

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

**(1980-81)**

(SEVENTH LOK SABHA)

**FIFTEENTH REPORT**

**MINISTRY OF HOME AFFAIRS**

**Working of Integrated Tribal Development  
Projects in Orissa**

*Presented to Lok Sabha on 28-4-1981*

*Laid in Rajya Sabha on 28-4-1981*



सत्यमेव जयते

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**CORRIGENDUM**

to the  
Fifteenth Report of the Committee on the  
Welfare of Sch. Castes/Tribes (7th L.S.).

<u>Page</u>	<u>Para</u>	<u>Line</u>	<u>Corrections</u>
1	1.2	14	<u>For</u> Kuchinda <u>Read</u> Kuchinda
		24	<u>For</u> is <u>Read</u> in
6	1.13	5	<u>For</u> ITDs <u>Read</u> ITDPs
7	1.14	5	<u>For</u> Similar <u>Read</u> Similarly
		(from bottom)	
13	1.25	17	<u>For</u> formed <u>Read</u> framed
	1.28	Last	<u>Insert</u> The <u>Before</u> recomm- endations
16	1.36	8	<u>Insert</u> in <u>After</u> incorporated
		18	<u>For</u> 198 <u>Read</u> 1968
		26	<u>Insert</u> Caste <u>After</u> The Scheduled
		29	<u>For</u> Tribale <u>Read</u> Tribe
54	4.49	32	<u>For</u> tender <u>Read</u> under
56	5.1	Last	<u>For</u> 4+26.29 <u>Read</u> 4+260.29
66	5.34	9	<u>For</u> To the <u>Read</u> To that
		13	<u>Insert</u> up <u>after</u> taken
86	5.102	8 (from bottom)	<u>For</u> Pan <u>Read</u> Plan
		8	<u>For</u> falls <u>Read</u> falls
89	5.110	32	<u>After</u> line 32 <u>add</u> the following words.
			from 1975-76 to 1979-80 a sum of Rs. 253.934 lakhs has been utilised
92	5.118	36	<u>For</u> Produce <u>Read</u> Procedure
95	5.125	10	<u>Insert</u> are <u>After</u> there
96	5.133	5 (from bottom)	<u>For</u> IDCC <u>Read</u> TDCC
98	5.137	1	<u>For</u> to <u>Read</u> the
101	5.146	12	<u>For</u> raining <u>Read</u> training
110	5.186	16	<u>For</u> 'the forest... etc., for' <u>Substitute</u> 'the tribal areas.'
This shows the major emphasis given for horticulture			
		19	<u>For</u> wunds <u>Read</u> funds
113	5.191	22	<u>For</u> slopse <u>Read</u> slopes
115	5.214	8	<u>For</u> as <u>Read</u> is
123	-	2	<u>For</u> Bide <u>Read</u> vide
		3	<u>For</u> GTDPs <u>Read</u> ITDPs
127	-	29	<u>For</u> oil <u>Read</u> old
		38	<u>For</u> Gulty <u>Read</u> Gully

P.T.O.



<u>Page</u>	<u>Para</u>	<u>Line</u>	<u>Corrections</u>
130	-	5	<u>For</u> Special <u>Read</u> Social
	-	13	<u>For</u> 39995.60 <u>Read</u> 3995.60
132	-	1	<u>For</u> Appendix II <u>Read</u> Appendix III.
133	-	17	<u>For</u> nerated <u>Read</u> generated
		21	<u>Insert</u> per <u>After</u> days
136	-	5	<u>For</u> 23.08 <u>Read</u> 2308
144	-	10	<u>Insert</u> that <u>after</u> hope
149		22	<u>For</u> n order <u>Read</u> in order
		2 (from bottom)	Delete the line 'understand how the .....Government proposed to'
151	-	17	<u>For</u> nees <u>Read</u> needs
156	(Sl.No.43)	26	<u>For</u> 167 <u>Read</u> 1679
			<u>For</u> 399 <u>Read</u> 390
		34	<u>For</u> per cntnt <u>Read</u> percent
158	-	2 (from bottom)	
			<u>For</u> the <u>Read</u> them
162	-	22	<u>For</u> is <u>Read</u> in
167	-	1	<u>For</u> The <u>Read</u> In

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COMMITTEE ON THE WELFARE OF SCHEDULED CASTES  
AND SCHEDULED TRIBES (1980-81)

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\*Elected w.e.f. 4th December, 1980 vice Shri Baleshwar Ram, ceased to be member of the Committee on his appointment as Minister of State.

(iv)

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Shri P. C. Chaudhry—*Senior Legislative Committee Officer*

## 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 Fifteenth Report (Seventh Lok Sabha) on the Ministry of Home Affairs—Working of Integrated Tribal Development Projects in Orissa.

2. The Committee took the evidence of the representatives of Ministry of Home Affairs and of the Government of Orissa on the 12th and 13th March, 1981. The Committee wish to express their thanks to the officers of the Ministry of Home Affairs and of the Government of Orissa, for placing before the Committee material and information the Committee wanted in connection with the examination of the subject.

3. The Report was considered and adopted by the Committee on the 21st and 22nd April, 1981.

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

NEW DELHI;

April 23, 1981

Vaisakha 3, 1903 (S)

R. R. BHOLE

Chairman,

Committee on the Welfare of  
Scheduled Castes and Scheduled Tribes.

## CHAPTER-1

### INTRODUCTORY

#### A. Historical Background

##### *Tribal Population*

According to 1971 Census, the total population of the State of Orissa is 21,944,615. The total population of Scheduled Tribes in Orissa is 5,071,937 which constitutes 23.11 per cent of the total population in the State.

##### *Scheduled Area of Orissa*

1.2. The Scheduled areas in the State of Orissa are as follows:—

- (1) Mayurbhanj district
- (2) Sundargarh district
- (3) Koraput district
- (4) Kuohinda tahsil in sambalpur district
- (5) Keonjhar and Telgoi tahsils of Keonjhar sub-division and Champua and Barbil tahsils of Champua sub-division in Keonjhar district.
- (6) Khondmals tahsil of Khondmals sub-division, and Balliguda and G. Udayagiri tahsils of Balliguda sub-division, Boudh-Khondmals district.
- (7) R. Udayagiri tahsil, and Guma and Rayagada Blocks of Parlakhemundi tahsil of Parlakhemundi sub-division and Surada Tahsil, excluding Gazalbadi and Gocha Gram Panchayats of Ghumsur sub-division, is Ganjam district.
- (8) Thuamul Rampur Block of Kalahandi tahsil, and Lanjigarh Block falling in Lanjigarh and Kalahandi Tahsils in Bhawanipatna sub-division in Kalahandi district.
- (9) Nilgiri Community Development Block of Nilgiri tahsil in Nilgiri sub-division in Balasore district.

The tribal population in the Scheduled Areas of Orissa as per 1971 census, is estimated to be 34.71 lakhs constituting 68.4 per cent of the total tribal population in the State.

### *Evolution of Intergrated Tribal Development Projects*

1.3. Soon after the beginning of the First Five Year Plan when Community Development movement was started, the tribal areas also received special attention. An intensive programme of special multi-purpose tribal development projects was taken up in selected areas. In Orissa 4 such projects were started in the districts of Mayurbhanj, Koraput and Keonjhar. This programme was subsequently modified. The Tribal Development Blocks were started in 1966 which had a larger coverage. In view of the sparseness of population and difficult terrain, the norm of establishment of a Tribal Development Block was kept at about 25,000 population within an area of about 150 to 200 sq. kms. as against the general norm for a Community Development Block of about 66000 population. In the first phase, the Tribal Development Blocks were started where the tribal population was more than two-thirds. 75 Tribal Development Blocks were carved out in the State out of the total number of 314 Blocks. These 75 Tribal Development Blocks covered an area of 37702.39 sq. kms. and a total population of 32,22,028 according to 1971 census. The tribal population covered under these 75 T. D. Blocks constituted 36.82 per cent of the total tribal population of the State. These T. D. Blocks continued till the end of Fourth Plan period.

1.4. On the eve of the Fifth Plan, the tribal development scene was again reviewed. Shilu Ao Committee, appointed by the Planning Commission, examined in detail the working of the tribal development programme in all the States. They came to the conclusion that the T. D. Blocks programme had become too much rigid and schematic, with the result that there was not much consonance between the problems of the area and the programmes undertaken. The supplemental investment by the Government of India in the T. D. Blocks tended to be exclusive investment since there was a tendency to treat the problem of these areas as the responsibility of the Tribal and Welfare Department and the T. D. Blocks were expected to attend to them. These areas, therefore, did not get, in any appreciable measure, the benefits of normal developmental programmes. The Committee also observed that a Tribal Development Block was too small a unit for planning and implementation of development programme in these areas. In view of the large number of units it was difficult to get suitable personnel for key positions



and to have effective monitoring and supervision. The Committee, therefore, recommended a complete overhauling of the programme.

1.5. A new strategy for development of tribal areas was evolved during Fifth Plan. As a part of the Fifth Plan formulation, the Planning Commission set up a Task Force for development of tribal areas in April, 1972. To facilitate working of Task Force, the Planning Commission constituted 5 Working Groups on different subjects. The Task Force recommended that the approach in the Fifth plan should be on the following lines:—

- (i) To ensure balanced socio-economic development of tribal areas a different approach would be necessary for the Fifth and subsequent plans. From Fifth Plan onwards, a policy of integrated development for tribal areas may be emphasised.
- (ii) There are distinct advantages in making out larger tribal development areas by grouping contiguous T. D. Blocks and other areas with high concentration of tribal population. These development areas, however, should be geographically and administratively viable. This would require selection of areas, where tribal population is concentrated. Such tribal areas may be macro-areas which could generally correspond to a sizable scheduled areas meso-areas may be co-terminus with district or taluk boundaries, and micro-area may be a Tribal Development Block.
- (iii) Apart from macro-meso and micro areas, there are small pockets of tribal population throughout the country. These need special attention and their development will necessarily have to be given priority to multilevel planning at district-level.
- (iv) In the last analysis a combination of ecological, occupational and social parameters have to be properly assessed and taken into account in policy formulation and implementation of programmes so as to ensure steady flow of benefits to the weakest among Scheduled Tribes.

1.6. The Planning Commission issued guidelines on preparation of sub-plan for tribal regions. On the basis of guidelines issued by the Planning Commission and the Ministry of Home Affairs, the

tribal sub-plan for Orissa was prepared in the year 1975. The tribal sub-plan of Orissa covers the three scheduled districts of Koraput, Mayurbhanj and Sundergarh, 9 Tahsils (G. Udaygiri, Balliguda and Kondamal in Phulbani district, Kanjipani, Barbil, Champua and Keonjhar in Keonjhar district, Kuchinda in Sambalpur district, R. Udayagiri in Ganjam district) in which the tribal population is more than 50 per cent and 5 Blocks (Gumma and Rayagada in Ganjam district, Thuamul-Rampur and Lanjigarh in Kalahandi district, Nilgiri in Balasore district) in which also the tribals number more than 50 per cent. Out of the 314 Community Development Blocks in the State, 118 Blocks are covered in the Tribal sub-plan area.

## **B. Integrated Tribal Development Projects**

### **(i) Coverage**

1.7. It has been stated that out of the total tribal population of 50,71,937 in the State according to 1971 census, 30,60,224 are covered in the sub-plan area which works out to 68.22 per cent of the total tribal population of the State.

1.8. To give operational effect to the tribal sub-plan 19 ITDPs were carved out during the year 1974-75, 1975-76 and 1976-77 in a phased manner. These 19 ITDPs covered 98 Community Development Blocks. In addition, 4 Tribal Development Agencies also operated in the tribal areas till 30th June, 1979 which covered 20 community Development Blocks. With effect from 1st July, 1979, these 4 Tribal Development Agencies have been converted to Integrated Tribal Development Projects. Consequent upon this conversion there are at present 21 ITDPs functioning in the tribal sub-plan area of the State. Broad outlines of the ITDPs are given in the statement at Appendix I.

1.9. When asked about the programme of Government to cover the remaining tribal population in the State, it has been stated that under the Modified Area Development Approach, 30 pockets of tribal concentration have been identified in which the population of Scheduled Tribes is 3,30,323. This works out to 6.51 per cent of the tribal population of the State. Family oriented programmes for the benefit of tribal families in the pockets are being formulated. Thus, under Tribal Sub-plan and under Modified Area Development Approach taken together 74.73 per cent of the total tribal population of the State are covered. The remaining 25.27 per cent of the tribal population of the State are living in a dispersed manner outside the sub-plan area and pockets of tribal concentration under

MADA. They will be covered under normal State Plan programmes Integrated Rural Development programmes and the State's Economic Rehabilitation of Rural Poor Programme.

1.10. Explaining the concept of Modified Area Development Approach, it has been stated that unlike the compact tribal majority full administrative units identified during the Fifth Plan period and covered by tribal sub-plans, there are pockets of tribal concentration outside the sub-plan area. Such pockets may be parts of administrative units like development block or a taluka. It may not be feasible to apply to these pockets area development approach, generally adopted for the tribal sub-plan areas. Since in such a block or taluk, the scheduled tribal population is in a minority, for development purposes a target-group or community approach for the scheduled tribe population becomes necessary. Specific problems of the community would require to be identified clearly and target-group Large sized Multipurpose Societies (LAMPS) fitted in the larger framework of the block or the taluka plan. The benefit of the infrastructural and family-wise schemes of the larger plan should accrue normally along with the benefits of the target-group plan.

1.11. In reply to a question it has been stated that the population of Scheduled Tribes living above the poverty line and below the poverty line has not yet been worked out. However a sample survey to know the position in this regard will be undertaken shortly. With regard to the population of the Scheduled Tribes living in primitive stage, it may be mentioned that no detailed study has yet been undertaken in this regard.

1.12. The representative of the Ministry of Home Affairs has stated during evidence that a Universal Bench Mark Survey has recently been completed by Tribal and Harijan Research Institute and the data is being tabulated. The representative of the Government of Orissa has explained that the Director incharge of the survey is going to Hyderabad for computerising the data and results will be available in about three months' time. This survey covers all the Scheduled Tribe families in the Sub-Plan area. In the survey, among other things they have tried to find out the following data:—

- (1) The size of family.
- (2) The Main occupation;
- (3) Whether the family resorts to shifting or Podu Cultivation.

The witness has added that some other studies have also been conducted which give some idea about the level of poverty, family-wise.

(ii) *Objectives and Achievements*

1.13. It has been stated that the main objectives of ITDs are to narrow the gap in development between tribals and others and improve their quality of life. These objectives are to be achieved through an integrated development plan with focus on tribals by pooling of resources of State Government, Central Government and Institutional Finance flowing into the area. At the State level a separate sub-plan is prepared depicting the totality of development effect envisaged for the sub-plan period during the Five Year Plan and similar plan is prepared for each ITDP. The endeavour has been to progressively enlarge the size of sub-plan to make it commensurate with the needs of raising the level of development of tribal areas and tribals to that of other areas and non-tribal communities.

1.14. The Committee desired to know the extent to which the main objectives of the ITDPs viz., 'to narrow the gap in development between tribals and others, and to improve their quality of life,' have been achieved with the efforts made by Government during the sub-plan period. It has been stated in a written note furnished to the Committee that no detailed study has yet been undertaken to assess the degree of achievement of the objectives. However, after introduction of the sub-plan approach, improvement has been made in different fields.

The subplan approach is an area development approach with emphasis on development of tribal beneficiaries. It is true that prior to the introduction of the sub-plan approach, developmental activities were undertaken in the tribal areas to provide infrastructural facilities as well as for improving the economic condition of the people. After the sub-plan approach is adopted, there was a definite shift in planning and implementation of programme in the tribal areas. Prior to the Fifth Plan period, there was no earmarking of funds out of the State Plan resources for utilisation in the tribal areas. But, under the sub-plan approach, quantification of funds from State Plan resources for utilisation in the tribal areas in reasonable proportion was almost mandatory. Further, by providing the quantified funds under a separate minor head in the budget of concerned department diversion of sub-plan funds to non-sub-plan area was prohibited. In the result, flow of funds to the

sub-plan area out of State Plan resources and other sides was of higher order which will be evident from the following Table:

(Rs. in lakh)			
Year	Flow from State Plan to tribal sub-plan	Flow from Central and centrally sponsored schemes to tribal sub-Plan	Special Central Assistance
1974-75	1,761.03	213.46	81.80
1975-76	1,970.51	458.10	229.10
1976-77	2,062.37	795.82	427.56
1977-78	3,271.19	849.56	728.85
1978-79	5,102.00	1,077.46	950.50
1979-80	6,475.10	1,109.15	880.00
1980-81	8,563.87	1,127.55	770.35

Although statistical information are not readily available about the availability of institutional finance in the sub-plan area but it can be safely said that with the opening of branches of Commercial Banks and Cooperative Banks in the rural areas which were not there prior to the Fifth Five Year Plan period, the flow of institutional finance to the tribal sub-plan increased considerably.

With higher investment of funds, planning for development of the area as well as for implementing more income generating schemes was possible. Infrastructural development was given emphasis in the sub-plan area. For instance, at the commencement of the Fifth Plan the total cumulative irrigation of tribal areas of the State was 5650 hectares kharif and 2,225 hectares rabi. But at the end of 1979-80 this figure was increased to 15,530 hectares in kharif and 5,430 hectares in rabi. Three Major Irrigation Projects and 13 Medium Irrigation Projects were taken up in the tribal sub-plan area at an estimated cost of Rs. 285.33 crores.

Similar, under communication sector, perceptible improvement has been made in opening of some of the inaccessible tribal areas and connecting the district headquarters of some of the tribal districts directly with the State headquarters and connecting the sub-divisional and block headquarters with district headquarters

Under Education, by establishment of more educational institutions at various levels, particularly, at the primary level, the percentage of literacy has been increased. For instance in the district of Koraput the percentage of literacy which was 10.6 in 1971 has gone upto 13 in 1978. Similarly, in Keonjhar district it has gone from 7 per cent to 10 per cent among the major tribal communities.

With regard to implementation of individual/family benefit schemes, there has been better involvement and participation of tribals in various programmes due to enhancement in the rate of subsidy. Normally 33-1/3 per cent subsidy is allowed to marginal farmers and 25 per cent to small farmers. But in case of tribals 50 per cent subsidy is allowed. This has increased the number of participants in various income generating schemes. Prior to the adoption of sub-plan approach, there was no integrated marketing and credit scheme implemented in the tribal areas. But during the Fifth Plan period, 223 LAMPS were established in the tribal sub-plan area which provide an integrated credit and marketing facility to the tribals. This has gone a long way in saving the tribals from various types of exploitations. Arrangements were also made to give financial assistance during the lean months to the tribal families and provide them with the daily necessities of life at reasonable prices. This has also helped them to be away from the clutches of the traders and money-lenders.

With spread of education among the tribals their inner strength was increased and they were able to resist the exploitation of the traders and money-lenders and that has helped them in better participation in the developmental programmes implemented in the area.

1.15. When asked about the strategy for tribal development during the Sixth Plan, the representative of the State Government has stated during evidence as follows:—

“In the Fifth Plan, the emphasis was on the development of infrastructure for economic activities. But the fact remains that there were a number of tribal beneficiaries. In the Sixth Plan there is a shift in the emphasis and the main objective is to take at least 50 per cent of the tribals above the poverty line. That is the main objective. So, the money will be spent both for the development of the infrastructure and also on the individual beneficiaries. And in that context we have made a point that we propose to raise the productivity level of the tribals. Now,

this is an integrated programme, and as far as the tribal is concerned, he takes to agriculture. Sometimes he earns his livelihood by shifting cultivation and certain other ancillary activities and he has also got some pet animals. In the Sixth Plan we are helping settled cultivation and we also encourage package cultivation in the areas where irrigation facility is there, to ensure increased productivity. We also propose to streamline the credit and marketing structure. The mainstay of the tribal is the sale of his produce."

1.16. When specifically asked as to how the State Government proposed to raise the level of 50 per cent tribals above the poverty line, the representative of the State Government has stated as follows:—

"It is going to be achieved by implementing the various economic programmes. One of them is the agricultural programme. Horticulture, animal husbandry, sericulture are also there. There was some experimental coffee plantation but that got into difficulties. It is still in the experimental stage only. Bee-keeping is also becoming popular. The coffee plantation area has not yet been transferred to the tribals. Credit-cum-marketing arrangements are being made for marketing the surplus agricultural products and other various things."

1.17. In reply to a question he has stated that at the base-level, they have the infrastructure for credit and marketing. The entire sub-plan is covered by 223 Large Sized Multipurpose Societies (LAMPS). For horticulture lot of work has been done. In certain areas orange plantation is there and the orange seedlings are arranged. The people of the area know about the orange plantation. The Soil Conservation Organisation is going to take up the programme for cashew plantation to find out which area is suitable for it.

1.18. On the question of bringing 50 per cent tribals above the poverty line by the end of Sixth Plan, the representative of the Planning Commission has stated during evidence as follows:—

"I wanted also to clarify one or two minor points which came up here and which are relevant. That is about 50 per cent of the people are to be brought above the poverty line. The Working Group has made this recommendation. This

is a very arduous task. It has a number of other implications. From the Planning Commission side this recommendation of the Working Group could not be accepted because it was found that this objective might not be fulfilled.

While an attempt is being made to lift the poverty line from 28 per cent of 30 per cent for the country as a whole and while the major share would go to Scheduled Castes and Scheduled Tribes, it has not been quantified as to how much would actually go to the Scheduled Castes and how many will be able to come out of the poverty line. The second point is about the infrastructure and the beneficiary oriented schemes. There is no controversy about it. The emphasis is on the package of services for these programmes. Building up of roads would be necessary. That is an input for the project as a whole which would benefit tribal families also."

### (iii) *Publicity*

1.19. The Committee enquired whether all the tribals in the sub-plan area were aware of the various schemes/programmes, particularly, the subsidy and the loan components of individual programmes, launched for them by the Government. It has been stated that it may be a fact that some of the tribals in the most interior and inaccessible areas might not be aware of the various schemes/programmes, particularly the subsidy and loan components of individual programmes. However, to popularise the schemes/programmes undertaken by the ITDPs for development of programmes in the sub-plan area and for effective involvement of the participants, the following steps have been taken:—

- (i) In the Project Level Committee constituted for each ITDP, the local MPs, MLAs and Chairman of the concerned Panchayat Samities are members. They are fully aware of the different schemes/programmes implemented in the ITDP areas and the types of individual benefit oriented schemes implemented with loan-cum-subsidy components. They during their tours in their respective constituencies give publicity to the different schemes and programmes.
- (ii) The schemes and programmes, particularly, the individual benefit oriented schemes are implemented through the block agency. The Block Level Officers while going to village explain to the small farmers, marginal farmers,



agricultural labourers, artisans etc. about the assistance given under various schemes and select beneficiaries eligible to get assistance under different schemes.

In each ITDP Block, 2 Welfare Extension Officers have been posted, one in each of the non-ITDP blocks to facilitate the work of selection of beneficiaries, processing their loan application etc.

- (iii) Exhibitions and fairs are held at the district level and ITDP level in which the various schemes implemented in the ITDPs and the financial assistance given under different individual benefit schemes are explained to the people.

*Further action propose to be taken in this regard:*

(i) More Melas and Exhibitions will be organised to popularise the scheme.

(ii) Pamphlets explaining the usefulness of the various developmental schemes with their financial implications will be published and distributed among the tribals.

(iii) In the weekly important markets, arrangements will be made to publicise the various schemes through the Publicity Department.

**1.20. The Committee note that 68.22 per cent of tribal population of the State has been covered under the Tribal Sub-Plan and under Modified Area Development Approach an additional 6.51 per cent of tribal population will be covered. Thus, under Tribal Sub-Plan and Modified Area Development Approach taken together, 74.73 per cent of the total tribal population of the State are covered. The remaining 25.27 per cent of the tribal population who are living in a dispersed manner will be covered under normal State Plan Programmes, Integrated Rural Development Programmes and the State's Economic Rehabilitation of Rural Poor Programme.**

**1.21. The Committee feel surprised that no detailed study has been undertaken to assess the degree of achievement made under the Tribal Sub-Plan approach during the Fifth Plan period. In the absence of firm data as to how many tribal families have been benefited during the Fifth Plan and how many are yet to be covered during the Sixth Plan Period, a Systematic implementation of various Programmes will not be possible.**

1.22. The Committee have been informed that Universal Bench-Mark Survey has recently been completed by the Tribal and Harijan Research Institute of the Government of Orissa to assess the percentage of tribals living below the poverty line. They welcome the proposal of the Government of Orissa to bring 50 per cent tribal population above the poverty line during the Sixth Plan Period. The Committee hope that all out efforts would be made by the Government of Orissa to achieve this target and requisite assistance would also be provided by the Union Government to help the State Government in achieving their aim.

1.23. The representative of the Planning Commission has stated during evidence before the Committee that recommendation of the Working Group about bringing 50 per cent of tribals above the poverty line during the Sixth Plan was not accepted by the Planning Commission because they fear that this object might not be fulfilled due to various factors. The Committee are not happy about two divergent views expressed by the State Government and the Planning Commission in this regard. The Committee, no doubt, agree that exact targets in terms of figures cannot be fixed in such ventures, but at the same time, such matters have to be sorted out after mutual discussion and after making an indepth study of the whole matter. The Committee, therefore, recommend that representatives of the State Government, Planning Commission and Ministry of Home Affairs should go into the question jointly whether 50 per cent of the tribals can be brought above the poverty line by the end of the Sixth Plan and then devise necessary schemes and programmes accordingly for implementation. The Committee need hardly stress that creation of adequate infra structure for implementation of various developmental Programmes is the very foundation of the planning process and such appraisal has to be made in a realistic manner. The Committee also recommend that the Planning Commission (Department of Statistics) should maintain separate data regarding development and achievements made in the tribal areas for the purpose of future planning and discussion with the authorities of the State Government.

1.24. The Committee note that Government of Orissa are taking various steps to give publicity to the welfare programmes/schemes undertaken by them in the Tribal Sub-Plan area with a view to create awareness among the tribals about the availability of various facilities, financial assistance, subsidies etc. It is, however, the experience of the Committee that tribals are not generally aware of

the details of welfare programmes/schemes launched by Government due to their general ignorance, educational backwardness and leading a life in isolation in remote areas of the country. The Committee, therefore, suggest that apart from issuing publicity literature, organising exhibitions, melas, etc., documentary films and cultural shows depicting the benefits of the schemes/programmes should also be arranged in regional languages so as to enlighten the tribals about the advantages of developmental schemes and programmes and to attract them to participate in them in larger numbers to get the maximum benefits.

### C. Tribes Advisory Council

1.25. It has been stated that in pursuance of sub-paragraph (3) of paragraph 4 of the Fifth Schedule to the Constitution of India, a Tribes Advisory Council was formed in Orissa on the 24th June 1950 to advise Government on matters pertaining to the welfare and advancement of the scheduled tribes in the State. A set of rules called "The Orissa Tribes Advisory Council Rules, 1950" was formed for conduct of business of the Council.

1.26. The said rules provide that the Council will consist of twenty members, including the Chairman, of whom fifteen members are the representatives of the Scheduled Tribes in the Orissa Legislative Assembly. If the number of the representatives of the Scheduled Tribes in the Orissa Legislative Assembly is less than fifteen, the remaining seats shall be filled by other members of the Scheduled Tribes. Appointment of members to the Council is done by nomination made by the Governor. The Chief Minister, Orissa and the Minister-in-charge of the Harijans and Tribal Welfare, Orissa, function as the Chairman and Deputy Chairman of the Council respectively. The Council is required to meet at least twice every year and the quorum to constitute a meeting is seven members. Secretary to Government, Harijan and Tribal Welfare Department functions as Secretary of the Council.

1.27. The Council, unless sooner dissolved by the Governor, shall continue until the dissolution of the existing Legislative Assembly for a fresh election and shall be reconstituted soon after completion of such elections.

1.28. Matters pertaining to the welfare and advancement of the Scheduled Tribes in the State are discussed in the Council. Progress of different programmes is reviewed in the meeting from time to time. recommendations made by the Council in its meetings are

duly examined and necessary action taken at appropriate level. The members of the Council are free to point out difficulties and bottlenecks in implementation of special programmes including those of ITDAs meant for welfare and advancement of scheduled Tribes and discuss the same in this forum. The progress of ITDAs is often reviewed by the Tribes Advisory Council in its meetings.

1.29. The Committee have been informed that the Council was reconstituted on the 6th January, 1981 after the mid-term elections in Orissa held in June, 1980. It consists of 20 members including the Chairman of whom 15 are representatives of Scheduled Tribes in the Legislative Assembly.

1.30. During evidence, the Committee enquired whether under the constitutional provision, a non-tribal could be nominated as a member of the Tribes Advisory Council. The representative of the Ministry of Home Affairs has stated as follows:—

“In the Fifth Schedule of Constitution the provision for Tribes Advisory Council is there. The particular provision reads as follows:—

“There shall be established in each State having Scheduled Areas therein and, if the President so directs, also in any State having Scheduled Tribes but not Scheduled Areas therein, a Tribes Advisory Council consisting of not more than twenty members of whom, as nearly as may be, three-fourths shall be the representatives of the Scheduled Tribes in the Legislative Assembly of the State:’

Here the provision says that out of 20 Members, three fourths should be members belonging to the Scheduled Tribes in the Legislative Assembly of the State. So, out of 20, upto 15 can be Scheduled Tribe Members of the Legislative Assembly. There is also a proviso to this which says—

“Provided that if the number of representatives of 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.”

1.31. He has further explained that this is meant for States like Kerala and Tamil Nadu where the number of MLAs in the State Legislature may be less than 15, which is the maximum number prescribed in accordance with the main provision. In Kerala, for example, the number may be 6 or so and the number from the

State Legislature to be filled is upto 15. In that event, the State Government can appoint tribal non-MLAs. About 1/4th, no mention has been made, the Constitutional provision does not make it mandatory that 1/4th should be members of the Scheduled Tribes. Also, in States like Orissa, the Chief Minister is the Chairman of the Tribes Advisory Council and in most cases he is not a member of the Scheduled Tribes. So, the other five are meant to accommodate that type of contingency. So, it is not necessary that all the 20 members should belong to Scheduled Tribes.

1.32. The Committee desired to know as to why three or four non-tribal members had been nominated on the Tribes Advisory Council in Orissa and whether any clarification was obtained from the Ministry of Law in this regard. The Additional Secretary, Ministry of Home Affairs, has stated during evidence as follows:—

“The provisions are quite clear. The point which you wanted to clarify was, 15 Members are definitely members of the State Legislature. The other 5 could be tribals or non-tribals. The intention is that some people from outside the Assembly should also be brought into this.”

1.33. The Joint Secretary, Ministry of Home Affairs, has however, informed the Committee that they have referred the matter to the Law Ministry for its opinion and they will inform the Committee about it.

1.34. In this connection, the representative of the State Government has stated that under the rules the appointment of members of the Council is by nomination to be made by the Governor. As per the decision of the State Government the Members have been nominated and the Council is functioning as per the rules.

1.35. The Committee have been informed that during the sub-Plan period, i.e., from 1975-76 to 1979-80, there were seven sittings of the Tribes Advisory Council as per details given below:

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1975-76	2
1976-77	3
1977-78	1
1978-79	1
1979-80	Nil
	7

1.36. Recommendations made by the Council in these seven sittings and action taken thereon by the State Government are briefly indicated below:—

Recommendations	Action taken
(1) Amendments to the Orissa (Scheduled Areas) Transfer of Immovable property (by Schedule Tribes) Regulation, 1956.	The recommendations made by the Council have been incorporated in the Regulation.
(2) Abolition of Liquor Shops and distilleries in the Tribal areas.	Liquor Shops have been abolished. Free brewing for domestic consumption has been allowed to the tribals but not for sale.
(3) Establishment of record of rights of Scheduled Tribes in respect of their land.	Necessary instructions have been issued by the Revenue Department.
(4) Issue of instructions to the Collectors for expeditious disposal of cases under Regulation 2 of 198.	Necessary instructions have been issued.
(5) Timely issue of employment cards to Scheduled Castes and Scheduled Tribes.	-Do.-
(6) Eviction of Adivasis by Forest Department.	The Government of India have enacted a Legislation prohibiting alienation of forest land for non-forestry use. However, the matter is under consideration of the State Government.
(7) The Scheduled and Scheduled Tribe Orders (Amendment) Bill 1978 to bring about certain amendments to Scheduled cast Scheduled Tribe list.	The proposal for amendment to the list of Scheduled Castes and Scheduled Tribes as recommended by the Tribes Advisory Council has been sent to Government of India and it is under consideration.

1.37. The Committee drew attention to the recommendation of the Tribes Advisory Council against the eviction of Adivasis by Forest Department, and desired to know how it is being considered by the State Government in the light of the legislation\* passed by Parliament during the last session. The representative of the State Government has explained during evidence that the Government of Orissa had taken a decision that the tribals who were on the periphery of a forest or inside a forest and holding a land for 15 years or more would not be evicted. The State Government had taken that decision. But after the enactment of law by the Parliament, this matter is being reconsidered.

1.38. When asked about the role played by the Tribes Advisory Council in implementation of programmes under ITDPs, it has been stated that provision exists in the Orissa Tribes Advisory Council

\*The forest (conservation) Act, 1980.

Rules, 1950 defining the role of Tribes Advisory Council in relation to the programmes of Integrated Tribal Development Agencies. Matters pertaining to welfare and advancement of Scheduled Tribes in the State are discussed in the Council.

1.39. The Committee note that as per the constitutional provision, out of 20 members of the Tribes Advisory Council in Orissa, fifteen are MLAs belonging to Scheduled Tribes and the remaining 5 members are non-MLAs. The Committee hope that while nominating non-tribals as members to the Tribes Advisory Council it will be kept in view that they have interest in the welfare and advancement of the Scheduled Tribes and they have the time and energy to devote to the work of the Council. The Committee have been informed during evidence by the representative of the Ministry of Home Affairs that the question whether non-tribals can be nominated to the Tribes Advisory Council has been referred to the Ministry of Law for its opinion. The Committee would like to be apprised of the opinion given by the Ministry of Law in this regard.

1.40. The Committee regret to note that very sketchy information has been furnished to them in regard to the action taken by the State Government on various recommendations made by the Council during its seven meetings held from 1975 to 1980. The Committee feel that there is need for streamlining the whole procedure for the working of the Council and for timely action on the part of Government to implement its recommendations. The Committee are perturbed at the indifference shown by the Government of Orissa in reconstituting the Council in January, 1981, although mid-term elections were held in the State in June, 1980. The fact that the Advisory Council did not meet even once in the year 1979-80 clearly indicates that there is need to improve the working of the Council so as to make it more effective.

