

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

(FIFTH LOK SABHA)

**TWENTY-SECOND REPORT**

**MINISTRY OF HOME AFFAIRS**

**Tribal Development Blocks in Madhya Pradesh**

*(Presented on the 1st August, 1973)*



**LOK SABHA SECRETARIAT  
NEW DELHI**

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Twenty-second Report of the Committee on the  
Welfare of Scheduled Castes and Scheduled Tribes  
(Fifth Lok Sabha)

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# COMMITTEE ON THE WELFARE OF SCHEDULED CASTES AND SCHEDULED TRIBES

(1971—73)

Sardar Buta Singh—*Chairman*

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21. Shri G. A. Appan
22. Shri Balram Das
23. Shri Ganeshi Lal Chaudhary

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\*Elected w.e.f. 19-12-1972 *vice* Swami Ramanand Shastri died.

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**SECRETARIAT**

Shri B. K. Mukherjee—*Deputy Secretary.*

Shri J. R. Kapur—*Under Secretary.*

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\*Elected w.e.f. 16-3-1973 *vice* Shri Sukhdev Prasad ceased to be member on being appointed as Deputy Minister.

\*\*Elected w.e.f. 1-6-1972 *vice* Shri Golap Barbora resigned.

## INTRODUCTION

I, the Chairman, Committee on the Welfare of Scheduled Castes and Scheduled Tribes, having been authorised by the Committee to submit the Report on their behalf present this Twenty-second Report on the Ministry of Home Affairs—Tribal Development Blocks in Madhya Pradesh.

2. The Committee took the evidence of the representatives of Ministry of Home Affairs on the 16th March, 1973. The Committee wish to express their thanks to the Secretary, Ministry of Home Affairs and other officers of that Ministry, the Special Secretary, Tribal and Harijan Welfare, Department of the Government of Madhya Pradesh and the Director, Tribal Welfare, Government of Madhya Pradesh, for placing before the Committee material and information the Committee wanted in connection with the examination of the subject.

3. The Report was considered by the Committee on the 12th and 13th July, 1973 and adopted.

4. A summary of conclusions|recommendations contained in the Report is appended (Appendix VII).

NEW DELHI;  
July 27, 1973.  
Sravana 5, 1895 (S).

BUTA SINGH,  
Chairman,  
Committee on the Welfare of  
Scheduled Castes and Scheduled Tribes.



## CHAPTER I

### INTRODUCTORY

#### (i) *Introduction*

1.1. Madhya Pradesh, the largest of all States in India, lies between 18.8° and 26.5°, North latitude and 74.0° and 84.5°, East longitude and is situated in the central region of India. It is surrounded by the State of Uttar Pradesh on the North, the States of Bihar and Orissa on the East, Andhra Pradesh and Maharashtra on the South and Gujarat and Rajasthan on the West.

1.2. The area of the State is 442,841 Sq. Kms. According to 1971 Census, its population is 41,654,119. It is one of the thinly populated States of the country, the average density being 94 per sq. Km. as against 178 for the country as a whole.

#### (ii) *Tribal Areas and Tribal Population*

1.3. Madhya Pradesh has the largest tribal population in the country. The tribal population of the State according to 1971 Census is 8,387,403 which works out 20.14 per cent of the total population of the State. The district-wise distribution of the tribal population in the State according to 1971 Census is given at *Appendix I*. There is a preponderance of tribal population in the districts of Jhabua (84.71 per cent), Baster (68.20 per cent), Mandla (60.54 per cent), Surguja (55.93 per cent), Dhar (53.38 per cent) and Shahdol (48.23 per cent).

1.4. The tribal areas of the State can be divided into four distinct Zones i.e. the Western, Central, Eastern and Southern Zones. The Western Tribal Zone comprises the districts of Jhabua, Ratlam, Dhar, West Nimar and the Western parts of East Nimar district and Sailana tehsil of Ratlam district. The Central Tribal Zone covers the districts of Betul, Chhindwara, Mandla, Balaghat and Shahdol. Raigarh and Surguja districts, situated on the eastern and northern extremity of the State, and Katghora tehsil of Bilaspur district form the Eastern Tribal Zone. Bastar and parts of Raipur and Durg districts form the Southern Tribal Zone. These tribal areas extend over 63,798 sq. miles and roughly 75 per cent of the total tribal population of the State inhabit these areas.

### (iii) *Scheduled Areas*

1.5. The Scheduled Areas of Madhya Pradesh extend over 13 districts. A list of such areas is given at Appendix II. The Scheduled Areas in the State cover an area of 66538 Km. or approximately 15 per cent of the area of the State. As against the total population of 42,52,169 in the Scheduled Areas, the population of Scheduled Tribes is 27,18,470, according to 1971 Census. In other words, the Tribal population constitutes 63.93 per cent of the total population of the Scheduled Areas.

1.6. When asked during evidence, whether the areas where the population of tribals was more than 40 per cent should be declared as Scheduled Areas, the representative of the Ministry of Home Affairs has stated that the Government have accepted in principle the recommendation of the Scheduled Tribes and Scheduled Areas Commission (Dhebar Commission-1961) and that it was no longer necessary to pursue the question whether tribal areas should be declared as Scheduled Areas or the existing areas should be de-Scheduled. That Commission had suggested an alternate approach for the protection of the interests of the Scheduled Tribes and systematic development of Scheduled Areas. Government, therefore, accepted the recommendation of the Commission in introducing a protective machinery as envisaged in the Fifth Schedule of the Constitution through regulatory powers given to the Governors and the system of development to be brought about by the medium of Tribal Development Blocks.

1.7. The Scheduled Tribes and Scheduled Areas Commission (Dhebar Commission) which submitted its Report in October, 1961, laid down the following four criteria for declaration of any area as a Scheduled Area:

- (1) preponderance of tribals in the population;
- (2) compact and reasonable size of the area;
- (3) under-developed nature of the area; and
- (4) marked disparity in economic standards of the people.

The Commission, however, suggested that instead of declaring more areas as Scheduled Areas, it would be better to adopt an alternative approach to protect the Scheduled Tribes and ensure development of Scheduled Areas within a stated period. This plan envisaged that the State Government would undertake general legislation applicable throughout the Scheduled and non-Scheduled Areas for protection of the rights of tribals in lands and forests and their

protection from exploitation by money-lenders. At the same time, the Commission suggested that all the tribal areas should be grouped under Tribal Development Blocks so that bulk of the tribal population is brought under intensive development programme. This recommendation of the Commission was discussed at State Ministers' Conference held in July, 1962 and it was decided to accept the alternative approach recommended by the Commission.

1.8. The Dhebar Commission, as a result of its findings also came to the conclusion that no Scheduled Area was fit for de-scheduling. The Commission, however, received a number of representations for declaring 58,877 sq. miles in the States of Gujarat, Kerala, Madhya Pradesh, Maharashtra, Orissa, erstwhile Punjab, Rajasthan, Himachal Pradesh, Manipur and Andaman and Nicobar Islands as Scheduled Areas. List of Areas suggested by the Government of Madhya Pradesh to the Dhebar Commission for declaration as Scheduled Areas is given at *Appendix III*. These proposals were not considered by the Commission for the simple reason that it advocated an alternative approach in tackling the problems of Scheduled Tribes.

1.9. As the alternative approach recommended by the Scheduled Areas and Scheduled Tribes Commission has not been implemented fully or effectively, the Committee recommend that the Government should take immediate necessary steps to identify the areas which can be included in the Fifth Schedule to the Constitution of India in the light of the criteria laid down by the Scheduled Areas and Scheduled Tribes Commission.

1.10. The Governor of each State having Scheduled Areas is required under paragraph 3 of the Fifth Schedule to the Constitution of India, to submit to the President a yearly report on the administration of those areas. It was decided that these reports should be submitted to the Ministry of Home affairs within three months of the close of the relevant financial year. Consequent on representations made by the State Governments having Scheduled Areas that they were finding it difficult to submit the Governors' Report by 30th June, the Ministry of Home Affairs agreed to the extension of time limit and intimated the concerned States that they could submit the Governors' Report on the administration of Scheduled Areas by 31st October every year, positively.

1.11. The Commissioner for Scheduled Castes and Scheduled Tribes in his Twentieth Report for 1970-71 has stated that the Government of Madhya Pradesh submitted its Governor's Reports re-

lating to 1968-69 on 24-7-1970, 1969-70 on 28.11.1970 and 1970-71 on 13-1-1972. The Commissioner has observed that the submission of Reports has been considerably delayed.

1.12. In a review of the Governor's Reports, the Commissioner for Scheduled Castes and Scheduled Tribes has observed that the Governor's Report relating to Madhya Pradesh does not indicate the number of cases regarding land alienation registered and disposed of in the Scheduled Areas. Regarding debt relief and check on the money lenders, it has been stated that in Madhya Pradesh, 105 Debt Relief Courts were functioning. In all 2,08,775 cases were registered till the end of the year (1971-72), out of which 38,391 cases were disposed of in that period. 42,065 and 54,553 debt relief cases were disposed of during 1968-69 and 1969-70 respectively.

1.13. It has also been pointed out in the Twentieth Report of the Commissioner for Scheduled Castes and Scheduled Tribes that the number of hostels in Madhya Pradesh is inadequate to meet the requirements of tribal children. The Commissioner for Scheduled Castes and Scheduled Tribes has also commented that in Madhya Pradesh there is a shortage of drinking water in the Scheduled Areas. Either the sources of drinking water are located at a distance or the water is contaminated.

1.14. The Committee are concerned to note that the Governor's Reports relating to Scheduled Areas are being submitted after considerable delay. The Committee are constrained to observe that the very purpose for which the Constitution has prescribed the submission of these Reports is being defeated by in-ordinate delay in submission of these Reports. The Committee would like to urge that the Union Government, whose executive power extends to the giving of directions in regard to the administration of Scheduled Areas, should take necessary steps to ensure prompt submission of the Governor's Reports by the State.

1.15. The Committee trust that the Government of Madhya Pradesh will take speedy follow-up action on the observations/recommendations of the Commissioner for Scheduled Castes and Scheduled Tribes in his annual reports on the administration of Scheduled Areas.

1.16. The Shilu Ao Study Team has observed that the Governor's Reports on the Scheduled Areas are becoming increasingly stereotyped and rarely embody matters, relevant or adequate, to enable

one to judge the progress of development and impact of the welfare programmes on the tribal community. In order to make these Reports more useful, the Committee recommend that the Union Government should draw up proforma guidelines for eliciting information necessary for the proper evaluation of progress and communicate the same to the Governors for their guidance.

#### (iv) Tribes Advisory Council

1.17. Paragraph 4 of the Fifth Schedule to the Constitution of India lays down that there shall be established in each State having Scheduled Areas therein, a Tribes Advisory Council consisting of not more than twenty members of whom as nearly as possible, three-fourths shall be the representatives of the Scheduled Tribes in the Legislative Assembly of the State. It is also laid down in that paragraph that if the number of representatives of the Scheduled Tribes in the Legislative Assembly of the State is less than the number of seats in the Tribes Advisory Council to be filled by such representatives, the remaining seats shall be filled by other members of those tribes.

1.18. In a note furnished to the Committee, the Committee have been informed that the Madhya Pradesh Tribes Advisory Council was set up in December, 1950 but it started functioning in the year 1951. After the formation of the new State of Madhya Pradesh on 1st November, 1956, the Tribes Advisory Council was reconstituted on 27th February, 1958 under the Madhya Pradesh Tribal Advisory Council Rules, 1957. Rule 12 of 'Conduct of Business' of the Council lays down that:—

- (i) The business to be transacted at a meeting shall consist of such matters pertaining to the welfare and advancement of Scheduled Tribes in the State, as may be referred to the Council by the Governor for advice.
- (ii) No business shall be transacted and no motion shall be moved or discussed at any meeting unless it has been specified in the notice for convening the meeting, provided that the Chairman, may, in his discretion, permit any business to be transacted or any proposition to be discussed at a meeting which in his opinion is of an urgent nature and which could not, for reasonable cause, be entered.

1.19. The Madhya Pradesh Tribes Advisory Council is composed of 20 members, including the Tribal Welfare Minister who is its Chairman. There are 17 M.L.As and 2 M.Ps on the Council. During the last three years, the Council has held meetings as follows:—

Six in 1969-70, three in 1970-71 and three in 1971-72..

1.20. The Committee have been informed that the important matters discussed in these meetings were as follows:

- (i) Opening of Hostels and Schools.
- (ii) Departmental annual Plans.
- (iii) Proposals for opening new T.D. Blocks.
- (iv) Matters relating to the boundaries and headquarters of T.D. Blocks.
- (v) Discussions about the working of Tribal Co-operative Development Corporation.
- (vi) Reservation of posts of President and Vice-President in Janpad Panchayats.

1.21. As regards the role of the Tribes Advisory Council to examine the progress of the programme of Tribal Development Blocks, the Ministry of Home Affairs have informed the Committee that Annual programme of Tribal Development Blocks is discussed in the meeting of the Tribes Advisory Council. During discussion, programmes of various important schemes are also reviewed by it. The recommendations of the Tribes Advisory Council are generally being accepted by the State Government and, where they are not accepted, reasons are being communicated to the Tribes Advisory Council.

1.22. The Committee recommend that details about the number of meetings held by the Tribes Advisory Council of Madhya Pradesh, summaries of discussions held and resolutions passed and the extent to which the resolutions passed by the Council have been acted upon by the State Government should be included in the Annual Reports of the Tribal and Harijan Welfare Department of the State Government, so that the Commissioner for Scheduled Castes and Scheduled Tribes could have an opportunity of reviewing the progress and making suitable suggestions/recommendations in his Annual Report.

#### **(v) Tribal Development Blocks**

1.23. Among the special schemes undertaken by the Government of India for the development of tribal areas, the most important is

the programme for the establishment of Tribal Development Blocks started during the Second Five Year Plan. The object of the programme was to bring about a rapid improvement in the economic and social standards of the tribal people by supplementing the provisions available under normal Community Development budget, in specially under-developed but compact areas. The criteria for opening of Tribal Development Blocks were (i) a total population of 25,000; (ii) a minimum tribal concentration of 66 2/3 per cent, (iii) an area of 150—200 Sq. miles; and (iv) viability to function as a normal administrative unit.

1.24. Ten Special Multipurpose Blocks were opened in Madhya Pradesh during the Second Five Year Plan. The working of these Blocks was reviewed by the Committee on Special Multipurpose Tribal Blocks which commended the programme of Tribal Development Blocks. Based on the recommendations of that Committee, 415 Tribal Development Blocks were started during the Third Plan, of these 106 Blocks were located in Madhya Pradesh. Ten additional Tribal Development Blocks were added during 1966-67. Out of the 504 Tribal Development Blocks in the country, there are now 126 Tribal Development Blocks, inclusive of the ten Special Multipurpose Tribal Blocks, in the State. These Blocks cover an area of 108,521 Sq. Kms., and a tribal population of about 35 lakhs (1961 census). The names and location of the Tribal Development Blocks in Madhya Pradesh are given at Appendix IV.

1.25. Giving details on which the estimates of Tribal Development Blocks are based, it has been stated in a note furnished by the erstwhile Department of Social Welfare that the basic objective of the Tribal Development Programme is the intensive development of the tribal areas. Besides the provision of Rs. 12 lakhs in Stage-I and Rs. 5 lakhs in Stage-II made by the Department of Community Development (the details of schematic budget of Community Development Funds for Tribal Development Blocks are given at Appendix V). The Ministry of Home Affairs (erstwhile Department of Social Welfare) provides Rs. 10 lakhs for Stage-I, Rs. 5 lakhs for Stage-II and Rs. 10 lakhs for Stage-III from the Backward Classes Sector to a Tribal Development Blocks. Each stage covers a five year period. In addition to the Central Government's allocation of Rs. 10 lakhs for Stage-III Tribal Development Blocks, the State Governments have been requested to provide Rs. 5 lakhs per Tribal Development Block in Stage-III as additional allotment from the C.D. Sector. The heads of development in

respect of funds provided by the Department of Social Welfare (now Ministry of Home Affairs) are as follows:—

(Rs. in lakhs)			
	Stage I	Stage II	Stage III
Vehicles . . . . .	0.50	0.25	10.00
Project Office & Personnel	1.50	0.75	
Economic Development .	4.80	2.40	
Communications . . .	2.00	1.00	
Social Services	1.20	0.60	
<b>TOTAL . . . . .</b>	<b>10.00</b>	<b>5.00</b>	<b>10.00</b>

1.26. It has been further stated that as conditions in tribal areas differ from area to area, any mechanical application of schemes to tribal areas does not appear reasonable. Therefore, there is no strictness about a rigid observance of the schematic budget. But out of the grant of Rs. 10 lakhs for Tribal Development Block Stage-I, it is provided that:

- (a) Not more than Rs. 0.50 lakhs may be spent on purchase of vehicles and Rs. 1.50 lakhs on Project Office|Personnel; one jeep and one mobile van should be sufficient for the T.D. Blocks; another jeep may be allowed only if the area is large and communication difficult.
- (b) Of the balance of Rs. 8 lakhs, the percentage distribution between schemes for economic development communications and social services may be 60, 25 and 15, i.e. Rs. 4,80,000, Rs. 2,00,000 and Rs. 1,20,000 respectively.
- (c) Out of the allocation of Rs. 4.80 lakhs under Economic Development Programme in Stage I, an amount of Rs. 1.60 lakhs may be set apart for the schemes of cooperation, such as, Forest Labour Cooperative Societies, Agriculture Credit and Marketing Societies and Consumer Cooperative Societies.
- (d) The fact that special provision is made for T.D. Blocks should not deprive these areas of the provisions in the general sector budget of the State or the general sector of the Plan under these heads viz. development of communications and social services.



- (e) Top priority should be given to agriculture and allied subjects of irrigation, reclamation of land and soil conservation. In order that the State may have latitude in allocation of expenditure between the five heads viz. vehicles, personnel, economic development, communications and social services, Government of India have decided that they might reappropriate funds between these heads subject to the following:—

1. At least Rs. 4,80,000 in Tribal Development Stage I should be spent on schemes of economic development;
2. Money for drinking water well may be found from any head;
3. If any amount is spent from C.D./T.D. funds on education, 90 per cent should be on Scheduled Tribes; and
4. Out of C.D. grants/loans also as large an amount at possible should be spent on the weaker sections of the community.

The grant of Rs. 5 lakhs for Tribal Development Block Stage II is also to be spent in the same proportion as indicated above.

For the grant of Rs. 10 lakhs for Tribal Development Block Stage III, schematic pattern is also not rigidly enforced. Budget provisions are specified only as between major heads. The local authorities have the discretion to select and design the schemes best suited for the area. The following basic priorities are, however, prescribed to ensure speedy achievement of the short term and long term objectives:

- (i) Utmost priority has to be accorded to programmes for increasing agricultural production including soil conservation and minor irrigation. The short term objective may be to attain maximum possible degree of self-sufficiency in agricultural production, particularly foodgrains.
- (ii) Second priority should be given to programmes for diversifying and modernising occupational patterns of landless labourers. Special emphasis may be laid on training for modern trades like Drivers of vehicles and tractors, motor and tractor mechanics, diesel engines, and pump mechanics, shop assistants, foresters, managers for cooperatives, electricians, painters and operators of mining and earth moving machinery.

- (iii) ~~Third~~ priority should be given to development of animal husbandry in areas where tribal communities maintain appreciable numbers of cattle. Wherever applicable, these programmes should include schemes to check the population of poultry, pigs, sheep, goats, cows and buffaloes.

1.27. The Scheduled Areas and Scheduled Tribes Commission had recommended that all areas having a tribal population of 50 per cent or more should be brought under Tribal Development Block Programme. The Commission had observed:

"There are two courses open to the Government. The first is to extend the benefits of the Fifth Schedule (to the Constitution of India) to areas that fulfil the four criteria suggested by us and declare them Scheduled Areas or to accept the alternative plan for protection and development with specific targets, specific priorities and a definite time-schedule suggested by us therein. As a part of the alternative plan, all the areas where there is a concentration of Scheduled Tribes should be grouped together for the purpose of coverage under the Tribal Development Blocks and an intensive efforts should be undertaken to promote economic development, education, health, housing and communications, so as to bring them to the level of the neighbouring areas with a gap not exceeding five years."

