execution of the programmes/Schemes is closely watched and reviewed and remedial measures taken wherever necessary.

Implementation of Recommendations

32. The Committee are glad to note that Government have accepted a majority of the recommendations made by the Committee for the development of backward areas, particularly the recommendations made by them re: the accelerated development of infrastructural facilities like road and power which are essential prerequisites to any industrial growth; development of ancillary and small scale industries by spelling out the responsibilities in the licence itself; development of animal husbandry and subsidiary activities to supplement the income of farmers; development of traditional industries; provision of finances at concessional and liberalised terms to backward areas; and development of irrigation and water resources and supply of improved seeds and agricultural implements etc.

33. The Committee also note the various development programmes being undertaken by Government to remove the disparities in the level of development among the various regions in the Eastern U.P., the Hill and Tribal Areas and other backward regions in the country. The Committee consider the development of these areas and the removal of disparity of their uplift of vital significance and hope that in the context of 20-Point Economic Programme, the planning strategy in the country would be so framed that the development of backward areas is given its due place in the planning programmes.

34. The Committee would like to emphasise that they attach the greatest importance to the implementation of the recommendations accepted by Government. They would, therefore, urge that Government should keep a close watch so as to ensure expeditious implementation of the recommendations accepted by them. In cases where it is not possible to implement the recommendations in letter and spirit for any reason, the matter should be reported to the Committee in time with reasons for non-implementation.

35. The Committee also desire that further information where called for in respect of recommendations included in Chapters II and V of the Report may be intimated to them expeditiously.

CHAPTER II

RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendation (S. No. 1—Para. 1.3)

The Committee regret to note that even after 27 years of Independence and implementation of Four Five Year Plans, large areas in the country still remain backward and the people in these areas have been denied the fruits of developmental efforts. Moreover, most of the developmental efforts have remained concentrated in the areas which are already developed. This has not only accentuated regional imbalances, but the state of backwardness and lack of employment opportunities have compelled the people of these areas to migrate to developed states and metropolitan and big cities resulting in creation of pressures on these areas, growth of slums and consequential generation of social tensions. The Committee feel that this state of affairs is fraught with dangerous potentialities and calls for immediate and concerted efforts to tackle the problem of backwardness. The Committee stress that the problem of backwardness of these areas should be studied in depth and all out efforts made by all the agencies concerned *viz.*, the Central Government, the State Governments, public financial institutions and all others concerned to undertake development activities in these areas so that their potential for economic development is fully realised, and differences in levels of regional development made up at the earliest so as to bring them in line with the rest of the country.

Reply of Government

The Government share the concern expressed by the Estimates Committee in paragraph No. 1.3 of their Report regarding the immediate necessity for developing vast backward areas of the country. The various aspects of the problem have been considered in detail by the Government and were reviewed in separate chapters in the 'Approach to the Fifth Five Year Plan, 1974—79' and the 'Draft Fifth Five Year Plan.' It has been impressed upon the concerned State Governments to pay special attention to the develop-

ment of their backward areas. The public financial institutions are also seized of the problem and are giving special treatment to such areas. While the problems of developing entire backward areas of the country can be tackled only in the long run, some of their immediate requirements would be met under the National Programme of Minimum Needs and the sub-plans for selected hill and tribal areas.

[D.O. Letter No. PC(P) 9—27/74 MLP dt. 30-7-75]

Comments of the Committee

The Committee would like Government to have a close and constant watch over the steps taken and the progress made by the various State Governments and other agencies concerned in tackling the problem of backwardness in their respective regions and to take suitable steps to ensure that there is no slackness in the pace of developmental activities in these areas.

Recommendation (S. No. 3—Para. 1.18)

The Committee further note that the Working Group had laid down criteria for identifying only the industrially backward areas. The Committee would like to emphasise that the problem of backwardness in the country is not confined to the sphere of industries only. The backwardness of an area can also be removed by developing other economic activities like agriculture, horticulture, animal husbandry etc.

Reply of Government

The Government is in agreement with the observation made by the Estimates Committee.

[D.O. letter No. PC(P) 9-27/74MLP dt. 30-7-75]

Recommendation (S. No. 5—Para. 1.27)

The Committee regret to note that although all the Five Year Plans have drawn attention to the problem of accelerated development of backward areas with a view to reducing regional disparities, no concrete or specific programmes were included in these Five Year Plans for the specific development of backward areas with the result that most of the development efforts in the country have remained confined to the already developed regions in the country and the undeveloped and backward regions of the country have not only remained neglected, but the disparities between the

two have got accentuated. The Committee would like to emphasise that the planning strategy in the country needs to be modified in a manner so that the development of backward areas in the country is included as a specific objective of our planning and specific programmes are included in the Plans for the development of these areas. The Committee have in subsequent chapters dealt with the strategy and programmes that should be adopted for the development of these areas. They would, however, like to stress that the planned economic development of the country cannot be meaningful until and unless the level of living of the lowest and neglected people of the country living in these areas is improved and specific emphasis laid in our Five Year Plans for the development of these areas.

Reply of Government

The Government recognise the need for developing the backward areas of the country and to bring about marked improvement in the living conditions of the poor. In the Fifth Five Year Plan, attainment of economic self-reliance and removal of poverty, including development of backward regions, have been laid down as the basic objectives of planning. In spite of the effective constraint of resources, specific measures for the removal of poverty have been envisaged in the plan, such as the National Programme of Minimum Needs, preparation of integrated sub-plans, for the selected hill and tribal areas, and the public procurement and distribution system to ensure availability of essential goods to the poorer sections of the population at reasonably stable prices. Thus, the measures for the development of backward areas and removal of poverty are sought to be made more effective through the convergence of sectoral and spatial approaches.

[D.O. lettr No. PC (P) 9-27/74MLP dated 15-7-75]

Recommendation (S. No. 5—Para 1.28)

The Committee would like to point out that the existing regional disparities and the lack of improvement in the condition of people living in backward areas has tended to create social tensions. It is, therefore, of utmost importance that high priority is accorded to speedy development of these areas by initiating meaningful long term and short term measures. In the opinion of the Committee, the development of backward areas can no longer be neglected and should receive the same attention as core sector included in the Plan.

Reply of Government

The Government is in agreement with the observations made by the Estimates Committee that utmost importance should be given to the development of backward areas. Actually, in the draft Fifth Five Year Plan, removal of poverty, which includes development of backward regions, has been stated as one of the basic objectives of planning. The suggestion of the Committee that the development of backward areas should not be neglected and it should receive the same attention as core sector included in the Plan is noted although, in view of the definition of core sector given to the Estimates Committee earlier and which has been quoted in paragraph No. 2.3 of their report, the programmes for the development of backward areas as such are not included in the core sector at present.

[D.O. letter No. PC(P)9-27/74MLP dt. 30-7-75]

Recommendation (S. No. 6—Para No. 1.29)

The Committee are, however, glad to note that the draft Fifth Five Year Plan has devoted a separate chapter on the 'Backward and Special Areas including Hill and Tribal Areas' and the draft plan including some specific programmes for the development of these areas and a provision of Rs. 500 crores has been included to supplement the efforts of the State Governments for the development of tribal and hilly areas. The Committee would like to emphasise that the Central Government and State Governments should make concerted efforts to identify the factors inhibiting the growth of these backward areas and make efforts to ensure that the potentialities of these backward areas are utilised to the maximum so that the population living there are helped to improve their conditions. The Committee further emphasize that special efforts should be made to uplift the economic level of people belonging to Harijan Committees, backward classes, tribals and persons belonging to economically weaker sections of community.

Reply of Government

Every efforts is being made to identify the factors inhibiting the growth of the backward areas, tribal areas and the hill areas. Guidelines to this effect were issued to the State Governments while formulating the Draft Fifth Five Year Plan. At the time of the consideration of the Sub-Plans for selected hill and tribal areas,

their special problems and measures for accelerating their development were discussed at length. The formulation of these Sub-Plans is being done with due emphasis on details of physical planning. Besides in the Fifth Five Year Plan, special measures have been included for ameliorating the conditions of Harijans, backward classes and the economically weaker sections of the Community.

[D.O. letter No. PC(P)9-27/74—MLP dt. 30-7-75]

Recommendation (S. No. 9 Para No. 2.11)

The Committee note that agriculture is the main vocation of the people living in backward areas which are affected by such adverse factors as lack of assured irrigation, fragmented holdings, adverse man-land ratio, single cropping pattern, low productivity and shifting cultivation particularly in tribal areas. The Committee would like to emphasize that until and unless concerted measures are taken to raise the level of agricultural production in these areas, the standard of living of these people cannot register any significant improvement. The Committee recommend that Government should take effective measures to provide assured irrigation with particular emphasis on minor irrigation and agricultural inputs, including well irrigation with electric pump facilities and cheap credit facilities to these backward areas so as to substantially increase the level of agricultural production which, while improving the economic conditions of the people in these areas, would also go a long way in solving the difficult food situation in the country. The Committee feel that the agricultural research institutes have got a major role to play in this regard. Government should in consultation and coordination with agricultural institutes, introduce a package of agricultural practices for improved agricultural methods, suitable to the local conditions in these areas.

Reply of Government

With regard to increasing irrigation, efforts are under way to extend irrigation to as large an area as possible. On an all-India basis an additional coverage of 6 million hectares under minor irrigation is envisaged during Fifth Plan period. Specifically for the drought prone areas the integrated area development programmes formulated for these areas have a considerable component for increasing the irrigated area. Programmes are also being formulated for a good number of medium irrigation projects in these dry areas. Besides, suitable subsidies are being provided to small and margi-

nal farmers in these areas for putting up minor irrigation works like shallow tubewells, open wells, electric pump sets etc. In regard to supply of agricultural inputs like fertilizers, the Ministry of Agriculture assesses the requirements of States sufficiently in advance twice a year for kharif and Rabi. In making this assessment weightage is being accorded to backward States where fertilizer consumption has been comparatively low in the past and such States are allowed a larger percentage increase in comparison to States where the fertilizer consumption is comparatively better. Government is also seized of the need for making available sufficient credit at reasonable rates from financing institutions to the farmers. The Cooperative structure is being strengthened and provided management subsidy to handle larger credit. They are also provided a risk fund specifically to cover the possible loans in loans given to small farmers.

The findings of Research conducted under various research schemes including all-India coordinated projects are compiled from time to time and taken into account by the Agricultural Universities and the State Departments of Agriculture is recommending appropriate improved agricultural practices for different areas including backward areas. Many of the backward areas are in the dry regions where dry land farming is important. The all-India coordinated Research Scheme alongwith the operational research projects at 24 dry land farming centres has thrown up some amount of *technical know-how*. This technology is being used in the dry land farming areas and in particular in the drought prone areas. It is, however, agreed that there is further need for research and extension of dry land agriculture. The North-Eastern Region is also backward in regard to Agriculture. A new Agricultural Research complex has recently been organised for this area by the Indian Council of Agricultural Research to attend to the problems specific to the region and develop technology appropriate to the agro-climatic situation obtaining there. The National demonstrations which are conducted all over the country and also the operational research projects initiated by the ICAR have also the purpose of extending the package of practices for improved agriculture, suitable to different locations.

[D.O. Letter No. PC (P) 9-27/74-MLP, dt. 19-11-1975].

Recommendation (S. No. 10 Para No. 2.12)

The Committee consider that there is hardly any area in India except those which are prone to extreme drought or extremes of

climate, where agriculture cannot be developed. The Committee would like to recall the package deal, evolved in the Sixties for development of agriculture in the States of Punjab and Tamil Nadu provided a concrete example and incentive for spread of advanced agricultural practices, in the interest of achieving greater agricultural production, in other areas in the country. It is most unfortunate that no such package deal has been thought of or implemented for backward areas which need these even more urgently than the relatively developed areas. The Committee feel that Government, with its experience of two decades in furthering green revolution, with vast input resources at its command and well-organized agricultural research should be able to evolve a package of practices suitable for these backward areas. The Committee recommend that at least one such backward area which has most promising potentiality, should be selected in each of the States particularly those which have a large population living below the poverty line so that a significant break-through can be made. The Committee also recommend that special attention should be paid for the development of persons belonging to the backward classes, Harijans, Tribals and persons belonging to extraordinarily weaker sections of Society.

Reply of Government

As indicated against recommendation No. 2.11 a number of steps are being taken to evolve a package of practices suitable for backward areas. The Drought Prone Areas are among the most backward areas in the country. Under the central sector scheme, 54 drought prone districts along with contiguous areas in another 18 districts are being taken up. In these districts, attempts will be made for development of the rural economy, particularly the economy of the rural poor. In regard to tribal areas, special projects are in operation in 8 districts. Government has also decided to formulate sub-plans for the other tribal areas. The programme for small farmers, marginal farmers and agricultural landless labour will be in operation in 160 districts—some of which will be in backward areas. Besides, the programme of command area development which will be in operation in more than 50 districts will also include programmes specifically for the rural poor. Thus roughly two-thirds of the country will be covered by the special programmes focussed on the rural poor. All the States will thus have one or more of these programmes. The spirit behind the recommendation of the Estimates Committee will thus be largely met.

[D.O. Letter No. PC (P) 9-27/74-MLP, dt. 19-11-1975].

Recommendation (S. No. 11, Para No. 2.13)

The Committee would, however, like to sound a note of caution while introducing any change in the cropping pattern in the area. It should be ensured that new varieties of seeds and cropping pattern introduced in these areas, are suitable to the local conditions. The Committee have come across an instance where a particular variety of Bajra was introduced in the backward areas of Rajasthan but the same was highly susceptible to pests with the result that agriculturists could not get economic returns from their crops. The Committee feel that before introducing any variety of improved seeds, Government and Research Institute should ensure that these are suitable to the local conditions as any failure in this regard while resulting in economic losses to the farmers also makes them adverse to the introduction of new agricultural practices and seeds etc.

Reply of Government

New varieties of seeds are evolved according to local conditions and regional suitability by the State Agricultural Universities and ICAR. In order that farmers do not have any adverse experience, the new varieties of seeds of selected crops are distributed to farmers under the minikit programme for trial as a prelude to the adoption on a large scale.

[D.O. Letter No. PC(P)9-27/74-MLP, dt. 19-11-1975].

Recommendation (S. No. 12, Para No. 2.14)

The Committee need hardly point out that animal husbandry and other subsidiary activities which go with agriculture to supplement the income of the farmer should receive close and careful attention of the authorities. The Committee see no reason why development of dairies for milk in which Government have already gained significant experience, particularly after the launching of 'operation flood' rearing of sheep or poultry etc. could not be implemented with success in these areas.

Reply of Government

As pointed out by the Committee, the need and scope of animal husbandry and other subsidiary activities to supplement the income of farmer have been well realised. The National Commission on Agriculture have specially emphasized the need for promoting these activities for effecting a socio-economic change among small and

marginal farmers and agricultural labourers in particular, in two of their interim reports. Mainly based on this approach, livestock production programmes to supplement the income of small farmers, marginal farmers and Agricultural Labourers have been formulated in the draft Fifth Five Year Plan. Intensive milk production, poultry production, sheep production and pig production, programmes through these sections of farmers will be taken up in 75,60,55 and 60 districts respectively. These districts have been identified keeping in view the market potential for livestock products such as milk, eggs and poultry, wool, meat etc. These projects will centre around existing/proposed organised marketing agencies such as dairy plants, intensive poultry development projects, bacon factories and slaughter houses, wool grading and disposal centres etc. A number of districts, partially or wholly backward, will be covered by these projects in the different States. The Central Sector Plans have a provision of Rs. 30 crores for rearing of crossbred heifer calves and Rs. 40 crores for poultry, piggery and sheep production programmes through small and marginal farmers.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 19-11-75]

Comments of the Committee

The Committee would like to be apprised of the specific proposal for the development of animal husbandry and other subsidiary activities particularly in the backward areas and the steps taken to implement them.

Recommendation (S. No. 13—Para. 2.15)

The Committee would like Government to pay special attention to the needs of small and marginal farmers as these constitute nearly 80 per cent of the owners of land and have so far not received their due in the matter of inputs. The Committee would also stress that credit and inputs should be made available to them in time and suitable arrangements should be made to collect the loans advanced to the people in these areas by providing ready facilities for marketing of their produce goods and making recovery on the spot.

Reply of Government

Special programmes for the rural poor will be in operation in roughly two-thirds of the country. The emphasis in these programmes is to enable the small farmer, marginal farmer and tribal farmer to get credit, services and inputs. There will also be capital

subsidy for investment programmes like minor irrigation, purchase of livestock, housing, equipment, etc. Community Minor Irrigation Works will be subsidised on 50 per cent basis. The cooperatives in project areas are provided with special risk fund to enable them to lend adequately to the rural poor. The Organisation of Farmers' Service Societies and Rural Banks will accelerate the credit disbursement.

The livestock production projects envisage strengthening of the existing infra-structure in regard to improved breeding services, animal health cover, extension of technical know-how and above all, for marketing. The Organisation of Cooperatives of producers and linking them up with organised marketing agencies are envisaged, which provide the incentive for production and ensure repayment of loans.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 19-11-75]

Comments of the Committee

The Committee would like to be informed as to when the special programme for the rural poor was proposed to be put through and which backward areas/districts are to be covered under the programme. The Committee would also like to know the specific steps taken to implement the recommendation for making available credit and inputs to small and marginal farmers in time and to collect the loans advanced for providing ready facilities for marketing of their produce and making recovery on the spot

Recommendation (S. No. 14—Para. 2.16)

While introducing any new varieties of animals or poultry in the backward areas, Government should ensure that these are suitable to the local conditions and the people in the area, are in a position to maintain these birds/animals. The Committee have before them the instance of Bastar where sophisticated varieties of pigs and cocks which were not suitable to the local conditions, were sought to be introduced with the result that the same were not acceptable to the local population. The Committee would like the matter to be gone into thoroughly by the Government in consultation with the local leaders to obviate recurrence.

Reply of Government

The Department of Agriculture have laid down guidelines on breeding policy to be adopted for different regions of each States.

In backward areas, hilly and tribal regions where natural endowments are not sufficient to rear high yielding types/exotic breeds. State Governments have been advised to undertake only the programmes of progressive improvements in the quality of stock through grading up or the cross-breeding programme.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 19-11-75]

Recommendation (S. No. 15—Para. 2.22)

The Committee note that the absence of infra-structure facilities is the main reason for the backwardness of large areas in the country. The Committee are convinced that until and unless suitable measures are taken for provision of communications, power, roads and other basic facilities necessary for economic progress, it would not be possible to make any substantial progress in the development of backward areas. They are convinced after a study of the progress made in advanced States that the development of infra-structure is an essential pre-requisite to any industrial growth. They regret to note that except in a few States, no substantial progress has been made in the matter of providing infra-structure facilities in the backward areas. They would, therefore, recommend that suitable programmes for the accelerated development of these facilities should be taken up in the backward areas in the country.

Reply of Government

The Planning Commission are in agreement with the recommendations made by the Estimates Committee. It has been impressed upon the State Governments, from time to time, to give special attention to the development of infra-structural facilities like those of roads and power, particularly in rural, hilly and backward areas. A significant development in the draft Fifth Five Year Plan in this regard is the introduction of National Programme of Minimum Needs in which rural roads and rural electrification have been included as specific schemes. The specific norm laid down for rural roads is linking of villages in the country with a population of 1500 and above. In the case of coastal and hill areas where the population is sparse, this norm will apply to a cluster of villages with a population of certain minimum size depending upon the areas. In areas inhabited by tribals and backward classes, first priority has been assigned to the linking of market centres and growth points to district roads. Under the programme of rural electrification, the general norm is to extend electrification only to such States where coverage is still below 30—40 per cent. Priority

is being given to those areas and districts which are relatively more backward in this respect. Exceptions are, however, being made in the case of States having backward tribal pockets even though their coverage would have reached the level of 30—40 per cent.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 15-7-75]

Recommendation (S. No. 15—Para. 2.23)

The Committee note that there is a plan provision of Rs. 35 crores to assist the State Governments in the provision of these facilities and this provision is further intended to be supplemented by institutional finances. The Committee recommend that the development of these facilities in the various States should be expedited and this matter be given the highest priority. The Committee realise that provision of infra-structure facilities is capital intensive and therefore emphasise, that priorities should be drawn up in the matter of providing infra-structure so that it is laid out first in such areas which have most promising potentialities for industrial development. As returns from industrialisation flow, this can be extended to other areas also.

