

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

(1985-86)

(EIGHTH LOK SABHA)

THIRTEENTH REPORT

MINISTRY OF WELFARE

**WORKING OF INTEGRATED TRIBAL DEVELOPMENT
PROJECTS IN ANDHRA PRADESH**

Presented to Lok Sabha on 29-4-1986

Laid in Rajya Sabha on 29-4-1986



**LOK SABHA SECRETARIAT
NEW DELHI**

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CORRIGENDA

to

the Thirteenth Report of the Committee on the Welfare of Scheduled Castes and Scheduled Tribes (Eighth Lok Sabha).

<u>Page</u>	<u>Para</u>	<u>Line</u>	<u>Corrigenda</u>
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30	-	17	<u>For</u> Para No.1.61 <u>read</u> 1.67
36	(i)		<u>For</u> Lines 4-5 <u>read</u> 'by Planning Commission/ Ministry of Welfare. The ITDP and other tribal area Plans aggregate into the State Tribal sub-Plan and is'
	(ii)		2.10 <u>For</u> Lines 9-10 <u>read</u> 'them are the Ministry of Agriculture and Rural Development, Ministry of Health and Family Welfare, Ministry of Information and Broad-'
46	2.31	7	<u>For</u> monetary and monetary incentives <u>read</u> monetary and non-monetary incentives
51		6-7	<u>For</u> previlged <u>read</u> privileges
52		3	<u>For</u> Para 5.36 <u>read</u> 2.36
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"			<u>For</u> line 3 from bottom <u>read</u> 'The Committee also recommend that in Tribal sub-Plan'
60	3.18	2	<u>For</u> qualified <u>read</u> quantified
62	3.26	10	<u>For</u> not <u>read</u> now
68	3.43	3	<u>After</u> have <u>insert</u> been
73	4.9	5	<u>For</u> disposal <u>read</u> disposed
77	4.23	7	<u>For</u> today <u>read</u> today
87	5.26	Table	<u>Against</u> Sl.No.4, under Col.3 <u>for</u> 105.00 <u>read</u> 1050.00
114			<u>For</u> line 4 <u>read</u> 'problen villages which could not be covered till end of Sixth'
	5.125		<u>For</u> line 2 <u>read</u> 'possible to cover 100% villages and hamlets with one safe'
128		9	<u>For</u> 1984-85 <u>read</u> 1983-84
130		8	<u>For</u> recommended <u>read</u> recommend
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143		10	<u>For</u> scholls <u>read</u> schools
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**COMMITTEE ON THE WELFARE OF SCHEDULED CASTES
AND SCHEDULED TRIBES
(1985-86)**

Shri Krishan Datt Sultanpuri—Chairman.

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3. Shri Banwari Lal
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2. Shri P. C. Chaudhry, *Chief Legislative Committee Officer*
3. Shri Kuldip Sahai, *Senior Legislative Committee Officer.*

*Ceased to be members of the Committee on their retirement from Rajya Sabha w.e.f. 2nd April, 1966.

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 Thirteenth Report (Eighth Lok Sabha) on the Ministry of Welfare—Working of Integrated Tribal Development Projects in Andhra Pradesh.

2. The Committee took the evidence of the representatives of the Ministry of Welfare, Planning Commission and Government of Andhra Pradesh on the 3rd and 4th February, 1986. The Committee wish to express their thanks to the officers of the Ministry of Welfare, Planning Commission and of the Government of Andhra Pradesh for placing before the Committee material and information the Committee wanted in connection with the examination of the subject.

3. The Report was considered and adopted by the Committee on the 23rd April, 1986.

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

NEW DELHI;

KRISHAN DATT SULTANPURI

Chairman,

April 23, 1986

Vaisakha 3, 1908 (S)

Chairman,

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

CHAPTER-I

INTRODUCTORY

A. Historical Background

(i) *Tribal Population*

1.1 According to 1981 census, the total population of the State of Andhra Pradesh is 533.60 lakhs. The total population of Scheduled Tribes in the State is 31.76 lakhs i.e. 5.93 per cent of the total population of the State.

1.2 Based on 1981 census, Scheduled Tribes population in the sub-plan area of Andhra Pradesh is 21.88 lakhs which works out to 4.08 per cent of the total population of the State.

(ii) *Scheduled Areas of Andhra Pradesh*

1.3 It has been stated that the Scheduled Areas in Andhra Pradesh extend to 11360.01 sq. miles in the nine districts of the State as under:—

1. Srikakulam
2. Vizianagaram
3. Visakhapatnam
4. East Godavari
5. West Godavari
6. Warangal
7. Khammam
8. Adilabad
9. Mahboobnagar

1.4 The tribal population living in the Scheduled areas in the State is 18.18 lakhs constituting 57.02 per cent of the total tribal population in the State.

1.5 The Committee have been informed that out of 31.76 lakhs tribal population as per 1981 census, nearly 88 per cent of the tribal population are covered under Integrated Tribal Development Agency/Modified Area Development Approach/Primitive Tribal Groups programmes while, the remaining 12 per cent are dispersed throughout the State.

(iii) Tribal Development during various Plans

1.6 In the Pre-independence period, Government mainly concentrated upon enacting protective regulations to prevent exploitation of tribals from outside agencies but systematic development was first attempted with the introduction of First Five Year Plan. It was enunciated in the First Five Year Plan document to assist the tribal people to develop their natural resources and to evolve a productive economic life wherein they will enjoy the fruits of their labour and will not be exploited by more organised forces from outside.

1.7 While the basic policy of the First Five Year Plan was continued during the Second Five Year Plan period also, it was reiterated that "Welfare programmes" for tribal people have to be based on respect and understanding of their culture and tradition and appreciation of social, psychological and economic problems with which they are faced. It was for the first time that an integrated project approach was initiated by starting four Multipurpose Projects in 1956 in Andhra Pradesh at Utnoor in Adilabad district, Narsampet in Warangal district, Araku and Paderu in Visakhapatnam district for the benefit of tribals living in those areas.

1.8 Encouraged by the results of the project approach initiated during Second Five Year Plan, the development effort was expanded to cover new areas of tribal concentration on the basis of the recommendations of various Committees and Commissions headed by Renuka Roy, Dhebar and Elwin, while converting the existing 4 Multipurpose Blocks into Tribal Development Blocks, 20 New Tribal Development Blocks were also started in the tribal areas of the State.

The tempo of development was kept up during the succeeding three annual plan periods (1966-1969).

1.9 During Four Five Year Plan, the investment on Tribal Development in the State was more than all the previous Plan investments put together. Various schemes were put on ground to tackle the specific problems of tribals of Andhra Pradesh. Nevertheless, some signs of restiveness became manifested in certain tribal areas of the State indicating the need for more intensive effort. This paved the way for introduction of an agriculture-oriented project called Girijan Development Agency in Srikakulam district. In order to protect the vulnerable sections among tribals from the deleterious effects of malnutrition. Special Nutrition Programme was introduced to cover tribal children of 0-6 years age group and pregnant and lactating mothers. Establishment of Housing Federation for Scheduled

Tribes was another land mark. The Protective Legislations such as Land Transfer (Regulations) and Money Lenders Regulations, 1960 were amended to plug loop-holes and special implementation machinery was evolved for effective implementation of Protective Legislation. Survey and settlement of Tribal lands were taken up besides massive programme of land assignment to the landless tribals. The feudatory "Muttadari" system was abolished. The Debt Relief Regulation was amended and the Tribal debts scaled down and a two year moratorium on collection of debts from tribals was imposed.

1.10. In the national approach, removal of poverty was the main task which was set out to be accomplished in the Fifth Five Year Plan. All programmes which were designed to achieve this objective had to be necessarily so oriented that certain classes of people and regions which have been lagging behind derive maximum benefits. In pursuance of this policy, development effort was specially directed towards the welfare of Scheduled Tribes and the tribal areas.

1.11 In order to give an impetus to tribal development, it was decided that from the Fifth Plan onwards the major thrust for development of the tribal areas and tribal communities should be provided by the general sectoral departments. It was laid down that the strategy would be "area development with focus on development of the tribal communities for areas where tribals are a predominant community." The tasks were defined as "elimination of exploitation in all forms, speeding up the process of Socio-economic Development, building inner strength of the people and improving their organisational capability".

1.12 The strategy for integrated development led to the launching of the Tribal Sub-Plan concept in the Fifth Plan period. Another important feature of the Fifth Plan was the establishment of the Andhra Pradesh Scheduled Tribe Cooperative Finance Corporation (TRICOR) to provide margin money to give an impetus to flow of institutional finance. Another important feature of Fifth Plan strategy was to identify the most backward or primitive tribals groups among tribals for special treatment.

1.13 During Sixth Plan, the plan of action was drawn up on the basis of the charter of guidelines set-out in the Prime Minister's letter of March, 1980, addressed to the Chief Minister. In pursuance of the policy laid down, development effort had been oriented within the broad approach suggested and it was appropriately designed to suit the special circumstances of the State.

1.14 A comprehensive strategy was evolved for tribal development by categorising tribals on the basis of the peculiarities of their

habitation and implementing programmes from their development as given below:—

- (i) Tribals living in area of their concentration already covered by the Integrated Tribal Development Agencies.
- (ii) Smaller but compact pockets of tribal concentration outside Sub-plan areas covered by the Modified Area Development Approach;
- (iii) Area inhabited by primitive and isolated tribal groups for whom there is a special programme; and
- (iv) The dispersed tribal populations.

1.15 The problems of tribal people vary according to the special setting and the economic base on which they depend for their survival. Distinction has also to be made between families possessing land and the landless households for the purpose of programme formulation.

1.16 A special feature of the Sixth Plan strategy was to identify tribal families living below poverty line and evolve programmes so as to enable them to cross the poverty line. During the Sixth Five Year Plan a new programme of assisting 50 per cent of the tribal families living below the poverty line had been launched. Even though action plan for implementation of poverty line programme was introduced in 1981-82, the benefits actually started accruing to some tribal families even during 1980-81 as part of the general plan effort.

(iv) *Tribal Sub-Plan Strategy.*

1.17 The Planning Commission and the Home Ministry had issued guidelines on preparation of tribal sub-plan for tribal regions. On the basis of these guidelines, the Tribal Sub-Plan was introduced in 1974-75 with a new approach for integrated and accelerated development of areas of tribal concentration with two long term objectives viz.

- (i) to narrow the gap in the levels of development of tribal and other areas;
- (ii) to improve the quality of life of the tribal communities.

1.18 For achieving this goal the major thrust of development was envisaged from State Plan which was to be supplemented by the tribal welfare funds to be provided by Central Government.

1.19 It was also envisaged that Programmes have to be formulated separately for each of the tribal areas or groups as each area group

will have its own development problems which have to be identified and tackled separately. As a consequence, the tribal population in Andhra Pradesh has been categorised into four groups as follows:—

- (a) Areas of tribal concentration in and around Scheduled areas;
- (b) Small pockets of tribals concentrated areas outside sub-plan;
- (c) Primitive Tribal Groups; and
- (d) Dispersed tribal population.

1.20 The areas of tribal concentration were identified in eight districts of the State viz., Srikakulam, Vizianagaram, Visakhapatnam East Godavari, West Godavari, Warangal, Khammam and Adilabad by including all Scheduled areas, all Tribal Development Blocks areas and all villages of tribal concentration contiguous to Scheduled and Tribal Development Block areas.

1.21 Details about the I.T.D.As in Andhra Pradesh and their coverage of Scheduled/non-Scheduled villages and population is at Appendix-I

B. Integrated Tribal Development Projects

1.22 In a written note furnished to the Committee regarding setting up of Integrated Tribal Development Projects in Andhra Pradesh together with broad outlines of each of the Projects and potential for development of the areas covered by each project, it has been stated that the tribal sub-plan was introduced in the Fifth Five Year Plan as a part of the national policy to develop areas of tribal concentration and bring them on par with general areas.

1.23 The areas of tribal concentration in Andhra Pradesh were identified by including all the Scheduled Villages, all the Tribal Development block villages and all other villages with more than 50 per cent population and contiguous to Scheduled areas. In these areas integrated area development approach with focus on tribal development was proposed. The integration was proposed mainly in four fields namely, Area, Programme, Financial and Organisational. In each of the identified areas potentialities have been identified and perspective plans ranging from 15 to 20 years were prepared to achieve the goal of bringing the tribal areas on par with non-tribal areas.

The following are the broad outlines of each I.T.D.P.:—

Visakhapatnam Districts

1.24 The ITDA area is spread-over 5904.51 sq. km. covering 3558 villages. Out of the District Scheduled Tribe population of 354127,

79.8 per cent are covered by ITDA. The rivers namely Machkund, Gothani Tandava and Sarada with numerous hill-streams feeding them flow in the tribal areas. The surface water resources provide ample potentiality for constructing lift irrigation schemes, check-dam and Anicuts. The ground water resources are also sizeable.

Graphite, Iron, Mica, Manganese, Coal and Lime-stone are important mineral sources. The major forest produce species include Teak, Bamboo and Sandal wood while the minor forest produce like Addaleaf, Tamarind, Soapnut, Gum Hill brooms are available.

Out out of the total geographical area, 74.49 per cent is under forest while 60825 Hects (9.82 per cent) is net area sown. The irrigated area is 5.6 per cent of the net area sown. The road length per 100 sq. km. is 13.57 kms for fair weather and 6.84 kms. for all weather.

The enrolment at the primary stage is 42 per cent. Details of educational institutions are as under:—

(1) Ashram Schools	67
(2) Primary Schools	286
(3) Boys hostels	23
(4) Girls hostels	10
(5) U.P. schools	10
(6) High schools	8
(7) Jr. Colleges	2
(8) Degree Colleges	1
(9) I.T.I.	1
(10) Polytechnics	1

The literacy percentage is as follows:—

Sl. No.	Category	Total literates	Literacy percentage
1.	Males	18,727	10.40
2.	Females	3,509	2.00
3.	Total	22,236	6.27

The following medical facilities are available:

1.	Hospitals	2
2.	P.H.Cs	5
3.	Sub-Centres	15

Under rural water supply scheme 94.8 per cent of villages have been covered; under electrification scheme, 8.9 per cent of villages have been electrified so far.

The other facilities are available as follows:—

(1) Horticulture Research Station	1
(2) Horticulture Training & Nursery Centre	1
(3) No. of Vet. Dispensaries	16
(4) Silk rearing units	2

Srikakulam District:

1.25 The ITDA area is spread over 1289.32 sq. km covering 376 villages. Out of the District, Scheduled Tribe population of 105142, 56.8 per cent is covered by ITDA. The rivers namely Nagavabi, Vanshadhara, Swarnamukhi, Gegavathi, Gomukhi and Mahendra with numerous hill-streams feeding them flow in the tribal areas. The surface water resources provide ample potentiality for constructing Lift Irrigation schemes, check-dams and Anicuts. The ground water resources are also sizeable.

Graphite and Iron are important mineral sources. The Major Forest Produce species include Nallamaddi, Bamboo and teak while the minor forest produce like Addaleaf, Tamarind, Hohwa, Soapnut, hill brooms etc., are available.

Out of the total Geographical area, 62 per cent is under forest, while 17.65 per cent is net area sown. The irrigated area is 1.72 per cent of the net area sown. The road length per 100 sq. km. is 16.14 kms for fair weather and 8.12 kms., for all weather.