## CHAPTER II

### ADMINISTRATIVE AND EXECUTIVE MACHINERY

#### A. Role of Union Government

2.1. It has been stated in a written note furnished to the Committee that the Union Ministries|Departments are expected to play the role of leader in the sectoral tribal development programmes. Specifically, they are expected to—

- (i) quantify funds from out of their resources for tribal sub-Plan areas;
- (ii) adapt on-going programmes for Scheduled Tribes and tribal areas;
- (iii) evolve appropriate programmes for scheduled tribes and tribal areas.

The concerned Ministries|Departments interact with the State representatives in their respective sectors at the time of discussion of five-year and annual tribal sub-Plans held in the Planning Commission and in the Ministry of Home Affairs. The sectoral Working Groups become the forums for this purpose.

2.2. In this connection, the Planning Commission issued guidelines *vide* demi-official letter No. PC|SW|12(1)|88 dated 13th December, 1977 from the Secretary, Planning Commission addressed to the Secretaries of Central Ministries.

2.3. The Note points out that Tribal Development Division in the Home Ministry is the nodal organisation which keeps a close watch over the entire tribal scene in the country. The Division's primary responsibility is to continuously keep itself abreast of the events in the tribal areas, the effectiveness of the protective measures and pace of development programme. The Division ensures that the total State effort is planned keeping in view the problems of each specific area. It also ensures that all concerned authorities have an adequate appreciation of the situation, identify the problems and adopt a methodology to subserve the common objective



of protecting the tribal interests. Protection of the tribal communities is a special responsibility of the Tribal Development Departments of the States|Union Territories. This covers numerous aspects like alienation of land, indebtedness, bonded labour, exploitation in marketing, exploitation resulting from excise policy, hardships caused by forest policy, etc. The Division is responsible for ensuring that these aspects are not overlooked by the concerned authorities and, wherever necessary, suitable directions are given in this regard.

2.4. In his letter forwarding the guidelines, the Secretary, Planning Commission, has pointed out that the outlay from the Central Ministries' Plans is one of the important constituents of the Tribal Sub-Plans. Each Central Ministry is expected to quantify the investment which it proposed to make in the Tribal Areas. The exercises carried out by them so far have, however, not yielded much results, except in the case of certain area-specific programmes which may be taken up in the tribal areas. It will be necessary for each Ministry|Department to get a clear idea of the problem of the tribal areas and prepare special programmes relating to the concerned sector or adapt the on going programmes wherever necessary, in consultation with the State Governments, keeping in view the special requirements of the tribal areas. The total programme in a particular sector may have to be reviewed and additional effort built up on the base provided by the State sector programmes. Some programmes could be taken up exclusively by the Ministry but these should be exceptions. In some programmes, the areas of responsibility between the Central Ministry and the State Departments may be clearly defined. These programmes will be in the nature of joint programmes. In the bulk of the cases however, it will be necessary to identify those programmes which the Ministry considered of highest priority for the tribal areas and which will need substantial supplementation of efforts by them.

2.5. The representative of the Ministry of Home Affairs has informed the Committee during evidence that in 1978-79, they had started a dialogue with the Central Ministries regarding their role in the execution of Central Programmes in the Tribal areas on the lines indicated in letter which the Secretary, Planning Commission had written to the Central Ministries in December 1977. Quantification work had proceeded to some extent in the year 1978-79. During 1979-80, the matter was followed up and as a result Rs. 75 crores were quantified from several Ministries notably from the Ministries of Agriculture, Education, Transport etc. This was improved upon further in 1980-81. In March, 1981, the Prime Minister herself wrote to the concerned Central Ministries about the role

of Central Ministries in the Tribal Sub-Plan. As a result of these efforts, it is found that the quantification effort by the various Ministries is making more progress. Presently, the Ministry of Home Affairs are contemplating to hold a series of discussions with the Central Ministries to see that whatever remains to be done is finally done. After these discussions are held with the Central Ministries, a clear picture will emerge of the role they had played in the past and the role they are expected to play in future.

2.6. When asked whether officers from the Central Ministries went to Orissa to study the progress of developmental schemes pertaining to their sphere of activity, the representative of the Ministry of Home Affairs has stated that they have only a small Division in the entire Government of India and to the extent physically possible, they do visit the States. He went twice to Orissa in 1978-79 and in 1979-80. However, this year he has been able to go only once so far. Besides, one team comprised of one Research Officer and an Investigator studied *in situ* Horticultural programmes in 1978-79 and a Research Officer made a visit in November, 1980 to study Balliguda ITDA. He has further stated that he had covered some areas in the district of Mayurbhanj and in 1978-79, he went to Koraput and Ganjam. During the visits, he discussed with the Collectors of the concerned Districts and the Project and Technical Officers in regard to various programmes. For example, one point which was discussed related to the Tassar Programme. At one time, the Mayurbhanj District had a reputation of big tassar centre. Bee-keeping was another. Then there was Sabai grass. Sabai grass is used for rope making. The rope is marketed to Calcutta. The discussions were held programme-wise as well as ITDP-wise depending on the nature of the programme in the District.

2.7. When asked whether officers from other Central Ministries also discussed the development of tribals during their visits to States, he has stated as follows:—

“I would expect them to discuss the tribal sub-plan with the State Officers, but I have no definite information about that.”

2.8. When asked about the methodology adopted by the Ministry of Home Affairs to keep itself abreast of the events in the tribal areas, it has been stated that in the first instance, there are regular discussions at least twice in a year and sometimes more frequently between the Ministry of Home Affairs and the concerned States, at the time of annual plan and five-year plan discussions. Secondly, the officers of the Home Ministry visit tribal areas in States and hold

discussions with the State officers both in the field and State headquarters. Thirdly, periodical progress reports are expected from the States.

2.9. The Committee regret to note that the performance of the Central Ministries in regard to quantification and earmarking of funds for their sectoral programmes to be implemented in the tribal areas has not been upto the mark in spite of the fact that necessary guidelines were issued by the Planning Commission as far back as 1977. The Committee feel that a special responsibility rests on the Central Ministries as they are expected to play a positive role and the role of a leader in the tribal development in respect of their respective sectors. The Committee need hardly emphasise that all the concerned Ministries of Government of India should evolve suitable programmes for the development of tribal areas in consultation with the Government of Orissa, Ministry of Home Affairs and the Planning Commission, quantify funds for the on going schemes and for new schemes to be implemented and adopt appropriate strategy for their effective implementation so that there is perceptible improvement in the quality of life of the tribal people during the Sixth Plan period. The Committee desire that there should be proper monitoring of various developmental schemes being implemented in tribal areas in order to assess their performance and achievements.

2.10. The Committee feel that a vital role in tribal development as well as assessment of the achievements made as a result of various schemes/programmes is to be played by the Ministry of Home Affairs which is the nodal organisation at the central level for the development of entire tribal areas in the country. The Committee would, therefore, like the Ministry of Home Affairs to effectively coordinate the activities of all the Central Ministries with the concerned State Governments as they alone can watch the balanced development of the tribal areas. The Committee recommend that in the Ministry of Home Affairs, a separate Department for Tribal Welfare should be set up so that there can be proper evaluation of the progress made in various developmental programmes being implemented in the different tribal regions of the country.

2.11. The Committee do not feel happy about the information furnished by Ministry of Home Affairs that "periodical progress reports are expected from the States". The Committee would like Ministry of Home Affairs to ensure that periodical progress reports

are received regularly indicating the progress of various developmental programmes and the actual achievements made in terms of benefits accruing to tribal families and villages. These progress reports, on receipt, should be examined analytically and the deficiencies or shortcomings brought to the notice of the State Governments for taking immediate remedial action.

### B. Machinery at State Level

2.12. The Committee have been informed that at the State level, a Committee known as Sub-Plan STATCOM under the chairmanship of Chief Minister has been constituted as a policy-making, over-seeing and sanctioning body. To sort out inter-departmental problems, a Standing Committee under the Chairmanship of Additional Development Commissioner has been constituted. Another State level Committee under the Chairmanship of Agricultural Production Commissioner has been established to over-see programmes relating to shifting cultivation. At the Division-level, the Revenue Divisional Commissioner is closely associated with the implementation of ITDP programmes. In addition to these Committees, meetings are frequently held with concerned Secretaries, Heads of Departments and other officers to overcome bottle-necks and impediments.

2.13. At the State-level there is a department named Tribal and Rural Welfare Department headed by a Commissioner-cum-Secretary. This department is the administrative department for plan formulation, implementation, monitoring and evaluation of ITDA programmes. Secretary is assisted by one Additional Secretary, one Director-cum-Joint Secretary, four Deputy Secretaries, one Financial Adviser-cum-Deputy Secretary and other supporting staff. The Tribal Welfare Department in the State has the overall responsibility for protection, welfare and development of the tribal communities and good administration of the tribal areas. It is directly responsible for appraisal of tribal situation in the State through the field agencies under its command. It also draws upon the information system of different authorities in relation to their respective functional jurisdiction. It is necessary for the department to intervene in crucial matters and in those cases where no department is prepared to readily accept responsibility.

2.14. The Department is fully responsible for ensuring that the administration in the tribal areas is in keeping with the needs of these areas and personnel policies, procedure, etc., are in tune with the requirements thereof.

2.15. As regards the administration of Integrated Tribal Development Projects, it has been stated that the 21 ITDPs grounded earlier were converted into Integrated Tribal Development Agencies w.e.f. March, 1979 for greater flexibility in drawals and expenditure in grants. Out of the 21 ITDAs, in 4 smaller ITDAs the concerned Sub-Divisional Officers are functioning as the ex-officio Project Administrators. In 15 ITDAs, independent Officers (OAS(I)/IAS—13, Agril. (Class I)—1 Cooperation (Class I)/—1) have been appointed as Project Administrators of the ITDAs. In one ITDA the Project Director, DPAP is functioning as ex-officio Project Administrator of the ITDA and the remaining one ITDA is kept in additional charge of the Project Administrator of the adjoining ITDA. In addition to the Project Administrator, in each ITDA there is one Special Officer belonging to Class II State Services of different disciplines. 23 Assistant Engineers and 23 Sub-Assistant Engineers posts have been created for ITDAs. In Balliguda and Naurangpur ITDA's two Assistant Engineers have been posted. 59 Veterinary Extension Officers have been posted in 118 Blocks of Tribal Sub-Plan areas at the rate of one Extension Officer in charge of Two Blocks. No separate staff have been posted in the ITDAs for implementation of different programmes. The different sectoral programmes are implemented through the normal sectoral authorities of the State Government working in the ITDA area. The following ministerial staff have been sanctioned for each ITDA.

(1) Head Clerk . . . . .	1
(2) Statistical Assistant . . . . .	1
(3) U.D.Clerk . . . . .	1
(4) Accountant . . . . .	1
(5) L.D.-cum-Typist . . . . .	2
(6) Grade I Stenographer . . . . .	1
(7) Driver . . . . .	1
(8) Class IV . . . . .	6

2.16. For effective and expeditious implementation of various programmes in the ITDAs, to ensure proper and timely utilisation of funds and to maintain effective coordination between sectoral authorities in the field, a Project-level Committee has been set-up for each ITDA. The Collector of the district is the Chairman of this Committee. The Project Administrator of the ITDA is the Member-Secretary and local MLAs, M.Ps, Chairmen of the concerned Panchayat Samities, District level officers in charge of different developmental programmes are the members of this Committee.

2.17. The Committee desired to know the reasons for conversion of 21 Integrated Tribal Development Projects into Integrated Tribal Development Agencies with effect from March, 1970. It has been stated in a note furnished to the Committee that after the ITDPs were converted to ITDAs, funds out of Special Central Assistance are given to ITDAs in shape of grant-in-aid. The project authorities draw the amount within the financial year and utilise the same under various approved programmes. In some cases, the execution of projects takes little more time beyond the financial year. Funds drawn by these agencies are allowed to be retained with them even after the close of the financial year for completion of these projects. But under the normal rules, after the close of financial year, the amount not utilised would have automatically lapsed. Since funds are sanctioned in lump sum, at the Project level inter-sectoral allocation of funds on the basis of local needs and inter-sectoral diversion of funds as and when necessary has become possible. Again the Chairman of the ITDP has been authorised to make appointment of staff for the ITDPs as and when required from outside directly.

2.18. Asked how the State Government kept watch over the implementation of programmes in different ITDPs, it has been stated that monthly Progress Reports are furnished by the ITDPs to the State Government in Harijan and Tribal Welfare Department. The progress report is reviewed in the Monitoring Cell of the Department. The shortfalls and deficiencies are communicated to the Project Administrators of concerned ITDPs. In addition to the Monthly Progress Report furnished by the Project Administrators to the H&TW Department the progress of implementation of schemes is also reviewed by the State Level Officers during their field visits. The progress is also reviewed in the meetings held at the divisional level and at the State Level from time to time.

2.19. In reply to a question it has been stated that as recommended by the Shilu Ao Study Team in their all-India Report on Tribal Development Programmes, Project Officers are appointed after taking into account their aptitude for tribal welfare work. A minimum period of three years has been prescribed for the project staff before the expiry of which they cannot be transferred. But in exceptional cases for administrative reasons, officers are also transferred before completion of the period of three years.

As regards training to the personnel at various levels selected for work in the Integrated Tribal Development Projects or other tribal areas in the State, it has been stated that in Orissa, there is a

Training Wing of the Harijan and Tribal Welfare Department where tribal orientation training is imparted to officers of different grades and at different levels working in the tribal areas. A separate syllabus has been formulated for each category of officers and the duration of the training period is different for different category of officers. During the last four years, 506 officers of different grades have been imparted tribal-orientation training in this institute.

2.20. In addition to the tribal orientation training imparted in the Training Institute of the State, officers of different grades working in the tribal areas and concerned with tribal development matters are also sent for short course training on subjects related to tribal development in National Institutes, like, National Institute of Rural Development, Hyderabad, Indian Institute of Public Administration at New Delhi. Further, officers working in the H&TW Department are also deputed for training in tribal development to the Tata Institute of Social Science, Trombay, Bombay.

2.21. The Community Development and Rural Reconstruction Department of the State Government are also running a Training Institute where in-service training is imparted to officers of various grades working in the Community Development Blocks. In the syllabus, training about tribal life, culture and administration is also included. There is a Training Institute in the State for imparting in-service training to the officers belonging to Orissa Administrative Service, named Gopabandhu Institute of Administration and Training, Orissa, Bhubaneswar. In this Institute, extension lectures are delivered by officers of concerned Departments on various matters relating to tribal development.

2.22. The Committee have been further informed that the Seventh Finance Commission has awarded a sum of Rs. 7.87 crores towards upgradation of standards of administration in the tribal areas of Orissa State. Out of this amount an allocation of Rs. 603 lakhs has been made for grant of Compensatory Allowance to the employees posted in tribal areas and Rs. 184 lakhs for the construction of residential accommodation for them. However, on the request of the Government of Orissa, they have been allowed to divert Rs. 100 lakhs from Compensatory allowance to housing. Thus the present allocation is Rs. 503 lakhs for compensatory allowance and Rs. 284 lakhs for the construction of houses.

2.23. On the question of lack of coordination among various Departments, concerned with the implementation of Integrated Tribal Development Programme, it has been stated that the Collec-

tor of the district is the head of the development team, and he is responsible for timely implementation of various developmental schemes in the district. He is also the Chairman of the Project Level Committee constituted of the Integrated Tribal Development Project. Hence, he is the coordinating authority in the matter of implementation of integrated tribal development programmes when more than one department is involved. In the day-to-day administration of the ITDP, the Project Administrator takes the decision in matters in respect of which he is the final authority as per the administrative and financial powers delegated to him. The matters which cannot be sorted out at the level of Project Administrator are handled by the Collector of the district who is also the Chairman of the Project Committee at district level. With regard to implementation of the schemes in the project area, the implementing agency is the final authority to the extent it is competent to take final decision.

2.24. When the Committee enquired whether there should be one authority made responsible for the execution of the schemes and all the funds and policy decisions should flow from that authority, it has been stated in a written note furnished to the Committee that this matter is under examination of the State Government. No final decision has yet been taken in this regard.

2.25. As regards the financial powers of the Project Administrator, the representative of the Govt. of Orissa has stated during evidence that for minor irrigation projects, he is empowered to sanction administrative expenditure upto Rs. one lakh. The power of the Collector in this matter has, however, been stated in a note as Rs. 3 lakhs.

2.26. When the Committee suggested that the Project Officer should be of the IAS grade and of the rank of the Collector, the Adviser, Planning Commission, has stated during evidence that the Working Group on Administrative Arrangements, has suggested that the Collector of the District should be the Chairman of the Project Level Advisory Committee. If that is done, the Collector would play the coordinating role.

2.27. The representative of the Planning Commission has further stated that if the Project Officer is of the rank of Deputy Commissioner or Collector, for tribal work, there will be the problem of lack of coordination between the Collector and Project Officer. So far, all such officers have been holding posts subordinate to that of



Collector. Of course, the Chief Executive Officer of the Zila Parishad in Maharashtra is on the rank of District Commissioner. But then he has the statutory authority. Here the problem would be, if there is a Deputy Commissioner or a Collector specially in the tribal district, and if he is not coordinating and there is another officer of that rank on whom this responsibility has been placed, he will be handicapped in coordinating. In this connection, the Additional Secretary, Ministry of Home Affairs has stated as follows:—

“From my own experience I can say that if at the block level there are good officers the work will go on smoothly. The Deputy Commissioner, having been relieved of a lot of judicial work, should be able to concentrate more on developmental work.”

2.28. When asked how the administrative set-up in Orissa compared with the administrative set up in Madhya Pradesh, the representative of the Ministry of Home Affairs has stated as follows:—

“The set up in Madhya Pradesh is not very different from that in Orissa. The Project Officers are in charge of projects and they are in Class I in Madhya Pradesh. Similarly, Class I officers are in-charge of the Tribal Development Projects in Orissa. But the difference between the two States is that in Madhya Pradesh these officers in charge of the Projects have been delegated administrative and financial powers and they have a say in these matters. In Orissa also powers have been delegated, but I do not think they have been exercised more effectively. The other difference is that in Madhya Pradesh the Block Development Officers have been placed fairly under the Project Officers. In Orissa the Block Development Officers have not been placed under the Project Officer. We have written about this matter to the Government of Orissa. It is being processed by them.”

2.29. He has further stated that there is a well knit Organisation in Madhya Pradesh. The relationship between the Project Officers and the Technical Officers at the sub-divisional level and the District level is much better defined in Madhya Pradesh. But in Orissa, it is vague. Once it is better defined and Project Officer has better control, the things will become much better.

2.30. The Committee note that the Seventh Finance Commission has awarded a sum of Rs. 7.87 crores towards upgradation of standards of administration of the tribal areas in Orissa. The Committee hope that all the vacant posts will be filled up immediately so that the work of the I. T. D. Ps is not hampered on account of non-availability of adequate staff. The Committee trust that the grant of compensatory allowance and housing facility will attract competent staff to work in tribal areas and this will go a long way in the efficient and expeditious implementation of various developmental programmes taken up under the Tribal Sub-Plan. The Committee also recommend that if Rs. 7.87 crores given by the Finance Commission for improving standard of administration is not sufficient to achieve the objective, Government of Orissa should earmark more funds for upgradation of standards of administration in the tribal areas of the State.

2.31. The Committee note that several authorities are concerned with the implementation of various programmes at ITDP level in Orissa. The Collector of the district is the head of the development team and he is responsible for timely implementation of various developmental schemes in the district. The Committee need hardly stress that unless there is complete coordination and cooperation among the various departments, speedy progress cannot be achieved in the Project. The Committee are, therefore, of the opinion that there should be a single authority with adequate administrative and financial powers at the ITDP level. The Committee trust that a proposal in this regard which is already under examination by the Government of Orissa would be given a concrete shape very quickly.

2.32. The Committee suggest that Government of Orissa should consider the question of having Project Officers of higher status in the ITDPs in order that they can take independent decisions in matters concerning the implementation of various programmes. But while examining this question, they may take into account the views expressed by the representative of the Planning Commission that this might lead to lack of coordination between the Collector and the Project Officer. The Committee are of the view that before taking a final decision in the matter Government of Orissa should study the administrative set up at ITDP level in other States and benefit by their experience.

2.33. The Committee have been informed during evidence that in Madhya Pradesh the Block Development Officers are under the

**Project Officer.** This is an important aspect which should be taken into account by the Orissa Government in order to improve the administrative set up at the ITDP level in Orissa. The Committee recommend that the officers who are responsible for implementing the various schemes/programmes in the ITDPs should be made accountable for the actual achievement to the Project Officer as the Committee are of the view that the single line administrative set up would be more effective for implementing schemes in the ITDPs.

**2.34.** The Committee understand that in Madhya Pradesh there is a Bastar District Development Authority on the lines of Dandakarnya Development Authority to look after the development of that tribal district. The Committee recommend that Government of Orissa should examine the possibility of setting up Koraput District Development Authority to look after the development of tribals in Koraput.

## CHAPTER III

### BUDGET AND FINANCE

#### A. Allocation and Utilisation of Funds

3.1. In the Guidelines issued by the Planning Commission it has been stated that the tribal sub-plans represent the total development effort in the area in which all programmes operate in unison to achieve a common goal. The resources for the sub-plan comprise: (1) States Plan Outlay, (2) Sectoral Outlays in the Central Ministries, (3) Special Central Assistance and (4) Institutional finance. The basic frame for the economic development of these areas has been provided by the share in the sector 1 outlays, the outlays from other sources are additive and supplemental. In Fifth plan the quantum of outlay from the State Plan was arrived at keeping in view (a) total population, (b) the geographical area, (c) the comparative level of development, and (d) the state of Social services.

The State Plan outlays comprise a divisible and non-divisible portion. Those investments whose benefit does not confine to any specific region constitutes the non-divisible portion. Within the divisible pool a weightage was given to the tribal areas depending on the level of social and economic development. The investment in the non-divisible portion were also reviewed to ensure accrual of due benefits to the tribal regions. The efforts were also made to determine flow of institutional finance keeping in view the total ceiling for the State and special problems. The allocation from special central assistance for the tribal sub-plan was supplementary to the total resources and was utilised for providing critical element in the sub-plan areas.

3.2. While quantification of the outlays from State Plan was made in the fifth plan, the level of investment from central programmes did not pick up as envisaged. The Central Ministries were also required to quantify the flow of benefits from their programmes to the tribal areas. This exercise did not yield much result except in the case of certain areas specific programmes which happened to be taken up in the tribal areas. A review of efforts of the Central Ministries shows that exercises in assessing the problems of the

tribal areas are still at a preliminary stage and the disaggregation of outlays in the case of certain programmes are merely notional.

3.3. The following statement indicates the year-wise allocation and utilisation of funds made available from different sources for Tribal sub-plan in Orissa during the period 1974-75 to 1979-80:—

Year	State Plan		Special Central Assistance		Central & Centrally sponsored.	
	Allocation	Utilisation	Allocation	Utilisation	Allocation	Utilisation
1974-75 . . .	1791.81	1761.05	86.00	81.60	213.46	213.46
1975-76 . . .	2254.00	1970.51	290.00	229.16	458.10	458.10
1976-77 . . .	2012.83	2062.37	582.00	427.57	795.82	795.82
1977-78 . . .	3071.16	3217.19	761.40	728.85	849.56	849.56
1978-79 . . .	4821.02	5001.97	960.50	950.50	1077.46	1077.46
1979-80 . . .	5850.76	5565.14	880.00	871.68	1109.15	1109.15
<b>Total . . .</b>	<b>19805.58</b>	<b>19732.23</b>	<b>3559.40</b>	<b>3289.36</b>	<b>4503.55</b>	<b>4503.55</b>

The total expenditure from all sources under Tribal sub plan in Orissa has been of the order of Rs. 275.25 crores during the period 1974-75 to 1979-80. It has been mentioned that the progressive increase in the flow of resources into sub-plan area reindicates the validity of sub-plan approach. In the initial years the sub-plan merely tried to desegregate from the total outlay in different sectors, the outlay earmarked for the sub-plan area. This exercise presented considerable difficulties in the beginning because outlay from sub-plan was not budgeted separately. In 1976-77 instructions were issued to open a separate sub-head under each Head in the Budget for outlay meant for sub-plan area. The break up of the sub-Plan outlay ITDP-wise was done in 1978-79.

3.4. As regards the institutional finance, it has been stated that the exact amount of institutional finance which has flown into sub-plan area during the period from 1974-75 to 1979-80 has not yet been worked out. But approximately, 10 to 12 crores of rupees in shape of institutional finance has flown into the sub-plan area during this period.

3.5. The Committee pointed out that quite inadequate central assistance had been provided for developmental programmes in various sectors and desired to know the reasons therefor. It has been stated in a written note submitted to the Committee that Special Central Assistance of the Home Ministry is meant to be supplemental to State Plan funds, funds of Centrally sponsored schemes and Central Sector schemes. The special Central Assistance is, therefore, to be used by a State Government to fill in financial gaps that may remain on account of the paucity of funds from other sources. If there has been inadequacy of funds for road communications, education, irrigation and housing, it might be on account of the total inadequacy of funds and not merely on account of the inadequate allotment from special Central assistance. Funds are allocated out of the total as per priorities decided jointly by the Planning Commission, Government of India and State Governments.

3.6 As regards the release of funds the Committee has been informed during evidence that apart from the review made in the Tribal Welfare Department, there are two high level Committees in the State. One Committee is headed by the Additional Development Commissioner who also happens to be the Additional Chief Secretary of the State. In that Committee, the Secretary, Finance, and the Secretary, Harijan and Tribal Welfare are members. The Committee makes a review of work of different Departments relating to release of funds and their utilisation. In that review, the representatives of the Departments concerned are also invited to explain the position. Apart from that, there is a sub-plan Committee at the level of the Chief Minister for review of the overall policy relating to sub plan area. Recently, on the suggestion of the Government of India, the State Government has constituted another quarterly review Committee at the level of the Chief Secretary in which the Joint Secretary of the Ministry of Home Affairs is a member. These are the three high level Committees to review things and take remedial measures.

3.7. When asked to explain the procedure for the release of funds, the representative of the Government of Orissa has stated that it is a mixed procedure. Some money is given through the Departments and some money is given as grants-in-aid to the Integrated Tribal Development Project. If the performance of the Departments concerned is reviewed it is not worse than the performance of the Integrated Tribal Development Projects. Additional Development Commissioner and the Chief Secretary make periodical reviews. They take note of low utilisation of funds. They give directions to different Departments to release money in time. That is

not a major problem. The execution of the Projects and the periodical reviews are important things.

3.8. As regards the utilisation of funds earmarked for different sectors, the representative of the Government of Orissa has informed the Committee during evidence that money has not been spent in full in different sectors. There has been diversion of funds from one sector to another sector. But the money is spent in the execution of programme in Tribal sub-plan areas. For example, the money has been diverted from agriculture to textile and all that in the sub-plan area. The secretary to the Government of Orissa has admitted that once the funds are earmarked for a particular sector, it should not be normally diverted. In some sectors, expenditure depends on flow of institutional finance. If the response is not adequate, it is better to spend it on some other worthwhile programme like textile, weaving etc. So, whichever trade is found responsive, the money is diverted to that trade.

3.9. When asked about the machinery to check that the funds are not diverted outside the sub plan area, the Secretary to the Government of Orissa has stated that both at the time of allocation of funds to different Departments and different sectors and also at the time of diversion of funds from one Sector to another normally sanction is taken. Allocation of funds is normally taken at the level of the Additional Development Commissioner. All the proposals received from different Departments are processed by the Harijan and Tribal Welfare Department and things are decided with the concurrence of Planning & Coordination Department.

3.10. Asked whether the funds were diverted within the ITDP or outside ITDP, the Secretary to the Government of Orissa has stated that generally funds are reallocated within the subject area. But if there is a proposal to divert to general area, then concurrence of the Finance Deptt. has to be taken. Actually, this allocation of funds is made to different Departments and also to ITDP. As for ITDP, there is no diversion. Suppose, it is not utilised this year, it is carried over to next year. But as far as Department is concerned, in the beginning areas are not earmarked where money is spent. Then towards the end of the year, if necessary, money is diverted from one sector to another. That is with the concurrence of the Finance Department money is diverted to another Department.

3.11. A statement showing physical achievements made under different sectoral programmes out of pooled resources in the sub-plan area during the period from 1974-75 to 1979-80, as furnished to the Committee is at Appendix II.

3.12. When asked whether the figures shown in the above statement related to the achievements made in respect of Scheduled Tribes only or other caste people also, it has been stated that the achievements relate to Scheduled Tribes and other caste people also. No separate community-wise figures of beneficiaries have been maintained.

3.13. When asked about the targets fixed under various sectoral programmes during the sub plan period, it has been stated that detailed information in this regard is not available.

3.14. When asked about the financial constraints in achieving the targets, it has been stated that in achieving the targets under individual benefit oriented schemes involving loan component, the non-availability of institutional finance in time was a constraint.

3.15. It has been added that the Government proposes to take the following remedial measures in this regard:—

- (i) Strengthening of the field organisation for timely selection of beneficiaries under different programmes, processing of loan application, sanction of loan etc.
- (ii) Strengthening of LAMPS for providing quick credit facility.
- (iii) Opening of new branches of Commercial banks and Rural Banks in the rural areas.
- (iv) For timely execution of infrastructural development schemes, necessary steps are being taken to complete the preliminaries like preparation of plan estimates, selection of sites etc. one year ahead of the implementation of the programme.
- (v) Payment of incentives to Government servants working in the tribal areas so that the number of vacancies is substantially reduced.

3.16. It had been brought to the notice of the Committee during its tour to Orissa that the funds for various sectors are not allotted/released in time which hamper the implementation of important programmes in time. The Committee desired to know as to what action has been taken by Government to remedy the situation. It has been stated in a note furnished to the Committee that periodical review of sanction and utilisation position is made at the State



level and steps are taken to issue sanctions in time and full utilisation of the sanctioned amount within the time frame.

3.17. The Committee are distressed to note that exercises in assessing the problems of the tribal areas by the Union Ministries are still at a preliminary stage and the disaggregation of outlays in the case of certain programmes are merely notional. The Committee feel that it is no use of treating a malady without its proper diagnosis and impress upon the concerned Ministries of Central Government to make periodical assessments of the achievements made under various developmental programmes being implemented in the tribal areas. After making an assessment about various programmes the Ministries should provide adequate funds for extending those programmes during the Sixth Plan period in order that desired results are achieved for the uplift of poor tribals. The Committee are not happy that the Central Ministries who were required to quantify the flow of benefits from their sectoral programmes to the tribal areas failed to discharge their duty with the result that no clear picture has emerged regarding the impact of various programmes executed under Tribal sub-plan for which funds have been provided partly or wholly by the Central Government.

3.18. The Committee suggest that separate figures regarding benefits which have accrued to Scheduled Tribes under various developmental programmes during an annual plan, should be maintained in respect of each ITDP, in order that a realistic assessment can be made periodically about the economic upliftment of this backward section of society.

3.19. The Committee note that there are three high level Committees in Orissa, one to review the work of different Departments relating to release and utilisation of funds; second one to review the overall policy relating to Tribal Sub-Plan and third one known as Quarterly Review Committee to review the performance of various schemes every quarter. The Committee are surprised that in spite of these high level Review Committees there has been considerable diversion of funds from one sector to another. This only leads to one conclusion that at the time of allocation of funds to various Departments sufficient investigations are not made or relevant data is not collected about the implementation of various schemes. The Committee recommend that as far as possible diversion of funds from one sector to another and also outside the sub-plan should be avoided so that implementation of a scheme is not interrupted mid-stream for want of funds.

3.20. The Committee recommend that the Central Government should ensure that adequate number of branches of the nationalised banks are opened in the tribal areas of Orissa to provide credit facilities to the tribals under Differential Rate of Interest Scheme. Government should also ensure that the procedure for getting loans from banks is simplified and the applicants get loan within a month.

### B. Monitoring and Evaluation

3.21. It has been stated in the guidelines issued by the Planning Commission to the Central Ministries that since each Ministry is responsible for the concerned sector it must make its own arrangements for suitable monitoring of programmes in the tribal areas. A Special Cell should be created for monitoring of programmes in the Sub-Plan area which could be a part of the monitoring system of the Ministry. Since the Central Ministries will now have to have a constant dialogue with their counterparts in the State in relation to tribal areas, it may be necessary to make a special officer responsible for implementation of programmes in the tribal areas in various Ministries.

3.22. When the Committee enquired about the arrangements at the central level for monitoring and evaluation of tribal programmes, it has been stated that in so far as Central Ministries are concerned, some Ministries have established Cells to deal with various issues arising out of tribal development programmes. In the Home Ministry, a small Cell exists which has been taking up monitoring but rather inadequately. The proposal for establishing an adequately strong Cell for monitoring purposes is being processed.

3.23. When asked about the methodology adopted by the State Government to monitor and evaluate various programmes of tribal development, it has been stated in a written note furnished to the Committee that in the Planning and Coordination Department of State Government, there is a Monitoring and Evaluation Wing which takes up monitoring and evaluation of various developmental programmes including tribal development programmes in the State. In addition, the Harijan and Tribal Welfare Department has got a very small Monitoring Cell to review the financial and physical progress in respect of various schemes implemented in the ITDPs.

3.24. When asked whether the present arrangement for monitoring and evaluation are adequate it has been stated that the present arrangement for monitoring and evaluation is not adequate. It is

considered necessary to strengthen the Monitoring Cell at the State Headquarters. The question of establishing an Evaluation Cell in the Department of Harijan and Tribal welfare is also under consideration. In addition, at the ITDP level it is decided to have a Monitoring and Evaluation Cell which will be responsible not only for timely monitoring and evaluation of programmes but also for plan formulation.

3.25. The Committee desired to know whether non-official research organisations were also permitted to take up the evaluation work of schemes under Tribal Sub-Plan. It has been stated that the Department of Analytical and Applied Economics of Utkal University was assigned the task of evaluation of working of Malkangiri ITDP in the district of Koraput.

Evaluation is being done in the States through Tribal Research Institutes and other official bodies. In addition, non-official research organisations have also been entrusted evaluation work. The Economic Research Centre, Waltair, conducted study of TDAs Parlakamedi and Gunpur in 1977 and the National Institute of Rural Development, Hyderabad undertook an evaluation study of Keonjhar TDA in 1980. In addition, the Vaikunt Mehta Institute for Cooperative Management, Pune has been entrusted evaluative study of one LAMPS in Orissa; the study is in progress.

3.26. The Committee are unhappy to learn that all the Union Ministries concerned with the work of tribal development have not established Cells for monitoring of developmental programmes undertaken in the tribal areas although the Planning Commission had specifically suggested in the guidelines issued by them to various Ministries that the Central Ministries must make their own arrangements for suitable monitoring of programmes in the tribal areas. The Committee are also concerned to note that the Ministry of Home Affairs, who shoulder major responsibility so far as tribal development is concerned, also do not have adequate arrangements for monitoring various schemes/programmes in Tribal Area. The Committee strongly recommend that all the concerned Central Ministries should establish a Cell with adequate staff for monitoring and evaluation of their sectoral programmes in tribal areas.