Reply of Government

The question of the utilisation of the outlay of Rs. 35 crores envisaged under the Draft Fifth Plan for provision of certain essential infra-structure facilities for promotion of industries in the selected industrially backward districts is still under consideration of the Government. In the meanwhile, the States and Union Territories have been requested to initiate appropriate action on the recommendation of the Estimates Committee.

[D.O. letter No. PC(P) 9-27/74-MLP dt. 1-10-75]

Comments of the Committee

The Committee would like to be apprised of the decision taken with regard to the utilisation of the outlay of Rs. 35 crores for providing certain essential infra-structure facilities in the selected industrially backward districts as envisaged in the Fifth Plan. The Committee would like to be apprised of the steps taken by the State Governments for drawing up the priorities in the matter of providing infra-structure in areas having most promising potentialities for industrial development.

Recommendation (S. No. 16—Paras 2.24 & 2.25)

The Committee note that under the Minimum Needs Programme in the Fifth Plan there is an ambitious scheme for provision of rural roads in the rural areas. However, from the statement made by the representative of the Planning Commission, it is noted that a number of roads constructed during the Fourth Plan period, have suffered a great deal from lack of maintenance. In many parts the roads have not been completed and in certain areas, even the portion which was constructed earlier, has been washed away. The Committee would like to emphasize that this indicates a very sorry state of affairs.

It has come to the notice of the Committee that roads were not properly constructed in rural areas with the result that instead of facilitating road communications, these have become a source of great discomfiture to the local population. The Committee stress that proper standard for construction of roads connecting the backward areas to the main towns or centres should be laid down and strictly adhered to. The Committee reiterate that not only the construction of the roads in the backward areas but its proper maintenance and improvement should also receive the concerted attention of Government so that maximum benefits from the roads, may flow to the persons living in these areas.

Reply of Government

The Planning Commission agree that special attention should be given to maintenance of roads. It has been impressed on the State Governments that adequate financial provision should be made for maintenance of roads so that assets created in the form of new roads are properly maintained.

As regards proper standards and specifications for construction of roads in rural areas, the Ministry of Transport have laid down certain guidelines by way of revised standards and specifications for rural roads and these have been brought to the notice of the State Governments on a number of occasions.

[D.O. letter No. PC(P) 9—27/74 MLP dt. 15-7-75]

Recommendation (S. No. 16—Para 2.25A)

The Committee also desire that the construction of roads or laying of railway lines which are taken up as relief measures like drought relief etc. should be completed and maintained even after these measures have been withdrawn, so that the development of the areas may derive permanent benefit from them.

Reply of Government

The Planning Commission agree that construction of roads taken up as part of drought relief measures should be completed and maintained even after these measures have been withdrawn, so that the areas may derive permanent benefits from them. As regards railway lines, the Planning Commission feel that construction of new railway lines is not the best means of providing employment opportunities in drought affected areas. New railway lines involve large capital outlays and the case of each line has to be considered on its own merits taking into account its traffic and financial justification.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 15-7-75]

Recommendation (S. No. 17, Para 2.26)

The Committee note that according to Government's own analysis, some of the most important reasons for backwardness are inadequate availability of economic and social infra-structure; lack of strategies based on a careful analysis of causes of backwardness and the potentialities for development; lack of coordination in different sectoral programmes and functioning of multi-level financing, promotional and consultancy institutions; inadequate institutional arrangements to support, integrate, coordinate and monitor an essential components of industrial development programmes. The Committee consider that the best solution to these problems is the adapted and implementing of integrated area development approach. They are, however, not convinced that the best method of achieving the desired objective is through the establishment of a Backward Area Development Corporation. They feel that if the integrated area development approach is followed in letter and spirit and a thorough analysis is carried out of the physical resources available in areas which are backward and their potentialities ascertained, it should be possible for Government even with the existing administrative machinery at their disposal, to ensure that the selected schemes are, in fact, implemented with efficiency and speed.

Reply of Government

The merit of integrated area development approach in the context of the development of backward areas is recognised by the Government. The suggestions of the Estimates Committee in this regard will be kept in view while considering organisational and other operational aspects of this strategy.

[D.O. letter No. PC(P)9-27/74-MLP dt. 19-11-75].

Recommendation (S. No. 19, Para 2.30)

The Committee note that low rate of literacy and lack of adequate medical and drinking water facilities had been one of the main reasons for the backwardness of certain areas in the country. Illiteracy of the population not only keeps them ignorant of the benefits of development but also makes them a victim of exploitation by vested interests. The Committee feel that provision of educational facilities in backward areas should receive special attention. Apart from the desirability of including in the syllabi, subjects which would be of special interest for development of backward areas such as elementary knowledge of hygiene, civics, agriculture etc., there should be special emphasis on provision of vocational and technical training which would enable the younger generation to become good artisans/craftsmen. To begin with, effort may be concentrated in areas where there is a living tradition of craftsmanship. In the light of experience gained, syllabi and methods of education could be suitably adapted for extension to other areas. The Committee feel that educational effort in these areas is a prerequisite for any meaningful programme for their development and its implementation should be watched at the Centre which is responsible for overseeing the development of backward areas. They would like to emphasise that all efforts should be made to open Ashram Schools and Agricultural Schools for these areas.

Reply of Government

During the Fifth Five Year Plan, special efforts are being made to extend educational facilities in the backward areas under the National Programme of Minimum Needs. Provisions are also being made for opening the residential type of schools and Ashram Schools in the sparsely populated hill and tribal areas. In these areas, in view of their special problems, the norms for providing educational facilities have been suitably modified. In formulating the Sub-Plans, the significance of integrating education with the occupational requirements in such areas have been discussed with the concerned State Governments. The implementation of these special programmes would be watched by the Government. However, since the subject of education comes within the purview of the State Governments, the recommendation of the Estimates Committee has been brought to their notice for consideration and necessary action.

[D.O. letter No. PC(P)|9-27|74-MLP dt. 1-10-75]

Comments of the Committee

The Committee would like Government to pursue with the State Governments the question of providing educational facilities in the backward areas and to apprise the Committee of the steps taken by the State Governments to implement their recommendation in this regard.

Recommendation (S. No. 20, Para 2.31)

The Committee consider that one of the factors which has, in the past, hampered development of these areas relates to sanitary and hygienic conditions of living. The Committee in Para No. 2.19 of their 38th Report (Fifth Lok Sabha) on "National Water Supply Programmes" have already emphasized that concerted effort should be made to provide potable drinking water and other sanitary conditions in villages which have been the victims of chronic diseases in the past. The Committee feel that the first step in the march towards development for these most backward areas which suffer susceptibility to chronic diseases, should be provision of potable drinking water and ensuring other hygienic conditions so as to make for healthy living.

Reply of Government

In the Draft Fifth Five Year Plan under the Minimum Needs Programme, suitable schemes for supplying drinking water have been included. The villages which are proposed to be covered under the scheme of Rural Water Supply will comprise

- (i) Villages which do not have an assured source of drinking water within a reasonable distance (say 1.0 km);
- (ii) the villages where the sources of water supply are endemic to water-borne diseases like cholera and guinea worms; or
- (iii) those which suffer from excess of salinity, iron or fluorides.

[D.O. letter No. PC(P)9-27/74 MLP dt. 15-7-75].

Recommendation (S. No. 21, Para 2.32)

The Committee would like that in the centrally sponsored schemes for the development of backward areas, tribal areas and hill areas, the cooperation of the voluntary organisations which

have a good record of service should be fully utilised and necessary encouragement given to them.

Reply of Government

Undoubtedly, it would be very useful if good voluntary agencies could be associated with the work of development in backward areas. There are, however, not many such voluntary agencies working in the field at the moment. Every effort is however made both by the Centre and the State Governments to encourage the involvement of good voluntary agencies.

[D.O. letter No. PC(P)9-27/74 MLP dt. 1-10-75].

Recommendation (S. No. 22, Para 2.37)

The Committee consider that provision of technical training to youths in backward areas is very essential so that the people in these areas are able to set up small scale industries in large numbers and secure employment in the various industries being set up there both in the public and private sectors. The Committee note that there are 357 Industrial Training Institutes in the whole country, out of which 124 are located in backward areas with a training capacity of 44,049. The Committee would, however, like to point out that the very fact that many of the persons trained in these Institutes are not able to get jobs in the industrial units in these areas shows that either the training imparted in these Institutes is not upto the required standard or the courses in which training is being imparted, are not in consonance with the type of skills actually required in these units. The Committee regret to note that there is no programme of evaluation of training in these Institutes. The Committee would like to emphasise that Government should conduct an independent and objective evaluation of the training imparted in these Institutes in consultation with the industrialists in these areas and make necessary changes in the curricula and syllabi of the training without further loss of time so that the trainees may be able to meet the requirements of the industries in these areas and get employment.

Reply of Government

Ministry of Labour have requested the State Governments to carry out an objective evaluation of the Industrial Training Institutes particularly those located in backward areas. Ministry have

also been requested to scrutinise the evaluation in a few representative cases. The Planning Commission will thereafter take a view on the subject.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 1-10-75].

Comments of the Committee

The Committee would like to be apprised of the result of the evaluation made by the State Governments in respect of the Industrial Training Institutes particularly those located in the backward areas.

Recommendation (S. No. 23, Para 2.38)

The Committee recommend that necessary facilities and encouragement should be given to the trainees, coming out of these Institutes, by the State Governments and financial institutions to set up small scale industries in these backward areas so that local entrepreneurship may develop. In this connection, the Committee would like to cite the instance of backward areas in Maharashtra where youngmen in large numbers are coming up to set up such industries with the assistance of nationalised banks and SIDCO etc. The Committee would like this to be emulated in other States also.

Reply of Government

All the State Governments are providing assistance & facilities in different forms to small entrepreneurs including those trained in the Industrial Training Institutes so as to help them to set up small scale industries in the respective States including their backward areas. Technical advice for the purpose is being given by the Small Industries Service Institutes of the Government of India. A scheme for providing training facilities & interest subsidy to engineers is also being implemented by the Central Small Industries Development Organisation. Some of the Financial institutions have special schemes for providing financial assistance to the technically qualified persons to enable them to set up small scale industries. However, the Ministry of Industry & Civil Supplies are being requested to collect details of the facilities being provided to the technically qualified persons to set up small scale industries in the backward areas of Maharashtra and to circulate them to the other States for guidance.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 27-12-75].

Recommendation (S. No. 25, Para 2.48)

The Committee note that some of the large public sector undertakings like steel plants, mining projects, fertilisers projects have been established in backward States like Orissa, Madhya Pradesh and Bihar. They are, however, concerned to note that even with the establishment of these large units, the desired fillip to the industrial development of these backward areas has not taken place. In fact, it has been conceded by the representatives of the Government as well as the Planning Commission that these projects have not been able to contribute very significantly towards increasing the *per capita* income of the local population of these areas. The Committee cannot but view this as a serious lapse. The least that the Government and the management of these public undertakings could have done was to critically examine the reasons for this phenomenon and take concrete steps to develop linkages particularly with the ancillary and small scale industries so as to develop them as feeders for the large units and thus help in extending industrialisation to these areas. The undertakings should also have set up vocational centres either on their own or in cooperation with the State Governments and local authorities so as to impart training and skills in technical subjects to the local population which could have helped them to secure jobs either in these undertakings or other industrial units coming up in the area. The Committee would like the Government to carry out a study in depth without further delay and take concrete measures as outlined above so that these public sector undertakings which were set up with great expectations in the backward areas, achieve the socio-economic objectives underlying their establishment.

Reply of Government

The Government appreciate the importance of developing ancillary and small scale industries around large public sector projects and undertakings. Some of the important measures taken up in this regard are as follows:—

- (i) Detailed guidelines have been issued by the Bureau of Public Enterprises to the Ministries concerned and public sector undertakings for promotion of ancillary industrial units by the existing and new undertakings and for carrying out expansion. According to these guidelines, it has been made compulsory since May, 1974 that the detailed Project Reports should, as a rule, provide for setting up of ancillary units as a part of the project scheme itself.

- (ii) An inter-departmental Team has been constituted representing the Development Commissioner (SSI), Bureau of Public Enterprises and the administrative Ministry, which has been visiting selected public enterprises to give a boost to the promotion of ancillary units. This Team will need to make studies of the factors which have inhibited growth of ancillary industry in different undertakings in making their recommendations.
- (iii) On the recommendation of the Committee on Public Undertakings in their 40th Report (Fifth Lok Sabha), the Bureau of Public Enterprises have advised the public undertakings that they should make a specific mention in their annual reports of the efforts made the role they played in developing and sustaining small scale industrial units.
- (iv) The Small Industries Development Organisation through its network of Small Industries Service Institutes and Extension Centres are assisting the state governments as well as large industries in setting up small scale ancillary units close to large industrial projects by conducting techno-economic surveys, provision of technical guidance in selecting items of manufacture, etc.
- (v) Some of the state governments have set up industrial estates/areas in the vicinity of the public sector undertakings.

In short, measures to implement the Estimates Committee's recommendations are already in han.

[D.O. letter No. PC (P) 9—27/74 MLP dt. 27-12-75]

Comments of the Committee

The Committee would like to be apprised of the findings of the Inter-departmental Team constituted to make studies of the factors which have inhibited growth of the ancillary industries in different undertakings and also the action taken by Government thereon.

Recommendation (S. No. 26, Para 2.49)

The Committee would like Government to at least now ensure that in setting up new large scale undertakings in the public sector in backward areas, the responsibility for developing ancillary and

small scale industries as well as vocational and training facilities is spelt out in the licence itself and a close watch kept both by the administrative Ministry and the Planning Commission to see that the public sector enterprises fulfil these responsibilities.

Reply of Government

Government agrees with the views of the Estimates Committee that at least in so far as the large scale public sector undertakings in backward areas are concerned, the responsibilities for developing ancillary and small scale industries and training, should be assumed by them, wherever feasible and appropriate. In different forums for promotion of industries in backward areas, emphasis is being laid on this by the agencies concerned with the development and dispersal of industries in backward areas. As regards the Estimates Committee's suggestion for spelling out these responsibilities in the licence itself, the Ministry of Industry & Civil Supplies are of the opinion that this is a sound proposition and will be kept in view while formulating future licensing policy.

[D.O. Letter No. PC(P) 9-27/74 MLP dt. 20-1-76].

Recommendation (S. No. 32, Para 2.57)

The Committee suggest that as the information on the above aspects, is of wide public interest, it should be specifically mentioned in the Ministry's Annual Report and other documents which are presented to Parliament.

Reply of Government

Care is being taken to collect the relevant information regarding the Industrial Development Programmes in the backward areas and to include them in the Annual Report of the Ministry of Industry and Civil Supplies for the benefit of all concerned.

[D.O. Letter No. PC(P) 9-27/54 MLP dated 15-7-1975].

Recommendation (S. Nos. 33 and 34, Paras 2.62 & 2.63)

The Committee note that there is a marked absence of industrial units in the backward areas. Although dispersal of industries as a means of attaining a balanced development of the country was underlined in the Industrial Policy Resolution of 1956 as well as in the successive Five Year Plans, the industries remain largely concentrated in the metropolitan and developed areas. The committee regret to note that in spite of the various measures taken by the Government and incentives/concessions granted for the setting up of

industries in the backward areas, the industries continue to flock to the developed areas and no significant industrialisation has taken place in the backward areas with the result that regional imbalances continue to grow. As has been admitted by the representative of the Government, even in regard to Central Subsidy Scheme, there has been an uneven spread of its benefits to the different States. The Committee note that out of Rs. 64 lakhs sanctioned by way of Subsidy in 1973-74 and Rs. 69 lakhs in 1972-73, as much as Rs. 40 lakhs and Rs. 37 lakhs respectively were disbursed to one State, namely, Maharashtra. The Committee would like Government to make a study in depth of the factors which have made it possible for Maharashtra to claim subsidy of this order so that other States could be helped with information and guidelines to avail more fully of the subsidy scheme in the interest of establishment of industrial units in the backward areas. The Committee are surprised to note that many of the States have not even framed the relevant rules for the grant of subsidies. It is, therefore, not surprising that the various subsidies and incentives granted by the Government have not been able to achieve the desired objectives. The Committee recommend that a review of the subsidy/incentives/schemes introduced by the Government should be conducted in consultation with the States and representative organisations of industries without delay to find out the reasons for not achieving the desired objectives and necessary remedial measures should be taken so as to make them really an effective instrument for the development of backward areas.

Reply of Government

Ministry of Industry and Civil Supplies have taken up this matter with the State Governments with a view to carry out an in-depth examination of the working of the scheme.

[D.O. Letter No. PC(P) 9—27/74 MLP dated 15-7-1975].

Comments of the Committee

The Committee would like to be apprised of the result of the in depth examination of the working of subsidy/incentives schemes and the remedial steps taken as a result thereof.

Recommendation (S. No. 35, Para 2.64)

The Committee further note that there are complaints that incentives announced by the Government are not actually given to the industrialists in time and they have to run from place to place to obtain those incentives/concessions. The Committee would like Government to take corrective steps in this regard.

Reply of Government

The recommendation of the Estimates Committee has been brought to the notice of the State Governments who are also being asked to frame rules regarding the Central Scheme of Investment Subsidy.

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[D.O. Letter No. PC(P) 9-27/74-MLP dated 1-10-1975].

Comments of the Committee

The final result of action taken in consultation with the State Governments may be intimated to the Committee.

Recommendation (S. No. 37, Para 2.66)

The Committee further note that in Gujarat there are seven institutions working for the development of industries particularly in backward areas and the activities of all these institutions are being coordinated by the Industries Commissioner at the State level. A special feature in the State is that once a project is approved by the State Government it is automatically approved by the other Corporations without further scrutiny and this results in cutting down of delay at various levels. The Committee recommend that an in-depth study of the procedure followed by the Government of Gujarat, should be made and results circulated to all other State Governments for guidance.

Reply of Government

In pursuance of the recommendation made by the Estimates Committee, the Ministry of Industry and Civil Supplies have taken up the matter with the Government of Gujarat to collect the necessary information for making an in-depth study of the problem.

[D.O. Letter No. PC(P) 9-27/74 MLP dated 15-7-1975].

Comments of the Committee

The result of action taken in this regard may be intimated to the Committee.

Recommendation (S. No. 41, Para 2.73)

The Committee note that there has been considerable progress in the setting up of small scale industries in backward areas in Maharashtra State and the Maharashtra Industrial Development Corporation and Small Industries Corporation have significant

achievements to their credit in helping the entrepreneurs in setting up industries in backward areas. The Committee recommend that the Central Government should conduct an in-depth study of the measures taken by the Government of Maharashtra in this regard and circulate the same to other State Governments.

Reply of Government

In pursuance of the recommendation of the Estimates Committee, the Ministry of Industry and Civil Supplies have referred the matter to the Government of Maharashtra to be able to carry out an analysis.

[D.O. Letter No. PC(P) 9—27/74 MLP dated 15-7-1975].

Comments of the Committee

The final action taken in the matter may be intimated to the Committee.

Recommendation (S. No. 48, Para 2.75)

One of the historic lessons thrown up by industrialisation in the West is the problem of slums and unfortunately we have not been able to avoid them in the process of industrialisation particularly in our main industrial towns. There is already anxiety all over the world about the importance of environment and the necessity of keeping it clean in the broader interest of health and well-being of the people. The Committee consider that Government should pay special attention to these environmental aspects while planning the rural industries district projects so that the ills and problems which are associated with industrialisation and slum conditions are avoided. The Committee suggest that Government should evolve with the help of the leading institutions of architectural and industrial planning, model layouts for rural industrial district projects which could be tried out on pilot basis and then extended to other areas. The Committee also suggests that adequate provisions should be made for low income group housing schemes in these areas.

Reply of Government

The rural industries projects to which this recommendation pertains are meant for the intensive development of small scale industries in the rural areas and towns with population below 15,000. By its nature, the programme contributes to decentralisation and dispersal of industries and is not likely to create problems of slums and environmental pollution which are generally associated with concentration of industries in the big towns and cities. The responsibility for such activities like architectural development, model layouts, provision for low income housing schemes

etc. falls within the purview of the State Governments. However, the attention of the Government of States and Union Territories is being drawn towards the recommendation of the Estimates Committee for providing model layouts and adequate low income housing facilities in these areas. Necessary technical assistance and advice from the Town and Country Planning Organisation (Ministry of Works and Housing, Government of India) would be available to the State Governments in the preparation of such layouts, if they so desire.