The enrolment at the primary stage is 40.55 per cent.

The existing educational institutions are as follows:—

(1) Ashram Schools	29
(2) Primary schools	195
(3) Boys hostels	6
(4) Girls hostels	2
(5) UP schools	3
(6) High schools	3
(7) Jr. Colleges	1
(8) Degree colleges	nil
(9) I.T.Is	nil
(10) Polytechnics	nil

The literacy percentage is as follows:—

Sl. No.	Category	Total literates	Literacy percentage
1-	Males	87697	14.55
2-	Females	2428	4.64
	Total	10125	9.62

Under Rural Water Supply Scheme 50.79 per cent of villages have been covered, under electrification scheme, 27 per cent of villages have been electrified so far.

The other facilities available are as follows:—

1. Horticulture Training and Nursery Centre 1
2. Horticulture Research Station 1

Vizianagaram Districts

1.26 The ITDA area is spread over 1740.98 sq. km. covering 448 villages. Out of the district Scheduled Tribe population of 153044, 80 per cent is covered by ITDA. The rivers namely Vamshadhara, Swarnamukhi, Vedavathi and Gomukhi with numerous hill-streams feeding them flow in the tribal areas. The surface water resources provide ample potentiality for constructing lift irrigation schemes, check-dams and Anicuts. The ground-water resources are also sizeable.

Graphite and Iron are important mineral sources. The major forest produce species include Teak, Nallamaddi and Bamboo while the minor forest produce like Tamarind, Mohwa, soapnut are available.

Out of the total Geographical area, 63 per cent is under forest, while 16.46 per cent is net area sown. The irrigated area is 1.82 per cent of the net area sown. The road length per 100 sq. km. is 16.14 kms. for fair weather and 8.12 kms for all weather.

The enrolment at the primary stage is 44 per cent.

The existing educational institutions are as follows:—

(1)	Ashram Schools	36
(2)	Primary Schools	2
(3)	Boys hostels	14
(4)	Girls Hostels	6
(5)	UP. Schools	4
(6)	Degree colleges	nil

The literacy percentage is as follows:—

Sl. No.	Category	Total literates	Literacy Percentage
1.	Males	9152	11.90
2.	Females	3078	4.00
3.	Total	12230	7.97

Under rural water supply scheme, 63.6 per cent of villages have been covered under electrification scheme, 22.47 per cent of villages have been electrified so far.

The other facilities are available as follows:—

1. Horticulture Research Station 1
2. Horticulture Training and Nursery Centre 1

East Godavari District:

1.27 The ITDA area is spread over 4191.65 sq. km., covering 775 villages. Out of the District, Scheduled Tribe population of 143422, 66.72 per cent is covered by ITDA. The rivers namely Godavari, Yeluru and Sileru, with numerous hill-streams feeding them flow in the tribal areas. The surface water resources provide ample potentiality for constructing lift irrigation schemes, check-dams and anicuts. The groundwater resources are also sizeable.

Bauxite, clays and Tungstan are important mineral sources. The major forest produce species include Maddi, Teak and Bamboo while the minor forest produce like Addaleaf, Tamarind, soapnut are available.

Out of the total Geographical area, 49.46 per cent is under forest, while 43244 hectares net area is sown. The irrigated area is 25.55 per cent of the net area sown. The road length per 100 sq. km. is 9.76 kms. for fair weather and 4.65 khs. for all weather.

The enrolment in the primary stage is 43 per cent.

The existing educational institutions are as follows:—

(1) Ashram Schools	56
(a) Primary Schools	258

(3) Boys hostels	15
(4) Girls hostels	5
(5) U-P. schools	13
(6) High schools	5
(7) Jr. Colleges	2

The literacy percentage is as follows :—

Sl. Category No.	Total literates	Literacy percentage
1 Males	11965	16.53
2 Females	6099	8.58
Total	18064	12.59

Under rural water supply scheme, 94 per cent of villages have been covered, under electrification scheme 28.40 per cent of villages have been electrified so far.

The other facilities are available as follows:—

(1) Horticulture Research Station	2
(2) Horticulture Training and Nursery Centre	1

West Godavari District :

1.28 The ITDA area is spread over 1006.10 sq. km. covering 106 villages. Out of the district, Scheduled Tribe population of 66586, 51.2 per cent is covered by ITDA. The river namely Godavari with numerous hill-streams feeding it flow in the tribal areas. The surface water resources provide ample potentiality for constructing lift irrigation schemes, check dams and Anicuts. The ground water resources are also sizeable.

Graphite, limestone and Mica are important mineral sources. The major forest produce species include Meddi, Teak and Bamboo while the minor forest produce like Addaleaf, Tamarind, Gum, Soapnut are available.

Out of the total geographical area 21.8 per cent is under forest, while 65399 hectares net area is sown. The irrigated area is 13.9 per cent of the net area sown. The road-length per 100 sq. km. is 17.79 kms. for fair weather and 14.08 kms., for all weather.

The enrolment at the primary stage is 67.9 per cent.
The existing educational institutions are as follows:—

(1) Ashram schools	30
(2) Primary schools	84
(3) Boys Hostels	12
(4) Girls hostels	7
(5) U.P. schools	11
(6) High schools	6
(7) Jr. colleges	1
(8) Degree colleges	nil
(9) I.T.I.s.	nil
(10) Polytechnics	nil

The literacy percentage is as follows:—

Category	Total literates	Literacy percentage
1 Males	4764	14.29
2 Females	2812	8.45
Total	7565	11.37

The following medical facilities are available :

1. Hospitals	1
2. P.H.Cs.	2
3. Sub-Centres	6
4. Mobile Med. units	1

Under rural water supply scheme, 57.50 per cent of villages have been covered; under electrification scheme, 80 per cent of villages have been electrified so far.

The other facilities are available as follows:—

1. Horticulture Training & Nursery Centre	1
2. No. of Milk Chilling Centres	1

Khammam District:

1.29 The ITDA area is spread over 6899.92 sq. kms. covering 911 villages. Out of the District, Scheduled Tribe population of 420050, 78.4 per cent is covered by ITDA. The rivers, namely
711 LS—2.

Godavari, Kinnerasani, and Sabori with numerous hill-streams feeding them flow in the tribal areas. The surface water resources provide ample potentiality for constructing lift irrigation schemes, check-dams and anicuts. The ground water resources are also sizeable.

Coal, Copper and Iron are important mineral sources. The major forest produce species include Maddi, Teak and Bamboo while the minor forest produce like Addaleaf, Tamarind are available.

Out of the total geographical area, 64.4 per cent is under forest, while 17.6 per cent net area is sown. The irrigated area is 41 per cent of the net area sown. The road-length per 100 sq. km. is 1.78 kms. for fair weather and 9.42 kms for all weather.

The existing educational institutions are as follows:—

(1) Ashram Schools	62
(2) Primary schools	573
(3) Boys hostels	27
(4) Girls hostels	8
(5) U.P. schools	70
(6) High Schools	3
(7) Jr. Colleges	3
(8) Degree Colleges.	nil
(9) I.T.Is.	nil
(10) Polytechnics	nil

The literacy percentage is as follows:—

Sl. No.	Category	Total literates	Literacy percentage
1	Males	21893	10.00
2	Females	5278	2.49
	Total	27161	6.31

The following medical facilities are available:

1. Hospitals	8
2. P.H.Cs.	9

Under rural water supply scheme, 82.2 per cent of villages have been covered, under electrification scheme, 46 per cent of villages have been electrified so far.

The other facilities are available as follows:—

1. Horticulture Research Station	1
2. Horticulture Training & Nursery Centres	1
3. No. of Vet. Dispensaries	30

Warangal District:

1.30 The ITDA area is spread over 3122.46 sq.km; covering 288 villages. Out of the District, Scheduled Tribe population of 292772, 75.40 per cent is covered by IDTA. The river Godavari with numerous hill-stream feeding it flow in the tribal areas. The surface water resources provide ample potentiality for constructing lift irrigation schemes, check-dams and anicuts. The ground water resources are also sizeable.

Iron and Limestone are important mineral sources. The major forest produce species include Teak and Bamboo while the minor forest produce like Addaleaf, Tamarind, Soapnut, brooms are available.

Out of the total Geographical area, 77.69 per cent is under forest, while 8119.90 hect. is net area sown. The irrigated area is 31.56 per cent of the net area sown. The road-length per 100 sq. km. is 6.57 kms. for fair weather and 4.71 kms. for all weather.

The enrolment at the primary stage is 38 per cent.

The existing educational institutions are as follow:—

(1) Ashram Schools	28
(2) Primary Schools	75
(3) Boys hostels	23
(4) Girls Hostels	3
(5) U.P. Schools	5
(6) High Schools	4
(7) Jr. Colleges	1
(8) Degree Colleges	nil
(9) I.T.Is.	nil
(10) Polytechnics	nil

The literacy percentage is as follows:—

Sl. No.	Category	Total literates	Literacy percentage
1.	Males	12883	8.52
2.	Females	1972	1.39
z.	Tot l	14855	5.08

Under rural water supply scheme, 62 per cent of villages have been covered; under electrification, scheme 52 per cent of villages have been electrified so far.

Adilabad District:

1.31 The ITDA area is spread over 6135.50 sq. km. covering 642 villages. Out of the District, Scheduled Tribe population of 272336, 76.56 per cent is covered by ITDA. The rivers namely Godavari, Kaddam and Peddavagu with numerous hill-streams feeding it flow in the tribal areas. The surface water resources provide ample potentiality for constructing lift irrigation schemes check-dams and anabouts. The ground water resources are also sizeable.

Coal, Clay, Limestone and Iron are important mineral sources. The major forest produce species include Teak and Bamboo while the minor forest produce like Gum, Tamarind, Mango are available.

Out of the total Geographical area, 47 per cent is under forest, while 517766.40 Hects. is net area sown. The irrigated area is 3.3 per cent of the net area sown. The road-length per 100 sq. km. is 5.44 kms. for fair weather and 3.57 kms. for all weather.

The enrolment at the primary stage is 31.2 per cent. The existing educational institutions are as follows:—

(1) Ashram Schools.	58
(2) Primary Schools	269
(3) Boys hostels	27
(4) Girls hostels	6
(5) U.P. Schools	10
(6) High schools	10
(7) Jr. Colleges	1
(8) Degree colleges	nil
(9) I.T.I.s	1
(10) Polytechnics	nil

The literacy percentage is as follows:—

Sl. No.	Category	Total literates	Literacy percentage
1	Males	16477	12.00
2	Females	2203	1.62
3	Total	18680	6.84

The following medical facilities are available.

1.	Hospitals	1
2.	P.H.Cs.	3
3.	Sub-Centres	12

Under rural water supply scheme, 84.11 per cent of villages have been covered under electrification scheme, 60 per cent of villages have been electrified so far.

The other facilities are available as follows:—

1.	Horticulture	1
2.	Horticulture Training and Nursery Centre	1
3.	No. of Vet. Dispensaries	14
4.	No. of Milk Chilling Centres	1

1.32 Asked whether any review about the success/achievements of the ITDPs in Andhra Pradesh had been made, the Committee have been informed in a written note that a detailed review of I.T.D.Ps was made by the Hon'ble Chief Minister of Andhra Pradesh in March, 1984. In this meeting the tribal development situation was reviewed to assess the success/achievements and shortfall of I.T.D.Ps. The following are the important issues that emerged in this review:—

- (a) The flow to tribal sub-plan during Sixth Plan was Rs. 91.93 lakhs compared to 47.48 lakhs during 5th Plan. However, the flow is only 2.60 per cent of total plan compared to minimum flow of 6 per cent from State Plan. This has to be rectified.
- (b) The percentage of villages electrified increased from 2.9 per cent at the beginning of 5th Plan to 23 per cent at the beginning of 7th Plan. All the remaining 3773 villages are to be electrified.

- (c) The irrigated area increased from 5.06 per cent to 25.29 per cent by the end of 6th Plan. A Master Plan for exploiting ground water, and surface water has to be prepared.
- (d) The literacy percentage in 1961 census is only 7.83 and so special drive should be made to increase literacy.
- (e) The gaps in infrastructure in engineering, horticulture and sericulture are also identified.
- (f) Special incentives to staff working in tribal areas are to be given by providing staff quarters or additional HRA, Education Allowance and cash award for learning tribal dialects.
- (g) Under Poverty Line Programme, specific schemes to provide durable assets which generate continuous income to tribals should be identified. The unit assistance per family should be enhanced to Rs. 10,000, of which Rs. 5,000 is subsidy, Rs. 2,000 is margin money and Rs. 3,000 is institutional finance.

On all the above issues, policy decisions were taken by the High Level Committee constituted with Chief Secretary as the Chairman.

1.33 During evidence, the Committee desired to know the working of Integrated Tribal Development Projects in Andhra Pradesh and how far these projects had been able to bridge the gap in the levels of development between tribal people and others and improve the quality of life of tribals. The representative of the State Government explained as follows:—

“In Andhra Pradesh we have eight Integrated Tribal Development Agencies in eight districts. We have registered those eight societies under Registration of Societies Act. These ITDAs have been carved out of villages in which there are more than 50 per cent tribal population concentration. We have a governing body where the District Collector is the Chairman and all the District officers are members, the Members of Parliament of that particular area, MLAs, Panchayat Samiti President are all member of the governing body. They meet from time to time and decide what type of schemes should be taken up, what type of projects should be drawn up. The governing body had got a lot of flexibility. Such programmes as are drawn up by the governing body are being implemented by the Project Officer who is usually a senior IAS officer. ITDA has

drawn up development programmes in the field of agriculture, animal husbandry, horticulture, irrigation. We have separate officers attached to each of these projects. In Andhra Pradesh we have formed a separate Engineering Wing for the Tribal welfare under the Chief Engineer, Tribal Welfare. We have one Executive Engineer in each of the eight ITDAs. The idea is to take up a lot of construction like building road irrigation and to expedite completion of works which will assist the ITDA in implementing its programmes. For the integrated development agency during the 5th and 6th plan periods an amount of Rs. 201.39 crores was allocated and the expenditure during that period was of the order of Rs. 184.77 crores."

(i) *Objectives of I.T.D.Ps*

1.34 The objectives of the Integrated Tribal Development Projects as recommended by the Working Group on Tribal Development during Sixth Plan (1980—85) are as under:—

- (a) Raising the productivity levels in the fields of agriculture, horticulture, animal husbandry, forestry, cottage, village and small industry, etc., so as to create an economic impact of an order which will enable a targetted number of families (say 50 per cent) in the tribal sub-Plan area to cross the poverty-line. With the household as the basic unit of planning, in poverty reduction, the poorest and then the poor should be taken up on a progressive scale.
- (b) Apart from the effort in the core economic sectors indicated in (a) above, education should become the key sector in the Sixth Plan period.
- (c) The attainment of the objectives in (a) and (b) above would vitally depend on an adequate infrastructure for the creation of which there should be commensurate financial and physical effort.
- (d) Concomitant with the aforesaid three-fold aims and perhaps, the most important, assiduous exertions are necessary to eliminate exploitation of tribals in the fields of alienation of land, money-lending, debt bondage, trade, excise, forest, etc.