3.27. The Committee trust that Ministry of Home Affairs will take necessary steps to strengthen their existing Cell for monitoring purposes as they must have the capacity and manpower to evaluate various programmes being implemented under Tribal Sub-Plans. As

the Central Ministry responsible for tribal development, they must keep an eye on the overall progress of various developmental programmes.

3.28. The Committee regret to note that there is a very small Monitoring Cell in the Harijan and Tribal Welfare Department, Government of Orissa. The Committee need hardly stress that proper monitoring and evaluation of development programme is not possible unless a strong Monitoring Cell is set up. The Committee, therefore, recommend that the State Government should immediately strengthen their existing Monitoring Cell in the Harijan and Tribal Welfare Department to make it more effective for monitoring of programmes being implemented under Tribal Sub-plan.

3.29. The Committee also suggest that monitoring Cells should be established at ITDP level which should be made responsible for collecting necessary data and information and furnish the same to the main Cell in the Harijan and Tribal Welfare Department.

3.30. In order to have proper coordination, suitable proforma should be devised so that the Cell in each Integrated Tribal Development Project furnishes statistical data to the main Cell in the prescribed manner.

## CHAPTER IV

### PROTECTION OF TRIBALS FROM EXPLOITATION

4.1. In the guidelines issued by the Planning Commission for the preparation of sub-plans for Tribal Regions in the Fifth Five Year Plan, it has been stated that no developmental activity for benefiting the tribal population will succeed unless their exploitation in various forms is prevented. Integrated credit-cum-marketing services covering marketing of agricultural and minor forest produce, supply of inputs and essential consumer commodities, credit for production purposes as also for consumption and social needs etc. will have to be set up. Redemption of past debts through legislative and executive measures will have to be taken up. Suitable measures may also be considered for dealing with the resultant liability. Programmes for prevention of land alienation, restoration of lands already alienated, termination of practices like bonded labour, solution of the problems created in the zones of influence of modern industrial areas and review of excise and forest policies will need special attention.

4.2. Regarding some of the special problems faced by the tribals in Orissa and the steps taken by Government to protect the tribals from exploitation, Ministry of Home Affairs, in a written note furnished to the Committee, have stated as under:—

#### A. Land Alienation

4.3. Land to a tribal is not only a basis for his livelihood but also a deep root of his culture. Loss of land, therefore, strikes at the very foundation of his existence as a self-respecting member of the society. Various factors are responsible for a tribal losing his land. He gets into debt and being unable to repay the loan, the money-lender takes possession of his land. He loses his land by way of sale or Benami transactions and sometimes by tampering of records by influential landlords. In unsurveyed areas, where settlement has not been completed, records are sometimes manipulated to the detriment of the tribal.

4.4. Of all the consequences which ensued from cultural contact, mounting indebtedness and land alienation were the most serious and Government concerned itself with their solution. An Act known as Agency Tracts Interest and Land Transfer Act 1917 prohibiting

all transfers of land from tribals to the non-tribals without express permission of the concerned authorities was passed. However, the unscrupulous landlords and merchants were clever in finding loop-holes in the Act and by circumventing the protective legislations went on grabbing the land of the tribals. After Independence, the Government focussed attention on the overall development of tribals.

4.5. In order to restrict alienation of land of persons belonging to Scheduled Tribes in the Scheduled Areas of the State, the Orissa Scheduled Areas Transfer of Immovable property (by Scheduled Tribes) Regulation, 1956 (Regulation 2 of 1956) was promulgated with effect from 4th October, 1956. For the non-Scheduled Areas of the State, provision has been made in Section 22 and 23 of the Orissa Land Reforms Act, 1960 restricting such transfers. This Act has been enforced with effect from 1st October, 1965.

4.6. A review of the situation revealed that the benefits of the protective legislation of land alienation were not of great significance. The main reasons were: (i) lacuna in the laws, (ii) ignorance of the tribal people, and (iii) complicated legal procedures to be followed. Attempts at plugging the loop-holes in legislations met with little success and the money-lenders and merchants and land-owners continued to circumvent the legal provisions by entering into benami or other types of clandestine transactions with the unsophisticated tribals. Quite apart from the fear of antagonising the money-lenders, the innate sense of honesty and trust-worthiness of the tribals does not allow them to question a deal, however, illegal it may be and whatever may be the burden in faithfully complying with it.

4.7. With a view to safeguard the interests of tribal more rigidly the Orissa Regulation 2 of 1956 has been amended with effect from 9-12-1975 as follows:

- (i) The period of limitation for establishing title on the land transferred by a person belonging to Scheduled Tribe has been increased from 12 years to 30 years.
- (ii) The restriction with regard to transfer of land by way of mortgage by a member of Scheduled Tribe in favour of different financing institutions has been relaxed for assuring loan for agricultural purposes.
- (iii) The right of alienation of land by tribals in favour of co-operative societies, cooperative banks and other financial institutions has been restricted only for obtaining loans for agricultural purposes.

- (iv) Power has been conferred on the courts to ignore admission by members of Scheduled Tribes to counteract collusive title suits.
- (v) Delivery of actual possession of the land to the transferer or his heirs in whose favour such restoration of possession has been ordered by the competent authority has been ensured.
- (vi) Eviction of unauthorised occupation of any immovable property of a member of Scheduled Tribe by way of trespass or otherwise and restoration of such property to the said member or his heirs has been provided by imposing rigorous imprisonment for a term which may extend to two years or with fine which may extend to two thousand rupees or with both.
- (vii) Summary eviction of a non-tribal transferee from the immovable property of a member of Scheduled Tribe has been provided in addition to higher penalty of Rs. 200 and payment of such portion of the penalty as the competent authority may order to the transferer or his heir.
- (viii) It has further been provided not to refund any amount of consideration money paid by the transferee to the transferer for such invalid transfer.

4.8. Steps have been taken to safeguard the interests of Scheduled Tribes living in the non-scheduled areas of the State by making necessary provision in the Orissa Land Reforms Act, 1960 in the light of the amendment effected to the Orissa Regulation 2 of 1956.

4.9. For strict enforcement of the Regulation in Scheduled Areas and to watch the progress of institution and disposal of cases, the State Government have prescribed a quarterly review of cases under Regulation 2 of 1956 to be made by the Collectors under intimation to Revenue Divisional Commissioners, Board of Revenue and the Government. Also the State Government have prescribed a monthly return under the Regulation to be submitted by the competent authorities to the Collector, the Revenue Divisional Commissioner, the Board of Revenue and the Government. Similarly, monthly review is being made by the Land Reforms Commissioner in respect of Sections 22 and 23 of the Orissa Land Reforms Act, 1960 applicable to the non-scheduled areas of the State under intimation to Government. At the State level, the aforesaid reviews are

gone into in details and slackness, if noticed, are pointed out to the field officers.

4.10. To deal with problems of land alienation in the State all the sub-divisional Officers of the Scheduled Areas and 9 Special Officers (6 in Koraput district, 2 in Phulbani and 1 in Ganjam district) have been notified to function as "competent authority". Besides, 3 Tehsildars of Phulbani district as well as the Sub-Divisional Revenue Officers of Mayurbhanj and Sundergarh districts have also been empowered to function as "competent authority" and all the SDOs and Sub-Divisional Revenue Officers of the State have been empowered to declare invalid the cases of illegal transfer by the Scheduled Tribes and Scheduled Castes. A statement showing the number of cases of land alienation, persons benefited and are restored till the end of April, 1980 is given in the Table below:—

Items	Under Regulation 2 of 1956	Under Sections ,22, 23 and 23A of OLR Act, 1960
1. No. of cases of land alienation instituted.	49,630	23,216
2. No. of cases disposed of	46,090	19,962
3. Balance pending	3,540	3,254
4. No. of cases in which property has been restored	24,378	7,909
5. Area restored	Ac. 1846.695	Ac. 9604.556
6. No. of beneficiaries	21,864	7,825

4.11. Besides the protective legislations as stated above the State Government has been taking up settlement operations especially in tribal areas. Settlement operations have been successfully carried out in the interior tribal areas like Bonda hills in Koraput district and Bhuiyanpirh and Juangarh areas of Keonjhar district which were hitherto unsurveyed.

4.12. In the Evaluation Report on Malkangiri Integrated Tribal Development Project, Koraput District, submitted by the Department of Analytical and Applied Economic, Utkal University,



Bhubaneswar, it has been stated that in the project area old settlement colonies, where five acres of land were allotted to each beneficiary and lands were of better quality have been successfully in as much as the beneficiaries have stood on their own legs and are able to maintain better standard of living. In contrast, the new settlement colonies set up since 1975-76 have not become successful as yet as the lands allotted to each family is only two acres and the land is also not properly developed.

4.13. The Committee note that in spite of the fact that Government of Orissa has taken various legislative measures to stop the transfer of tribal land to non-tribals, a very large number of cases of land alienation are still pending disposal. The Committee suggest that all pending cases may be disposed of within a period of six months. The Committee also recommend that exemplary punishments should be awarded to unscrupulous persons who indulge in illegal and benami land transactions in order to stop this practice for ever. The State Government should evolve a suitable machinery for detection of cases of illegal transfer of tribal land.

4.14. The Committee suggest that while taking up settlement operations, Government of Orissa must ensure that allotment of land to each tribal family is an economic unit so as to sustain the family and help them to become economically independent.

#### B. Bonded Labour

4.15. In the State of Orissa the system of Bonded Labour is reported to be prevalent mostly in the southern districts of Koraput, Kalahandi, Ganjam and Phulbani. To curb this social scourge the State Government enacted the Orissa Debt Bondage Regulation, (Regulation 10 of 1948) soon after the attainment of independence and brought it into force with effect from 18-6-1948. With the introduction of the Bonded Labour System (Abolition) Act, 1976 by the Government of India, which came into effect throughout the State from 25-10-1975, the State Law has now practically no application owing to the overriding effect of the Central legislation.

4.16. Since the coming into effect of the Central Legislation from 25-10-1975 efforts have been made through the Revenue Field Agency and with the help of the Field Staff of Harijan and Tribal Welfare Department to detect bonded labourers. But within these five years 354 bonded labourers could be detected in the districts of Koraput, Kalahandi, Phulbani, Ganjam and Mayurbhanj by the end

of January 1981. The progress of identification of bonded labourers made in the State since the inception of the Central Act is thus far from satisfactory despite several instructions issued by Government to field level functionaries. All the Collectors except those of Koraput, Kalahandi, Ganjam, Phulbani and Mayurbhanj districts reported about non-existence of the practice of bonded labour in their respective districts.

4.17. After the Central Legislation was brought into effect, the State level Committee on Bonded Labour decided in its meeting dated 6-9-1976 that Harijan and Tribal Welfare Department would conduct a detailed survey in the four districts of Ganjam, Koraput, Kalahandi and Phulbani and sample survey in the other districts. But the survey has not been conducted presumably for want of necessary field level agency under the Tribal and Harijan Research-cum-Training Institute controlled by the Harijan and Tribal Welfare Department to which the work was entrusted.

4.18. Although no systematic survey has been conducted in the State of Orissa to eradicate this evil practice of the bonded labour, the Commissioner for Scheduled Castes and Scheduled Tribes, the National Labour Institute and the Bureau of Statistics and Economics were requested to conduct field survey in the districts of Koraput, Kalahandi and Phulbani respectively. The survey reports of all the above organisations only highlight the genesis of the problems and the areas prone to the system for various reasons. But there could not be any tangible result for identification of bonded labourers basing on these survey reports in the absence of an intensive enumeration conducted for the purpose in the susceptible areas.

4.19. The Gandhi Peace Foundation Mission in collaboration with the National Labour Institute undertook a national survey on the incidence of the bonded labour during May to October 1978. The Survey was confined to 10 core States of the country including Orissa where the problem has been held to be more acute than in other regions. The survey Report of eight States have so far been released except Orissa and Maharashtra.

4.20. The State Government have recently decided to link up the programme of identification of bonded labourers with the Economic Rehabilitation of Rural Poor Scheme. It is anticipated that out of 10 families to be selected under the above scheme at

least two families may qualify to be included in the category of bonded labourers.

4.21. A Centrally sponsored Plan scheme is being operated in the State for rehabilitation of freed bonded labourers. In order to rehabilitate the released bonded labourers in life, the scheme provides to confer the following benefits:—

- (i) Allotment of agricultural land of Ac. 2.00 and house site of Ac 0.04.
- (ii) Grant of Rs. 300/- per acre for reclamation/development of land.
- (iii) A pair of bullocks at a cost of Rs. 1000/-.
- (iv) Agricultural implements of value of Rs. 50/-.
- (v) Share capital subscription of Rs. 20/- for enrolment in primary cooperative society for obtaining loan for agricultural purposes.
- (vi) Cost of seeds and fertilisers worth Rs. 100/-.
- (vii) One goatary/dairy unit not exceeding cost of Rs. 200/-.
- (viii) Monthly subsistence allowance of Rs. 60/- for six months.
- (ix) Marriage grant of Rs. 500/- for unmarried female freed bonded labourer.
- (x) Additional benefit of Rs. 2000/- for construction of a dwelling hut if the freed bonded labourer has no house of his own.

4.22. However, the total cost of rehabilitation assistance per bonded labourer has been fixed at Rs. 4,000/- excluding the cost of construction of dwelling hut. As the existing amount of Rs. 4,000/- is inadequate for rehabilitation of freed bonded labourers which is one of the reasons for some of the freed bonded labourers relapsing into bondage. The Government of India have been moved to double the existing ceiling of assistance. Further the Government of India have been moved to raise the quantum of central assistance from the existing 50 per cent to 100 per cent as recommended by the conference of the Labour Ministers held on 19/20th July, 1980.

4.23. District-wise position in the State in regard to the number of bonded labourers identified, freed and rehabilitated by the end of January, 1981 is as follows:—

Name of District	No. of bonded labourers identified and freed			No. of bonded labourers rehabilitated	
	SC	ST	Others	Total	SC/ST break up not available
Koraput . . . . .	17	176	65	258	251
Kalahandi . . . . .	3	14	42	59	58
Phulbani . . . . .	22	5		27	25
Ganjam . . . . .	1	6		7	6
Mayurbhanj . . . . .	1	2	..	3	3
	44	203	107	354	343

A sum of Rs. 10,80,058.47 has already been spent for rehabilitation of 343 freed bonded labourers by the end of January, 1981.

4.24. The Committee are distressed to note that Government of Orissa has not so far conducted any systematic survey regarding the number of tribals who had fallen prey to the bonded labour system in the State. The Committee fail to understand how the State Government proposed to eradicate this evil practice stated to be prevalent mostly in the Southern district of Koraput, Kalahandi, Ganjam and Phulbani unless a survey is conducted to assess the magnitude of the problem. The Committee, therefore recommend that early steps should be taken by the State Government to identify the bonded labourers through a systematic survey.

4.25. The Committee further note that the State Government have decided to link up the programme of identification of bonded labour with the Economic Rehabilitation of Rural Poor Scheme under which it is anticipated that out of 10 families to be selected at least two families may qualify to be included in the category of bonded labourers. The Committee are not convinced of the strategy of the State Government in this regard and would urge that an in-

dependent survey may be conducted immediately. The Committee do not feel happy that in spite of the fact that the Central Legislation about abolition of Bonded Labour System came into force in Orissa w.e.f. 25th October, 1975 still in the entire State only 354 bonded labourers were detected. This only shows the scant regard the Government of Orissa had shown to the Central Legislation.

4.26. The Committee also feel that total cost of rehabilitation assistance per bonded labourer fixed at Rs. 4,000/- is inadequate in view of the existing cost of living. The Committee, therefore, suggest that this amount should be increased to Rs. 10,000 which should be payable immediately on a person being declared as bonded labourer so that he is able to stand on his own feet and does not revert to the practice of bonded labour.

### C. - Tribal indebtedness

4.27. Generally speaking the majority of tribals find themselves perpetually in debt. The reasons are varied. Uneconomic holdings, poor soils, primitive techniques of cultivation make agriculture unviable. Impelled by their habits and customs, they need money and become easy victims to unscrupulous middlemen and money-lenders. Surveys undertaken in selected areas confirm the view that indebtedness is prevalent amongst tribals on a large scale. A sample survey was conducted by the office of the Commissioner for Scheduled Castes and Scheduled Tribes in certain selected tribal areas of Koraput and Puri districts of Orissa. In all, 192 tribal families were covered by the survey. It was found that 83 families (about 43 per cent) were in debt. The average debt per household worked out to Rs. 145.90. 88.5 per cent of the loans were taken from unlicensed money-lenders. It was also found that 90 per cent of the loans were not based on an security.

4.28. Another survey was carried out in the Narayanapatna Tribal Development Block (Koraput Sub-Division) by the Programme Evaluation Organisation, Planning Commission, to study the problems of land alienation and indebtedness. Six Villages, namely Bodosorupalli, Jaiguda, Bodomaturu, Khaspavalsa, Nagulabada and Karkaitika were selected for the study. It was found that:

- (a) Out of 153 households studied 85 households i.e. 55 per cent were indebted. The total loan of the indebted households amounted to Rs. 5,600/-. Thus the average debt per indebted household worked out to Rs. 66. 59 per cent of the indebted households had an outstanding debt to the extent of

Rs. 50/- or less; 22 per cent had between Rs. 50/- and Rs. 100 and 14 per cent ranging from Rs. 100/- to Rs. 200/-. The percentage of household having an outstanding debt above Rs. 200/- was 5.

- (b) 90 per cent of the indebted household had taken loans in cash, 5 per cent in kind and another 5 per cent both in cash and kind.
- (c) 61 per cent of the amount borrowed was taken for non-productive purposes, 30 per cent for productive purposes, and the remaining 9 per cent for both productive and non-productive purposes.
- (d) As regards source of credit, 78 per cent of the total outstanding amount had been borrowed from non-tribal money-lenders, including traders and 12 per cent from the tribal money-lenders. Only 10 per cent of the loan was taken from the cooperative societies and the Kshetra Samiti. In Karkaitika village, 100 per cent of the loan was supplied by a voluntary agency.
- (e) The rate of interest charged by the money-lenders varied from 25 per cent to 100 per cent, sometimes it exceeded even 100 per cent. About 36 per cent of the loans were charged interest varying from 25 per cent to 50 per cent, whereas 35 per cent of the loans were charged interest ranging from 50 per cent to 100 per cent. On about 30 per cent of the loans, the rate of interest was above 100 per cent. In Karkaitika village, however, the loans advanced by the voluntary agency were free of interest.

4.29. The Tribal and Harijan Research and Training Institute have conducted Universal Benchmark Survey in the entire sub-plan areas. One component of this survey is tribal indebtedness. After the survey report is prepared, the magnitude of the problem of tribal indebtedness will be known in its correct perspective.

4.30. The State Government have been alive to the problem and have enacted two legislations for the protection of tribals. One is the Orissa (Scheduled Areas) Money Lender's Regulation, 1967 and the other is the Orissa (Scheduled Areas) Debt Relief Regulation, 1967. Both these legislations are applicable to the Scheduled Areas where 50.72 lakhs i.e. 55.90 per cent tribals of the State live.

4.31. The Money Lender's Regulation was enacted to control and regulate the business of money-lending in the Scheduled Areas of the State. Incidentally the Crissa Money Lenders Act, 1939 applies to the rest of the State. *Inter alia*, the Regulation contains provision for grant and renewal of licences of money-lenders charging of interest, maintenance of correct accounts, appointment of Inspectors, penalties for charging higher interest and molestation of debtors. With the launching of the 20-Point Economic Programme, great stress has been laid on the rigid enforcement of the Regulation.

4.32. Amendments to the Regulations to make it more progressive and stringent have been made during 1975. A brief idea of the important amendments is given below:

- (i) Recovery of interest in excess of principal amount by money-lenders has been prohibited.
- (ii) Discharge of possessory mortgage after expiration of 7 years from the date of mortgage has been prescribed.
- (iii) Disallowance of claim in suit by money-lenders account of improper maintenance of accounts and non-delivering of the same to the debtor has been provided.
- (iv) Executive Magistrates have been empowered to issue search warrants of premises where money-lending business is carried on in violation of the provisions of law.
- (v) Inspectors have been invested with increased powers.
- (vi) The State Government has been empowered to require money-lenders to produce accounts.
- (vii) Offences under the Regulation have been declared cognisable.
- (viii) A moratorium has been placed for 2 years on execution of decrees against indigent debtors.

In the meantime the period of moratorium has been extended four times by a period of one year in each case pending consideration for complete redemption of loans.

4.33. The Orissa (Scheduled Areas) Debt Relief Regulation 1967 is another protective legislation promulgated under paragraph 5 of the Fifth Schedule to the Constitution to provide relief from

indebtedness to scheduled tribes in the scheduled areas of the State. In pursuance of the provisions contained herein, Debt Relief Courts have been established in each sub-division within the Scheduled Areas, for determination of debts incurred by scheduled tribes and repayment in instalments.

4.34. State Government have proposed to enact a legislation for complete liquidation of loans as per guidelines received from the Government of India. The benefit of liquidation of loan under this legislation is proposed to be extended to Small Farmers (including marginal farmers), landless agricultural labourers and rural artisans of the entire State. In this connection, the Orissa Debt Relief Bill, 1980 has already been introduced in the Orissa Legislative Assembly for consideration.

4.35. The Bawa Committee in their Report on Cooperative Structure in Tribal Development Projects has stated that for consumption as also for social purposes, cash credit accommodation may be made available to the tribals. In their report on Srikakulam etc. they had suggested that, to begin with, such accommodation might be fixed at about Rs. 50 per tribal member to be recovered from the price payable to him from the minor forest produce to be delivered by him to the society. In their Bastar Report they had suggested that this amount might be increased to Rs. 100 and in the light of the experience gained the amount may be varied. They have recommended that this minimum amount of Rs. 100, may be made applicable in all the project areas. The tribals should also be encouraged to make payment at as frequent intervals as possible.

4.36. The Committee note that the Government of Orissa are alive to the problem of tribal indebtedness and they have taken several legislative measures to protect the tribals from unscrupulous money-lenders. They have now introduced the Orissa Debt Relief Bill, 1980 in the State Legislative Assembly for complete liquidation of loans of weaker sections of the society. The Committee recommend that Government of Orissa should take immediate steps to write off old debts of the tribal people as has been done in some other States. The Committee are of the view that in order to save the tribals from again falling victims to unscrupulous money-lenders, adequate credit facilities should be provided to the tribals on easy terms to meet their needs of productive and consumption loans.

#### (D) Prohibition Policy

4.37. In the Fifth Plan the Excise Policy in the Tribal areas was reviewed at the national level. The guidelines evolved in this regard envisaged discontinuance of commercial vending in the pre-



dominantly tribal areas and allowing the tribals to prepare their traditional drinks for personal and social consumption, but not for sale. The national consensus to have complete prohibition in four years adds a new significance to implementing the measures already agreed to in the tribal areas.

4.38. Prohibition Policy of the Government of Orissa in relation to tribal population has been stated to be as follows:—

The Scheduled areas of the State comprise of the entire districts of Koraput, Mayurbhanj, Sundargarh, the sub-divisions of Khondmal and Balliguda of the District of Boudh Khondmals and Ganjam Agency (excluding 122 village in the plains) in the district of Ganjam. Likewise, the district of Kalahandi, Keonjhar and Sambalpur contain a sizeable proportion of the tribal population.

4.39. *Introduction of distillery system:* With a view to do away with the unhygienic method implicit in outstill system resulting in possible health hazards, the distillery system of liquor supply has been introduced in the district of Ganjam from 1-4-75 and in the districts of Cuttack, Puri and Sundargarh with effect from 1-4-76. The District of Koraput, Keonjhar, Dhankana and Mayurbhanj have come under this system w.e.f. 1-4-77 and Balasore from 1-4-78:—

There are no country spirit shops in Ganjam Agency in the district of Ganjam and in Khondmals and Balliguda sub-divisions in the district of Boudh Khondmals.

4.40. *Abolition of contract system of liquor vending in the Scheduled districts.* In pursuance of the recommendation of the Central Prohibition Committee contract system of liquor vending in the scheduled districts of Koraput, Mayurbhanj and Sundargarh except district, sub-divisional and Tehsil headquarters, industrial Notified Area Committee and Municipal areas and areas having urban characteristics, has been abolished from 1-4-77 and the tribals in these districts have been allowed to brew their traditional beverages for their bonafide domestic consumptions and consumption in social and festive occasions but not for commercial purposes.

4.41. *Concessions allowed to tribals:* Under section 94 of the Bihar and Orissa Excise Act, 1915 certain concessions are allowed to tribals as narrated below:

(i) *Country Spirit*: The Khonds and Sabars of Ganjam Agency area in the district of Ganjam, Khonds of Balliguda sub-division in the district of Boudh-Khondmals are allowed to manufacture and possess country spirit for their bonafide domestic consumption and use in public ceremonies.

In the districts of Koraput, Mayurbhanj and Sundargarh the contract system of liquor vending has been abolished and tribals in these districts are allowed to brew traditional beverages for their bonafide domestic consumption and consumption in social and festive occasions but not for commercial purposes. The tribals are allowed to brew and possess liquor to the extent of 1.5 litre for individual and 5 litres per household.

(ii) *Pachwai*:—The Scheduled Tribes throughout the State are allowed to manufacture and possess pachwai for bonafide domestic consumption but not for sale subject to the limit of 7 kgs undiluted or 18 kg. diluted of any one kind at a time.

(iii) *Taddy*:—There is a general provision under Section 13 of the Bihar and Orissa Excise Act, 1915 that any Tari producing trees may be tapped and Tari may be drawn without a licence by the person in possession of the tree for the purpose of being used for preparation of food for domestic consumption or for the purpose of manufacturing Gur or molasses but not as an intoxicant up to a limit of 4 seers.

4.42. With a view to protecting the tribal from exploitation by the liquor vendors as per the recommendation of the Central Prohibition Committee, the State Government had adopted the policy of progressive closure of liquor shops in tribal concentrated areas as early as 1-4-74. In pursuance of this policy 366 liquor shops were closed down in the tribal areas by the end of 1979-80 resulting in loss to the tune of Rs. 1,08,95,772/-. Consistent with the objective of promoting temperance the State Government in partial relaxation of the National Policy have adopted the following measures during the year 1980-81:—

(a) There will be no closure of country liquor shops during the year on account of prohibition programme.

(b) Marginal increase in number of country liquor shops will be allowed in 5 districts, viz., Sundargarh, Koraput, Cuttack; Keonjhar and Balasore in order to prevent illicit distillation and sale of liquor.

(c) The number of dry days have been reduced from 64 to 53 days.

4.43. For the year 1981-82, it has been decided not to close any shop on account of prohibition. If necessary some shops may be opened to check illicit distillation and trade. Instructions have been issued not to open shops which have already been closed on account of prohibition.

4.44. The Committee note that with a view to protect the tribals from exploitation by the liquor vendors as per the recommendation of the Central Prohibition Committee, the Government of Orissa had adopted the policy of progressive closure of liquor shops in tribal concentration areas as early as 1-4-74 and had, by the end of 1979-80 closed 366 liquor shops. The Committee are constrained to observe that Government of Orissa have reversed that policy and have stopped further closure of liquor shops. On the contrary during 1980-81, they decided to increase the number of liquor shops and also reduced the number of dry days from 64 to 53 on the plea of promoting temperance among tribals. For the year 1981-82, Government of Orissa have already taken a decision not to close any liquor shop on account of prohibition. The Committee are not happy about the shift in the prohibition policy of the State Government as they feel that loss in revenue can be made up from other sources. It is quite surprising that the State Government seems to be very anxious to supply liquor bottles to the tribals rather than attending to the problem of supplying clean drinking water to them. The Committee, therefore, recommend that the national policy of discontinuance of commercial vending of liquor in areas of tribal concentration should not be given up and Government of Orissa should review their decision that during 1981-82 no liquor shops will be closed, and, if necessary, some shops may be opened to check illicit distillation and trade.

#### E. Minimum Wages

4.45. It has been stated that minimum wages for the labourers are fixed separately for different schedules of employment. So the minimum wages differ from one employment to other. These minimum wages are also revised from time to time as per provisions of the Minimum Wages Act. There is no distinction in the rates of wages of male and female labourers. They get wages at equal rates.

In order to check the exploitation of landless agricultural labourers many of whom belong to the Scheduled Castes and Scheduled

Tribes, efforts are being made by various State Governments|Union Territory Administrations to ensure to them payment of wages at the rates fixed by these governments. Minimum Wages for agricultural labourers differ from State to State. The enforcement of Minimum Wages Act in agriculture is the responsibility of the State Governments. The Central Government has advised State Governments to consider appointment of implementation committees at local levels to watch the enforcement of minimum wages for agricultural workers.

4.46. The Tribal labourers are mostly concerned with the minimum wages in respect of employment in agriculture and construction works. The minimum wage in respect of agriculture has been revised from Rs. 4|- to 5|- in December, 1980. The minimum wage in respect of different categories of workers in the employment of construction works was last fixed in the year 1976. Revision of the rates of wages for these workers has been taken up.

4.47. As regards the steps taken to ensure that minimum wages are paid to the tribal in the ITDPs, it has been stated in a written note furnished to the Committee that the District Labour Officers at the district level and the Asstt. Labour Officers at the sub-division level have been appointed as Inspectors under the Act to ensure payment of minimum wages to the labourers. Besides, to ensure payment of minimum wages to the agricultural labourers in particular, Government have also appointed Tahasildars, Addl. Tahasildars, Revenue Inspectors, District Welfare Officers, Assistant District Welfare Officers as Inspector under the Act.

4.48. In reply to a question, it has been stated that during inspections several cases of non-maintenance of proper records particularly in the agricultural sector has been noticed. Government are considering to strengthen and streamline the enforcement machinery for the purpose.

4.49. Regarding non-payment or tender payment of wages to labourers it has been stated that claim cases for either non-payment or short-payment are filed before the Claims Authorities. All Sub-Divisional Magistrates have been appointed as Claim Authorities under Section 20 of the act to hear and decide claims cases arising out of non-payment or short-payment. However, in several cases at the intervention of the labour enforcement machinery the employers pay the prescribed wages.

4.50. The Committee note that the minimum wages of different categories of labourers have been fixed by the Government of Orissa

which are revised from time to time. The Committee further note that the tribal population are engaged either as agricultural labourers or as construction workers. Government of Orissa have raised the minimum wage for agricultural labourers from Rs. 4 to Rs. 5 in December, 1980 but the wages for different categories of construction workers which were last fixed in 1976 have not been revised. The Committee hope that minimum wages for construction workers will be revised without any further delay. The Committee also recommend that the minimum wages should be fixed after taking into account the prevailing cost of living and the position should be reviewed periodically in the light of rising prices. The Committee also suggest that for strict enforcement of minimum wages surprise checks of records maintained by the employers of labourers should be made by the revenue authorities to detect irregularities committed by the employers. As proposed by the Government, they should take immediate steps to strengthen and streamline their enforcement machinery for the purpose.

## CHAPTER V

### ACHIEVEMENT IN SECTORAL PROGRAMMES

#### A. Land and Agriculture

##### (i) *Broad approach*

5.1. The broad approach in implementing the agricultural and allied sectoral programmes in the ITDPS has been indicated to be as follows:—

Since most of the lands occupied by the tribals are uplands and they have developed considerable expertise in terrace cultivation, land shaping and development should find precedence. Landless tribals should be given two acres of reclaimed land to start with, agricultural implements, draught animals, improved seeds and other inputs should be subsidised for sometime. The existing agriculture should be improved and new crops should be introduced with care and caution. The Government farms should take up propagation of improved varieties of these food and cash crops which are already being grown by tribals.

Introduction of cropping pattern most suited for different agro-climate zones is the key to the agricultural development of tribal areas. With this end in view, demonstration, input assistance, supply of improved and high-yielding variety of seeds, plant protection and introduction of simple agricultural implements have been given special emphasis and 50 per cent subsidy is made available to a Scheduled Tribe family on the cost of inputs. Areas affected by shifting cultivation will receive priority in extension of financial support under different schemes. Till the end of 1979-80 amount of Rs. 1855.32 lakhs has been utilised under this sector out of pooled resources. Some of the important achievements are as follows:—

- (a) To bolster up agriculture 34372 bullocks have been distributed;
- (b) 19,351 sets of agricultural implements have been supplied to the tribal families;
- (c) Agricultural inputs have been supplied to nearly 50,088 families;
- (d) Crop Demonstration in 4426.29 acres have been conducted.

5.2. It has been further stated that waste lands can be identified within the State. In addition, there is some quantum of surplus land as a result of implementation of land reform measures. It is proposed to reclaim land wherever necessary and the reclaimed lands as well as other surplus land will be allotted to landless tribals and other indigent sections of the sub-plan population. In fact, land will form nexus of the various economic sub-plan programmes.

(ii) *Land Development*

5.3. The following statement indicates the physical and financial targets and the actual achievements made in Land Development programme during the year 1978-79 and 1979-80:—

Year	Target		Achievement	
	Phy. (Ac)	Fin.	Phy.	Fin.
1978-79	5400	810000/-	5008	792267/-
1979-80	1770	265500/-	1564	262253/-
Total	7170	1075500/-	6572	1054520/-

It has been stated that 3815 tribal families were benefited under Land Development. After undertaking development measures in the lands, the beneficiaries were able to take up regular cropping with conservation of moisture and fertility. Keeping the lands fallow to recoup soil fertility has been minimised to a considerable extent with increase in yield of crops by about 25 per cent or more. The economic condition of tribals has been improved.

5.4. The Committee have been informed that during the years 1978-79 and 1979-80, the following achievements have been made in the programme of land reclamation with special Central Assistance:—

Year	Target		Achievement	
	Phy. (in Ac)	Fin.	Physical (Ac)	Financial
1978-79	1322	495750/-	1342	495750/-
1979-80	800	300000/-	850	300000/-
Total	2122	795750/-	2192	795750/-

It has been stated that during the above period 1656 tribal families were benefited under the programme. Each tribal family was allotted land varying from 1 to 2 acres.

(iii) *Land reclamation ad Surplus Land.*

5.5. As regards the achievements of land reclamation programme, the Secretary to the Government of Orissa has stated during evidence that this programme is not very popular in the tribal areas. This programme has not been successful. Actually, it should be taken up in the remote areas first where the return is much better. Unless a package of services are provided by making arrangements for irrigation, by digging wells, the beneficiaries will not get the full benefit. Till today, the programme has not become very popular.

5.6. When the Committee pointed out that 1 or 2 acres of land would not be a viable unit for one family, the Joint Secretary, Ministry of Home Affairs has stated:—

“That may not be the entire holding. It may be supplementary.”