1.28. In pursuance of the recommendations of that Commission, it was actively considered by the Government of India in 1966 that all areas having tribal concentration of 50 per cent and above should be covered by Tribal Development Blocks. However, due to financial constraints, the policy of converting blocks with 50 per cent Scheduled Tribe concentration into Tribal Development Blocks was not only stopped during the years 1967-68 and 1968-69 but the allocation for Stages I and II were also reduced.

1.29. The Shilu Ao Study Team in its Report on Madhya Pradesh has observed that during the years 1967-68 and 1968-69 the special allocation was drastically cut. Against the proposed outlay of Rs. 239 lakhs and Rs. 219 lakhs (as per prescribed pattern) during these years, allocations of Rs. 116.40 lakhs and Rs. 147.50 lakhs only were provided. Similarly, there was reduction under the C.D. provision from which Rs. 25 lakhs and Rs. 31 lakhs only could be made available during these years.

1.30. The Committee desired to know whether want of resources was the only hinderance or whether any decision had been taken on the Report of the Scheduled Areas and Scheduled Tribes Commission, the representative of the Ministry of Home Affairs has stated during evidence:—

“On the basis of the recommendation of the Scheduled Areas and Scheduled Tribes Commission it was estimated that if all areas in the country with 50 per cent or above tribal population were to be covered, roughly 800 blocks would have to be set up but only 504 such blocks have so far come into being. From the beginning of the Fourth Five Year Plan this matter was reviewed by the Government of India on the advice of a special panel set up by the Planning Commission who recommended that the work that has already taken place in the various Stages in the existing Tribal Development Blocks be further consolidated by introducing a third stage of intensive development which was not then existing. So we have introduced a third stage in all these 504 Tribal Blocks which envisages an additional outlay of ten lakhs during this third stage period for each one of these blocks. The panel felt that the consolidation of work that has already taken place should come through the third stage of development. Recently, the Ministers of the States reviewed the position and felt that the strategy for the Fifth Plan should envisage an extension of the original experiment of distributing Tribal Development Blocks throughout the country wherever there was a 50 per cent concentration. So, this question of setting up 300 tribal blocks beginning from the stage I to stage III is under active consideration of Government and this is a matter which is also receiving the attention of the Planning Commission and the Ministry had occasion to have a series of discussion with the Planning Commission on the subject and further decision will have to be taken for inclusion of the programme in the Fifth Five Year Plan.”

1.31. Asked whether the Government in consultation with the Planning Commission had already taken a decision for fixing the percentage of population at 50 per cent. the representative of the Ministry of Home Affairs has stated:

In this connection, the Commissioner has observed that "it is desirable that this important scheme should be implemented fully soon, so that the large number of tribals living outside the Tribal Development Blocks may be able to get some benefit from the development programmes."

1.35. The Committee are in agreement with the recommendation of the Commission for Scheduled Areas and Scheduled Tribes that all areas where there is a concentration of Scheduled Tribes should be grouped together for the purpose of coverage under the Tribal Development Blocks for intensive economic development. The Committee note that in the proposals for social welfare in the Fifth Five Year Plan it has been agreed to in principle that the areas with 50 per cent or more tribal population will be covered in Tribal Development Blocks programme. The Committee hope that all areas having 50 per cent or more concentration of Scheduled Tribes population will be covered under Tribal Development Block programmes, during the Fifth Plan period.

1.36. The Committee note that due to financial constraints, the allocation for Stages I & II of the Tribal Development Blocks in the State were reduced. As the Tribal Development Block scheme is of pivotal importance for the economic development of tribal areas and the tribal people, the Committee recommend that full provision prescribed under the schematic budget should be made available for this programme.

1.37. The Committee endorse the observations of the Commissioner for Scheduled Castes and Scheduled Tribes that it is desirable that the large number of tribals living outside the Tribal Blocks should get some benefit from the development programmes. The Committee, therefore, recommend that special grants should be given by the Government of India to develop small pockets of tribals, living in the deep interior of the districts in the hills and the forests, who are not sufficient in numbers to come within the Scheduled Areas or to qualify for a Tribal Development Block.

(iv) (a) *Area Development Approach*

1.38. The Shilu Ao Study Team in its Report on Madhya Pradesh has observed that it is almost axiomatic to say that unless the tribal people are free from the strangle-hold of exploiters, they cannot take advantage of development programmes designed for them. The strategy of welfare planning must be oriented to suit the special needs of the tribal areas. It is seen that many of the basic

problems of the tribal people cannot be solved by taking up programmes within the restricted ambit of a Tribal Development Block. Programmes of organisation of credit facilities, marketing, processing industries, soil conservation, boring of wells through mechanical appliances etc. so necessary for tackling the basic problems enumerated above, could only be taken up in the setting of a much bigger area. This new approach to the problems of tribal areas has been termed as the Area Development Approach.

That Study Team added that it would thus appear that the tribal development programmes would have to operate on two levels, viz.—

- (1) *Block level* in order to be able to take intimate care of the people; and
- (2) *Area level* in order to be able to solve some of the basic problems of a larger area having similar geographic and socio-economic characteristics.

1.39. In accordance with the observations of the Shilu Ao Study Team, the erstwhile Department of Social Welfare have informed the Committee that the approach to tribal block programmes in Madhya Pradesh has, in general, been of a two level nature, viz. (1) Block level, in order to be able to take intimate care of the people; and (2) Area level, in order to be able to solve some of the basic problems of a larger area having similar geographic and socio-economic characteristics. Under this head are included assistance to the Madhya Pradesh State Tribal Cooperative Development Corporation and the implementation of the Debt Relief Regulations. The programmes under the Backward Classes Sector, other than T.D. Block Programmes, are also dovetailed to ensure balanced development of the area.

1.40. The Shilu Ao Study Team also observed that work on demarcation of such areas was in progress in Madhya Pradesh. Tentatively, it was proposed to group the T.D. Blocks in 29 area units. Specific programmes for each area are being drawn up. The Shilu Ao Study Team was of the view that a perspective plan for all the areas should be drawn up as early as possible so that the provisions under the T.D. Block programme could be utilised in a planned manner to tackle the basic problems of the tribal people and tribal areas.

1.41. The Committee desired to know whether any perspective plan for development of tribal areas in Madhya Pradesh State had

been drawn up. The Ministry of Home Affairs, in a note furnished to the Committee, have stated that no perspective plan for the development of tribal areas in Madhya Pradesh has been drawn up. However, it is proposed to adopt a new strategy during the Fifth Five Year Plan in the matter of Tribal Development by adopting an integrated development project covering the entire tribal belts in the country. In States, tribal areas will be grouped in compact development project areas for the purposes of planning and execution. These areas will be carved out keeping in view their physical resources, ethnic composition, level of education, economic and social development and such other factors. This work will be taken up as a phased programme, the first priority being given to those areas which are at the lowest rung of the economic ladder. Special assistance in the Fifth Plan will be provided for these area development plans. In other areas, the Tribal Development programme will be intensified and gradually merged into area development programmes.

1.42. As far as Madhya Pradesh is concerned, the representative of the Ministry of Home Affairs has informed the Committee during evidence that the Government of Madhya Pradesh have appointed a very high power Commission called the *Adivasi Niti Nirdharan Ayog* which has gone into the whole question of perspective plan for tribal development. The strategy involves an adoption of integrated development project covering the various tribal belts in the country. The tribal areas will be grouped in a compact development project areas for purposes of planning and execution. These areas will be carved out keeping in view their physical resources, ethnic composition, level of education, economic and social development and such other factors. The first priority, of course, will be given to those tribal communities who are in the last rung of the ladder. Special assistance in the Fifth Plan will be provided for development plans in these areas.

1.43. The Committee have been informed that *Adivasi Niti Nirdharan Ayog* has submitted its report to the Chief Minister of Madhya Pradesh and the report is under consideration of the State Government. The Government of Madhya Pradesh have also constituted a Task Force under the Chairmanship of Additional Chief Secretary of the State with the following broad terms of reference:—

#### I. Social Services

- (i) review of the programmes like scholarships, hostels, etc.,

- (ii) improvement in the quality and content of education, including vocational/professional education;
- (iii) expansion of educational facilities;
- (iv) review of the set-up of Tribal and Harijan Welfare Department to make it more effective in implementing educational programmes;
- (v) to prescribe norms according to which social services like health facilities should be organised in backward areas.

## II. *Economic Programmes*

- (i) review of current programmes, specially those relating to intensive agricultural development, rural industries and employment;
- (ii) to suggest measures to revitalise the Tribal Development Blocks programme;
- (iii) to recommend measures for the better implementation of programmes of various development departments in backward areas;
- (iv) development and improvement of forests;
- (v) rehabilitation of persons displaced by big projects.

## III. *To review the programmes undertaken in the Central Sector.*

It has been stated that the Task Force has submitted its preliminary report.

1.44. The Committee note that Area Development Approach is being adopted in the State to solve some of the basic problem of larger areas having similar geographic and socio-economic characteristics. The Committee, however, feel that the concept of Area Development limits itself to planning for an area not bigger than a district for administrative convenience. It must also be pointed out that the basic problems of the tribals like forests, agriculture, land alienation, erosion, soil conservation, indebtedness and setting up industries etc., do not limit themselves to a given administrative division. The Committee, therefore, recommend that while 'Area Development Approach' may be accepted for administrative convenience, but keeping in view the problems and potentialities of the region as a whole, there is a need for regional planning of tribal areas.

1.45. The Committee note that the Government of Madhya Pradesh have appointed a high power Commission and a Task Force to consider the strategy for integrated development of tribal areas in the State and their reports are under examination by the State Government. The Committee trust that final decision on these reports will be taken by the State Government expeditiously for preparing a perspective plan for development of tribal areas in the State in a planned manner. The Planning Commission should also consider the suggestions of the high Power Commission for the formulation of the detailed Fifth Five Year Plan for the development of the tribal areas in the country.

(b) *Pilot Projects*

1.46. Apart from other schemes continuing from before, the Government of India sanctioned in the Central Sector of the Fourth Five Year Plan, six Pilot Projects for the economic development of the tribals. Out of these, two projects are located in (a) Dantewada Tehsil and (b) Konta Tehsil of Bastar District in Madhya Pradesh.

1.47. Giving salient features of these projects, the Ministry of Home Affairs in a note furnished to the Committee have stated that the projects are being implemented through Tribal Development Agencies (which are societies registered under the Registration of Societies Act, 1860) with the District Collector as the Chairman and other connected District level Officers, Members of Parliament and M.L.As. as members. The grants are released direct by the Government of India to the Agency. Each Project has a whole time Project Officer to ensure coordinated and effective implementation of the programmes.

Each Project has an outlay of Rs. 1.50 crores for the core programme of economic development of Tribals and Rs. 0.50 crore for arterial roads to open up the Tribal belts during the Fourth Plan period. The core programmes of economic development relate to Agriculture, Debt Redemption, Land Reclamation, Land Restoration, Land Record and Survey, Land Development and Soil Conservation Measures, Control of Shifting Cultivation, Minor Irrigation Horticulture, Marketing, Development of Animal Husbandry, e.g. Piggery, poultry, Fisheries and Cattle Development and encouragement of Forest-based industries etc. Subsidies ranging between 50 per cent and 75 per cent are available from the Agency funds for the different items of the programmes and the balance is expected to come from the beneficiaries who may avail of institutional credit facilities. The cost on communication is to be borne cent per cent by the Agency.



The approach to the economic problems of the tribals would, as far as possible, be comprehensive and integrated but there would be enough flexibility in the drawing up and execution of the programmes in the different project areas keeping in mind the conditions obtaining in that particular area. Multiplicity of agencies approaching the tribals for various facets of economic life would be avoided.

1.48. It has been stated that the Tribal Development Agencies at Dantewada and Konta were registered on 14-2-1972. The administrative set up to implement the schemes is gradually being put in position. The local departments of the State Government have undertaken the implementation of the schemes by engaging their staff. One P.W.D. Division and four sub-divisions have been created by the State Government for the Project. Dantewada Project has identified 1168 participants. It is expected that the implementation of the programmes will gain momentum in the near future.

1.49. According to the 'Action Plan' of Dantewada and Konta Projects submitted by the Government of Madhya Pradesh, the following table indicates the allocation of resources in Dantewada and Konta projects:

*Allocation of resources in Dantewada & Konta Projects*

(Rs. in lakhs)

No.	Particulars	Dantewada		Konta	
		Total amount	Projects share	Total amount	Projects share
1.	Agriculture	74.18	42.68	92.46	60.16
2.	Animal Husbandry	21.17	12.00	11.67	6.97
3.	Irrigation	69.42	29.09	75.53	26.23
4.	Agro-industry	23.64	4.37	17.05	3.60
5.	Credit and marketing	52.37	15.00	48.02	15.00
6.	Electrification	26.19	5.00	43.67	6.00
7.	Village forestry	9.67	6.67	9.64	6.64
8.	Project Administration	23.50	23.50	24.70	24.70
9.	Cadastral Survey	11.70	11.70		
		311.84	150.01	322.74	149.30

1.50. It is stated in the above 'Action Plan' that agriculture claims 23.8 per cent and 28.4 per cent of the total outlay in Dantewada and Konta respectively. The Plan envisages a coverage of about 60 per cent of paddy fields by improved seeds, application of fertilisers and control of pesticides. It has also been stated that the settlement of landless persons is accorded in a high priority and the Projects will undertake settlement of 2,000 landless agricultural labourers of Konta and 500 of Dantewada in available areas.

1.51. The 'Action Plan' gives the following break-up allocation under agriculture:

*Agricultural Programme in Dantewada and Konta*

(Rs. in lakhs)

S.No.	Item	Total amount		Project share	
		Dantewada	Konta	Dantewada	Konta
1.	Establishment	9.07	9.07	3.00	3.00
2.	Land development	7.60	12.15	5.35	9.21
3.	Fertilizer	14.20	17.74	10.57	13.64
4.	Horticulture and vegetable development	8.45	3.58	6.20	2.58
5.	Fruit vegetable nursery	0.58	0.58	0.58	0.58
6.	Soil testing laboratory	0.73	0.73	0.73	0.73
7.	Agricultural demonstrations	2.77	2.77	2.02	2.52
8.	Plant Protection	3.98	4.60	2.78	3.40
9.	Seed and land improvement	17.68	20.12	4.48	5.52
10.	Grain gola scheme	1.70	1.70	0.50	0.50
11.	Training and extension	3.35	3.45	2.50	2.50
12.	Settlement of landless	4.00	16.00	4.00	16.00
TOTAL		74.21	92.46	42.81	60.18

1.52. In a note furnished to the Committee regarding the progress achieved upto December, 1972 in respect of the two projects, it has been stated that in the field of agriculture Rs. 50,000 have been spent by each of the agencies for construction of roads. Implements and equipments for purposes of plant protection of the value of Rs. 2.40 lakhs have been made available to the administrative

Departments, for use in the Agency area. Improved agriculture has covered 514 acres in Dantewada and 294 acres in Konta project areas. Area spraying has been done in an area of 6226 acres in Dantewada and 12480 acres in Konta. 241 quintals of fertilisers and 128.5 quintals of improved seeds have been utilised in Dantewada. In Konta, 73.30 quintals of improved seeds have been utilised.

1.53. The total expenditure upto December, 1972 in Dantewada scheme is Rs. 1.16 lakhs against Rs. 15 lakhs released so far. In Konta the expenditure upto December, 1972 is Rs. 1.39 lakhs against Rs. 20 lakhs released so far.

1.54. Asked whether the Government of India proposed to open more similar pilot projects in the near future, the representative of the Ministry of Home Affairs has stated during evidence that these projects have been started only recently as pilot experiments and it is too early to assess their impact. After they have had a little more experience of the results of these pilot projects, the question of starting more such projects would be taken up for consideration.

1.55. The Committee are seriously concerned to note that negligible progress has been made so far in the implementation of the programmes in the Konta and Dantewada Pilot projects, which is clear from the figures of expenditure incurred in the two projects. In Dantewada project out of Rs. 15 lakhs released upto December, 1972, the total expenditure was only Rs. 1.16 lakhs and in Konta project, the Expenditure was only Rs. 1.39 lakhs against Rs. 20 lakhs released during the same period. The Committee would urge that a review of the work done should be undertaken by the Government with a view to evaluate the progress made and to identify the problems hampering the speedy implementation of the programmes and to take suitable remedial measures in the light thereof.

1.56. The Committee also suggest that a time-bound programme should be chalked out for implementation of the individual schemes undertaken in the pilot projects.

1.57. The Committee also suggest the desirability of associating local elected representatives of the tribals in drawing up priorities for the individual schemes.

1.58. The Committee trust that, in the light of experience gained in these pilot projects, similar projects for other backward tribal areas will also be put into operation.

(vii) *Administrative set-up at Centre and State level*

(a) *Organisation at the Centre*

1.59. The Tribal Development Block programmes is now administered at the Union Government level by the Ministry of Home Affairs. The Ministry of Home Affairs discuss with the representatives of the State Governments, annually, at the time of plan discussions, the requirements of funds for each State for the scheme and review its working. Having due regard to the overall ceiling for the programme approved by the Planning Commission and the essentials of the schematic pattern, the Ministry of Home Affairs issue administrative sanctions for the programme on the basis of discussions held. The responsibility for the effective implementation of the programme rests with the State Governments.

1.60. Madhya Pradesh is in the Central Zone with its Headquarters at Bhopal of the Organisation of the Director-General, Backward Classes Welfare, Ministry of Home Affairs, Government of India. The Zonal Director, Backward Classes Welfare, Bhopal, acts as the Liaison Officer of the Ministry by maintaining close relationship with the State Government and the non-official agencies working in the field of tribal welfare.

1.61. The Zonal Director, Backward Classes Welfare, submits monthly reports to the Ministry on the progress and impact of important development schemes being implemented in the State and also on such other matters as may be prescribed.

1.62. The Ministry of Home Affairs have informed the Committee that the Zonal Director, Backward Classes Welfare, Madhya Pradesh, Bhopal, submitted reports on (i) Rajpur T.D. Block, West Nimar District (M.P.); (ii) Manandragarh T.D. Block, Sarvodya District (M.P.); (iii) Intensive village development in village Karra of Rajpur T.D. Block, Surguja District (M.P.) and (iv) Progress of education in the T.D. Block Manandragarh, Surguja District (M.P.). It has been stated that these reports were forwarded to the State Government for initiating action on the suggestions and recommendations made therein.

1.63. The Committee had recommended in their Eleventh Report (Fifth Lok Sabha) on the Tribal Development Blocks in Gujarat that a section on progress of Tribal Development Blocks programme should be included in the Annual Reports of the then Department of Social Welfare. The Committee regret to note that in the Annual Report of the Department of Social Welfare (1972-73) only a brief

reference has been made about the budget of the Tribal Development Blocks in 1972-73. The Committee would urge that a separate section or chapter giving details of the progress and achievements of the working of the Tribal Development Block schemes in various States should be included in the Annual Reports of the Ministry of Home Affairs which is the Ministry now concerned with this subject.

(b) *Organisational set-up at State level*

1.64. The Ministry of Home Affairs have informed the Committee in a note that presently there are two Ministers of Cabinet rank in Madhya Pradesh, separately in charge of Tribal Welfare and Harijan Welfare. At the Secretariat level, the Special Secretary, Tribal and Harijan Welfare Department heads the administration and is assisted by two Under Secretaries. At the district level, the Collectors control the working of the Tribal Development Blocks administratively and financially. The Collector is assisted by Deputy Director/District Organiser of Tribal Welfare Department in the discharge of his duties. At the block level, the Area Organiser is in overall charge of the Block programmes. He is assisted in this task by the Extension Officers of the various Departments such as Agriculture, Cooperation, Panchayat etc., and the Circle Organisers of the Tribal and Harijan Welfare Department. It has, however, been mentioned that the Extension Officers working in the T.D. Blocks are under the administrative control of the respective Heads of Departments and that the old concept of the Block Development Officer being the leader of the team of extension workers is no more in operation in the Tribal Development Blocks of the State.