[D.O. Letter No. PC(P)9-27/74-MLP, dt. 27-12-75].

Comments of the Committee

The result of action taken in consultation with the State Governments may be intimated to the Committee.

Recommendation (S. No. 44, Para 2.76)

The Committee stress that Government should keep a close watch over these industrial units right from the inception to ensure that they do not suffer for want of raw materials, technical guidance, marketing facilities, finance etc. It is only if all these requisite facilities are made available in a systematic manner that the industrial units would be able to achieve their full production capacity at the earliest and thus contribute towards the development of the backward areas.

Reply of Government

A watch over the units is kept by the Special Staff at the Project Level, an Advisory Committee at the State level and by a Cell at the Centre in the Office of the Development Commissioner (Small Scale Industries).

[D.O. Letter No. PC(P)9-27/74-MLP, dt. 15-7-75].

Recommendation (S. No. 45, Para 2.78)

The Committee feel that it may not be possible to set up large industries in all the backward areas in the country. The Committee would, however, like to point out that there are a large number of traditional industries which, while providing employment to the local people, have also earned a name for their products not only in the domestic market but even in the international markets. The carpets of Jammu and Kashmir, Mirzapur and Arunachal Pradesh, the brassware of Moradabad and handloom fabrics of many parts of the country, have earned world wide

reputation. It is, however, disheartening to note that traditional industries in the country are continuously on the decline, with the result that a large number of artisans in the rural areas are now migrating in search of clerical and unskilled jobs to large cities and metropolitan areas, thus creating more and more pressure on the urban areas, resulting in the proliferation of slums and social tensions. While the Committee note that the Khadi and Village Industries Commission and the State Boards for Industries have undertaken programmes for assisting the development of these traditional industries, the very fact that these industries have not come up in a big way, indicates that much more needs to be done for the development of these industries. The Committee, therefore, recommend that the Government should examine the matter in greater detail and find out the reasons why the traditional industries particularly in rural and background areas in the country, are not being developed to the desired extent. The Committee recommend that suitable remedial measures in this regard should be taken by Government without delay.

Reply of Government

Some of the more important steps taken in recent years for reviewing the progress of traditional industries and to accelerate the pace of development are briefly mentioned below :

- (i) Decisions have recently been taken on most of the recommendations of the Asoka Mehta Committee which was set up some time back to review the progress of Khadi and Village Industries and also to suggest structural and constitutional changes for improving coordination between Khadi and Village Industries Commission, the State Boards, cooperative societies and other institutions. Further, the Administrative Staff College of India, Hyderabad, has been entrusted to conduct a study of the organisational machinery for the development of village industries.
- (ii) The problems of handloom industry have been reviewed recently by a high-powered study team, which was set up by the Ministry of Commerce under the Chairmanship of Member(s), Planning Commission. The recommendations of this team are now under consideration.
- (iii) The problems of coir cooperatives in Kerala have recently been reviewed and certain steps have already been initiated for restructuring them into viable societies.

- (iv) For the development of sericulture, Karnataka Government have already embarked upon a very large programme for the production of bi-voltine mulberry silk, in consultation with the Reserve Bank of India.
- (v) A detailed scheme is now under consideration for training of carpet weavers so as to increase the exports of carpets.
- (vi) The coverage of the project area under the Centrally sponsored scheme of the Rural Industries Projects has been extended and the number of these projects has also been increased from 54 to 111.

It would be observed from the foregoing that suitable measures are already being taken for accelerating the development of traditional industries.

[D.O. Letter No. PC(P)9-27/74-MLP, dated 30-7-1975].

Recommendation (S. No. 46, Para 2.79)

The Committee note that the Planning Commission envisages marked increase in the outlay on the development of handlooms, khadi and village industries and sericulture, coir industries and handicrafts during the Fifth Plan. In some of these sectors the outlay is being increased by as much as 3 to 4 times. The Committee cannot too strongly emphasize that Government and these organisations and agencies should take every care to see that the benefits in fact flow to the workers and that these are not allowed to be siphoned off at intermediate level. In this context they would like to stress the role that training centres can play in improving skill and craftsmanship so as to assist the artisans in adapting their age-old techniques and processes and designs to suit the present day taste of customers in the country and outside. It should also be ensured that the vital inputs required by craftsmen like yarn for handlooms or dyes for handicraft or cocoons for sericulture etc., become available to the workers and thus enhance their capability for production and contribute towards raising the per capita level of income.

Reply of Government

In the approach to the development of Khadi and other Small Scale Industries, emphasis has been laid on the development of co-operatives with a view to reduce the role of the intermediaries and money-lenders. These schemes also include those relating to training, supply of essential raw materials and improved implements. The attention of the Khadi and Village Industries

Commission has, however, been particularly drawn to the recommendation made by the Estimates Committee.

[D.O. Letter No. PC(P)9-27/74-MLP, dt. 15-7-75].

Recommendation (S. No. 48, Para 2.89)

The Committee consider that the banks and other financial institutions have to get pioneering role to play in filling up the credit gaps in the backward areas and should give lead in the matter providing the much required finance for the development of backward areas. The Committee would like to point out that one of the main criticism against the banks of the country before nationalisation was that the activities of the banks remained confined to the metropolitan and urban centres only and the benefits of their advances were mainly reaped by the big industrial units. The Committee regret to note that even after nationalisation, the same complaint still persists and it has been represented that even the resources which are being collected by these nationalised banks from the backward areas are being invested mostly in the developed areas only. While conceding that lack of banking facilities in the backward area is a legacy of the past and the nationalised banks have taken considerable steps to set up branches in the backward areas, the Committee would like to point out that the steps taken in this direction so far, cannot be considered as sufficient. The Committee recommend that the financial institutions and nationalised banks should pay more attention to the backward areas in the country and should take steps to provide finances at concessional and liberalised terms to the backward areas so as to accelerate the pace of development of these areas. The Committee would like to point out that the Committee on Development of Small and Medium entrepreneurs (Popularly known as Bhatt Committee) has recommended that the post construction and post implementation problems of the new entrepreneurs should be specially taken care of and that a cell should be created by the public financial institutions to sub-serve these needs. The Committee would like Government to take immediate action on this recommendation.

Reply of Government

Keeping in mind social priorities, all public sector banks and other financial institutions are making concerted effort to step up their activities for the development of backward areas within the resources available. Besides extending general banking facilities to the backward areas, these institutions have been actively parti-

icipating in the promotion of industries in these areas. The Industrial Development Bank of India has established consultancy organisations in several parts of the country with which the public sector banks are closely associated. The public sector banks also participate in the consortium arrangements organised by the IDBI for industrial units in the backward districts. Further, to assist in the development of small scale industrial units in identified backward districts, the banks extend concessional finance which includes lower rate of interest, lower margin, longer moratorium and longer repayment period and take advantage of the concessional refinances facilities at lower rates of interests from the Industrial Development Bank of India. The public sector banks are also operating the Differential Interest Rate Scheme in the industrially backward and SFDA/MFAL districts in the country wherein bank loans are given to the poorer sections of the community at the concessional rate of 4 per cent per annum for engaging in productive ventures. It is also contemplated to reorient the lending policy of the financial institutions with a view to providing larger resources for private investment in selected priority industries and for the backward areas. The recommendation of the Committee on Small and Medium Entrepreneurs has been examined in consultation with the concerned institutions and the modalities of making appropriate structural arrangements to implement its basic recommendations are under consideration.

[D.O. letter No. PC(P)9-27/74 MLP dt. 1-10-75].

Comments of the Committee

The Committee would like to be apprised of the final result of the action taken in implementation of the Bhatt Committee's recommendations.

Recommendation (S. No. 49, Paras 2.96 and 2.97)

The Committee are constrained to note that while representatives of the Planning Commission and Government are one in commending the establishment of a growth centre as a focal or nodal point for achieving maximum growth potential, there is no precise information available with the Centre, about the focal points already selected by some of the States, the criteria adopted in their selection or the precise progress made by them. The Committee cannot help pointing out that if the Government at the centre felt convinced about this strategy of developing growth centres, the least that they could have done was to carry out a systematic re-

view and analysis in depth of such focal points which had already been established in the States so as to evolve guidelines for other States. The Committee would like this to be done within the next three months so that meaningful guidelines could be framed by the Centre for guidance of all concerned. It is imperative that growth centres are selected most judiciously and the various input efforts, required to accelerate development and tap the growth potential are implemented systematically and in a coordinated and integrated manner in order to achieve the best results. The Committee would, however, like to add that this does not mean that present concessions granted in the 232 districts declared as backward should be withdrawn.

The Committee would like to be informed of the concrete action taken by Government in pursuance of the above recommendation within three months.

Reply of Government

There cannot be any disagreement that the growth centre strategy has got a distinct advantage in rationalising location of projects/schemes and organising developmental activity in an area. In pursuance of the recommendation made by the Estimates Committee the State Governments were requested to make available the details of the growth centres established by them and their progress. The information received from the States showed that there was a great diversity in the approach adopted by the various States towards the concept of growth centres. In fact, the purpose, methodology and criteria for the selection of the growth centres differ from State to State. Some of the projects initiated by the Central Ministries like the Ministry of Agriculture and the Ministry of Industrial Development have also taken a limited sectoral view of the growth centres. At this stage meaningful guidelines cannot be formulated for the establishment of growth centres unless the concept of growth centres is clearly defined. This aspect is being examined in consultation with other Central Ministries.

[D.O. letter No. PC(P)9-27/74 MLP dt. 1-10-75].

Comments of the Committee

The Committee desire that efforts should be made to define the concept of growth centres expeditiously and thereafter meaningful guidelines should be framed for the establishment of such centres.

[Please also see No. 2—Chapter III]

Recommendation (Sl. No. 50—Para 2.103)

The Committee note that although the accelerated growth of backward areas has been accepted as one of our national objectives and all the Five Year Plans have emphasised the need for removal of regional imbalances, no separate funds specially earmarked for the development of backward areas, were provided in these Plans and it was only during the Fourth Plan that the principles governing the allocation of central assistance to States were changed under which 10 per cent of central assistance was set apart for States whose per capita incomes were lower than the national average. Even this assistance was not earmarked for the development of backward areas and the Government are not sure that this amount of assistance was actually spent for the development of backward areas. The Committee have a feeling that the assistance and funds, being allotted to states for development purposes, have been by and large, spent in the comparatively developed regions and the backward areas continue to suffer by neglect. This apprehension is reinforced by the fact that in spite of massive investment made in the four Five Year Plans and three Annual Plans there has been no marked improvement in the condition of these areas, particularly in the backward states with the result that instead of these areas coming upto the economic level of the remaining parts of the country, the economic disparities between these areas and other areas, have widened. The Committee are of the opinion that if any appreciable impact is to be made in the development of backward areas, Government should allot a certain percentage of funds specifically for the development of backward areas and it should be ensured that the funds, so earmarked, are not diverted for developed areas.

Reply of Government

In the Fourth Five Year Plan, although weightage was given to the backwardness of States in the allocation of Central assistance, the amount of Central assistance was released for respective State Plans on a block basis and not corresponding to specific sectoral or area programmes. However, the outlays approved for certain priority programmes such as those of Agriculture and Cooperation, selected Irrigation and Power Projects, Elementary Education and Rural Water Supply were earmarked so that the diversion of funds from these sectors is checked. In the Annual Plans 1974-75 and 1975-76, besides the above-mentioned heads of development, the outlays for the schemes of National Programme of Minimum Needs,

which substantially affect the backward areas, have also been earmarked. Besides, it is being ensured that the outlays agreed in the sub-Plans for hill areas are not diverted and substituted for the development programmes in other areas.

[D.O. Letter No. PC (P) 9-27/74-MLP dated 15-7-1975].

Recommendation (S. Nos. 52-53, Paras 2.109-2.110)

The Committee feel that as geographical & economic conditions in the different backward areas of the country are quite diverse, it is not possible to lay down any uniform pattern for development of these areas. Any Plan drawn for the development of an area would have to pay special attention to the local conditions and potential for development as well as the removal of impediments which come in the way of accelerated development of the specific area. The Committee, therefore, recommend that for this purpose, detailed plans should be formulated for each backward district which should pay special attention to these factors and lay down specific and time-bound programme for the development of these districts. The Committee recommend that for formulating these district plans, District Planning Boards or Committees should be appointed, consisting of elected representatives of the people, the representatives of State Government and officials of the District Administration including technical personnel, which while formulating the district plans should also keep a constant watch on the implementation of the plan and monitor the progress made in the various spheres.

The Committee regret to note that although local planning has been accepted as the main plank of the strategy for the development of backward areas in the Fifth Plan, only some of the States have set up District Planning Organisations and district plans have been prepared in respect of only a few districts. For example, in the States of Andhra Pradesh, Assam, Gujarat, Maharashtra and Orissa, district plans have been completed in respect of one district only in each of the States. It is only in Karnataka State that integrated district plans for all the districts have been prepared. This shows the casual way in which the work relating to the formulation of district plans is being undertaken by the various states. The Committee note that the Centre had introduced in 1972-73 a scheme of financial assistance for strengthening of planning capabilities of states and had suggested the setting up of a unit for dealing with district planning. The Committee recommend that

the Planning Commission should impress upon the State Governments the imperative need for the formulation of district plans and render all possible assistance to them in this work.

Reply of Government

The recommendations contained in Paras 2.109 and 2.110 of the 69th Report on the development of Backward Areas have been duly noted. In a recent communication, Planning Commission have again impressed upon the State Governments the imperative need for taking urgent suitable steps for the formulation of realistic district plans.

According to the information received from the States, most of the State Governments have by now set up District Planning Committee or Boards, consisting of elected representatives of the people and representatives of State Government including district level officers for formulating district plans.

[D.O. Letter No. PC(P)9-27/74 MLP dated 20-1-1976].

Recommendation (S. No. 54—Para 3.5)

The Committee note that the Central Government have been extending since 1967-68 assistance at the rate of 60 per cent for developmental scheme for tribals falling in the State Sector while the expenditure on long term schemes such as Post-matric scholarships, Tribal Girls Hostels, Tribal Research and Training, Pre-examination Training, Tribal Development Blocks, Co-operation including forest co-operatives, was being met by the Central Government in full. The Committee find that the Study Team on Tribal Development Programme in their Report in 1969 have observed *inter alia* that in the absence of an evaluation machinery the States have not been able to assist the Team with their own assessment of the impact of the development programmes on the welfare of the tribals. The Committee are greatly concerned to find that Government should not have arranged either to collect the requisite data or to review critically the progress made so as to evaluate the impact made by these schemes on the welfare of the tribals and Development of areas inhabited by them.

Reply of Government

The Ministry of Home Affairs have been requested to improve the system of monitoring for all the Centrally Sponsored Schemes. Besides, they have also been requested to promote and undertake

coordinated research and evaluation with the help of tribal research Institutes, Universities and other research organisations.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 15-7-75]

Comments of the Committee

The final result of action taken in this regard may be intimated to the Committee.

Recommendation (S. No. 55—Para. 3.26)

The Committee are glad that at long last the Central Government have taken up the programme of six Pilot Projects for development of tribals located in the States of Andhra Pradesh, Madhya Pradesh, Orissa and Bihar. The scheme is comprehensive in scope and seeks to make an integrated approach through the establishment of Tribal Development Agencies headed by the District Collector. Though the scheme was first thought of in 1970, it got underway only in March, 1972. Government have taken a decision that it should continue for a full period of 5 years i.e. till March, 1977. A sum of Rs. 4.12 crores out of Rs. 4.60 crores sanctioned has been spent on these schemes till March, 1974. The Committee however, find that as against the objective of covering 50,000 participants or 10,000 tribal families, the benefit has so far reached the highest figure of only 19927 in one project areas while it is as low as 4447 in another project area. The Committee stress that a close watch should be kept on this aspect so as to ensure that maximum benefit flows to the largest number of participants. The Committee would like to be informed of the concrete measure being taken by Government to achieve this vital objective.

Reply of Government

The original target for each Tribal Development Agency Project was to cover 10,000 deserving tribal families or 50,000 deserving tribal population. The norm for coverage has since been revised to 50,000 deserving tribal participants. According to the information received from the 6 Tribal Development Agencies, the number of participant—beneficiaries as on 31-3-1975 is as follows:—

1. Srikakulam	29,232
2. Singhbhum	34,480
3. Dantewada	5,378
4. Konta	15,748
5. Ganjam	28,459
6. Koraput	25,421

It may be seen that except for Dantewada Agency where the progress has been slow due to the delays in making available by the State Government sufficient administrative and technical staff, in other Agencies significant improvement in coverage has taken place.

The following important measures are now being pursued by the Ministry of Agriculture (Department of Rural Development) to achieve the target expeditiously:

- (i) The physical and financial performance of all the Agencies is being reviewed every quarter at the Central level. The deficiencies observed are being brought to the notice of the State Governments concerned and the Project authorities from time to time for rectification and stepping up of the efforts to cover larger number of participants.
- (ii) Through regular field visits, the Central Government officers keep a constant watch on the implementation of programmes.
- (iii) The progress of the programmes is also overseen and reviewed by the Central Coordination Committee on Rural Development and Employment in the Planning Commission and by the Sanctioning Committee in the Ministry of Agriculture and Irrigation for providing the necessary directions and policy guidance.
- (iv) At the State level, the Coordination Committee meets periodically to review the performance of the Tribal Development Agencies.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 1-10-75]

Recommendation (S. No. 56—Para. 3.27)

The Committee find that Government have got examined the problems of tribals regarding credit and land restoration by two Committees, namely, Committee on Reorganisation of the Cooperative Credit Structure and Committee on Debt Redemption and Land Restoration. They have been informed that Government have taken appropriate decision on their recommendations and communicated them to the State Governments for implementation with a view to afford necessary relief to the tribals from indebtedness and facilitate land restoration. The Committee cannot too strongly emphasize that one of the basic reasons for the continued exploitation of tribals is their being held for generations in indebtedness by money

lenders and other vested interests. It is, therefore, of utmost importance that the tribal should be made free from the burden of past debts and helped through cooperatives and other agencies to find necessary finances for essential basic requirements. It is equally important that land records are set straight so as to give clear and unambiguous title to the tribal to the land that he owns and free him from any coercion and intimidation at the time of reaping the harvest or gathering fruits grown on his land.

Reply of Government

The recommendation regarding helping the tribals to overcome indebtedness and giving them necessary financial assistance has been incorporated in the guidelines for sub-plans. It has been suggested that integrated credit-cum-marketing services covering marketing of agricultural and minor forest produce, supply of inputs and essential consumer commodities, credit for production purposes as also for consumption and social needs, etc., should be organised. Redemption of past debts through legislative and executive measures has also been suggested. The importance to pay special attention to programmes for prevention of land alienation, restoration of lands already alienated, termination of practices like bonded labour, solution of the problems created in the zone of influence of modern industrial areas and review of excise and forest policies has been recognised.

[D. O. letter No. PC(P) 9-27/75 MLP dt. 1-10-75]

Recommendation (S. No. 57—Para. 3.28)

The Committee cannot but express unhappiness that the scheme for Tribal Development Agencies should have been taken up as late as in the fourth year of the Fourth Five Year Plan and that no critical evaluation of the impact made by the Scheme should have been made before the conclusion of the plan so as to derive appropriate lessons for execution of schemes and projects for tribal development in the Fifth Plan period. They would like the Committee on Bench Mark Survey and other agencies concerned to complete their study of the impact made by the Pilot Projects without further delay. The Committee have no doubt that in the light of these studies and critical appraisal of the field experience, Government would evolve a suitable policy for implementation of tribal development schemes including the grant of subsidies to them for agricultural inputs with a view to make for full participation of the tribals in the adoption of improved agricultural practices.

Reply of Government

The evaluation of the Tribal Development Agency Programme in case of the 6 Pilot Projects initially started has been undertaken. As regards Bank Mark Survey, the Tribal Development Agencies have reported that the survey has been completed in respect of all the projects and the reports are at different stages of compilation.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 1-10-75]

Comments of the Committee

The Committee would like to be apprised of the final decision taken as a result of the survey conducted by the Committee on Bank Mark Survey.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 1-10-75]

Recommendation (S No. 58—Para. 3.29)

The Committee also suggest that Government should review the forest policy in so far as it affects the tribals and keeping in view the need for fostering and developing tribal forest cooperatives to save them from exploitation.