1.35 The Working Group on Development of Scheduled Tribes during Seventh Five Year Plan (1985—90) have felt that the above

objectives still hold good but these objectives have been elaborated as under:—

- (1) Raising the levels of productivity remains a means for alleviation of poverty. Efforts, therefore, are necessary in these fields in which the tribals are, by and large, engaged as in agriculture, horticulture, animal husbandry, forestry, cottage, village and small industry. This may have to be affected through provision of capital, inputs, technology, education, marketing, training etc. Specific anti-poverty programmes have to be taken up on a scale which would enable 50 percent of Scheduled Tribe families (including those that spill over from the Sixth Plan target) to cross the poverty line. These programmes should draw their sustenance from those of IRDP, NREP, RIEGP as well as others undertaken with different sources of funds, all of them, brought under the broad TSP umbrella. Since raising a family above the poverty line would require a package of schemes drawn from different sectors, they call for close coordination and inter-linkages. Serious attention will, hence, have to be paid to this aspect at all levels commencing from the village through block, district and State levels to the national level.
- (2) Emphasis has undoubtedly been given in the national plans in the past to progress in education; but by and large, the sector has not received its due. In fact, considering that the basic objective of universalisation of education and removal of adult illiteracy (in the age group 15—35) has been set to be achieved by 1990, education, both formal and informal, has to be accorded a high priority. In the Sixth Plan Working Group Report on Tribal Development, it had been stressed that education should become a key sector during the Sixth Plan period. There is no evidence to indicate that this has happened. The percentage literacy of Scheduled Tribe population, as per 1971 census, was 11.3 and this seems to have increased to 16.35 as per the 1981 census. Even for bridging the gap between the tribal literacy percentage of 36, an effort will have to be mounted which was hitherto not been in sight. The bias for vocationalisation should be built up in the system both for education and training. Low literacy pockets and girls' education should receive special attention. The potentiality of education and vocational training in promoting self-reliance and self-employment should be recognised in the tribal context.

- (3) As mentioned earlier, the one field which can yield immediate dividends, to the tribals is that of anti-exploitative measures. The Fifth Schedule of the Constitution provides the frame work for legislation. Several State Governments have adopted legislative provisions against land alienation, for regulation of money-lending, adoption of policies against sale of liquor vendors in tribal areas and administrative measures like creation of cooperatives aimed at regulation of exchange transactions etc. It seems, however, that the situation has not improved markedly notwithstanding such provisions. Land seems to be moving out of tribals possession. Much more vigorous enforcement of the various measures is necessary considering the present situation.
- (4) The foregoing objectives would require adequately strong infrastructure for production, anti-poverty, education, anti-exploitative programmes. The supportive infrastructure will have to be legislative, physical, institutional and administrative. Among the items of physical infrastructure particular emphasis will have to be paid to minor irrigation soil and water conservation, cooperation and land reforms which support beneficiary-oriented programmes. Capital intensive centres like large and medium industries, roads and bridges, mining, power, road transport will have to be given lower priority than hitherto. Drinking water-supply should receive special attention.
- (5) Vulnerable areas and groups would have to receive special attention, e.g. primitive tribal groups, nomadic groups, shifting cultivators, forest villagers, families displaced by development projects, migrant tribal labourers, special and appropriate programmes for tribal women are called for. Problem areas like the areas of influence of industrial and other major projects also need special attention. The disability from which these vulnerable areas and groups suffer will have to be identified for remedial action.
- (6) The degrading environment of tribal areas has been posing problem not only of precarious resources availability in the form of soil, forest, fuel, grass, fodder, etc., but also of ecological insecurity in the form of proneness in natural disasters like drought, floods, etc. Determined efforts are necessary to scientifically survey, plan and implement programmes for the improvement of the quality of tribal environment and upgrade resources.

1.36 The Ministry of Welfare in a written note to the Committee have stated that the main objective of Integrated Tribal Development Projects (ITDPs) is to narrow the gap in development between tribal people and others and to improve their quality of life. In particular ITDP aims at improving the level of development of the tribal areas with particular focus on Scheduled Tribes. This objective is sought to be achieved through integration in the project area of all developmental activities of government and semi-government organisations and financing and credit institutions in the project area through an integrated plan with focus on tribals. Financial resources for the purpose are pooled from the State Plan outlays, Special Central Assistance of the Ministry of Welfare, Central sector schemes of Central Ministries/Departments and institutional finance. At the State level, a separate sub-plan is prepared depicting the totality of developmental efforts envisaged for Five Year Annual Plan periods. Perspective project plans are drawn up for the project area which present an integrated view of their problems.

(ii) *Universal Bench Mark Survey*

1.37 The Committee desired to know whether any universal Bench Mark Survey in Integrated Tribal Development Project areas was conducted before preparing the projects reports. In a written note to the Committee, it has been stated that the Universal Bench Mark Survey in Inegrated Tribal Development Project areas was conducted in the year 1979-80.

1.38 The Universal Bench Mark Survey was conducted on census basis in ITDAs, covering 4.5 lakhs tribal/non-tribal house holds in 7500 villages and 6500 hamlets on the following subjects:—

- (i) Economic status of households;
- (ii) Ownership of residential Plots or houses;
- (iii) Caste or tribe particulars of heads of households;
- (iv) Level of literacy;
- (v) Membership of Cooperative Society and indebtedness;
- (vi) No. of school going and school-age children; and
- (vii) No. of households benefited with Government assistance.

1.39 During evidence the Committee asked what were the main features of Universal Bench Mark Survey conducted in 1979-80 and whether the findings of such a survey were utilised in preparing the ITDP Reports for Sixth Plan and thereafter and what were the main

achievements of this survey. The representative of the State Government has stated as follows:—

“The main objective of the Universal Bench Mark Survey was to generate data for plan purposes and for preparation of project reports, for preparation of tribal sub-plan and for collection of Bench Mark data for future evaluation studies. The Universal Bench Mark Survey was conducted on a census basis in ITD areas in Andhra Pradesh, covering several lakhs of tribal and non-tribal households, in the following fields:

- (1) Economic status of household land holdings.
- (2) Ownership of residential plots or houses.
- (3) Particulars of heads of households.
- (4) Level of literacy.
- (5) Membership of cooperative societies and indebtedness.
- (6) Number of school-going and school-age students.
- (7) Number of households benefited with Government assistance”.

1.40 The representative of the State Government further stated as follows:—

“The Universal Bench Mark Survey was conducted in the above mentioned fields by Tribal Cultural Research and Training Institute of the Directorate of Tribal Welfare, Government of Andhra Pradesh, and the data have been fully used for the preparation of sub-plan in ITD areas. We have made full use of the data for preparation of future plan for the tribal areas in Andhra Pradesh. As regards the economic status and the land holdings, in this Universal Bench Mark Survey we discovered that out of the total working force of 9 lakh tribals, 40 per cent were landless and 60 per cent were having land holdings. We also found that 95 per cent of the tribal households had a plot for construction of their own houses. We have got block-wise data in respect of literacy. We also have the data about the indebtedness and about the number of school-going and school-age children, as also about the households that were benefited with Government assistance.”

1.41 The Committee enquired whether there was any proposal to conduct another Universal Bench Mark Survey as long time had elapsed and it was always beneficial to have a realistic data. The representative of the State Government has explained the position during evidence as follows:

“We have not yet taken a decision. This will be taken up after the results of the previous survey are available and full use is made of that survey. We will conduct in another 5 years or 10 years. The previous one was done in the beginning of 5th Plan. We always up-date the data. We are using this to prepare sub-plan in the 7th Plan period.”

(iii) *Tribals living below|above poverty line*

1.42 The Committee desired to know to break-up of Scheduled Tribe population in the State as living below poverty line and above poverty line. The representative of the State Government stated during evidence that according to figures available with them, 1.35 lakhs Scheduled Tribes are living above poverty line and 2.30 lakhs are economically assisted and 2.70 lakhs are yet to be assisted. The general norm applied for identifying a family above poverty line is that annual income of the family should be Rs. 3500 per year. Families below this income level are considered as below poverty line.

1.43 When asked whether there is any proposal under consideration of Government for raising the income limit of Rs. 3500 per annum of the family consisting of 5 members for the propose of determining people living above poverty line, the representative of the Planning Commission has stated during evidence as follows:—

“This matter is being considered in the Planning Commission and the income of Rs. 3500 is being subjected to scrutiny. The income limit of Rs. 6400 per annum per family is being examined. . . . from what date it will apply, I don't know.”

1.44 Asked about the criteria laid down for determining income of family as living below or above the poverty line and how did the Government practically survey the people who had been below or above the poverty line, the representative of the Ministry of Welfare has stated during evidence as follows:—

“So far as 1.35 lakh families in Andhra Pradesh are concerned, they are of two categories. One is substantial land owning tribal families. That is, the families who own about 10 acres and more are included there.

Secondly, the Andhra Pradesh State Government also organised a systematic survey of the economic levels of Scheduled Castes and Schedule Tribes sometime back. As a result of that survey, they have also identified some families of having come above the poverty line, i.e., families having assured income of Rs. 3500 or so per year. These are the two methods by which they have come to the conclusion that 1.35 lakhs families are above the poverty line. For example, if we have given 2 milch cows to a particular tribal family then over a period of say three years, we see how much of income had accrued to him as a result of his owning these two cows. This can be verified by a survey.

In other words, the survey takes into account what was his existing income, what is the additional income which accrued to him by way of economic assistance which flowed from the Government. If it is Rs. 3500 or above, then it is taken up as one who has come above the poverty line.

There was no economic census in the country as a whole. Whatever little survey had been taken up was a sporadic and in some places alone. In Andhra Pradesh, they took a survey sometime back. But thereafter they did not take up. Most of the State Governments also had not taken up economic survey. Therefore, the procedure was not standardised in the country as a whole."

1.45 Elucidating the point further, the representative of the State Government has stated as follows:—

"All India criteria were laid down by the Ministry of Rural Development, Government of India, which have been followed in all the States. So far as Andhra Pradesh is concerned, we verify income of a particular family from all sources. They may be having goat or cow or some land. After computing everything, if the income of a family exceeds Rs. 3500 then we say that he has crossed the poverty line. But definitely, this may not be all-time to come true. That is why, the Planning Commission is considering to change the figure from Rs. 3500 to Rs. 6400."

1.46 When specifically asked as to who conducted the survey the representative of the State Government has stated during evidence as follows:—

"In Andhra Pradesh the survey was conducted by an Institute called the Tribal Cultural Research and Training Institute.

It is the only institute in the State which is conducting the survey in tribal areas. Among the Scheduled Castes the survey was conducted by the Scheduled Castes Co-operative Finance Corporation through the District Collector."

1.47 When asked to explain the exact procedure being followed for identifying the families which are below or above the poverty line, the representative of the Planning Commission has stated during evidence as follows:—

"So far as the question of determining or trying to identify the families which are below or above the poverty line is concerned, the procedure generally followed by the State Governments is to conduct a survey. This survey is done from family to family and the people who are employed in the survey are generally the block staff, teachers, Gram Sevak and grassroot workers who are available. For that purpose there is a small booklet called Vikas Patrika. This family card contains all the particulars which have to be filled up in regard to the family. It contains particulars like the name of the head of the family, members of the family, their land holdings and their other assets. It also contains entries for future use."

1.4 In reply to a question, the representative of the State Government stated during evidence that the Tribal Cultural Research and Training Institute, who conducted the survey, was a Government body. It was a part and parcel of the Directorate of Tribal Welfare of the Andhra Pradesh Government. The survey was conducted under the supervision of the officer from Tribal Cultural Research and Training Institute through BDOs, teachers and VIPs. It was a door to door survey.

1.49. When the Committee enquired whether there was any provision to assess or reassess the family below or above the poverty line, the representative of the Ministry of Welfare has stated during evidence as follows:—

"Yes, Sir, There is a procedure for re-assessing that particular family and if need be a second dose and even third dose of assistance can be given. Thereafter, there is a distinction between a family which is just economically assisted. Now, every family economically assisted does not mean that that family has come above poverty line and therefore

a sort of continuous survey or continuous watch on the family or the study of the Vikas Patrika given will be necessary to find out whether the family already assisted has again fallen below poverty line or whether in the initial stages it at all did cross poverty line. So, what you presume, second assistance dosage is provided for."

(iv) *Primitive Tribes:*

1.50 The Committee desired to know the names of the Primitive Tribes identified in the State, the population of each tribe, districts in which each tribes is dispersed and which Project Reports have been prepared and approved. The details furnished by the State Government are as follows:

Sl. No.	Community	Name of the district	Total population
1.	Chenchus	Guntur Prakasham Kurnool Mahabubnagar Ranga Raddy Nalgonda	28,297
2.	Konda Reddy	E. Godavari W. Godavari Khammam	54,475
3.	Kolams	Adilabad	17,096
4.	Gadaba	Saikkulam Vizianagaram Visakhapatnam	28,049
5.	Porja	Visakhapatnam	16,374
6.	Tothi	Adilabad	1,753
7.	Khond	Visakhapatnam	50,726
8.	Savara	Srikakulam Vizianagaram	81,121 2,77,889

Projects: Project Reports were approved for Chenchus, Konda Raddy, and Kolams., For other communities, they are under preparation.

1.51 As regards the provision made and expenditure incurred during the Sixth Plan for the development of these tribes, the Committee have been informed that during the Sixth Plan period, a total amount of Rs. 1.84 crores was provided for socio-economic development of

these tribes and an expenditure of Rs. 1.65 crores was incurred. 10,783 families of such tribes were covered during the Sixth Plan period.

1.52 When asked what was the provision made for each year during Sixth Plan period and the actual expenditure incurred during each year, for the primitive tribes, it has been stated that an amount of Rs. 1.89 crores was provided during 6th Plan period out of which an amount of Rs. 1.664 crores was actually spent year-wise details are stated to be as follows:—

Sl. No.	Year	Allotment	Expenditure	Achievement
1.	1980-81	25,00,000	25,71,855	2,298
2.	1981-82	30,00,000	68,000	24
3.	1982-83	30,00,000	40,90,628	2,291
4.	1983-84	52,32,000	54,31,256	3,047
5.	1984-85	52,32,000	43,89,680	3,123
TOTAL		1,80,64,0000	1,65,31,419	10,783

1.53 The Committee have been informed that the following schemes were taken up for the economic development of the primitive Tribal Groups during Sixth Five Year Plan period:

- (a) Reclamation of Land,
- (b) Individual irrigation wells and Community Irrigation Wells.
- (c) Oil Engines and Electric Motors.
- (d) Plough Bullocks and Bullock Carts.
- (e) Distribution of Agricultural implements.
- (f) Seeds and Fertilisers.
- (g) Horticulture.

Animal Husbandry

- (a) Supply of Milch Animals.
- (b) Supply of Sheep and Goat Units.
- (c) Supply of Poultry Units.

Financial Assistance

- (a) Trade Assistance, and Kirana shops.
- (b) Supply of Cycle rikshaws, where there is a demand for transportation.

1.54 When asked what was the criteria for determining people living in primitive stage and how many such tribes were there in the State, the representative of the State Government during evidence has stated as follows:

“8 in number in Andhra Pradesh. For economically assisted criterion, we do not have this separately. Same criterion is applicable to them. They are given subsidy at 100 per cent while others are given subsidy at 50 per cent.”