1.65. The Committee desired to know whether any coordination agency for implementation of the tribal welfare schemes existed in Madhya Pradesh. The Ministry of Home Affairs in a note has stated that no separate coordinating agency exists. However, a Committee of Secretaries under the chairmanship of the Chief Secretary, Government of Madhya Pradesh, has been set up. No meeting of this Committee has yet been held.

1.66. In view of the position that the Extension Officers working in the Tribal Development Blocks are under the administrative control of the respective Heads of Departments in the State, the Committee would recommend that the State Government should set-up a Committee of Officials from the Tribal Welfare, Agriculture, Veterinary, Forest, Revenue, Irrigation, Roads, Medical and Public

**Health, Education, Community Development and Cooperation Departments for coordination and effective implementation of the Tribal Welfare programmes both in the Scheduled Areas and other tribal areas.**

1.67. In reply to a suggestion that officers with special aptitude for tribal welfare work should be posted in the tribal areas, the representative of the Government of Madhya Pradesh has stated during evidence that the State Government have taken a decision that officers should be sent to the sensitive tribal areas after their reports are thoroughly seen. He admitted that it had not always been possible to pick out the best staff and, in areas like Bastar and other places, they had to deviate.

1.68. The Committee desired to know whether any compensation or additional incentive was provided for the officers posted in difficult areas. The representative of the Government of Madhya Pradesh has stated that it is an All India problem and they have been discussing with the Ministry of Home Affairs that the question of compensation should be taken up as a Centrally sponsored scheme, or at least as a special scheme for the backward classes, so that the compensation to persons posted in difficult tribal areas is met from Central funds.

1.69. The Committee are of the view that unless the staff posted in the tribal areas is devoted to the cause of tribal welfare, the tribal welfare programmes cannot be implemented properly. As they have to work in isolated and difficult areas devoid of basic amenities, it is necessary to compensate them adequately. The Committee recommend that the officers and the staff required to be posted in tribal areas should be posted after looking into their special aptitudes and capabilities for working in difficult areas and there should be a Scheme of incentives like special allowances, housing facilities, arrangements for proper education of their children etc. for them.

## CHAPTER II

### BUDGET AND FINANCE

2.1. The details of allocations and expenditure incurred on Tribal Development Blocks in Madhya Pradesh during the Second, Third and Fourth Plan periods are given below:—

(Rs. in lakhs)

Period	Allocation	Expenditure
Second Plan .	150·00	70·37
Third Plan	341·40	366·43
1966-67	244·00	197·11
1967-68	130·40	152·27
1968-69	147·50	121·04
1969-70	172·00	157·87
1970-71	143·00	123·13
1971-72	146·00	129·68
1972-73	150·00	150·00 (Provisional)
1973-74 (Proposed)	175·00	

2.2. Asked about the reasons for shortfall in expenditure on Tribal Development Blocks programmes in Madhya Pradesh during the years 1966-67, 1968-69, 1969-70 and 1970-71, the Ministry of Home Affairs have, in a note informed the Committee that prior to the year 1967-68 the Planning and Development Department had the administrative control over Tribal Development Blocks. The utilisation of funds during 1967-68 was in excess of the Government of India allotment; in 1968-69 it was about 84 per cent and in 1969-70 about 92 per cent. The overall picture of utilization for three years of 1967-68 to 1969-70 comes to 96 per cent of the Government of India allocation.

2.3. The following important items of development work are being currently executed in the Tribal Development Blocks programme:—

1. *Agriculture and Animal Husbandry*

- (i) Supply of Bullocks.
- (ii) Field Bunding.
- (iii) Horticulture.
- (iv) Supply of seeds and fertilizers etc.

2. *Irrigation, Reclamation and Soil conservation*

- (i) Wells, tanks, dams etc.
- (ii) Rahats.
- (iii) Diesel pumps.

3. *Education*

Construction of School buildings.

4. *Communication*

5. *Cooperation*

6. *Housing*

2.4. A statement showing the physical targets achieved during the years 1970-71, 1971-72 and 1972-73 is given at Appendix VI.

2.5. Explaining the nature of cooperation, liaison and control of the Government of India on the execution of Tribal Development Block programme in the State, the Ministry of Home Affairs have stated that all activities under the Centrally sponsored programmes, which include Tribal Development Blocks programme, are formulated and financed by the Central Government but executed by the State Government. The Zonal Director under the Director-General, Backward Classes Welfare of the Ministry of Home Affairs, exercises control and liaison with the State Government and non-official agencies working in the field of tribal areas.

2.6. The headwise expenditure and the yearwise sanctions from the Government of India for the Tribal Development Blocks programme



in Madhya Pradesh during the last three years has been stated to be as follows:

Head of Development	(Rs. in lakhs)			
	Year 1969-70	1970-71	1971-72	1972-73 Sanctioned Amount
1. Project Headquarters	18.27 (16.70)	0.76 (1.93)	0.56 (1.92)	0.50
2. Agriculture & Animal Husbandry	10.07 (14.61)	6.04 (6.89)	26.84 (33.86)	40.00
3. Irrigation and Reclamation	89.31 (114.62)	75.95 (90.75)	61.56 (78.92)	60.00
4. Health & Rural Sanitation	1.12 (0.40)	0.40 (0.30)	0.54 (0.15)	2.00
5. Education	20.41 (18.12)	11.98 (9.67)	12.21 (13.68)	15.00
6. Social Education	0.02	0.01	0.25	0.60
7. Communication	0.19	0.06	0.16	1.20
8. Rural Arts & Crafts				1.00
9. Cooperation	16.35 (9.96)	24.61 (29.70)	18.42	24.70
10. Rural Housing		..	..	
11. Housing	1.86 (1.20)	0.32 (0.20)	0.14 (12.01)	4.00
12. Miscellaneous	0.27		..	1.00
<b>TOTAL</b>	<b>157.87 (174.51)</b>	<b>120.13 (133.44)</b>	<b>129.68 (140.54)</b>	<b>150.00</b>
Sanction from Government of India	172.00	143.00	146.00	150.00

(Note:—Figures in Brackets are Allotments.)

2.7. According to a note furnished to the Committee by the Ministry of Home Affairs, the board financial proposals under the main headings for the Fifth Five Year Plan are stated to be as follows:—

(Rs in lakhs)

S. No.	Scheme	State Plan	Central Sector	Total
<i>Scheduled Tribes</i>				
1.	Education	1400	100	1500
2.	Economic Uplift	1750	250	2000
3.	Health, Housing and other schemes	150	80	230
4.	Special schemes		1250	1250
TOTAL		3300	1680	4980

2.8. The Ministry of Home Affairs were asked whether any review of the financial and physical performance against Plan provisions and the targets achieved had been undertaken. The Ministry have stated that no review of the financial and physical performance has been separately made. The Ministry have, however, added that Tribal and Harijan Welfare Department of the State Government has deployed T. D. funds mostly (about 60-70 per cent) on irrigation and agricultural scheme. The digging of irrigation wells has been a major programme. Under agriculture, schemes of contour bunding, supply of seeds and fertilizers and horticulture were accorded priority.

2.9. The Committee are concerned to observe that there has been a continuous shortfall in expenditure in the Tribal Development Blocks in Madhya Pradesh, as against the allocations made, from the year 1968-69 onwards. The Committee recommend that the Government should appoint a high level committee to examine this question with a view to see whether the existing administrative and financial arrangements are adequate for the implementation of the various schemes undertaken in the Tribal Development Blocks programme. The Committee trust that suitable steps will be taken to remove the administrative, financial and procedural bottlenecks hampering the implementation of the Tribal Development Blocks programme.

2.10. The Committee also regret to note that the State Government have not undertaken any review of the financial and physical progress achieved against the targets set for various schemes of the Tribal Development Blocks programme. The Committee would stress the need for maintaining the proper statistics in regard to estimates made annually against each Head and the financial and physical progress achieved against the set targets.

## CHAPTER III

### EVALUATION

#### (i) *Land and Agriculture*

3.1. According to 1961 census 92.88 per cent of the Scheduled Tribes workers in the State were engaged in agriculture and 2.4 per cent in allied agricultural occupations, like fishing, forestry, live-stock, hunting orchard, plantation, etc. Agriculture is thus the mainstay of more than 95 per cent of the tribal population in the State.

3.2. As indicated in earlier Chapter, the tribal areas in Madhya Pradesh can be divided into four Zones, viz., the Central, the Eastern, the Southern and the Western Zones which represent more or less different clear-cut agricultural divisions. A large part of the Central Zone comprising Shahdol, Mandla and some parts of Balaghat and Betul districts is covered by the Satpura ranges, Maikal Hills and Mahadeo Hills, Narmada being the important river. Some areas lie in the catchment area of Godawari. Various soil and sub-soil types inter-blended with other zone soils are found in this Zone. Soil erosion is acute in Mandla, Chhindwara and Betul. The Eastern Zone consisting of part of Bilaspur, Surguja and Raigarh districts has largely red soil with sandy texture. There are numerous hills and undulating plateaus. The Southern Zone comprising Bastar and part of Drug and Raipur districts is full of ragged hills and plateaus. Sandy red soil rich in iron ore is one of the features of this zone. Some of the important rivers of this area are Indravati, Sabri Tal, Mahanadi, Dudh and Tandula etc. The Western Zone comprising tribal areas in Dhar, Jhabua, Khargone and Ratlam districts has the characteristic black soil with clay texture and red soil with loamy texture. This area consists of mainly hills, sterile land and small forests of mixed type. Narmada is the main river.

3.3. The conditions in which agriculture is carried on in tribal areas are different from those obtaining in the plains. Half the tribal area of the State is at altitudes ranging from 1,000 to 2,000 feet while a fifth of the area lies between 2,000 to 3,000 feet. Only one-fourth of the tribal area is below 1,000 feet. The terrain in the tribal areas is hilly and undulating. Because of the undulating nature of the terrain, erosion of soil has been extensive. With the increasing pressure on land, undulating land and steep slopes have been brought under cultivation without adequate soil conservation mea-

tures. Stripped of the protective overgrowth and exposed to rain-fall, which is quite heavy in most of the tribal tracts, the soil has been heavily eroded. In fact the problem of soil erosion has assumed frightening proportions in considerable area of the Western and Central Tribal Zones.

3.4. Agricultural production in the tribal areas is mainly for home consumption. In the Western Zone, Maize, Jowar, Cotton and Oil-seeds (Groundnut) are the principal crops. In the Central Zone also, food crops claim a very large area and principal crops are Kodon, Kutki, Rice and Wheat. In the Eastern and Southern Zones, paddy is the principal crop. Minor millets like Kodon, Kutki, Kosra and Miada are also grown over a large area. The yield from land in tribal districts is generally very low.

3.5. Tribal agriculture has thus four main characteristics. First, large cultivable areas held by the tribals are under minor millets for which alone the land is generally suitable. Secondly, agriculture is carried on under rainfed conditions as irrigation facilities are almost non-existent. Thirdly, the tribals grow early maturing varieties of crops to minimise the vagaries of the monsoon which is apt to be erratic in the later monsoon months as also to replenish their lean stock as early as possible. Lastly, the tribal cultivator is unable to invest even a small amount of capital in agriculture because of his poverty. Tribal agriculture should, therefore, be considered on a separate footing from general agriculture of the plains.

3.6. The details of expenditure and allotments on Agriculture and Animal Husbandry under Tribal Development Blocks programme in the State from 1966-67 to 1972-73 furnished by Ministry of Home Affairs is given below:—

Year	(Rs. in lakhs)	
	Expenditure	Allotments
1966-67	52.75	N.A.
1967-68	25.40	5.57
1968-69	15.31	16.46
1969-70	10.07	14.61
1970-71	6.04	6.89
1971-72	26.84	33.86
1972-73	40.00	(Sanctioned amount)

3.7. Although the Ministry of Home Affairs have stated that about 60-70 percent of the Tribal Development funds have been deployed on irrigation and agricultural schemes, the Task Force recently appointed by the Madhya Pradesh Government on the Welfare of Backward Classes in its preliminary report submitted to the State Government has observed that irrigation, power and agricultural programmes conceived as at present, have had little impact on tribal people. The common assumption that development of an area inevitably leads to progress of its people has been proved wrong in tribal areas. On the other hand such programmes have tended to strengthen the forces of exploitation. The Task Force is of the view that a special machinery and organisation with simplified work methods and procedure is necessary to ensure the benefits of these programmes to the tribal people.

3.8. The Committee recommend that a special research Cell should be created in the Agriculture Department of the State to study the special problems of tribal agriculture and to take suitable measures for its development.

(ii) *Land Alienation*

3.9. In a note furnished by the Ministry of Home Affairs, it has been stated that to protect the tribals from land passing into the hands of non-tribals, the following enactments are in force in the Madhya Pradesh State:—

(i) The Madhya Bharat Scheduled Areas (Allotment and Transfer of Land) Regulation, 1954.

(ii) The Madhya Pradesh Land Revenue Code, 1959.

3.10. The Madhya Bharat Scheduled Areas (Allotment and Transfer of Land) Regulation, 1954—

This Regulation is applicable to the following areas of the State:—

1. Whole of district Jhabua;
2. Sailana tehsil of Ratlam district;
3. Kukshi, Manawar and Dhar Tehsils of Dhar district;
4. Sendhwa, Burwani, Rajpur, Khargone, Bhikangaon and Maheshwar tehsils of West Nimar district.

Section 4 of the said Regulation provides that no member of a Scheduled Tribe shall, except with the previous sanction of the

Collector, transfer by way of sale, exchange, mortgage, lease or otherwise any land to any person other than a member of a Scheduled Tribe. No land held or occupied by a member of a Scheduled Tribe shall be liable to attachment or sale in execution of any decree, order of a civil or Revenue Court, provided that in relation of any land allotted for agricultural purposes to a member of Scheduled Tribe the restrictions shall apply only during a period of 5 years from the date of such allotment. Any transfer, attachment or sale of any land made in contravention of this Section shall be void.

3.11. *The Madhya Pradesh Revenue Code, 1959.*—This Code is applicable to the areas of State other than those mentioned above. Under Section 165 of the Code, the right of a *Bhumi Swami* belonging to a tribe which has been declared to be an aboriginal tribe shall not be transferred to a person not belonging to such tribe without the permission of a Revenue Officer given for reasons to be recorded in writing. No land comprised in a holding of a *Bhumi Swami* belonging to a Tribe which has been declared to be an aboriginal tribe shall be liable to be attached or sold in execution of any decree or order.

3.12. The Committee have been informed by the Ministry of Home Affairs in a note that the State Government have drafted a Regulation providing for non-acquisition of land in Scheduled Area by a non-tribal. The matter is under reference to the Government of India.

3.13. Asked about the land alienation problems being faced by the Tribals in the Madhya Pradesh State, the Ministry of Home Affairs have stated that under the existing Revenue Law, a tribal land holder needs permission from the Collector before he can transfer his land to a non-tribal. However, he is free to transfer land to another tribal. It has been notified that non-tribals purchase lands through an intermediary tribal, defeating the spirit of the legal provisions. The tribal intermediary subsequently manoeuvres to sell the land to the non-tribal.

3.14. As regards the success of legislative measures on land alienation, the Committee have been informed that the existing provisions of law have partially succeeded in preventing alienation of land by tribals.

3.15. The Shilu Ao Study Team in its Report on Madhya Pradesh has observed that "it is alleged that substantial land transfer from tribals to non-tribals have taken place notwithstanding the provisions contained in the rules and regulations in the existing enact-

ments. It is also alleged that revenue authorities do not always scrutinise carefully applications for transfer of land from tribals to non-tribals." The Study Team has strongly recommended a review of the provisions relating to the alienation of the land of tribals with a view to plugging the loopholes in the existing enactments.

3.16. Asked about the action taken on the recommendations of the Shilu Ao Study Team and the measures taken by the State Government to restore the land to the tribals from whom it has been alienated, the Ministry of Home Affairs in a note have stated that the State Government is of the view that no new legislation is considered necessary at present.

3.17. The Committee feel that the welfare programmes will have no meaning if the tribals are deprived of the land on which their very survival depends. The Committee would reiterate the recommendation of the Shilu Ao Study Team in this regard and would urge the State Government that a comprehensive review of the land alienation problem should be undertaken by a high level committee at the earliest to see how far the existing tenancy and revenue laws of the State are effective in giving protection to the Scheduled Tribes land owners and cultivators. The Committee would like to be apprised of the findings of the State Committee so appointed and the action taken thereon.

3.18. The Committee would also reiterate the recommendation of the Commissioner for Scheduled Castes and Scheduled Tribes made in his Twentieth Report that as one of the effective solutions against illegal alienation of tribal land to non-tribals the authorities concerned should take action suo moto to resume without payment of compensation, any tribal land which to their knowledge has been transferred to, or is otherwise under the illegal occupation of, a non-tribal. If necessary, a special administrative machinery may be introduced in the Scheduled as well as non Scheduled Areas to restore these lands to the original owners where they can be traced, or reserve them for assignment to other landless tribals where the original owners cannot be traced or do not come forward to claim them.

3.19. The Committee note that the Madhya Pradesh Government have drafted a Regulation providing for non-acquisition of land in Scheduled Areas of the State by a non-tribal. The Committee commend it as a step in the right direction



**The Committee would also like to suggest that the Central Government should prepare a model legislation for prevention of alienation of land from tribals to non-tribals for guidance of all the State Governments.**

**(iii) Displacement**

3.20. The tribal areas of Madhya Pradesh are rich in mineral and water resources. A large number of mining, industrial and irrigation projects e. g. Bhilai Steel Plant, Kharkhora Project, Sarni Project, Korba Aluminium Project, etc., have been located in tribal areas resulting large scale displacement of tribals from their land.

3.21. The Committee desired to know whether any survey had been made with regard to the tribal communities which had been displaced on account of setting up of large industrial projects in the State and whether anything was being done for their rehabilitation. The representative of the Ministry of Home Affairs has stated during evidence that an organisation under the Director-General, Backward Classes Welfare, has conducted several studies of such displacements. For instance, special studies had been undertaken in regard to displacements from Bhilai or from the area round about Ranchi. Some of the Tribal Research Institutes have also undertaken studies of such displacements. The representative of the Ministry of Home Affairs has added that in the Approach Paper for the Fifth Plan, they would like to have a special programme for the rehabilitation of all those tribals who have been affected by such migrations.

3.22. Dandakaranya Project is another project taken up in the tribal areas. This project was set up by the erstwhile Union Ministry of Rehabilitation in 1958 to resettle the displaced persons from East Pakistan. An area comprising 25,000 sq. miles in the Koraput district of Orissa and Baster district of Madhya Pradesh was acquired for the Project. As the project launched in the tribal area was going to affect the local tribal population, it was decided that Dandakaranya Development Authority would release 25 per cent of the reclaimed land to the State Governments for resettlement of tribals.

3.23. The Ministry of Home Affairs who were asked about the total area of land reclaimed by Dandakaranya development Authority for handing over to the Government of Madhya Pradesh and the land actually distributed by the State Government to the displaced tribals have in a note stated that the State Government had till December, 1972, released 82546.82 acres of land to Dandakaranya Development Authority. Against the quota of 25 per cent of reclaim-

ed land (i.e. 14080.27 acres) to be distributed to the tribal families, the Dandakaranya Development Authority have till September, 1972 released 10007.93 acres for allotment to tribals.