Reply of Government

The existing forest policy is being reviewed by the Government. The aspects mentioned by the Estimates Committee in paragraph 3.29 will be duly considered while finalising the forest policy.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 19-11-75]

Comments of the Committee

The final action taken in implementation of the recommendation may be communicated to the Committee.

Recommendation (S. No. 62—Para 3.55)

The Committee recommend that Government should keep a contemporaneous watch on the execution of these sub-Plans and Projects so as to take timely remedial action and in particular see that the administrative expenditure is kept to the minimum and no case allowed to exceed the prescribed percentage and that money

is not diverted to projects outside the sub-Plan for tribal development.

Reply of Government

The suggestion made by the Estimates Committee is accepted. The Ministry of Home Affairs have been requested to improve monitoring of the programme performance.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 15-7-75]

Recommendation (S. No. 62—Para. 3.56)

The Committee would like to reiterate that the essence of the matter is to free the tribal from the clutches of indebtedness, enable him to have full fruit of his labour in the field and equip him with vocational education which will make him better agriculturist and artisan.

Reply of Government

The recommendation will be kept note of while finalising the Tribal Sub Plans.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 15-7-75]

Recommendation (S. No. 63—Para. 3.57)

The Committee feel that for the development of horticulture in tribal and hill areas it would be better if arrangements are made for supplying of sapplings of fruit trees which can be grown there, to the local population.

Reply of Government

Emphasis is being placed on the development of horticulture in suitable hill and tribal areas. This programme is being implemented both through the development of organised orchards as also by making available to the local population grafts of fruit trees appropriate to soil and climatic conditions pertaining in the area.

[D. O. letter No. PC(P) 9-27/75 MLP dt. 1-10-75]

Recommendation (S. No. 64—Para. 3.58)

The Committee would stress that the most important step required for the betterment of tribals, is to save them from exploitation which is rampant in these areas. Government should therefore give first priority to the removal of exploitation of the tribals. They consider that it would go a long way in enabling the tribals to stand on their own feet and free them from exploitation if suitable marketing facilities are provided to them whereby they can sell their produce and

purchase essential commodities like kerosene, standard cloth and other essential commodities at fair prices. It should also be ensured that the level of literacy in these areas which is very low should be brought at least to the general level of literacy in the State as a whole.

Reply of Government

It is recognised that the problems of indebtedness and exploitation would have to be tackled on a priority basis to enable the tribals to derive maximum advantage from the programmes of economic development. Under the Tribal Development Agency Projects, efforts are being made to evolve credit-cum-marketing structures in the primary levels in the project areas. The need for providing suitable marketing facilities for tribal communities has also been emphasized in the guidelines for the formulation of Tribal Sub-Plans. These issues have been discussed in detail with the State Governments when their Draft Sub-Plans were discussed and they have agreed to devise various institutional and organisational arrangements for this purpose.

Raising the level of literacy in Tribal areas and bringing it at par with the general level could not be done speedily in view of organisational and sociological constraints. However, in the State sector plan, several incentives for improving educational facilities are being offered. The rates of post-matric scholarships have recently been enhanced. Further the general norms for elementary education have been relaxed for helping weaker sections of the Society. These steps are expected to improve the levels of education of these groups.

[D.O. letter No. P.C.(P) 9-27/74 MLP dt. 15-7-75]

Recommendation (S. No. 66—Para. 3.60)

The Committee would like to draw pointed attention to the potential of using Radio as a means of imparting knowledge and useful information to the tribals. They suggest that Government should have adequate arrangements for broadcasting and community listening in these areas.

Reply of Government

The tribal population and Adivasis are scattered in different parts of the country. However, there are larger concentrations of tribals and backward people in certain areas of Madhya Pradesh and Bihar and eastern parts of the country. Certain pockets like Dang district in Gujarat and Islands like Laccadive and Minicoy Islands of the West Coast and the Andaman and Nicobar group of Islands in the

Bay of Bengal also have significant tribal population. Broadcasting has been recognised as an effective medium of mass communication and this has been made use of for establishing rapport with the tribals and other backward people of the country.

One of the objectives of the development schemes for broadcasting has been to provide as much coverage as possible of the tribal population. A large number of radio stations already broadcast information and instructional programmes on subject of immediate relevance to the every day life of the listener in the local dialect of each area. These stations are Gauhati, Dibrugarh, Imphal, Kohima, Shillong, Tezu, Passighat, Cuttack, Sambalpur, Agartala, Jeypore, Tawang, Aizwal, Ranchi, Patna, Bhopal, Indore, Raipur, Jammu, Srinagar, Leh, Simla and Port Blair. With these stations 89 per cent of the tribal and adivasi population is covered.

However, during the Fifth Plan Patna and Siliguri are being upgraded and two more centres are being provided at Ahwa and Kavaretti. This would enable All India Radio cover 90.5 per cent of the Tribal and Adivasi population.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 19-11-75]

Recommendation (S. No. 67—Para 3.61)

The Committee further recommend that salient features of the various schemes and programmes, being taken up for execution in the tribal areas, should be made known to them orally in their own dialect so that they derive the maximum benefit from them.

Reply of Government

The recommendation of the Estimates Committee has been brought to the notice of the Ministry of Information and Broadcasting and the State Governments for implementation. It is understood that the Field Publicity Organisation of the Ministry of Information and Broadcasting carries out publicity on planned development as one of its core themes. The field units organise film shows, exhibitions, song and drama items and oral communication programme on these themes in tribal areas and explain the features of the local development schemes in local languages. To facilitate this, the Field Publicity Directorate has undertaken the recruitment of Field Publicity Officers from the local communities to man the units located in the tribal areas.

Besides, under the Tribal Development Agency Projects, the authorities are publicising the salient features of their programme through local dialects and the demonstration and training programmes are also being undertaken in the local dialects.

[D.O. letter No. P.C.(P) 9-27/74 MLP dt. 15-7-75]

Recommendation (S. No. 68—Para 3.62)

The Committee recommend that the tribal areas should be brought within the scope of the electrification programme for rural and backward areas.

Reply of Government

Not only have the tribal areas been brought within the scope of rural electrification being implemented through the National Programme of Minimum Needs but special consideration is being shown to such areas. Under this programme, a State where 30-40 per cent of the population already enjoys the benefits of electrification has been excluded from the Minimum Needs Programme. An exception has, however, been made for the tribal areas of such States and a provision is made for electrification of such areas. The Rural Electrification Corporation, through which this programme is being implemented also provides softer loans for electrification in these areas. The Corporation has also communicated the recommendation of the Estimates Committee to the State Electricity Boards for placing more emphasis on formulating new schemes for the electrification of tribal areas.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 19-11-75]

Recommendation (S. No. 69—Para 3.63)

The Committee need hardly emphasise that importance of posting to the tribal areas for implementation of the various development programmes, persons having first hand knowledge of the tribal problems who are of proved worth, honesty and dedication. Such persons should be given suitable incentives and wards for meritorious work done in the field of tribal development. The Committee would at the same time, suggest the energising of the existing anti-corruption and vigilance machinery in the tribal areas to prevent corrupt practices and exploitation which may have developed in the process of implementation of the development programmes.

Reply of Government

The Government has accepted that formulation of suitable personnel policies will be important for the development of tribal areas. As has been informed to the Estimates Committee in reply to paragraph Nos. 5.16 and 5.17, the State Governments have accordingly been requested to review their policies in the light of the recommendations of the Working Group on Personnel Policies, set up by the Planning Commission. These aspects are also looked into during the examination of the Tribal Sub-Plans and the Integrated Tribal Development Projects. The question of weeding out undesirable persons and strengthening the administrative set up in tribal areas has been taken up with the State Governments.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 19-11-75]

Comments of the Committee

The result of action taken in consultation with the State Governments may be intimated to the Committee.

Recommendation (S. No. 70—Para 334)

The Committee recommend that the Planning Commission should have a comprehensive plan prepared for tribal development and arrange to lay it on the Table of the House so that it can be discussed fully by the peoples representatives particularly those who come from these areas and have been taking consistent interest in tribal development and welfare. They also recommend that the progress made in the implementation of the tribal sub-Plans should be mentioned in detail in the annual plan reviews.

Reply of Government

Sub-Plans for Tribal Areas are being prepared and when finalised they will be sent to the Parliament. The review of implementation of sub-plans will be undertaken at the time of Annual Plans. The suggestion has been noted.

[D.O. letter No. P.C.(P) 9-27/74 MLP dt. 15-7-75]

Recommendation (S. No. 4—Para. 420)

The Committee are deeply concerned to find that Government have neither finalised strategy nor the schemes for implementation in the hill areas during the Fifth Plan. This may well be due to the fact that Government have not initially evaluated the progress made

in the implementation of various schemes taken up during the Fourth Plan. The Committee would like to stress that this should be done without further delay and strategy for the development of hill areas announced and the specific schemes for implementation in these areas identified in consultation with the State Government concerned.

Reply of Government

The strategy for the development of hill areas during the Fifth Five Year Plan period has been enunciated in the draft Fifth Five Year Plan document (Chapter 14, para 19 of Volume II). To quote:

“For the Hill Areas, in addition to continuing favourable patterns of Central assistance and the determination of the plan size of hill States on the basis of their essential requirements as in the Fourth Plan, additional allocations of funds are being made to supplement, for the execution of integrated area development plans for these areas, the funds set apart by the States from their Plan resources.”

While preparing the draft Fifth Five Year Plan the Planning Commission had urged the State Governments draw up separate integrated plans for their hill areas. The main strategy proposed was that since hill areas differed in their resources endowments, problems and potentialities, they should be looked upon as distinct entities and no general purpose programmes or schemes would be thrust upon them. One of the basic objectives of the hill area development programme is that this programme should give an increased income to the backward families in the hill areas and establish a better economy for them. Programmes would, therefore, be directed towards ‘families’ and built up on an area basis. This policy had broadly been formulated on the basis of the following considerations:

- (a) that the problem of backwardness of the hill areas is a long-term problem which can be tackled only over a long period of time;
- (b) that in view of the indivisibility of the plan and non-plan activity and the basic administrative structure, the States could continue to bear the main responsibility for the development of their hill areas though the Central Government would also actively participate in this task while making special allocations for hill areas and also by

- (i) providing technical support in respect of planning as well as programme development; (ii) continuing and further extending the liberal pattern of Central assistance.

The Governments of Assam, Tamil Nadu and Uttar Pradesh have already submitted their sub-plans for their hill areas. The Government of West Bengal had been requested to send revised proposals as the plan which was submitted was not in line with the strategy indicated above.

Meanwhile for all the concerned States allocations have been made on year to year basis and various programmes are being implemented. Special Central assistance has also being released to these State Governments for 1974-75 and 1975-76.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 19-11-75]

Comments of the Committee

Please see S. No. 78—Chapter II.

Recommendation (S. No. 75-Para 4.21)

The Committee desire that Government/Planning Commission should review the schemes already in operation so as to take necessary remedial measures and to modify them in the light of the experience gained for the implementation during the Fifth Plan period.

Reply of Government

The Planning Commission has already requested the State Governments of U.P., Tamil Nadu, Assam and West Bengal, where the hill areas development plans are being implemented, to furnish the progress of schemes along with their Annual Plan proposals. A review of these scheme is undertaken at the time of the Annual Plan discussions.

[D.O. letter No. PC(P) 9-27/75 MLP dt. 1-10-75]

Recommendation (S. No. 78—Para 4.24)

The Committee note that comprehensive integrated sub-plans are being prepared for which special supplementary assistance has been set apart in the Fifth Plan. The Committee would like to emphasise the desirability of the formulation and finalisation of these sub-plans expeditiously in consultation with the people of the areas concerned to that the implementation of these plans is taken up in time to achieve the maximum results during the plan period.

Reply of Government

The recommendation of the Estimates Committee regarding the formulation and finalisation of these sub-plans expeditiously has been noted and efforts are being made to finalise these sub-plans at a very early date. The desirability of involving the people in the planning process has been emphasised by the Planning Commission. In a letter to the Chief Ministers of the States, the Planning Commission has emphasised the need to involve the representatives of the people in the task of formulation of the plan.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 19-11-75]

Comments of the Committee

The Committee desire that the sub-plans for the hill areas submitted by the State Governments of Assam, Tamil Nadu and Uttar Pradesh should be finalised expeditiously and efforts should be made to obtain the revised proposals from the State Government of West Bengal and also to finalise them so that the development programmes in the hill areas are taken up well in advance and implemented according to a time schedule to achieve the desired objectives.

[Please also see S. No. 74—Chapter II]

Recommendation (S. No. 75—Paras 4.39 & 4.40)

The Committee are concerned to note that as much as 19 per cent. of the total area of the country and 12 per cent of the population are prone to droughts. They further note that Drought Prone Areas Programme was initiated by Government in 1970-71 as a non-Plan central sector scheme with an outlay of Rs. 100 crores and that certain guidelines had been issued to the State Governments for the formulation of the master plans for these areas.

The Task Force on Integrated Rural Development in their Report has stated that 4 States *viz.*, Rajasthan, Andhra Pradesh, Gujarat and Karnataka have very large drought prone areas, compared to other States. In Rajasthan 56 per cent of the geographical area and 33 per cent of the population, in Andhra Pradesh 33 per cent of the geographical area and 32 per cent of the population, in Gujarat 29 per cent of the geographical area and 18 per cent of the population and in Karnataka 25 per cent of the geographical area and 22 per cent of the population are within the ambit of drought

prone areas. From the details of the annual expenditure incurred by the State Governments on D.P.A.P., the Committee note that a total expenditure of about Rs. 91.30 crores has been incurred by 13 States during the last four years while the expenditure in the 4 States of Rajasthan, Andhra Pradesh, Gujarat and Karnataka has been of the order of Rs. 14.41 crores, Rs. 8.59 crores, Rs. 10.71 crores and Rs. 10.31 crores respectively. The Committee are not aware of the manner in which allocation of the outlay of Rs. 100 crores was made to the various States for the implementation of their drought prone area programmes. It was expected that most of the outlays on this programme should have gone to the States which have very large drought prone areas. The Committee feel that the allocations for drought prone area programmes should be made with reference to the area involved and population affected in each State. The Committee would like Government to review their system of allocation of these resources so as to ensure that maximum benefits are derived by the States which have large chronically drought prone areas.

Reply of Government

During the Fourth Plan, allocation of funds to the D.P.A.P. districts was made on *ad hoc* basis at the rate of Rs. 2 crores per district irrespective of the coverage of programme in the district. The position has since been reviewed and it has been decided that the allocation of funds in the Fifth Plan will be made on the basis of the percentage area covered to the total area of the district as indicated below:

	(Rs. crores)
(a) Area coverage under D.P.A.P. of more than 75 per cent of the geographical area of the district	3.00
(b) Area coverage of 50 per cent to 70 per cent	2.50
(c) Area coverage of less than 50 per cent	2.00
(d) For each contiguous taluka/tehsil	0.30

[D.O. letter No. PC(P) 9-27/74 MLP dt. 30-7-75]

Recommendation (S. No. 80—Para 4.41)

The Committee note that drought prone area programme covers minor and lift irrigation, soil conservation, afforestation, roads and drinking water supply. They find that while some progress has been made under minor irrigation, soil conservation and afforestation, the progress under roads and drinking water supply is very unsatisfactory. In fact, except Andhra Pradesh and Gujarat no other State appears to have undertaken any scheme for drinking

water supply at all. The Committee need hardly stress that in the implementation of the drought prone areas programme, greater emphasis should be laid on the provision of minor irrigation including lift irrigation and drinking water supply to these areas. The Committee urge that specific sectoral allotments for the various schemes should be made by Government after ascertaining potentialities thereof in each State and the progress in their implementation watched.

Reply of Government

As suggested by the Committee, the formulation of programme is now based on the resource endowment. Programmes like development of irrigation, soil and moisture conservation, afforestation, pasture development, animal husbandry, etc. are included depending on the resource situation.

Drinking water programme is a major component of the Minimum Needs Programme formulated in the Fifth Plan period. Therefore, investment from the Drought Prone Areas Programme for drinking water is limited to districts with extreme problems of drinking water shortage like Rajasthan districts. The basic approach is to tailor the programme to the need and potential of the given situation in terms of land and water resources and taking into consideration investment from other sectors of the plan for some of the key programmes.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 30-7-75].

Recommendation (S. No. 81—Para 4.42)

The Committee are in agreement with the Irrigation Commission that there is need for a quick and early hydrological survey of the drought prone areas which have either remained unsurveyed or have been partly surveyed, for undertaking investigations for irrigation resources from surface and ground water.

Reply of Government

Surface water studies have been done and several projects have been formulated. As the major drought prone areas also fall within the command of the major rivers—Krishna, Godavari and Narmada—which are under inter-State dispute, inclusion of the projects in the Plan had necessarily to be held up. As and when the inter-State disputes are being cleared, these projects will be taken up

Meanwhile, by mutual agreement between the States, some important projects have already been initiated. Regarding ground water potential of the drought prone areas, the Ministry of Agriculture and Irrigation have asked the concerned States to make a detailed survey during the Fifth Plan period.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 15-7-75].

Recommendation (S. No. 81—Para 4.43)

The Committee attach the greatest importance to ground water survey, for more than 80 per cent of our population is dependent on agriculture and this can be given a fillip, particularly in the backward areas if water for irrigation becomes available on an assured basis. One of the main reasons for the spectacular progress made in Punjab, Haryana, Western U.P., Tamil Nadu, Andhra Pradesh etc., in the matter of agriculture is due to the tapping of underground water resources. The Committee are, therefore, greatly perturbed to note that Government has so far been able to complete its survey of only 1.2 million sq. k.m. out of a total 3 m.sq. of mapable area. The Committee recommended that priority should be given to the survey of backward areas, particularly those which are known to have underground water potential. The Committee would also like that concerted efforts should be made to locate ground water supply in areas which are prone to drought year after year so that positive measures could be taken to reverse the cycle of drought by exploiting the underground water resources. The Committee recommend that this matter should be reviewed at the highest level and an integrated and well-coordinated programme of surveys should be prepared. It is also necessary that the execution of projects for tapping the underground water is taken up as a national effort with the help and cooperation of Central and State Governments as also all other agencies concerned.

Reply of Government

The Government is fully seized of the need for expediting ground water investigations in the country. Concerted efforts are being made to accelerate investigations being conducted by the Central Ground Water Board and the State Ground water Organisations. Priority in such investigations is being given to chronically drought affected areas. This has been recently reviewed by the Committee of Secretaries; as a result measures have been taken for monitoring the programme of ground water development, particularly in the Eastern Region which has considerable potential for development.

A Centrally Sponsored Scheme has recently been introduced under which 50 per cent matching grant would be made available to the State Governments for strengthening their ground water organisations in critical areas in which they are weak.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 19-11-75].

Recommendation (S. No. 82—Para 4.44)

The Committee further suggest that with the help of Agricultural Research Institutes at the Centre and the States, Government should evolve agricultural technology, farm practices and seeds etc., suited to the drought prone areas and ensure their easy availability to the farmers so as make these areas more and more productive. Another area which requires concerted measures pertains to the development of subsidiary occupations for the farmers and landless labour in these areas so that they can have supplementary source of income to save them from the scourge of hunger and scarcity. Traditional occupations like sheep breeding could be supplemented by development of animal husbandry, handicrafts etc., in these areas.

Reply of Government

With a view to involve the Agricultural Research Institutes at the Centre, and the States, it has been decided to form a consortium of the agricultural scientists (working in the drought prone areas or in areas of similar ecological conditions) to provide assistance in developing a suitable strategy for maximising the productivity from the given land and water resources in each area. As recommended by the Committee, attention will be given to the problem of marginal farmers and landless labour in this region to augment their income through subsidiary occupations such as development of animal husbandry including sheep breeding. The proposal to include handicrafts under the purview of the scheme is receiving attention.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 30-7-75]

Recommendation (S. No. 84—Paras 4.58 & 4.59)

The Committee note that a detailed Soil survey of the Bundelkhand region as suggested by the Study Group of the Planning Commission is proposed to be initiated after the Fifth Plan proposals are sanctioned and staff appointed.

The Committee desire that concerted efforts should be made to finalise the 5th plan proposals expeditiously so that the work in connection with the soil survey is initiated without much delay and completed within the stipulated period.

Reply of Government

Regarding the soil survey of Bundelkhand Region, the Directorate of All India Soil and Land Use Survey has procured aerial photographs for all the Bundelkhand districts of Uttar Pradesh and Madhya Pradesh from the Survey of India. The States had been requested to identify watershed areas—about 5,000 hectares each, on which surveys would be undertaken on pilot basis. These areas are not yet identified. After the State Governments identify watershed areas, the Directorate of All India Soil & Land Use Survey would initiate the survey work.