5.7. When asked whether the pattas were given simultaneously with the allotment of land, the Secretary to the Government of Orissa has stated during evidence as follows:—

“It should be done. In some cases, the land records are not uptodate. There may be practical difficulties in giving patta.”

5.8. As regards the allotment of surplus land, the representative of State Government has stated during evidence that they have allotted 43,230 acres of land to 29,775 tribal families. Asked whether possession of land had also been given, he has replied that “generally, whenever there is allotment, there is possession also.”

(iv) *Record of Rights*

5.9. The Committee have been informed that one of the bottle-necks in the development programmes in the tribal areas is the absence of recognised title to land by tribals. It has been assessed by the Director of Land Records and Surveys that an area of 5,000 Sq. miles remains unsurveyed and land records are not in existence in tracts inhabited by Bhuyans, Khonds, Souras etc. It has also been said on occasions that by tradition and usage, Bhuyans and Juangs do not possess individual title to land in their villages although the area of each village is demarcated from another by



customary boundaries identified through well-known marks. Here also, the difficulty in extending credit facilities has been found. The absence of pattas for individual tribals and land records of the tribal areas have also led to gradual erosion of rights of the tribals and the agents of exploitation have been active in this regard. The State Government had drawn up a programme of survey and settlement operations for the Fifth Plan period for the entire State at an estimated cost of Rs. 12 crores and this would have ensured completion of the operations by 1978-79. However, since funds of the order could not be found, a staggered programme to complete it by 1982-83 has been prepared.

5.10. In reply to a question it has been stated that no survey has been done to know that every individual tribal land-owner had proper legal rights to the land under his possession.

5.11. Asked whether the record of rights of land are available, the representative of the State Government has stated during evidence that in some parts they have got but in most of the parts the records are not existing. The Revenue Department has been asked to find out whether they have the record of rights, but that Department has not been able to collect the information.

5.12. In reply to a question, it has been stated that the tribals find it difficult to avail of the credit facilities being provided by Banks, Cooperative Societies etc. in the absence of proper title to land.

(v) *Agricultural Farms:*

5.13. In the guidelines issued by the Ministry of Home Affairs for preparation of Tribal Sub-Plan 1978—83, it has been stated that the agricultural farms at present tend to represent an isolated activity. Their role in the agricultural production programme has to be defined with reference to a region. The linkage has to be in terms of supply of seeds, providing a demonstration base and involvement in specific extension activity around the farm itself so that it does not exist in isolation. A net-work of agricultural farms with clearly defined roles has to be worked out for the sub-plan area as a whole with reference to the specific requirements of each individual agricultural sub-region.

5.14. The Committee desired to know the number of agricultural farms set up under the tribal sub-plan in Orissa. It has been stated in a note furnished to the Committee that there are 29 agricultural farms.

farms in the tribal areas of Orissa. The district-wise location of the farms is given below:—

Name of the district	Name of the farms
Mayurbhanj . . . . .	1. Samakhunta
	2. Baisinga
	3. Dhanapana
	4. Dalki
	5. Sanadeuli
Sundargarh . . . . .	6. Sundargarh
	7. Baragaon
	8. Rajaganpur
	9. Kendudihi
	10. Kulposh
Koraput . . . . .	11. Boriguma
	12. Mathili
	13. Kotapad
	14. Biopariguda
	15. Dumuriput
	16. Baryanpatna
	17. Balimela
	18. Semiliguda
	19. Dabugaon
	20. Gunupur
	21. Narayanpur
22. Umerkote	
Phulbani . . . . .	23. Phulbani
	24. G. Udayagiri
	25. Kothagarh
	26. Sarangagarh
Keonjhar . . . . .	27. Keonjharagarh
	28. Bhogamunda
	29. Champua

5.15. In reply to a question, it has been stated that these agricultural farms have played pivotal role by taking to multiplication of foundation seeds for supply of certified seeds to tribal people in boosting up the production. In each of these districts, one seed farm is devoted to Adaptive Research under World Bank Scheme for popularising modern scientific agriculture techniques in the specific agro-climates.

(vi) *Dry Farming*

5.16. In the guidelines issued by the Ministry of Home Affairs for preparation of Tribal Sub-Plan 1978—83, it has been stated that agricultural production programmes concentrate generally on cultivation under irrigated conditions. In the Tribal areas the level of irrigation is low and will continue to be so for a substantial period. Therefore, a clear programme of dry farming techniques for the specific crops in different regions for the tribal sub-plan should be defined and suitably incorporated. The Committee desired to know the specific programmes of dry farming techniques implemented in the tribal sub-plan area during the years 1974 to 1980.

It has been stated in a note furnished to the Committee that in Orissa more than 80 per cent of the cultivated area is dependent on monsoon rains and residual moisture in the State is therefore largely oriented towards rained (dry) farming. Although rainfall is as high as 60", crop failure is a common feature in many areas owing to ill-distribution of rainfall and heavy depletion of top soil.

A number of programmes are implemented for infra-structure development, provide incentives, land extension support to motivate the farmers to induce investment on different aspects of production enterprise availing the technical know-how made available at their door through demonstration, supply of seeds, plating materials, manures and fertilisers, pesticides, credit etc.

5.17. In reply to a question, it has been stated that the tribals are motivated through various incentives and subsidies, group discussions, field demonstrations etc. to adopt the dry farming. The strength of adoption is increasing.

(vii) *Shifting (PODU) Cultivation.*

5.18. In the guidelines issued by the Ministry of Home Affairs for the preparation of Tribal Sub-Plan, it has been stated that in the State of Orissa shifting cultivation is the major problem in the tribal areas. It has been suggested that a clear perspective of the

shifting cultivation problem should be prepared and the broad dimensions in terms of total effort required should be defined. The targets for the Sixth Plan should be fixed in the context of this perspective.

5.19. Regarding the problem of shifting cultivation it has been stated in a note furnished to the Committee that shifting cultivation is a major impediment to the Forest Development in the State of Orissa. According to an estimate made by Dr. H. F. Mooney in 1954 nearly 12,000 sq. miles of forests were affected by shifting cultivation. Subsequently the Forest Enquiry Committee raised the figures to 12,270 sq. miles of which 1270 sq. miles were in North Orissa and 11,000 sq. miles in South Orissa. The forests in seven out of thirteen districts have been badly affected with Koraput taking the lead and followed by Phulbani, Kalahandi, Ganjam, Sundargarh, Keonjhar and Sambalpur.

Hill slopes are generally chosen for shifting cultivation. The land is selected individually by each family. He turns over to the same area again on a cycle of 5 to 15 years. Shifting cultivation on the hill slopes results in replacement of valuable forests by inferior forests of secondary region. Accelerated erosion has taken place in the affected hill slopes resulting in silting up of agricultural lands down below. The shifting cultivation has adverse effect on the environment and ecology.

5.20. In reply to a question, it has been stated that no survey has yet been undertaken regarding the area affected by shifting cultivation except the eye estimate of Dr. Mooney made in 1954.

5.21. Asked about the programmes/proposals of the Government to wean the tribals away from this practice it has been stated that the Director of Horticulture had prepared a scheme for plantation of fruit bearing trees on the podu ravaged lands for prevention of shifting cultivation and giving package of services to the podu practising tribal families. This scheme is being implemented in five areas in the districts of Koraput, Ganjam, Phulbani, Keonjhar and Sundargarh. Summary of cost/benefit analysis of the scheme is at Annexure-III. This scheme will be continued during the Sixth Plan period.

In addition, through the Forest Department, horticulture plantations have also been undertaken in the podu ravaged lands. During the period 1974-75 to 1979-80 plantations were raised on 3,622 hectares of podu ravaged lands with an expenditure of Rs. 23.18 lakhs in the Sub-Plan area. During the Sixth Plan Period, plantation of

fruit bearing trees on the podu ravaged lands will be taken up extensively since it is seen that the tribals do not cut down the fruit bearing trees and this programme can provide alternate income to the tribal families.

5.22. Asked whether the tribals had the right of ownership of the land on which plantations were grown, the representative of the State Government has stated during evidence that Tribals were given the right to enjoy the fruit. Ownership right of land will not be given immediately.

5.23. The Committee note that the Government of Orissa has taken up the programme of land reclamation and land development in the Sub-Plan area but no appreciable progress appears to have been achieved in this sector. Under Land Development Programme the targets fixed for 1978-79 and 1979-80 were not achieved. Under land reclamation programme land varying from 1 to 2 acres was allotted to each tribal family. The Committee feel that 1 to 2 acres of land may not prove an economic unit for supporting a tribal family. As such, the Committee recommend that land reclamation programme should be intensified during the Sixth Plan period so that more land can be allotted to each tribal family. The Committee further recommend that in view of the fact that agriculture is the mainstay in tribal economy, special developmental programmes with adequate research support should be prepared and implemented in the tribal areas in order that majority of the tribal population become self-sufficient by the end of the Sixth Plan and can cross the poverty line.

5.24. The Committee have been informed during evidence that land reclamation programme has not become popular in the tribal areas. The Committee are inclined to think that lack of irrigation facilities and other package of services is the main reason why the programme has not become popular. The Committee recommend that after allotting reclaimed land to tribal families, a team of officers of the State Department of Agriculture should pay regular visits to those areas to study and solve the problems of the allottees. The Committee need hardly stress that allotment of land is only the starting point and the experiment can only succeed if requisite services and financial support are made available to the tribal people.

5.25. The Committee regret to note that no survey has so far been conducted by the Government of Orissa to find out whether every individual tribal landowner possesses proper legal rights to the land

under his possession. The Revenue Department of the State Government also does not seem to be keeping its land records up-to-date. The Committee recommend that the land records should be brought up-to-date in the Sub-Plan area and a survey should be conducted immediately regarding the rights of tribal people on the land under their possession, so that they do not face any difficulty to avail of the credit facilities from banks and other cooperatives in the absence of title to land.

5.26. The Committee suggest that in view of the fact that irrigation facilities are not available to the desired extent in the tribal areas, adequate steps should be taken to provide necessary inputs and technical know-how to popularise dry farming in tribal areas. In order to motivate the farmers to adopt dry farming methods the field officers of State Agricultural/Department should arrange practical demonstrations in selected areas to convince the tribals about the usefulness of dry farming technique.

5.27. The Committee are surprised that no survey has been undertaken to assess the quantum of land affected by Podu cultivation in Orissa. The Committee recommend that a survey should be conducted immediately to assess the magnitude of the problem so that development programme can be planned accordingly.

5.28. The Committee note that a scheme for plantation of fruit bearing trees on Podu ravaged lands and for prevention of shifting cultivation has been formulated by the State Government. The Committee hope that in order to make the scheme a success proper attention will be given to the selection of fruit trees depending upon the soil in a particular area and other agro-climatic conditions etc. which will go a long way in raising the economic standard of the tribals. The Committee are not happy to note that the tribals have been given only the right to enjoy the fruits of plantations and they have not been made the owners of the land. The Committee feel that so long as the ownership right in land is not vested in the tribals they may not work whole heartedly for the development of plantations which may adversely affect the implementation of the whole scheme.

### B. Irrigation

5.29. It has been stated that according to an estimate made in the beginning of the Fifth Plan the Irrigation potential from Major, Medium and Minor Irrigation Projects and Ground Water Projects in the State is estimated as 634.83 thousand hectares. Only a small

per cent of the potential has been exploited so far and the net area irrigated constitutes about 16 per cent of the net cropped area. As irrigation is crucial for intensive agriculture, it has been included among the core sector projects of sub-plan. The gap in development of irrigation in tribal areas is very wide and only 6.06 per cent of the net cropped area of 26.8 lakh hectares received irrigation by various sources by the end of 1977-78. Up to the end of 1977-78, the total irrigated area from different sources sub-Plan area was 1,64,337.25 hectares.

5.30. With the special Central assistance 25,673 dug-wells have been completed and 4218 dug-wells are under construction assuring irrigation facilities to more than 42,000 acres of land belonging to Scheduled Tribes during the period from 1974—80.

5.31. With the special Central assistance received from Government of India in the Ministry of Home Affairs for sub-plan programme 52 Minor Irrigation Projects at an estimated cost of 482.09 lakhs with an ayacut 22,108 acres are under execution in the sub-plan area. Of these 52 projects, 27 projects have since been completed providing irrigation facilities to 8225 acres both in Rabi and Kharif. In addition, 449 Mini Minor Irrigation Projects in the ex-T.D.As., 42 Mini M.I.Ps. are in progress. In addition 124 Community Irrigation wells and renovation of 30 Tanks have been completed. In the ex-T.D.A. areas of the State with Central assistance received from Government of India in the Ministry of Agriculture 28 Minor Irrigation Projects have been taken up at an estimated cost of Rs. 79.70 lakhs with an ayacut of 6,774 acres both in Kharif and Rabi. Of these 28 projects, 24 are completed creating an additional irrigation potential of 8,057 acres.

5.32. Under the State Sector 45,980 hectares have been brought under flow irrigation.

Under Medium and Major Irrigation Sector 16,150 hectares in Kharif and 6,640 hectares in Rabi are brought under irrigation.

484 lift Irrigation points have been energised to provide irrigation to 52,779 acres.

5.33. The details of major, medium and minor irrigation schemes taken up in the tribal sub-plan area during the period 1974-75 to 1979-80 as furnished by the Ministry of Home Affairs are at Appendix IV.

5.34. The Committee desired to know whether the major and medium Irrigation Projects taken up in Orissa came under the Tribal Sub-Plan and how far these big schemes actually benefited the tribal people. The representative of the Planning Commission has explained during evidence that in the guidelines to the States, it has been indicated that in order to work out the flow of funds to the Tribal Sub-Plan, they should take into consideration both the divisible and the non-divisible items. If a command area falls within the tribal area, it is included under the sub-plan. To the extent, the benefit of the command area falls within the tribal sub-plan. When benefit goes outside the plan, it is not taken as divisible items which is treated as flow of funds. Questions are asked to the various States by the Planning Commission. Then only flow of funds is worked out. The flow of funds of divisible items should not be less than the percentage of population within the State.

5.35. With regard to the Irrigation Projects, the witness clarified the position as follows:—

“Whenever these projects are taken up, we are quite conscious of the fact that they cause some hardship to the people whose lands get submerged. We are requesting them to include in the projects itself cost of rehabilitation of these families. That is to say, not only land compensation but also rehabilitation cost of these families. Then, there would be better administration of these projects than in the past. We have placed this point both in the Plan document and in the discussions held with State Governments on the 6th Plan.”

5.36. When specifically asked whether Koraput Project falls under the command area or the tribal sub-plan, the representative of the State Government has stated that there are two aspects. The Project is located in the Sub-Plan area. Command area is within the Sub-Plan. It has to be quantified as to how many tribals get the benefit out of it. There are exercises done and there are principles according to which funds go to the Tribal Sub-Plan area itself. That is Area Development Programme. Command area can be worked out without difficulty.

5.37. The representative of the Ministry of Home Affairs has clarified the position as follows:—

“There are multiple projects. So far as power element is there, power is hardly utilised so far by the tribals; the cost of this element is, hence, excluded from the calcu-



lations which go into tribal sub-plan. Power is excluded, because it does not directly benefit tribals just now. Of course 5 years hence or 10 years hence they may be able to use it but not now.

But so far as the irrigation components are concerned, to the extent it falls within the sub-Plan area, we take the cost into account."

5.38. It has been stated that in order to raise the level of irrigation in tribal areas of Orissa during 6th Plan Period it has been programmed to take up 35 M.I.Ps, out of which 13 M.I.Ps. i.e. 37 per cent of the total projects are coming under Tribal Sub-Plan area in order to develop the standard of living of tribal families.

5.39. Asked whether any funds were provided by the Central Government for specific irrigation projects to be implemented in the tribal areas covered under the Sub-Plan in Orissa, it has been stated that Potteru Irrigation Project in the district of Koraput has been implemented under Central Sector in tribal area covered under the Tribal Sub-Plan. The estimated cost of the Project is Rs. 48.86 crores and the ultimate irrigation potential is 61,030 hectares Kharif and 48,850 hectares Rabi.

5.40. Asked how far the irrigation wells had been successful, the representative of the State Government has stated that in Orissa generally speaking dug wells have been a success and there is a tremendous potential for that. But in certain areas, considering the nature of the terrain, etc. certain wells have failed and certain wells also do not have adequate discharge capacity. The Wells dug in Ganjam and Koraput have been on the whole successful.

5.41. In his 26th Report (1978-79), the Commissioner for Scheduled Castes and Scheduled Tribes has observed that there are different agencies dealing with the ground water, minor irrigation, medium and major irrigation and lift irrigation in each State and has recommended that a Master Plan for irrigation in tribal areas in each State should be prepared.

The Committee desired to know the comments of the Ministry of Home Affairs on the above recommendation of the Commissioner. It has been stated that the recommendation of the Commissioner for Scheduled Castes and Scheduled Tribes is under consideration of the State Government.

No master plan for Minor Irrigation has however, been prepared. But with regard to Major and Medium Irrigation Projects, a draft outlines Irrigation Master Plan showing important future major and medium irrigation projects in various river basins of the State has been prepared.

5.42. The representatives of the State Government has stated during evidence that they have prepared a master plan for major and medium irrigation projects. It has not been done for small projects. In reply to a question, he has stated that in the Sixth Plan, minor irrigation projects will be an important sector in the tribal sub-plan.

5.43. Asked why very few minor irrigation projects had been taken under the State Sector, the representative of the State Government has stated that from 1978-79, there is provision from the State Plan side also. For example, in 1978-79, the total number of Projects are twelve from the State Plan side and eight from Special Central Assistance. State Government is spending money on major and medium irrigation projects which also benefit the tribals.

5.44. He has added that apart from those in the minor irrigation sector, there are other sources like dug-wells and small water harvesting structures which are undertaken by Soil Conservation Organisation. These will be taken up on a systematic basis in addition to the minor irrigation projects put up by the Irrigation Department.

5.45. In his 26th Report (1978-79) the Commissioner for Scheduled Castes and Scheduled Tribes has observed that different agencies provide different components of a minor irrigation scheme to the tribal cultivators. It would be in the interest of the tribals if one organisation is made responsible for completing all components of the scheme. The Committee desired to know about the position in respect of minor irrigation schemes being implemented in various ITDPs in Orissa. It has been stated in a written note furnished to the Committee that it is a fact that different types of M.I.P. Schemes i.e. M.I. (Flow), M.I. (Lift), M.I. (Dug-wells) and very small M.I. (Flow) with less than 60 acres ayacut are implemented by different agencies.

5.46. The Committee pointed out that in Madhya Pradesh there is provision for feed channels so far as medium and major irrigation projects are concerned but there is no such provision so far as minor

irrigation schemes are concerned. This resulted in wastage of water as tribals are not coming forward to make these channels. The Committee desired to know the position in Orissa. The representative of the State Government has stated that the same problem exists in Orissa also. It is the responsibility of the cultivators. But now the State Government with the assistance of the Government of India and ARDC are trying to develop field channels which will be helpful for medium and major irrigation.

5.47. In this connection the representative of the Planning Commission has stated as follows:—

“About the field channels, the plan document accepts in principle the provision of field channels upto the last holding. So, upto the last holding it has been accepted in principle.”

5.48. The Committee regret to note that only 6.06 per cent of the net cropped area of 26.8 lakh hectares received irrigation facilities by the end of 1977-78 in the Sub-Plan area. As irrigation is crucial to development of agriculture, the Committee recommend that top priority should be given to the completion of irrigation projects which are already being implemented in Orissa. The Committee need hardly stress that more funds should be earmarked for irrigation projects during the Sixth Plan Period in order to increase the productivity of land.

5.49. The Committee are surprised that no funds were allotted for minor irrigation schemes under the State Plan upto 1977-78 and till that year minor Irrigation Schemes were taken up only with Special Central Assistance. The Committee feel that the major thrust should be towards Minor Irrigation Schemes which will prove more beneficial in the tribal areas and can be implemented more quickly and at lesser cost.

5.50. The Committee recommend that Government of Orissa should carry out a survey for major, medium and minor irrigation projects in the sub plan areas and prepare project reports on a priority basis so that these schemes can be implemented during the 6th Plan period. The Committee suggest that in respect of Major, Medium and Minor Irrigation Schemes, master plans should be prepared so that there is a clear perspective about the potential of irrigation schemes to be implemented during the 6th Plan Period.

5.51. The Committee are surprised to note that different types of minor irrigation project schemes i.e. Minor Irrigation (Flow), Minor

**Irrigation (Lift), Minor Irrigation (Dug-wells) and very small Minor Irrigation (Flow) with less than 60 acres ayacut are implemented by different agencies. The Committee suggest that one single agency should be made responsible for handling the execution of minor irrigation schemes so that there is no problem regarding coordination among the different agencies and any overlapping between two or more schemes is avoided.**

### **C. Education**

5.52. It has been stated that a recent appraisal of the current educational scheme obtaining in the tribal areas and analysis of the educational topography of the major tribal districts of the State made by the Education Department clearly revealed that there has been considerable progress in the educational expansion activities in course of the last decade, especially during the sub-Plan period. During the period 1974—79 the number of institutions in the sub-Plan Blocks has risen from 9,933 to 11,979 at the primary stage, from 975 to 1679 at the middle school stage and from 390 to 409 at the secondary stage. As a result of this expansion the serious structural imbalance that was there in the school-mix has been largely recovered and the large-scale drop-out at that had been forced upon the pupils at the end of Class V due to lack of middle school facilities, has now been reduced as a result of the opening of a large number of new middle schools. Similar expansion has also taken place in the enrolment of children at the different stages of education. In the year 1973-74, the number of tribal children (including 28 per cent overaged and under-aged) enrolled in the primary schools had constituted 56 per cent of the total number of tribal children in the age-group 6—11. Now the percentage of enrolment in 1977-78 has risen to nearly 62 including nearly 25 per cent of over-aged and under-aged children. At the middle school stage, the percentage of enrolment has risen, during the same period from 6.5 to nearly 9.

5.53. It is however, revealed that the weightages given so far to the sub-Plan area in the sharing of divisible targets and inputs have evoked no response from the primitive communities amongst the tribals. The goal of universalisation of elementary education has led to spread of facilities over several places nearest to the homes of the children, but this general strategy of expansion has not yielded fully the desired enrolment and of retention targets in the remote tribal pockets inhabited by the primitive communities. They, in fact, continue to remain unaffected by the general literacy programmes which in their setting appear mostly irrelevant. It is, therefore, necessary that an alternative approach has to be adopted.

for these special problem areas. Under this approach priorities and strategies specially tailored to the attitudes and the felt needs of these communities should have to be formulated on the basis of a minute micro-level socio-economic diagnosis and the schemes and the detailed projects thereunder should have to be area-cum-problem specific so that developmental efforts and expenditure may not be further rendered infructuous. Now that the primitive communities, the area they live in and their problems have been largely identified, it is now possible to design special schemes and orient the general programmes suitably so as to help them to attain a reasonable level of educational development.

5.54. Keeping in view the general guidelines received from the Ministries of Home Affairs and Education and Social Welfare and from the Planning Commission a Five Year Programme has been prepared for the sub-Plan region with outlay drawn from the State Plan and anticipated outlays from Centrally Sponsored sector and the Special Central Assistance. A total amount of Rs. 1524.50 lakhs has been spent out of pooled resources under this sector during the period from 1974-75 to 1979-80.

5.55. In a note furnished to the Committee, it has been stated that another major programme which has suffered due to want of adequate funds is education. The rate of literacy in sub-Plan area is 12.79 per cent as against 26.2 per cent for the State as a whole, among male tribals only 15.4 per cent and female tribals only 2.6 per cent. Out of 100 tribal students enrolled in class I only 10 read in Class V, 4 in Class XI, in the Residential Schools run by Harijan and Rural Welfare Department attendance is much higher. Out of 100 students entering Class I, 70 read in V and 55 read in Class XI. The programme taken by Education Department provides mainly for increasing the number of primary, middle and secondary schools so as to achieve the norms set under the National Educational Policy. Only H. & R. W. Department are trying to increase the number of residential schools and augment boarding facilities. But they have meagre funds. Unless the level of education is improved there cannot be sustained economic growth. Substantial provision is necessary for primary hostels, increasing rate of stipend to keep pace with cost of living index and setting up residential schools.

5.56. In the guidelines issued by the Planning Commission to the States during Fifth Five Year Plan for preparation of Tribal Sub-Plans, it has been suggested that the targets for primary, middle and high school levels should be worked out on a realistic basis.

The weak points in the educational structure should be identified and a package programme approach should be developed. Areas which are most sparsely populated and cannot support normal schools should be delineated and Ashram Schools network should be planned for these areas. In other less sparsely populated areas, the norms for supporting facilities like hostels should be worked out. Suitable programme of scholarships, stipends, free text books, etc. have to be formulated with a view to achieve the targets fixed. In some of the more backward areas assistance on a universal basis may be necessary at the elementary school level. Preparation of text books in tribal dialects should be a priority programme. Special citizen education programmes for communities extremely low on the literacy scale may be formulated to bring them to a minimum acceptable level by the end of the Fifth Plan. While planning school buildings, laboratories, teachers' quarters etc. the scarcity of modern building materials and their unsuitability in the more backward areas must be kept in view. Use of local materials has to be encouraged and specifications varied accordingly.

5.57. In the guidelines issued by the Ministry of Home Affairs for preparation of Tribal Sub-Plan 1978—83, it has been stated that education must be accorded highest priority in the coming years in the tribal areas, since the tribal communities must be enabled to satisfactorily negotiate the transitional phase in their socio-economic change and take advantage of the new investment under economic programmes. It has been suggested that a dual programme will have to be undertaken in the Sixth Plan for promoting education at two levels. A long term programme of conventional education planning will lead to the ultimate preparation of tribal communities to be an equal partner in the national life. A short term programme should attempt a composite scheme for meeting the specific urgent needs of these areas. The Committee desired to know the policy followed by State Government during the Fifth Plan Period. It has been stated that the broad policy for spread of Education in the integrated tribal development areas in Orissa during the 5th Plan-Period (1974—79) was envisaged keeping in view the strategy indicated by the Ministry of Home Affairs, Government of India:

- (i) Under the Elementary sector the policy was to increase the enrolment at the primary stage to 81.3 per cent in case of Scheduled Caste and 65 per cent in respect of Scheduled Tribe children.

- (ii) At the Middle stage the percentage of enrolment for the tribal children had been envisaged to 20.1 per cent.
- (iii) Through the Adult Literacy Programme, the Draft Plan envisaged to cover 18.75 lakhs of people in Sub-Plan areas (118 Blocks).

The standard of literacy among tribals has increased slightly as a result of implementation of specific schemes like establishment of Sevashrams, Ashrams, High School etc. in sub-Plan areas. To cite an example, the percentage of literacy of Koraput District which was 10.6 in 1971 has gone up to 13 per cent in 1978. Similarly, in Keonjhar District it has gone up from 7 per cent to 10 per cent among major tribal communities.

5.58. As regards the policy to be followed by the Government of Orissa for the spread of education during the Sixth Plan Period, it has been stated that in pursuance of the National Guidelines and in the context of dual programmes of the Education Department and of the Harijan and Tribal Welfare Departments, the broad policy-frame of the new 6th Plan (1980—85) in respect of tribal areas will be as under:

- (i) to reorient the conventional programmes to boost the education of sub-marginal groups of children in the age-group 6—11, to attain a reasonable level of education by 1985, through part-time education, pre-primary education and non-formal education programmes.
- (ii) to provide Primary facilities in the integrated tribal development areas within a distance of one Km. from home of the child.
- (iii) to provide Primary Schools in villages having total population of 200 or more.
- (iv) to provide Middle schools, in villages having a population of 500 or above and not having Middle School facilities with in a radius of 3 kms.
- (v) preparation of block-level plans on the findings of the 4th Educational Survey (1979).
- (vi) to introduce incentive programmes for retention of children at Elementary stage specially of the girls and children belonging to Scheduled Tribe and other backward population.

5.59. The percentage of literacy among the Scheduled Tribes both male and female, in the State as against the percentage for total tribal population of the country has been stated to be as follows:—

	Male	Female	Total
Orissa . . . . .	16.4%	2.6%	9.5%
India . . . . .	17.63%	4.85%	11.30%

5.60. In reply to a question it has been stated that 34 new literacy pockets in the sub-Plan area have been identified which deserve special attention.

5.61. In the Report of the Working Group on Tribal Development during Medium Term Plan, 1978—83, it has been stated that the National Minimum Needs Programme will adequately take care of the educational needs of the tribal areas. However, since the MNP itself was drastically curtailed, not much progress in education can be claimed for this period. The Committee desired to know the importance of the Minimum Needs Programme. It has been stated that the spread of elementary education holds the key to tribal development. The Elementary Education in Tribal areas should be given highest priority under the minimum needs programme. The entire package of services at Elementary Education should be provided under the Minimum Needs Programme as a part of the educational plan during the 6th Plan period.

5.62. In reply to a question, it has been stated that 60 per cent of the Education Budget of State is for minimum Needs Programme.

5.63. The Committee desired to know whether any survey had been undertaken with regard to the tribal children who were attending primary, middle and higher secondary schools in the State. It has been stated in a note furnished to the Committee that four intensive surveys of Tribal Education and other allied aspects of the tribal problems have been undertaken by the Director of Public Instruction in collaboration with the Harijan and Tribal Welfare Department in respect of tribe-dominated districts of Koraput, Keonjhar, Mayurbhanj and Sundergarh with 31-12-1977 and 31-3-78 as reference dates respectively. The District Educational Reports titled as District Educational Profiles Koraput and Keonjhar have



been brought in print on 30-6-79 and 1-3-80 respectively. The findings of the Survey are as under:—

*Position in respect of Keonhar District*

Sl. No.	Population sub-group	Enrolment in classes for every 100 in class I to V					Pry. School enrolment as a percentage of child population in the age group 6—11	% of drop outs
		I	II	III	IV	V		
1	Non-Tribal .	100	59.30	44.30	30.91	23.00	88.96	77
2	Whole Distt. .	100	48.94	34.03	24.41	17.50	74.94	82
3	Kolha (ST) .	100	40.8	21.8	11.6	7.50	44.88	92
4	Bhuyan (ST) .	100	44.47	23.50	11.06	8.69	60.21	91
5	Gonda (ST) .	100	40.90	26.54	19.33	11.51	78.95	88
6	Bathudi (ST)	100	38.11	25.38	23.73	14.26	74.11	85
7	Saunti (ST) .	100	41.87	32.30	19.76	11.63	59.76	88
8	Santala (ST) .	100	37.48	26.44	14.86	10.79	60.08	89
9	Sarr (ST) .	100	37.70	23.22	14.30	10.38	67.82	89
10	Junga (ST) .	100	33.68	21.76	3.00	1.69	40.12	98.31

*Position in respect of Koraput District*

Sl. No.	Population Sub-group	Primary School enrolment as a percentage of child population in the age-group 6—11 (Gross Index of enrolment)	Enrolment in Class V as percentage of enrolment in Class I gross index of retention)	Percent age of drop outs
1	Kandha . . . . .	63.85	10	90
2	Paraja . . . . .	68.47	5.5	94
3	Vatra . . . . .	56.8	10	90
4	Koya . . . . .	54.87	2	98
5	Saura . . . . .	63.61	6	94
6	Ganda . . . . .	49.42	6	94
7	Vumia . . . . .	77.48	8	92
8	Gadha . . . . .	89.30	6	94

In order to attract large number of tribal children to schools the following amenities and concessions are given.

- (a) Establishment of Residential Schools.
- (b) Provision of hostel facility.
- (c) Payment of stipends and scholarships.
- (d) Free distribution of reading and writing materials.
- (e) Distribution of garments to Students reading in sevashrams.
- (f) Attendance Scholarships.
- (g) Provision of mid-day meals.

The drop-out rates at the Primary level (6—11) in respect of the Tribal children in the State is very high (about 70 per cent) at Primary level. The last column of the Table of Keonjhar and Koraput district indicate the fall in percentage of children reading in Class V. It may however, be noted that Residential schools run by Harijan and Tribal Welfare Department have gone a long way in checking this rate of dropouts at the various stages of Education namely primary, middle and high schools. The rate of drop-outs in case of primary schools is only 30 per cent (70 per cent retention) 12 per cent in case of High Schools (retention 88 per cent). The State Government have decided to provide residential facilities at the primary level to reduce the high rate of drop-outs.

5.64. In reply to a question it has been stated that the following action is taken to improve the standard of school in tribal area:

- (i) School buildings are constructed wherever such buildings do not exists.
- (ii) Trained and qualified teachers are posted in the schools.
- (iii) Quarters for the teachers are provided in a phased manner within the limited resources.
- (iv) Study equipment are provided wherever necessary.
- (v) Common examination has been introduced in the M.E. and High School level.

5.65. When asked whether proper buildings had been provided for the schools in the tribal areas and whether all those schools were well equipped with science laboratories, libraries and qualified

science teachers, it has been stated that proper buildings for Science laboratories and libraries have been provided in the schools in rural areas, but not in all cases.

5.66. As regards the incentives to teachers for serving in remote tribal areas, it has been stated that the following incentives are provided to the teachers:

- (i) 20 per cent of the basic pay is given to all the transferable Government servants including school teachers serving in identified remote tribal areas from the current year under the Seventh Finance Commission award.
- (ii) Quarters are also provided to the teachers.
- (iii) In addition, incentive is also given to teachers of Harijan and Tribal Welfare Department schools on the basis of their performance in High School Certificate examination.

It has however been stated that tribal teachers are not available in adequate number to serve in tribal areas.

#### *Curriculum for Education.*

5.67. Asked whether vocational training had been introduced in the curriculum in the schools keeping in view the special needs of the tribal people, it has been stated in a note furnished to the Committee that a separate Board for 2 stage is being formed in the State. Once the Board finalises the course the High Schools will accordingly be guided. Meanwhile the recommendations of the Patel Committee are being followed. Besides the syllabus approved by the Education and Youth Service Department for academic purpose vocational training, in the subjects like carpentry, weaving, tailoring, Smithy, Book Keeping and Poultry was also introduced in the schools of Harijan and Tribal Welfare. Department, keeping in view their special needs and the environment.

5.68. It has been further stated that in the Residential Sevashrams established by the Harijan and Tribal Welfare Department gardening is a compulsory subject. All the students are required to take part in gardening. Vegetables produced in the Kitchen gardens of these schools are utilised in the students mess free of cost. They are also allowed to enjoy 50 per cent of the produce from the orchard raised in the school premises free of cost. One Junior Agriculture teacher has been posted in every boys High School in addition to one more Senior Teacher posted to all the boys high schools, for

optional Science subject like Agriculture in the matriculation classes. In the general schools seen by Education Department this is proposed to be done.

*Ashram Schools:*

5.71. The number of Ashram Schools established till the end of the 4th Five Year Plan period has been stated to be as follows:—

- (i) Residential Sevashram—28 (Primary).
- (ii) Ashram School—34 (M.E. Standard).
- (iii) High School—40.