3.24. Regarding rehabilitation of persons displaced due to construction of industrial plants, factories, dams and other development projects, the Commissioner for Scheduled Castes and Scheduled Tribes in his Twentieth Report has observed that it has already been pointed out in his earlier Report that considerable displacement of the Scheduled Caste and Scheduled Tribe persons has taken place due to the construction of various national projects. For building such projects large tracts of good agricultural land of these persons are acquired without paying much attention to rehabilitate them on alternative agricultural lands or to provide them with other suitable means of livelihood. They are generally given compensation in cash and are ultimately deprived of their money by unscrupulous persons for lack of experience on their part, to handle large amounts of money.

3.25. In this connection the Shilu Ao Study Team in its Report on Madhya Pradesh has observed that a Study undertaken by the Tribal Research Bureau of the Government of Orissa has revealed that displaced persons have started exploiting the tribals. Their **modus operandi** is to induce the tribals to part with their agricultural yields during harvest at low prices and during lean months, when the tribals run short of food, to advance grain loans to them at very high rates of interest. In such a situation it should not be surprising if the tribal land gradually passes into the hands of the displaced persons. The Study Team received complaints that unscrupulous persons purchased land from the tribal as soon as they get information about the possible location of a project in the tribal areas. The tribal, thus, does not get even the fair price offered by the authorities as compensation. The present practice is for Government to grant cash compensation for tribal land acquired for public use. As the tribals know only how to subsist on agriculture and do not possess any other skill which would help them in finding alternative employment, mere cash compensation does not meet their needs. In fact, whatever money they receive is quickly spent on non-productive purposes and they then become destitutes and are forced to lead a miserable life.

3.26. Available information about the number of Scheduled Tribe families displaced and rehabilitated on land due to constru-

tion of national projects during the years 1968-69, 1969-70 and 1970-71 in Madhya Pradesh (32 districts only) is given below:—

Year	No. of Sch. Tribe Families displaced	Acreage of land from which displaced	No. of families rehabili- tated	Acreage of land allotted
1968-69	N.A.	N.A.	N.A.	N.A.
1969-70	147	167.00		
1970-71	N.A.	N.A.		

3.27. In the absence of precise statistics regarding the number of Scheduled Tribe families displaced and rehabilitated on land due to construction of national projects or lease of mines to the private entrepreneurs in Madhya Pradesh, the Committee are unable to come to any definite conclusion. They, however, felt that the position of rehabilitation of displaced Scheduled Tribe families is far from satisfactory. The Committee suggest that the services of the Tribal Research Institute may be availed of to undertake a study of the requirements of the affected tribal families and to make suggestions for their rehabilitation, keeping in view their mode of life, tradition and customs.

3.28. The establishment of national projects whether for industrial development, irrigation or for the settlement of non-tribals in tribal areas, apart from disturbing the economy and social fabric of the tribals, might cause wide social and economic imbalance among the settlers and the tribal population. The Committee, therefore, recommend that special measures should be taken to see that the tribals get due share of the benefits of industrialisation and that wide social and economic imbalance is not aggravated by rapid industrialisation.

#### (iv) Irrigation

3.29. Irrigation facilities are negligible in tribal areas of the State. Such irrigation as is done at present is through wells and tanks. Except the lands in valley, the soils are poor and the moisture retention is low. In the absence of irrigation facilities, the tribal cultivators are wholly dependent on rains. Because of the extensive problem of soil erosion, the lands held by the tribal people are marginal lands which are incapable of sustaining high yields unless the basic land improvement measures are undertaken.

3.30. The details of the irrigation programme to be taken up under the Fifth Five Year Plan proposals for the welfare of Scheduled Tribes in the country are as follows:—

(Rs. in crores)

*Irrigation*

(i) The level of irrigation will be increased from 1% to 3% of the total cultivable land in tribal areas. Thus 5 lakh acres will be brought under irrigation	100.00
(ii) Existing tanks gone out of use because of disrepair etc. will be restored	10.00
(iii) Survey of minor irrigation and medium irrigation projects, lift irrigation schemes and underground water resources will be taken up as preparatory for future irrigation programmes	5.00
<b>TOTAL</b>	<b>115.00</b>

3.31. The Madhya Pradesh State's Fifth Five Year Plan under the Basic Minimum Needs Programme provides for at least 7 per cent irrigation in each Block and 23 per cent in the State as a whole.

3.32. In this connection, the Task Force appointed by the Madhya Pradesh State Government on the welfare of Backward Classes in its preliminary report has recommended that apart from bringing at least 7 per cent cultivated area under irrigation in each Block, under the Basic Minimum Needs Programme, all existing tanks, currently out of the because of silt and disrepair etc., should also be renovated. The Task Force has also recommended that a special cell should be created in the Irrigation Department for surveying and preparing project reports for minor and medium irrigation projects, lift irrigation schemes and for the development and exploitation of ground water resources in tribal areas.

3.33. The Shilu Ao Study Team in its report on Madhya Pradesh has made similar suggestion. The Study Team has suggested:

"A separate Irrigation Cell exclusively for tribal areas should be set up in the Irrigation Department. The tribal areas should be surveyed for agricultural development potential. This work may well be taken up by the Agriculture Extension Officers of the Blocks. Minor irrigation works should be taken up on a large scale. Larger subsidies in the case of the more backward tribes may be allowed. As the cost of wells will be much more than in the plains, liberal subsidies should be given for the construction of wells in tribal areas."

The Study Team has also observed:

"State Government had prepared a special programme of irrigation in selected tribal districts at the instance of the Study Team. The estimated outlay on the proposed schemes was of the order of Rs. 31.40 crores. The Study Team felt that the programme, though modest in the context of the almost complete non-existence of irrigational facilities in the tribal areas, would be a good beginning in increasing the irrigation facilities in tribal areas and augmenting food production. The Study Team strongly recommend that the necessary provision for the scheme should be included in the Fourth Five Year Plan."

3.34. The Committee desired to know whether it was a fact that while the expenditure on irrigation in tribal areas of the Madhya Pradesh had increased, the area under irrigation had decreased. The following statement furnished by the Ministry of Home Affairs indicates the area irrigated in various tribal districts in Madhya Pradesh during the year 1963-64 and 1968-69:

District	Net Irrigated in Hectres		Difference in 1968-69 over 1963-64 (Hectres)
	1963-64	1968-69	
1. Balaghat	96,631	1,01,558	+ 4,927
2. Bastar	12,768	12,140	-628
3. Betul	17,941	26,139	+ 8,198
4. Bilaspur	1,07,868	1,39,994	+ 32,126
5. Chindwara	15,688	19,066	+ 3,378
6. Durg	99,523	1,27,482	+ 27,959
7. Dhar	18,375	23,064	+ 5,689
8. Jhabua	4,061	6,661	+ 2,600
9. Mandla	1,326	2,630	+ 1,304
10. Khandwa	10,631	16,628	+ 5,997
11. Khargone	10,919	31,525	+ 20,606
12. Raigarh	5,060	12,904	+ 7,844
13. Raipur	1,70,453	2,07,481	+ 37,028
14. Ratlam	14,179	16,411	+ 2,232
15. Raisen	3,180	4,199	+ 1,019
16. Seoni	25,205	25,487	+ 282
17. Surguja	3,728	4,675	+ 947
18. Shahdol	978	3,385	+ 2,407
19. Sidhi	1,095	1,722	+ 627
WHOLE STATE		10,34,666	13,24,055 + 2,89,389

3.35. The Committee regret to note that although the Shilu Ao Study Team in its report on Madhya Pradesh (1969) had suggested that a separate irrigation cell exclusively for tribal areas should be set up in the Irrigation Department, no action has been taken so far to constitute such a cell. The Committee trust that a special cell would be created in the Irrigation Department for surveying tribal areas for agricultural development potential without further delay.

3.36. The Committee trust that adequate funds would be earmarked in the State Government budget in the ensuing years for implementation of the special programme of irrigation in the tribal districts

3.37. The Committee are concerned to note that from 1963-64 to 1968-69 in Bastar district there has been decrease in the net area irrigated and in Balaghat and Seoni districts there has only been marginal increase in the area irrigated. The Committee would like the State Government to examine this matter. The Committee hope that vigorous steps will be taken by the State Government to increase irrigation facilities in the tribal areas in general and in particular in tribal districts lacking irrigation facilities. The Committee feel that unless this extra effort is made, the tribal areas would again be left behind.

3.38. The Committee would also urge that a proper survey about the actual flow of the benefit from irrigation schemes to Scheduled Tribes in Tribal Development Block areas should be conducted and necessary steps to rectify the imbalance, if any, in the matter of sharing of benefits by tribals and non-tribals in the Tribal Development Block areas should be taken.

(v) *Indebtedness*

3.39. The problem of indebtedness is acute among the Scheduled Tribes of the Madhya Pradesh State. The Madhya Pradesh Tribal Research Institute conducted a survey in 1964. The extent of indebtedness and the percentage of indebted families in the four Tribal Zones of the State as revealed by the Survey are given below:

Zone	Extent of indebtedness Rs.	Percentage of families in debt to total families
Western Zone	343.99 to 645.19	59.9 to 82.9
Eastern Zone	72.00 to 379.22	54.5 to 56.0
Central Zone	135.77 to 274.87	32.3 to 50.0
Southern Zone	91.36 to 321.00	16.4 to 40.0

3.40. The survey revealed that indebtedness is highest in the Western Tribal Zone where 60 to 83 per cent of surveyed tribal families were found to be indebted. Indebtedness in the Eastern Tribal Zone was also found to be high, inasmuch as 54 to 56 per cent of the surveyed families were found to be in debt. In the Central Tribal Zone, percentage of indebted families was between 32 to 50. In the Southern Tribal Zone, there was great variation in indebtedness between Bastar and Durg, the latter having 40 per cent indebted families while only 16 per cent families were found to be indebted in the former.

3.41. According to the survey, the average loan taken by the indebted families varied between Rs. 343.99 to Rs. 645.19 in the Western Tribal Zone. In the Eastern Tribal Zone, the range of debt was between Rs. 72.73 and Rs. 379.22. Corresponding figures for Central and Southern Tribal Zones were Rs. 159.5 to Rs. 274.87 and Rs. 91.36 to Rs. 321.62. The figures of average outstanding debt per indebted tribal family, naturally higher than the average debt incurred during the year, varied consistently according to the size of the average debt in the various districts. Consumption loans accounted for 33.1 to 69.5 per cent of the average debt in the Western Zone. In the Eastern Zone also (Surguja and Raigarh district), 43 to 67.3 per cent of the debt was incurred for domestic consumption. The percentage of loans obtained from the money-lender was the highest (56.2 to 84.7) in districts of the Western and the Eastern Zones, where the degree and incidence of indebtedness was also the highest.

3.42. Loans are advanced to the tribals both in cash and kind. The survey revealed that 86.9 per cent of the average debt was taken in cash and 13.1 per cent in kind. The survey also showed that the money-lender or the indigenous trader-cum-moneylender still holds sway over tribals in the matter of advancing various types of loans and accounts for about 64.0 per cent of the loans taken by the tribals. Cooperative and Government sources supplied 18.6 per cent and 13.5 per cent respectively of the average debt. 43.6 per cent of the loans was for productive purposes, namely, agriculture, while 47.7 per cent was for non-productive purposes—13.2 per cent for social religious activities and 34.5 per cent for domestic consumption. Over half the loans (50.6 per cent) were secured and interest rates varied from 25 per cent to 49 per cent. About two-thirds of the loans (65.5 per cent) were obtained on personal security and goodwill.

3.43. The Committee desired to know about the debt relief measures undertaken by the State Government for the tribal debtors:

and the results achieved. The Ministry of Home Affairs in a note furnished to the Committee have stated that the State Government have enacted *Madhya Pradesh Adivasi Rini Sahayata Adhiniyam* 1967 to help tribals in scaling down their old debts. For this purpose, separate Debt Relief Courts were established. The Debt Relief Inspectors were posted to register old debt cases. By the end of 1971-72, 2,08,775 cases were registered out of which 63,000 cases were pending. Old Debts have been scaled down to a considerable extent. The Ministry of Home Affairs have added that this Act, however, is applicable to debts upto appointed date, i.e., 15-3-67. There is no legal remedy available for debts contracted after the expiry of the appointed date 15-3-67. Many creditors have taken advantage of this provision and have renewed the old debts with a view to defeat the provision of the Act. On the positive side, the State Government are thinking of providing non-productive loans to tribals.

3.44. The representative of the Ministry of Home Affairs has informed the Committee during evidence that as a pilot programme, in two districts of Madhya Pradesh, an experiment of advancing loans for consumption and non-productive purposes has been started. While the recovery in one particular Tribal Development Block is extremely satisfactory on the advances made for unproductive purposes, in the other blocks the recoveries have been totally disappointing.

3.45. In order to assess the working of the scheme and the extent to which the Scheduled Tribes derived benefit therefrom, a study was undertaken in the Gandhwani Tribal Development Block, by the Office of the Zonal Director, Backward Classes Welfare, Bhopal, in September, 1969. The study team visited all the four cooperative societies situated at Gandhwani, Avaldaman, Joerabad and Kesvi. The team found that:

- (i) the procedure followed by the societies for granting loan under the scheme was different from what had been prescribed, resulting in delay in granting loans; even though the demand of each individual was well within the prescribed limits, no member got loan to the extent of his demand;
- (ii) the Executive Officer did not follow any well-defined and uniform procedure in scaling down the demands for loan, which was done on an *ad hoc* basis;



- (iii) the Circle Organiser, who ought to have played a key role in sanctioning the loans, remained completely out of picture and for sometime he was not even aware of the existence of this scheme;
- (iv) the Dhar Branch of the Madhya Pradesh Tribal Development Corporation did not release to the cooperative societies Rs. 50,000 intended for the implementation of this scheme, this circumscribed the number of beneficiaries and the benefit that could have accrued to them;
- (v) There seemed no justification for the Corporation to release merely 20 per cent of Rs. 1.00 lakh allotted for that purpose as the demand for loans for non-productive purpose and for meeting social obligations was far higher; instead the Corporation authorities utilised 80 per cent of this amount for other purpose, making it difficult for the societies to purchase sufficient goods for sale to the tribals;
- (vi) there were also bad debts which the societies could not redeem; and
- (vii) non-productive loans for social needs had been advanced to very few persons, one of the important reasons for this being the fact that the social ceremonies among the tribal people required larger amounts than the upper limit of Rs. 150/- prescribed for the purpose under the scheme.

3.46. The Commissioner for Scheduled Castes and Scheduled Tribes in his Twentieth Report has observed:

"In view of the above defects in the working of the scheme, the tribal members were forced to take loans for such purposes from the moneylenders where they often had to pay 25 per cent interest. In order, therefore, to help the Scheduled Tribes, and for that matter also the Scheduled Castes, in their economic development, it is essential that cooperative societies are organised in a proper manner and run systematically. There should be strict supervision over their working, so that vested interest may not be able to put hurdles in their way. From time to time, reviews should be made about their working and remedial steps taken at the appropriate time".

3.47. Asked whether Government could approach the Life Insurance Corporation so that facilities could be given to these rural people in the matter of insurance, the representative of the Ministry of Home Affairs has stated during evidence that multiplicity of organisations among these simple communities is one of the biggest problems. In fact, for these integrated tribal development programme they are trying to evolve a structure which not only provides them productive loans but also loans for social purposes.

3.48. The Committee are concerned to note that even in 1964, according to the survey conducted by the Tribal Research Institute, 59.9 to 82.9 per cent; 54.5 to 56 per cent; 32.3 to 50 per cent and 16.4 to 40 per cent of the surveyed tribal families in Western, Eastern, Central and Southern tribal zones respectively were found to be indebted. The Committee also note that more than 47 per cent of the loans taken by the tribal families were for non-productive purposes—for social and religious activities and for domestic consumption and that the trader-cum-moneylender accounted for about 64 per cent of the loans taken by the tribals. In the absence of facts to the contrary, the Committee have no reason to believe that the extent and the pattern of indebtedness has undergone any change during these years. In order to save the tribal economy from the stranglehold of the moneylenders, the Committee recommend that immediate comprehensive measures should be taken for providing credit from a single source, both for productive and non-productive purposes and for marketing the agricultural and forest produce of the tribals.

3.49. The Committee note that by the end of 1971-72, out of 208775 cases registered for debt relief about 63,000 cases were pending. The Committee trust that the disposal of the remaining cases will be done expeditiously.

3.50. The Committee also note that many creditors have taken advantage of the loopholes in the Madhya Pradesh Rini Sahayata Adhiniyam, 1967 and have renewed the old debts of the tribals and thereby have defeated the provisions of the Act. The Committee recommend that the said Act should be suitably amended at the earliest to plug the loopholes.

3.51. The Committee are in agreement with the observations of the Commissioner for Scheduled Castes and Scheduled Tribes in his Twentieth Report regarding the working of pilot schemes for giving loans for consumption and non-productive purposes in Gandhwani and Bagicha Tribal Development Blocks of Madhya Pradesh. The Committee recommend that suitable remedial steps should be taken by the State Government to streamline the working of the credit cooperative societies so that the scheme proves beneficial to the tribals in keeping them away from the moneylenders. The Committee trust that in the light of experience gained, there will be a gradual extension of this scheme to the other tribal areas of Madhya Pradesh.

The Committee further recommend that the State Government should give adequate publicity in regard to the facilities that are available to the tribals in the matter of debt relief.

(vi) *Cooperatives*

(a) *Working of Cooperatives*

3.52. Cooperation is one of the Centrally sponsored scheme for the welfare of Scheduled Tribes. The main type of cooperatives organised among the Scheduled Tribes are (i) Multipurpose Cooperative Societies; (ii) Service Cooperatives; (iii) Forest Labour Cooperatives and (iv) Farming Cooperatives. The number of these Societies organised during the first three plan periods by the Tribal and Harijan Welfare Department of the State Government is given below:—

1. Multipurpose Cooperative Societies	994
2. Forest Labourers Cooperative Societies	317
3. Service Cooperative Societies	5
4. Farming Cooperative Societies	8

3.53. The Ministry of Home Affairs have informed that total membership of these societies is 39,000 and their activities are to

supply articles of daily needs to tribal and purchase from them forest produce. The Ministry of Home Affairs have added that ten forest Labour Cooperatives are working as agents of Forest Department of the State Government for nationalised forest produce.

3.54. The management of Multipurpose Cooperative Societies and Forest Labour Cooperative Societies is vested in the member themselves. It has been laid down in the bye-laws for Multipurpose Cooperative Societies that the percentage of non-tribal members must not exceed 10 per cent and that the office bearers must all the tribal members. In the case of Forest Labour Cooperative Societies membership is restricted to tribals only.

3.55. In the case of Multipurpose Cooperative Societies and Forest Labour Cooperative Societies the following Governmental assistance is given per society:—

- |  |              |
|--|--------------|
| (i) Working Capital subsidy  | Rs. 10,000/- |
| (ii) Godown subsidy  | Rs. 7,500/-  |
| (iii) Services of Government Manager<br>for a maximum period of 5 years. |              |

3.56. The Madhya Pradesh State Tribal Cooperative Development Cooperation was established in March, 1960, as an Apex institution under the Backward Classes Sector to guide and supervise the primary Cooperative societies in tribal areas.

3.57. In this connection, the Commissioner for Scheduled Castes and Scheduled Tribes in this Twentieth Report has stated that due to heavy losses by the Madhya Pradesh Tribal Cooperative Department Cooperation, there was shrinkage of working capital available for the cooperative societies.

3.58. The Shilu Ao Study Team in its Report on Madhya Pradesh noted that the Madhya Pradesh Cooperative Development Corporation after incurring a loss of Rs. 70 lakhs during its working of four years was under strong pressure to work with a profit motive and as a result it had to close its ten branches and withdraw from certain classes of business. The Shilu Ao Study Team viewed it as unfortunate development and felt that the Corporation had been organised with the primary purpose of promoting welfare of tribals and the profit motive must necessarily be subordinated to the interests of tribals. The Study Team had recom-

mended that a high level Committee might be appointed to examine the working of the Corporation and to make recommendations regarding the action to be taken to remove the difficulties which had hampered its growth.