[D.O. letter No. PC (P) 9-27/74 MLP dated 1-10-75]

Comments of the Committee

While the Committee note that aerial photographs for all the Bundelkhand districts of U.P. and Madhya Pradesh have been procured by the Directorate of All India Soil and Land Use Survey, they desire that the question of identifying the watershed areas should be vigorously pursued with the State Governments concerned so that work in connection with the soil survey is initiated without further loss of time and completed within the stipulated period.

Recommendation (S. No. 85—Para 4.60)

The Committee note that an indent for the supply of aerial photographs of 1 : 6000 scale to be used as base maps for reconnaissance soil survey has been processed by the Survey of India and is with the Ministry of Defence for security clearance. The Committee would like to be appraised of the decision taken in the matter by the authorities concerned.

Reply of Government

Aerial photographs for all the Bundelkhand districts of Uttar Pradesh and Madhya Pradesh have been procured by the Directorate of All India Soil and Land Use Survey from the Survey of India. The State Governments concerned had been requested to identify areas proposed to be taken up for the detailed soil survey.

The Survey operation will commence, after the requisite information is received by the Directorate from the respective States.

[D.O. letter No. PC (P) 9-27/74 MLP dated 1-10-75]

Comments of the Committee

Please see S. No. 84—Chapter II.

Recommendation (S. No. 86—Para 4.61)

The Committee would also like to be apprised of the action taken by the State Governments of Uttar Pradesh and Madhya Pradesh on the suggestions made by the Study Group with regard to the development of animal husbandry in Bundelkhand.

Reply of Government

Actions initiated by the State Governments of Uttar Pradesh and Madhya Pradesh on the suggestions made by the Study Group are enumerated below:

UTTAR PRADESH

(a) Cattle development

(i) To augment the productivity of local cows, 24 artificial insemination sub-centres would be established during the Fifth Plan in this region. Six exotic, 100 cross-bred and 38 improved bulls would be located in the region.

(ii) Two exotic cattle breeding farms would be established in the State during the Fifth Plan as part of the State Plan. Under the Central Sector, one Jersey Breeding farm is being established at Andesh Nagar (Lakhimpur-Kheri). Depending on the availability of resources it is proposed to establish an exotic cattle breeding farm at Jhansi in their region.

(iii) A Corporation *viz.*, Prayag Chitrakoot Krishi Avam Godhan Vikas Nigam has been established which will cover Chitrakoot area of Banda district and trans-Jamuna area of Allahabad. The programme envisages crossing of 40000 local cattle in the first instance and will be extended to cover one lakh cattle ultimately. The Nigam would be run under the guidance of Bhartia Agro Industries Foundation, Urulikanchan with whose guidance the programme has been chalked out.

(iv) During the Fifth Plan, five new veterinary hospitals, 60 stockmen centres and three mobile units would be set up to strengthen the existing programmes in order to provide adequate health cover.

(v) The rinderpest eradication programme would be continued along the inter-State borders to check ingress of the disease.

(b) *Sheep development*

(i) An intensive sheep development project to improve the quality and productivity of sheep of Bundelkhand region would be established during the Fifth Plan. Cross-bred rams would be introduced into the region. Under the scheme 33 new sheep and wool extension centres would be established. Machine shearing and wool grading facilities would also be provided.

(ii) A Sheep and Wool Development Corporation has been established. This Corporation would take over one of the State livestock farms in the district of Jaleun as a base for keeping exotic and cross-bred sheep.

(c) *Improvement of grazing resources*

(i) The Forest Department of the State Government is rendering all assistance to the development of pastures, grasslands and fodder banks.

(ii) It is proposed to distribute high-yielding varieties of fodder seeds at 50 per cent. subsidy which would cover about 3032 hectares during the Fifth Plan. It is also proposed to organise 480 demonstration and 100 relay cropping demonstrations on the farmers' fields.

(iii) Fodder seed multiplication programme is already being undertaken at the State livestock farms, Bharari and Saidpur (Jhansi) with the assistance of Indian Grass and Fodder Research Institute, Jhansi. The State Government is also pursuing with the Forest authorities to increase the production of grass seeds either at one of the existing farms or in the forest areas.

MADHYA PRADESH

(a) *Cattle development*

(i) The State Government is laying more emphasis on cross-breeding with exotic Jersey milch breed to increase milk production.

In this region exotic Jersey bulls are located in intensified key village blocks. Additional Artificial Insemination Centres are also being established for semen collection.

(ii) It is proposed to establish an exotic cattle breeding farm at Bhopal under the Centrally sponsored sector. A Haryana Cattle Breeding Farm is already functioning at Ratona.

(iii) The State Government is considering the question of establishing a fodder seed multiplication farm either at Tikamgarh or at Deval. This farm would produce quality seeds, cuttings etc.

(iv) The State Government feels that a fodder bank might be established by the Forest Department as the Veterinary Departments experience in setting up a fodder bank has not been encouraging.

(b) *Sheep development*

The State Government has prepared a programme on intensive sheep development project to be initiated in the Bundelkhand region. The State Government have also proposed sheep production programme through small and marginal farmers and agricultural labourers in Tikamgarh District.

(c) *Improvement of grazing resources*

The State Forest Department has established a cell for pasture development which formulates plans for the development of village pastures in coordination with village Panchayats. The State Veterinary Department has also an officer who has specialised in this field. His services would also be available to the forest Department.

[D.O. letter No. PC (P) 9-27/74 MLP dated 1-10-75]

Recommendation (S. No. 87—Paras 4.62 & 4.63)

The Committee are unhappy to note that the Study Group appointed by the Planning Commission on Irrigation Potential has not submitted its report so far though the Group was set up some time in December, 1972. The formulation of integrated plan and successful implementation of any agricultural programme of an area and its distribution to a larger population depends on the irrigation potential of that area. The Committee need hardly stress the urgency and importance of the completion of such a survey in the interest of the rapid development of the region.

The Committee, therefore, desire that concerted efforts should be made to finalise the report without further delay so that the development of the irrigation potential in Bundelkhand is taken up without any loss of time. The Committee would like to be apprised of the findings of the Study Group and the action proposed to be taken thereon.

Reply of Government

The Study Group, appointed by the Planning Commission on Irrigation Potential in Bundelkhand, has submitted its report. The main findings of the Study Group are as follows:

- (i) The land potential in the Bundelkhand region is more than the estimated water potential. The areas are fertile and intensity of irrigation can be increased, if sufficient water could be made available;
- (ii) There is a proposal for using some Yamuna water in this region;
- (iii) The preparation of the detailed plan, taking into consideration the requirements of the entire Bundelkhand region and also the requirement of all other areas in Madhya Pradesh in the sub-basin, might be carried out by a body like a river board or full-time technical group working full time for at least two years before a reasonable document can emerge;
- (iv) A whole-time technical unit in the Central Water Commission should be established;
- (v) The technical group might be set up under a Chief Engineer and will be assisted by whole-time small technical cells to be set up by the States concerned; and
- (vi) The outline Plan prepared by the Technical Cell should be placed before the full Central Water Commission for consideration and to recommend an overall plan for the use of Betwa, Ken and Sindh rivers.

The report of the Study Group has been circulated to the concerned States for their comments and will be placed before the Joint Coordination Committee of Madhya Pradesh and Uttar Pradesh set up for the development of Bundelkhand region.

Recommendation (S. No. 92—Para 4.68)

The Committee hope that the overall plan for the sub-basins of Betwa, Ken and Sindh rivers which drain Bundelkhand region, would be prepared by the State Governments concerned expeditiously. The Committee, however, desire the Planning Commission to maintain a close coordination with the concerned State Governments to ensure speedy finalisation of the various programmes/schemes and their execution in the interest of the development of Bundelkhand region.

Reply of Government

This observation has been noted. The Planning Commission is already maintaining a close coordination with the concerned State Governments for the formulation of the development programmes for the utilisation of water potential in the sub-basins of Betwa, Ken and Sindh rivers which drain Bundelkhand region.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 1-10-75]

Recommendation (S. No. 93—Para 4.72)

The Committee note that concerned at the backwardness of Eastern U. P., the Planning Commission and Government of India had taken initiative as early as 1962 to have a study made of the problems afflicting this heavily congested part of the country and to outline the potentialities and measures for its development. The Study Team submitted its report in 1964. The Committee find from the action taken note, received from the Government, that there has been an increase of only 11.4 per cent in agricultural production over 1960-61. The Committee consider this achievement to be unimpressive in the context of the Green Revolution which resulted in marked increase in agricultural production in other parts of the country, particularly in Western U.P., Haryana and Punjab. As Eastern U. P. has got fertile soil and potential overground and underground water resources, there is no reason why it should not be possible, through concerted measures, to achieve increase in the agricultural production in this area comparable to that of Western U. P., etc. The Committee therefore, stress that a package programme of inputs, including development of irrigation and water resources, seeds suited to the climate and the soil, fertilisers and pesticides, should be made available to this area in the interest of achieving greater increase in agricultural production.

Reply of Government

While formulating plans for various programmes and projects for the Fifth Five Year Plan special care has been taken to ensure that adequate funds are made available for various programmes in relatively backward regions and depressed pockets of the State. Among the densely populated regions of Uttar Pradesh it is recognised that the productivity of the Eastern Region is the lowest. The Fifth Plan strategy is to increase the productivity in the Region by taking a series of steps. Irrigation is one of the most important input of agricultural production and utmost attention is intended to be given, within the resources available, to provide irrigation to as large an area in the Eastern Region as possible.

Intensive programme of supply of improved seeds, distribution of fertilizers, plant protection, supply of agricultural implements, increasing the productivity of commercial crops and establishment of an Agricultural University at Faizabad are some of the proposed steps to be taken to improve the production in the Eastern Region.

[D.O. letter No. PC(P)9-27/74 MLP dt. 19-11-75].

Recommendations (S. No. 94—Paras 4.73, 4.74 and 4.75)

The Committee are greatly disappointed to note that not much progress has been made in the matter of industrial development on the ground that power and other incentives like relaxation in sales tax etc. were not available. The Committee see no reason why in all these 10 years, Government could not take suitable action to see that power became available in this area and paper mills, chemical industries, cotton mills, sugar mills and the distilleries came to be established, as envisaged in the Study Team Report.

The Committee are greatly disappointed that no work has admittedly been done in the matter of establishing machine tool and other ancillary industries which were to be taken up in the Central Sector. The Committee stress that Government should review at the highest level, the reasons for this continued lack in the establishment of industries in the Eastern U. P. in all these ten years and take concrete measures to ensure that this long neglected area which is heavily populated, gets its due share in the matter of establishment of industries.

The Committee would like to be furnished with a detailed note within six months setting out the concrete action taken in pursuance of the above recommendations.

Reply of Government

The State Government is aware of the fact that eastern districts of Uttar Pradesh need accelerated development so that the discrepancies in the level of development amongst the various regions of the State are not further widened. The State Government has already initiated various development programmes which benefit this area. In addition to the normal State Plans, Central Government have also undertaken various development programmes which benefit the eastern districts of Uttar Pradesh.

I. State Government

(i) A Corporation called 'Uttar Pradesh Poorvanchal Vikas Nigam Limited' was registered in March 1971, with an authorised share capital of Rs. 2 crores. The main object of this Corporation is to accelerate the process of industrialisation in the 15 districts of eastern U.P. and towards this end, besides undertaking promotional activities, the Corporation also directly participates in setting up industries as joint ventures with private entrepreneurs. Special emphasis is being laid on rural industries like brick kilns and industries based on agriculture like Khandsari units.

(ii) Uttar Pradesh Agro-Industries Corporation has also undertaken programmes to set up industrial units in the backward areas. A cold storage has been constructed at Nawabganj (Allahabad) and custom service centres for the repair of tractors and other agricultural implements have been set up at Allahabad, Varanasi, Maunath Bhanjan (Azamgarh), Gorakhpur, Balrampur (Gonda), Basti, Faizabad and Pratapgarh. It is also proposed to establish a cattle feed factory at Gorakhpur and Canning and Bottling Unit at Khalilabad (Basti).

(iii) Under the scheme of Grants, the Department of Industries, promotes the setting up of small industrial units.

(iv) Letters of Intent for the establishment of distilleries—one each in Gazipur and Deoria district have been issued.

(v) Two sugar mills in Azamgarh district, and one each in Ballia and Gazipur are proposed to be established.

(vi) There are proposals to set up 5 spinning mills of 50,000 spindles each. Out of these three would be in joint sector and 2 in the public sector.

(vii) It is proposed to set up a new cement plant, and to expand the 5 existing cement plants. Industrial Projects are set up keeping in view cost benefit ratio, availability of inputs etc. In the light of these decisions are arrived at about locating the projects.

II. Central Government

(i) The total investment in these projects upto the end of Fourth Plan amounted to Rs. 72.57 crores. In the Fifth Plan it is proposed to invest another Rs. 18.62 crores in industrial projects. The table below gives the project-wise details of investments.

(Rs. crores)

	1951-74	Proposed for Fifth Plan
1. Diesellocomotive works, Varanasi	19.57	—
2. Fertilizer factory, Gorakhpur	33.00	1.56
3. Singrauli Coal Fields	10.00	—*
4. Triveni Structural Ltd. Allahabad	10.00	3.94
5. Argon Factory Plant, Gorakhpur	—	0.37
6. N.P.K. Granulation Unit, Gorakhpur and Durgapur	—	1.00
7. Bharat Pumps and Compressors Ltd. Allahabad	—	6.85
8. Telephone Instruments Factory, Allahabad	—	3.70
9. Transmission Equipment Factory, Allahabad	—	1.20
Total	72.57	18.62

*The requirements would be adequately provided by National Coal Development Corporation. No specific amount is, however, earmarked.

(ii) Eleven districts of eastern U.P. have been selected by Planning Commission, in consultation with the Ministries concerned, where concessional finance is being available to entrepreneurs from financial institutions for establishing industries.

(iii) One of 15 districts of eastern U.P., 3 districts viz. Basti, Faizabad and Ballia have been selected to qualify for the central scheme of investment subsidy for promotion of industries. Under the scheme the Government of India would subsidise 15 per cent of the total fixed capital investment of the project both in the private and public sector, subject to the ceiling of Rs. 15 lakhs in individual cases.

(iv) With a view to expediting industrialisation in the identified backward areas mentioned at (ii) above, the Income Tax Act has been amended. Under the amended Act a reduction equal to 20 per cent of the profits derived by an industrial undertaking set up in the identified backward areas while computing its taxable profits for an initial period of 10 years, has been allowed.

III. Power Development

(i) Special efforts were taken to develop power programmes in the eastern districts of U. P. A big hydel and thermal power complex has been established in the district of Mirzapur which comprises of Rihand Hydel (300 MW), Obra Hydel (99 MW), Obra Thermal (250 MW) and Obra Thermal Extn. Stage I (300 MW) and Kenukot (125 MW).

(ii) In addition to the above mentioned projects Obra Thermal Extn. Stage II (600 MW) and Stage III (400 MW) are also under construction and it is expected that these two projects would be completed during the Fifth Plan period.

(iii) The programmes relating to the electrification of villages and energisation of pumpsets and tubewells in the rural areas of eastern U. P. also received adequate attention in the earlier years. It is reported that upto 1973-74, 17 schemes with an estimated cost of Rs. 12.93 crores had been sanctioned by Rural Electrification Corporation.

[D.O. letter No. PC(P)9-27/74 MLP dt. 19-11-75]

Comments of the Committee

The Committee would like Government to have a close watch to ensure that not only the Central development plans but also those initiated by the State Government for the benefit of the eastern districts of Uttar Pradesh are implemented according to schedule. The Committee also desire that a periodical review of the progress made in the implementation of these programmes should be made with a view to taking suitable steps to accelerate the pace of development in these districts wherever and whenever found necessary.

Recommendation (S. Nos. 100 and 101—Paras 5.16 & 5.17)

The Committee consider that one of the main reasons why there has been no marked development in the backward areas, has been

that posting of personnel to these areas is generally considered a penal measure and the officers who are not considered upto the mark, are ordinarily posted to these areas. The result is that they take little interest in the development of these areas. Moreover, a number of posts in these backward areas remain vacant and there are frequent transfer of officers posted to these areas. The Committee would like to stress that apart from the schemes and plans, it is personnel, entrusted with the work of executing these schemes, which matter most. The studies brought out by the Indian Institute of Public Administration have clearly shown how the different officers, entrusted with the work of a Tribal Development Corporation, were able to produce quite different results. It is only the officers with drive and vigour and a keen interest in the development work, who can produce the desired results and make a marked change in the life of people residing in these areas. The Committee stress that in the interest of bringing about rapid development of these areas Government should review critically the existing personnel policies and practice in respect of these backward areas and post the best and most efficient officers, with about 7 to 10 years' service, to these areas. They should be assigned specific tasks, the performance of which should be taken special note of, for future promotions.

The Committee note that one of the reasons why officers are not willing to work in backward areas, is the lack of educational, medical and communication facilities. The Working Group on Personnel Policies for Tribal Areas has already recommended various monetary and other incentives for the persons working in tribal and backward areas so as to compensate them for the lack of facilities in these areas. The Committee recommend that the Central and the State Governments should work out a scheme of attractive incentives such as additional increments for the persons posted to work in backward areas so as to induce, the best among them, to go to these areas. Work in these areas should be given special recognition so that persons concerned are imbued with a sense of achievement and pride. Moreover, persons posted to these backward areas should not be transferred frequently and they should be allowed to work for a minimum period of 4 to 5 years so that they may become fully acquainted with the problems of these areas and are able to successfully implement the development schemes. The Committee consider that it should be obligatory for every officer to work for a minimum period of five years in one of the backward areas during the first 15 years of his service. The Committee would like to be informed within three months of presentation of the Report concrete action taken in pursuance of the above recommendation.

Reply of Government

The recommendations contained in paragraphs 5.16 and 5.17 of the 69th report on the Development of Backward Areas has been considered and has also been brought to the notice of the State Governments who have the primary responsibility for the development of backward areas.

As the Estimates Committee are aware, the Working Group on Personnel Policy for Tribal Areas, which had been set up by the Planning Commission, had considered this aspect and made recommendations regarding the monetary and other incentives for personnel working in tribal areas. The Government have brought these recommendations also to the attention of the State Governments for such action as they may consider appropriate.

The Home Ministry (Tribal Development) is considering the review of action taken by the State Government on the following points:—

- (a) Setting up of a review machinery for ensuring that key personnel are carefully selected by various departments for posting to tribal areas.
- (b) Steps taken for weeding out below average officers from the project areas as soon as they are initiated.
- (c) Computing of the incentive proposed to be given to personnel in tribal areas, indicating clearly the minimum and maximum incentives that will be given as also the grounds for differential rates of compensation.

[D O. letter No. PC(P)9-27/74 MLP dt. 15-7-75]

Recommendation (S. No. 103—Para 5.25)

The Committee feel that the Programme Evaluation Organisation of the Planning Commission which has experience of more than a decade in evaluating projects should be asked to take up immediately the evaluation of the specified developmental schemes already implemented or in the course of implementation for backward areas so as to evolve the best methodology which could be followed for implementation in the Fifth Plan. The Committee would like to be informed of the concrete action taken by Government in this behalf within three months of the presentation of the report.

Reply of Government

The Government have accepted the recommendations made by the Estimates Committee in paragraph 5.25 of their Report. The Programme Evaluation Organisation will shortly undertake a pilot study of selected industrially backward districts to assess the impact of the schemes of concessional finance and investment subsidy, which have been in operation for over four years.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 15-7-75]

Recommendation (S. No. 103—Para 5.26)

The Committee would like to emphasize that it is not the formulation of the plans or schemes but their actual implementation with real zeal and vigour which really matters in the final analysis. It is in this context that importance of the monitoring and evaluation of the schemes for the development of backward areas has to be realised. The Committee would like to emphasize that monitoring of the results achieved in the field of developmental programmes for backward areas, should be done in right earnest so as to take timely remedial measures and modify or make changes, as necessary, in the schemes to ensure that the benefit in fact flows to the weaker sections of the society and backward areas as intended.

Reply of Government

[D.O. letter No. PC(P)9-27/74 MLP dt. 15-7-75]

The emphasis laid by the Estimates Committee on effective implementation and monitoring and evaluation of the schemes for the development of backward areas is noted.