It has been added that during the period from 1974-75 to 1979-80, 21 new Residential Sevashrams were established. 10 Residential Sevashrams were upgraded to Ashram Schools. 18 Ashram Schools were upgraded to High Schools. 11 new Ashram Schools were opened.

*Student Hostels:*

5.72. It has been stated that 908 hostels were working at the end of the Fourth Plan and capacity of these hostels were 14,050. Out of which capacity of boys hostel is 12,580 and the capacity of girls hostel is 1470. Details about the hostels opened during the period 1974-75 to 1979-80 for boys and girls is given below:—

Year	No. of hostels		Capacity	
	Boys	Girls	Boys	Girls
1974-75	13	17	240	420
1975-76	20	17	310	410
1976-77	3	6	30	110
1977-78	15	4	300	80
1978-79	2	44	880	1020
1979-80	3	18	100	540
	56	68	980	1680

5.73. The representative of the Government of Orissa has admitted during evidence that primary school going children have to cover long distances. In the Sixth Plan the emphasis will be on pre-primary, education at the village level and also to provide residential

primary education. The drop-out rates are also very high—80 to 90 per cent at the primary stage. The Government of Orissa are trying to provide residential school facilities in some of the low literacy pockets at the primary stage.

5.74. When the Committee pointed out that to achieve the targets in education, more residential schools and hostel facilities would have to be provided, the representative of the Planning Commission has stated as follows:—

“Opening of residential schools—Ashram schools—is very costly. There is one other problem. You take away a child from the family environment. In some cases this causes emotional disturbance to him and the family. We do not really want children to be uprooted early from the families. Education to the extent possible, within the village in the early stages can be taken up. In such an event, individual adjustments may also be made. I agree that communication difficulties are there in some areas where it is necessary to open up schools for giving this type of education to the tribal children. Besides, the teachers may not also be familiar with the areas. These problems are there.”

5.75. In this connection, the representative of the Ministry of Home Affairs has stated that in the Sixth Plan they have given high priority to education. They are trying to find out the deficiency in the number of primary schools in the tribal areas and they will make up this in the 6th Plan. The Residential Schools are a costly affair and as such, they intend to have more of hostels to minimise the difficulties of the children coming from far off areas.

5.76. When asked why two Departments i.e. one Education and the other Harijan and Tribal Welfare Department, were engaged in educational activities in the State and why this subject was not transferred to the Department of Education, the representative of the Planning Commission has stated as follows:—

“What is happening at present is that the Tribal Department is putting up Ashram Schools and the Education Department is putting up other schools. In this regard, they should coordinate. Suppose a particular area needs Ashram Schools then in that area other schools need not be put up. We have also been emphasising that the normal departmental activities should be modified in accordance with the needs of the tribal areas and only expenditure

for all the extra requirements must be met from the tribal budget. If the Ashram School is required in a particular area, the expenditure for that should not be met from the tribal budget but from the Education Department allocations for the school facilities."

5.77. The representative of the Government of Orissa has stated that there should be coordination between the two departments and the technical supervision should rest with the Education Department. The Harijan and Tribal Welfare Department should provide, to the extent possible, residential schools. With regard to transfer of education to one Department, he has added that this was considered by the State Government and the decision was to maintain *status quo*.

5.78. The Committee note that during the period from 1974 to 1979, the number of educational institutions in the sub plan area has risen from 9,933 to 11,979 at the primary stage, from 975 to 1679 at the middle school stage and from 390 to 409 at the secondary stage. The Committee are, however, perturbed to note that the achievements in improvement of literacy among tribals is far from satisfactory. The rate of literacy in sub plan area is 12.79 per cent as against 26.2 per cent for the State as a whole, among male tribals only 15.4 per cent and female tribals only 2.6 per cent. Out of 100 tribal students enrolled in Class I only 10 read in Class V and 4 in Class XI. The Committee are not interested in the opening of a large number of institutions over a period of time, but in the results they actually achieve. The Committee, therefore, suggest that in order to improve the educational standard of the tribals, result-oriented programmes should be taken up so that the money is well spent and does not go waste. In the long run, the real test whether the education policy in Sub Plan area has been successful or not is to be judged by the fact whether the tribal population has become literate vis-a-vis the non-tribal population in rest of the State and they are able to join the main-stream of society.

5.79. The Committee suggest that while planning school buildings in the tribal areas necessary provision should be made for constructing laboratories, libraries, teachers' quarters etc. even at a later stage if the limitation of funds does not permit their construction initially. The Committee recommend that in sparsely populated areas Ashram schools or residential schools should be provided and in less sparsely populated areas, hostel facilities should be provided. Besides giving scholarships, stipends, free text books etc. to students, Government should also consider the desirability of giving some monetary incentive to the tribal parents so that they do not feel the

absence of the child from home to attend to their domestic chores or to earn a paltry sum of money. The Committee hope that these measures, if taken sincerely, will help reduce the rate of drop outs at various stages of education which is very high at present.

5.80. The Committee also suggest that in order to bridge the gap between the literacy level of non-tribals and tribals the elementary education should be given the highest priority under the Minimum Needs Programme in the Sixth Five Year Plan ensuring that each tribal child gets the facility of primary education in his own village and it should not be necessary for him to cover any distance for the purpose. Likewise a massive programme for adult education among tribals should also be launched.

5.81. The Committee also recommend that curriculum of school education in the tribal areas should be suitably modified, so that the tribal students are able to earn their livelihood after completing their education in school. The Committee also suggest that the educated tribal youth should be encouraged to join the teaching profession and they should be posted as teachers in tribal areas to enable them to play their part in propagating and spreading education among their brethren and inculcate in them the desired interest and love for education.

5.82. The Committee fail to understand why two separate Departments i.e. the Education Department, and Harijan and Tribal Welfare Department, are doing the same type of work in the field of education in tribal sub-plan area of Orissa. The Committee feel that two departments doing the same type of work leads not only to confusion but also to lack of coordination. In order to avoid such divided responsibility between them, the Committee suggest that only the Department of Education should be made responsible for the implementation of various programmes relating to education in tribal areas. The expenditure on Education for Ashram Schools should not be made from the budget of the Tribal Welfare Department but from the budget of the Education Department.

#### D. Health Services

5.83. It has been stated that the tribal areas are lagging far behind in respect of health services. In some of the areas special health hazards like tuberculosis, leprosy, venereal diseases, yaws, etc. continue to shake the vitality and reduce the longevity of tribal communities. During the period from 1976-77 to 1979-80 an amount of

Rs. 1160.80 lakhs have been utilised out of pooled resources in the Sub-Plan area for providing 12 Mini Health Centres, 5 ten-bedded T.B. Ward, one Mobile Health Unit, one Maternity Centre, 4 Upgraded Primary Health Centres, 2 Dispensaries, 35 Hospitals and Dispensaries.

5.84. As regards the health services in tribal areas, the Planning Commission has stated in the guidelines issued by them to the States during Fifth Five Year Plan for preparation of Tribal Sub-Plans that the geographical spread and extent of benefit of the existing health facilities should be reviewed. The strategy for extension of health facilities during the Fifth Five Year Plan should be spelt out with a view to a better geographical distribution of the curative centres, adequate provision of medicines, programme for tackling special health problems of the tribal areas including eradication of communicable diseases. As in other areas, for maximising the programme impact, it will be necessary to integrate the health programmes with programmes of family planning and nutrition. Special institutional frame like mobile dispensaries or task forces should be developed wherever necessary.

5.85. In the guidelines issued by the Ministry of Home Affairs for preparation of Tribal Sub-Plan 1978—83 it has been stated that an effective programme of preventive medical care should be taken up to saturate the tribal areas during the Sixth Plan period. Curative medical centres should be evenly distributed geographically so that every pocket of about 10,000 population has the benefits of one centre with a qualified doctor. The Committee desired to know how many curative medical centres have been established in the Integrated Tribal Development Projects in Orissa during the period 1974—1980. It has been stated in a note furnished to the Committee that twenty-seven new medical institutions (Curative Medical care) have been established in Tribal Project areas during the period 1974—80 besides upgrading 5 existing Primary Health Centres and conversion of 8 dispensaries into bedded hospitals.

5.86. In reply to a question it has been stated that the average population covered by one medical institution in Tribal area is 20,000 (according to 1971 census). For establishment of one medical institution for every 10,000 population in Tribal area additional 279 institutions are required. Each medical institution requires 0.35 lakhs under recurring and 3.00 lakhs under non-recurring. Accordingly, Rs. 97.65 lakhs under recurring and Rs. 837.00 lakhs under non-recurring are required for establishment of additional 279 medical institutions in Tribal areas.



5.87. As regards the special diseases in the tribal areas of Orissa which deserve immediate attention, it has been stated that Yaws is a disease which is prevalent in the tribal regions of the State. With a view to conduct the survey, resurvey and to detect the cases for treatment four Antiyaws Teams are functioning in the State. These team are shifted from one district to other district after completion of work of the district. After shifting of the team from the district the cases are followed up by the medical officer of the Primary Health Centre of the area concerned.

5.88. Asked whether there was any shortage of doctors, nurses, etc. in Primary Health Centres, Sub-Centres and Hospitals located in tribal areas covered by Sub-Plan, it has been stated that there is no shortage of doctors in Primary Health Centres, hospitals located in tribal areas but there are shortage of doctors in other medical insitutions in tribal areas such as, dispensaries, Mini Health Centres an Mobile Units etc.

There is no shortage of staff in Sub-Centres. However, there is shortage of Nurses in some hospitals in tribal areas.

5.89. The Committee regret to note that there is shortage of doctors and also of Nurses in the medical institutions in tribal areas such as dispensaries, Mini Health Centres and Mobile Health Units etc. The Committee recommend that all the medical institutions in the Sub-Plan area should be provided with qualified doctors and nurses. if necessary, by giving them incentives so that proper medical care is provided to the tribals of the area. The Government should also ensure that essential medicines are made available regularly to these institutions located in remote areas.

5.90. The Committee feel that there is substance in the guidelines issued by Ministry of Home Affairs that in Tribal Sub-Plan Curative medical centres should be evenly distributed so that every pocket of 10000 population has one curative medical centre.

The Committee hope that the State Government will take necessary steps to set up maximum number of medical centres in the tribal areas during the Sixth Plan period although due to financial constraint the estimated target of 279 additional centres in tribal area might not be achieved.

#### E. Communication

5.91. It has been stated that as against the all-India average of 16.00 Kms. of road per 100 Sq. Kms. Orissa has only 8.60 Kms. The position in the Sub-Plan area is still worse. Most of the Sub-Plan

area is isolated for want of communication. Due to the undulating terrain, the expenditure on construction and maintenance of road is very high.

Since roads are not in the core sector, very limited allocations have been made available under the Five-Year Plans with the result that even the existing roads could not be maintain properly. The requirement for Minimum Needs Programmes was estimated at Rs. 180 crores during the Fifth Plan whereas the outlay was only about 10 per cent of this cost. However, with the limited resources available till the end of March 1980 a total of 1579.50 Kms. have been constructed to provide communication facilities to the sub-Plan area. In addition with the special Central assistance 164 small road projects, 7 big road projects and 81 cause-ways have been taken up.

5.92. It has been further stated that Orissa is one of the States, whose Tribal population is considerable. Socio-economic development is mostly dependent on providing effectively communication in Tribal areas. Railway Communication in Tribal Areas comes to approximately 4.65 Kms. per 1000 Sq. Kms., against the state average of 15 Kms. and all India average of 18 Kms. per 1000 Sq. Kms. There are vast areas in Tribal Sub-Plan Area which are not covered by the Railway net work. Hence the only alternative left is to provide greater communication facilities to improve the lot of tribals. The allocation during the various Five Year Plans for road work have been meagre and inadequate. The position in Tribal Areas has been such worse. It has been roughly assessed that requirement of funds for improvement of the net work of roads in Tribal Areas will be of the order of about Rs. 150 crores. The annual outlay for the roads under PWD (P&B) wing is generally of the order of Rs. 4 to 5 crores of which the flow to Tribal Areas is about 30 per cent. At this rate, improvement and development of road net-work in Tribal Areas will take inordinately long time, untill and unless the allotments are substantially augmented.

5.93. In this connection, in the guidelines issued by the Planning Commission to States during Fifth Five Year Plan for preparation of Tribal Sub-Plans, it has been stated that the first task in tribal areas is to connect the important markets and growth centres with the state and district roads within the next plan period. The sub-plan should clearly outline the policy for phasing of the rural roads programme on a functional basis. The first requirement will be to make the markets and growth centres approachable by jeeps during

the rainy season within the first year or two. The strategy of road construction therefore will have to be considerably different from that for the general developed areas.

5.94. When asked about the average road length per 100 Sq. Kms. in the sub-plan area in Orissa, it has been stated that the approximate road length under the PWD((P&B) wing in the Tribal Sub-Plan area is 6231 Kms. The average road length under PWD(P&B) wing per 100 Sq. Km. in the Sub-Plan area works out to 9.09 Km., and the average road length under PWD(P&B) wing for the State is 10.41 Kms. per 100 Sq. Km. It may be mentioned that the communication net-work of roads in the State (including Sub-Plan area) is under the control of different agencies. Statistics pertaining to the other agencies are not readily available.

5.95. The Committee desired to know the total length of fair weather roads and total length of all weather roads in the Sub-Plan area in 1974 and how far the mileage had increased at the end of 1980. It has been stated in a note furnished to the Committee that the total length of fair weather roads and total length of all weather roads in Sub-Plan area in 1978 are not available. The approximate mileage of all weather roads was 4014 Km. and the length of fair-weather roads was approximately 2216 Km. by the end of 1980.

5.96. When asked about the agency at the State level to watch implementation of road construction schemes in a coordinated manner, it has been stated in a note furnished to the Committee that Road Development work under the Works Department is watched for its implementation by Roads and Bridges and National Highway and Project Wing under the Coordination of Works Department. Roads under other agencies are looked after by the concerned Departments. So far as the Sub-Plan area is concerned implementation of road development programme is watched by the Standing Committee constituted by Government in the Harijan and Tribal Welfare Department.

5.97. In reply to a question, the representative of the State Government has stated that some roads are black-topped. Generally the roads are under the classification of other district roads but not like the National highways.

5.98. When specifically asked to tell the number of tribal villages, which had been connected with roads, he has stated as follows:

“Actually we have provided roads on the basis of the concept of inter-connecting the various areas. We have not gone by the total number of villages which will be benefited by the construction of these roads.”

5.99. The representative of the Government of Orissa explained the strategy in road development in tribal areas as follows:

“About road development, the strategy would be to develop the rural roads, connect important markets, and provide wooden bridges, to economise things.”

5.100. When the Committee suggested that Earth Roads should be constructed in the Tribal areas by the Forest Department as the capacity of PWD Department to construct roads was limited and there was no paucity of staff in Forest Department, the representative of the Planning Commission has agreed with the suggestion and added that in Planning Commission they have been emphasising that the whole approach to the technology in the tribal areas should be such that it brings them minimum redress in roads. One cannot wait till PWD specification of roads are made. So cheaper roads on all types of bridges should be constructed.

5.101. When asked about the action taken by State Government on the Shilu AO Committee recommendation that the Keonjhar, Paradeep and Phulbani districts should be connected by Railway, the representative of the Government of Orissa has stated that there was a proposal to connect the Gonasika areas of Keonjhar district with the railway line. But in certain other areas, though there was a demand, the State Government had not been able to justify or the railway authorities had not been convinced.

5.102. The Committee are distressed to note that the roads have not been included in the core sector and very limited funds have been allocated to the State Government of Orissa under the Five Year Plan with the result that even the existing roads could not be maintained. The Committee fail to understand as to how in the absence of proper road communication facilities, the tribals will be able to get a fair price for their produce and how far the protective measures adopted by Government against exploitation of tribals can be enforced effectively. The Committee recommend that more funds should be provided by Government of India under the Minimum Needs Programme for construction of Roads in the Tribal areas.

5.102A. The Committee need hardly stress that the tribals sub-plan area should be covered by a net-work of roads connecting the block headquarters, sub-divisional headquarters and district headquarters with market and other growth centres and Government of Orissa should give the highest priority to this programme. While implementing the programme of construction of roads, Government of Orissa should ensure that bridges are also provided on the roads wherever these are necessary.

5.103. The Committee are at a loss to understand as to why proper statistics about the total length of all-weather roads and fair-weather roads in the sub-Plan area in 1974 are not available with the State Government. The Committee are of the view that in the absence of such basic data it is not possible to make a realistic assessment about the progress in road construction effected during the sub-Plan period 1974-80. The Committee, therefore, suggest that the State Government of Orissa should make appropriate arrangements immediately to set up a monitoring Cell at the State level for the compilation and maintenance of statistics relating to development programmes in the Sub-Plan area. The Committee need hardly stress that even though there are many agencies for construction of different types of roads, each such agency should be required to send half-yearly returns to the Monitoring Cell about the progress made in construction of roads under their charge.

5.104. The Committee suggest that construction of roads in forest areas should be the responsibility of the Forest Department as these roads help in the development of forests and moreover the Public Works Department has limited capacity to construct roads in the remote tribal areas.

5.105. The Committee also suggest that Government of Orissa and the Ministry of Railways (Railway Board) should undertake a joint survey to find whether any specific areas under Tribal Sub-Plan can be linked by rail with the main markets and growth centres keeping in view the prospects of economic development of these areas. In the Committee's opinion the question of earning revenue by Railways in the immediate future should not eclipse the main issue of economic prosperity of the tribal people.

#### F. Credit and Marketing

5.106. The Committee have been informed that the main reasons of the poverty of the most primitive tribals have been identified to be not only their pre-agricultural levels of technology and modes

of living but also their exploitation by petty traders and money-lenders. They are exploited at the time of marketing their produce as also purchasing their basic needs when throw-away prices are offered for their sales but exorbitant prices are charged for their purchases, which mainly takes the form of barter exchange as the tribal economy especially in remote inaccessible areas is non-monetised. Essential consumer goods that the tribals require as also agricultural and forest produce that the tribals produce or collect, are exchanged with commodities like salt, tobacco, condiments, trinkets, sundry agricultural commodities etc. in 'Hats' or village markets which sit periodically. The lopsided income expenditure pattern of the tribals, their lack of saving habits as also the ecological setting where the primitive tribals live, create basic imbalances and these are further aggravated by tribal habits, customs and ritual patterns which require sacrifices on each occasion, like marriages, births, deaths, diseases, pujas, etc. The tribal thus needs the village markets for bartering his produce and loans for agricultural production, personal consumption and to meet obligatory expenses for socio-cultural functions. The money lenders-cum-traders come in handy and appropriate most of the tribal produce. They keep the tribals away on the one hand from contact with larger markets outside where they could get better price and on the other hand, through their involved system of money-lending and maintaining accounts make the tribals perpetually indebted.

5.107. It has, hence, been recognised that the socio-economic progress of people in the tribal areas has been retarded by indebtedness, exploitation by outsiders and land alienation. Subsistence economy has been practised by generations with the result that it has left little savings. The tribals has, therefore, had to borrow money from the money-lenders at high rates of interest for his production and consumption needs which left him in a state of permanent indebtedness, even in a state of being bonded to the money-lender. He has further been a prey to the viles and exploitation of the middlemen and the trader in respect of his agriculture produce minor forest produce, consumer needs, etc.

5.108. The distressful milieu in which the tribal finds himself has to be relieved through various remedial measures. In the first instance, his production and consumption needs have to be attended to; agricultural inputs like seeds, fertilisers have to be supplied. These two measures would put him on economic feet. His marketing needs have to be serviced. It has to be ensured that whatever

he produces in agriculture or gathered in the forest brings him adequate return. Thirdly, he has to be saved from the trader and merchant who charge him exorbitantly for his consumer needs like food-grains, grocery, cloth etc. and fleece him in procuring from him his produce.

5.109. The Bawa Committee appointed by the Government of India to study the question of framework of cooperative structure for the tribals went into the question in detail and recommended several measures. Basically, they have recommended that a tribal requires a package of services, the main components of which are credit (production as well as consumption credit) supply of seeds and other agricultural inputs, supply of consumer goods and marketing of both agricultural and minor forest produce. These activities constitute the major area of exploitation of tribals. The cooperative structure should, therefore, provide integrated credit-cum-marketing and other services to the tribals. Further, a tribal should not be required to approach too many institutions for assistance. The primary society which deals with individual tribals should provide the important services required by him, namely, provision of short and medium term production credit and consumption credit to be recovered from sale of minor forest produce, distribution of inputs and consumer goods, marketing of minor forest and agricultural produce. These services should be organised at Hat level as a tribal comes to the Hat periodically.

5.110. After careful consideration of the recommendations of the Bawa Committee, the State Government decided to establish Large-Sized Multipurpose Societies(LAMPS) in tribal areas. So far 223 LAMPS covering 118 Blocks have been organised with a view to provide production and consumption credit, marketing facilities for forest and other tribal agricultural produce. Out of these 223 LAMPS, 46 LAMPS are Block Level LAMPS and 177 are small LAMPS, and 453000 members have been enrolled. During the period for organisation of these LAMPS under the following items:

	(Rs. in Lakhs)
(a) Share Capital.	52.36
(b) Managerial Subsidy	47.324
(c) Working Capital	73.59
(d) Construction of godowns	38.20

(c) Repairs of Godowns . . . . .	20.00
(f) Transport Vehicles . . . . .	2.00
(g) Share Capital for procurement of seeds . . . . .	2.64
(h) Improvement of Hats . . . . .	6.00
(i) Output subsidy . . . . .	3.38
(j) Training of staff . . . . .	6253
	253.934

5.111. The Orissa State Tribal Development Cooperative Corporation was set up in the year 1972. The main objectives of the Corporation, as per its registered bye-law are:

- (i) to purchase the surplus agricultural produce of the tribals and minor forest produce collected by them and to arrange for their marketing in the best possible manner.
- (ii) to supply essential commodities and other consumer goods to the tribals according to their need through fair price shops opened in the tribal areas.

5.112. To fulfil the above objectives, the Corporation launched a massive programme for collection of surplus agricultural produce/minor forest produce and for distribution of essential commodities/consumer articles through Fair Price Shops. The progress achieved during the period 1972-73 to 1979-80 in this regard is indicated in the table below:—

Year	Value of surplus agricultural produce handled.	Value of Minor Forest Produce handled.	Value of Consumer goods and essential commodities handled
	(Rs. in lakhs)		
1972-73 . . . . .	44.96	18.97	44.60
1973-74 . . . . .	123.97	62.99	93.00
1974-75 . . . . .	229.00	48.25	151.57
1975-76 . . . . .	98.31	33.81	262.63
1976-77 . . . . .	93.61	76.07	260.83
1977-78 . . . . .	110.93	49.15	205.31
1978-79 . . . . .	165.15	71.52	101.77
1979-80 . . . . .	72.55	54.34	195.39



5.113. During 1979-80, the State Government decided that all Fair Price Shops in the Tribal Sub-Plan area should be transferred to the LAMPS. In pursuance of this decision, with effect from 1-1-79, out of 282 Fair Price Shops managed by the TDCC, 240 Fair Price Shops have been transferred to the LAMPS. Of these 42 Fair Price Shops functioning at present under direct control and management of the TDCC, 18 are located in Urban areas, 15 in non-Sub-Plan areas and the rest are in Tribal Sub-Plan areas.

5.114. In pursuance of the decision of the State Government the T. D. C. C. has been entrusted with the responsibility of implementing the distribution scheme and other commodities in the sub-plan areas for which it has been declared as Apex organisation with the LAMPS as its primaries. For this purpose, all the 220 LAMPS out of 223 LAMPS have been affiliated to the Corporation, wholesale distribution of edible oil, controlled cloth, Janata cloth, power-loom products, non-controlled textiles, concessional papers, exercise note books, kerosene oil, sugar, soda, Hindustan Lever Products, i.e. soap/detergent, Dalda and other consumer articles have been undertaken by the TDCC.

5.115. The main items of surplus agricultural produce/minor forest produce handled by the TDCC are listed below:

(a) *Agricultural Produce*

- (1) Cereals—Rice, paddy, maize, jowar, bajra, etc.
- (2) Millets—Ragi, Suam, Koda, Gurji etc.
- (3) Pulses—Blackgram, Greengram, horsegram, hillgram, katting, Jhudunga (Aunnerbean) round bean etc.
- (4) Edible oil seed—Mustard, gingelly, niger, castor etc.
- (5) Spices & condiments—Turmeric, ginger, etc.

Broadly speaking the marketing season for agricultural produce in tribal areas is from November to April. During this period surplus agricultural produce are produced by the different branches. For this, number of purchasing centres are set up in the village hats and other interior areas. Of late, the procurement of agricultural produce at the primary level is being done both by the LAMPS supplemented by direct purchase made by the Branches. Procurement is done on the basis of the rate approved by the Managing Director from time

to time. Commodities procured are pooled and brought to the Branch godown or convenient centre for the purpose of storage/packing.

*(b) Minor Forest Produce*

5.116. Non-edible oil seeds like Kusum seed, Neem Seed, Karanja seed, Mahua seed and sal seeds, sabai rope, Mahua flower, sal rosin, Sunari bark, Kusumi Lack, gums, Tamarind, hill brooms, reulfiaserpentina, myrabolane, Nux-vomica, charseed, sialifibre etc.

5.117. The Corporation holds lease of minor forest produce from Government for different Forest Division and Ranges. Therefore, certain items of minor forest produce like Tamarind, hill brooms, mahua seeds, etc. are collected on a large scale. Every effort is made to collect the same by paying fair and reasonable price to the tribals. There are also similar items like sialifibre, gums of different types which are found scattered in tribal areas. Even then the field staff of the Corporation make efforts to collect these items from the interior areas during the season. The LAMPS in Koraput district which were functioning as Forest Marketing Society previously have acquired experience in collecting minor forest produce and as such a policy decision has been taken to procure minor forest produce through the LAMPS and for this purpose necessary agreement are being made.

5.118. The Corporation makes efforts to purchase surplus agricultural commodities and minor forest produce direct from the tribals as far as possible so as to eliminate the middleman. Besides, strict instructions are issued to the field staff to purchase commodities by correct weighment at the village level. Following the purchase operations of the Corporation, the tribals are becoming gradually conscious of the standard weights and measures and the activities of the middleman who used to cheat the tribals by using fraudulent weights and measures have been arrested to a great extent. As regards price paid to the tribals sometimes the Corporation has to adopt a policy of price support so as to prevent distress sales of commodities. For instance in 1978 when there was a short fall in the Mahua flower market and there was no purchase the Corporation offered price support and made large scale purchase of Mahua flower at the rate of Rs. 40.00 per quintal.

*Produce of sale and marketing intelligence*

5.119. Most of the commodities handled by the Corporation feature in inter State trade. For this purpose, the TDCC maintains proper liaison with National Agricultural Marketing Federation, other industrial concerns and wholesale merchants of the metropolitan markets. Regular market intelligence is collected and stocks are

sold to different purchasers by negotiations at competitive rates. For the last 2 years, Government of India have allowed export of niger seeds outside India through the NAFED. The said Federation purchased through the T D.C C and other Cooperatives and for this purpose an agreement has been made with NAFED. In 1978-79, 900 tonnes of niger seeds were supplied and in 1979-80 another 1000 tonnes were supplied to NAFED for export purposes. The Corporation has also found an export outlet for tamarind and there has been export of tamarind to Baghdad (Iraq) through the Iraqi State Company for Food stuffs Trading, Calcutta. Last year, about 1000 tonnes of tamarind were exported. This export deal offered good scope for employment of large number of tribal population including women for a period of 2 to 3 months. They are engaged in cleaning, packing of tamarind in polythene bags as per the specification given by the buyers. Possibilities of exporting turmeric outside India through the State Corporation are being explored.

5.120. In the guidelines for preparation of Tribal Sub-Plan 1978—83 issued by the Ministry of Home Affairs to the States it has been stated that credit and marketing have been given the highest priority in the Fifth Plan. Necessary infrastructure has been built up at the ground level. This programme will have to be consolidated during the Sixth Plan. The Committee desired to know the details of the credit and marketing facilities for which necessary infrastructure had been built up during the Fifth Plan period in Integrated Tribal Development Areas in Orissa. It has been stated in a note furnished to the Committee that during the 5th Plan period 223 LAMPS have been organised in the Tribal Sub-Plan areas to meet the credit and marketing needs of the tribals. Necessary financial assistance has been provided to these institutions for their proper functioning. The LAMPS are not only providing short-term and medium-term agricultural credit to the tribals, they are also procuring minor forest produce and agricultural produce from the tribals as agents of the Tribal Development Corporation which is an apex society at the State level for the purpose of marketing of agricultural produce and minor forest produce. Besides this the LAMPS also supply consumer articles at reasonable rates. They have been instructed to obtain the supply of consumer articles from the branches of Tribal Development Cooperative Corporation.

5.121. In order to provide short-term and medium-term agricultural credit to the Scheduled Tribes they have to be enrolled as members of the LAMPS. The tribals are not in a position to deposit the requisite share capital for availing of the agricultural loan. Hence Rs. 52.36 crores have been sanctioned to the LAMPS as share

capital loan to be disbursed to the tribal members as loan to enable them to deposit as share capital in the LAMPS. This share capital loan recovered from the tribal members of the LAMPS out of the sale proceeds of the minor forest produce during a period of 2 to 3 years. There are 46 Block Level LAMPS and 176 small LAMPS in the State. A target of investment of Rs. 10.00 lakhs in respect of each Block level LAMPS and Rs. 5.00 lakhs per year in respect of small LAMPS for investment as short-term has been fixed during the plan period. The target fixed for medium-term for Block level LAMPS is Rs. 3.00 lakhs per year and that for small LAMPS is Rs. 2.00 lakhs.

5.122. The scheme for the LAMPS also envisages provisions of consumption credit to the tribal population but the Reserve Bank of India are not agreeable to reimburse the finance for this purpose. Hence the Orissa State Cooperative Bank has agreed to finance Rs. 20.00 lakhs from out of their own funds.

5.123. As already stated above the LAMPS are to operate as Agents of the TDCC for the purpose of marketing of minor forest produce and agricultural produce. The procurement operation of the minor forest produce and agricultural produce will be as per the targets fixed by the TDCC. The level of procurement of agricultural produce and minor forest produce during the last 3 years by the LAMPS is given below:—

Year	Value of Agricultural produce procured.	Value of minor forest produce procured.
	Lakhs	Lakhs
1977-78	39.83	64.70
1978-79	76.05	100.06
1979-80	82.06	8.33

It may be seen from the statement above that there was a drop in the procurement of minor forest produce by the LAMPS during the year 1979-80. This was due to initial difficulties for adequate coordination between the LAMPS and TDCC. With the development of better coordination the procurement operations of minor forest produce are expected to be improved during the sixth plan period.

5.124. At present the cooperative are handling consumer business of about Rs. 45.00 crores; out of which the LAMPS have handled a consumer business of Rs. 6.00 crores. A target of Rs. 250 crores has been fixed for consumer business in the state by the end of Sixth Plan, out of which the LAMPS expected to handle about 12½ per cent (i.e. 30.00 crores) by the end of Sixth Plan.

5.125. When asked about the unit for determining the benefits going to the people from LAMPS for other Cooperatives, the representative of the Government of Orissa has stated during evidence that in Orissa there 21 projects known as Integrated Tribal Development Projects. Each of these projects is composed of a number of blocks. Government are trying to see that the Integrated Tribal Development Projects are co-terminus with other sub-divisions. Ever since the LAMPS came into being, they were supposed to be co-terminus with the blocks. But subsequently, it was found that it would be too wide an area for the LAMPS to cover. It is felt that some branches can be set up at some convenient places of different Blocks.

5.126. The Committee desired to know whether the accounts of the Tribal Development Corporation have been audited since its constitution. It has been stated in a note furnished to the Committee that the audit for the period 1972-74 (when the organisation was named the Orissa State Tribal Development Cooperative Society) was entrusted to Chartered Accountants in January, 1975, with the stipulation that audit should be completed by May, 1975. But despite the lapse of time, the Chartered Accountants have not yet completed the job. Audit for the succeeding years has not been allotted so far since the Auditors will not be able to take up the work relating to the later years unless the audit report for the previous years are available.

5.127. In this connection, the representative of the State Government has stated during evidence that the audit has not been completed so far. They have employed commercial auditors for this purpose. Perhaps there were some difficulties in regard to the availability of records.

5.128. In reply to a question, it has been stated that the working of the Corporation is monitored by the Managing Committee which meets periodically and reviews the performance. Apart from the Managing Committee, there is no other State Level Committee to monitor the work of the Corporation. Recently, however, the Planning Coordination Department have been entrusted with the evaluation of the performance of the Corporation.

5.129. Asked whether any official probe has been made into the working of the Corporation, it has been stated that in a Resolution No. 15689/TRW, dated 12-6-75 the State Government appointed a committee headed by Sri Guru Charana Nayak, MLA to review the working of the Corporation and to assess to what extent the Corporation has been able to discharge the functions entrusted to it. The report of the Committee which was submitted in May, 1976 is under consideration of Government.

5.130. Asked whether any case of embezzlement by the Managers of LAMPS had come to the notice of Govt., the representative of the State Government has stated during evidence that there will be some cases because they handle a lot of cash for purchase of minor forest produce; they also advance loans. Cooperative Organisations are not generally free from cases of misappropriation embezzlement and all that, whatever is generally true of a Cooperative organisations would also be true of the LAMPS to some extent. He has, however, added that so far they have not come across any case of embezzlement. These are found out at the time of audit.

5.131. In this connection, the representative of Ministry of Home Affairs has stated as follows:—

“The LAMPS Managers are quite free; their work is not supervised. I asked one LAMPS Manager as to who was his immediate boss, and he said, “No, we do not have any immediate boss.”

5.132. In reply to a question, the representative of State Government has stated that Managers of the LAMPS are generally the officers from the Cooperative Department on deputation. They are officers of the rank of Senior Inspector of Cooperative Societies or Sub-Registrars.

5.133. As regards the supervision of the LAMPS, he has added that there is two types of supervision. In regulatory matters, it is the representative of the Registrar of Cooperative Societies who does the work. Also the Financing Bank—the Central Cooperative Bank or the Commercial Bank—is also supposed to supervise their working. In Orissa, the IDCC, which provides credit for marketing, is also supposed to supervise the work of LAMPS on the marketing side.

5.134. In this connection, the representative of the Ministry of Home Affairs has added that the Project level, there is a Committee

looking into it. The line of inspection is from the Registrar of Co-operative Societies downwards namely, the Registrar, the Deputy Registrar, the Assistant Registrar, the Cooperative Inspector etc. LAMPS are subject to inspection by this line of hierarchy. In addition, audit is also conducted.