Explaining the point further, the representative of the Ministry of Welfare informed the Committee as follows:—

“There are guidelines, they include either stagnant or diminishing population. Very low level of technology is there; that is, pre-agricultural level of technology. Third is extremely low level of literacy. These are the criteria. So, we categorise each of these Scheduled Tribes as primitive tribes. Government of India provides special assistance to State Government for their development. Wherever money is given for any particular scheme, Government of India do not expect any matching contribution from State Government. This does not preclude the State from ensuring flow from their State Plan fund for development of Scheduled Tribe also. Wherever we give special Central Assistance we don't insist on State Government to give matching grant for their development.”

1.55 Asked whether education was being imparted to these primitive tribes and whether schools had been opened for them, the representative of the State Government stated that they had opened Ashram Schools. In three or four villages they had opened a school in the Centre.

1.56 In reply to a question the representative of the State Government stated during evidence that these primitive tribes were imparted education at various Stages. In regard to Chenchu tribe, three of them were in the Medical College in the Mehboobnagar District.

1.57 Asked how many schools had been opened in primitive tribe areas, the representative of the State Government stated that there were 436 Ashram Schools in the hill areas.

(v) Publicity regarding developmental schemes.

1.58 The Committee desired to know whether majority of the tribals in the Sub-plan area were not aware of the various schemes particularly the subsidy and the loan component of the anti-poverty

programmes. The representative of the State Government has stated during evidence as under:—

"I assure the hon. Member and the Chairman that tribals in Andhra Pradesh are by and large aware of the various schemes and programmes particularly subsidy and loan components under the anti-poverty programme because we organise training programmes conducted by Tribal Cultural Programme and Training Institute every year and we have also made publicity, there is a publicity programme attached to project office. We have also employed tribal youth numbering about 20 to 30 by paying a consolidated amount as salaries and we will make use of the tribal youth for making publicity among the tribals. This is done by the tribal youth. The educated tribal boys were trained and they went to the interior and informed the tribals, who are not educated, about the Government programme."

1.59 The Committee note that the main objective of Integrated Tribal Development Projects is to narrow the gap in development between tribal people and others and to improve their quantity of life ITDPs in particular, aim at improving the level of development of the tribal areas with particular focus on Scheduled Tribes. The Working Group on Development of Scheduled Tribes (1985—90) have spelt out the objectives of ITDPs quite extensively which have been listed in para 1.35 of the Report. The Committee desire that the Central Government in unison with the Government of Andhra Pradesh should make concerted efforts towards these objectives and ensure systematic execution of various schemes in Sub-plan area of the State. The working group on Development of Scheduled Tribes (1985—90) have rightly stressed the need for close coordination in the implementation of schemes drawn from different sectors if a radical change in the quality of life of the tribal people is to be achieved and if they are to be raised above the poverty line in the real sense of the term.

1.60 The Committee have been informed that Universal Bench Mark Survey was conducted in the State of Andhra Pradesh in the year 1979-80 and this was conducted on census basis in ITDAs, covering 4.5 lakhs Tribal/non-Tribal households in 7500 villages and 6500 hamlets. The main objective of the survey was to generate data for plan purposes and for preparation of project reports, tribal sub-plan and for collection of data for future evaluation studies. The Survey was undertaken by Tribal Cultural Research and Training Institute of the Directorate of Tribal Welfare of the State Government and the data collected by the Institute has been fully used for the preparation of sub-plan in ITD areas.

The Committee are happy that the data collected by Universal Bench Marck Survey has proved beneficial in the preparation of Tribal Sub-plan for ITDAs in the State.

1.61 The Committee, however, recommend that the State Government should undertake another Bench Mark Survey at the earliest so that the available data is up-dated covering different aspects of life of the tribals. They also feel that data would be helpful in the preparation of new schemes for sub-plan area of the State during the current Plan as well as during the next plan. The Committee feel that a Bench Mark Survey at regular intervals of five years would provide proper assessment of the achievements made in the field of Tribal Development during the last plan period and would provide a sound basis for framing new programmes and schemes.

1.62 The Committee have been informed during evidence that 1.35 lakhs Scheduled Tribes are living above poverty line and 2.30 lakhs are economically assisted and 2.70 lakhs are yet to be assisted. The general norm applied for identifying a family above poverty line is that the annual income of the family should be Rs. 3500/- or more. The Committee have also been informed that a proposal for raising the annual income limit from Rs. 3,500 to Rs. 6400/- is being examined in the Planning Commission. The Committee, therefore, desire that the decision to raise the annual income limit to Rs. 6400/- per family for crossing the poverty line should be taken at an early date keeping in view the general rise in prices and low purchasing power of Rupee.

1.63 The Committee are distressed to note that only 1.35 lakhs Scheduled Tribes could be brought above the poverty line and no clear picture is available about 2.30 lakh tribals, who were economically assisted. The Committee, therefore, recommend that a second dose of assistance should be given to deserving tribal families so that the efforts already made to bring them above the poverty line do not become infructuous. The Committee also stress that 2.70 lakh tribals who are yet to be assisted to cross the poverty line would be taken care of during the Seventh Plan period.

1.64 The Committee further recommend that the results of economic assistance given to tribals under various schemes should be properly evaluated with a view to see how far a particular scheme has helped in raising the economic level of tribals.

1.65 The Committee note that the Andhra Pradesh Government have identified eight tribes as primitive tribes viz., Chenchus, Kona Reddy, Kolams, Gadaba, Porja, Tothi, Khond and Savara. The Committee are unhappy to note that Project Reports were approved for Chenchus, Konda Reddy and Kolams only and for other five

tribes, the project reports are under preparation. The Committee need hardly emphasize that as recommended by the Working Group on Development of Scheduled Tribes during Seventh Plan (1985—90), high priority should be given to the programmes meant for primitive groups and project reports for the remaining groups should be completed and finalised expeditiously so that an integrated approach could be adopted for the development of all primitive tribal groups.

1.66 The Committee also recommend that voluntary agencies which are working for the upliftment of tribals in the State should be induced and involved in the implementation of schemes for development of primitive tribes. As the Central Government is giving funds for the development of primitive tribes, the State Government should utilise the funds fully. The Committee are not happy that against the allotment of Rs. 1.84 crores, Government of Andhra Pradesh utilised only Rs. 1.65 crores.

1.61 The Committee have been informed during evidence that Government of Andhra Pradesh are taking various steps to give publicity to the welfare schemes, particularly subsidy and loan components under the anti-poverty programme undertaken by them in the Sub-Plan area in order to create awareness among the tribals. It is, however, the experience of the Committee that tribals are not generally aware of the details of welfare programmes/schemes launched by the Government due to their general ignorance, educational backwardness and leading a life of isolation in remote areas of the country. The Committee, therefore, recommend that the staff at grass-root level should keep in close touch with the tribal people and create an awareness among them about the welfare and developmental schemes being executed in ITDAs. in the State so that maximum number of tribals come to know about these schemes/programmes and derive the benefits intended for them. The grass-root level staff should be given more inducement and incentives for doing dedicated work for the upliftment of tribal populace.

(C) Tribes Advisory Council

1.68 In a written note furnished to the Committee, it has been stated that the Andhra Pradesh Tribes Advisory Council is a statutory body formed in accordance with the provisions of Constitution of India viz., Article 244(1) of Fifth Schedule.

1.69 According to Sub-paragraph (2) of paragraph 4 of the Fifth Schedule to the Constitution of India, it shall be the duty of the Tribes Advisory Council to advise on such matters pertaining to the Welfare and advancement of the Scheduled Tribes in the State as

may be referred to it by the Governor in the State subject to such exceptions and modifications as he may specify. Thus, the obligation cast on the Tribes Advisory Council is to advise the Governor on such matters pertaining to the welfare and advancement of the Scheduled Tribes as may be specifically referred to it by the Governor. Under para 5 (2) of the Fifth Schedule the Governor may make regulations for the peace and good Government in the Scheduled Areas which is for the time being a Scheduled Area and under sub-para (5) thereof, no Regulations shall be made unless the Governor making the Regulation consulted the Tribes Advisory Council. All Regulations made under para 5(2) shall be submitted to the President and until assented by him shall have no effect.

1.70 During the year 1983-84, one Meeting of Andhra Pradesh Tribes Advisory Council was held on 2-2-1984. Only an appraisal note on Tribal welfare activities in the Sixth Five Year Plan period had been prepared for Agenda and Notes of the Andhra Pradesh Tribes Advisory Council meeting and circulated it to all the members of the Council.

1.71 During the year 1984-85 also only one meeting of Andhra Pradesh Tribes Advisory Council was held on 5-6-1984. The Agenda and Notes for this meeting was for amending the Andhra Pradesh Scheduled Areas Land Transfer Regulation 1959, Andhra Pradesh Scheduled Areas Ryotwar Settlement Regulation II of 1970 and after discussion, the Council unanimously agreed to the proposed amendments.

1.72 Asked what were the important subjects discussed and decision taken by Andhra Pradesh Tribes Advisory Council at their sittings held in February and June, 1984, the representative of the State Government has stated during evidence as follows:—

“The Meeting of the Tribes Advisory Council was held on 2.2.1984 and again it was held on 5-6-84. In the first meeting, no particular policy decision programme was introduced. But in the meeting held on 5th June 1984 a very important item was introduced in the Council Meeting, that is, amendment of Andhra Pradesh Scheduled Area (Land Transfer) Regulation Act. Here, the proposed amendment was unanimously agreed to by the Members of the Council, but this amendment recommended by the Tribal Advisory Council is not yet finalised by the State Government. It is still pending with the State Government. I do agree that according to the Constitution the Tribes Advisory Council should meet at least twice in a year, but due to exigencies of work, sometimes we could not

hold the meeting twice in a year, but sometimes we are holding meetings more than twice in a year. So, we also feel that it should be held more often, but sometimes due to certain difficulties the Council could not meet and the members of the Tribes Advisory Council in Andhra are mostly Tribal MLAs numbering about 15; here MPs are not Members. There are 4-5 officials and the remaining 15 are tribal MLAs."

1.73 Explaining about the amendment of Andhra Pradesh Scheduled Area (Land Transfer) Regulation Act, the representative of the State Government has stated during evidence as follows:—

"According to the Land Transfer (Regulations) Act, transfer of land from tribal to non-tribal was prohibited. But in this proposed amendment, it is to restrict transfer of land from tribals to tribals in notified agency area without permission of the Agents to Government. At present, transfer of land from tribals to tribals is not prohibited. The proposed amendment is not accepted by the Government so far."

1.74. The Committee note that a Tribes Advisory Council has been set up in the Scheduled areas of Andhra Pradesh under Article 244(1) of the Constitution. The Tribes Advisory Council is expected to advise the Governor on various matters pertaining to the welfare and advancement of the Scheduled Tribes. The Committee, however, find that the Tribes Advisory Council met only once during 1983-84, and another meeting was held during 1984-85 for considering the various matters relating to the welfare of Scheduled Tribes. In the meeting held on 5th June, 1984, the Tribes Advisory Council considered an important issue viz., amendment to the Andhra Pradesh Scheduled Area (Land Transfer) Regulation Act. The Committee find that the proposed amendment recommended by the Tribes Advisory Council has not been finalised by the State Government so far.

The Committee recommend that Tribes Advisory Council should hold its meetings more frequently and atleast twice in a year. This is a Constitutional requirement which should not be ignored. The Tribal Welfare Department should also ensure that proper follow-up action is taken on the recommendations of the Tribes Advisory Council within a reasonable time. The Committee hope that the proposed amendment to the Andhra Pradesh Scheduled Area (Land Transfer) Regulation Act would be considered by the State Government and final view taken without any further delay.

The Committee need hardly stress that unless the recommendations made by the Tribes Advisory Council are given due weightage by the State Government, the recommendations of the Council will only remain on paper, and the purpose of making a provision in the Constitution for the Tribes Advisory Council would be forfeited.

1.75 The Committee further recommend that action taken to implement various recommendations of the Tribes Advisory Council should be suitably incorporated in the Report of the Governor on the administration of the Scheduled areas which is submitted to the President in accordance with the provisions contained in the Fifth Schedule to the Constitution.

CHAPTER II

ADMINISTRATIVE AND EXECUTIVE MACHINERY

A. Role of Union Government

2.1 The Committee have been informed that in the Ministry of Welfare, a separate Division designated as "Tribal Development Division" under the charge of a Joint Secretary looks after matters relating to development of Scheduled Tribes. The Joint Secretary functions under an Additional Secretary who also looks after other subjects relating to development of scheduled castes and minorities. The Secretary, Ministry of Welfare is in overall charge.

2.2 The Joint Secretary, Tribal Development is assisted in his task with following staff of the level of Section Officer and above:

Director/Deputy Secretary	5
Joint Director	2
Under Secretary	1
Deputy Director	2
Research Officer	4
Desk Officer	3
Section Officer	1

2.3 The work amongst officers in the Division is distributed both subject-matter-wise and territorial jurisdiction-wise.

2.4 The Planning Commission deals with formulation of plans of State and Central levels. There is no separate organisational set-up to deal with ITD Projects in the Planning Commission. However, the Backward Classes and Tribal Development Division of Planning Commission deals with planning for scheduled tribes development and is headed by an Adviser.

2.5 The following Ministries have separate cells to deal with matters relating to Tribal sub-Plan:—

1. Ministry of Health and Family Welfare.
2. Ministry of Transport (Department of Surface Transport).

3. Ministry of Agriculture and Rural Development (Department of Rural Development).
4. Ministry of Communications.
5. Ministry of Human Resource Development (Department of Education).
6. Ministry of Finance (Department of Economic Affairs).
7. Ministry of Information and Broadcasting.
8. Ministry of Water Resources.

2.6 As regards the set-up in Planning Commission for the development of tribal areas, it has been stated in a written note furnished to the Committee that the Backward Classes Division in the Planning Commission deals with the development of Backward classes, Tribal sub-Plans and Special Component Plans for Scheduled Castes. The sanctioned strength of the Division is as follows:—

Adviser	1†
Dy. Adviser	1
Senior Research Officers	2
Research Officers	3
Economic Investigators Gr. II	2

2.7 Regarding functions of this Division, it has been stated that Backward Classes Division formulates the objectives, strategy and guidelines and finalises the programmes for Tribal sub-Plans and Special Component Plans for Scheduled Castes formulated by States and the Central Ministries and recommends allocation of resources. It also reviews the progress of implementation of programmes.

2.8 As regard proper coordination between the Ministry of Welfare and Planning Commission, it has been stated that implementation of programmes under Tribal Sub-Plan and Special Component Plan is reviewed at the time of formulation of Five Year Plans and Annual Plan discussions with the concerned States|Union Territories, where Ministry of Welfare also participate.