[D.O. letter No. PC(P)9-27/74 MLP dt. 15-7-75]

CHAPTER III

RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF GOVERNMENT'S REPLIES

Recommendation (S. No. 2—Para 1.15)

The Committee are concerned to note that although the problem of development of backward areas and removal of regional imbalances has been engaging the attention of Government from the beginning of the First Five Year Plan, yet no concrete and concerted measure was initiated in this behalf till 1968. It was only in November, 1968 that Government appointed two Working Groups (i) to recommend an objective criteria to be followed in identification of backward regions and (ii) to recommend the nature of concessions to be given for encouraging the development of industries in these regions. The Committee note that the State Governments were originally requested to select two districts/areas from each of the States identified as industrially backward and one district/area from each of the other States/Union Territories to qualify for a central scheme of investment/subsidy. Within a period of 6 months, the scope of this scheme was extended to cover six districts/areas in each of the States identified as industrially backward and three districts/areas in each of the other States. The result has been that as many as 233 districts have become eligible for these concessions under this scheme.

Reply of Government

No specific action on the part of the Government is envisaged in this paragraph. However, it may be pointed out that the original Central scheme of investment subsidy came into effect from 26-8-1971 and the subsequent decision to extend the coverage came into effect from 10-7-1972. Thus, the decision to extend the coverage of the Central scheme of investment subsidy was not taken within a period of six months, as stated in the Estimates Committee Report. Further, the decision to extend the scope of the Central investment subsidy scheme has resulted in increase in number of dis-

tricts/areas to qualify for the purpose from 44 to 102 districts, and not 233 districts as stated in the Estimates Committee Report.

[D.O. letter No. PC(P) 8-27/74 MLP dt. 1-10-75].

Recommendation (S. No. 2—Para 1.16)

The Committee fail to understand that while on the one hand, Government have been pleading financial constraints as a reason for not being able to take steps for the accelerated development of the backward areas in the country, on the other, the scope of the scheme has been extended to a large number of areas with the result that the impact of the scheme has been considerably diluted and these districts have not been able to make any significant progress in the matter of development. The Committee regret to note that although the Pande Working Group recommended the selection of only 20—30 districts in the industrially backward States/Union Territories for special incentives, Government did not accept this recommendation even though it had been specifically pointed out by them that in the working of Industrial Development Area Scheme, the progress had been slow in the States which had taken relatively a larger number of these areas. The Committee are of the view that in the present situation of constraint of resources and availability of entrepreneurial skill as well as administrative and organisational resources of the States, it would have been far better if the recommendation of the Pande Group had been accepted and efforts had been concentrated in a limited number of districts by giving them liberal incentives so that in the backward States, there would have been atleast one district/area where significant economic development had taken place which would have served as an example to other areas.

Reply of Government

The more important reasons for not accepting the recommendation of the Pande Working Group for selection of 20—30 districts for special incentives from States/Union Territories identified as industrially backward were as follows:

- (i) Prior to the consideration of the recommendations of the Pande and Wanchoo Working Groups by the NDC Committee of State Chief Ministers, it was noted that fresh investment was not forthcoming even in comparatively advanced areas and also that the Industrial Development

Bank of India had agreed to provide assistance on preferential basis to small and medium scale industries in relatively under-developed areas. However, the NDC Committee considered the recommendations of the Working Groups and decided that the concessions to be offered by the financial institutions to the industrial units should be uniformly available to all the selected industrially backward districts, irrespective of being in the backward or advanced States. Accordingly, 244 districts have been selected as industrially backward to qualify for concessional finance.

- (ii) The NDC Committee also decided that out of the districts selected as industrially backward, the scheme of investment subsidy should apply only to two districts/areas in each of the backward States and one district/area in each of the other States/Union Territories. Accordingly, only 44 districts/areas were selected to qualify for the Central Scheme of investment subsidy. On the pressing demands of the State Governments and after a review of the working of the scheme in 1972, it was decided to extend the coverage of the scheme from 2 to 6 districts/areas in each of the industrially backward States and from 1 to 3 districts/areas in each of the other States. This resulted in increase in the number of such districts/areas from 44 to 102 for the Central scheme of investment subsidy.

[D.O. letter No. PC(P) 9-27/MLP dt. 1-10-75].

Recommendation (S. No. 2—Para 1.17)

The Committee recommend that an indepth study of the criteria followed by the Government should be made with a view to adopt a stricter approach in the matter of identification of districts/areas for providing special incentives for their development. They would like Government to review their policy in order to concentrate their efforts in a few selected districts in the backward States which have got growth potential so that real impact may be made in the development of these areas. In the light of the experience gained, concrete schemes could be evolved for application to other areas.

Reply of Government

This recommendation has been considered along with the recommendations made in paragraph No. 2.96 of the Report wherein it is stated, among other things, that the concessions granted in 232

districts already declared as backward should not be withdrawn. Accordingly, the Ministry of Industry and Civil Supplies are undertaking review of the adequacy of the criteria used for identifying industrially backward districts and also the working of the Central subsidy scheme. Steps have already been initiated in consultation with other Central Ministries to examine the growth centre strategy in the context of the development of backward areas with a view to undertake integrated planning and development of infrastructure in the selected growth centres.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 1-10-75].

Comments of the Committee

Please see S. No. 49—Chapter II.

Recommendation (S. No. 8 Para 2.5)

The Committee note that ordinarily the term 'core sector' of the Plan connotes industries which contribute to significant import savings such as steel, non-ferrous metals, fertilisers, mineral oils, coal, machine building, power etc. They feel that development of backward areas is vital for the balanced development of the country and the well-being of the people at large. The Committee therefore recommend that the programme for development of backward areas should be included in the core sector of the Plan so that resources, finance and the essential inputs become available for timely implementation.

Reply of Government

The observation made by the Estimates Committee that development of backward areas is vital for the balanced development of the country and well-being of the people at large is unexceptional. Although backward areas development is not presently stated to form part of the core sector of the Plan in formulating the special programmes such as the National Programme of Minimum Needs, the Sub Plans for Hill Areas, the Drought Prone Areas Programme, it is ensured that the funds are not diverted and substituted for the programmes of other sectors and the local requirements and problem of organisation and administration are duly considered. Besides it has been emphasized to the concerned State Governments to give high priority to the development of their backward areas. In providing basic infrastructural facilities like roads and power and strategic inputs like irrigation and fertiliser, special consideration is given to the backward areas.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 15-7-75]

Recommendation (S. No. 18 Para 2.27)

The Committee note that most of the backward areas in the country, particularly in the States of Madhya Pradesh, Orissa and Bihar have no railway lines to serve them. The Committee feel that railway lines in the backward areas would greatly help in their development by providing the much-needed communication facilities. The Committee, therefore, recommend that a fixed percentage of the investments on the opening of new railway lines should be earmarked for the backward areas.

Reply of Government

The Planning Commission is of the view that while provision of necessary communication facilities is essential for the development of backward areas, this need not necessarily be through construction of railway lines. Rail transport is inherently better suited for mass transport of goods and passengers over long distances while road transport has advantages for distribution of goods and passengers in smaller quantities over short distances. The transport requirements of the backward areas should be met through development of these facilities which can be provided at minimum cost to the economy of the country. Construction of new railway lines involves heavy investment and new railway lines should be taken up only after detailed surveys and investigations have established that this would provide the best and most economical mode of transport to meet the traffic needs of the area. It may not therefore, be possible to earmark fixed percentage of the investment on the opening of new railway lines for the backward areas.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 1.10.75]

Recommendation (S. No. 24 Para 2.39)

The Committee feel that it should be incumbent on Indian Institutes of Technology and other leading technical institutes which have been established under the auspices of the Government or receive substantial grants from the Government that they set up at least one technical training centre in a backward area. The advantage of this would be two-fold, namely—to afford these premier technical institutions an opportunity to understand the problems of backwardness and to evolve concrete measures for its

eradication. It would also enable the local population in these backward areas to come in contact with the best that is available in the technical field and thus abridge the process and period ordinarily required for development.

Reply of Government

According to the provisions of the IIT Act which defines the functions of the Indian Institutes of Technology, they cannot set up Technical Training Centres in the backward areas. Training and Research undertaken in the IITs and other leading technical institutions such as Regional Engineering Colleges, are of a much higher technical level and would not as such give advantage of technical knowledge to the people in the backward areas. On the other hand, the Industrial Training Institutes are supposed to cater to the requirements of technical training at lower levels. In pursuance of the recommendations made by the Estimates Committee in paragraph No. 2.37 of the Report, the Ministry of Labour have already asked the State Governments to carry out an evaluation of the training programmes of Industrial Training Institutes located in the backward areas from this angle.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 1.10.75]

Recommendation (S. No. 30—Para 2.54)

The Committee find that the industrial potential surveys which were intimated as far back as May-June, 1970 have now been completed in respect of all the backward States and Union Territory. The Committee, however, find that these surveys are of a general nature and can at best serve as only the starting point for detailed investigation for establishment of industries in the specified backward areas. The Committee consider that as already more than four years have elapsed since this work was initiated, the follow-up in the form of detailed analysis and technical studies to identify the specific industry and the location thereof, should be undertaken by high-powered team, comprising competent technical personnel who should be asked to submit their reports as per time bound programme. Thereafter Government should select the industry or industries which have the maximum potential for immediate establishment in the specified area. The Committee urge that after the industries and areas have been identified Government should take a firm decision whether these are to be developed in the public sector or in the private sector. If these are to be developed in the public sector, the agency for development together with a time-bound programme, should be laid down and its implementation

watched. In case, it is decided to allot the industry to the private sector, Government should give it the fullest publicity so that the best offer which comes from a party of proven experience and standing, can be accepted for implementation as per time-bound programme. The Committee need hardly stress that if for any reason, the party which has been given the licence to establish the industry, fails to make the requisite progress, Government should not hesitate to take remedial measures to see that the pace of development is not allowed to be retarded and that the targets envisaged are achieved as per time-bound programme.

Reply of Government

It is recognised that the specified project ideas identified through industrial potential surveys, should be further developed and followed-up in the form of detailed analysis of technical studies with a view to identify specified industries, their locations, prospective entrepreneurs, etc. The following steps have already been initiated by the IDBI in this direction:

- (1) The project ideas identified through the surveys have been discussed with the concerned State Governments and State-level institutions;
- (2) Inter-institutional Groups have been organised in most of the States to undertake periodical review of the progress in implementation of identified projects and also to initiate follow-up action on projects, such as, commissioning of project profiles/feasibility reports, identification of entrepreneurs, co-ordination of project financing activities, etc.
- (3) Industrial and Technical Consultancy Organisations have been formed in several States which function as technical consultancy service centres to assist entrepreneurs in preparation of project profiles and to undertake project appraisal, market surveys, etc.
- (4) Two *ad-hoc* working groups have been set up, one for assessment of the promotional measures taken so far by the all-India financial institutions and the other for undertaking on-the-spot study of the problems faced in project implementation and for suggesting measures for effective follow-up of various industrial possibilities identified in the survey reports.

2. The progress made as a result of these and other steps initiated by the IDBI in the implementation of the identified projects, is indicated below:

	As at the end of June, 1975	
	Nos.	(Rs. crores)
(i) Projects already implemented/in the process of implementation	52	196.57
(ii) Projects pending sanction of financial assistance	23	368.84
(iii) Projects with entrepreneurs	11	1066.30

3. In view of the above, it is not considered necessary to set up high-powered teams to undertake further studies.

4. As regards the observation for deciding the establishment of an industrial project in the public or private sector, it is considered that a decision can be taken by the Government only after careful consideration of each individual case in the context of the prevailing situation.

[D.O. letter No. PC(P) 9-27/74-MLP, dt. 1-10-75]

Recommendation (S. No. 38—Paras 2.69 & 2.70)

The Committee note that during the Fifth Five Year Plan, Government envisages a positive shift in the development of small-scale industries in backward areas by earmarking as much as sixty per cent of the outlay (Rs. 81 crores out of Rs. 141 crores) for development of backward areas and for setting up of rural industrial projects.

The Committee would like the Central Government which have more than two decades of experience in the matter of providing guidance to small-scale industries, to pay special attention to the development of small-scale units on the right lines from the very inception. The Committee need hardly emphasize that the entrepreneurs should be helped in every way particularly in the choice of industry, the size of the unit, the availability of raw materials, extension of financial assistance and credit facilities and marketing for the end-products.

Reply of Government

The programmes for the development of small-scale industries consist of a number of schemes for providing assistance and facili-

ties in different forms. The bulk of the programmes are implemented by the State Governments, most of whom are taking steps to provide a package of assistance to the small entrepreneurs. These programmes are supplemented by some of the schemes which are administered by the Centre and the financial institutions.

[D.O. letter No. PC(P) 9-27/74-MLP, dt. 30-7-75].

Recommendation (S. No. 42—Para 2.74)

The Committee note that Government are laying great emphasis on Rural Industries Projects and propose to increase the outlay from only Rs. 9.5 crores to Rs. 45 crores in the Fifth Plan. While the Committee are one with Government about the need for establishment of more industrial projects they feel that in the interest of achieving the objective underlying them, it is absolutely essential that these projects are located in areas which have the potentiality. The Committee are greatly concerned that the strategy to be followed in the setting up of these units is however still under consideration of a Committee appointed by Government. Having regard to the fact that rural industries projects came to be established more than ten years earlier, the Committee feel that strategy in this behalf should have been evolved before the conclusion of Fourth Plan and in fact this should have been fully taken into account while selecting the location for the new 57 rural industries projects during the Fifth Plan. The Committee would like Government to finalise the strategy without further delay as also review the location of the Rural Industries projects for the Fifth Plan in the light thereof so as to make sure that these have the potentiality and would make the desired contribution in the developmental effort.

Reply of Government

The locations of all the 57 new Rural Industries Projects for the Fifth Plan, were settled during the Fourth Plan itself. They are all located in the industrially backward districts, as recommended by the Estimates Committee in Para No. 6.4 of their Report. The strategy to be followed in the development of small industrial units in the Rural Industries Project areas, was finalised in September, 1974, and communicated to the States and Union Territories in December, 1974. According to the strategy, the choice of location of new small industrial units is to be restricted to focal points or growth centres possessing essential facilities, which were to be identified by the project organisations.

2. In view of the above, it does not appear necessary to review the location of the Projects in which the Programmes are already under implementation.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 19-11-75]

Recommendation (S. No. 61—Para 3.54)

Since the problems and needs of the tribal areas are more or less common, the Committee recommend that the Planning Commission may themselves formulate certain typical Projects on "on-shelf" basis and commend them to the States for adoption with such modifications as may suit local condition. This would cut out delays in formulation and subsequent scrutiny of Projects.

Reply of Government

Since the Sub-plans exercise involves project formulation on the basis of local needs and potentialities, it may not be possible for Planning Commission to undertake such an exercise. The machinery available with the States would have to be fully utilised for this purpose. Past experience reveals that any model formulated by the Centre leads to rigid programming thereby, to some extent, defeating the cause of local initiative and development. However, Planning Commission and Central Ministries would fully associate themselves with the finalisation of Integrated Tribal Development Projects.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 15-7-75]

Recommendation (S. No. 71—Paras 4.12 & 4.13)

The Committee note that the preparation of integrated plans in some of the hill areas was taken up during the Fourth Plan period and that certain guidelines were issued by the Planning Commission to the State Governments for the formulation of such plans in the fields of agriculture, food and Soil Conservation roads, agro industries, animal husbandry, education and health etc.

The Committee are concerned to note that it has not been possible to assess the results achieved as a result of the various programmes taken up for the development of hill areas. The Committee are unable to appreciate the plea that the results in respect of the projects could not be assessed because the accrual of the Central assistance to these areas was not tied up to any scheme or project.

Reply of Government

While preparing the draft Fifth Plan for the Uttar Pradesh and Assam hill areas, assessment of the various programmes taken up for the development of the hill areas during the Fourth Five Year Plan was made. The physical and financial achievements of the various programmes have been shown in the draft Fifth Plans of these hill areas.

Regarding the Nilgiris and Darjeeling hill areas, no separate programmes for the hill areas were chalked out by the State Governments for the Fourth Plan. For Darjeeling, toward the end of the Fourth Plan, Rs. 30 lakhs were sanctioned by the Centre for advance action on integrated area development plan of Darjeeling Hill Areas. The State Government spent this amount on scheme relating to forests, animal husbandry and dairying, power, education, urban development and panchayats.

Besides the assessment of the development programmes at the time of the preparation of the Fifth Five Year Plan, these programmes are also assessed at the time of the Annual Plan discussions when detailed discussions are held. During the Fifth Plan period the concerned State Governments have also been requested to send quarterly progress reports on their programmes. The plan outlays are earmarked and as such Central assistance to these areas is tied up to the programmes.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 19-11-75].

Recommendation (S. No. 71—Para 4.14)

The Committee are surprised that even though subsidies have been allowed by Government ranging from 25 per cent to 50 per cent and also 90 per cent of grant and 10 per cent loan was given to the States of Assam, Jammu and Kashmir and Nagaland and 50 per cent grant and 50 per cent loan was given to the States of Tamil Nadu and Uttar Pradesh for the development of these areas, no effective machinery was devised in coordination with the recipient States for evaluating the results of the investments made. The Committee feel that the desired results cannot be achieved unless there is close and effective coordination between the various agencies concerned not only in the formulation of programmes/schemes but also in their implementation.

The Committee would urge that effective arrangements should be made by Government to monitor the progress of the schemes and

evaluate the results achieved, so that weaknesses in the process of implementation are indentified in time and steps to accelerate the pace of development taken wherever and whenever required.

Reply of Government

Effective monitoring pre-supposes the formulation of a well defined and coordinated plan of action and effort in this direction has been made by the formulation of integrated area development plans for hill areas and tribal areas. The methodology of area plan formulation has also been recommended to the State Governments for adoption specially with regard to the formulation of plans for backward areas. It is felt that once such plans get formulated concurrent monitoring as also *ex-post facto* evaluation would be facilitated.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 19-11-75]

Recommendation (S. Nos. 72-73—Paras 4.15—4.17)

The Committee note that the Government of West Bengal did not claim any assistance on this pattern for its hill areas during the 4th plan.

The Committee would like to know the specific achievements made in the fields of Agriculture, Irrigation and Communication as against the targets laid down during the Fourth Plan, reasons for the short fall, if any, in the targets and the programmes proposed to be taken up during the Fifth Plan period for securing accelerated development of hill areas.

The Committee would like to be apprised of the achievements made in other fields such as education, Animal Husbandry, Forest and Soil Conservation and Health etc., and the programmes proposed to be taken up during the Fifth Plan.

Reply of Government

There were separate Plans for the development of Hill areas of Assam and Uttar Pradesh during the Fourth Five Year Plan. A statement giving details of the targets and achievements during the Fourth Plan in these States is enclosed. As there were no separate Plans for the development of hill areas of West Bengal and Tamil Nadu during Fourth Plan, similar information in these areas is not available. |

The Fifth Five Year Plans for the hill areas of Assam, West Bengal, Tamil Nadu and Uttar Pradesh have not yet been finalised.

Hence detailed information is not available. However, tentative targets proposed for the Fifth Five Year Plan for the hill areas of Assam and Uttar Pradesh are shown in the statement (Appendix I). These targets are likely to be revised depending upon the Fifth Plan outlay finally agreed to.

[D.O. letter No. PC(P) 9-27/74 MLP dated 20-1-76]

Recommendation (S. No. 73—Para 4.18)

The Committee find that while broad outlines of the development to be achieved in the Fourth Plan in hill areas was outlined, the Centre does not appear to have carried out any systematic review at the end of the each year to see whether the financial outlays were being appropriately distributed over various sectoral activities.

Reply of Government

No special Central assistance was made available to the concerned States during the Fourth Plan to accelerate the development programmes of hill areas. During Annual Plan discussions the various development programmes, being implemented in the hill areas, were, however, reviewed.

Special Central assistance is being provided during the Fifth Five Year Plan to supplement the Plan outlay being provided as part of the State Plan. During Annual Plan discussions, the requirements of the various sectors of development are reviewed in detail in determining the overall size of the hill area plans.

[D.O. letter No. PC(P) 9-27/74 MLP dated 1-10-75]

Recommendation (S. No. 73—Para 4.19)

The Committee also find that the Government do not have any precise information about the progress made in the implementation of schemes like intensive agricultural development programmes, designing and testing of improved implements suitable to hill areas etc.