5.135. In a note furnished to the Committee it has been stated that for better working of LAMPS, it has been proposed that the Project Administrators, Special Officers of ITDA, Deputy Registrar of Cooperative Societies, Circle Assistance Registrars and the Secretary of Financing Bank to remain in close contact with day to day functioning of LAMPS in their respective areas.

5.136. In the 26th Report (1978-79) of the Commissioner for Scheduled Castes and Scheduled Tribes, it has been stated that in Orissa and Madhya Pradesh, lease of Sal seeds are being given to private parties. The Committee desired to know the factual position in this regard. It has been stated in a written note furnished to the Committee that the factual position regarding lease of Sal seeds is as follows:—

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*Private parties*

M/s Utakal Contractors & Joinery Pvt. Ltd.	. . . . .	12 Divisions
Orissa Minor Oils Pvt. Ltd.	. . . . .	3 Do.
M/s. Ambika Vegetables Chemicals Industries Pvt. Ltd.	. . . . .	4 Do.
M/s. Orissa Vegetable Oil Complex Ltd.	. . . . .	2 Do.]

*Corporation and Societies*

TDCC Orissa Ltd.	. . . . .	1 Division
Aska Central Multipurpose Cooperative Soc. Ltd.	. . . . .	3 Do.

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It would appear that barring the TDCC and the Aska Multipurpose Cooperative Society the lease of Sal Seeds in other forest divisions have been given to private parties.

5.137. It has, however, been added that the tribals are not being deprived of their rights to collect forest produce. On the other hand, their interests are fully safeguarded by insertion of a specific clause in the respective lease agreements of Minor Forest produce items in consonance with the items (x), (xi) and (xii) of Industries Department Resolution dated 8-1-79 as extracted below:

- (X) The lessee shall not pay wages less than to minimum as fixed by the competent authority from time to time to the primary collectors of the minor forest produce.
- (XI) The Collector of the District in consultation with the forest authorities as may be prescribed shall fix the minimum collection price of sal seed and other minor forest produce for each year one month before the collection season starts.
- (XII) The authorised officers of the Tribal Welfare Department/Forest Department/Labour Department and collector of the District shall have access to the relevant records of the lessee recording payment of wages to primary collectors of minor forest produce and would be competent to conduct field inspections.

5.138. In a note furnished to the Committee, it has been stated that the LAMPS not only provide an integrated package of services like credit, marketing and consumer business but also open an employment opportunity to the tribals in the tribal areas. Out of 2821 employees appointed by different LAMPS under different categories, 682 belong to the Scheduled Tribes.

When asked why the number of STs. was only 682 among the 2821 staff of the LAMPS, the representative of the Ministry of Home Affairs has stated during evidence that in all 223 LAMPS there will be 223 officers of the Deptt. who may not necessarily be tribals because their number is small. Then there may be a clerk-cum-accountant and a class IV employee. The Class IV employee should be normally from the area.

5.139. The Committee note that as recommended by the Bawa Committee, the Government of Orissa have organised 223 Large sized Multipurpose Societies (LAMPS) covering 118 Blocks in the sub-Plan area to meet the requirements of tribals relating to production and consumption credit, supply of seeds and other agricultural inputs, supply of consumer goods and marketing of their agricultural and minor forest produce in order to save them from the exploitation of money lenders-cum-traders and middlemen who are a major impediment in the socio-economic progress of the tribals. The Committee also note that the Orissa State Tribal Development Cooperative Corporation is working since 1972 with the main object of collection of surplus agricultural produce/minor forest produce



from tribals and distribution of essential commodities/consumer articles to them through the Fair Price Shops. However, the Government of Orissa have decided to transfer these Fair Price Shops to LAMPS with effect from 1-7-1979. The State Government have also decided to entrust the responsibility of implementing the public distribution scheme and other commodities in the sub-Plan areas to T. D. C. C. for which it has been declared as Apex organisation with the LAMPS as its primaries. The Committee would like the State Government to ensure that there is no confusion/overlapping in the activities of the two organisations i.e. the TDCC and LAMPS and proper coordination is maintained between them. The State Government should also ensure that proper check is exercised in the working of LAMPS and there is no scope for exploitation of tribals by the staff working in LAMPS.

5.140. The Committee are distressed to learn that the accounts of the State Tribal Development Cooperative Corporation (earlier known as Society) for the period 1972—74 and thereafter have not been audited. The audit of accounts for the period 1972—74 taken up by the Chartered Accountants in January, 1975 has not been completed so far, as there appears to be some difficulty in the availability of records. The Committee note that a Committee headed by Shri Guru Charan Nayak, MLA, was appointed to review the working etc. of the TDC Corporation. Although that Committee had submitted its Report in May, 1976, it is still under consideration of the Government. The Committee recommend that the working of the TDCC should be thoroughly examined and its accounts should be audited without any further loss of time to ensure that there is no misappropriation of public money. Government should also fix responsibility on the concerned officers for the serious lapse in not getting the accounts audited from year to year.

5.141. The Committee find that under the present arrangements LAMPS are operating as agents of the Tribal Development Cooperative Corporation. The Committee feel that since there has been no proper evaluation of the working of TDCC itself how this apex body can supervise the activities of 223 LAMPS. The State Government should consider this aspect in depth and ensure adequate supervision of the working of both TDCC and the LAMPS.

5.142. The Committee are happy to note that the Tribal Development Cooperative Corporation has found an export outlet for the tamarind and they suggest that avenues for exporting other forest

produce should also be explored. The export of forest produce will not only bring foreign exchange to the country but also provide employment opportunities to the local tribal population. . .

... 5.143. The Committee are unhappy to note that there are only 682 Scheduled Tribes among the 2821 staff employed in the LAMPS. The Committee suggest that more employment opportunities should be given to the Tribals in the LAMPS which have been set up in tribal areas primarily for the benefit of the Scheduled Tribes.

### G. Industry

5.144. It has been stated that the sub-Plan area has many important major industries and mining complexes. The Rourkela Steel Plant, the Cement Factory at Rajangpur in Sundargarh district, the MIG factory at Sunabeda, Ferro Manganese Factory and the Sugar Mill at Rayagada, and the J. K. Paper Mill at Chandili Rayagada, Ferro Silico Plant at Theruvalli in Koraput district and the Kalinga Iron Works, Barbil in Keonjhar district are some of the major industries in the sub-plan area. Mining activity has gathered considerable momentum in Keonjhar district and with the discovery of large deposits of Bauxite in Koraput district, it would also be an important mining area in the near future.

5.145. In the Small Scale and Village Industries Sector Sericulture, Bee Keeping, Khadi and Village Industries and Handicrafts are the major components of the Sixth Plan Programme of the sub-Plan. The District Industrial Centres are expected to play an important role in encouraging tribal entrepreneurs, providing adequate training, arranging raw materials, credit and other inputs and securing adequate marketing facilities. Under craftsman training scheme, some of the Industrial Training Institutes in sub-Plan area will be strengthened and a polytechnic will be opened at Rayagada in Koraput district. Important crafts as in the I. T. Is. will be introduced in selected Ashram schools and High schools located in the sub-Plan area. With a view to organising flow of credit and Services systematically maximum support will be extended to industrial cooperatives.

5.146. Tassar production in the sub-Plan area which is at present 30,000 kahans (1 Kahana=1,280 Nos.) is proposed to be stepped up to one lakh Kahan. The number of Tassar Reares Cooperative and their membership will be increased from 33 to 57 and 21,048 to 30,000 respectively. Special attention is being given to increase

the area under Asan, Arjun and other host-plants under plantation programmes taken up by Forest and Soil Conservation Departments. The number of training centres for reeling yarn will be increased by 20. Special demonstrations will be organised for propagation of improved techniques to increase production. Research has been successful involving a better race of seed cocoons and the multiplication of these cocoons will be stepped up systematically and supply augmented. Mulberry has been introduced in the Sub-Plan area on an experimental scale and holds much promise. It is proposed to make an effective beginning in the remaining years by increasing the area under mulberry, arranging supply of cocoons and organising rearing for rearing of mulberry worms and production of mulberry yarn.

5.147. During the period 1974—80, Rs. 203.57 lakhs have been utilised out of pooled resources in the sub-Plan area under Village and Small Scale industries programmes. The important physical achievement made under this sector out of special central assistance are as follows:—

- (a) Organisation of one Mulberry silk Training Centre.
- (b) Establishment of 5 Pilot Project Centres.
- (c) Establishment of 4 Reeling Centres.
- (d) Establishment of 2 Seed Centres.
- (e) Establishment of one Lac Processing Centre.
- (f) One Rope making unit.

5.148. 76 Bee Keeping Units have been organised. Besides 1900 Bee Boxes have also been distributed among Scheduled Tribes beneficiaries.

5.149. The Committee desired to know the details of the bee keeping programmes implemented under the Tribal Sub-Plan in Orissa during the period 1974—80. It has been stated in a note furnished to the Committee that the Bee-Keeping Programme under the Tribal Sub-Plan in Orissa was launched by the Orissa Khadi & Village Industries Board in the year 1976-77 in the I.T.D.Ps. of Balasore, Keonjhar, Mayurbhanj, Sundargarh, Sambalpur, Kalahandi, Phulbani and Koraput Districts.

5.150. It was decided to open 150 Bee-Keeping Centres in 3 years i.e. 40 Centres in 1976-77, 50 in 1977-78 and 60 in 1978-79. Subsequently it was decided to confine the programme to 100 centres.

5.151. The State Government sanctioned funds as grants from special Central Assistance for implementation of the programme as follows:—

1976-77	Rs. 61,940.00
1977-78	Rs. 2,14,900.00
1978-79	Rs. 5,39,550.00
1979-80	Rs. 2,50,000.00
1980-81	Rs. 3,60,000.00

5.152. The funds sanctioned during 1976-77 & 1977-78 were placed at the disposal of project Administrator of the respective I.T.D.Ps. and that of 1978-79 onwards in favour of the State Khadi Board. Out of the funds sanctioned during 1978-79, Rs. 1.12 lakhs could not be encashed by the Board and so a sum of Rs. 4,27,550 was actually made available during that year. Out of the grant a sum of Rs. 1,79,150 was meant for bee-boxes and equipments and the rest Rs. 2,48,400 towards salaries of the Bee-Keeping Staff. During the year 1979-80 and 1980-81, the funds sanctioned by Government were for staff charges only.

At present 100 Centres are functioning in 21 I.T.D.Ps.

5.153. The State Khadi Board manufactures bee-boxes and other equipments in its Saranjam Karyalaya and supplied the same for distribution among the tribal Bee-Keepers to different I.T.D.Ps. as per their requirements from time to time. The State Khadi Board has supplied bee-boxes and equipments worth Rs. 3,66,260.68p from 1976-77 to 31-1-81. The tribal beneficiaries have been allowed subsidy on the bee-boxes to the extent of Rs. 1,36,170.10 during this period by the Khadi and Village Industry Commission, Bombay. The balance cost has been met from out of the grants sanctioned by the Government. It is expected that bee-boxes to the extent of Rs. 72,000 will be supplied by the Board by 31st March, 1981.

5.154. It has been stated that the Bee-Keeping programme has helped the tribal people to increase their annual earning by Rs. 44 during 1979-80.

5.155. In reply to a question, it has been stated that technical know-how is made available by the State Khadi Board and the Khadi & Village Industries Commission. In each Bee-Keeping Centre one trained and experienced fieldman has been posted for proper supervision and working of bee-hives of each Tribal Bee-keeper and as well as to guide them for upkeeping of the hives.

The Khadi & Village Industries Commission has posted six Area Supervisor to supervise the work of the Bee-Keeping fieldmen besides the overall supervision of the State Khadi Board through its Supervisor. The State Board has also opened one Bee Nursery with one Nursery Keeper to produce Bee-Colonies by multiplication of parent colonies to meet the requirement of Bee-Keepers.

5.156. When asked about the Programme in this regard for the Sixth Plan Period, it has been stated that at present 100 Bee-Keeping Centres are functioning in the I.T.D.A. Areas. It is proposed to have 200 more centres during 6th Plan period of which 30 each in 1st and 2nd year, 40 in the 3rd year and 50 centres in the 4th and 5th year. Thus there will be 300 centres at the end of the plan period.

5.157. As regards the Industrial Training Institutions, Polytechnics etc. set up in tribal regions to provide more training facilities for the Scheduled Tribes, it has been stated that the State Government are taking various steps for the welfare and upliftment of Scheduled Castes and Scheduled Tribes. So far as the Directorate of Technical Education and Training, Orissa is concerned, steps have been taken to provide training facilities to the Scheduled Caste and Scheduled Tribe boys in different Technical Training Institutions in different trades. The following Institutions have been established in the Tribal Area sub-Plan.

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(I) Engineering College :	(1) Regional Engineering College, Rourkela
(II) Engineering School, and Polytechnics :	(a) O.S.M.E. Keonjhar
	(3) U.G.I.E. Rourkela
	(4) S.K.D.A.V. Polytechnic, Rourkela.
	(5) Rayagada Polytechnic, Rayagada.
(III) Industrial Training Institute :	(1) I.T.I. Rourkela
	(a) I.T.I. Barbil
	(3) G.I.T.I. Ambaguda.

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5.158. Besides the above institutions, there are 3 other institutions as indicated below which are fully financed by the Harijan and Tribal Welfare Department, Government of Orissa:

- (1) I.T.I. Takatpur, Distt. Mayurbhanj.
- (2) Training-cum-Production Centre. Junagarh, Kalahandi.

## (3) P.C.I.I. Baripada Distt. Mayurbhanj.

The above 3 institutions provide training facilities for the tribal boys only and in case sufficient number of tribal boys are not available as per the intake capacity, S.C. boys are taken in.

5.159. In all the institutions except the institutions fully financed by the Harijan and Tribal Welfare 24 per cent of the total intake capacity are reserved for S.T. boys and 16 per cent for S.C. boys.

5.160. As regards the traditional crafts of tribals, it has been stated in the guidelines for preparation of Tribal Sub-Plan 1978—83 issued by the Ministry of Home Affairs to State Governments, that in the process of modern development, the traditional craftsmen in the tribal areas have been particularly adversely affected because they are facing an unequal competition from the products of large scale industries. While the Integrated Tribal Development Projects have identified these groups yet suitable programmes have failed to emerge so far. In fact, the village and household industries have not claimed the attention which they deserve, although allocation in the State Plans have been substantially stepped up in the current plan period. Having now identified the problems, a programme will have to be evolved for each of these groups in the course of this year and the next. The problems of these most adversely affected sections amongst the tribal communities should get the high priority and may be adequately provided for in the Sixth Plan.

.. 5.161. The Committee are unhappy that though the sub-plan area in Orissa has many important major industries and mining complexes, yet these industries have not provided employment opportunities to the tribals so as to improve their economic condition. The Committee suggest that the Ministry of Home Affairs should impress upon the Public Sector Undertakings located in tribal areas to step up the intake of local Scheduled Tribe and Scheduled Caste candidates both as regular employees and as apprentice trainees. The Committee need hardly stress that it is the moral duty of Public Sector Undertakings to do their utmost to absorb trained Scheduled Caste/Scheduled Tribe apprentices in different trades in their respective organisations. The State Government should set up Industrial Training Institutes in Tribal areas to the maximum extent possible and also keep a watch that the Training Institutes and polytechnics in the State turn out maximum number of trainees in those trades for which there is demand in the Public Sector

**Undertakings.** For this purpose there should be close liaison between the State Industries Department and the Public Sector Undertakings. The State Government should also give adequate publicity among tribals about the training/employment opportunities available to them in major industries located in sub-plan area.

5.161A. The Committee recommend that the tribal families who have been displaced as a result of setting up of major industries in the tribal areas should be given adequate compensation on a priority basis and necessary arrangements should be made both for their rehabilitation and providing them employment in those major industries.

5.162. The Committee note that there is good potential for tassar production in the Sub-Plan area of Orissa and the State Government has already taken steps towards the development of this industry. The Committee suggest that silk manufacture should also be developed on a large scale in the tribal areas under the guidance of the Central Silk Board.

5.163. The Committee also note that under tribal Sub-Plan Bee-Keeping Programme was started in 1976 and at present 100 Bee-Keeping Centres are functioning in 21 ITDPs. The Committee are constrained to observe that there has not been proper planning and monitoring of the Bee-Keeping Programme in the tribal Sub-Plan area with the result that the programme has helped the tribal people to increase their annual income by Rs. 44 only during 1979-80 whereas the money spent on staff salaries during that period was of the order of Rs. 2,50,000.

.. The Committee suggest that the progress of Bee-Keeping programme should be reviewed first in the light of the expenditure incurred thereon during the period 1976—80 and then a final decision should be taken whether it is worth while to increase the number of such centres to 300 during the Sixth Plan.

5.164. The Committee suggest that Government of Orissa should identify particular cottage industries which have good potential for development in Sub-Plan area and encourage the tribals to develop those industries by providing them credit, marketing and training facilities. Necessary guidance and technical know-how should also be provided to the tribals to improve the quality of their products. The Committee feel that some of the crafts with necessary financial support can supplement the income of the tribal people and if any government agency provides fair price to the craftsmen for their products they can utilise their art as a permanent source of income.

## H. Forestry

5.165. The Committee have been informed that for the development of the tribals, organisations like Tribal Development Cooperative Corporation and Samilpal Forest Development Corporation have been set up by the State Government. Steps are also being taken to record forest villages as revenue villages. Important schemes like plantations, infrastructure development and cultivation of fruit bearing trees in Podu ravaged lands are also being implemented by Government. Further Government desire that afforestation programmes should be based on farm forestry schemes and for higher production of Minor Forest Produce. The farm forestry programme will be taken up, out of the funds of Forest Department and during the current year some 20 lakh Sapplings of suitable species have been distributed. Government desire that TDCC should have monopoly of procurement and marketing of important MFP and appropriate entrepreneurs should get their requirements of forest produce from TDCC.

5.166. Steps are being taken to set up forest based industry in the tribal areas for financial and economic development of tribals. A Sal Seed Extraction Unit is proposed to be established by S.F.D.C. in Mayurbhanj District.

5.167. Forest produce like Mahua, Tamarind, Siali, Firewood etc. are collected by the tribal for their domestic consumption and sale. Even edible fruits, roots, creepers, thatch grass, Sabai grass are allowed free to them in some of the Reserve Forests. Government have allowed them to transport and process upto 50 kgs. of tamarind and 10 bundles of hill brooms without permit. Most of the MFP are purchased by Tribal Development Cooperative Corporation and Forest Marketing Cooperative Society from the tribals and thus payment of fair wages is ensured to the tribals. Nilgiri Forest Marketing Cooperative Society has been given lease of timber and firewood go ups to be worked by the tribal labourers of the society with a view to abolish contract system of forest working.

5.168. In reply to a question, it has been stated that Corporations like TDCC and Similpal Forest Development Corporation have been set up by Government to regulate the marketing of produces collected by tribals from Reserve Forest or forest under the occupation of tribals.

5.169. The representative of the Government of Orissa has informed the Committee during evidence that the tribals are allowed



free of cost to take the roots, fruits and other forest produce in reserve forests but not in ordinary forests.

5.170. In reply to a question, he has stated that the Samilipal Forest Development Corporation is for the development of that particular area, whereas the Orissa Forest Development is for the whole State.

5.171. In reply to a specific question, whether there were any plans for setting up more Forest Corporations, the representative of the State Government has stated that probably for Mayurbhanj district also there is going to be one Corporation.

5.172. Asked whether these Corporations were putting restrictions on tribals to avail of the benefits and facilities in forests, the representative of the State Government has stated as follows:—

“The Corporation activities are limited to timber extraction and I do not think they restrict the various rights enjoyed by the tribals.”

5.173. When the Committee pointed out that in Koraput District, a firm from Andhra Pradesh had cut the forests useful for tribal economy and were doing teak plantation, the representative of the Govt. of Orissa has stated during evidence that in addition to teak plantation, plantation of fruit-bearing trees is also being taken up which helps in the development of forestry in the denuded area.

5.174. In this connection, the representative of the Ministry of Home Affairs has stated as follows:—

“We have said that so far as plantation in tribal areas is concerned, it should consist of mixed species and it should not consist of commercial species like teak only. Forests in the tribal areas are natural forests which are comprised of mixed forests. When we are extracting teak out of the mixed forests and planting teak only, it will become a teak forest. There was an agitation in Singbhum where they were agitated against plantation of teak plants. Thereafter, the State Government adopted the policy of mixed species. I do not think there is any difficulty in Orissa.”

5.175. The Committee pointed out that large amount of foreign exchange as being spent on the import of edible oils and suggested that species of trees like Mahua should be planted in the forests so

as to increase the production of oil-seeds. In this connection, the representative of the Ministry of Home Affairs has stated that the Ministry of Civil Supplies is seized of the matter. They are trying to establish some project for conversion of the oil seeds, which are found in forests, into oil.

5.176. In this connection, the representative of the Planning Commission has stated as follows:—

“I appreciate very much your suggestion about those trees from which we can produce oil from the seeds. We can tabulate about those kinds of trees and we will request the States to include them in the social forestry programme.”

5.177. When the Committee suggested that the collection charges of forests produce should be raised for the benefit of tribals, the representative of the Government of Orissa has stated as follows:—

“So far as collection charges are concerned, I think tribals are paid at the prevailing price in the area. I do not think that the tribals are being deprived of their legitimate due. The price is fixed by the Collector. The tribals will get better price if marketing and processing arrangements are made. We should try for that in the Sixth Five Year Plan.”

5.178. The Committee note that the Government of Orissa is taking steps to record forest villages as revenue villages. The Committee recommend that this work should be completed immediately and all social and economic developmental programmes undertaken in revenue villages should be extended to forest villages.

5.179. The Committee note that the tribals are allowed to collect the forest produce like Mohua, Tamarind, Siali, Firewood etc., for their domestic consumption and sale. In some of the Reserve Forests even edible fruits, roots, creepers, thatch grass, Sabai grass are allowed free to them. The Committee suggest that a uniform policy should be adopted in all the Reserve Forests so that harmonious relations are maintained between the forest authorities and the tribals and the tribals do not feel that their traditional rights and privileges are being encroached upon.

5.180. The Committee suggest that the Government should consider planting more trees bearing oil-seeds in the forest so that edible

oils could be extracted from them and the foreign exchange being spent on the import of edible oils is saved.

5.181. The Committee note that the collection charges of forest produce paid to tribals is fixed by the Collector depending upon the prevailing market prices. The Committee hope that the State Government will ensure that the collection charges are adequate in the context of rising prices of commodities.

### I. Horticulture

5.182. Many of the tribal areas afford congenial agroclimatic condition for horticulture and, in fact, the tribals have a special aptitude in this regard e.g. Nilamgiri, Chandrapur and Belghar belt.

5.183. Horticulture has been accepted as a Major Thrust Programme in the Tribal Sub-Plan area. Insitu plantation has become very popular among the tribals and during the last 6 years (1974-80) over 17840.84 acres of land has been successfully brought under horticulture plantation. The Horticulture and plantation programme in Tribal sub-Plan area with limited ownership and professional management has been adopted for economic development of tribals. The horticulture programme developed in the State of Orissa, generally referred to as the 'Gro-Technology' has been commended by the Ministry of Home Affairs, Government of India, for adoption in all the tribal area of the country. From the year 1976-77 insitu plantation in the tribal areas has been taken up with success.

5.184. In addition to the general plantation programme schemes are under implementation for imparting training to tribal boys in Horticultural Technology. Schemes are also under implementation for production of quality planting materials to support the insitu fruit plantation programme.

5.185. During the period 1974-80, Rs. 135.55 lakhs have been utilised under this Sector out of Special Central Assistance and the following physical achievements have been made.

- (a) Fruit grafts have been supplied to over 15,110 tribal beneficiaries under backyard plantation programmes.
- (b) Over 16,652.84 acres have been brought under Horticulture Plantation.

5.186. The Committee desired to know the steps taken by the Government to popularise the horticulture among the Tribals during the sub-plan period (1974—80). It has been stated in a note furnished to the Committee that Tribals in the State normally live in the hilly areas which are highly suitable for horticulture plantations. Besides the tribals love fruit plants. With this background horticulture programmes have been formulated for the tribal areas during sub-plan period i.e. 1974 to 1980. A method has been developed recently for large scale fruit plantation. This method is known as insitu plantation. This is based on a low cost technology. Under this method it is possible to take up large scale fruit plantation in high lands, hill slopes and drought affected areas. To take up the large scale plantation in the State under this programme, 29 centres headed by one Horticulturist Project Officer for each centre have been established. Out of 29 Centres, 21 centres are established in the forest produce like Mohua, Tamarind, Siali, Firewood etc., for future development in the Tribal areas. All the horticultural schemes executed in the State are in operation in these areas. In addition to the State plan funds sufficient flow of funds has been made from Drought Prone Areas Programme and Special Central Assistance for horticulture.

The horticulture plantations are mostly taken up in the lands which are unsuitable for annual cropping, from where the tribals do not get economical return. Now after the introduction of large scale fruit plantation in these areas, there will be economical returns. The plantations which were raised during 1975-76 and sidegrafted during 1977-78 have started bearing fruits. But for economical bearing it will take another three to four years. When all the plants so far planted will come to the economical bearing stages, the tribals will be much more benefited.

In addition to the long term fruits introduction of short term fruits like banana, pineapple and papaya cultivation also has been made in the tribal areas. The farmers who have taken up these programmes are already benefited. But large scale plantation of the short term fruits by the tribals will take some time and it may not be possible to take up these crops in all tribal areas due to lack of irrigation facilities.

51.87. The Committee desired to know whether the tribals have adequate marketing facilities for the sale of their produce and to get reasonable return. It has been stated in a note furnished to the Committee that at present fruit produced by the tribals are being marketed through normal trade channel. The major fruits produced by the tribals are oranges in Ramagiri area of Ganjam district, Niamgiri Hills of Koraput district, and pineapple in Niamgiri hilly areas. However, very recently attempts have been made to organise cooperative marketing societies for sale of oranges in R. U. Udayagiri area and all the fruits produced in these areas are channelised through these cooperative societies since last two years. However, it will not be difficult to organise cooperative societies for sale of fruits of the plantations taken up in the tribal areas for other fruits as well as the fruits now being produced by the tribals.

5.188. The total allocation of funds under different schemes since 1974 onwards and the flow to the tribal sub-plan areas has been stated to be as under:—

Name of the Scheme	Figures in lakhs												
	1974-75		1975-76		1976-77		1977-78		1978-79		1979-80		
	B.P.	Actual	B.P.	Actual	B.P.	Actual	B.P.	Actual	B.P.	Actual	B.P.	Actual	
1. Fruit Development		14.11	9.44	12.48	10.17	8.84	8.44	6.16	2.68	7.22	4.42	6.52	1.85
2. O.P.M.		8.44	8.00	8.03	4.54	6.18	4.44	3.83	1.46	6.19	2.95	8.40	8.14
3. Banana Package Prog.		4.00	2.47	5.19	3.13	3.78	2.47	4.90	1.22	4.10	0.88	3.05	2.73
4. Pineapple Development		3.00	2.50	3.00	2.65	3.20	2.89	1.43	1.07	1.80	1.35	2.21	1.16
5. Insitu Plantation								10.71	6.89	9.69	5.16	5.31	5.26
6. I.T.D.P. Special Central Assistance						19.35	9.35	4.80	37.97	54.78	51.58	26.68	23.91

5.189. When asked why the amount of allocation for horticulture had decreased in 1979-80 as compared to 1974-75, the representative of the State Government has stated during evidence that in the beginning they had taken up the plantation work and then they had tried to consolidate. In the subsequent years, there was only maintenance expenditure. Another reason is that in some areas pineapple and banana cultivation programme has not proved successful. Again, in the Sixth Plan they will take up new areas. There is no market in the case of pineapple.

During the last 2-3 years, two lakh orange seedlings have been supplied. Now about 4 lakh orange seedlings are ready and a bigger area will be covered.

5.190. When the Committee suggested that a part of the forest revenue should be spent on the development of tribal areas, the representative of the State Government has agreed that it is logical to say that a larger portion of the forest revenue should be spent for the development of tribal area and tribal people.

5.191. The Committee are glad to note that Horticulture has been accepted as a Major Thrust Programme in the Tribal sub-Plan area in Orissa and a method known as insitu plantation which is based on a low cost technology has been developed for large scale fruit plantation in high lands and hill slope in tribal areas. This method has become very popular among the tribals and during the last six years (1974—80) over 17840.84 acres of land has been successfully developed under Horticulture Plantation Scheme. The State Government also impart training to tribal boys in Horticulture technology. The Committee further note that plantations which were raised during 1975-76 and side-grafted during 1977-78 have started bearing fruits and in another three or four years they will reach economical bearing stage. The Committee hope that in order to uplift the tribals economically this programme will be continued during the Sixth Plan with greater vigour and at the same time the State Government will ensure that there is no exploitation of tribals by middlemen in the disposal of their fruits. In the Committee's opinion marketing of fruits should be entrusted to various cooperative societies.

5.192. The Committee recommend that instead of giving limited ownership rights to the tribals they should be made fullfledged owners of the pieces of land on which fruits are grown by them. This will not only give them a feeling of economic stability but also encourage them to work tirelessly on their "own land."

5.193. The Committee suggest that a large portion of the forest revenue should be spent on the development of tribal areas and tribal people.

5.194. In horticulture, there is scope for development of both long term and short term fruits depending upon the agro-climatic conditions and irrigation facilities. The Committee recommend that as far as possible, there should be mixed-fruit approach i.e., plantations of both short term and long term fruits should be grown so that the tribal people have not to wait for long for getting return from the Plantations.

5.195. The Committee suggest that Government should also consider the feasibility of setting up Fruit processing plants in areas where there is scope for large scale production of fruits.

### J. Animal Husbandry

5.196. The Committee have been informed that there is tremendous scope for development of poultry, piggery, goat-keeping; where possible sheep rearing in tribal areas.

Animal Husbandry schemes aim at providing supplementary income to the landless tribals and small and marginal farmers and help them to become self sufficient. Schemes taken up for providing sheep, goat, pig and poultry have had a good impact and it is proposed to expand the scope of these schemes and also provide the necessary health support.

5.197. During the period 1974—80, Rs. 181.34 lakhs has been utilised under this sector out of pooled resources and the following physical achievements have been made:

- (a) 21895 goat units have been organised.
- (b) 676 sheep units have been organised.
- (c) 670 pig units have been organised.
- (d) 2262 Boars have been distributed.
- (e) 12206 birds have been distributed.
- (f) Opening of 35 Veterinary Dispensaries.
- (g) Opening of 107 Live Stock Aid Centres.
- (h) 360 duck units.
- (i) 386 dairy units.



- (j) 54 poultry units.
- (k) 601 breeding centres.
- (l) 2490 tribal farmers were trained.
- (m) 42 A. I. Centres.
- (n) 1237 bucks have been distributed.

5.198. The Committee enquired about the policy of the Government of Orissa to supply goat rearing units to tribals for the betterment of their economic condition. It has been stated in a note furnished to the Committee that one Goat Unit consisting of 4 she-goats is given to a tribal family. 50 per cent of the cost is given as subsidy. Rs. 800/- is the estimated cost of 4 she-goats (upper ceiling). Bucks of improved breed are also given to host beneficiaries in a village where reasonable goat units are supplied.

5.199. When the Committee asked about the number of families benefited under the programme of animal husbandry, the representative of the Government of Orissa has stated during evidence that there are seven lakh families in the sub-plan area. One unit of animals has been given to each family.

5.200. When asked about the steps taken to popularise poultry farming during the period 1974—80 under tribal Sub-Plan, it has been stated that the original idea under the poultry Programme was to supply improved cockrels to the interested tribal who was prepared to exchange his desi cockrels in place of improved ones in order to take up upgradation of poultry birds. As we know in the Integrated Tribal Development Area this programme proved a failure on the ground that the improved cockrels were eliminated by desi cockrels. Even they were afraid of desi hens. It was very difficult for the host to rear these improved cockrels, with the presence of desi cockrels and hens in the areas. The idea of exchange of desi cockrels has not found favour with the tribals who are practising cock fighting even on bets. The programme of supplying 6 pullets per tribal family also proved a failure with the presence of desi hens and cockrels. After such experiments, the Harijan and Tribal Welfare Department programmed to supply 25 white leg horn pullets with 3 austrolope cockrels to the tribal institutions like High Schools Kanyashrams etc. for nutritional benefit to the tribal boys and girls in the institutions as also for the purpose of hatching to improve the breed. To popularise poultry farming, this department is giving share capital, managerial subsidy and house rent subsidy at the rate of Rs. 10,000/-, Rs. 3,000/- and Rs. 600/- respectively to the Poultry Cooperative Societies. Provision for giving subsidy on equipment

has also been made. There is no dearth of markets for sale of eggs by the tribals. The tribals have been instructed by the Project Veterinary Assistant Surgeon to approach nearby dispensary or Live stock Air Centre in case of birds suffering from any disease. They have also been instructed by Veterinary Assistant Surgeon in charge of the programme about the feed to be given to the birds.

Under the Economic Rural Rehabilitation Programme a list of shandies have been supplied to all collectors|all S.D.Os|all B.D.Os and all D.V.Os to enable them to purchase animals like cows, goats and bullock. Government have also instructed the Director to identify supplier of big and small animals and send a list of such suppliers to all Special Projects, Distt. Veterinary Officers and Block Development Officers for making purchases from them.

5.201. When the Committee pointed out that the poultry programme was a total failure in the tribal area, the representative of the Planning Commission has stated during evidence as follows:—

“We are aware of this problem. We are advocating a two-fold approach to solve this problem.

The first one is concerning the feed and maintenance of an exotic breed of poultry. It is proposed to substitute all the local male cocks by the exotic breed and that brings immediately 50 per cent exotic flock. These are beneficial for resistance to disease also. The cross-bred cocks have the ability to take local feed. We also get more eggs. If this programme is adopted for the village as a whole or for a certain area as a whole, then only it succeeds. Otherwise, the exotic cock is killed or destroyed by the native cock which are stronger. Secondly, even the local breeds which have a greater potential should be identified and upgraded on more scientific lines. This is the major thrust of our policy as far as backyard poultry improvement is concerned.”

5.202. When the Committee suggested that instead of having hybrid varieties of pigs, goats and cows, the emphasis should be on developing the local breed, the representative of the Planning Commission has stated as follows:—

“It can be taken up in a big way. You take, for instance, the cross-breeding of local cow. Though artificial breeding programme, you can get within a year a female cow which

in another three years starts giving milk. It brings about a change in the breed of cows. You can see for yourself that within the plan period itself the change takes place."

5.203. The representative of the Planning Commission has further stated that Ducks prove more useful and hardier than other members of the fowl family. They can provide eggs and also meat to the rural people. Therefore, the Planning Commission have laid more emphasis on duck development programme.