2.9 The Committee enquired about the nature of liaison and co-ordination between the Union Ministries and State Government for the administration of the projects and extent of Central and State

†Adviser (State Plans) is incharge of Backward Classes Division. Besides, he also looks after Hill Area Plans and North Eastern Council.

responsibility in the implementation of the projects. In a note furnished to the Committee, it has been stated that the guidelines for preparation of ITDP projects and related matters have been issued tribal area Plans aggregate into the State Tribal Sub-Plan and is by Planning Commission/Ministry of Welfare. The ITDP and other discussed in the Annual Tribal Sub-Plan meeting of the Ministry of Welfare. The Planning Commission also takes such discussions at their level. The relevant Central Ministries participate in these Annual meetings. The programmes for the development of Scheduled Tribes are discussed sector-wise and progress reviewed in this meeting. As the programmes for development of the Scheduled Tribes are implemented in the field by the State Organisations, important issues coming up in these discussions for policy decisions are taken note of and whenever necessary revised guidelines are issued. Amongst the important aspects reviewed are adequacy of financial allocation commensurate with the Scheduled Tribe population percentage of the State, achievement under the poverty amelioration programmes, anti-exploitative measures, extension and availability of credit to the tribals, and adequacy of infrastructure in several sectors including education, health, drinking water etc. The draft Tribal sub-Plans of the States are revised in accordance with the suggestions made in these meetings.

2.10 Special schemes/problems are discussed with the State Government officials either at Delhi in the Ministry of Welfare or at the State level. The Directors/Joint Directors visiting the State also look into the implementation of the schemes in the field. The Central Ministries allocate funds for their specific programmes implemented in the State. Identification of the Schemes relevant to the tribal population and specific quantification of funds has also been attempted in 15 Ministries/Departments of Government of India. Amongst them are the Ministry of Health and Family Welfare, Ministry of Information and Broadcasting, Ministry of Transport (Department of Surface Transport), Ministry of Human Resource Development (Department of Education), Ministry of Industry (Department of Industrial Development) and Ministry of Communication.

2.11 The Government of India (Allocation of Business) Rules, 1951 specify the role of Central Ministries as under:—

“16 cC. Development of Scheduled Castes and Scheduled Tribes.

Note: The Ministry of Welfare will be the nodal Ministry for overall policy, planning and coordination of programmes

of development for Scheduled Castes and Scheduled Tribes. In regard to Sectoral programmes and schemes of development of these communities, policy, planning, monitoring, evaluation etc. as also their coordination will be the responsibility of the concerned Central Ministries, State Governments and Union Territory Administrations. Each Central Ministry and Department will be the nodal Ministry or Department concerning its sectors”.

2.12 So far 11 Central Ministries have appointed Liaison Officers for Scheduled Tribes' matters. The Central Ministries periodically discuss important problems of tribal areas like bonded labour, land alienation, housing, cooperation, excise and education. Specific problems of tribal areas are also periodically studied by the concerned Central Ministries.

2.13 It has been stated that Government of India releases funds to State Government under Article 275(i) of the Constitution of India for the following schemes:

- (1) Integrated Tribal Development Agency;
- (2) Modified Area Development Approach;
- (3) Primitive Tribal Groups; and
- (4) Podu.

2.14 The Government of Andhra Pradesh implements the family based programmes by using the Special Central Assistance to supplement the State Plan effort and sends monthly progress report on the coverage under 20 Point Programme and the quarterly progress report on the entire expenditure under Sub-Plan. The Annual Progress of Schemes is reviewed by the Ministry of Welfare and Planning Commission at the time of Annual Plan discussions.

2.15 The Committee desired to know the programmes drawn up by the Central Ministry for tribal development in Andhra Pradesh in their respective sectors. In a written note furnished to the Committee, it has been stated that the Programmes drawn up by Central Ministries for tribal development in Andhra Pradesh are stated to be as follows:—

Health Sector:

2.16 The Minimum Needs Programme and the training of medical and part-Medical workers is the main instrument for the development of primary health care delivery system. As such in order to provide preventive, promotive and curative services to the tribals in

Andhra Pradesh including the tribals living in ITDP areas, a net work of community health centres/upgraded primary health centres each for a population of 1 lakh; primary health centres/subsidiary health centres each for a population of 20,000; sub-centres each for 3,000 and village health guides, one for a population of 1,000 or for a single village is envisaged.

For supplementing the above efforts, attention is also paid to the control of communicable diseases, opening of dispensaries of Indian system of medicine and homoeopathy etc.

Education Sector:

2.17 Andhra Pradesh is one of the nine educationally backward States and the Department of Education has special Centrally Sponsored Schemes for these States which are—

- (1) non-formal education programmes under which Central Assistance is given on a matching basis 50:50 Centre|State funds to open non-formal centres;
- (2) Central Assistance in the ratio of 90:10 (Centre|State) is given for opening of non-formal centres exclusively for girls. State Governments have been requested to ensure at least 25 per cent Scheduled Castes and 20 per cent Scheduled Tribes enrolment in non-formal education.
- (3) Under the scheme of early childhood education, voluntary agencies are given assistance for opening centres for the children in the age group of 3 to 6 years in rural and backward areas;
- (4) The appointment of women teachers a scheme of 80:20 Central Assistance|State has also been initiated by the Government. Under the Rural functional literacy projects (RFLP) and post-literacy follow up programmes, Government of India provide cent per cent assistance to the State Government.

Three Shramik Vidyapeths have been established in the States for imparting education to workers and their families. The enrolment of Scheduled Tribes in the above adult education programme is 34404 as on 31-3-1985 which is about 12 per cent of the total enrolment.

Centrally Sponsored Scheme providing funds for the construction of girls' hostel is operated by the Ministry of Welfare.

2.18 Out of the 330 blocks in Andhra Pradesh, 24 tribal blocks are covered by the Integrated Child Development Scheme (ICDS).

Forestry:

2.19 The following Centrally Sponsored Schemes are implemented in Andhra Pradesh:—

- (1) Social security tree plantation on governmental land.
- (2) Tribal lands used through tree farming.
- (3) Tusse host tree cultivation.
- (4) Development of forest-based cottage industries.
- (5) Establishment of Minor Forest Produce Corporation in the State.

Department of Rural Development:

2.20 Programmes taken up by the Department of Rural Development are—

- (1) Integrated Tribal Development Programmes.
- (2) National Rural Employment Programme.
- (3) Rural Labour Employment Guarantee Programme.

Ministry of Transport (Department of Surface Transport):

2.21 The Ministry of Transport (Department of Surface Transport) examine road schemes in tribal areas which are considered and recommended by the Welfare Ministry on getting proposals from the State Government. The Welfare Ministry have forwarded 61 road schemes in 8 districts at a cost of Rs. 352 lakhs to be taken up in the tribal areas of Andhra Pradesh under the Central grant-in-aid programme. This has been examined by the Ministry of Transport (Deptt. of Surface Transport) and referred to the Planning Commission for concurrence.

Ministry of Water Resources:

2.22 Irrigation projects in tribal areas are planned, funded and implemented by the State Governments. As such the Department of Irrigation does not prepare or formulate any programme for tribal development in respect of Irrigation Projects in Andhra Pradesh. However, Tribal sub-Plans for the Irrigation Sector formulated by the States are reviewed at the time of Annual Plan discussions in the Planning Commission.

Rural Electrification:

2.23 Funds are provided by the Rural Electrification Corporation for the electrification of tribal villages. Andhra Pradesh Government has submitted a "Garland Scheme" to electrify all tribal villages by 1990 amounting to Rs. 250 crores.

Agriculture:

2.24 Department of Agriculture formulate Tribal Sub-Plan programmes and schemes to be implemented for the tribal population of the State. Most of these department's identified schemes having tribal component are implemented in Andhra Pradesh. Some of the major programmes are:—

1. Agriculture extension and training.
2. Crop-oriented programmes.
3. Horticulture programmes.
4. Soil and Water Conservation programmes.
5. Plant protection.
6. Dairy development.
7. Animal husbandry programmes.
8. Fisheries.
9. Forestry.
10. Co-operation.

2.25 During evidence, the Committee asked what methodology had been adopted by the Ministry of Welfare to keep itself abreast with the events in tribal areas of Andhra Pradesh and how often the officers of Tribal Development Division of the Ministry paid visits to ITDPs in Andhra Pradesh to see the pace of development, the representative of the Ministry of Welfare stated as follows:—

"The Tribal Development Division of the Ministry of Welfare takes up the Annual Tribal Sub-Plan for discussion with the State Government. In this discussion we go into various sectors relevant to the tribal development like agriculture, horticulture, sericulture, forestry, animal husbandry, development of tribal schemes, etc. This forum for discussion is a very important one and there we come to know how far the State Government is implementing the objectives of the Tribal Sub-Plan. This is one. Second is

on specific problems we have also specific discussions with the State Government like the problem of shifting cultivators which we want to take up during the current plan period only. We have requested them to identify the shifting cultivators, formulate a scheme and forward it to us. We also had a detailed discussion with them as to what should be done and what should not be done. And we also come forward to help them financially under Article 275, first proviso. There are several such schemes where we request the State Government to come to us for discussion. We are also going down to the field occasionally for the same purpose.

Third is problem studies. As I said this problem of shifting cultivators is a very important one. Earlier we also sent some officers to see the horticulture programme in certain areas because Andhra Pradesh has a big horticultural programme for the tribal population. So the specific problem study is another method by which we keep ourselves abreast of what the State Government is doing. Perhaps it may not be fully correct to say that officers of the Tribal Development Division of the Ministry have to visit the State always or frequently for ensuring implementation of the programme because you know implementation is with the State Government and physical implementation in the field is with the State Government.

The other way through which we know what the State Government is doing is our evaluation studies which we take up partly through Tribal Research Institutes at the state level, through all India reputed organisations and also partly through specific studies entrusted to the Scheduled Caste|Scheduled Tribes Commission. We have taken up several studies during the Sixth Plan period in respect of the State of Andhra Pradesh. They are all given in Annexure VI of the Working Group report copies of which we have given to you.

We also, as I said, make specific studies through the Director, Scheduled Caste|Scheduled Tribe Commission who is posted in Hyderabad. These are the ways in which we keep ourselves abreast of what is happening in Andhra Pradesh in the Tribal sphere."

2.26 During evidence, the Committee desired to know whether the Ministry of Welfare were satisfied with the implementation of

development programmes in Andhra Pradesh. The witness explained as follows:

“Satisfaction is a continuous process. We can never say that we have developed the tribals of Andhra Pradesh or for that matter any particular area all at once and at one go. It is impossible. That is the reason for which this tribal sub-plan is coming down from the Sixth Plan to the Seventh Plan. We are reviewing our strategy, our implementation in that field and are also changing the strategy and objectives, if need be. For example we found till the end of the Sixth Plan that certain sectors have not been covered at all like vulnerable tribal sections or tribals living in certain very difficult and vulnerable areas. They are like the forest villagers and shifting cultivators and these are some of the sectors which were not covered not only by Andhra Pradesh but generally by all the States by the end of the Sixth Plan. So, this time we have taken it as a major objective. Again we say that ecological degradation, environmental degradation has been continuing very seriously in all the tribal areas in the country and we have added that as another objective.

What I mean to say is that one can never say just like that straightway that we are satisfied or dissatisfied with Andhra Pradesh or any State Government. We look to their problems of implementation and have a continuous dialogue with the States for improving matters in that State.”

2.27 The Committee note that at the Centre Ministry of Welfare is the nodal Ministry for development of tribal areas. In this Ministry there is a Tribal Development Division under the charge of a Joint Secretary, who is assisted by several officers to look after the work of Tribal Development. In the Planning Commission there is no separate organisational set up to deal with the integrated tribal Development Projects. However, the backward Classes Division in the Planning Commission deals with the development of backward classes, Tribal Sub-Plans and Special Component Plans for Scheduled Castes. This division formulates the objectives, strategy and guidelines and finalises the programmes for Tribal Sub-Plans formulated by various States and the Central Ministries. The various Ministries at the Centre also prepare schemes in their respective sectors to be implemented under the Tribal Sub-Plan. The Committee find that implementation of programmes under Tribal Sub-Plan are reviewed at the time of formulation of Five Year Plans and also during Annual Plan discussions

held with the concerned State Governments. During these discussions, Ministry of Welfare also participates. The Central Ministries participate in the Annual Meetings and the Programme for the development of Scheduled Tribes are discussed sector-wise and the progress is reviewed in these meetings. As the programme for development of Scheduled Tribes are implemented in the field by the State Governments important issues coming up during Annual Plan discussions involving policy decisions are taken note of and whenever necessary guidelines are issued to the State Governments. The Committee were informed during evidence that it may not be fully correct to say that officers of the Tribal Development Division of the Ministry of Welfare should visit the State for ensuring implementation of programmes.

The Committee are concerned to note that there is no distinct machinery in the Ministry of Welfare or in the Planning Commission to oversee the implementation of development programmes being implemented in the tribal areas. In view of the fact that large sums of money are provided by the Central Government in the form of special Central Assistance for the development of Tribal areas, Ministry of Welfare should not put the entire burden of monitoring these programmes on the State Governments. The Committee strongly feel that a special responsibility rests on the Ministry of Welfare as also on other Central Ministries which are expected not only to associate themselves in making programmes/schemes in their respective sectors for development of tribal areas or by providing funds but also to play the role of a Leader for Tribal Development in their respective sectors. The Committee, therefore, recommend that there should be a proper monitoring system at the Central level and officers of the Ministry of Welfare, Planning Commission and the Ministry concerned with its sectoral programme should visit the project in the Tribal Sub-Plan area of the State to assess the pace of development.

The Committee also recommend that Ministry of Welfare, as the nodal Ministry for the Development of tribal areas, should devise a suitable machinery to watch the progress of implementation of development schemes being implemented in the Tribal Sub-Plan Area in Andhra Pradesh and in other States where Tribal Sub-Plans are in operation.

For this purpose, a special 'Implementation Cell' should be created in the Tribal Development Department of the Ministry of Welfare with sufficient complement of Staff charged with the responsibility to oversee the progress of implementation of various development schemes sponsored by the Centre.

B. Machinery at State Level

2.28 As regards the organizational set-up and implementation machinery set up in the State Government of Andhra Pradesh in respect of Integrated Tribal Development Projects, the Committee have been informed that the administrative machinery has been created to cater to the divergent needs of tribal development administration under Integrated Tribal Development Agency/Modified Area Development Approach/Primitive Tribal Groups. After a detailed review of the development Programmes in March, 1984 by the Chief Minister, various infrastructural schemes have been sanctioned under Horticulture, Sericulture, Engineering, Podu Coffee Plantations, Publicity etc.

2.29. The following are the details of administrative machinery at various levels:—

(i) State Level

There is an exclusive Minister of State who is incharge of Tribal Welfare in the State cabinet. The Commissioner Tribal Welfare is also Secretary to Government in Social Welfare Department.

The Director of Tribal Welfare with supporting Staff on administration and research sides is Chief Controlling Officer and Chief Estimating Officer of Tribal Welfare Budget. The Director, Tribal Welfare is also the Managing Director of Scheduled Tribes Cooperative Finance Corporation (TRICOR) which lends margin money to tribals to act as catalyst for mobilisation of Institutional Finance.

The Girijan Cooperative Corporation (GCC) which mainly deals with purchase of Minor Forest Produce and sale of Domestic requirements is headed by a Managing Director.

There is also an Integrated Tribal Development Agency exclusively for Modified Area Development Approach and Primitive Tribal Groups Programmes with a Project Officer at Hyderabad for which Director, Tribal Welfare is the Chairman.