3.59. When enquired about the unsatisfactory working of the Madhya Pradesh Tribal Cooperative Development Corporation, the representative of the Government of Madhya Pradesh, while admitting that upto 1971 the Corporation had suffered losses to the extent of Rs. 1.5 crores, expressed the view during evidence that the Corporation had done some good job insofar it organised some industries which had given employment to Tribals, etc. He added that a senior officer of the State Government had gone into the organisational structure of the Corporation, including the question of losses. Orders had been issued for 100 per cent audit of the Corporation, and after it was done action to fix responsibility would be taken. In the meantime, the State Government had reconstituted the Corporation.

3.60. The Committee desired to know the measures taken to strengthen the finances of the cooperative societies in the tribal areas through special assistance. In a note furnished to the Committee, the Ministry of Home Affairs have stated that the cooperative societies which have suffered losses are being revitalised by giving them financial assistance at the rate of Rs. 5,000 each and so far 160 societies have thus been revitalised and 75 more are being revitalised during current year.

**3.61. The Committee note that due to heavy losses incurred by the Madhya Pradesh Tribal Cooperatives Development Corporation, there was shrinkage of working capital available for cooperative societies in tribal areas of the State. They also note that the Shilu Ao Study Team in its report on Madhya Pradesh (1969) had recommended that a High Level Committee might be appointed to examine the working of the Corporation and make recommendations regarding the action to be taken to remove the difficulties which had hampered its growth. The Committee further note that a senior officer of the Madhya Pradesh Government investigated the working of this Corporation and that, as a result of his investigation, the State Government has reconstituted the Corporation. The Committee would like**

**to be informed about the improvements since effected in the working of the Corporation.**

*(b) Training of Scheduled Tribe persons in the methods of cooperation*

3.62. The Commissioner for Scheduled Castes and Scheduled Tribes in his Twentieth Report has observed that it is generally known that persons from rich and influential section of the population often dominate the cooperatives started for backward classes and use them for their own personal ends. This factor and lack of suitably trained personnel among Scheduled Castes and Scheduled Tribes to run cooperative societies organised for them, have been amongst the main factors responsible for slow progress of cooperative movement in areas having concentration of Scheduled Caste and Scheduled Tribe persons. In order to make cooperative help more purposeful for these communities special schemes have been launched in some of the States and Union Territories for imparting training to members of the Scheduled Castes and Scheduled Tribes in the methods of cooperation. The number of Scheduled Tribe persons trained in the methods of cooperation under various schemes in Madhya Pradesh during 1969-70 and 1970-71 are given below:—

1969-70

—20

1970-71

Nil

**3.63. The Committee regret to note that little work has been done in regard to the training of Scheduled Tribe persons in the methods of cooperation in Madhya Pradesh. The Committee endorse the views of the Commissioner for Scheduled Castes and Scheduled tribes that lack of suitably trained persons amongst Scheduled Tribes to run cooperative societies is one of the main factors responsible for the slow progress of cooperative movement in the tribal areas. In order to strengthen the cooperative movement in the tribal areas, it is imperative that adequate number of local tribal people are trained in techniques of cooperation. The Committee recommend that suitable training scheme should be started in the tribal areas of Madhya Pradesh for the purpose at the earliest.**

(vii) *Education*(a) *Literacy*

3.64. According to 1971 census, the General literacy for Madhya Pradesh is 22.14 per cent as against 29.46 per cent for the country. The literacy rates of Scheduled Tribes in the State and Scheduled Tribes in the country for 1971 have not been furnished. However, the Ministry of Home Affairs have stated the literacy rate of tribals during 1961 census was 6.11 per cent and general rate was 17.15 per cent. It is estimated that the literacy rate for Scheduled Tribes will stand at about 7 per cent in 1971.

3.65. The position regarding literacy, is, however, not uniform among the various tribes of the State. The Oraons, Pradhans, Halbas, Kawars and Gonds are educationally more advanced. Educationally most backward tribes include Sahariyas, Bhumias, Kamars, Korwas, Kols, Baigas, Bhils and Korkus.

The Ministry of Home Affairs who were asked about the literacy among the various tribes in the State have stated that tribewise position according to 1971 census is yet to be published by the Census Department and is not available.

3.67. The Committee desired to know the reasons for educational backwardness among the tribals of the State. The Ministry of Home Affairs, in a note, have informed the Committee that providing of formal education has been recently introduced in the tribal areas. The environmental conditions of the tribal areas are not such that the tribal children would attend educational institutions unless they are persistently persuaded to do so. All efforts are made to attract tribal children to the school, but since conducive atmosphere for attaining education has not developed adequately amongst them and because they are poor and also have actively to participate in the tribal economy, the enrolment in schools is much below expectation.

3.68. Asked about the steps taken to increase the literacy among the tribals in general and particularly among the educationally backward tribes of the State, the Ministry of Home Affairs have stated that the State Government have been establishing more and more educational institutions, granting scholarships and stipend facilities, hostel facilities so as to increase literacy among the tribes in general and backward tribes in particular in the State. Residential type schools (Ashram schools) are established with a view to attract the students of most backward tribes in the State.

3.69. The Ministry of Home Affairs have added that the number of educational institutions run by the Tribal Development Department of the State Government have considerably increased during the period 1965-66 to 1972-73—from 4791 primary schools to 7906, from 532 Middle Schools to 1153, and from 104 Higher Secondary Schools to 216. The enrolment has during this period increased from 3.50 lakhs to 4.20 lakhs in primary classes, from 0.41 lakhs to 0.52 lakhs in Middle Classes and from 11,700 to 21,000 in Higher Secondary classes.

3.70. The Tribal Department has also expanded hostel facilities to cover larger areas—from 425 hostels for tribals in 1965-66 to 1105 in 1972-73. At present there are 27,000 seats in these hostels. With a view to attract tribal girls towards education, residential type or ashram schools have been increased from 53 in 1965-66 to 130 in 1972-73 with 3875 seats.

3.71. The Shilu Ao Study Team had recommended that agriculture being of special significance to tribals, the tribal education should be given agricultural bias. The Ministry of Home Affairs in a note have stated that the education policy for tribals has been the same as for general population. Structural changes in syllabii are yet to be made. However, in some Higher Secondary Schools agricultural course is imparted in their curriculum.

3.72. In this connection the Task Force appointed recently by the Madhya Pradesh Government on the Welfare of Backward Classes in its Preliminary Report has observed that in spite of the expansion of educational facilities in recent times, the educational backwardness of the tribals continues. The percentage of literacy amongst males is as low as 15.17 and 11.72 in the districts of Bastar and Jhabua respectively as against the State average of 32.76 (1971). The percentage of literacy amongst females slopes down to 2.60 in Sidhi and 4.07 in Bastar (State average 10.84). The general position at the primary stage of education is that a little over 53 per cent of the children in the age-group 6—11 years go to school in the State while this percentage is between 30 to 35 in the case of scheduled tribes. Similarly less than 10 per cent tribal children in the age-group 11—14 years go to middle schools (State percentage 23). It is also estimated that while about half of the students passing out of middle schools are enrolling themselves in higher secondary schools in the State, their percentage is lower by 15 to 20 per cent in the case of the Scheduled Tribes. The above comparisons are also not strictly valid as the State averages are depressed by the lower figures pooled by the Scheduled Tribes.



3.73. The Committee regret to note that in spite of the expansion of educational facilities in recent times, the educational backwardness among the tribals in the State continues. The Committee need hardly stress that special efforts are required for the promotion of education among the tribals.

3.74. As the tribal economy in the State is mainly agriculture and forest based, the Committee would recommend that besides formal education, training in agriculture, horticulture, animal husbandry, poultry farming, bee-keeping and other similar useful activities should be imparted to the tribals so that they could become useful members of their community.

#### *Primary Schools*

3.75. The Committee have been informed that during the period of 1965-66 to 1972-73 the number of primary schools run by the Tribal Welfare Department of the State Government has increased from 4791 to 7906. The enrolment of tribal students in the primary classes has increased from 3.50 lakhs to 4.20 lakhs during this period.

3.76. The enrolment figures of the Scheduled Tribe students in primary classes in Madhya Pradesh for the years 1966-67, 1968-69 and 1969-70 are given below:—

		I		II		III		IV		V	
		Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
1967-68	131996	37392	74160	19884	55156	13150	41622	8545	28282	5861	
1968-69	127604	35236	71281	18502	52796	12577	37430	7311	29185	5922	
1969-70	137414	36506	71497	17523	52517	11823	39161	7695	23897	4836	

3.77. The Basic Needs Programme of the Madhya Pradesh State during the Fifth Five Year Plan provided for 100 per cent coverage of children in the age group of 6—11 years by opening additional schools.

3.78. Asked about the action taken on the suggestion of the Shilu Ao Study Team that in tribal areas primary schools within one or two miles of the home of each child should be set up, the Ministry of Home Affairs have stated in a note that the norm suggested is accepted as a policy, and efforts are being made to open new Primary

Schools within the available State resources. The number of Primary Schools managed by the Government in Scheduled Areas and T.D. Blocks have increased from 4791 at the end of 1965-66 to 7906 by the end of 1972-73. During these seven years 2270 new Primary Schools have been opened and 845 taken over from Education Department. As stated earlier the Task Force appointed by the Madhya Pradesh State Government has observed that the general position at the primary stage of education is that a little over 53 per cent of children in the age-group 6—11 years go to school in the Madhya Pradesh while this percentage is between 30—35 in the case of Scheduled Castes.

3.79. The Committee regret to note that 30—35 per cent of tribal children in the age group of 6—11 years have been attending the primary schools in the Madhya Pradesh as against 53 per cent for the State as a whole. The Committee are also concerned to note that there has been a steep fall in the number of Scheduled Tribe students as they advance from Class I to Class V. The Committee would like to emphasise that vigorous and concrete efforts should be made for the spread of education among tribals by increasing the number of primary schools in the tribal areas.

#### *Middle Schools—*

3.80. According to the information furnished by the Ministry of Home Affairs, the number of middle schools for Scheduled Tribes have increased from 532 to 1153 during the period from 1965-66 to 1972-73. During this period the enrolment of Scheduled Tribe students in the middle schools have increased from 0.41 lakhs to 0.52 lakhs.

3.81. The enrolment figures of the Scheduled Tribe students in the middle school stage in Madhya Pradesh for the years 1966-67, 1967-68 and 1968-69 are given below:—

	VI		VII		VIII	
	Boys	Girls	Boys	Girls	Boys	Girls
1967-68	18433	3216	13123	1696	9709	1476
1968-69	20059	3417	14660	2075	10566	1404
1969-70	29582	3188	14368	2025	10227	1563

3.82. The Basic Need Programme of Madhya Pradesh during the Fifth Five Year Plan provides for 50 per cent coverage of school-go-

ing children in the age-group of 11—14 years by opening additional schools.

3.83. The Task Force appointed by the State Government has observed that less than 10 per cent of the tribal children in the age-group 11—14 years go to middle schools as against the State percentage 23.

3.84. The Committee are of the view that the paucity of middle schools in tribal areas has been the biggest bottleneck in spreading higher education amongst Scheduled Tribes of the State. If the State's Basic Need Programme of 50 per cent coverage of children in the age-group of 11—14 years is to be ensured, it is imperative that larger number of middle schools are opened in the tribal areas.

#### *Higher Secondary Schools*

3.85. The Shilu Ao Study Team in its Report on Madhya Pradesh has observed that the number of higher secondary schools in tribal areas was exceedingly small till 1963-64. Even though 36 Higher Secondary Schools were opened during 1964-65 and 1965-66, there was not a single Higher Secondary School in as many as 30 Tribal Development Blocks at the end of the Third Plan. Normally, there should be a Higher Secondary School for a population of 20,000. On this basis the Tribal Development Blocks alone would qualify for 230 Higher Secondary Schools but actually there were only 117 such Schools in the Tribal Development Blocks. The need for opening more Higher Secondary Schools in the Tribal areas is obvious.

3.86. The enrolment figures of the Scheduled Tribes students in higher secondary classes in Madhya Pradesh during the years 1966-67, 1967-68 and 1968-69 are given below:—

	IX		X		XI	
	Boys	Girls	Boys	Girls	Boys	Girls
1967-68	7042	793	5098	430	4550	379
1968-69	7356	935	5622	679	2843	272
1969-70	8086	940	6471	679	3073	405

3.87. In this connection, the Task Force appointed by the Madhya Pradesh State Government has observed that it is estimated that

while about half of the students passing out of middle schools are enrolling themselves in higher secondary schools in the State, their percentage is lower by 15 to 20 per cent in the case of Scheduled Tribes.

3.88. The Committee desired to know whether any survey had been undertaken regarding tribal children attending primary, middle and higher secondary schools in Madhya Pradesh. The Ministry of Home Affairs have informed in a note that the Tribal Research and Development Institute has conducted a survey in 1971 about the wastage and stagnation in education among tribals in primary and middle schools and their report is under preparation.

3.89. The Committee are concerned to note that there has been a sharp decline in the enrolment figures of the Scheduled Tribe students in the middle and higher secondary stages which shows that wastage and stagnation of education among tribal students in the State is very high. The Committee note that the Tribal Research and Development Institute has undertaken a survey in this regard and their report is under preparation. The Committee trust that on the basis of findings of the survey, the Government of Madhya Pradesh will take suitable remedial measures to check the wastage of education among tribal children.

The Committee further suggest that every Tribal Development Block in Madhya Pradesh should have at least one Higher Secondary School. Facilities for college education should also be provided wherever practicable.

#### *Scholarships—*

3.90. The scheme of Pre-matric Scholarships is being financed by the State Government. The Committee have been informed that all the Scheduled Tribe students in primary schools are provided free text books, slates and pencils and the scheme of mid-day meals is also in operation in Madhya Pradesh. The rates of cash scholarships for ten months are Rs. 100 and Rs. 150 for boys and Rs. 150 and Rs. 225 for girls in middle school and Higher Secondary stages respectively.

3.91. The scheme of post-matric scholarships is a part of Centrally Sponsored Programme. Government of India provides funds for this scheme only for expenditure above the committed level. There are two components of the scholarship amount viz. maintenance grant and amount for various kinds of fees charged by the institutions and universities. There are varying rates of maintenance grants for day scholars and boarders, the minimum being Rs. 27 and Rs. 40 p.m. respectively.

3.92. The comparative State figures of Post-Matric Scholarships are:—

Year	No. of awards	Expenditure (Rs. in Lakhs)
1965-66	1243	5.18
1971-72	3625	13.9

3.93. In reply to a question, the representative of the Government of Madhya Pradesh has stated during evidence that while the Madhya Pradesh Government has increased the rate of scholarships at the pre-matric stage in their ensuing budget, nothing has been done in the case of post-matric scholarships as it is under the jurisdiction of the Central Government. In this connection, the Task Force appointed by the Madhya Pradesh Government has observed that these rates were fixed long ago and should be raised in view of the high prices. The Task Force has also observed that the State Department of Tribal Welfare is running separate hostels for post-matric students belonging to Scheduled Castes and Scheduled Tribes. This is not a healthy development. One of the main reasons as to why students belonging to these communities do not join the general hostels is their inability to meet the high cost of living, varying from Rs. 100 to Rs. 150 p.m. therein. The Task Force has suggested that the rates of post-matric scholarships should be raised appreciably to promote integration amongst youth of the different communities.

3.94. The Committee desired to know the efforts being made by the Government in regard to spotting of gifted students among Scheduled Tribes. It has been stated in a note furnished by the Ministry of Home Affairs that Model Higher Secondary Schools are proposed to be started during the Fifth Plan. Gifted students selected through test would be admitted in these schools. This will help in spotting gifted students in future. The rates of scholarships under the Post-Matric Scholarships Scheme have already been increased by 50 per cent for those Scheduled Caste and Scheduled Tribe students who secure 1st Division or at least 60 per cent of the marks in the aggregate where no division is awarded or an equivalent grading, where any other grading system is used, in their Matric-Higher Secondary|Intermediate|University Final Examination and study full time courses. In this connection, the Task Force appointed by the Madhya

Pradesh Government has recommended that five such residential model schools may be opened for boys, one in each tribal zone, and two for girls, one each in Western and Eastern regions.

3.95. The Commissioner for Scheduled Castes and Scheduled Tribes in his Twentieth Report has observed that the financial assistance in the shape of scholarships, stipends etc. do not reach the beneficiaries in time, which in turn hampers in promoting the spread of education.

3.96. During the debate on the Nineteenth Report of the Commissioner for Scheduled Castes and Scheduled Tribes held in Lok Sabha on the 21st November, 1972, the Prime Minister observed that there had been a demand to increase the quantum of scholarship. This was a justified demand and the quantum of scholarship would be increased.

3.97. It has been further stated in the Annual Report of the Ministry of Home Affairs (1972-73) that the Government of India has since decided to increase the rate of these scholarships. The details of the rates are now being worked out and it is hoped that a decision will be taken shortly. In the Fifth Five Year Plan prepared by the Department of Social Welfare, it has been stated that, "It is also proposed that the scholarship rates will be brought on par with the National Scholarship Scheme. The requirement under this head will be Rs. 21 crores in the Fifth Plan Period."

3.98. Asked about the action taken on the recommendations of the Shilu Ao Study Team that scope of scholarships to Scheduled Tribe students should be enlarged to cover trades and courses like telegraphy, book-keeping, shorthand and typewriting etc., the Ministry of Home Affairs in a note have stated that ad hoc financial assistance at the rate of Rs. 20 per month (inclusive of fees) is given to Scheduled Caste and Scheduled Tribe students studying trade courses, e.g. Telegraphy, Book-keeping, Shorthand, Typewriting, tailoring, tanning leather goods manufacture, etc.

3.99. The Committee endorse the views expressed by the Task Force appointed by the Madhya Pradesh Government and the Commissioner for Scheduled Castes and Scheduled Tribes regarding enhancement of post-matric scholarships to the tribal students. The Committee trust that rates of the post-matric scholarships for the Scheduled Castes and Scheduled Tribe students would be raised appreciably, to meet the high cost of living. In this connection, the Committee would like to invite the attention of the Government to the recommendations made in paragraphs 3.8 to 3.10 of their Twentieth Report (Fifth Lok Sabha) on Plan Allocations.

**3.100. The Committee commend the proposal for opening Model Higher Secondary Schools in Madhya Pradesh by the State Government during the Fifth Plan wherein gifted students from Scheduled Castes and Scheduled Tribes selected through test will be admitted.**

### *Hostels*

3.101. The Committee desired to know the hostel requirements for Scheduled Tribe students in Madhya Pradesh. The Ministry of Home Affairs in a note furnished to the Committee have stated that at present there are 1107 hostels for Scheduled Tribes in the State and 100 hostel buildings are under construction. Out of 1107 hostels in all 341 hostels are at present housed in Government buildings while the remaining 766 are in rented buildings. There are 27,031 students including post-matric hostellers who are residing in 1107 hostels. The break-up of boys and girls in these hostels is 25,451 boys and 1,580 girls. The break up of the hostels opened so far is given below:—

1st Plan	1951—56	58
2nd Plan	1956—61	39
3rd Plan	1961—66	393
4th Plan	1966—69	177
	1969—73	385
TOTAL		1107

3.102. According to the note furnished by the Ministry hostel facilities are provided at all stages for both Scheduled Tribe boys and girls. Till recently hostel facilities for post-matric students had been provided for Scheduled Tribe boys only. The availability of seats in the tribal hostels is as given below:

19 post-matric hostels for boys	1110 seats
1015 Pre-Matric hostels for boys	24310 „
73 Pre-Matric hostels for girls	1580 „
TOTAL	27000 seats

3.103. The Committee have been informed that hostellers are given stipends at the following rates:—

Divisiona and District Headquarters Hostellers	• • • • •	₹ 35/- p m
Other hostellers	• • • • •	₹ 30/- p m

Besides the foregoing stipend facilities each 20-seater hostel is provided with the services of a cook and a chowkidar-cum-waterman. Further the hostellers are given free electricity and water. Attempt has been made to provide a hostel with a library and part-time tutorial facility too.