5.204. As regards the market for dairy and poultry produce, the representative of the Government of Orissa has stated that there are some development pockets in the tribal areas. The Aluminium Project is coming up in Koraput District. Poultry and dairy units should be developed on a commercial scale around these areas. Preferably the tribal boys should be trained in Poultry and Dairy farming. They will then understand that technology. They can be put incharge of these units.

5.205. When asked about the scope of the development of fisheries in the tribal areas, it has been stated that the scope for development of fishery in tribal areas is extremely limited due to the inadequate water areas for development of pisciculture. The available water areas are being renovated to make them suitable for pisciculture with modern technology.

5.206. In this connection, the representative of the State Government has stated that Fish culture programme has not been a success. But, it can be successfully implemented in the reservoirs of the medium irrigation projects. The possibility has to be explored.

5.207. The Committee enquired the Government whether the Government have made adequate arrangements for veterinary hospitals and Livestock Aid Centres for Promotion of Animal Husbandry Programme. It has been stated in a note furnished to the Committee that as per government policy decision, one Veterinary dispensary is opened for every 25000 cattle population and one Livestock Aid Centre in each Gram Panchayat. Besides additional inputs are provided under medicines and equipments to the extent of Rs. 4,500 for each. A Class dispensaries in district headquarters, Rs. 3,500|- for B Class dispensaries at Sub-divisional headquarters and Rs. 2000|- for C Class dispensaries existing in other areas and Rs. 750|- for each Livestock Aid Centre.

5.208. The Committee are concerned to note that although there is tremendous scope for development of poultry, piggery, goat keep-

ing in the sub-Plan area yet these programmes, have not picked up well and the poultry farming has been a total failure. The Committee suggest that before launching such programmes proper training must be imparted to the beneficiaries in regard to the maintenance of birds/animals ect. Besides this, a periodical review of each programme should also be made to find out the extent of its success or failure.

5.209. The Committee feel that there should not be too much emphasis on importing new varieties of animals in the tribal areas as their survival is sometimes difficult on account of lack of training of the local people in handling those animals and also due to insufficient arrangements for supply of feed and veterinary aid. The Committee, therefore, suggest that animal husbandry programmes for the tribal areas should aim at improving the local breeds of birds/animals by the method of cross-breeding so that the local breed gets upgraded at lesser cost.

5.210. The Committee recommend that as suggested during evidence by the representative of the Planning Commission, the Government may take up the duck development programme in the tribal sub-Plan area.

5.211. The Committee note that the scope of development of fishery in tribal areas is extremely limited due to inadequate water areas for development of pisciculture. The Committee suggest that, as pointed out by the representative of Government of Orissa during evidence, the possibility of developing fishery in the reservoirs of medium irrigation projects should be explored.

#### K. Drinking Water

5.212. The Committee have been informed that the problem of safe drinking water supply is very acute in the tribal areas. There are large number of tribal villages where protected drinking water supply through out the year is not available. No doubt, quite a good number of wells have already been constructed, but many of these wells dry up during summer.

5.213. Due to geophysical condition it has become difficult to construct open wells in some of the tribal areas. Construction of tube-wells is equally difficult in these areas. In the tribal areas, comparatively speaking, the density of population is not high as in the non-tribal areas. Further, large sized villages are small in number while there are innumerable hamlets. The criterion fixed under Minimum Needs Programme for provision of drinking water wells in the rural

areas do not justify construction of wells in the tribal hamlets on the basis of population. The State Public Health Department have identified 10468 villages as problem villages in the Tribal Sub-Plan area. Out of these problem villages, in 7650 villages either tube well or sanitary wells have been provided (2729 tube wells+3921 Sanitary wells). In the remaining problem villages, either tube wells or sanitary wells will be provided during the Sixth Plan Period.

5.214. As indicated earlier, drinking water facility as not provided in the tribal hamlets under Minimum Needs Programme where the minimum population criterion are not fulfilled. It is estimated that in the Sub-Plan area covering 118 blocks out of 314 blocks in the State, there are about 15000 tribal hamlets and out of that in about 8,000 hamlets there is no drinking water facility. To meet the situation, out of special central assistance, funds have been sanctioned for construction of drinking water wells in the tribal hamlets where construction of wells or tube-wells is not provided under Minimum Needs Programme. During the period from 1976-77 to 1979-80 Rs. 82.39 lakhs were sanctioned for this purpose out of Special Central Assistance and with this money 2992 drinking water wells and 4 Cisterns have been constructed. Construction of 166 wells is under progress.

5.215. The Working Group on Tribal Development during Medium Term Plan 1978—83 has recommended in its Report that the unit of planning for drinking water supply for the tribal areas should be a hamlet. A source of drinking water should be provided to all hamlets in the next five years. The Committee desired to know as to how many hamlets have been identified as problem hamlets in the sub-plan area. It has been stated in a note furnished to the Committee that in the State of Orissa 27077 villages have so far been identified as problem villages out of which 10468 villages are situated in tribal sub-plan area. No Hamlet-wise survey has been conducted so far.

5.216. The Committee note that Government of Orissa have provided drinking water facilities in 7650 villages out of 10468 problem villages identified by the State Public Health Department. The Committee further note that no hamlet-wise survey has been conducted by the State Government but it is estimated that the total number of hamlets in tribal sub-Plan areas is around 15000 out of which drinking water facilities have been provided in 8000 hamlets.

5.217. The Committee are in full agreement with the recommendation of the Working Group that the unit of planning for drinking water supply for the tribal areas should be a hamlet.

### L. Housing Schemes

5.218. It has been stated that negligible provision is available for housing under the Integrated Housing Scheme where financing is to be given to Adivasis and Harijans. Only 900 houses could be constructed for tribals due to the meagre allocation provided in the Plan.

5.219. The Committee desired to have the details about the money allocated for the housing schemes for tribals during the period 1974-80 and the tribal families thereby benefited. It has been stated that the State Government of Orissa is collecting the information and it will be submitted to the Committee separately. The representative of the Government of Orissa has however, informed the Committee during evidence that the Government is building houses under integrated Housing Scheme for Scheduled Castes and Scheduled Tribes. When the Committee pointed out that the tribals might like to build houses according to their own taste, the representative of the Planning Commission has stated as follows:—

“I entirely agree with this, I have one more suggestion here. Let them provide labour, Government will provide in kind.”

5.220. The representative of the State Government has also informed the Committee that many colonies built by Tribal Welfare Development are deserted.

5.221. The Committee feel surprised that many colonies built for tribal people by the Tribal Welfare Department are deserted. This only shows that the Department which is responsible for the welfare of tribals has no clear idea about the needs and preferences of the tribal people. The Committee need hardly stress that it is no use spending money on costly housing programmes without ascertaining the wishes of the local people who have actually to reside in these houses. The Committee suggest that the tribal people should be encouraged to build their own houses and Government should provide necessary help in the form of building material.

### M. Rural Electrification

5.222. In the 26th Report of the Commissioner for Scheduled Castes and Scheduled Tribes (1978-79), it has been stated that the development of infrastructure through public investment is a necessary condition for stimulation of economic growth and entrepreneurship in the tribal areas. Rural electrification is important for development of the tribal areas. In the 5th Plan, a substantial outlay was set apart for rural electrification in the tribal areas and some progress was achieved in that direction. But in many cases the norms were such that the schemes could not reach to the sparsely populated areas in tribal regions. Rural electrification has to be linked to the economic programmes like irrigation and village and household industries. A programme of electrification suitably linked with the plan of processing units for at least the first stage processing of commodities available in the tribal areas and energising pump sets, should be prepared.

5.223. When the Committee pointed out during evidence that for electrification, there are two schemes—one is the normal scheme coming under the State Government and the other Rural Electrification Corporation Scheme. When the Rural Electrification Corporation Scheme is extended to the tribal areas, the villages will be electrified. But the Rural Electrification Corporation has not extended that facility to those areas. The Committee desired to know the reasons therefor. The representative of the Planning Commission has stated as follows:—

“In the case of Orissa State, the discussion for the tribal Sub-Plan is yet to be taken. If he honourable Member suggests inclusion or non-inclusion of the Project and for the flow of funds, his suggestion would be taken note of.”

5.224. The information called for by the Committee with regard to rural electrification programmes implemented during the 5th Five Year Plan could not be furnished by the Ministry of Home Affairs as necessary information was awaited from the Government of Orissa.

5.225. The Committee are in agreement with the Commissioner for Scheduled Castes and Scheduled Tribes that rural electrification is important for development of tribal areas. In the absence of necessary information about the progress achieved in rural electrification during the Fifth Plan period in Tribal Sub-Plan area of Orissa, it is difficult for the Committee to come to any definite conclusion. The Committee, however, feel that rural electrification should be given top priority during the Sixth Plan period and more funds should be earmarked for rural electrification programme in tribal areas both by the Central and State Governments.

NEW DELHI;  
April 23, 1981

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Vaisakha 3, 1903 (S)

R. R. BHOLE,  
Chairman,  
Committee on the Welfare of  
Scheduled Castes and Scheduled Tribes



**APPENDIX I**  
(Bids para 1.8 of Report)

*Statement Showing Broad Outlines of the GTDPs in Orissa*

S. No.	Name of ITDP	Headquarters	Major Tribal Communities	No of schools upto 1979-80	% of literate 1971 census	Hospital & Dispensaries	Beds per lakh of population	Road length (KM)	Total Coop. Institutions	Scheduled Tribes Members	Others
1	2	3	4	5	6	7	8	9	10	11	12
1	Gumspur	Gumspur Koraput District	Kondh Soura Dongrio-Kondh Jutia Kondh Lanjia soura	683	13.4	14	26	696	75	20557	17454
2	Jeypore	Jeypore Koraput District	Gedava Paraja Bhumian Bhatera Pardaha	563	12.8	11	31.3	2101.6	7	18933	15685
3	Champus	Champus District Koraput	Konba Munda Bhuyan Sasanti Ganda	981	19.12	10	23	261	43	6465	13909
4	Paupoth	Paupoth Rourkela-12	Orson Kisan Munda Khoris Bhujivan	408	34.6 (including Rourkela)	15	144	667	44	N.A.	N.A.
5	Thamsul Tamsur Rampur	Bhawaniptana District Kalahandi	Kondh	157	5.34	5	50	89.6	17	5776	4947

1	2	3	4	5	6	7	8	9	10	11	12
6	Korapur	Korapur District Korapur	Kandhos Godaba	962	9.9	17	38	1963	64	21642	21915
7	Kaptipada	Udala District (Misyaribhanj)	Santal Kotba Bachardi Bhanuja Bhuvan	800	16.8	10	33.49	1179	16	18787	10868
8	Baripada	Baripada District (Misyaribhanj)	Santal Kotba Bhanuja Bachardi Lodha	2073	20.00	26	45	2753	124	N.A.	N.A.
9	Raygada	Raygada District Korapur	Kandho Jatapu Kanda-dora Donogoria Kondho	478	10.05	8	24	1012.3	35	15233	13592
10	Nilgiri	Nilgiri District Balesore	Kol Kolha Kotbhabar Bhanuja Santal (Mundri) Batudi	145	24.7	3	65.6	505	N.A.	3531	5746
11	Phulbani	Phulbani District Phulbani	Kandho	401	18.79	10	119.82	5267	9	7015	5445

12	Rainagpur	Rainagpur District Maurbhunj	Santal Kolha (Kol) Gond Bhumija Munda	645	15.00	14	22.57	717	13	14461	10400
13	Baliguda	Baliguda	Khond Gond	939	17.01	19	24	19 Lamps	19357	15323	
14	Boud	Boudgarh District Sundergarh	Munda Kisan Bhuiyan Orason Gond	437 ..	18.97	13	32.34	1377.3	14	2307	869
15	Karanjia	Karanjia District Maurbhunj	Kolh Bathudi Gond Santal Saunti Ho Bhumija Mandhica	537	17.07	16	27	1891.2	12	N.A.	N.A.
16	Parlakhemundi	Parlakhemundi District Ganjam	Khond, Kond Shabar or Lodha Sora, Sabara or Saura Kandi-Dora Gadaba Jatapu	673	16.6	23	36.78	1383.3	124	10480	19371
17	Konjar	Konjar	Kolha Gonds Bhuiyan Juang Saura Santal Bhutudi	855	2403				14 Lamps	35936	27626

1	2	3	4	5	6	7	8	9]	10	11	12
18	Malkangiri	Malkangiri District Koraput	Koyas Paraja Bonda Bhumia Dakai Bharua Hatya Khandia Gadaba Halva	564	9.8	17	67	582	18	3396	1296
19	Nawarangpur	Nawarangpur District Koraput	Gond Kondh Saura Paraja Bhotra Onantiya	899	N.A.	N.A.	N.A.	N.A.	87	94635	27002
20	Kuchinda	Kuchinda	Kharia Lodha Gonda Buuyan Kondha Kolha Mundo Uram	339	15.83	9	6	1020	9 (LAMPS)	6719	5029
21	Sundargarh	Sundargarh	Kolla Kisan Munda	918	18.6	16	55		27 (LAMPS)	21168	12721

## APPENDIX II

(Vide para 3.11 of Report)

*Statement showing physical achievements made under different sectoral programmes out of pooled resources in the Sub-Plan area during the period from 1974-75 to 1979-80*

Sl. No.	Sector	Physical achievements made
1	2	3
1.	Agriculture and Horticulture	<ul style="list-style-type: none"> <li>(i) To bolster up agriculture 34372 bullocks have been distributed.</li> <li>(ii) 19,351 sets of agriculture implements have been supplied to tribal farmers.</li> <li>(iii) Agriculture inputs have been supplied for nearly 50,088 families.</li> <li>(iv) Crop Demonstration in 44260.29 acres have been conducted. Besides 1500 number of demonstrations organised in Potato, Oil Seeds, Sugar-cane and Pulses</li> <li>(v) 15110 beneficiaries have been supplied with fruit graft under Backyard plantation programme.</li> <li>(vi) 3 lakhs of grafts and 6 lakhs of seedlings have been produced.</li> <li>(vii) 140 hectare land was covered under Intensive Banana Development programme subsidy basis in cultivators land.</li> <li>(viii) Training of 7000 persons in fruit-processing and 60 persons in Gardening were taken up.</li> <li>(ix) Ac. 5250 of oil plantation taken up out of Special Central Assistance was maintained.</li> <li>(x) Over 16652.84 acres of land was brought under horticulture plantation.</li> <li>(xi) 34669.29 Acres of land have been reclaimed and developed.</li> <li>(xii) 22 numbers of water harvesting structures have been constructed.</li> <li>(xiii) Under State-Plan Programme contour bunding of 1774 Hec., Gully Control in 1064 Hec., and 128 units were taken up.</li> <li>(xiv) Cashew Plantation over an area of Ac. 23350.30 have been taken up and plantation over Ac. 3276 have been maintained.</li> <li>(xv) Bamboo and Sabai Orchards over Ac. 169.29 were maintained.</li> </ul>

1	2	3
2. Animal Husbandry	(i)	21895 Goat Units, 670 Pig Units, 676 Sheep Units, 969 Duck Units, 386 Dairy Units, 54 Poultry Units, 601 Breeding Centres have been taken up in the Sub-Plan area.
	(ii)	In addition, 1237 bucks, 12206 Cocks, 64 Milch Cows, 2262 Boars, 10 Raws were also distributed in the Sub-Plan area.
	(iii)	2490 tribal farmers were trained under Animal Husbandry Programme.
	(iv)	35 Veterinary Dispensaries, 107 L.A. Centres, 42 A.I. Centres, 6 numbers of Mobile Investigation Laboratories, 2 Intensive Cattle Development Centres have been opened, 300 Hospitals/Dispensaries have been expanded.
	(v)	935 Breeding Centres have been opened and Health Coverage extended to 118 Veterinary Dispensaries.
3. Cooperation		223 LAMPS have been organised for Integrated Credit cum-Marketing facilities to the tribals in which 4,53,000 number have been enrolled.
4. Communication	(i)	26 Bridges have been completed and 15 have been taken up.
	(ii)	40 culverts have been constructed.
	(iii)	88.29 Kms. of road have been metalled and 15.50 Km. of work has been taken up.
	(iv)	Black topping of 104.98 Kms. of roads of completed and 18.50 Kms. have been taken up.
	(v)	10 Kms. Ghat Roads and 5 C.D. works have been completed.
	(vi)	376 Kms. of Roads under Morrumping, 8 Kms. of surface Road and 31 Kms. of un-surface roads have been taken up.
	(vii)	Under Special Central Assistance 7 major Road Projects were taken up, 164 small Roads, 81 Causeways and one Wood bridge executed through block agencies have been completed.
	(viii)	In addition 314.31 Kms. of Roads and 52 C.D. works were also completed in the T.D. As
5. Education	(i)	Under Special Central Assistance 1185 pre-primary Classes were opened, Physical Education in 1115 Primary schools, Construction of 18 Hostel Buildings, 399 Primary Schools, 4 Ashram Schools, 6 Kanyashrams, 32 Teachers Quarters 10 Attendants Quarters, 4 Residential Sevashrams were completed and replacement of Beds and Utensils in 49 H. & T. W. Educational Institutions were made.

- (ii) Further construction of 7 Hostels Buildings Conversion of 13 Sevashrams into Residential Sevashrams, Up-gradation of 9 Residential Sevashrams into Ashram Schools, 6 Ashram and 3 Kanyashrams into High Schools and supply of Mid-day Meals in 34 Low literacy blocks have been taken up.

*State Plan :*

- (iii) 543 Book Banks have been strengthened and 88 Banks were opened.
- (iv) 15 new Secondary Schools were opened.
- (v) Free Uniforms were supplied to 94,450 students.
- (vi) Opening of 206 Primary Schools, 335 U.P. Schools and 156 M.E. Schools have been taken up.
- (vii) Construction of 206 Primary Schools, 617 numbers of Additional Rooms for Primary Schools, 160 numbers of Additional Classes in M.E. has also been taken up.
- (viii) Organisation of 1584 numbers to of Adult Literacy Centres have been taken up.
- (ix) Free Supply of Text Books to 1,40,000 Boy Students and 55,000 Girl Students within the age group of 6—14 have been taken up.

6. Health . . . . Under Special Central Assistance Construction of 12 Mini Health Centre, 5 Ten bedded T.B. Wards 5 Medical Officers Quarters, 1 Mobile Health Unit, 1 Maternity Centre, 4 up-graded P.H.Cs and 2 dispensaries have been taken up.

7. Irrigation . . . . (i) With Special Central Assistance 25673 Dug-Wells have been completed and 4218 Dug-Wells are under construction.
- (ii) Out of 52 M.I.Ps 18 have been completed and the rest are in progress. (Ac. 2493 Kharif and Ac. 815 Rabi). In addition 409 Mini M.I.Ps have been completed and 42 Mini M.I.Ps are in progress. In addition 124 community Irrigation Wells and renovation of 90 tanks have been completed. Further out of 28 M.I.Ps in the Bn—T.D.A. areas 24 have been completed.
- (iii) Under State Sector 45,980 hectares have been brought under flow irrigations.
- (iv) Under Medium and Major Irrigation Sectors 16,150 hectre were brought under irrigation facility.
- (v) 284 L.I. Points have been energised in the Sub-Plan areas.

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1	2	3
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8. Forestry . . . . . *State Plan :*

- (i) Forest Development Consolidation—8780 Kms.
- (ii) Plantation] —16601 Hectre
- (iii) Communication —188 Kms.
- (iv) Special Forestry in 970 Hectres. Development of M.F.P. in 10 Hectres and economic Commercial Plantation on 30 Hectres have been taken up.

*Special Central Assistance :*

- (i) Plantation of Fruit bearing trees in 3142 acres, Forestry specials 189 Acres, Plantation in Podi ravaged area on 980 acres and Farm Forestry on 120 Acres have been taken up.
- (ii) In the Ex-T.D. As Plantation on 39995.60 Acres have been done and 6018 seedlings have been distributed among 354 beneficiaries.
- (iii) Coffee Plantation over an area of Ac. 192 have been taken up with 131 beneficiaries.

## 9. Village and Small Scale Industries.

*Special Central Assistance :*

- (i) 76 Bee Keeping units have been organised and 1900 bee Boxed supplied.
- (ii) One lac processing Unit at Bonai, one Mulberry Silk Centre at Phulbani, 5 Pilot Project Centres, 4 Reeling/Spinning Centres and 2 Seed Centres were established.
- (iii) One rope making Unit with 25 beneficiaries was organised.
- (iv) 10 Ghanis, One Oil expeller Unit, 310 palm GuF Boiling sets have been distributed.
- (v) 2 trainings Units with 30 beneficiaries were organised.

*State Plan*

- (i) Construction of 89 Industrial Eastates and 3204 Sheds are being completed.
- (ii) 5 new T.R.C.s are being organised and 2000 Kahans of Cocoons are being produced through 47 societies.

## 10. Drinking Water Supply

*Rural Drinking Water Supply :*

2729 Tube Wells have been sunk under D.R.W.S. programme.

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1	2	3
		<b>RURAL WATER SUPPLY (SANITARY) :</b>
		9921 Sanitary wells were dug under Special Central Assistance, digging of 2992 Wells have been completed and 166 are in progress. Besides, 4 Cistons have also be en completed.
11. Survey and Settlement		<b>UNDER SPECIAL CENTRAL ASSISTANCE :</b>
		(i) Kistvari and Khanapuri in 1880 Villages.
		(ii) Bujharat and attestation in 2667 Villages.
		(iii) L.P. and O.H. in 715 villages.
		(iv) F.P. and P.D. in 837 villages.
		(v) Rajanch in 284 villages.
		(vi) Distribution of Pattas in 57 villages.
		(vii) 47 Bonda villages have been demarcated and surveyed.
		<b>UNDER STATE PLAN :</b>
		(i) Attestation in 2500 villages.
		(ii) D.P. and O.H. in 2285 villages.
		(iii) D.P. and F.P. in 1052 villages.
		(iv) Kistawari and Khanapuri in 1871 villages.
		(v) Consolidation of land holding taken up in 7500 hectares.
12. Nucleus Budget	-	(i) Construction of 145 dug-wells, 56 Culverts 64 Sevashrams completed and 6 in Progress 5 High School Buildings in progress, 20 Mins M.I.Ps and 11 Small Roads and 11 Causeway, completed.
		(ii) 648 Pairs of Bullocks, 47 Pump Sets, 5 Rickshaws were supplied.
		(iii) 26.86 Ac. of land reclaimed.
		(iv) 1539 Scheduled Tribe beneficiaries were provided with funds for payment of Salami.
13. Rural Electrification	.	4344 Villages have been electrified upto March, 1980.

## APPENDIX II

(Vide Para 5.21 of Report)

### Project for Control of Shifting Cultivation and Rehabilitation of Tribals

#### Summary-Cost/Benefit Analysis

The project is an experiment on rehabilitation of the Tribals in their own habitat through capitalization of their family labour. It is envisaged that in this process, the Podu form of shifting cultivation will be rationalised and controlled and the hill slopes instead of being eroded will provide a stable income.

#### Cost

The total cost of the project during the first year is estimated at Rs. 23,35,250/-. The cost of wheat as Food for work has not been taken into account. This is justified since the wheat is available otherwise to such communities without the project commitment. The cost on account of headquarters' support, for monitoring and evaluation, however, has to be added. This may be calculated at one per cent or say Rs. 23,000/-. Thus the total cost of the project will be of the order of Rs. 23,58,000. Divided over 1500 Podu practising families, cost per family in the first year is about Rs. 1,570.

#### Benefit

1. A total family will be provided opportunity and persuaded to raise fruit plantation in 1.25 acres of Podu hill slope. Allowing for 20 failure, one acre of hill slope will permanently go out of Podu cultivation, since fruit plants, once raised will not be cut or burnt by the tribal.

2. The tribal will be given the record of rights over the usufruct from the plantation. Thus the tribal will be raised from the status of a landless nomadic refugee to a plantation owner.

3. Hopefully, the fruit plants raised in the Podu hill slopes will come to bearing in 5 to 7 year and will produce standard yields from the 10th to about 50 year. In consideration of yield of naturally

occurring fruit plants in such situations and the promise held out by the in situ plantations taken up during the last three years, it is predicted that the produce of fruits from 1.25 acres of plantation at current prices will be of the order of Rs. 2,000/- per annum. This is a claim subject to field verification in a future date.

4. A tribal family will be provided financial support of Rs. 187.50 for intercropping in 1.25 acres of Podu land in which plantation has been raised. In Podu cultivation the low yielding indigenous seeds are being used. The land does not received any fertiliser and pesticide. Use of improved seeds, plant nutrients and pesticides will have positive response and additional produce valued at Rs. 300/- will be obtained from the enterprise. This is a claim which can be verified by the end of the kharif season.

5. A tribal family will be provided with input subsidy of Rs. 150/- for his settled cultivation in one acre of valley land. High yielding varieties of seeds with fertilizer and pesticide will be used. An additional income of about Rs. 400/- will be nerated.

6. From the kitchan gaudening and back-yard plantation produce worth Rs. 60/- per family will be obtained.

7. The project will provide employment opportunity for 240 man days family in the year. About 50 days out of this will be utilised for development of 1.25 acres of Podu hill slope when plantation is raised. 150 days will be made use of in terracing of about one acre of Podu land on the foot hills to make it suitable for sustained cropping. The remaining 40 days will be engaged in creation of other durable community assets as communications, wells, community and market centres etc. The value of the Podu land after terracing will at least be Rs. 1,000/- higher than its previous value.

8. Subsidiary employment will provide an income of Rs. 5/- per month per family.

9. Fifty trained tribal boys will get direct employment for year with an income of Rs. 150/- per month. These tribal boys are the agents of change and in addition to Agri-Horticultural Development they will also help organise community activities, literacy, health and nutrition programme.

The trained tribal boys will also set up examples for reducing cost on social obligations like marriage and obesque. It is doubtful,

however, if any change can immediately be brought about on this account.

11. The tribal family will be saved from the uncertainty about food and will be ensured of a balanced diet throughout the year in exchange of his idle family labour. This will eventually create the desire to work for obtaining regular formal diet for the family.

It is rather difficult to employ sophisticated mathematical models for Benefit|Cost analysis in such a tribal development enterprise. However, if the project activity can expose the tribal families to new innovations for improvement of his lot and create an aspiration for change, the project would have achieved its objectives.

## APPENDIX IV

(Vide Para 5.33 of Report)  
Irrigation Schemes taken up in the Tribid Sub-Plan Areas during 1974-75—1979-80  
MINOR IRRIGATION

Sl. No.	Name of District—	Projects taken up in 1975-76		1976-77		1977-78		1978-79		1979-80		Total taken up		Completed
		Under Plan Scheme	Out of Spl. Central Assist.	Plan. Cent. Assist.	Spl. Cent. Assist.	Plan. Cent. Assist.	Spl. Cent. Assist.	Plan. Cent. Assist.	Spl. Cent. Assist.	Plan. Cent. Assist.	Spl. Cent. Assist.	Plan. Cent. Assist.	Plan. Spl. Cent. Assist.	
1	State	..	1	2	7	30	12	..	9	12	..	30	..	30

## MINOR IRRIGATION

Source of Funds	PHYSICAL & FINANCIAL POSITION INTRIBAL SUB PLAN AREA (Rs. in lakhs Area in Hectares)																	
	1974-75 Target	1975-76 Target	1976-77 Target	1977-78 Target	1978-79 Target	1979-80 Target	1974-75 Target	1975-76 Target	1976-77 Target	1977-78 Target	1978-79 Target	1979-80 Target	1974-75 Target	1975-76 Target				
Plan	1101	167.31	937	73.94	3908	64.01	1	26	229.77	1232	235.09	2540	275.90	1101	167.31	937	73.94	
Spl. Central Assist. ncc	..	15.00	..	5.00	440	19.60	..	109.90	2480	190.00	2016	100.00	..	..	..	..	..	1102
							(Deposit)											
Total	1101	182.31	937	78.94	3348	83.61	1966	339.76	3712	385.09	4556	375.90	1101	167.31	937	84.96		

	1976-77 Achievement		1977-78 Achievement		1978-79 Achievement		1979-80 Achievement	
	Irr. potential created	Exps. incurred	Irrigation potential created	Exps. incurred	Irrigation potential created	Expenditure incurred	Irrigation potential created	Expenditure incurred
	23.08	64.01	1326	229.77	1232	235.09	2540	275.90
	..	24.28	440	105.44	1003	144.05	952	100.00
<b>Total</b>	<b>23.08</b>	<b>88.29</b>	<b>1766</b>	<b>335.21</b>	<b>2235</b>	<b>379.14</b>	<b>3492</b>	<b>375.90</b>

### MAJOR AND MEDIUM IRRIGATION

No.	Name of the Project	Est. Cost (Rs. lakh)	Financial 1974-75	Achievement 1975-76	Achievement 1976-77	during 1977-78			1979-80
						Expenditure incurred	Irrigation potential created	Expenditure incurred	
1	2	3	4	5	6	7	8	9	
<b>A—Major Project</b>									
1	(a) Upper Kolab (Dam)	2895.13		101.37		203.00	139.38	276.02	
	(b) Upper Kolab (Irr.)	6774.85		..		..	142.68	184.74	
2	Upper Indravati (Dam)	4640.00		..	..	..	99.00	100.00	
3	Potaru (Central Sector)	4886.00	45.89	116.96	235224	440.34	459.58	393.41	

	1	2	3	4	5	6	7	8	9
<b>B. Station Projects</b>									
1	Phazabul	.	.	44.39	23.04	26.49	0.05	..	..
2	Tash	.	.	50.50	103.79	97.13	74.33	..	..
3	Khandkai	.	.	69.94	115.76	119.70	85.12	92.76	54.43
4	Mom	.	.	4.99	0.07	14.96	31.88	41.02	39.27
5	G'rhankai	.	.	1.14	6.62	28.60	65.89	63.70	134.98
6	Rozal	.	.	0.31	11.43	20.67	99.80	30.90	115.36
7	Samal	.	..	..	0.13	25.07	83.09	111.68	120.85
8	Sarogorah	.	.	..	..	0.04	35.00	34.82	59.93
9	Tashan	.	.	..	..	0.05	50.08	54.92	83.04
10	Boshajipilli	.	.	..	..	..	42.00	93.45	11.00
11	Haribangi	.	.	..	..	..	..	14.08	20.73
12	Konghari	.	.	..	..	..	..	18.03	41.12
13	Modernisation of Balda	.	.	..	..	..	..	1.00	5.04
14	Burvan	.	.	..	..	..	..	1.50	..
15	Bankhal	.	.	..	..	..	..	3.01	..
16	Kanshabal	.	.	..	..	..	..	1.50	..





## APPENDIX V

(vide para 4 of Introduction)

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

Sl. No.	Reference to Para Number in the Report	Summary of Conclusions/Recommendations
1	2	3
1	1.20	The Committee note that 68.22 per cent of tribal population of the State has been covered under the Tribal Sub-Plan, and under Modified Area Development Approach an additional 6.51 per cent of tribal population will be covered. Thus, under Tribal Sub-Plan and Modified Area Development Approach taken together, 74.73 per cent of the total tribal population of the State are covered. The remaining 25.27 per cent of the tribal population who are living in a dispersed manner will be covered under normal State Plan Programmes, Integrated Rural Development Programmes and the State's Economic Rehabilitation of Rural Poor Programme.
2	1.21	The Committee feel surprised that no detailed study has been undertaken to assess the degree of achievements made under the Tribal Sub-Plan approach during the Fifth Plan period. In the absence of firm data as to how many tribal families have been benefited during the Fifth Plan and how many are yet to be covered during the Sixth Plan Period, a systematic implementation of various Programmes will not be possible.
3	1.22	The Committee have been informed that Universal Bench Mark Survey has recently been completed by the Tribal and Harijan Research

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Institute of the Government of Orissa to assess the percentage of tribals living below the poverty line. They welcome the proposal of the Government of Orissa to bring 50 per cent tribal population above the poverty line during the Sixth Plan Period. The Committee hope that all out efforts would be made by the Government of Orissa to achieve this target and requisite assistance would also be provided by the Union Government to help the State Government in achieving their aim.

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1.23

The representative of the Planning Commission has stated during evidence before the Committee that recommendation of the Working Group about bringing 50 per cent of tribals above the poverty line during the Sixth Plan was not accepted by the Planning Commission because they fear that this object might not be fulfilled due to various factors. The Committee are not happy about two divergent views expressed by the State Government and the Planning Commission in this regard. The Committee, no doubt, agree that exact targets in terms of figures cannot be fixed in such ventures, but at the same time, such matters have to be sorted out after mutual discussion and after making an in depth study of the whole matter. The Committee, therefore, recommend that representatives of the State Government, Planning Commission and Ministry of Home Affairs should go into the question jointly whether 50 per cent of the tribals can be brought above the poverty line by the end of the Sixth Plan and then devise necessary schemes and programmes accordingly for implementation. The Committee need hardly stress that creation of adequate infrastructure for implementation of various developmental Programmes is the very foundation of the planning process and such appraisal has to be made in a realistic manner. The Committee also recommend that the Planning

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		<p><b>Commission (Department of Statistics) should maintain separate data regarding development and achievements made in the tribal areas for the purpose of future planning and discussion with the authorities of the State Government.</b></p>
5	1.24	<p>The Committee note that Government of Orissa are taking various steps to give publicity to the welfare programmes/schemes undertaken by them in the Tribal Sub-Plan area with a view to create awareness among the tribals about the availability of various facilities financial assistance, subsidies etc. It is, however, the experience of the Committee that tribals are not generally aware of the details of welfare programmes/schemes launched by Government due to their general ignorance, educational backwardness and leading a life in isolation in remote areas of the country. The Committee, therefore, suggest that apart from issuing publicity literature, organising exhibitions, <i>melas</i> etc., documentary films and cultural shows depicting the benefits of the Schemes/programmes should also be arranged in regional languages so as to enlighten the tribals about the advantages of developmental schemes and programmes and to attract them to participate in them in larger numbers to get the maximum benefits.</p>
6	1.39	<p>The Committee note that as per the constitutional provision, out of 20 members of the Tribes Advisory Council in Orissa, fifteen are MLAs belonging to Scheduled Tribes and the remaining 5 members are non-MLAs. The Committee hope that while nominating non-tribals as members to the Tribes Advisory Council it will be kept in view that they have interest in the welfare and advancement of the Scheduled Tribes and they have the time and energy to devote to the work of the Council. The Committee have been informed during evidence by the representative of</p>

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the Ministry of Home Affairs that the question whether non-tribals can be nominated to the Tribes Advisory Council has been referred to the Ministry of Law for its opinion. The Committee would like to be apprised of the opinion given by the Ministry of Law in this regard.

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1.40

The Committee regret to note that very sketchy information has been furnished to them in regard to the action taken by the State Government on various recommendations made by the Council during its seven meetings held from 1975 to 1980. The Committee feel that there is need for streamlining the whole procedure for the working of the Council and for timely action on the part of Government to implement its recommendations. The Committee are perturbed at the indifference shown by the Government of Orissa in reconstituting the Council in January, 1981, although mid-term elections were held in the State in June, 1980. The fact that the Advisory Council did not meet even once in the year 1979-80 clearly indicates that there is need to improve the working of the Council so as to make it more effective.