(ii) Field Level :

- (1) G.C.C. :—G.C.C. has a net work of 28 Primary cooperative Societies and 445 D.R. Depots under the supervision of General Managers for each region.

- (2) **TRICOR** :—The TRICOR does not have Offices of its own in the districts but one Sr. Assistant of the Corporation works in each district attached to ITDA or DTWO or Scheduled Caste and Backward Classes Corporation to maintain accounts.
- (3) **District Tribal Welfare Officers** :—There are DTWOs, in all district except in Krishna, Medak, Ranga Raddy and Cuddapah. During 1985-86, DTWOs will be opened in Krishna and Medak districts. In the remaining districts, the Dy. Director (Social Welfare) looks after Tribal Welfare Programmes. The DTWOs in ITDA districts are designated as Assistant Project Officers of ITDAs.
- (iii) **Special Dy. Collectors**:—Special Deputy Collectors are operating in Bhadravari (For Srikakulam and Vizianagaram Districts), Paderu (Visakhapatnam District), Rampachodavaram (East Godavari District), Eluru (West Godavari district) Palwancha (Khammam) Warangal (Warangal district) and Utnoor (Adilabad district) to implement L.T.R. in all Scheduled Areas covered by ITDAs. In Mahaboobnagar district, the R.D.O., Atcham-peta, is implementing L.T.R. in Scheduled Areas in Achampet Taluk in that district.
- (iv) **ITDAs**:—The Integrated Tribal Development Agencies which were started with minimum specialists have included more and more specialists as new programmes like Sericulture, Horticulture, Podu, Engineering etc., were sanctioned in 1984-85. The following specialists are now available with ITDAs.
1. Project Officer—Over all supervision,
 2. Special Deputy Collector for implementing LTR,
 3. Asst. Project Officer, Tribal Welfare (DTWO),
 4. Animal Husbandary. Project Vety. Officer,
 5. Agriculture, Project Agrl. Officer.
 6. Executive Engineer,
 7. Assistant Director, Sericulture,
 8. Horticulture Centres,
 9. Additional D.M.&H.O./Dy. DM&HO,
 10. Education Addl. DEO/Dy. DEO (under sanction),
 11. Social Forestry-Podu scheme-Asst. Conservator of Forests,

12. Horticulture-Podu Scheme-Asst. Director,
13. Administration-Administrative Officer,
14. Accounts-Asst. Accounts Officer,
15. Monitoring-Statistical Officer,
16. Information and Publicity-Asst. Director.

Supporting staff has been provided for all the above mentioned Officers.

(v) *Girijan Coop. Coffee Development Corporation:*

Government have sanctioned staff for Girijan Cooperative Coffee Development Corporation for taking up Coffee Development in Vishakhapatnam and East Godavari District as follows:--

1. Officer on Special Duty	1
2. Estate Managers	4
3. Asst. Estate Managers	8
4. Supervisors	40
5. Fieldmen	80
6. Office Staff	8

(vi) *MADA AND PTG Programmes:*

Presently MADA & PTG Programmes are being implemented through Project Officers in ITDAs areas, DTWOs, in non-ITDAs areas who are designated as Assistant Project Officers for MADA and PTG. In Nalgonda and Mahboobnagar, POs are sanctioned in view of the heavy work and special attention to be paid.

2.30 The Committee desired to know whether any machinery has been set up at State Level to achieve proper coordination for developmental Schemes which are to be implemented in more than one Integrated Tribal Development Project. In a written note furnished to the Committee it has been stated that there is no special Machinery set up for this purpose. However, schemes like Agriculture Research, Horticulture, Sericulture etc. which are implemented in more than one ITDAs, are being coordinated by the Secretary, Tribal Welfare and Director of Tribal Welfare.

2.31 The Committee enquired about the personnel policy of the Central Government in so far as the implementation of Tribal sub-plan was concerned. The Ministry of Welfare in a written note furnished to the Committee have stated that the Maheswar Prasad Committee (1978) went into the question of personnel policy in tribal areas and made several suggestions regarding selection of suitable personnel, provisions of adequate monetary and monetary incentives

to posts in tribal areas, provision of a modicum of physical facilities to attract personnel to serve in the tribal areas, appropriate recruitment policy, formation of sub-cadres etc. The recommendations of the Committee have been brought to the notice of the State Governments who have favourably reacted and implemented several of the recommendations. Details of some important recommendations implemented in the field are given below:—

- (i) Payment of Special compensatory allowance to staff posted in tribal areas has been agreed to by all States having substantial tribal population including the eight States having Scheduled Areas (Andhra Pradesh, Bihar, Gujarat, Himachal Pradesh, Madhya Pradesh, Maharashtra, Orissa and Rajasthan). The Seventh Finance Commission awarded an amount of Rs. 30.71 crores as grant-in-aid from the Centre to the States for this purpose and a similar amount (Rs. 30 crores) has been awarded by the Eighth Finance Commission (1984-89).
- (ii) The Seventh Finance Commission awarded an amount of Rs. 11.92 crores for construction of staff quarters in tribal areas. This has been utilised by the State Governments, besides putting in their own funds for the purpose. For additional staff quarters, the Eighth Finance Commission has suggested a grant-in-aid of Rs. 37.28 crores from the Centre to the States.
- (iii) The Eighth Finance Commission has accepted the position that facilities in tribal areas continue to be inadequate and has awarded, for the first time, an amount of Rs. 47.05 crores for development of infrastructure in health, communication and education in selected tribal villages in the States to make service in tribal area attractive to the personnel. Infrastructure is also receiving adequate attention under the Tribal Sub-Plan strategy.
- (iv) An integrated approach to administration in tribal areas has been sought to be adopted by posting of Project Administrators|Project Officers to all Integrated Tribal Development Projects (ITDP). These Officers are generally from senior ranks of the State Civil Service or the I.A.S. The District Collector functions as the Chairman of the Project Implementation|Review Committees (PICs). At the State headquarters high level committees under the Chairmanship of Chief Ministers and

Chief Secretaries have been formed. During the Seventh Plan further integration at the ITDP level is proposed to be attempted for IRDP, NREP and RIEGP etc., programmes by associating the Project Officers in a more intimate manner.

- (v) Adequate administrative and financial powers have been delegated by the State Governments to the Project Officers of ITDPs.
- (vi) Department of Personnel & Administrative Reforms have introduced a special Column in the C. R. forms prescribing entry of remarks reflecting attitude of the officer to Scheduled Caste/Scheduled Tribe development.
- (vii) Relaxation of age and qualification in respect of posts and services obtains in most States so far as Scheduled Tribes are concerned. Reservation in posts and services for the Scheduled Tribes has been ensured by Government of India and the States through legislation as also by executive orders. Special recruitment, open only to Scheduled Caste/Scheduled Tribe candidates, have also been taken recourse to fill up backlog in percentage of reservation.
- (viii) Involvement of tribal people in local administration has been ensured through legislative provisions in certain sectors like cooperation and Panchayati raj institution. Scheduled Tribes members have been taken in the ITDP Committees and State level Committees. State Governments have also been examining scope for further involvement of Scheduled Tribes and their traditional village level functionaries in statutory and administrative bodies from time to time.
- (ix) To ensure sufficient involvement of Scheduled Tribes in plan formulation, reformulation of existing ITDP project is proposed during the Seventh Plan, associating members of the Scheduled Tribes.
- (x) Training courses have been organised by the Department of Personnel and administrative Reforms in the Administrative Training Institutes (ATIs) to give tribal orientation to the State personnel. Special curricula on tribal laws and tribal sub-plan have also been introduced by States in their ATIs and TRIs (Tribal Research Institutes).

- (xi) No separate sub-cadre for tribal areas has been introduced in any State. But some States have resorted to special recruitment for filling up vacant posts in tribal areas.
- (xii) Grants under Article 275(1) in aid of the revenue of the State for specific schemes of tribal development have been released by the Centre. This grant which remained at the level of Rs. 15 crores during the first four years of the Sixth Plan was raised to Rs. 20 crores during the final year and continues to be at that level during the first year of the Seventh Plan. pending final year determination of the Seventh Plan size.
- (xiii) A Working Group on Monitoring and Evaluation was set up in the year 1979 and they have suggested 3 tier reporting on tribal development programmes at Block, ITDP and State levels in separate formats. These recommendations have been implemented. Further, a system of concurrent monitoring and evaluation had also been introduced by Ministry of Home Affairs since 1983.

2.32. In reply to a specific question as to what action the State Government had taken on the recommendations made by Maheshwari Prasad Committee, the Committee have been informed that Government of Andhra Pradesh after making a thorough review of the personnel policies have sanctioned the following incentives in tribal areas:—

- (i) *Staff quarters:* There are nearly 15000 employees in tribal areas and so far 1957 quarters were constructed. For constructing remaining 13125 quarters in scheduled areas, a detailed plan was drawn up for Rs. 72.50 crores. The Government of Andhra Pradesh had sanctioned Rs. 2.5 crores during 1984-85 and Rs. 1.00 crore during 1985-86. At this rate an amount of Rs. 10.00 crores is likely to be provided by Government of Andhra Pradesh. This amount is proposed to be matched with Rs. 3.47 crores provided under VIII Finance Commission for staff quarters. Therefore an amount of Rs. 13.47 crores is likely to be available during Seventh Plan to construct 3000 quarters.

- (ii) *Financial incentives:* In view of the adverse climate conditions and difficult living conditions prevalent in Tribal areas, Government have sanctioned further financial incentives in addition to the existing incentives to staff working in tribal areas as follows:—
- (a) *Existing:* Bad climate allowance at 10 per cent basic pay subject to maximum of Rs. 150 p.m.
 - (b) 10 per cent basic pay towards additional HRA in lieu of rent free quarters up to a maximum of Rs. 50|- p.m.
 - (c) Special pay of Rs. 200|- for Project Officers and Rs. 100 to the D.T.W.Os. working as R.P.Os. of ITDAS whose headquarters are located in tribal areas.

New incentives:

- (a) H.R.A. enhanced from 10 per cent to 20 per cent in case of second class agency subject to a maximum of Rs. 300/- p.m. and increased to 25 per cent in case of 1st class agency subject to a maximum of Rs. 375/- p.m.
- (b) Separation allowance at the rate of 15 per cent of basic pay subject to maximum of Rs. 300|- p.m. to the employees who keep their family in areas outside the tribal areas for want of educational facilities.
- (c) Education allowance of Rs. 100|- per student residing in recognised hostel outside the tribal areas.
- (d) A cash award of Rs. 2000|- for officers learning local tribal dialect.

Screening Committees: Screening Committees have been constituted at district level and they have been activated to screen undesirable officials working in scheduled areas.

2.33. The Committee desired to know the details of programme of imparting training to the personnel at various levels selected for working in the Integrated Tribal Development Projects or other tribal areas in the State. The Committee have been informed in a written note that the Training Wing of the Tribal Cultural Research and Training Institute has been conducting Training Programmes for officials working at various levels in ITDA areas. The aims of the training programmes are stated to be as follows:—

- (1) To equip the officers working in tribal areas with knowledge of tribal life and culture.

- (2) to impart knowledge about administrative arrangements and strategies of development specially evolved for tribals and tribal areas.
- (3) to explain the concepts of Sub-plan, ITDA, PTG, MADA etc., and their application in executive action.
- (4) to explain the various constitutional and statutory privileged and concessions extended to scheduled tribes besides detailing the provisions of Protective Regulations that have been enacted from time to time.

The Training Programmes can be broadly categorised as follows:

- (1) Training courses for Senior and Junior Officers.
- (2) Appraisal course on new approaches on Tribal development for ITDA and District Officers.
- (3) Special orientation course for officials.

So far 1102 officers belonging to various levels of administration have been trained.

2.34 Asked what steps had been taken to achieve peoples participation in Integrated Tribal Development Projects and measures adopted to popularize the developmental programme among the villages, in a written note furnished to the Committee, it has been stated that Government of Andhra Pradesh have evolved a new methodology of programme implementation by making tribals as participants in development process. In case of Horticulture operations, the tribal is involved from the selection of the area till the Crop starts yielding. The costs of cultivation have been calculated to important crops in such a way that the tribal participates as owner labourer and he is paid like wages for the work turned out by him. In the lean seasons, a subsistence allowance is paid, that too against specified works like watering, watch and ward etc. When the institutional finance forms part of the development component, the repayment burden makes him to increase production, the approach is a 'guided development' in its strict sense.

It has been stated that in order to improve the awareness of the tribal groups especially the Primitive Tribal Groups and to know their immediate needs as perceived by them a new approach of organising "Tribal Meet" was experimented in Adilabad district where 'Kolams' a primitive Tribal group from nook and corner of the district were gathered. The response to the first meet in 1962 was tremendous, even through tribals in general were not in a mood to

attend Government organised melas after the Indravally Firing incident. All the tribals were divided into groups basing on their native place and each tribal was interviewed by a team consisting of anthropologists, ITDA functionaries, Medical Officers, and Revenue functionaries. Individual wise and village wise problems were noted which formed basis for detailed investigation into some serious problems like land alienation dispute with forests and Health problems like Goitra, T.B. etc. The follow up programmes taken up made the Tribal to respond to the development programmes in a big way. The Primitive Tribal groups even started sending their children to general schools and those organised specially for them.

Basing on these results, Government of Andhra Pradesh sanctioned Rs. 7 lakhs during 1984-85 under Impact money and Mass contact programme, mainly to organise medical camps etc. Similar P.T.G. meets were organised in Paderu and Srisailam. The results of this programme are encouraging.

In the Governing Bodies of ITDAs, the Tribal leaders, tribal MLAs, MPs of the area are made members. One of the Tribal leaders is made Vice-Chairman of the ITDA. The Tribes Advisory Council and the Legislature Committee on Welfare of Scheduled Castes and Scheduled Tribes in which tribal MLAs are also members, increased the scope of tribal participation in the T.O. Blocks also. The block Level Committees review the details of plans and programmes.

Before planning for tribal developments also, the TCR & TI, conducted training programmes for tribals of the area group in which first hand information on the felt needs was gathered, which formed basis for further investigation. Pecipatetic training programmes were also organised to improve the awareness of tribal leaders, traditional and elected.

2.35 The Committee feel that the District Collector has multifarious responsibilities in the day-to-day administration of the district and he cannot devote as much time and attention as is required for the work of ITDAs. As such, the Committee feel, the Project Officer who is a key figure in ITDA, should be a senior officer with wide powers so that he has not to wait for the approval of the Collector in matters relating to the day-to-day working of various schemes in the project area.

5.36 The Committee enquired whether any problem areas under area, at the block level, Block Development Officer and his team of officers should function under the direct control of the Project

Officer so that the Project Officer is a "Key Field Officer" in the real sense of the term.

2.37 The Committee feel that there is an understanding gap between the government officials and tribals in regard to developmental measures being undertaken for tribals. This gap can be made up by the grass-root workers acting as an effective and dedicated personnel who are trained to work for tribal development and for tribal people. In this context, the Committee cannot over-emphasise the importance of proper orientation of personnel posted in the tribal areas.

2.38 The Committee note that the Eighth Finance Commission has made an allocation of Rs. 37.82 crores from the Centre to the States for construction of staff quarters in tribal areas and the share for the State of Andhra Pradesh is Rs. 3.47 crores. The Committee, therefore, recommend that suitable steps should be taken to ensure that the funds available for the construction of staff quarters for the tribals are usefully utilized during the Seventh Plan period.