Reply of Government

I. Intensive Agricultural Development Programmes in hill areas

The Indo-German Agricultural Development Project was started in Mandi (H.P.) in 1962. The project aimed at integrated development of farm operations including horticulture, animal husbandry

and dairying. The project simultaneously aimed at strengthening of infra-structure for raising production potential as well as organisation of supporting services for supplies and marketing, storage and processing. Encouraged by the performance of the Mandi Project, the field of collaboration was extended to Nilgiris (Tamil Nadu), Kangra (H.P.) in 1966-67 and Almora (U.P.) in 1969. Machinery, equipment and fertilisers required for these projects has been supplied by the Federal Republic of Germany. (F.R.G.).

A brief resume of the major activities in these four projects is given below:—

- (a) **Mandi.** The production of foodgrain in Mandi has been doubled (with 1963 as base year). There has been considerable increase in area under orchards and under irrigation. A dairy plant, soil testing laboratory, sheep breeding farm, agricultural workshop, deep frozen semen bank and fruit canning and processing farm have been set up.
- (b) **Kangra. (H.P.)** The activities in Kangra district include, supply of special fertiliser, seed multiplication and distribution. The programmes relating to high yielding variety of food crops, soil conservation and land reclamation, etc. have been undertaken.
- (c) **Nilgiris. (Tamil Nadu)** Introduction of disease resistant varieties of potatoes through supply of quality seed, improving the supply of fodder, introducing package of practices in respect of paddy production, production of hill vegetables, distribution of fruit and spices plants, etc. have been undertaken.

Almora. (Uttar Pradesh) Distribution of disease resistant potato seeds and introduction of lift irrigation were taken up. To develop animal husbandry in the district, sheep and wool extension centres were set up and Bouillet sheep were supplied.

All the projects have also a workshop each equipped with machinery supplied by the F.R.G., in which project implements, vehicles, etc. are being maintained.

In addition to the Area Development Projects that are being carried out with German collaboration, there are hill region sub-plans for accelerating the integrated development of hill region such as U.P. hill areas, Niligiris, Darjeeling (West Bengal), Assam hills

and Western Ghats etc. In these sub-plans, emphasis is being placed on development of agriculture and horticulture.

• *II. Designing and testing of implements suitable for hill areas*

Under the Indo-German Development Project no separate project for design and testing of agricultural implements, was undertaken as it formed an integral part of the total area development project. Whereas heavy equipment were obtained from West Germany for Project like Mandi, some of the smaller equipment specifically needed for hill areas were manufactured at the workshops set up under the projects. The department has developed and manufactured implements which are suitable for being made as hand tools—pulled by Draught animals. These has been supplied at cost price to the farmers of Mandi and neighbouring areas. The manufactured implements included equipment sets for draught oxen with plough, harrow, cultivator, ridges etc., disc harrows, hoeing equipment, rotators, hand tools such as hoes, rakes, forks etc. and simple threshing machines, apple sorting machines, tractor attachments etc. Since 1964, 22,000 hand tools and 7,000 implements for use with draught animals have been manufactured and sold.

2. During the Third Plan the Government of India, provided financial support for setting up 17 regional testing centres one in each State. Out of these, one was located in Mandi (H.P.) to deal with research, development and testing and popularisation of improved agricultural implements, suitable for the hill areas. This Centre designed a number of useful implements for ploughing, secondary tillage, interculture and evaluated a number of hand tools provided under the programme. The implements found suitable were manufactured and distributed to the farmers. This Centre is now functioning under the control of the State Department of Agriculture.

A research testing centre for design and development of agricultural machinery is being located at the Regional Research Complex at Shillong. This will meet the requirements of the North Eastern hill areas.

A programme to distribute 50 sets of simple manually operated agricultural implements to tribal areas through the Agricultural Universities is also being undertaken.

[D.O. letter No. PC(P) 9-27/74 MLP dated 29-3-76]

Recommendation (S. No. 76—Para 4.22)

The Committee further desire that a time bound programme for the development of hill areas during the Fifth Plan period should be drawn up in respect of the various fields of development and concerted efforts should be made to ensure that these programmes/schemes are implemented according to schedule.

Reply of Government

Development programmes in identified hill areas of the country are now being implemented through the medium of Hill Area Plans which, although distinct, are fully integrated with the Annual Plans of the States.

2. The schemes included in this are such as can be completed within short duration and are also designed to bring direct benefits to the local people in terms of increased production and incomes. Even though, a time bound programme has so far not been evolved over medium and long-term profiles, the strategy is to evolve such a programme over the short term period and to implement it on an annual basis.

[D.O. letter No. PC(P) 9-27/74 MLP dated 1-10-75]

Recommendation (S. No. 77—Para 4.23)

The Committee note that the pattern of Central subsidy and assistance as also the question of making additional allocation of central funds for the execution of the integrated area development plans to hill areas during the Fifth Plan are under consideration. In the opinion of the Committee this should have been completed and announced before commencement of Fifth Plan. The Committee would like to be apprised of the decision taken in this regard.

Reply of Government

Special Central assistance for the hill area development programmes forms part of the total Central assistance that would be available during the Fifth Five Year Plan. A decision regarding the quantum of special Central assistance for hill areas will have to be taken along with the total Central assistance which would be available during the plan period. Both the distribution and pattern of Central assistance during the Fifth Plan period will be decided by the National Development Council. Till such time, it has been decided that for the hill areas, the liberalised pattern of Central

assistance which was in existence during the Fourth Plan period will be continued. During the first two years of the Fifth Plan Special Central Assistance of Rs. 40 crores has been provided for programmes in identified hill areas.

[D.O. letter No. PC(P) 9-27/74 MLP dated 19-11-75]

Recommendation (S. No. 83—Para 4.46)

The Committee would like Government to enquire the above suggestions in all aspects and evolve an integrated approach to fight the endemic problems of scarcity prevailing in these areas. The Committee would like to be informed within 6 months of the concrete action taken in this behalf. They further recommend that suitable information in this regard should be specifically included in the Administrative Reports of the Ministry of Agriculture and Planning Commission and the progress made reported to Parliament every year.

Reply of Government

In the Draft Fifth Plan, it is an accepted principle to have an integrated approach to tackle the endemic problem of scarcity prevailing in these areas, and the projects under the scheme in the Fifth Plan have been|are being formulated accordingly. As regards inclusion of information on these projects in the Annual Reports, this is being done by the Department of Rural Development in the Ministry of Agriculture and Irrigation. In the Annual Plan document published by the Planning Commission, there is a section dealing with this particular programme.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 30-7-75]

Recommendation (S. No. 83—Para 4.46)

The Committee need hardly stress that the success of the schemes in this behalf would be judged by the impact that they make on the areas and population which are at present drought prone and which are made self-reliant and in fact contributors to development.

Reply of Government

The Drought Prone Areas Programme being based on agriculture and animal husbandry development will be limited by the rainfall and the moisture conditions. Handicrafts may be able to provide some palliative. The scheme will have to be judged on the basis of improvement in these sectors subject to the overall potential of the area.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 30-7-75]

Recommendation (S. No. 88—Para 4.64)

The Committee would also like to be apprised of the progress made with regard to Rajghat project, the work on which is proposed to be carried out by the Control Board under the Chairmanship of the Union Minister of Irrigation and Power, with the Chief Ministers and concerned Ministers of both the States of Uttar Pradesh and Madhya Pradesh as Members. The Committee hope that a time bound programme would be drawn up for the completion of the project and that efforts would be made to complete it according to schedule.

Reply of Government

The Department of Irrigation has intimated that it is proposed to set up a Betwa River Board for execution of Rajghat Project for which a Draft Bill has been prepared and is under consideration of the State Governments. The Betwa River Board has to prepare the programme for early completion of the Project.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 30-7-75]

CHAPTER—IV

RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

Recommendation (S. No. 7—Para 2.4)

The Committee regret to note that even after 27 years of Independence and completion of four Five Year Plans, the Government have not finalised their strategy for the development of backward areas. The Committee are dismayed to find that the Committee on Backward Areas which was constituted as early as October 1972 to evolve a strategy for development of backward areas, has yet to give its formal report. The fact that some strategy for development of backward areas, has been outlined in the Fifth Plan, does not and cannot make up for lack of a considered report which was to be given by this Committee so that this could form the basis for informal discussion and taking of decisions in time for incorporation in the Fifth Plan. The Committee urge that the Committee on Backward Areas should finalise their recommendations without further delay and that this should be made available to Parliament at the earliest for informed discussion. Government should in the light of this Report and experience gathered in the field as well as the approach set out in the Fifth Plan document, refine their strategy for the development of backward areas which should be well-suited to the genius and potentialities of the areas.

Reply of Government

In pursuance of the recommendation made by the Estimates Committee, the work on the Report of the Committee on Backward Areas was expedited. The report is now being drafted and is likely to be finalised shortly. The Report when prepared and finalised, will be made available to the Estimates Committee.

[D.O letter No. PC (P) 9-27/74 MLP dt. 19-11-75]

Comments of the Committee

Please see para 3 of the Report—Chapter I

Recommendation (S. No. 31—Para 2.55)

The Committee find that out of the industrial projects recommended in the surveys, only 28 projects, involving a capital cost of Rs. 175 crores have been implemented or are under implementation while 15 projects involving an estimated cost of Rs. 285 crores, are under consideration of the financial institutions for financial assistance. The Committee can see no reason why there should be delay in processing of the 15 pending applications for projects which involve an estimated outlay of Rs. 285 crores when it is the prime need of these areas that industrial units should be established without delay. The Committee would stress the need for having time-bound programme to take decision on projects schemes so that those which are cleared can proceed to the implementation stage without delay and those which are found to be not feasible are rejected so as to leave open the field for submission of more acceptable proposals. The Committee reiterate that the time here is the essence of the matter and that decision on projects for development of backward areas should be reached without delay. They would urge that not only a tight time schedule for this examination should be laid down but a central agency should be nominated to see that it is adhered to and a regular report submitted in this behalf to Government at the highest level to obviate any procedural delays holding up progress.

Reply of Government

As regards the Committee's observations relating to delays and the need for a time-bound programme, it may be noted that processing of applications for assistance depends upon a number of factors like nature of the industry, complexity and size of a project, the quality of the project reports submitted by promoters, techno-economic viability of the projects, the time taken by promoters in supplying information and obtaining Government clearances, inspection of sites, etc. However, some of the more important steps already initiated by the IDBI to follow up the project ideas identified through the surveys, and minimise delays in meeting decisions have been outlined in the comments on earlier para 2.54. Since the IDBI also monitors periodically the progress of identified projects and keeps the Ministry of Industry & Civil Supplies informed about it, nomination of a Central agency to ensure speedy implementation of these projects does not seem to be necessary.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 20-1-76]

Comments of the Committee

Please see paras 6 and 7 of the Report—Chapter I

Recommendation (S. No. 31—Para 2.56)

In the case of projects which are already stated to be under implementation, the Committee would like Government to keep a close watch to ensure that these projects come up, according to the targets envisaged and that they attain full production as per scheduled programme.

Reply of Government

According to existing procedures, holders of industrial licences are required to submit half yearly returns of progress in the prescribed form 'G' (under the RLIU rules) to the concerned Central Technical Authority, administrative Ministries and others. The Technical Authorities make an assessment of the progress made in the implementation of the project licensed and make recommendations which may, in certain cases, amount to seeking a revocation of the licences. After the start of commercial production, the monthly progress of production is regularly monitored by the Technical Authorities. A close watch is, therefore, already being kept by the Technical Authorities and the administrative Ministries concerned in the implementation of the licensed projects.

[D.O. letter No. PC(P) 9-27 MLP dt. 29-3-76]

Comments of the Committee

Please see paras 6 & 7 of the Report—Chapter I

Recommendation (S. Nos. 39 & 40—Paras 2.71 & 2.72)

The Committee would like that the extension staff who are selected for rendering technical services should be persons of proven merit and standing in their field, with dedication to the cause of development, particularly of the backward areas so that they can help to surmount the difficulties which are bound to be experienced by the entrepreneurs in the initial stages. The Committee would like Government to so devise the conditions of employment of experts and their remuneration as to put an accent on the rendering of technical assistance in the real sense to the entrepreneurs in the development of the backward areas.

The Committee need hardly point out that there should be a system of a regular monitoring and review of the work of the agency established for rendering assistance to the small scale units in the backward areas so that difficulties encountered are overcome with the least delay, and the momentum for development is not allowed to be impeded in any way.

Reply of Government

The technical and other staff to render industrial extension services in backward and other areas, is recruited by the Ministry of Industry & Civil Supplies|Dev. Commissioner (Small Scale Industries) in accordance with the prescribed Government rules and procedures, which cover the terms and conditions of employment.

Monthly Progress Reports containing information about the work done in the backward and other areas by the staff of the Small Industry Service Institutes, are already being received in Office of the Dev. Commissioner (Small Scale Industries), Ministry of Industry & Civil Supplies. On the basis of these reports, further guidance|instructions are issued to the Directors of the Institutes, whenever considered necessary.

[D.O. letter No. PC (P) 9-27/74 MLP dt. 27-12-75]

Comments of the Committee

The Committee desire that the question of giving special incentives to the extension staff selected for rendering technical services particularly in the backward areas should be examined so as to make the conditions of employments more attractive and to obtain the best results of the services of the experts in the field.

Recommendation (S. No. 51—Para 2.104)

The Committee are glad to note that the draft Fifth Five Year Plan has made a specific provision of Rs. 500 crores for the Tribal and Hill Areas and that these funds would be earmarked and would not be allowed to be diverted for other purposes. The Committee recommend that similar measures should be taken for earmarking funds for the development of other backward areas also particularly for areas like Eastern U.P., Bundelkhand, Dandakaranya which are homogenous units and for which the Task Force/Study Teams have already recommended specific strategies for development.

Reply of Government

Unlike the sub-plans for the Hill and Tribal Areas, no special Central assistance is being provided for other backward areas including Eastern Uttar Pradesh, Bundelkhand and Dandakaranya. Earmarking of funds for these areas is therefore not presently contemplated.

[D.O. letter No. PC (P) 9—27/74 MLP dt. 1-10-75]

Comments of the Committee

Please see para 10 of the Report—Chapter I.

Recommendation (S. No. 60—Para 3.52)

The Committee note that the new strategy for tribal development for the Fifth Plan aims at two types of programmes—on programme for regions where there is tribal concentration to the extent of 50 per cent of the population and another programme for areas of dispersed tribal population. In the regions of tribal concentration, area development approach has to be adopted keeping focus on the problems of the tribal people. A sub-plan has to be drawn up for these areas which may present on integrated view of their problems. Guidelines to the States for the preparation of tribal sub-plans were issued in December, 1973. The Committee are informed that so far only 9 States have submitted their sub-plans. Government have had experience of more than 20 years in undertaking development schemes for tribals and they should have evolved the strategy and approach for tribal development well before the commencement of the Fifth Plan so that no time was lost in launching the schemes meant for implementation during the Fifth Plan period. The Committee would like the Central/State departments/agencies concerned and the Planning Commission to finalise these sub-plans before the end of the current financial year so that these could be implemented at least from the second year of the Fifth Plan period.

Reply of Government

In spite of 24 years of experience in Planning process, it has been observed that adequate organisational base for undertaking area-based programmes was yet to be developed in the States. Recognising this lacunae, several measures have been initiated for correcting them. Since the area-based programmes involve collection of detailed data for project formulation and other work connected thereto, the exercise would naturally take a long time. Therefore, it could not be possible to finalise all the sub-plans in 1974-75. Efforts are being made to finalise them as early as possible.

[D.O. letter No. PC(P)9-27/74 MLP dt. 15-7-75]

Recommendation (S. No. 60—Para 3.53)

In drawing up the sub-Plans, the Committee have no doubt that Government will ensure that the people's representatives are fully and actively associated.

Reply of Government

The suggestion ensuring full participation and association of the peopl's representatives in drawing up Sub-Plans is being brought to the notice of the State Governments.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 15-7-75]

Comments of the Committee

Please see paras 13 & 14 of the Report—Chapter I.

Recommendation (S. No. 89—Para 4.65)

The Committee desires that the investigations in respect of Upper Gangau should be completed expeditiously and necessary assistance should be extended by the Central for its early completion. The Committee would like to be apprised of the progress made in this regard.

Reply of Government

The Upper Gangau Project is an inter-State Project between Madhya Pradesh and Uttar Pradesh. Owing to difficulties in the collection and exchange of data between the two Governments, the investigation and preparation of the project report on the dam is still in progress. The Department of Irrigation of the Government of India are doing their best to expedite the investigations.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 27-12-75]

Comments of the Committee

The Committee are not satisfied with the slow progress made with regard to the investigations in respect of the Upper Gangau Project. The Committee feel that even though the project is an inter-State one between Madhya Pradesh and Uttar Pradesh, there is need to gear up the Central machinery to have a close and effective co-ordination and for affording all the necessary assistance to the State Governments concerned for early completion of the work in connection with the collection of data and the preparation of the project report on the dam.

Recommendation (S. No. 95—Paras 4.80, 4.81, 4.82 and 4.83)

The Committee are concerned to note that the Task Force on Dandakaranya set up by the Planning Commission as far back as June, 1972 is still in the process of finalising its report.

The Committee are surprised to note that at the time of setting up the Task Force, no time limit was laid down for the submission of its report. This, in the opinion of the Committee reflects the casual manner in which the development of Dandakaranaya has been dealt with by the authorities concerned.

The Committee desire the Planning Commission to take effective steps towards finalisation of the report by the Task Force without further loss of time.

The Committee also desire to be apprised of the suggestions made by the Task Force and the action proposed to be taken by Government thereon.

Reply of Government

In pursuance of the recommendations made by the Estimates Committee, the work on the preparation of the Regional Plan for Dandakaranaya has been expedited. A Report on the Perspective Plan of Dandakaranaya Region has since been prepared by the Town and Country Planning Organisation and is being considered by the Task Force. The finalisation of the recommendations of the Task Force would, however, take some more time.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 19-11-75]

Comments of the Committee

Please see paras 18 & 19 of the Report—Chapter I.

Recommendation (S. No. 96—Para 4.85)

The Committee regret to note that even after 27 years of Independence, persons engaged in unclean occupations viz., sweepers and scavengers, continue to live in the most unhygienic, insanitary and neglected conditions and the abominable practice of carrying night soil as head load is still allowed to continue in the country. Although a scheme was initiated as far back as 1957-58 for giving grants in aid to the State Governments for supply of wheel-barrows/handcarts and other accessories to scavengers, no visible progress has been made in the eradication of this evil practice and as admitted by Government the scheme of improving the working conditions of those engaged in unclean occupations, has yet to make the desired impact. The Committee consider that since this scheme will now be implemented as a Centrally sponsored scheme and the entire

financial assistance for this programme will be provided by the Centre, it should not be difficult for Government to ensure that it is actually implemented in letter and spirit. The Committee would like Government to formulate a time bound programme for the eradication of this practice. They suggest that a total ban on carrying night soil as head load, by the end of the Fifth Plan, should be imposed by Government through suitable legislation. The Committee further recommend that Government should announce their intention in this behalf immediately so that necessary action to provide alternative means of carrying night soil by wheel-barrows etc., is completed by the concerned authorities in the meantime.

Reply of Government

A time bound programme to eradicate the practice of carrying night soil as head loads is not possible since the whole system is based on improvement of urban sanitation and the preparedness of the local bodies to assume adequate responsibilities in this regard. Furthermore, the question of providing alternative employment to sweepers and scavengers would also have to be considered. However, it is impossible to impose certain rules through legislation in this matter. The State Governments were advised to do so as early as Third Five Year Plan period. In the Fifth Five Year Plan, a tentative allocation of Rs. 4.40 crores has been provided. A concrete programme is still under formulation in the Ministry of Works, Housing and Supply. Necessary schemes would be prepared and sponsored in the Central sector.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 15-7-75]

Comments of the Committee

Please see para 22 of the Report—Chapter I.

Recommendation (S. No. 97—Para 4.86)

The Committee further considered that it is imperative that the living conditions of scavengers who are the neglected sections of the community, should be improved. The Committee suggest that Government should provide houses, with modern amenities like water, electricity and improved sanitation, to this section of the community as per time bound programme, by earmarking specific funds for the purpose so as to create a visible improvement in their conditions of living. The ownership of these houses should not be dependent on the sweepers continuing in the service of the municipality, but should become their property.