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2.9

The Committee regret to note that the performance of the Central Ministries in regard to quantification and earmarking of funds for their sectoral programmes to be implemented in the tribal areas has not been upto the mark in spite of the fact that necessary guidelines were issued by the Planning Commission as far back as 1977. The Committee feel that a special responsibility rests on the Central Ministries as they are expected to play a positive role and the role of a leader in the tribal development in respect of their respective sectors. The Committee need hardly emphasise that all the concerned Ministries of Government of India should evolve suitable programmes for the development of tribal

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areas in consultation with the Government of Orissa, Ministry of Home Affairs and the Planning Commission, quantify funds for the on going schemes and for new schemes to be implemented and about appropriate strategy for their effective implementation so that there is perceptible improvement in the quality of life of the tribal people during the Sixth Plan period. The Committee desire that there should be proper monitoring of various developmental schemes being implemented in Tribal areas in order to assess their performance and achievements.

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2.10

The Committee feel that a vital role in tribal development as well as assessment of the achievements made as a result of various schemes/programmes is to be played by the Ministry of Home Affairs which is the nodal organisation at the central level for the development of entire tribal areas in the country. The Committee would, therefore, like the Ministry of Home Affairs to effectively coordinate the activities of all the Central Ministries with the concerned State Governments as they alone can watch the balanced development of the tribal areas. The Committee recommend that in the Ministry of Home Affairs, a separate Department for Tribal Welfare should be set up so that there can be proper evaluation of the progress made in various developmental programmes being implemented in the different tribal regions of the country.

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2.11

The Committee do not feel happy about the information furnished by Ministry of Home Affairs that "periodical progress reports are expected from the States". The Committee would like Ministry of Home Affairs to ensure that periodical progress reports are received regularly indicating the progress of various developmental programmes and the actual achievements made in terms of benefits accruing to tribal families

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and villages. These progress reports, on receipt, should be examined analytically and the deficiencies or shortcomings brought to the notice of the State Government for taking immediate remedial action.

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2.30

The Committee note that the Seventh Finance Commission has awarded a sum of Rs. 7.87 crores towards upgradation of standards of administration of the tribal areas in Orissa. The Committee hope all the vacant posts will be filled up immediately so that the work of the I.T.D.Ps. is not hampered on account of non-availability of adequate staff. The Committee trust that the grant of compensatory allowance and housing facility will attract competent staff to work in tribal areas and this will go a long way in the efficient and expeditious implementation of various developmental programmes taken up under the Tribal Sub-Plan. The Committee also recommend that if Rs. 7.87 crores given by the Finance Commission for improving standard of administration is not sufficient to achieve the objective, Government of Orissa should earmark more funds for upgradation of standards of administration in the tribal areas of the State.

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2.31

The Committee note that several authorities are concerned with the implementation of various programmes at ITDP level in Orissa. The Collector of the district is the head of the development team and he is responsible for timely implementation schemes in the district. The Committee need hardly stress that unless there is complete coordination and cooperation among the various departments, speedy progress cannot be achieved in the projects. The Committee are, therefore, of the opinion that there should be a single authority with adequate administrative and financial powers at the ITDP level. The Committee trust that a proposal in this regard which is

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already under examination by the Government of Orissa would be given a concrete shape very quickly.

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2.32

The Committee suggest that Government of Orissa should consider the question of having Project Officers of higher status in the ITDPs in order that they can take independent decisions in matters concerning the implementation of various programmes. But while examining this question, they may take into account the views expressed by the representative of the Planning Commission that this might lead to lack of coordination between the Collector and the Project Officer. The Committee are of the view that before taking a final decision in the matter Government of Orissa should study the administrative set up at ITDP level in other States and benefit by their experience.

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2.23

The Committee have been informed during evidence that in Madhya Pradesh the Block Development Officers are under the Project Officer. This is an important aspect which should be taken into account by the Orissa Government in order to improve the administrative set up of the ITDP level in Orissa. The Committee recommend that the officers who are responsible for implementing the various schemes/programmes in the ITDPs should be made accountable for the actual achievement to the Project Officer as the Committee are of the view that the single line administrative set up would be more effective for implementing schemes in the ITDPs.

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2.34

The Committee understand that in Madhya Pradesh there is a Bastar District Development Authority on the lines of Dandakarnya Development Authority to look after the development of that tribal district. The Committee recommend that Government of Orissa should

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examine the possibility of setting up Koraput District Development Authority to look after the development of tribals in Koraput.

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3.17

The Committee are distressed to note that exercises in assessing the problems of the tribal areas by the Union Ministries are still at a preliminary stage and the disaggregation of outlays in the case of certain programmes are merely notional. The Committee feel that it is no use treating a malady without its proper diagnosis and impress upon the concerned Ministries of Central Government to make periodical assessments of the achievements made under various developmental programmes being implemented in the tribal areas. After making an assessment about various programmes the Ministries should provide adequate funds for extending those programmes during the Sixth Plan period in order that desired results are achieved for the uplift of poor tribals. The Committee are not happy that the Central Ministries who were required to quantify the flow of benefits from their sectoral programmes to the tribal areas failed to discharge their duty with the result that no clear picture has emerged regarding the impact of various programmes executed under Tribal Sub-Plan for which funds have been provided partly or wholly by the Central Government.

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3.18

The Committee suggest that separate figures regarding benefits which have accrued to Scheduled Tribes under various developmental programmes during an annual plan, should be maintained in respect of each ITDP, in order that a realistic assessment can be made periodically about the economic upliftment of this backward section of society.

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| 18 | 3.19 | <p>The Committee note that there are three high level Committees in Orissa, one to review the work of different Departments relating to release and utilisation of funds; second to review the overall policy relating to Tribal Sub-Plan and third one known as Quarterly Review Committee to review the performance of various schemes every quarter. The Committee feel surprised that in spite of these high level Review Committees there has been considerable diversion of funds from one sector to another. This only leads to one conclusion that at the time of allocation of funds to various Departments sufficient investigations are not made or relevant data is not collected about the implementation of various schemes. The Committee recommend that as far as possible diversion of funds from one sector to another and also outside the Sub-Plan should be avoided so that implementation of a scheme is not interrupted mid-stream for want of funds.</p> |
| 19 | 3.20 | <p>The Committee recommend that the Central Government should ensure that adequate number of branches of the nationalised banks are opened in the tribal areas of Orissa to provide credit facilities to the tribals under Differential Rate of Interest Scheme. Government should also ensure that the procedure for getting loans from banks is simplified and the applicants get loan within a month.</p>   |
| 20 | 3.26 | <p>The Committee are unhappy to learn that all the Union Ministries concerned with the work of tribal development have not established Cells for monitoring of developmental programmes undertaken in the tribal areas although the Planning Commission had specifically suggested in the guidelines issued by them to various Ministries that the Central Ministries must</p>   |

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make their own arrangements for suitable monitoring of programmes in the tribal areas. The Committee are also concerned to note that the Ministry of Home Affairs, who shoulder major responsibility so far as tribal development is concerned, also do not have adequate arrangements for monitoring various schemes/programmes in Tribal area. The Committee strongly recommend that all the concerned Central Ministries should establish a Cell with adequate staff for monitoring and evaluation of their sectoral programmes in tribal areas, because expenditure of funds without monitoring is of no use.

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3.27

The Committee trust that Ministry of Home Affairs will take necessary steps to strengthen their existing Cell for monitoring purposes as they must have the capacity and manpower to evaluate the achievements of various programmes being implemented under Tribal Sub-Plans. As the Central Ministry responsible for tribal development, they must keep an eye on the overall progress of achievements of various developmental programmes.

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3.28

The Committee regret to note that there is a very small Monitoring Cell in the Harijan and Tribal Welfare Department, Government of Orissa. The Committee need hardly stress that proper monitoring, and evaluation of achievements of development programme is not possible unless a strong Monitoring Cell is set up. The Committee, therefore, recommend that the State Government should immediately strengthen their existing Monitoring Cell in the Harijan and Tribal Welfare Department to make it more effective for monitoring of programmes being implemented and assessing their achievements under Tribal Sub-Plan.

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3.29

The Committee also suggest that monitoring Cells should be established at ITDP level which

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		should be made responsible for collecting necessary data and information specially in regard to the elevation of social and economic status of tribal families and furnish the same to the main Cell in the Harijan and Tribal Welfare Department.
24	3.30	In order to have proper coordination, suitable proforma should be devised so that the Cell in each Integrated Tribal Development Project furnishes statistical data to the main Cell in the prescribed manner.
25	4.13	The Committee note that in spite of the fact that Government of Orissa has taken various legislative measures to stop the transfer of tribal land to non-tribals, a very large number of cases of land alienation are still pending disposal. The Committee suggest that all pending cases may be disposed of within a period of six months. The Committee also recommend that exemplary punishments should be awarded to unscrupulous persons who indulge in illegal and benami land transactions in order to stop this practice for ever. The State Government should evolve a suitable machinery for detection of cases of illegal transfer of tribal land.
26	4.14	The Committee suggest that while taking up settlement operations, Government of Orissa must ensure that allotment of land to each tribal family is an economic unit so as to sustain the family and help them to become economically independent.
27	4.24	The Committee are distressed to note that Government of Orissa has not so far conducted any systematic survey regarding the number of tribals who had fallen prey to the bonded labour system in the State. The Committee fail to understand how the State Government proposed

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to eradicate this evil practice stated to be prevalent mostly in the Southern district of Koraput, Kalahandi, Ganjam and Phulbani unless a survey is conducted to assess the magnitude of the problem. The Committee, therefore, recommend that early steps should be taken by the State Government to identify the bonded labourers through a systematic survey.

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4.25

The Committee further note that the State Government have decided to link up the programme of identification of bonded labour with the Economic Rehabilitation Rural Programme Scheme under which it is anticipated that out of 10 families to be selected at least two families may qualify to be included in the category of bonded labourers. The Committee are not convinced of the strategy of the State Government in this regard and would urge that an independent survey may be conducted immediately. The Committee do not feel happy that in spite of the fact that the Central Legislation about abolition of Bonded Labour System came into force in Orissa w.e.f. 25-10-75 still in the entire State only 354 bonded labourers were detected. This only shows the scant regard the Government of Orissa had shown to the Central Legislation.

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4.26

The Committee also feel that total cost of rehabilitation assistance per bonded labour fixed at Rs. 4,000 is inadequate in view of the existing cost of living. The Committee, therefore, suggest that this amount should be increased to Rs. 10,000 which should be payable immediately on a person being declared as bonded labourer so that he is able to stand on his own feet and does not revert to the practice of bonded labour.

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30	4.36	<p>The Committee note that the Government of Orissa are alive to the problems of tribal indebtedness and they have taken several legislative measures to protect the tribals from unscrupulous money-lenders. They have now introduced the Orissa Debt Relief Bill, 1980 in the State Legislative Assembly for complete liquidation of loans of weaker sections of the Society. The Committee recommend that Government of Orissa should take immediate steps to write off old debts of the tribal people as has been done in some other States. The Committee are of the view that in order to save the tribals from again falling victims to unscrupulous money-lenders, adequate credit facilities should be provided to the tribals on easy terms to meet their needs of productive and consumption loans.</p>
31	4.44	<p>The Committee note that with a view to protect the tribals from exploitation by the liquor vendors as per the recommendation of the Central Prohibition Committee, the Government of Orissa had adopted the policy of progressive closure of liquor shops in tribal concentration areas as early as 1.4.74 and subsequently they closed 366 liquor shops by the end of 1979-80. The Committee are constrained to observe that Government of Orissa have reversed that policy and have stopped further closure of liquor shops. On the contrary during 1980-81, they decided to increase the number of liquor shops and also reduced the number of dry days from 64 to 53 on the plea of promoting temperance among tribals. For the Year 1981-82, Government of Orissa have already taken a decision not to close any liquor shop on account of prohibition. The Committee are not happy about the shift in the prohibition policy of the State Government as they feel that loss in revenue</p>

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can be made up from other sources. It is quite surprising that the State Government seems to be very anxious to supply liquor bottles to the tribals rather than attending to the problem of supplying clean drinking water to them. The Committee, therefore, recommend that the national policy of discontinuance of commercial vending of liquor in areas of tribal concentration should not be given up and Government of Orissa should review their decision that during 1981-82 no liquor shops will be closed, and, if necessary, some shops may be opened to check illicit distillation and trade.

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4.50

The Committee note that the minimum wages of different categories of labourers have been fixed by the Government of Orissa which are revised from time to time. The Committee further note that the tribal population are engaged either as agricultural labourers or as construction workers. Government of Orissa have raised the minimum wage for agricultural labourer from Rs. 4 to Rs. 5 in December, 1980 but the wages for different categories of construction workers which were last fixed in 1976 have not been revised. The Committee hope that minimum wages for construction workers will be revised without any further delay. The Committee also recommend that the minimum wages should be fixed after taking into account the prevailing cost of living and the position should be reviewed periodically in the light of rising prices. The Committee also suggest that for strict enforcement of minimum wages surprise checks of records maintained by the employers of labourers should be made by the revenue authorities to detect irregularities committed by the employers. As proposed by the Government, they should take immediate steps to strengthen and streamline their enforcement machinery for the purpose.

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5.23

The Committee note that the Government of Orissa has taken up the programme of land reclamation and land development in the sub-plan area but no appreciable progress appears to have been achieved in this sector. Under Land Development Programme the targets fixed for 1978-79 and 1979-80 were not achieved. Under land reclamation programme land varying from 1 to 2 acres was allotted to each tribal family. The Committee feel that 1 to 2 acres of land may not prove an economic unit for supporting a tribal family. As such, the Committee recommend that land reclamation programme should be intensified during the Sixth Plan period so that more land can be allotted to each tribal family. The Committee further recommend that in view of the fact that agriculture is the mainstay in tribal economy, special developmental programmes with adequate research support should be prepared and implemented in the tribal areas in order that majority of the tribal population become self sufficient by the end of the Sixth Plan and can cross the poverty line.

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5.24

The Committee have been informed during evidence that the land reclamation programme has not become popular in the tribal areas. The Committee are inclined to think that lack of irrigation facilities and other packages of services is the main reason why the programme has not become popular. The Committee recommend that after allotting reclaimed land to tribal families, a team of officers of the State Department of Agriculture should pay regular visits to those areas to study and solve the problems of the allottees. The Committee need hardly stress that allotment of land is only the starting point and the experiment can only succeed if requisite services and financial support are made available to the tribal people.

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35	5.25	<p>The Committee regret to note that no survey has so far been conducted by the Government of Orissa to find out whether every individual tribal landowner possesses proper legal rights to the land under his possession. The Revenue Department of the State Government also does not seem to be keeping its land records up-to-date. The Committee recommend that the land records should be brought up-to-date in the sub-plan area and survey should be conducted immediately regarding the rights of tribal people on the land under their possession, so that they do not face any difficulty to avail of the credit facilities from banks and other cooperatives in the absence of title to land.</p>
36	5.26	<p>The Committee suggest that in view of the fact that irrigation facilities are not available to the desired extent in the tribal areas, adequate steps should be taken to provide necessary inputs and technical know-how to popularise dry-farming in tribal areas. In order to motivate the farmers to adopt dry-farming methods the field officers of State Agricultural Department should arrange practical demonstrations in selected areas to convince the tribals about the usefulness of dry-farming technique.</p>
37	5.27	<p>The Committee are surprised that no survey has been undertaken to assess the quantum of land affected by Podu cultivation in Orissa. The Committee recommend that a survey should be conducted immediately to assess the magnitude of the problem so that development programme can be planned accordingly.</p>
38	5.28	<p>The Committee note that a scheme for plantation of fruit bearing trees on Podu ravaged lands and for prevention of shifting cultivation has been formulated by the State Government. The Committee hope that in order to make the scheme a success proper attention will be given</p>

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		to the selection of fruit trees depending upon the soil in a particular area and other agro-climatic conditions etc. which will go a long way in raising the economic standard of the tribals. The Committee are not happy that the tribals have been given only the right to enjoy the fruits of plantations and they have not been made the owners of the land. The Committee feel that so long as the ownership right in land is not vested in the tribals they may not work whole heartedly for the development of plantations which may adversely affect the implementation of the whole scheme.
39	5.48	The Committee regret to note that only 6.06 per cent of the net cropped area of 26.8 lakh hectares received irrigation facilities by the end of 1977-78 in the sub-plan area. As irrigation is crucial to development of agriculture the Committee recommend that top priority should be given to the completion of irrigation projects which are already being implemented in Orissa. The Committee need hardly stress that more funds should be earmarked for irrigation projects during the Sixth Plan period in order to increase the productivity of land.
40	5.49	The Committee are surprised that no funds were allotted for minor irrigation schemes under the State Plan upto 1977-78 and till that year Minor Irrigation Schemes were taken up only with Special Central Assistance. The Committee feel that the major thrust should be towards Minor Irrigation Schemes which will prove more beneficial in the tribal areas and can be implemented more quickly and at lesser cost.
41	5.50	The Committee recommend that Government of Orissa should carry out a survey for major, medium and minor irrigation projects in the

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		sub-plan area and prepare project reports on a priority basis so that these schemes can be implemented during the 6th Plan period. The Committee suggest that in respect of Major, Medium and Minor Irrigation Schemes, master plans should be prepared so that there is a clear perspective about the potential of irrigation schemes to be implemented during the 6th Plan period.
42	5.51	The Committee are surprised to note that different types of minor irrigation project schemes i.e. Minor Irrigation (Flow), Minor Irrigation (Lift), Minor Irrigation (Dug-wells) and very small Minor Irrigation (Flow) with less than 60 acres ayacut are implemented by different agencies. The Committee suggest that one single agency should be made responsible for handling the execution of minor irrigation schemes so that there is no problem regarding coordination among the different agencies and any overlapping between two or more schemes is avoided.
43	5.78	The Committee note that during the period from 1974 to 1979, the number of educational institutions in the sub-plan area has risen from 9,933 to 11,979 at the primary stage, from 975 to 167 at the middle school stage and from 399 to 409 at the secondary stage. The Committee are, however, perturbed to note that the achievements in improvement of literacy among tribals is far from satisfactory. The rate of literacy in sub-plan area is 12.79 per cent as against 26.2 per cent for the State as a whole, among male tribals only 15.4 per cent and female tribals only 2.6 per cent. Out of 100 tribal students enrolled in Class I only 10 read in Class V and 4 in Class XI. The Committee are not interested in the opening of a large number of institutions over a period of time, but in the results they actually achieve. The Committee, therefore, suggest that in order to improve the educational standard of

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the tribals, result-oriented programmes should be taken up so that the money is well spent and does not go waste. In the long run, the real test whether the education policy in Sub-Plan area has been successful or not is to be judged by the fact whether the tribal population have become literate vis-a-vis the non-tribal population in rest of the State and they are able to join the mainstream of society.

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5.79

The Committee suggest that while planning school buildings in the tribal areas necessary provision should be made for constructing laboratories, libraries, teachers' quarters etc. even at a later stage if the limitation of funds does not permit their construction initially. The Committee recommend that in sparsely populated areas Ashram schools or residential schools should be provided and in less sparsely populated areas, hostel facilities should be provided. Besides giving scholarships, stipends, free text books etc. to students, Government should also consider the desirability of giving some monetary incentive to the tribal parents so that they do not feel the absence of the child from home to attend to their domestic chores or to earn a paltry sum of money. The Committee hope that these measures, if taken sincerely, will help reduce the rate of drop-outs at various stages of education which is very high at present.

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5.80

The Committee also suggest that in order to bridge the gap between the literacy level of non-tribals and tribals, elementary education should be given the highest priority under the Minimum Needs Programme in the Sixth Five Year Plan ensuring that each tribal child gets the facility of primary education in his own village and it should not be necessary for him to cover any distance for the purpose. Likewise, a massive programme for adult education among tribals should also be launched.

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46	5.81	<p>The Committee also recommend that curriculum of school education in the tribal areas should be suitably modified so that the tribal students are able to earn their livelihood after completing their education in school. The Committee also suggest that the educated tribal youth should be encouraged to join the teaching profession and they should be posted as teachers in tribal areas to enable them to play their part in propagating and spreading education among their brethren and inculcate in them the desired interest and love for education.</p>
47	5.82	<p>The Committee fail to understand why two separate Departments i.e. the Education Department and the Harijan and Tribal Welfare Department, are doing the same type of work in the field of education in tribal sub-plan area of Orissa. The Committee feel that two departments doing the same type of work leads not only to confusion but also to lack of coordination. In order to avoid such divided responsibility between them, the Committee suggest that only the Department of Education should be made responsible for the implementation of various programmes relating to education in tribal areas. The expenditure on Education for Ashram Schools should not be made from the budget of the Tribal Welfare Department but from the budget of the Education Department.</p>
48	5.89	<p>The Committee regret to note that there is shortage of doctors and also of nurses in the medical institutions in tribal areas such as dispensaries, mini Health Centres and Mobile Health Units etc. The Committee recommend that all the medical institutions in the sub-plan area should be provided with qualified doctors and nurses, if necessary, by giving the incentives so that proper medical care is provided to the tribals</p>

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of the area. The Government should also ensure that essential medicines are made available regularly to these institutions located in remote areas.

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5.90

The Committee feel that there is substance in the guidelines issued by Ministry of Home Affairs that in Tribal Sub-Plan Curative medical centres should be evenly distributed so that every pocket of 10,000 population has one curative medical centre.

The Committee hope that the State Government will take necessary steps to set up maximum number of medical centres in the tribal areas during the Sixth Plan period although due to financial constraints the estimated target of 279 additional centres in tribal areas might not be achieved.

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5.102

The Committee are distressed to note that the roads have not been included in the core sector and very limited funds have been allocated to the State Government of Orissa under the 5th Five Year Plan with the result that even the existing roads could not be maintained. The Committee fail to understand as to how in the absence of proper road communication facilities, the tribals will be able to get a fair price for their produce and how far the protective measures adopted by Government against exploitation of tribals can be enforced effectively. The Committee recommend that more funds should be provided by Government of India under the Minimum Needs Programme for construction of roads in the Tribal areas.

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5.102A

The Committee need hardly stress that the tribals sub-plan area should be covered by a net work of roads connecting the block headquarters, sub-divisional headquarters and district headquarters with market and other growth centres and Government of Orissa should give the highest

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|    |       | priority to this programme. While implementing the programme of construction of roads, Government of Orissa should ensure that bridges are also provided on the roads wherever these are necessary.   |
| 52 | 5.103 | The Committee are at a loss to understand as to why proper statistics about the total length of all-weather roads and fair-weather roads in the sub-Plan area in 1974 are not available with the State Government. The Committee are of the view that in the absence of such basic data it is not possible to make a realistic assessment about the progress in road construction effected during the sub-Plan period 1974—80. The Committee, therefore, suggest that the State Government of Orissa should make appropriate arrangements immediately to set up a Monitoring Cell at the State level for the compilation and maintenance of statistics relating to development programmes in the sub-Plan area. The Committee need hardly stress that even though there are many agencies for construction of different types of roads, each such agency should be required to send half-yearly returns to the Monitoring Cell about the progress made in construction of roads under their charge. |
| 53 | 5.104 | The Committee suggest that construction of roads in forest areas should be the responsibility of the Forest Department as these roads also help in the development of forests and moreover the Public Works Department has limited capacity to construct roads in the remote tribal areas.  |
| 54 | 5.105 | The Committee also suggest that Government of Orissa and the Ministry of Railways (Railway Board) should undertake a joint survey to find whether any specific areas under Tribal Sub-Plan can be linked by rail with the main markets and growth centres keeping in view the prospects of economic development of these areas. In the  |
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		Committee's opinion the question of earning revenue by Railways in the immediate future should not eclipse the main issue of economic prosperity of the tribal people.
55	5.139	<p>The Committee note that as recommended by the Bawa Committee, the Government of Orissa have organised 223 Large sized Multipurpose Societies (LAMPS) covering 118 Blocks in the sub-Plan area to meet the requirements of tribals relating to production and consumption credit, supply of seeds and other agricultural inputs, supply of consumer goods and marketing of their agricultural and minor forest produce in order to save them from the exploitation of money lenders-cum-traders and middlemen who are a major impediment in the socio-economic progress of the tribals. The Committee also note that the Orissa State Tribal Development Cooperative Corporation is working since 1972 with the main object of collection of surplus agricultural produce/minor forest produce from tribals and distribution of essential commodities/consumer articles to them through the Fair Price Shops. However, the Government of Orissa have decided to transfer these Fair Price Shops to LAMPS with effect from 1-7-1979. The State Government have also decided to entrust the responsibility of implementing the public distribution scheme and other commodities in the sub-Plan areas to T.D.C.C. for which it has been declared as Apex organisation with the LAMPS as its primaries. The Committee would like the State Government to ensure that there is no confusion/overlapping in the activities of the two organisations i.e., the TDCC and LAMPS and proper coordination is maintained between them. The State Government should also ensure that proper check is exercised in the working of LAMPS and there is no scope for exploitation of tribals by the staff working in LAMPS.</p>

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| 56 | 5.140 | <p>The Committee are distressed to learn that the accounts of the State Tribal Development Cooperative Corporation (earlier known as Society) for the period 1972—74 and thereafter have not been audited. The audit of accounts for the period 1972—74 taken up by the Chartered Accountants in January, 1975 has not been completed so far, as there appears to be some difficulty in the availability of records. The Committee note that a Committee headed by Shri Guru Charan Nayak, MLA, was appointed to review the working etc. of the TDC Corporation. Although that Committee had submitted its Report in May, 1976, it is still under consideration of the Government. The Committee recommend that the working of the TDCC should be thoroughly examined and its accounts should be audited without any further loss of time to ensure that there is no misappropriation of public money. Government should also fix responsibility on the concerned officers for the serious lapse is not getting the accounts audited from year to year.</p> |
| 57 | 5.141 | <p>The Committee find that under the present arrangements LAMPS are operating as agents of the Tribal Development Cooperative Corporation. The Committee feel that since there has been no proper evaluation of the working of TDCC itself how this apex body can supervise the activities of 223 LAMPS. The State Government should consider this aspect in depth and ensure adequate supervision of the working of both TDCC and the LAMPS.</p>   |
| 58 | 5.142 | <p>The Committee are happy to note that the Tribal Development Cooperative Corporation has found an export outlet for the tamarind and they suggest that avenues for exporting other forest produce should also be explored. The export of forest produce will not only bring foreign exchange to the country but also provide employment opportunities to the local tribal population.</p>   |



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- 59            5.143            The Committee are unhappy to note that there are only 682 Scheduled Tribes among the 2821 staff employed in the LAMPS. The Committee suggest that more employment opportunities should be given to the Tribals in the LAMPS which have been set up in tribal areas primarily for the benefit of the Scheduled Tribes.
- 60            5.161            The Committee are unhappy that though the sub-plan area in Orissa has many important major industries and mining complexes, yet these industries have not provided employment opportunities to the tribals so as to improve their economic condition. The Committee suggest that the Ministry of Home Affairs should impress upon the Public Sector Undertakings located in tribal areas to step up the intake of local Scheduled Tribe and Scheduled Caste candidates both as regular employees and as apprentice trainees. The Committee need hardly stress that it is the moral duty of Public Sector Undertakings to do their utmost to absorb trained Scheduled Caste/Scheduled Tribe apprentices in different trades in their respective organisations. The State Government should set up Industrial Training Institutes in Tribal areas to the maximum extent possible and also keep a watch that the Training Institutes and polytechnics in the State turn out maximum number of trainees in those trades for which there is demand in the Public Sector Undertakings. For this purpose there should be close liaison between the State Industries Department and the public Sector Undertakings. The State Government should also give adequate publicity among tribals about the training/employment opportunities available to them in major industries located in sub-Plan area.
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61	5.161	The Committee recommend that the tribal families who have been displaced as a result of setting up of major industries in the tribal areas should be given adequate compensation on a priority basis and necessary arrangements should be made both for their rehabilitation and providing them employment in those major industries.
62	5.162	The Committee note that there is good potential for tassar production in the sub-Plan area of Orissa and the State Government has already taken steps towards the development of this industry. The Committee suggest that silk manufacture should also be developed on a large scale in the tribal areas under the guidance of Central Silk Board.
63	5.163	<p>The Committee also note that under tribal sub-Plan Bee-Keeping Programme was started in 1976 and at present 100 bee-keeping centres are functioning in 21 ITDPs. The Committee are constrained to observe that there has not been proper planning and monitoring of the Bee-Keeping Programmes in the tribal sub-plan area with the result that the programme has helped the tribal people to increase their annual income by Rs. 44 only during 1979-80 whereas the money spent on staff salaries during that period was of the order of Rs. 2,50,000.</p> <p>The Committee suggest that the progress of bee-keeping programme should be reviewed first in the light of the expenditure incurred thereon during the period 1976—80 and then a final decision should be taken whether it is worthwhile to increase the number of such centres to 300 during the Sixth Plan.</p>
64	5.164	The Committee suggest that Government of Orissa should identify particular cottage industries which have good potential for development in sub-Plan area and encourage the tribals

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		to develop those industries by providing them credit, marketing and training facilities. Necessary guidance and technical know-how should also be provided to the tribals to improve the quality of their products. The Committee feel that some of the crafts with necessary financial support can supplement the income of the tribal people and if any government agency provides fair price to the craftsmen for their products they can utilise their art as a permanent source of income.
65	5.178	The Committee note that the Government of Orissa is taking steps to record forest villages as revenue villages. The Committee recommend that this work should be completed immediately and all social and economic developmental programmes undertaken in revenue villages should be extended to forest villages.
66	5.179	The Committee note that the tribals are allowed to collect the forest produce like Mahua, Tamarind, Siali, Firewood etc. for their domestic consumption and sale. In some of the Reserve Forests even edible fruits, roots, creepers, thatch grass, Sabai grass are allowed free to them. The Committee suggest that a uniform policy should be adopted in all the Reserve Forests so that harmonious relations are maintained between the forest authorities and the tribals and the tribals do not feel that their traditional rights and privileges are being encroached upon.
67	5.180	The Committee suggest that the Government should consider planting more trees bearing oil-seeds in the forests so that edible oils could be extracted from them and the foreign exchange being spent on the import of edible oils is saved.
68	5.181	The Committee note that the collection charges of forest produce paid to tribals is fixed

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by the Collector depending upon the prevailing market prices. The Committee hope that the State Government will ensure that the collection charges are adequate in the context of rising prices of commodities.

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5.191

The Committee are glad to note that Horticulture has been accepted as a Major Thrust Programme in the Tribal sub-Plan area in Orissa and a method known as in situ plantation which is based on a low cost technology has been developed for large scale fruit plantation in high lands and hill slopes in tribal areas. This method has become very popular among the tribals and during the last six years (1974—80) over 17840.84 acres of land has been successfully developed under Horticulture Plantation Scheme. The State Government also impart training to tribal boys in Horticulture technology. The Committee further note that plantations which were raised during 1975-76 and side-grafted during 1977-78 have started bearing fruits and in another three or four years they will reach economical bearing stage. The Committee hope that in order to uplift the tribals economically this programme will be continued during the Sixth Plan with greater vigour and at the same time the State Government will ensure that there is no exploitation of tribals by middlemen in the disposal of their fruits. In the Committee's opinion marketing of fruit should be entrusted to various cooperative societies.

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5.192

The Committee recommend that instead of giving limited ownership rights to the tribals they should be made fullfledged owners of the pieces of land on which fruits are grown by them. This will not only give them a feeling of economic stability but also encourage them to work tirelessly on their "own land".

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5.193

The Committee suggest that a large portion of the forest revenue should be spent on the development of tribal areas and tribal people.

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- 72      5.194      The horticulture, there is scope for development of both long term and short term fruits depending upon the agro-climatic conditions and irrigation facilities. The Committee recommend that as far as possible, there should be mixed-fruit approach i.e. plantation of both short term and long term fruits should be grown so that the tribal people have not to wait for long for getting return from the Plantations.
- 73      5.195      The Committee suggest that Government should also consider the feasibility of setting up Fruit processing plants in areas where there is scope for large scale production of fruits.
- 74      5.208      The Committee are concerned to note that although there is tremendous scope for development of poultry, piggery, goat-keeping in the sub-plan area yet these programmes have not picked up well and the poultry farming has been a total failure. The Committee suggest that before launching such programmes proper training must be imparted to the beneficiaries in regard to the maintenance of birds/animals etc. Besides this, a periodical review of each programme should also be made to find out the extent of its success or failure.
- 75      5.209      The Committee feel that there should not be too much emphasis on importing new varieties of animals in the tribal areas as their survival is sometimes difficult on account of lack of training of the local people in handling those animals and also due to insufficient arrangements for supply of feed and veterinary aid. The Committee, therefore, suggest that animal husbandry programmes for the tribal areas should aim at improving the local breeds of birds/animals by the method of cross-breeding so that the local breed gets upgraded at lesser cost.
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76	5.210	The Committee recommend that as suggested during evidence by the representative of the Planning Commission, the Government may take up the duck development programme in the tribal sub-plan area.
77	5.211	The Committee note that the scope of development of fishery in tribal areas is extremely limited due to inadequate water areas for development of pisciculture. The Committee suggest that, as pointed out by the representative of Government of Orissa during evidence, the possibility of developing fishery in the reservoirs of medium irrigation projects should be explored.
78	5.216	The Committee note that Government of Orissa have provided drinking water facilities in 7650 villages out of 10468 problem villages identified by the State Public Health Department. The Committee further note that no hamlet-wise survey has been conducted by the State Government but it is estimated that the total number of hamlets in tribal sub-plan areas is around 15000 out of which drinking water facilities have been provided in 8000 hamlets.
79	5.217	The Committee are in full agreement with the recommendation of the Working Group that the unit of planning for drinking water supply for the tribal areas should be a hamlet.
80	5.221	The Committee feel surprised that many colonies built for tribal people by the Tribal Welfare Department are deserted. This only shows that the Department which is responsible for the welfare of tribals has no clear idea about the needs and preferences of the tribal people. The Committee need hardly stress that it is no use spending money on costly housing programmes without ascertaining the wishes of the local people who have actually to reside in these houses. The Committee suggest that the tribal people should be encouraged to build their

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		own houses and Government should provide necessary help in the form of building material.
81	5.225	The Committee are in agreement with the Commissioner for Scheduled Castes and Scheduled Tribes that rural electrification is important for development of tribal areas. In the absence of necessary information about the progress achieved in rural electrification during the Fifth Plan period in Tribal Sub-Plan area of Orissa, it is difficult for the Committee to come to any definite conclusion. The Committee, however, feel that rural electrification should be given top priority during the Sixth Plan period and more funds should be earmarked for rural electrification programme in tribal areas both by the Central and State Governments.

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