The Eighth Finance Commission has made an allocation of Rs. 30 crores from the Centre to the States for payment of special compensatory allowance to staff posted in tribal areas as further financial incentive. The Committee desire that steps should be taken to see that the funds available to the State Government for payment of compensatory allowance to the staff posted in tribal areas and working in difficult conditions are actually utilized during the Seventh Plan period for this purpose.

2.39 The Committee also note that the Eighth Finance Commission has accepted the position that facilities in tribal areas continue to be inadequate and has awarded for the first time, an amount of Rs. 47.05 crores for development of infrastructure in health, communication and education in selected tribal villages in the States to make service in tribal areas attractive to the personnel. The exact share of Andhra Pradesh in this allocation is, however, not known. The Committee trust that funds made available to Andhra Pradesh for the development of infrastructure in health, communication and education would be fully utilized during the Seventh Plan period.

2.40 As local Members of Parliament and the Members of the Legislative Assembly are conversant with the problems of Scheduled Tribes in their respective areas, the Committee recommend that they should be fully associated in the formulation as well as implementation of various schemes in tribal sub-plan area

CHAPTER III

BUDGET AND FINANCE

A. Allocation and utilization of funds

3.1 The Committee have been informed that there are four main sources of financing for the Sub-Plan area as under:—

- (1) State Plan;
- (2) Special Central Assistance;
- (3) Centrally Sponsored Schemes; and
- (4) Institutional Finance

3.2 Total amount allocated for the Integrated Tribal Development Projects, the sources from which funds were allocated and the actual expenditure incurred during Fifth Plan period and Sixth Plan period is stated to be as follows:—

(Rs. in lakhs)

Sl. No.	Source	Fifth Plan		Sixth Plan	
		Allocation	Expenditure	Allocation	Expenditure
1	State Plan	3435.28	4748.55	11200.00	9193.00
2	Special Central Assistance	700.00	798.66	1693.00	1892.00
3	Centrally Sponsored Schemes	300.00	224.24	941.00	619.00
4	Institutional Finance	100.00	239.76	1700.00	1894.00
TOTAL :		4535.28	4879.85	15604.00	13398.00

3.3. The Committee desired to know whether the funds provided for implementing various Schemes in the Sub-Plan areas were considered adequate. The Committee have been informed in a written note

that as per Government of India guidelines, the flow of funds to Tribal Sub-Plan has to be made basing on the following points:—

- (i) Total geographical area of the Sub-Plan,
- (ii) Total population in the Sub-Plan area;
- (iii) Level of social services; and
- (iv) Inverse ratio of development.

3.4 It has been stated that taking these factors into consideration, the Government of Andhra Pradesh, have now decided that at least 6 per cent of the State Plan funds should flow to Tribal Sub-Plan to achieve the important objective of the Tribal Sub-Plan i.e., to bridge the gap in levels of development between tribal areas and non-tribal areas.

3.5 However, the percentage of investments during Fifth and Sixth Plans were 2.48 and 3.35 respectively. Within these inadequate flow of funds, sizeable investments had gone under Medium irrigation, commercial forestry etc., which did not directly benefit the tribals.

3.6 The Committee have been informed that in order to bridge the gap in the levels of development, it is necessary to allocate more funds to core sectors of development which may be pooled from out of the total Plan of the State at 6 per cent because the present practice of allocations to Tribal Sub-Plan by various Departments from out of divisible pool results only in inadequate flow and that too in some irrelevant programmes or programmes which have negative effect.

3.7 Explaining the reasons for lesser percentage of allocations to Sub-Plan area, it has been stated that the main reason for lesser percentage of allocation to Sub-Plan was that the total plan is divided into divisible and non-divisible pool and the funds for Tribal Sub-Plan flowed only from divisible pool. An analysis of the funds under these two categories during the Five Annual Plan periods had shown that the non-divisible pool had increased from 45 per cent to 70 per cent of the State Plan as the Annual Plan size doubled from 1980-81 to 1984-85. The quantum of funds under divisible sectors more or less remained at the same level while their percentage decreased from 55.38 to 30.39 per cent over the Five Annual Plan periods.

3.8 The details of the analysis are stated to be as follows:

(Rs. in lakhs)

Annual Plan Period	Total State Plan Outlay	Divisible Sector	% to total State Plan	Non-divisible sector	% to State-Plan
1980-81	500.99	277.44	55.38	223.55	44.62
1981-82	538.58	296.07	55.00	242.51	45.00
1982-83	610.00	243.74	39.96	366.26	60.04
1983-84	896.28	290.46	32.41	605.82	67.59
1984-85	978.31	297.23	30.39	681.09	69.61
TOTAL :	3523.86	1404.94	39.87	2118.92	60.13

3.9 The Committee have been informed that the static size of divisible sectors had not provided scope for expansion of development programmes as funds available were only sufficient to continue the schemes already started or to maintain the level of physical targets achieved in the first two years of Sixth Plan.

3.10 It has been stated that in view of the low level investments during the Fifth and Sixth Five Year Plans, the objective of bridging the gap in levels of development could not be achieved. But on the other hand, the gap has widened due to progress in plain areas, in corresponding Plan periods.

The following statement shows the gaps in the level of development between non-tribal areas and tribal areas as existed by the end of Sixth Five Year Plan:—

Sl. No.	Indicator	Level of Development	
		Tribal area	State as a whole
1	2	3	4
1	Literacy (%)	7.83	29.94
2	Length of roads (per 1000 sq. kms. area).	75.79 Kms.	127.76 Kms.
3	Villages electrified (%)	23%	90%

1	2	3	4
4	Hospitals bed strength (per 10000 population)	32	55
5	Irrigated area to net	25.29	41.29
6	RWS (% of population covered)	30	75
7	Gross value of output of food grains per head of rural population (Rs.)	139.70	600.00
8	Gross value of output of non-food grains per head (Rs.)	71.24	564.00
9	Average milk yield (litres)	0.5	2.5

3.11 In a written note furnished to the Committee, it has been stated that since the major thrust for Sub-Plan is from State Plan of various departments, it was decided by Government of Andhra Pradesh in 1977-78 that all the Tribal Sub-Plan funds will be exhibited under separate sub-head of account under the Major head of each department. This was mainly done to ensure non-divertibility of Tribal Sub-Plan funds. However, this could not ensure non-lapsability.

3.12 The Committee have been informed that in terms of financial allocations to Tribal Sub-Plan, the Sixth Plan saw a substantial increase in the flow of funds of State Plan over Fifth Plan, even though the percentage of allocation remained more or less same and expenditure on schemes not of direct relevance to tribals was of high proportion to total outlay of Sub-Plan from State Plan.

3.13 The Committee desired to have an account of the working of the projects since their inception together with the targets planned and achieved (Physical and Financial). In a written note furnished to the Committee, it has been stated that the ITDA projects envisaged bringing tribal areas on par with non-tribal areas 15 to 20 years perspective. For achieving this, the gaps that existed in levels of development at the beginning of the Fifth Five Year Plan were identified and these were proposed to be bridged by the end of 15 year perspective plan.

3.14 The major flow of funds for development were expected to come from State Plan of various departments which were to be supplemented by Special Central Assistance from Government of India.

The Institutional Finance was also raised to match the central assistance for using it towards family-oriented schemes. Just as the sub-plan has to be prepared at State level by each department, the Central Ministries are also supposed to allocate funds to tribal areas, for tackling their special problems. Thus the above four sources of funding formed the tribal sub-plan effort in each State.

3.15. The Committee have been informed that the Special Central Assistance is given by Government of India, mainly to take-up family-oriented schemes. However, the concept of taking family as a unit was implemented only from Sixth Five Year Plan.

3.16. During Sixth Five Year Plan, there were 4.46 lakh families identified to be living below poverty line, of whom 50 per cent i.e. 2.23 lakh families were proposed to be covered. The actual coverage by the end of Sixth Plan was 2,498 lakhs. The important lacunae identified in this programme was that the unit assistance was very low i.e., Rs. 1910 per family. Another important reason for little impact under this programme was lack of integrated approach during programme implementation. The well conceived programme of animal distribution and arrangement of procurement through network of milk chilling centres failed ultimately because of lack of coordination at the implementation level. However, schemes like lift-irrigation wells, Coffee Plantation in individual holdings taken-up systematically not only proved successful but also helped to increase the demand from other tribals. Similarly, the horticulture and sericulture schemes taken-up in an integrated plan also succeeded. However, schemes like ayacut development under existing irrigation schemes, extension of electricity from main village to tribal hamlet and to the pumpsets, universalisation of education are yet to be fulfilled. These things are proposed to be taken care of in the Seventh Plan period.

3.17. The following statement showing the physical targets set forth and achievements made during Sixth Plan period has been furnished to the Committee.

Sl. No.	Scheme	Unit	VI Plan	
			Targets	Achievement
1	2	3	4	5
1.	H.Y.V. Programme	Hecta.	31540	44573
2.	Soil conservation . . . . .	..	7840	6149

1	2	3	4	5
3.	Land development	Hects.	.	1331
4.	Supply of PP equipments	Nos.	1340	1310
5.	Horticulture Dev.,	Ac.,	50000	61192
6.	Coffee Dev.,	"	..	5780
7.	Plough bullocks	Pairs	..	9259
8.	Bullock carts	Nos.	..	2519
9.	Oil Eng. / Ele. Motors	Nos.	..	545
10.	Breeding bulls	Nos.	52	150
11.	Milk animals	Units	..	5712
12.	Sheep units	"	..	2796
13.	Pig units	"	..	170
14.	Calf rearing	"	..	43
15.	Assistance to Girijan Fishermen	Nos.	..	500
16.	Commercial plantations (teak)	Hects.	25000	20664
17.	Irrigation	Hects.	5371	6841
18.	Tube wells	Nos.	..	85
19.	Dug wells	"	..	1814
20.	Release of services	"	10665	10463
21.	Electrification of villages	No. of	968	1198
22.	Village & Small scale Industries	Nos.	2500	4214
23.	Large & Medium Irrign.,	Nos.	200	35
24.	Mulberry	Ac.	2500	2221
25.	Tussar Cocoon prodn.	lakh Nos.	850	474
26.	Minor bridges	Nos.	16	10
27.	Roads	Kms.	544	544
28.	C.D. Works	Nos.	98	84
29.	Supply of text books, note books dresses	lakh students	3.00	2.067
30.	Pre-matric S/ships	"	0.726	1.30
31.	Junior Colleges.	Nos	2	2
32.	Residential schools	Nos.	2	3

1	2	3	4	5
34.	I.T.Is.	Nos.	3	3
35.	Nos. of adult Edn., Centres	Nos.	300	373
36.	Self Employment Schemes	No. of benf.	9161	7082
37.	Craftmen Training	„	538	629
38.	Housing	Nos.	8405	8405
39.	R.W.S.	000 Population	523	382.42

3.18 The Committee have been informed that 15 Ministries/Departments had qualified funds for the Tribal Sub-Plan areas during the Sixth Plan period. Information on specific quantification of funds for Andhra Pradesh during Sixth Plan period by some Ministries is given in the Statement (Appendix-II).

3.19 Referring to the shortfall in expenditure during the Sixth Plan Period, the Committee enquired whether the unspent money get lapsed, the representative of the State Government has stated during evidence as follows:—

“It does not lapse. The shortfall in expenditure is because sometimes due to natural calamities like cyclone drought some funds get spent for that purpose.”

3.20 In reply to a question, the representative of the State Government stated that no fund particularly meant for Scheduled Caste or Scheduled Tribe was diverted. The diversion of funds was only to meet the natural calamities in general.

3.21 When the Committee enquired whether there was any guide-line from the Planning Commission to divert the funds from one sector to another sector, the representative of the Planning Commission stated during evidence as follows:—

“The guideline is that the tribal sub-plan funds should not be diverted to any other area. But it might be done because the funds cannot be utilized on account of the natural calamities in that particular area. Therefore, the Tribal Sub-Plan funds are sometimes diverted to meet a particular contingency.”

3.22 When the Committee enquired whether funds for Tribal Sub-Plan had been diverted to other sectors, the representative of

the Ministry of Welfare has explained the position during evidence as under:—

“We in the Ministry do not have the direct field organisation. The Scheduled Caste/Scheduled Tribe Commission has a field organisation and they have got some 12 or 13 Deputy Directors in different areas in the country. We receive specific enquiries and reports from them and we also see through the evaluation studies that we conduct through the independent organisation. So, Sir, we have not come across any recent instance where money has been diverted from the tribal sub-Plan project schemes.”

3.23 Explaining further the point regarding diversion of funds the representative of the State Government stated as follows:—

“The hon. Member has mentioned that funds allotted for tribal welfare have been diverted for other purposes. I assure the hon. Member that there was no diversion of funds from tribal welfare schemes to non-tribal welfare schemes as such. For example, during the current year, in Andhra Pradesh, we have allotted Rs. 97 crores for the tribal welfare.

Out of this amount of Rs. 97 crores, the Central Government's contribution is 16 per cent and the State Government has contributed to the extent of 84 per cent. Out of this total amount of Rs. 97 crores we have not diverted any money to other schemes. I assure the hon. Member that there is no question of diversion of fund. Perhaps the fund is not sufficient for the development of tribal areas.”

3.24 The Committee were informed during evidence that Girijan Cooperative Corporation was one of the institutions for tribal service. It was established in 1956-57. It had 27 branches, viz., primary societies. These 27 primary societies were spread over in 8 districts and the main functions of that Corporation are three. One is to procure and purchase minor forest produce, and second is distribution of essential commodities to the tribals who are living in the interior inaccessible areas by supplying rice, oil, cloth, kerosene etc. About 500 domestic requirement depots had been set up. A domestic requirement depot was a sort of a fair price shop. Through them essential commodities were distributed to the tribals who were living in the inaccessible agency areas. And the third function was that they distributed short-term agricultural credit.

3.25 Asked what was the percentage of the tribals in the Girijan Cooperative Corporation the representative of the State Government has stated during evidence as follows:—

“It is one hundred per cent that of the tribals. The Girijan Cooperative Corporation has got 27 primary societies and only the tribals are its members. These societies are affiliated to the Corporation. In the primary society one-third are officials and two-thirds non-officials. There is no non-tribal member. So, the question of non-tribal member becoming Chairman does not arise.”

3.26 The Committee are distressed to note that the percentage of investments from State Plan to Tribal Sub-Plan during the Fifth and Sixth Five Year Plans in Andhra Pradesh was 2.48 and 3.35 respectively and within these inadequate flow of funds, sizeable investments had gone under Medium irrigation, Commercial forestry etc., which did not directly benefit the tribals. Due to inadequate flow of funds to Sub-Plan areas, the disparities between the tribal and non-tribal areas did not get narrowed down but rather they increased. The Committee further note that Government of Andhra Pradesh have not decided that atleast 6 per cent of the State Plan funds should flow to Tribal Sub-Plan in order to achieve the objective of bridging the gap in levels of development between Tribal and non-tribal areas.

The Committee recommend that during the Seventh Plan period a larger percentage of State Plan funds should be earmarked for Tribal Sub-Plan and there should be greater emphasis on family-oriented schemes which would directly benefit the tribal families to improve their economic standard and thereby narrow the gap in the levels of development between tribal and non-tribal areas.