3.104. The Commissioner for Scheduled Castes and Scheduled Tribes in his Twentieth Report has observed that it has also been our experience that in most of the schools in tribal areas, there are not sufficient number of trained teachers, particularly, in science subjects; the school laboratories are also not properly equipped. To overcome these difficulties, it is suggested that students studying science subjects should be brought at one central place either at district or divisional headquarters and the laboratory facilities available in such schools should be extended to cope with the additional students. Free hostel facilities should also be made available. This will be economical and, at the same time, will help the science students to come up to the standard. The Government of Madhya Pradesh have started a scheme of coaching hostellers residing in the Government hostels, but so far this facility could not be extended to all Government hostels as well as hostels run by voluntary organisations. The Study Team of the Commissioner's Office which visited Raipur and Bastar districts of Madhya Pradesh in 1971 noticed that though arrangements had been made in some hostels to give extra coaching to Scheduled Caste and Scheduled Tribe students, the facilities provided were far from satisfactory. Sometimes the hostel Superintendents were made responsible to give extra coaching to these students, but generally the Superintendents being untrained were not in a position to guide the students.

3.105. The Ministry of Home Affairs in a note furnished to the Committee have stated that the Tribal Welfare Department of Madhya Pradesh is running 35 Ashrams (Residential institutions) for tribal boys with 1150 seats and 95 Ashrams (Residential institutions) with 2620 seats for tribal girls in the State. A Study Team of the Office of the Commissioner for Scheduled Castes and Scheduled



Tribes which visited Raipur and Bastar districts of the State in March, 1970 observed that the amenities provided to the inmates of such schools were not adequate and the children were facing difficulties.

3.106. The Committee note that enrolment of tribal students in schools approximates number of seats available in the hostels attached to the schools. With the State's Fifth Plan target of 100 per cent coverage of children in the age group of 6—11 years, the Committee feel that there would be need for additional hostel accommodation for tribal boys/girls at the middle school level. The Committee therefore recommend that expansion of hostel facilities for tribal children should be planned on larger scale during the next five years.

3.107. The Committee are of the view that Ashram-type Schools have proved very useful in the promotion of education of the tribal children belonging to more backward tribes. More such schools should be opened during the Fifth Plan period.

3.108. The Committee are in agreement with the views of the Commissioner for Scheduled Castes and Scheduled Tribes in his Twentieth Report that lack of opportunities for education in science and mathematics and the poor conditions obtaining in the tribal schools have prevented the tribal students from taking advantage of the reservations made in the professional institutions like medical, engineering and veterinary. The Committee recommend that special coaching/tutorial facilities should be organised in all the hostels for tribal students, specially in science and mathematics.

(viii) *Public Health and Drinking Water Facilities*

3.109. The common diseases in the tribal areas of the State are Malaria, T.B., Small Pox and diseases resulting from malnutrition. Venereal diseases are prevalent in Maha Kaushal region. The incidence of Leprosy is high in the eastern and southern districts, namely, Bilaspur, Raigarh and Bastar. Yaws is prevalent in the districts of Bastar, Surguja, Shahdol, Sidhi, Bilaspur and Raigarh.

3.110. The Ministry of Home Affairs have informed the Committee in a note that the National Malaria Eradication Programme has been undertaken and the results have been quite encouraging. Forty-six

Leprosy teams have been set up which go from house to house to treat the affected persons. There are also district units in tribal areas for V.D. control.

3.111. In a note furnished to the Committee, it has been stated that out of 286 primary Health Centres sanctioned in the Tribal areas of the State, 10 Primary Health Centres are not functioning.

3.112. The important schemes being operated in Tribal Areas are (i) opening of new institutions; (ii) increase of beds; (iii) provisions of specialised services and (iv) operation of National Control Programmes viz. Malaria T.B. Small Pox Cholera Leprosy.

3.113. The Shilu Ao Study Team in its Report on Madhya Pradesh (1969) had noted that the State Government found it increasingly difficult to secure the services of qualified doctors, especially female doctors, in tribal areas. The representative of the Government of Madhya Pradesh has stated during evidence that since then the position has improved a lot in Madhya Pradesh. All but eight of the 1993 posts of male doctors and 297 posts of female doctors in the Health Department of the State have been filled. The position in respect of doctors and other para-medical personnel in the state is as follows:

Sl. No.	Name of posts	Post sanctioned		Persons in position		Post vacant	
		Male	Fe-Male	Male	Fe-Male	Male	Fe-male
1	Doctors	1993	297	1985	297	8	—
2	Para-Medical personnel	9895	9020	9415	8107	318	1075

3.114. The following incentives are given to the doctors for working in rural and difficult areas:

1. Rural Allowance @ Rs. 50 p.m. to the Assistant Surgeons and Rs. 30/- p.m. to the Assistant Medical Officers.
2. Public Health Allowance @ Rs. 50/- p.m. to the Assistance Medical Officers.
3. Special Pay @ Rs. 50/- p.m. to the Doctors working to 33 disadvantageous Blocks.

3.115. The Committee desired to know the quantum and percentage of Tribal Development Block budget incurred on medical facili-

ties. The Ministry of Home Affairs have informed the Committee that no amount out of T.D. Block budget has been spent on medical facilities. Information regarding the proposals for increasing the medical facilities in the T.D. Blocks of the State and its financial outlay during the Fourth Five Year Plan period have not been furnished. The *per capita* expenditure on medicines in all the State Institutions is as follows:—

- |   |   |
|---|---|
| 1 For in-door patients per patient per annum  | Rs. 70/- (Approx Rs. 2 per patient per day) |
| 2 For out-door patients per patient per annum | Rs. 70/- (Approx 20 p. per patient per day) |

3.116. The total financial outlay on account of Public Health and Medical facilities during 1972-73 for the State of Madhya Pradesh is Rs. 325.78 lakhs and for Tribal Areas (19 Tribal Districts), Rs. 98.35 lakhs.

3.117. In Fifth Five Year Plan a provision of Rs. 35 crores has been proposed for the Health Schemes. Out of this amount, Rs. 10.33 crores have been proposed for the Scheme to be implemented in Tribal Areas (19 Tribal Districts) which comes to 29 per cent of the total proposed provision of the Department.

3.118. It has been stated that four mobile Dispensaries have been provided in the Districts, *viz.*, Jhabua|Mandla|Raigarh|Bastar (Tribal Areas) by the Tribal Welfare Department. These Dispensaries are under the administrative control of Public Health Department but they are not functioning as the Tribal Welfare Department have not provided vehicles so far. It has also been stated that from the communication received from the Director, Tribal Welfare, Madhya Pradesh, Bhopal, it is learnt that these Dispensaries are not likely to be continued further during the financial year 1973-74.

In order to tackle venereal diseases, it has been stated that V.D. Clinics have been provided in Tribal Districts, *viz.*, Bastar|Bilaspur|Shahdol|Surguja, as incidence of V.D. is high in these districts.

3.119. As regards beneficiaries in Tribal Areas, it has been stated that no such records have been kept as to how many patients out of Tribal population are taking advantage of medical and public health facilities provided through the Institutions and Control Programmes. All Institutions are catering services to the entire population of the Districts in Tribal Areas.

3.120. It has been stated that the Tribal Research Institute, Madhya Pradesh, conducted a survey on the availability of medical

facilities to people in the tribal areas. "Availability of medical attention within Reasonable Time" was defined when the patient could be reached to a hospital or 'aushdalaya' within four hours after the onset of disease. The results of the survey are given to the following Table:—

*Medical facilities in the villages surveyed*

Sl. No.	Zone	No. of surveyed villages available	No. of villages to whom medical attention available within reasonable time	No. of village to whom medical attention not available within reasonable time
1	Southern		70	27
2	Eastern		87	38
3	Central		59	9
4	Western		97	52
TOTAL		313	126	187

It will be seen from the above table that about 60 per cent of the villages could not secure medical attention within a reasonable time. The Zone-wise figures indicate that the Central Tribal Zone, where about 85 per cent of the villages could not secure medical attention within reasonable time, has the poorest medical facilities while the Western Tribal Zone, where medical attention is available within reasonable time, about 56 per cent of the villages is better off than the other three Tribal Zones. In the Eastern and Southern Tribal Zones medical attention is not available within reasonable time to more than 56 per cent and 61 per cent of the villages respectively.

3.121. The Task Force appointed by the Madhya Pradesh Government has made the following observations in regard to public health programmes in tribal areas:—

1. There should be a primary Health Centre for a population of 25,000 to 30,000 which corresponds to the normal criterion fixed for a T.D. Block. In Madhya Pradesh, however, T.D. Blocks cover much larger population, sometimes as high as 85,000. Proportionate increase of medical facilities must be made in such Blocks keeping in view the area to be served.

2. The Family Planning Centre in the Block should be located at a place other than the Primary Health Centre. This Centre should not confine itself to the family planning programmes alone but should also extend preventive and curative services.
3. The beds at the Primary Health Centres in tribal areas are not generally utilised. The tribals are reluctant to leave the patient alone. Non-availability of adequate stocks of medicines and lack of faith in the allopathic system of medicine are also contributory factors. It is necessary that simple rest-sheds for the relatives accompanying the patients are constructed at each Centre.
4. The Family planning programme should be implemented in tribal areas cautiously. Post operation care must be ensured.
5. Supply of medicines at the Primary Health Centres should be free of cost. These centres must be stocked with adequate supplies of all necessary medicines. It must be appreciated that there are no other resources of obtaining medical supplies in tribal areas.
6. A special survey of diseases like V.D. leprosy, Yaws etc., should be conducted.
7. Apart from shortage of Doctors, there is acute shortage of para-medical personnel in the clinics in tribal areas. Training of local persons for these jobs must be organised if the Primary Health Centres are to be staffed properly even in the future. The special programme under the backward classes welfare sector must provide funds for such training programmes. Funds can also be found from the schemes for providing employment to educated persons.

**3.122. The Committee regret to note that the medical facilities available in the tribal areas of Madhya Pradesh are quite inadequate. The Committee are in full agreement with the observations and suggestions made by the Task Force appointed by the Madhya Pradesh Government in their preliminary report and recommend that urgent steps should be taken to improve the medical facilities in the tribal areas of the State.**

#### *Drinking Water Facilities*

**3.123. There is an acute shortage of drinking water in the tribal**

areas. The Shilu Ao Study Team was informed that there were over 12,000 villages without drinking water wells and about 3,000 problem villages where it was not possible to dig ordinary percolation wells. Most of these villages were in the tribal areas. A survey of the drinking water facilities in four Tribal Zones was conducted in 1965 by the State Government. The survey revealed that about one-third tribal villages and more than 50 per cent sizeable hamlets had no water supply source.

3.124. Asked about the action taken by the State Government for providing drinking water facilities to the tribal villages, the Ministry of Home Affairs have stated that in the case of problem villages, the Public Health Engineering Department of the State Government are taking action under their general programmes to provide suitable sources of drinking water.

3.125. The Committee recommend that in the absence of adequate medical facilities in the tribal areas, a time bound programme of drinking water supply in the tribal areas should be drawn up and it should be given the highest priority. The problem villages should receive the first attention in this programme.

*(ix) Road Communications*

3.126. The Shilu Ao Study Team in its Report on Madhya Pradesh has observed that much of the economic and social backwardness of the tribals in the State can be attributed to lack of communications. Most of the interior areas in the hills and forests inhabited by tribals are not connected by roads. The terrain inhabited by them is traversed by a number of rivers and streams which make these areas completely inaccessible during the rainy season. The Kachha roads, foot paths, etc. that are used during the fair weather become completely useless during the monsoon in the absence of bridges and culverts.

3.127. Asked about the road length per 100 sq. Kms. in various Tribal Development Block areas in the Madhya Pradesh and for the entire State, the Ministry of Home Affairs have informed the Committee in a note that in 1970, there was 38423 Kms. total road length maintained by Public Works Department which works out to be 8.6 Km. per 100 sq. Kms. of the State's 4,43,459 sq. km. area. The road length per 100 sq. kms. in various T.D. Blocks is not available. However, the index for surfaced roads in Bastar district was reported to be 2.5 kms. per 100 sq. km. in 1969-70.

The Committee have been informed that all the 126 Tribal Development Block headquarters are connected with motorable/jeepable roads.

3.128. Asked about the details of the schemes undertaken during the Fourth Five Year Plan for improvement of road communications in the tribal areas of the State and the targets achieved so far, the Ministry of Home Affairs have stated that in seven tribal districts, the total road length on 1st April, 1969 was 8529 kms. out of which 3307 kms. were fair weather and 5222 kms. all weather roads. The total road length completed upto 31st March, 1972 in these districts was 9301 kms. and 311 more kms. was likely to be completed by the year 1973-74. Thus the total additional road mileage in these districts is 1083 kms. as against a total of 3966 kms. in the entire State. The total provisions in the Fourth Five Year Plan for these seven districts is Rs. 522.19 lakhs against a total of Rs. 35 crores for the entire State. It has been explained in the note that the total geographical area of these seven districts is 1,21,814 sq. kms. i.e., 27.5 per cent of the whole State. Similarly the total population of these districts is 79,77,139 being 19.1 per cent of the entire State.

3.129. The Shilu Ao Study Team has noted that most of the existing roads in the tribal areas have been planned and constructed for the convenience of administration, development of industries or for the promotion of trade and commerce. The roads were not constructed to serve the needs of the tribals or for inter-regional or inter-district communications. Areas isolated for want of communications have remained undeveloped. The Study Team considered that it was of the utmost importance that priority should be given to road development in backward tribal districts.

3.130. The Committee need hardly stress the vital importance of rapid expansion of road communications in the tribal areas of the State. Rail lines being non-existent in most of the areas, road communications can be considered as the life lines of the economy. The Committee trust that a time-bound programme will be chalked out to connect all important market places in the tribal areas with all-weather roads so that the benefits of the development programmes could reach the majority of the tribals living in interior and inaccessible areas.

**(x) Industrial Training and Employment**

3.131. In a note furnished to the Committee, the Ministry of Home Affairs have stated that Tribal and Harijan Welfare Depart-

ment of the Madhya Pradesh Government has established four Industrial Training Institutes under Backward Classes Sector at Korba (Bilaspur), Mandla, Dhamnod (Dhar) and Bastar exclusively for the benefit of Scheduled Castes and Scheduled Tribes. These Institutes are located in tribal area districts. In addition, there are twenty-three general Industrial Training Institutes under the general sector programme, out of which seven general Industrial Training Institutes at Ratlam, Khandwa, Bilaspur, Raigarh, Ambikapur, Shahdol and Chhindwara are also situated in tribal area districts. In these general Institutes 15 per cent seats are reserved for Scheduled Castes and Scheduled Tribes.

3.132. The Scheduled Tribe students admitted in the four Industrial Training Institutes run by the Department are given monthly scholarship @ Rs. 50 and free lodging facility. Scheduled Tribe students admitted against reserved quota in general Industrial Training Institutes are granted an additional amount of Rs. 20 per month, in addition to the stipend of Rs. 25 given by the Labour and Employment Department.

3.133. The details regarding the trades, capacity and number of admitted trainees in the four Industrial Training Institutes at Korba, Mandla, Dhamnod and Bastar established under Backward Classes Sector as in 1970-71 are given below:—

S. No.	Occupation	Duration of the course year	Total sanctioned strength	Total No. under training
1	Blacksmith . . . . .	1	96	11
2	Carpentry . . . . .	1	130	24
3	Electrician . . . . .	2	128	91
4	Fitter . . . . .	2	160	94
5	Wireman . . . . .	2	128	86
6	Machinist . . . . .	2	72	46
7	Moter Mechanic . . . . .	1	112	93
8	Sheet Metal work . . . . .	1	32	
9	Welder . . . . .	1	72	59
10	Turner . . . . .	2	72	50
11	Moulder . . . . .	1	76	38
12	House construction . . . . .	2	64	10
13	English Stenography . . . . .	1	16	16
TOTAL			1153	618



The exact details of the persons gainfully employed after training in the Industrial Training Institutes are not available.

3.134. In reply to a question, the representative of the Government of Madhya Pradesh has informed the Committee during evidence that the State Government have taken up a very ambitious programme for diversifying the trades in these four Industrial Training Institutes, e.g., in Bastar District, the General Managers of the two Iron Ore Projects and some other prominent entrepreneurs are being requested to advise on the diversification of trades being taught in the Industrial Training Institutes so that there could be increased employment opportunities in the Fifth Plan.

3.135. The following industrial units are located in Tribal Development Block areas of Madhya Pradesh:

(i) Saw Mills . . . . .	24
(ii) Bidi making Units	14
(iii) Others such as Katha Gum processing bone mills carpentry, etc.	132
TOTAL	170

The information about the employment potential of the industrial units mentioned above and the number of tribals employed therein has not been furnished.

3.136. Regarding avenues of employment for tribals, the representative of the Government of Madhya Pradesh has informed the Committee that the State Government are governed by general provisions of the concessions being given all over the country to the backward districts and in Madhya Pradesh more than 30 districts have been declared backward. The State Government have started a small cell to pursue the cases of educated unemployed Scheduled Castes and Scheduled Tribes. He added that from next year, the State Government are going to open a whole time Pre-interview Trading Centres in 45 districts of the State for giving training to Scheduled Castes and Scheduled Tribes.

3.137. Regarding the steps taken to provide employment to the educated unemployed among the tribals, the Committee have been informed by the representative of the Government of Madhya Pradesh that very recently, State Government have taken a series of measures to fall in line completely with the practice that is prevailing in the Government of India, which would include measures to hold separate interviews for Scheduled Castes and Scheduled Tribes and concessions in the matter of promotion.

3.138. The Committee are concerned to note that during 1970-71, out of the total sanctioned strength of 1158 students in the four Industrial Training Institutes established exclusively for the Scheduled Castes and Scheduled Tribe students, there were only 618 students undertraining which shows that more than 45 per cent Industrial Training Institutes established exclusively for the Scheduled Government to examine the factors which inhibit the tribal students from joining these technical institutes in adequate numbers. The Committee also recommend that such of the tribal students as pass out from the Industrial Training Institutes should be absorbed in public and private undertakings situated near those Institutes.

3.139. The Committee would urge that more small industrial units should be set up in tribal areas for processing agricultural and forest produce. The Committee are of the view that processing units are very necessary not only for creating larger local employment but also for securing the tribals a higher return for their produce and a share in the profits available in the production and sale of finished goods. In the field of processing of agricultural produce, there is considerable scope for development in these almost unexplored areas. The Committee understand that the current practice is that agricultural produce is exported from tribal areas and its processing is done in other areas. A programme of industries like rice mills, oil extraction units and cotton ginning units would be of real assistance in improving the economic conditions of the tribals.

(xi) *Research and Training*

3.140. The Ministry of Home Affairs in a note furnished to the Committee have informed that the Madhya Pradesh Tribal Research and Development Institute, Bhopal, set up in 1954, meets the requirements for promoting research in tribal problems and training personnel to work in the tribal areas of the State. The following is the list of important studies on the subject undertaken by that Institute:

- (i) Socio-economic Survey of T.D. Blocks;
- (ii) A pilot survey of Tribal Indebtedness in Scheduled Areas of Madhya Pradesh;
- (iii) A preliminary Socio-economic Survey of Abhujmarh in Bastar District;
- (iv) A study of the Tribal Areas and Tribal people of Madhya Pradesh.

3.141. The Commissioner for Scheduled Castes and Scheduled Tribes in his Twentieth Report (1970-71) has observed that so far the Tribal Research Institutes in the country have completed about 700 studies/projects and maximum number of 220 projects have been

completed by the Madhya Pradesh Tribal Research and Development Institute, Bhopal. The Commissioner has also observed in that Report that an evaluation of the research activities of the various Tribal Research Institutes shows that these studies were of general nature and specific studies of problems of education, tribal indebtedness, impact of industrialisation, land alienation, social and political changes etc. were very few and that in Madhya Pradesh, less than 25 per cent tribal communities have been studied so far.