Reply of Government

Steps are already being taken to provide better housing facilities to the weaker sections of the community including the scavengers. Under the National Programme of Minimum Needs, a scheme of Environmental Improvement of slums has been included in the Fifth Plan for providing dwelling units and re-housing facilities to the slum dwellers. In the housing schemes of the Delhi Development Authority, reservation is made for the persons belonging to scheduled castes and scheduled tribes or Janta Category houses. The matter of providing more housing facilities to the scheduled castes and tribes was also considered recently, at the Conference of State Ministers of Housing and Urban Development held at Bhopal on October 4—6, 1975. The Conference expressed satisfaction that the members of scheduled castes and scheduled tribes can derive considerable benefits from the existing social housing schemes. The Conference recommended that the State Governments should be advised to quantify in their Annual Plan allocations the amounts for housing for scheduled castes and scheduled tribes in the social housing programmes giving due consideration to the population of these communities. It was also recommended that the targets for providing these facilities in the Fifth Plan should be fixed and efforts should be made to achieve them. The Ministry of Works and Housing have taken up the matter with the State Governments in pursuance of these recommendations. In view of these developments, for the present, it may not be necessary to earmark funds for the housing schemes for the scavengers separately.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 20-1-76]

Comments of the Committee

Please see para 25 of the Report—Chapter I.

Recommendation (S. No. 98—Para 4.87)

The Committee further desire that the progress made in the implementation of the above schemes should be included in the Annual Report of the Ministry concerned for the information of Parliament.

Reply of Government

Separate data is not at present being maintained by the Ministry of Works and Housing about the benefits being derived by the weaker sections of the community, including scavengers under

the various Social Housing Schemes. In view of this position, the Ministry do not propose to give details in their Annual Report about the benefits derived by the weaker sections of the community under these schemes.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 20-1-76]

Comments of the Committee

Please see para 28 of the Report—Chapter I.

Recommendation (S. No. 99—Paras 5.6 & 5.7)

The Committee note that the present responsibility of the Planning Commission in the Development of Backward Areas is to evolve policies and programmes, to provide guidelines to the State Governments in the matter of identification of these areas and to set up Task Force/Committees for the preparation of integrated plans. The Committee also note that the responsibilities of the Central Ministries are confined only to examine the technical details of the programmes/schemes for the development of backward areas and that the responsibility for their development is essentially that of the State Government concerned.

The Committee are strongly of the view that with the present divided responsibilities for the development of backward areas the desired results cannot be achieved and the requisite impact made unless there is proper and effective coordination between the various agencies both at the Central and State levels which is of utmost importance for the implementation of the various schemes/programmes for the development of such areas.

Reply of Government

The emphasis laid by the Estimates Committee on the vital significance of coordination for the various programmes of development of Backward Areas is recognised.

[D.O. letter No. PC(P) 9-27/74 MLP dated 30-7-75]

Recommendation (S. No. 99—Paras 5.8 & 5.9)

The Committee have no doubt that with the overlapping of responsibilities due to multiplicity of agencies and lack of coordination at various levels, the programmes/schemes for the development of backward areas not only get unduly delayed, but their costs also get inflated.

The Committee, therefore, desire that suitable machinery for proper and effective coordination of the various schemes/programmes for the development of backward areas in the various fields, should be evolved so that an integrated view is taken in the formulation of these schemes/programmes and the progress made in their execution is closely watched and reviewed to facilitate timely remedial action in the interest of speedier implementation of the plans.

Reply of Government

The observation made by the Committee is noted. The various agencies engaged in the development of Backward Areas—the Central and State Governments and other institutions—are supposed to have defined the complementary roles as recorded in paragraph Nos. 5.1 to 5.3 of the Report. However, it is the intention of the Government to improve the degree of coordination for achieving better results.

As far as problem of ensuring effective coordination during the formulation of projects is concerned, keeping in mind the number and variety of agencies involved, it is felt that unless an integrated area development approach is adopted the required coordination would be difficult to achieve. We are pursuing this and the sub-plans for hill areas and tribal areas which are now being prepared by various State Governments are at effort in the right direction. Such plans will further help the State Governments in monitoring the implementation of these plans and to take speedier remedial measures whenever required.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 15-7-75]

Comments of the Committee

Please see para 31 of the Report—Chapter I.

Recommendation (S. No. 102—Paras 5.23 & 5.24)

The Committee note that a study of the levels of development in different parts of the country was carried out and published by the Programme Evaluation Organisation of the Planning Commission in 1967 and since then no such evaluation has been carried out.

The Committee consider it most unfortunate that the responsibility of monitoring and evaluation of the schemes envisaged for the development of backward areas in the Fourth Five Year Plan was not placed on any Central agency. No wonder that there is

lack of precise information available about the impact or otherwise of the various schemes on the development of the backward areas in the Fourth Plan. The Committee consider that Government should without further delay nominate an agency at the Centre as also at the State level to monitor the execution of the scheme and suggest corrective remedial measures in the interest of proper and speedy implementation of the development projects in the backward areas.

Reply of Government

The responsibility for monitoring the programmes of backward areas development can best be discharged by the concerned administrative Ministry and the State Government. The need for improving the system of monitoring and for taking up periodic reviews is being emphasized to the Ministries and the State Governments. So long as the various programmes are administered by different Central and State agencies, it may not be a feasible proposition to entrust the work of monitoring to a single agency at the Centre.

[D.O. letter No. PC(P) 9-27/74 MLP dated 15-7-75]

Comments of the Committee

Government should, however, ensure that effective steps are taken for monitoring and evaluation of the schemes envisaged for the development of backward areas so that precise information is available about the impact or otherwise of such schemes.

CHAPTER V

RECOMMENDATIONS IN RESPECT OF WHICH FINAL REPLIES OF GOVERNMENT ARE STILL AWAITED

Recommendation (S. No. 4—Para 1.19)

The Committee note that Government had laid down criteria for the identification of economically backward areas but the question of refining this criteria is under the consideration of the Committee on Backward Areas. The Committee would like this to be expedited.

Reply of Government

The Government has noted the recommendation of the Estimates Committee.

[D.O. letter No. PC(P) 9-27/74 MLP dated 30-7-75]

Comments of the Committee

The Committee may be informed of the final decision taken by Government in this regard.

Recommendation (S. No. 27—Para 2.50)

The Committee further desire that in cases where land in the tribals and backward areas is acquired for starting Public Undertakings and other big industries, adequate compensation thereof should be paid to the persons concerned at any rate not later than the specified time to obviate harrassment and facilitate their rehabilitation.

Reply of Government

Acquisition of land and giving compensation for starting public undertakings and big industries comes under the purview of the Governments of States and Union Territories who are being requested to take appropriate action on this recommendation.

[D.O. letter No. PC(P) 9-27/74/MLP dated 19-11-75]

Comments of the Committee

The Committee would like to be apprised of the action taken by State Governments and the Union Territories in this regard.

Recommendation (S. No. 28—Para 2.51)

The Committee are concerned to note that while Government have given statistics of the number of industrial units which were issued licences during the period 1970—74 for being set up in the backward areas they have not been able to inform the Committee precisely about the number of units which have actually gone into production. As pointed out by the Committee in paragraph 52 of their Fiftieth Report on Industrial Licensing (1973-74) it has been the general experience that a large number of units which are licensed on paper, are not actually established. The Committee consider that this should not be allowed to happen particularly in the case of backward areas as non-establishment of licensed units not only hold up progress and also adversely affect other projects in that sector. The Committee would, therefore, like Government to examine without further delay the actual progress made in the establishment of the units which were given licences during each of the last five years and inform the Committee about the number of industries actually established and the percentage of production achieved as compared to the licensed capacity. The Committee have no doubt that Government would not hesitate to take firm measures against those who have not made tangible progress and that it would be ensured that the deficiency is made good with the least possible delay.

Reply of Government

The reply is under processing and it is hoped that it would be sent soon.

[D.O. letter No. PC(P) 9-27/74 MLP dated 29-3-76]

Recommendation (S. No. 29—Para 2.52)

The Committee would also like Government to draw the requisite lessons from the experience of issue of licenses for establishment of industrial units during the last five years so as to evolve *pragmatic guidelines* which would ensure that the units hereafter licensed for backward areas go into production as per scheduled programme. The Committee would like to be informed of the guidelines which Government evolve after the aforementioned review is carried out.

Reply of Government

The question of evolving pragmatic guidelines to ensure that the units hereafter licensed for backward areas go into production

as per scheduled programme is being examined by the Ministry of Industry and Civil Supplies.

[D.O. letter No. PC(P) 9-27/74 MLP dated 19-11-75]

Comments of the Committee

The Committee would like to be informed of the final decision taken in the matter.

Recommendation (S. No. 36—Para 2.65)

The Committee consider that it would be desirable to link subsidy on capital investment to employment generation also. In view of the paramount need for creating new employment opportunities in backward areas, the industries which are approved for location in such areas should be required to give employment to a specified minimum number of persons for becoming eligible for subsidy. Further the subsidy should be related to the promotion of ancillaries by the large industrial units so as to accelerate the process of development.

Reply of Government

The question of linking the Central Scheme of Investment Subsidy to employment generation, had been gone into in detail by the Committee on Unemployment and also by two Working Groups which were set up by the Committee. This matter is presently under the consideration of the Ministry of Industry & Civil Supplies, who are concerned with the implementation of the Central Scheme of Investment Subsidy. The decision in this regard will be intimated to the Estimates Committee as soon as it is reached.

[D.O. letter No. PC(P) 9-27/74 MLP dated 1-10-75]

Recommendation (S. No. 47—Para 2.80)

The Committee note that the Khadi and Village Industries would be getting Rs. 185 crores in the Fifth Plan as compared to Rs. 101 crores in the Fourth Plan. Government should see that Khadi and Village Industries are fully geared to undertake this enhance responsibility and that they implement suitable measures in the field to ensure that productive vocation is gained for larger number of under-employed and un-employed landless labour in the rural areas.

Reply of Government

The recommendation of the Estimates Committee has been brought to the notice of the Khadi & Village Industries Commission and the Ministry of Industry and Civil Supplies for necessary action.

[D.O. letter No. PC(P) 9-27/74 MLP dt. 19-11-75]

Comments of the Committee

The Committee would like to be informed of the steps taken by the Khadi and Village Industries Commission and the Ministry of Industry and Civil Supplies in the matter.

Recommendation (S. No. 59—Para 3.30)

The Committee would like to be informed of the results of the aforementioned survey and studies and the action taken by Government on them with particular reference to the pilot projects under implementation and the new schemes being taken up during the Fifth Plan.

Reply of Government

As stated in reply to paragraphs 3.28 and 3.29, the survey and studies mentioned in the report of the Estimates Committee are already in hand and will be completed as quickly as possible.

[D.O. letter No. PC(P) 9-27/74 MLP dated 19-11-75]

Comments of the Committee

The Committee would like Government to complete the survey and studies as early as possible and to inform the Committee of the result thereof and the action taken by Government thereon.

Recommendation (S. No. 65—Para 3.59)

The Committee further recommend that decisions on the recommendations made by the Sub-Committee appointed by the Central Prohibition Committee regarding the tribals be taken as early as possible.

Reply of Government

The recommendations made by the Sub-Committee appointed by the Central Prohibition Committee are presently under consideration of the Government at the highest levels.

[D.O. letter No. PC(P) 9-27/74 MLP dated 30-7-75]

Comments of the Committee

The Committee desire that the recommendations of the sub-Committee should be examined expeditiously and the Committee informed of the final decision taken in this regard.

Recommendation (S. No. 90—Para 4.66)

The Committee would further like the Government to impress upon the authorities concerned for speedier finalisation of the report in respect of Urmil Dam and a time-bound programme drawn up for the completion of the project within the stipulated period.

Reply of Government

The Project Report has been received from the Government of Uttar Pradesh and is under technical scrutiny. The comments from the Government of Madhya Pradesh are awaited. It has been impressed upon the Government of Madhya Pradesh to expedite their comments. A time-bound programme can be drawn up only after the project is sanctioned.

[D.O. letter No. PC(P) 9-27/74 MLP dated 1-10-75]

Comments of the Committee

The Committee desire that efforts should be made to obtain the comments of the State Government of Madhya Pradesh and the Committee apprised of the final decision taken by Government in the matter.

Recommendation (S. No. 91—Para 4.67)

The Committee note that an agreement has been reached between the States of Uttar Pradesh and Madhya Pradesh in respect of Jamni Project and Lalitpur Dam. The Committee would urge that effective measures should be taken to complete these projects as per time bound programme.

Reply of Government

The Department of Irrigation has informed that certain issues connected with the Lalitpur Dam are still to be sorted out between Uttar Pradesh and Madhya Pradesh Governments. The position with regard to Jamni Dam is still awaited from the State Governments.

[D.O. letter No. PC(P) 9-27/74 MLP dated 1-10-75]

Comments of the Committee

The Committee desire that concerted efforts should be made to get the issues regarding the Lalitpur Dam sorted out between the State Governments concerned and the Committee informed of the final position in this regard.

NEW DELHI;

April 23, 1976

Baisakha 3, 1998 (S)

R. K. SINHA,

Chairman,

Estimates Committee.

APPENDIX I

(Vide Para 4.17—Chapter III)

Hill Area Development (Assam and Uttar Pradesh)

Physical targets and achievements

Sl. No.	Item	Unit	Assam Hills		U. P. Hills		Proposed Targets @ (Fifth Plan)		Remarks
			Fourth Plan Targets/Achievement	Proposed Targets @ (Fifth Plan)	Fourth Plan Targets/Achievement	Proposed Targets @ (Fifth Plan)	9	10	
I			4	5	6	7	8	9	10
	I Foodgrains								
	(i) Area	000 hec.	101.00	110.72	120.69	1155.00	1145.00	1256.00	
	(ii) Production	000 tonnes	140.00	130.69	182.33	1245.00	1200.00	1492.00	
	II Commercial Crops								
	(a) Oil Seeds								
	(i) Area	000 hec.	4.50	8.20	9.00	32.50	32.50	40.50	
	(ii) Production	000 tonnes	3.36	5.50	6.51	16.50	16.50	25.50	
	(b) Sugar cane								
	(i) Area	000 hec.	2.65	4.08	4.83	42.00	38.00	54.98	
	(ii) Production	000 tonnes	13.00	14.00	16.20	1450.00	1800.00	2800.00	

©Targets likely to be revised.

I 2 3 4 5 6 7 8 9 10

III Area Irrigated by

(i) Minor Irrigation	000 hec.	N.A.	3.94	27.61	38.97	31.70	43.00
(ii) Medium Irrigation?	000 hec.	3.89	3.69	32.70	6.50	11.10	17.70
(iii) Major Irrigation ₂	000 hec.	..	..	..	..	..	..

*State
Major &
Medium
Irrigation

IV Area under soil conservation [

V Fertiliser Consumption (N+P+K)]

VI Animal Husbandry (level)

Production of

(i) Milk] . . . Met. lakh tonne

(ii) Meat : : Lakh Kg.

(iii) Eggs] : : Lakh No.

VII Area under Forests . . . 000 hect.

VIII Enrolment (Additional)

(i) Primary Lakh No.

(ii) Secondary Lakh No.

(iii) Higher Secondary . . . Lakh No.

(iv) Technical Education . . . No.

IX Roads

(i) Per 100 sq. km. of area . . . Km.

(ii) Per lakh of population . . . Km.

X No. of hospital beds per lakh of population (cumulative) . . . No.

N. A.—Not available.

IV Area under soil conservation [	000 hec.	7.37	7.37	20.93	28.38	28.15	40.50
V Fertiliser Consumption (N+P+K)]	000 tonnes	1.15	0.38	10.00	20.00	13.12	38.40
VI Animal Husbandry (level)							
Production of							
(i) Milk] . . . Met. lakh tonne	0.15	0.20	0.20	0.20	3.63	3.63	4.16
(ii) Meat : : Lakh Kg.	15.00	15.00	15.00	15.00	114.89	114.89	134.42
(iii) Eggs] : : Lakh No.	400.00	400.00	400.00	400.00	230.00	230.00	425.00
VII Area under Forests . . . 000 hect.	2.88	1.79	8.50	38.24	N.A.	N.A.	32.50
VIII Enrolment (Additional)							
(i) Primary Lakh No.	0.100	0.072	0.279	1.36	1.46	1.46	0.75
(ii) Secondary Lakh No.	0.040	0.024	0.116	0.42	0.72	0.72	0.30
(iii) Higher Secondary . . . Lakh No.	0.035	0.016	0.076	N.A.	N.A.	N.A.	0.53
(iv) Technical Education . . . No.	N.A.	N.A.	N.A.	360	280	280	910
IX Roads							
(i) Per 100 sq. km. of area . . . Km.	6.48	9.62	9.05	1.26	1.46	1.46	1.95
(ii) Per lakh of population . . . Km.	216.92	321.82	302.65	16.95	19.68	19.68	26.26
X No. of hospital beds per lakh of population (cumulative) . . . No.	35.82	30.99	94.95	100	100	100	108

APPENDIX II

Analysis of action taken by Government on the recommendations contained in the 69th Report of Estimates Committee (Fifth Lok Sabha).

1.	Total number of recommendations	103
2.	Recommendations which have been accepted by Government (<i>vide</i> recommendations Nos. 1, 3, 5—6, 9—17, 19-23, 25-26, 32-35, 37, 41, 43-46, 48-50, 52-58, 62-64, 66-70, 72, 74, 75, 78, 79-82, 84-87, 92-94, 100, 101, 103 included in Chapter II)	
	Number	65
	Percentage to total	63.1%
3.	Recommendations which the Committee do not desire to pursue in view of Government's replies (<i>vide</i> recommendations Nos. 2, 8, 18, 24, 30, 38, 42, 61, 71-73, 76, 77, 83, 88 included in Chapter III)	
	Number	15
	Percentage to total	14.5%
	Recommendations in respect of which replies of Government have not been accepted by Committee (<i>vide</i> recommendations Nos. 7, 31, 39, 40, 51, 60, 89, 95, 96, 97, 98, 99, 102 included in Chapter IV)	
	Number	13
	Percentage to total	12.6%
	Recommendations in respect of which final replies of Government are still awaited (<i>vide</i> recommendations Nos. 4, 27, 28, 29, 36, 47, 59, 65, 90, 91 included in Chapter V)	
	Number	10
	Percentage to total	9.8%

Sl. No.	Name of Agent	Sl. No.	Name of Agent
WEST BENGAL		32.	Lakshmi Book Store, 42, Municipal Market, Janpath, New Delhi.
21.	Grantholoka, 5/1, Ambica Mookherjee Road, Belgharia, 24-Parganas.	33.	Bahree Brothers, 188, Lajpat Rai Market, Delhi-6.
22.	W. New Man & Company, Ltd., 3, Old Court House Street, Calcutta.	34.	Jayna Book Depot, Chhapparwala Kuan, Karol Bagh, New Delhi.
23.	Firma K. L. Mukhopadhyay, 6/1-A, Banchharam Akkur Lane, Calcutta-12.	35.	Oxford Book & Stationery Co., Scindia House, Connaught Place, New Delhi.
24.	Mrs. Manimala, Buys & Sells, 128, Bow Bazar Street, Calcutta-12.	36.	People's Publishing House, Rani Jhansi Road, New Delhi.
25.	M/s. Mukerji Book House, Book Seller, 8B, Duff Lane, Calcutta.	37.	The United Book Agency, 48, Amrit Kaur Market, Pahar Ganj, New Delhi.
DELHI		38.	Hind Book House, 82, Janpath, New Delhi.
26.	Jain Book Agency, Connaught Place, New Delhi.	39.	Book Well, 4, Sant Nirankari Colony, Kingsway Camp, Delhi-9.
27.	Sat Narain & Sons, 3141, Mohd. Ali Bazar, Mori Gate, Delhi.	40.	M/s. Saini Law Publishing Co., 1899, Chandni Chowk, Delhi.
28.	Atma Ram & Sons, Kashmere Gate, Delhi-6.	MANIPUR	
29.	J. M. Jaina & Brothers, Mori Gate, Delhi.	41.	Shri N. Chaob Singh, News Agent, Ram Lal Paul High School Annexe, Imphal.—MANIPUR.
30.	The Central News Agency, 23/90, Connaught Place, New Delhi.		
31.	The English Book Store, 7-L, Connaught Circus, New Delhi.		

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