3.142. The Madhya Pradesh Tribal Research and Development Institute at its training wing in Chhindwara imparts *inter alia* training to the various categories of personnel working in tribal areas viz., I.A.S. and I.P.S. Officers; District Organisers, Tribal Welfare; Area Organisers, Tribal Welfare; Circle Organisers, Tribal Welfare; Block Development Officers; Extension Officers and Debt Relief Inspectors.

It is stated that the contents and duration of the training course vary from category to category. But, in general, the training course includes topics on life and culture of tribal people and information on measures adopted for the welfare of tribal people in the State. In addition to a large number of other categories of staff, 91 Block Development Officers and 32 Extension Officers have received training at the Institute.

In addition, the four Re-orientation Training Centres set up at Bastar, Sajnora, Jashpurnagar and Alirajpur under the Backward Classes Sector have been imparting training since 1964, to teachers working in tribal areas.

Also, two Managers' Cooperative Training Centres set up under the Backward Classes Sector\* at Barwani and Sarnagarh have been imparting training since, 1965, to the Managers of cooperative societies in tribal areas. This is in addition to the general orientation and Study Centre, Jabalpur, which imparts training to the

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\*At the time of factual verification, the Ministry of Home Affairs have stated as follows:—

"According to the information furnished by the Government of Madhya Pradesh, the State Government has undertaken a separate scheme for training all personnel under the backward classes sector. It has been reported that with a view to improving the working of the societies, training to Managers has been undertaken in two training centres established at Barwani, District Khargone and Sarangarh, District Raigarh. So far, (up to 71-72) 462 Managers have been trained at these Centres. Besides, short term training is also being provided to the Presidents and other office bearers of the societies at camps organised at Block Headquarters. So far, (up to 71-72) about 200 office bearers of various societies have been provided training to acquaint with the salient features of cooperative movement and working of the societies."

personnel working in Tribal Development and Community Development Blocks.

The Committee have been informed that no evaluation of the scheme of training has been made.

3.143. The details of training imparted during 1970-71 by the Madhya Pradesh Research and Development Institute, Bhopal is given below:

Training/Orientation course	Duration of course	No. of Officers proposed to be trained during 1970-71	No. of Officers trained during 1970-71
(i) Circle Organisers	3 months	28	8
(ii) Marketing Inspectors	3 months	2	2
(iii) Managers, Cooperative Societies	12 months	88	88
(iv) Teachers	3 months	870	485

3.144. The Commissioner for Scheduled Castes and Scheduled Tribes has recommended in his Twentieth Report that considering the socio-economic conditions of the Backward Classes and the growing political consciousness among them the Tribal Research Institutes should shift their focus from studying problems of general nature to the problems which have more relevance to the present needs of the tribals concerned. The task of the Tribal Research Institutes should be mainly to feel the State Welfare Departments with sufficient information and suggestions regarding the problems and welfare schemes undertaken for the Backward Classes. More studies should be undertaken on evaluation of developmental schemes, functioning of the cooperatives, ashram schools, hotels, post-matric education, tribal indebtedness, impact of industrialisation, problems of land alienation etc. because such studies would help the Administration to solve the problems of urgent nature. Some studies should also be undertaken to explore the employment potentialities of the areas concerned and absorption of both educated and uneducated people belonging to the Scheduled Castes and the Scheduled Tribes.

3.145. The Committee are in agreement with the views of the Commissioner for Scheduled Castes and Scheduled Tribes and and trust that specific and problem-oriented studies of the more

backward tribals of the State will be carried out by the Madhya Pradesh Tribal Research Institute.

3.146. The Committee note that no evaluation of the training schemes of the Madhya Pradesh Tribal Research Institute has so far been made. The Committee suggest that a proper evaluation of the training schemes of the Institute should be made with a view to assess their impact on the welfare of the tribals in the State.

(xii) *Voluntary Organisations*

3.147. The following voluntary organisations receiving grants-in-aid from the Madhya Pradesh Government are working amongst the tribal people in the State:

1. Vanvasi Seva Mandal, Mandla;
2. Madhya Pradesh Saharia Sangh, Gwalior;
3. Adivasi Seva Sangh, Bhopal;
4. Kasturba Gandhi Smarak Trust, Indore;
5. Bhil Seva Sangha, Indore;
6. Bhartiya Adim Jati Sevak Sangh;
7. Bastar Zila Mahila Mandal, Jagdalpur;
8. Gram Bharti Ashram, Tablai.

3.148. It has been stated in a note furnished to the Committee that these Organisations are in close contact with the district administration and their view-points are taken into consideration in the implementation of the programmes in the tribal areas.

3.149. The Committee have been informed during evidence that these Organisations are mostly engaged in educational activities. The quantum of grants-in-aid given to these Organisations during 1969-70, 1970-71 and 1971-72 was Rs. 10.54 lakhs, Rs. 13.08 lakhs and Rs. 20.15 lakhs respectively.

3.150. The Shilu Ao Study Team in its Report on Madhya Pradesh has noted that the State Department of Tribal Welfare is granting financial assistance ranging from 80 per cent to 100 per cent of the expenditure incurred by these agencies on tribal welfare programmes undertaken by them. The Study Team was glad to learn that 50 per cent of the estimated expenditure was paid in advance to the agencies which enabled the agencies to plan their activities in advance.

3.151. Regarding the role of voluntary organisations in Tribal Development Blocks, the Committee have been informed in a note

that most of the Tribal Development Block programmes concern themselves with individual benefits schemes like irrigation, wells, pumps, etc. In the implementation of these programmes, local MLAs are associated for selection of beneficiaries. There is thus no direct association of voluntary organisations in Tribal Development Block Programmes. However, from the general budget of Tribal Welfare Department the above mentioned organisations are assisted financially.

**3.152. The Committee would like that a proper evaluation of the activities of these voluntary organisations in its entirety including their actual impact on the improvement of the conditions of the Tribals, be made and results intimated to the Commissioner for Scheduled Castes and Scheduled Tribes for publication in his Annual Reports.**

NEW DELHI;

July 27, 1973.

Sravana 5, 1895 (Saka).

BUTA SINGH,

Chairman,

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

# APPENDIX-I

(Vide para 1.3 of the Report)

## Districtwise total population and Scheduled Tribe population in Madhya Pradesh (1971)

Sr. No.	District	Total Popula- tion	Scheduled Tribes	Percentage to total popula- tion
1	2	2	3	5
1	Raipur	2613531	382237	14.92
2	Durg	2461901	266872	10.84
3	Bastar	1515956	1033950	68.20
4	Bilaspur	2440962	417614	17.10
5	Raigarh	1278705	604578	47.28
6	Surguja	1326439	741894	55.93
7	Jabalpur	1686030	198541	11.78
8	Balaghat	977583	109993	11.25
9	Chhindwara	989413	348026	35.17
10	Sagar	1062291	..	..
11	Seoni	668352	250577	37.49
12	Damoh	57323	..	..
13	Narsinghpur	519270	64304	1.23
14	Mandla	873577	528865	60.54
15	Rewa	977894	123339	12.61
16	Sidhi	776786	252737	32.53
17	Satna	913531	127009	13.90
18	Panna	429077	58129	13.55
19	Chhatarpur	712385	22493	3.16
20	Tikamgarh	568885	23587	4.15
21	Shahdol	1029839	496692	48.23

1	2	3	4	5
22	Ratlam	626534	79365	12.67
23	Indore	1025150	883	0.06
24	Ujjain	862516	1244	0.15
25	Mandsaur	961522	342	0.04
26	Dewas	594336	41673	7.01
27	Dhar	842400	449700	53.38
28	Jhabua	667811	565705	84.71
29	Khargone	1282812	508247	39.56
30	Gwalior	858005	16072	1.87
31	Khandwa	879331	66250	7.53
32	Bhind	793955	895	0.24
33	Morena	98533	46934	4.76
34	Seopuri	676567	57029	8.43
35	Guna	983748	56430	7.20
36	Datia	255267	4988	1.95
37	Sehore	1084933	50007	4.61
38	Raisen	553026	74604	13.4
39	Vidisha	658427	30842	4.68
40	Hoshangabad	805870	57761	7.16
41	Betul	736196	224538	30.49
42	Raigarh	644346	2124	3.29
43	Shajapur	678359	333	0.04
TOTAL		416554119	8387403	20.14



## APPENDIX II

(Vide para 1.5 of the Report)

### Scheduled areas in Madhya Pradesh

District	Scheduled Areas
1. Balaghat	Baihar tehsil.
2. Bastar	Antagarh-Narainpur and Dantewara tehsils and Kutru and Bhopalpatnam Zamindaris.
3. Betul	Bhainsdehi tehsil.
4. Bilaspur	Kenda, Matin, Lapha, Uprora, Chhuri and Korba Zamindaris.
5. Chhindwara	Harrai, Gorakghat, Gorpani, Batkagarh, Bardagarh, Partapgarh, (Pagara), Al- mond and Sonpur Jagirs, and the portion of Pachmarhi Jagir.
6. Durg	Ambagarh-Chauki, Aundhi, Koracha and Panabaras Zamindaris.
7. Mandla	Bazag, Samnapur and Karanjia Revenue Inspector's Circles.
8. Raigarh	Khudia Zamindari in Jashpur Tehsil.
9. Surguja	Balrampur Revenue Inspector's Circle in Pal Tehsil and Samri and Changbhakar Tehsils.
10. Jhabua	The Revenue District of Jhabua.
11. Kargone	Sendhwa, Barwani, Rajpur, Kargone, Bhikangaon and Maheshwar tehsils.
12. Ratlam	The tehsil of Sailana.
13. Dhar	Sardarpur, Kukshi, Dhar and Manawar Tehsils.

### APPENDIX III

(Vide para 1.8 of the Report)

*List of areas suggested by the Government of Madhya Pradesh to the Dhebar Commission for declaration as Scheduled Areas*

#### *Bilaspur Division*

Surguja—whole of Surguja District, Raigarh-Jashpur, Dharam-jaigarh and Ghargoda tehsil. Bilaspur—Pandaria Revenue Inspector Circle of Mungeli tehsil.

#### *Raipur Division*

Bastar—whole of Bastar district. Dhamtari Revenue Inspector Circle Nos. I and II and Sihawa Revenue Inspector Circle of Dhamtari Tehsil; Deobhog Gariaband and Chhura Revenue Inspector Circles of Gariaband tehsil, Kemakhan, Khallasi, Pithoda, Basna and Bhawarpur Revenue Inspector Circles of Mahasamund tehsil.

Durg—whole of Balod tehsil, Chhuria and Khujji Revenue Inspector Circles of Rajnandgaon tehsil.

#### *Jabalpur Division*

Mandla—whole of Mandla district.

Seoni—whole of Lakhanadon tehsil, Gopalganj Revenue Inspector Circle of Seoni tehsil.

Chhindwara—Damua Revenue Inspector Circles of Amarwara tehsil, Ramakona Revenue Inspector Circles of Saunsar tehsil.

#### *Bhopal Division*

Dhar—whole of Sardarpur, Kukshi, Dhar and Manawar tehsils.

West Nimar—whole of Sendhwa, Barwani, Rajpur Khargone, Bhikangoan and Maheshwar tehsils.

East Nimar—Khalwa Revenue Inspector Circle of Harsud tehsil.

#### *Rewa Division*

Shahdol—whole of Pushparajagarh and Sohagpur tehsils, Jaisinghnagar and Amidh Kanungo Circles of Beohari tehsils.

Sidhi—whole of Sidhi district.

## APPENDIX IV

(Vide para 1.24 of the Report)

### List of Tribal Development Blocks in Madhya Pradesh

1	2	3
T.D. Blocks opened in Second Plan	T.D. Blocks opened in Third Plan	T.D. Blocks opened in 1966-67
<i>Jhabua</i>	1. Rama	Nil
	2. Ranapur	
1. Alirajpur	3. Thandla	
	4. Sondwa	
	5. Jobat	
	6. Meghnagar	
	7. Petlawad	
	8. Jhabua	
	9. Kathiwada	
	10. Udaigarh	
	11. Bhabra	
<i>Raigarh</i>		<i>Raigarh</i>
2. Bagicha	12. Jashpur	1. Kharsia.
	13. Pathal Gaon	
	14. Manora	
	15. Gharghoda	
	16. Kunkuri	
	17. Lailunga	
	18. Sharsabahr	
	19. Kansabel	
	20. Duldula	
	21. Tamnar	
<i>West Nimnar</i>		
3. Barwani	22. Zirnia	Nil
	23. Rajpur	
	24. Segao	
	25. Sendhwa	
	26. Bhagwanpura	
	27. Pati	
	28. Niwali	

1	2	3
<i>Surguja</i>		<i>Surguja</i>
4. Bharatpur	29. Kusmi	2. Sonhat
	30. Shankargarh	
	31. Balrampur	
	32. Bamchandrapur	
	33. Sitapur	
	34. Batoli	
	35. Mainpat	
	36. Mahendragarh	
	37. Khadgawan	
	38. Pratapur	
	39. Udaipur	
	40. Premnagar	
	41. Odgi	
	42. Wadrafnagar	
	43. Rajpur	
<i>Betul</i>		Nil
5. Bhimpur	44. Chicholi	
	45. Ghoda-Dongari	
	46. Shahpur	
<i>Bastar</i>		
6. Dantewara	47. Bhopal Patnam	
7. Narayanpur	48. Sukma	
	49. Kondagaon	
	50. Antagarh	
	51. Khakonda	
	52. Konta	
	53. Bijapur	
	54. Pharasgaon	
	55. Bhamupratappur	
	56. Makdi	
	57. Charama	
	58. Geedam	
	59. Katekalayan	
	60. Tokpal	
	61. Darbha	
	62. Lohandiguda	
	63. Chhindgarh	
	64. Sarona	
	65. Durgukondal	
	66. Usoor	
	67. Abhujmarh	
	68. Koilibeda	

1	2	
	69. Keskal	
	70. Bade Rajpur	
	71. Bastanar	
	72. Bhairamgarh	
<i>Bilaspur</i>		<i>Bilaspur</i>
8. Pondi Uprora	73. Marwahi	3. Gaurela II
<i>Shahdol</i>		<i>Shahdol</i>
9. Pushparajgarh	74. Kotma	4. Pali II
	75. Anuppur	
<i>Chhindwara</i>		<i>CHHINDWARA</i>
10. Tamia	76. Harrai	5. Bichuwa
	77. Jamai	
<i>Dhar</i>		<i>Dhar</i>
Nil	78. Bagh	6. Tirla
	79. Mukshi	
	80. Manawar	
	81. Dahi	
	82. Gandhwani	
	83. Dharamपुरi	
	84. Bakaner	
<i>Rattam</i>		<i>Raipur</i>
Nil	85. Chhura	7. Gariaband
<i>Ratlam</i>		<i>Seoni</i>
Nil	86. Sailana	8. Kurai
	87. Rajna	
<i>East Nimar</i>		<i>Sidhi</i>
	88. Khalwa	9. Kusmi
	89. Khaknar	
<i>Morena</i>		<i>Hoshangabad</i>
Nil	90. Sheopur	10. Kelsa
		Nil
<i>Durg</i>		
	91. Dondi	
	92. Manpur	
	93. Mohala	
<i>Mandla</i>		
Nil	94. Karanjia	Nil
	95. Bajag	

- 96. Niwas
  - 97. Mehadwani
  - 98. Narayanganj
  - 99. Bijadandi
  - 100. Dindori
  - 101. Mohgaon
  - 102. Shahpur
  - 103. Amarpur
  - 104. Ghughri
  - 105. Mawai
  - 106. Samnapur
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## APPENDIX V

(Vide para 1.25 of the Report)

(Rs. in lakhs)

Sr. No.	Scheme	1st Stage C.D. Funds	2nd stage C.D. Funds
1	2	3	4
1	Project Headquarters .	3.15	0.85
2	Agrl. and Veterinary	0.50	0.50
3	Irrigation and Social Conservation	3.40	0.85
4	Village Handicrafts	0.65	0.50
5	Communications .	0.85	0.50
6	Health and Village Sanitation	1.15	0.50
7	Education .	0.60	0.50
8	Social Education .	0.70	0.50
9	Village Cottage Industries		0.30
10	Cooperation .	..	
11	Staff Quarters	1.00	
	TOTAL	12.00	5.00

## APPENDIX VI

(Vide para 2.4 of the Report)

*Statement showing Physical targets achieved in T.D. Blocks Programme during the years 1970-71 to 1972-73*

Scheme	1970-71	1971-72	1972-73
I	2	3	4
1. Field Bunding	5543 acres	3095 acres	1,590 acres
2. Horticulture	318 "	87 "	26 (old Acres) 77 (new acres)
3. Bullocks	16 pairs	..	313 pairs
4. Irrigation wells	145 old 605 new	170 old 420 new	4704 old 827 new
5. Pucca Irrigation wells	5655 old 2834 new	5441 old 2334 new	.. ..
6. Tanks	101	133	48 old 42 new
7. Nala Bunding	61	12	1
8. Channels	27	1	..
9. Munda Bunding	29	80	162 old 120 new
10. Diesel pumps	376	517	374
11. Electric pumps	452	561	457
12. Rahat	210	324	161
13. Pick up weirs	2		
14. Primary School building	65 old 114 new	29 old 2 new	12 old 10 new
15. Middle School Buildings	3 old 2 new	2 new	3 old 6 new
16. Old Higher Secondary School buildings	2	3	..



1	2	3	4
17. Hostel buildings.	32 old 10 new	18 old 42 new	15 old 16 new
18. New Ashram Buildings	2	12 old	..
19. Drinking water wells	19	8 old	2 old
20. Sub Health Centre	1	..	..
21. Dry farming		907 families	5022 families.
22. Stop dam		3	1
23. Block headquarters		3 old 27 new	12 old 5 new
24. Extension officers quarters	—	2 old 83 new	34 old 9 new
25. Teachers quarters			1 old 9 new
26. Electrification of Block-Headquarters and E.O. Quarters			2 Block H. Qrs. 26 E.O. Qrs.

## APPENDIX VII

(Vide para 4 of Introduction)

### *Summary of Conclusions/Recommendations contained in the Report*

Sl. No.	Reference to para number in the Report	Summary of Conclusion/Recommendations
1	2	3
1	1.9	As the alternative approach recommended by the Scheduled Areas and Scheduled Tribes Commission has not been implemented fully or effectively, the Committee recommend that the Government should take immediate necessary steps to identify the areas which can be included in the Fifth Schedule to the Constitution of India in the light of the criteria laid down by the Scheduled Areas and Scheduled Tribes Commission.
2	1.14	The Committee are concerned to note that the Governor's Reports relating to Scheduled Areas are being submitted after considerable delay. The Committee are constrained to observe that the very purpose for which the Constitution has prescribed the submission of these Reports is being defeated by in-ordinate delay in submission of these Reports. The Committee trust that the Union Government, whose executive power extends to the giving of directions in regard to the administration of Scheduled Areas, will take necessary steps to ensure prompt submission of the Governor's Reports by the State.
3	1.15	The Committee also trust that the Government of Madhya Pradesh will take speedy follow-up action on the observations/recommendations

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of the Commissioner for Scheduled Castes and Scheduled Tribes in his annual reports on the administration of Scheduled Areas.

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1.16

The Shilu Ao Study Team has observed that the Governor's Reports on the Scheduled Areas are becoming increasingly stereotyped and rarely embody matters, relevant or adequate, to enable one to judge the progress of development and impact of the welfare programmes on the tribal community. In order to make these Reports more useful, the Committee recommend that the Union Government should draw up proforma guidelines for eliciting information necessary for the proper evaluation of progress and communicate the same to the Governors for their guidance.

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The Committee recommend that details about the number of meetings held by the Tribes Advisory Council of Madhya Pradesh, summaries of discussions held and resolutions passed and the extent to which the resolutions passed by the Council have been acted up by the State Government should be included in the Annual Reports of the Tribal and Earijan Welfare Department of the State Government, so that the Commissioner for Scheduled Castes and Scheduled Tribes could have an opportunity of reviewing the progress and making suitable suggestions/recommendations in his Annual Report.

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1.35

The Committee are in agreement with the recommendation of the Commission for Scheduled Areas and Scheduled Tribes that all areas where there is a concentration of Scheduled Tribes should be grouped together for the purpose of coverage under the Tribal Development Blocks for intensive economic development. The Committee note that in the proposals for social welfare in the Fifth Five Year Plan it has been

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agreed to in principle that the areas with 50 per cent or more tribal population will be covered in Tribal Development Blocks programme. The Committee hope that all areas having 50 per cent or more concentration of Scheduled Tribes population will be covered under Tribal Development Block programmes, during the Fifth Plan period:

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The Committee note that due to financial constraints, the allocations for Stages I & II of the Tribal Development Blocks in the State were reduced. As the Tribal Development Block scheme is of pivotal importance for the economic development of tribal areas and the tribal people, the Committee recommend that full provision prescribed under the schematic budget should be made available for this programme.

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1.37

The Committee endorse the observations of the Commissioner for Scheduled Castes and Scheduled Tribes that it is desirable that the large number of tribals living outside the Tribal Blocks should get some benefit from the development programmes. The Committee, therefore, recommend that special grants should be given by the Government of India to develop small pockets of tribals, living in the deep interior of the districts in the hills and the forests, who are not sufficient in numbers to come within the Scheduled Areas or to qualify for a Tribal Development Block.

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1.44

The Committee note that Area Development Approach is being adopted in the State to solve some of the basic problems of larger areas having similar geographic and socio-economic characteristics. The Committee, however, feel that the concept of Area Development limits itself to planning for an area not bigger than a district for administrative convenience. It must also be pointed out that the basic problems of

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the tribals like forests, agriculture, land alienation, erosion, soil conservation, indebtedness and setting up industries etc. do not limit themselves to a given administrative division. The Committee, therefore, recommend that while 'Area Development Approach' may be accepted for administrative convenience, but keeping in view the problems and potentialities of the region as a whole, there is a need for regional planning of tribal areas.

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The Committee note that the Government of Madhya Pradesh have appointed a High Power Commission and a Task Force to consider the strategy for integrated development of tribal areas in the State and their reports are under examination by the State Government. The Committee trust that final decision on these reports will be taken by the State Government expeditiously for preparing a perspective plan for development of tribal areas in the State in a planned manner. The Planning Commission should also consider the suggestions of the High Power Commission for the formulation of the detailed Fifth Five Year Plan for the development of the tribal areas in the country.

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1.55

The Committee are seriously concerned to note that negligible progress has been made so far in the implementation of the programmes in the Konta and Dantewada Pilot projects, which is clear from the figures of expenditure incurred in the two projects in Dantewada project, out of Rs. 15 lakhs released upto December, 1972, the total expenditure was only Rs. 1.16 lakhs and in Konta project, the expenditure was only Rs. 1.39 lakhs against Rs. 20 lakhs released during the same period. The Committee would urge that a review of the work done should be undertaken by the Government with a view to evaluate the progress made and to identify the problems

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		hampering the speedy implementation of the programmes and to take suitable remedial measures in the light thereof.
12	1.56	The Committee suggest that a time-bound programme should be chalked out for implementation of the individual schemes undertaken in the pilot projects.
13	1.57	The Committee also suggest the desirability of associating local elected representatives of the tribals in drawing up priorities for the individual schemes.
14	1.58	The Committee trust that, in the light of experience gained in these pilot projects, similar projects for other backward tribal areas will also be put into operation.
15	1.63	The Committee had recommended in their Eleventh Report (Fifth Lok Sabha) on the Tribal Development Blocks in Gujarat that a section on progress of Tribal Development Blocks programme should be included in the Annual Reports of the then Department of Social Welfare. The Committee regret to note that in the Annual Report of the Department of Social Welfare (1972-73) only a brief reference has been made about the budget of the Tribal Development Blocks in 1972-73. The Committee would urge that a separate section or chapter giving details of the progress and achievements of the working of the Tribal Development Block schemes in various States should be included in the Annual Reports of the Ministry of Home Affairs which is the Ministry now concerned with this subject.
16	1.66	In view of the position that the Extension Officers working in the Tribal Development Blocks are under the administrative control of the respective Heads of Departments in the State, the Committee would recommend that the State

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		<p>Government should set up a Committee of Officials from the Tribal Welfare, Agriculture, Veterinary, Forest, Revenue, Irrigation; Roads; Medical and Public Health, Education, Community Development, and Cooperation Departments for coordination and effective implementation of the Tribal Welfare programmes both in the Scheduled Areas and other tribal areas.</p>
17	1.69	<p>The Committee are of the view that unless the staff posted in the tribal areas is devoted to the cause of tribal welfare, the tribal welfare programmes cannot be implemented properly. As they have to work in isolated and difficult areas devoid of basic amenities, it is necessary to compensate them adequately. The Committee recommend that the officers and the staff required to be posted in tribal areas should be posted after looking into their special aptitudes and capabilities for working in difficult areas and there should be a Scheme of incentives like special allowances, housing facilities, arrangements for proper education of their children etc. for them.</p>
18	2.9	<p>The Committee are concerned to observe that there has been a continuous shortfall in expenditure in the Tribal Development Blocks in Madhya Pradesh, as against the allocations made, from the year 1968-69 onwards. The Committee recommend that the Government should appoint a high level committee of examine this question with a view to see whether the existing administrative and financial arrangements are adequate for the implementation of the various schemes undertaken in the Tribal Development Blocks programme. The Committee trust that suitable steps will be taken to remove the administrative, financial and procedural bottlenecks hampering the implementation of the Tribal Development Blocks programme.</p>

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19	2.10	The Committee also regret to note that the State Government have not undertaken any review of the financial and physical progress achieved against the targets set for various schemes of the Tribal Development Blocks programme. The Committee would stress the need for maintaining the proper statistics in regard to estimates made annually against each Head and the financial and physical progress achieved against the set targets.
20	3.8	The Committee recommend that a special research Cell should be created in the Agriculture Department of the State to study the special problems of tribal agriculture and to take suitable measures for its development.
21	3.17	The Committee feel that the welfare programmes will have no meaning if the tribals are deprived of the land on which their very survival depends. The Committee would reiterate the recommendation of the Shilu Ao Study Team in this regard and would urge the State Government that a comprehensive review of the land alienation problem should be undertaken by a high level committee at the earliest to see how far the existing tenancy and revenue laws of the State are effective in giving protection to the Scheduled Tribes land owners and cultivators. The Committee would like to be apprised of the findings of the State Committee so appointed and the action taken thereon.
22	3.18	The Committee would also reiterate the recommendation of the Commissioner for Scheduled Castes and Scheduled Tribes made in his Twentieth Report that as one of the effective solutions against illegal alienation of tribal land to non-tribals, the authorities concerned should take action <i>suo motu</i> to resume without payment of compensation, any tribal land which to



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their knowledge has been transferred to, or is otherwise under the illegal occupation of, a non-tribal. If necessary, a special administrative machinery may be introduced in the Scheduled as well as non-Scheduled Areas to restore these lands to the original owners where they can be traced, or reserve them for assignment to other landless tribals where the original owners cannot be traced or do not come forward to claim them.

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3.19

The Committee note that the Madhya Pradesh Government have drafted a Regulation providing for non-acquisition of land in Scheduled Areas of the State by a non-tribal. The Committee commend it as a step in the right direction.

The Committee would also like to suggest that the Central Government should prepare a model legislation for prevention of alienation of land from tribals to non-tribals for guidance of all the State Governments.

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3.27

In the absence of precise statistics regarding the number of Scheduled Tribe families displaced and rehabilitated on land due to construction of national projects or lease of mines to the private entrepreneurs in Madhya Pradesh, the Committee are unable to come to any definite conclusion. They, however, feel that the position of rehabilitation of displaced Scheduled Tribes families is far from satisfactory. The Committee suggest that the services of the Tribal Research Institute may be availed of to undertake a study of the requirements of the affected tribal families and to make suggestions for their rehabilitation, keeping in view their mode of life, tradition and customs.

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25	3.28	The establishment of national projects whether for industrial development, irrigation or for the settlement of non-tribals in tribal areas, apart from disturbing the economy and social fabric of the tribals might cause wide social and economic imbalance among the settlers and the tribal population. The Committee, therefore, recommend that special measures should be taken to see that the tribals get due share of the benefits of industrialisation and that wide social and economic imbalance is not aggravated by rapid industrialisation.
26	3.35	The Committee regret to note that although the Shilu Ao Study Team in its Report on Madhya Pradesh (1969) had suggested that a separate irrigation cell exclusively for tribal areas should be set up in the Irrigation Department, no action has been taken so far to constitute such a cell. The Committee trust that a special cell would be created in the Irrigation Department for surveying tribal areas for agriculture development potential without further delay.
27	3.36	The Committee trust that adequate funds would be earmarked in the State Government budget in the ensuing years for implementation of the special programme of irrigation in the tribal districts.
28	3.37	The Committee are concerned to note that from 1963-64 to 1968-69 in Bastar district there has been decrease in the net area irrigated and in Balaghat and Seeni districts there has only been marginal increase in the area irrigated. The Committee would like the State Government to examine this matter. The Committee hope that vigorous steps will be taken by the State Government to increase irrigation facilities in the tribal areas in general and in particular in tribal districts lacking irrigation facilities. The Committee feel that nulesss this extra effort

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		is made, the tribal areas would again be left behind.
29	3.38	The Committee would also urge that a proper survey about the actual flow of the benefits from irrigation schemes to Scheduled Tribes in Tribal Development Block areas should be conducted and necessary steps to rectify the imbalance, if any, in the matter of sharing of benefits by tribals and non-tribals in the Tribal Development Block areas should be taken.
30	3.48	The Committee are concerned to note that even in 1964, according to the survey conducted by the Tribal Research Institute, 59.9 to 82.9 per cent; 54.5 to 56 per cent; 32.3 to 50 per cent and 16.4 to 40 per cent of the surveyed tribal families in Western, Eastern, Central and Southern tribal zones respectively were found to be indebted. The Committee also note that more than 47 per cent of the loans taken by the tribal families were for non-productive purposes—for social and religious activities and for domestic consumption and that the trader-cum-moneylender accounted for about 64 per cent of the loans taken by the tribals. In the absence of facts to the contrary, the Committee have no reason to believe that the extent and the pattern of indebtedness has undergone any change during these years. In order to save the tribal economy from the stranglehold of the moneylenders, the Committee recommend that immediate comprehensive measures should be taken for providing credit from a single source, both for productive and non-productive purposes and for marketing the agricultural and forest produce of the tribals.
31	3.49	The Committee note that by the end of 1971-72, out of 208775 cases registered for debt relief about 63,000 cases were pending. The Committee trust that the disposal of the remaining cases will be done expeditiously.

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32	3.50	<p>The Committee also note that many creditors have taken advantage of the loopholes in the <i>Madhya Pradesh Rini Shayate Adhiniyam</i> 1967 and have renewed the old debts of the tribals and thereby have defeated the provisions of the Act. The Committee recommend that the said Act should be suitably amended at the earliest to plug the loopholes.</p>
33	3.51	<p>The Committee are in agreement with the observations of the Commissioner for Scheduled Castes and Scheduled Tribes in his Twentieth Report regarding the working of pilot schemes for giving loans for consumption and non-productive purposes in Gandhwani and Bagicha Tribal Development Blocks of Madhya Pradesh. The Committee recommend that suitable remedial steps should be taken by the State Government to streamline the working of the credit cooperative societies so that the scheme proves beneficial to the tribals in keeping them away from the moneylenders. The Committee trust that in the light of experience gained, there will be a gradual extension of this scheme to the other tribal areas of Madhya Pradesh.</p> <p>The Committee further recommend that the State Government should give adequate publicity in regard to the facilities that are available to the tribals in the matter of debt relief.</p>
34	3.61	<p>The Committee note that due to heavy losses incurred by the Madhya Pradesh Tribal Cooperative Development Corporation, there was shrinkage of working capital available for cooperative societies in tribal areas of the State. They also note that the Shilu Ao Study Team in its report on Madhya Pradesh (1969) had recommended that a High Level Committee might be appointed to examine the working of the Corporation and to make recommendations regarding the action to be taken to remove the diffi-</p>

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culties which had hampered its growth. The Committee further note that a senior officer of the Madhya Pradesh Government investigated the working of this Corporation and that, as a result of his investigation, the State Government has reconstituted the Corporation. The Committee would like to be informed about the improvements since effected in the working of the Corporation.

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3.63

The Committee regret to note that little work has been done in regard to the training of Scheduled Tribe persons in the methods of cooperation in Madhya Pradesh. The Committee endorse the views of the Commissioner for Scheduled Castes and Scheduled Tribes that lack of suitably trained persons amongst Scheduled Tribes to run cooperative societies is one of the main factors responsible for the slow progress of cooperative movement in the tribal areas. In order to strengthen the cooperative movement in the tribal areas, it is imperative that adequate number of local tribal people are trained in techniques of cooperation. The Committee recommend that suitable training scheme should be started in the tribal areas of Madhya Pradesh for the purpose at the earliest.

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3.73

The Committee regret to note that in spite of the expansion of educational facilities in recent times, the educational backwardness among the tribals in the State continues. The Committee need hardly stress that special efforts are required for the promotion of education among the tribals.

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3.74

As the tribal economy in the State is mainly agriculture and forest based, the Committee would recommend that besides formal education training in agriculture, horticulture, animal

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		<p>husbandry, poultry farming, bee-keeping and other similar useful activities should be imparted to the tribals so that they could become useful members of their community.</p>
38	3.79	<p>The Committee regret to note that 30-35 per cent of tribal children in the age group of 6-11 years have been attending the primary schools in the Madhya Pradesh as against 53 per cent for the State as a whole. The Committee are also concerned to note that there have been a steep fall in the number of Scheduled Tribe students as they advance from Class I to Class V. The Committee would like to emphasise that vigorous and concrete efforts should be made for the spread of education among tribals by increasing the number of primary schools in the tribal areas.</p>
39	3.84	<p>The Committee are of the view that the paucity of middle schools in tribal areas has been the biggest bottleneck in spreading higher education amongst Scheduled Tribes of the State. If the State's Basic Need Programme of 50 per cent coverage of children in the age-group of 11-14 years is to be ensured, it is imperative that larger number of middle schools are opened in the tribal areas.</p>
40	3.89	<p>The Committee are concerned to note that there has been a sharp decline in the enrolment figures of the Scheduled Tribe students in the middle and higher secondary stages which shows that wastage and stagnation of education among tribal students in the State is very high. The Committee note that the Tribal Research and Development Institute has undertaken a survey in this regard and their report is under preparation. The Committee trust that on the basis of findings of the survey, the Government of Madhya Pradesh will take suitable remedial</p>

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measures to check the wastage of education among tribal children.

The Committee further suggest that every Tribal Development Block in Madhya Pradesh should have at least one Higher Secondary School. Facilities for college education should also be provided wherever practicable.

- 41            3.99            The Committee endorse the views expressed by the Task Force appointed by the Madhya Pradesh Government and the Commissioner for Scheduled Castes and Scheduled Tribes regarding enhancement of post-matric scholarships to the tribal students. The Committee trust that rates of the post-matric scholarships for the Scheduled Castes and Scheduled Tribes students would be raised appreciably, to meet the high cost of living. In this connection, the Committee would like to invite the attention of the Government to the recommendations made in paragraphs 3.8 to 3.10 of their Twentieth Report (Fifth Lok Sabha) on Plan Allocations.
- 42            3.100            The Committee commend the proposal for opening Model Higher Secondary Schools in Madhya Pradesh by the State Government during the Fifth Plan wherein gifted students from Scheduled Castes and Scheduled Tribes selected through test will be admitted.
- 43            3.106            The Committee note that enrolment of tribal students in schools approximates number of seats available in the hostels attached to the schools. With the State's Fifth Plan target of 100 per cent coverage of children in the age group of 6—11 years, the Committee feel that there would be need for additional hostel accommodation for tribal boys/girls at the middle school level. The Committee therefore recommend that expansion of hostel facilities for tri-

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		bal children should be planned on larger scale during the next five years.
44	3.107	The Committee are of the view that Ashram-type Schools have proved very useful in the promotion of education of the tribal children belonging to more backward tribes. More such schools be opened during the Fifth Plan period.
45	3.108	The Committee are in agreement with the views of the Commissioner for Scheduled Castes and Scheduled Tribes in his Twentieth Report that lack of opportunities for education in science and mathematics and the poor conditions obtaining in the tribal schools have prevented the tribal students from taking advantage of the reservations made in the professional institutions like medical, engineering and veterinary. The Committee recommend that special coaching/tutorial facilities should be organised in all the hostels for tribal students, specially in science and mathematics.
46	3.122	The Committee regret to note that the medical facilities available in the tribal areas of Madhya Pradesh are quite inadequate. The Committee are in full agreement with the observations and suggestions made by the Task Force appointed by the Madhya Pradesh Government in their preliminary report and recommend that urgent steps should be taken to improve the medical facilities in the tribal areas of the State.
47	3.125	The Committee recommend that in the absence of adequate medical facilities in the tribal areas, a time bound programme of drinking water supply in the tribal areas should be drawn up and it should be given the highest priority. The problem villages should receive the first attention in this programme.



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48	3.130	<p>The Committee need hardly stress the vital importance of rapid expansion of road communications in the tribal areas of the State. Rail lines being non-existent in most of the areas, road communications can be considered as the life lines of the economy. The Committee trust that a time bound programme will be chalked out to connect all important market places in the tribal areas with all-weather roads so that the benefits of the development programmes could reach the majority of the tribals living in interior and inaccessible areas.</p>
49	3.138	<p>The Committee are concerned to note that during 1970-71, out of the total sanctioned strength of 1158 students in the four Industrial Training Institutes established exclusively for the Scheduled Caste and Scheduled Tribe students, there were only 618 students under training which shows that more than 45 per cent capacity is not being utilised. The Committee would like the State Government to examine the factors which inhibit the tribal students from joining these technical institutes in adequate numbers. The Committee also recommend that such of the tribal students as pass out from the Industrial Training Institutes should be absorbed in public and private undertakings situated near those Institutes.</p>
50	3.139	<p>The Committee would urge that more small industrial units should be set up in tribal areas for processing agricultural and forest produce. The Committee are of the view that processing units are very necessary not only for creating larger local employment but also for securing the tribals a higher return for their produce and a share in the profits available in the production and sale of finished goods. In the field of processing of agricultural produce, there is considerable scope for development in these almost</p>

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unexplored areas. The Committee understand that the current practice is that agricultural produce is exported from tribal areas and its processing is done in other areas. A programme of industries like rice mills, oil extraction units and cotton ginning units would be of real assistance in improving the economic conditions of the tribals.

- 51            3.145        The Committee are in agreement with the views of the Commissioner for Scheduled Castes and Scheduled Tribes and trust that specific and problem-oriented studies of the more backward tribals of the State will be carried out by the Madhya Pradesh Tribal Research Institute.
- 52            3.146        The Committee note that no evaluation of the training schemes of the Madhya Pradesh Tribal Research Institute has so far been made. The Committee suggest that a proper evaluation of the training schemes of the Institute should be made with a view to assess their impact on the welfare of the tribals in the State.
- 53            3.152        The Committee would like that a proper evaluation of the activities of these voluntary organisations in its entirety including their actual impact on the improvement of the conditions of the Tribals, be made and results intimated to the Commissioner for Scheduled Castes and Scheduled Tribes for publication in his Annual Reports.