3.27 The Committee also feel unhappy that the quantum of funds under divisible sectors remained static during the Sixth Plan period and as the funds for Tribal Sub-Plan flowed only from divisible pool, the flow of funds for Tribal Sub-Plan had not been adequate. The limited funds were only sufficient to continue the schemes already started or to maintain the level of physical targets achieved in the first two years of the Sixth Plan.

3.28 The Committee recommend that as per decision of the State Government at least 6 per cent of the State Plan funds must flow to Tribal Sub-Plan during the Seventh Plan period. This can be achieved by allocating funds for the core sectors of development out of the total Plan allocation of the State. Individual Departments should draw up schemes for development of tribal people

but it should not be left to them to allocate funds for these schemes, but these schemes should be financed from State Plan funds.

3.29 The Committee are concerned to note that even though the flow of funds to Tribal Sub-Plan was only 3.35 per cent of the total State Plan funds during the Sixth Plan Period yet there was shortfalls in the utilization of funds allocated for Tribal Sub-Plan for the Sixth Plan. The Committee have been informed during evidence that the shortfall in expenditure is due to natural calamities like cyclones or drought when some funds are spent for that purpose to meet a particular contingency. No fund, particularly meant for Scheduled Tribes was diverted and the diversion of funds was only to meet the natural calamities in general. The Committee feel that non-utilization of available funds coupled with diversion of funds under certain compelling circumstances has retarded the pace of development in tribal areas. It also indicates that the implementation machinery is not properly executing the schemes. The Committee, therefore, recommend that the administrative and implementation machinery should be suitably strengthened both at the State level and project level so that there is full utilization of funds earmarked for Tribal Sub-Plan. In no case, the funds allocated for implementation of development programmes/schemes in the Sub-plan areas should be permitted to be diverted for other purposes or remain unutilized.

3.30 The Committee further recommend that there should be regular review of the targets fixed and achievements under each scheme at the close of an Annual Plan.

3.31 The Committee are happy to note that Girijan Cooperative Corporation has 27 primary societies spread over in Tribal Sub-Plan areas of the State and they are doing very useful work in various spheres. The Committee further note that only tribal people are the members of these Primary Societies.

The Committee are not sure whether these primary societies are able to cover the entire sub-plan area. They would, therefore, like to recommend that the State Government render all possible assistance to this Corporation to expand its activities and area of operation and open more Branches, if necessary.

B. Monitoring and Evaluation

3.32 The Committee desired to know whether any evaluation/survey of the working of the Integrated Tribal Development Projects in the State had been done and what was the role of the

Ministry of Welfare and other concerned Central Ministries/ Departments to monitor the schemes for which funds were provided by the Central Government under the Tribal Sub-Plan. The Committee have been informed in a written note that the State Tribal Research Institute, Hyderabad has been undertaking evaluation studies of Integrated Tribal Development Projects as also sectoral programmes implemented in the projects areas.

3.33 The Ministry of Home Affairs sponsored through the Indian Institute of Economics, Hyderabad an evaluation study of ITDA Adilabad (1984). The Institute had earlier (1982) completed an evaluation study of ITDA Khammam. The ITDP, West Godavari District was evaluated by A. P. Agriculture University. In addition, the Programme Evaluation Organisation of the Planning Commission has undertaken an evaluation of ITDA Vishakhapatnam. The report is being drafted.

3.34 In the Ministry of Welfare, a Research, Monitoring and Evaluation Wing functions under the control of Joint Secretary with a separate Director, 2 Joint Directors, 2 Deputy Directors and 4 Research Officers. The Ministry has prescribed monthly and quarterly progress reports for reporting progress by the States of Tribal Developmental programmes, particularly item 7(b) of the 20-Point Programme. The Ministry brings out monthly and quarterly reviews based on these reports. The Planning Commission also undertake similar reviews on all the items of 20-Point Programme.

3.35 Each Central Ministry/Department is the nodal Ministry/ Department concerning its sector. Thus each Ministry/Department is responsible for the concerned sector, and makes its own arrangements for suitable monitoring of programmes in the tribal areas.

3.36 It has been stated in a note furnished to the Committee by the State Government of Andhra Pradesh to the Committee that the monitoring and evaluation aspects of programmes had not received adequate attention during Fifth Plan period whereas attempts were made to streamline the monitoring system during Sixth Plan period. Evaluation of ITDA programmes was done by TCR&TI, Agricultural University, Indian Institute of Economics, Hyderabad, etc. and the feed back was quite useful in reformulation of the schemes from time to time. However, the new feature of concurrent monitoring and evaluation of Tribal Sub-Plan Programmes to be conducted by the development functionaries as desired by Government of India, is yet to take a clear shape.

3.37 During evidence the Committee desired to know the functions of the Cells in the Central Ministries/Departments for monitoring the programme for tribal development in States. The representative of the Ministry of Welfare stated as follows:—

“The Central Ministries have set up these cells for monitoring the programme for tribal development. They have nominated one of the existing Joint Secretaries or Deputy Secretary or Director or even Under Secretary to be in-charge-of this Cell.

However, in some cases, high level officers have also been nominated to be in-charge-of this Cell. For example, the Ministry of Health has set up a Cell under the overall charge of the Joint Secretary. In the Ministry of Shipping and Transport, the Chief Engineer assisted by the Superintending Engineer and other staff has been positioned to monitor those tribal programme activities. However, in most of the cases, it is in-charge-of one of the existing officers, may be the Deputy Secretary or the Under Secretary of the Director. There are two occasions when we have discussions with the Central Ministries. One is the tribal Sub-Plan discussion with the State Government. We requested the Central Ministries to send their representatives. In such cases, the concerned officer or the representative comes and makes his point. Moreover, we also call for a specific meeting of the Central Ministries to discuss about their own tribal sub-plan. These are two important occasions. Besides, there are others. For example, the Planning Commission takes up annual plan discussion of each Central Ministry. We send our representative and attend those meetings and we try to ensure that the concerned Ministry earmarks adequate fund and also identify adequate number of schemes for the tribal area and the tribal people.”

3.38 Elucidating the point regarding functioning of the cells, the representative of the Ministry of Welfare stated as under:—

“Actually, the Cells in the Ministries are not a sort of inspecting units at all. Their existence is to ensure that the concerned Ministry pays sufficient attention to their planned programmes in the tribal sector. This is their purpose. The Incharge of the Cell as such is not required to visit the concerned State and see the implementation. On the other hand, in many cases, the Ministries may be having

their own field units. Such field units would be seeing the implementation in the field, not the Cells themselves."

3.39 Asked what was the mechanism evolved in the Ministry to scrutinize and re-orient the planning approach in respect of ITDPs in the Sub-Plan area of the Andhra Pradesh, the representative of the Ministry of Welfare has stated during evidence as follows:—

"At the end of each Plan period, we take up a review of implementation of measures during the preceding Plan. We find out the shortcomings in implementation, go into the matter through a working group constituted by the Planning Commission at the national level and then decide about the broad objectives of tribal Sub-Plan for the next Plan period. This is applicable to the country as a whole. But there may be specific problems relevant to specific States. For example, in Andhra Pradesh, we have stated that low literacy tribal pockets will have to be identified in Warangal, Adilabad, Srikakulam and Khammam districts apart from other places. The literacy rate there is only 7.8 per cent.

Then, we found that the tribal practising shifting cultivation in Andhra Pradesh in the various areas did not have any rights on their land. We have requested them to confer term rights on such tribals for 15—20 years at least so that they are in a position to avail of the institutional finance for getting settled on those patches of land.

In the case of Andhra Pradesh, quantification of funds under the State Plan for tribal development purposes will have to be improved. Again, we have requested them to pay special attention to protective legislation particularly in the land alienation sphere etc."

3.40 The Committee desired to know whether the arrangements at the Central level for monitoring and evaluation of tribal programmes and evaluation of tribal programmes in Andhra Pradesh are fool-proof and whether the Ministry was satisfied with the functioning of Research, Monitoring and Evaluation Wing for proper monitoring and evaluation of development schemes in the State. The representative of the Ministry of Welfare stated during evidence as follows:—

"For monitoring and evaluation, we have one wing under a Director. There is one Joint Director assisted by 2 research officers specially for monitoring and evaluation. For this purpose, we have first of all prescribed a set of

schedules to the State Governments, in which the evaluation has to be done. In the interest of uniformity in the approach to evaluation, these schedules are necessary and these have been finalised only after consulting the States. These schedules have been supplied about seven or eight months back. We have got a Research Advisory Committee in the Division. Only last month, a Central Tribal Advisory Council has been set up under the Chairmanship of the Deputy Minister for Welfare."

3.41 The Committee observed that there was no special machinery set-up at State level to achieve proper coordination for development schemes which are to be implemented in more than one Integrated Tribal Development Project and desired to know the reasons for the same. In a written note furnished to the Committee, it has been stated that in Andhra Pradesh each Department has a Liaison officer to plan and monitor the development programmes including the family oriented schemes implemented by these departments in ITDA areas for Scheduled tribes. These are reviewed monthly by the Director, Tribal Welfare and periodically by Secretary Tribal Welfare. The Chief Minister and the Chief Secretary also make periodical reviews of the progress under sub-plan programmes.

3.42 Asked how long it will take to streamline the monitoring system for proper evaluation of programmes in the Tribal Sub-plan area of the State to get better results, the Ministry has informed in a written note that for concurrent evaluation, the Ministry has prescribed a proforma which is to be filled in by the State officers of various development departments making field visits to ascertain the impact of assistance received by the tribal beneficiaries. The State Government has to send quarterly review reports indicating the main findings of on-the-spot checks and remedial measures taken. It is difficult to prepare evaluation reports on each and every beneficiary out of 54,000 target group by Project officer by frequent visit due to bad communication. That is why the Project officers are not able to send reports. Secondly, if the implementing agency itself evaluates, the reports will not be different from progress reports.

Strengthening of monitoring and evaluation machinery is a continuous process at the Centre and in the States. So far as Andhra Pradesh State is concerned, the set-up for this purpose is adequate as Director of Tribal Welfare, Commissioner, Tribal Welfare, Chief Secretary and Chief Minister review the Tribal Development problem and monitoring units are created in ITDPs and there are Liaison officers in Departments to deal with Tribal sub-plan.

3.43 As regards strengthening the present arrangements for monitoring and evaluation both at the Central and State level, the Committee have informed in a written note that there is no doubt a need for strengthening the existing structure of monitoring and evaluation both at the Centre and State levels for better monitoring and evaluation of tribal development programmes. In the Report of the Working Group for the Seventh Plan (1985—90) also this aspect has been emphasised. The Working Group has *inter-alia* suggested to avoid substantial expenditure in building the full-fledged evaluation organisation and greater attention has to be paid to concurrent monitoring and evaluation through the existing field functionaries in the tribal areas on the principle of checks and balances.

3.44 The Committee note that the Central Ministries have set up Cells for monitoring the programmes for tribal development in their respective sectors. These Cells are headed by senior officers of the rank of Joint Secretary, Deputy Secretary or Director. But these Cells are not inspection units for making inspection in the field in the ITDA areas. The Committee further note that at the end of each Plan a Working Group is constituted by the Planning Commission at the national level to decide the broad objectives of Tribal sub-Plan for the next Plan period.

At the State level, each Department has a Liaison Officer to Plan and monitor the developmental programmes including family-oriented schemes being implemented in tribal sub-plan areas of the State. These are reviewed monthly by the Director, Tribal Welfare and periodically by Secretary, Tribal Welfare.

The Committee feel that at the Central level the monitoring and evaluation system needs to be strengthened. The practice of constituting a Working Group at the end of the Plan to decide the strategy for the next Plan is laudable but there should be concurrent monitoring and evaluation of Tribal Sub-Plan programmes being implemented by the Central Ministries at the end of each Annual Plan. This is necessary for taking remedial measures during the next Annual Plan on the basis of the shortcomings noticed in the implementation of various schemes in the previous Annual Plan. The Committee therefore recommend that the achievements made in the implementation of various centrally sponsored programmes should be reviewed at the end of each Annual Plan.

3.45 In the Report of the Working Group on development of Scheduled Tribes during the Seventh Plan (1985—90) also this aspect has been emphasized. The Working Group has *inter-alia* suggested that greater attention should be paid to concurrent monitoring and evaluation through the existing field functionaries in the

tribal areas on the principle of checks and balances. The Committee, therefore, recommend that the existing monitoring and evaluation systems both at the Central and State levels should be further strengthened so that there is proper assessment of the progress achieved in various programmes being implemented in Tribal Sub-Plan area of Andhra Pradesh.

3.46 The Committee are happy to note that for proper monitoring and evaluation of tribal development programmes/schemes in the States a special wing has been established in the Ministry of Welfare under the charge of Joint Director assisted by two research officers. They have prescribed a set of schedules for evaluation to all States including Andhra Pradesh only recently. The Committee have also been informed that a Research Advisory Committee and a Central Tribal Advisory Council under the Chairmanship of the Deputy Minister for Welfare have been set up for monitoring and evaluation of programmes/schemes meant for tribal people in the States.

3.47 The Committee trust that both these organisations namely Research Advisory Committee and Tribal Advisory Council would play a significant role in streamlining the procedure for having an effective monitoring system for all development programmes being implemented for the benefit of the tribal people.

CHAPTER IV

PROTECTION OF TRIBALS FROM EXPLOITATION

4.1 In the Report of the Working Group on Tribal Development during Sixth Plan (1980—85) issued by the Ministry of Home Affairs, it has been stated that the problem of exploitation in tribal areas is widespread and acute. As yet, no reliable estimate of loss of the basic resources of the tribal, e.g. the land, has been made, but considering that his land has been taken away by Government, public and private undertakings, individual enterprises and individuals for various purposes like townships, major and medium industries, major and medium irrigation projects, mining complexes, roads, etc. the total quantum which might have gone out of his possession would be considerable. Serious efforts need to be made, therefore, for restoration of the land. Trade, Commerce, middlemen etc., have exhibited a strong tendency to exploit the tribals. Liquor vendors have drained the tribal areas of their resources. Forest contractors have been employing tribal labour on less than the statutory minimum wage-rate. In many instances, tribals have been reduced to bondage.

4.2 The Working Group on Development of Scheduled Tribes during Seventh Five Year Plan (1985—90) has observed as under:—

“A sound base for economic stability in the tribal society cannot be laid unless the vulnerable section of the tribal community is protected against in-roads into their economic status. Both for protection of the existing meagre assets as also to ensure their newly acquired economic support against spoilage and exploitation, protective measures both legislative and administrative are essential. The efforts made in this direction till the end of the Sixth Plan have to be continued and strengthened further during the Seventh Plan. Besides intensifying the reform measures in tribal areas, specific attention will be needed to alienation of agricultural tenancy, money-lending and debt-relief, bonded labour, forestry, excise, trade and socio-cultural exploitation.”

4.3 Regarding some of the special problems faced by the tribals in Andhra Pradesh and the steps taken by their Government to

protect the tribals from exploitation, the Government have been informed as under:—

A. Land Alienation

4.4 Andhra Pradesh Scheduled Areas Land Transfer Regulation, 1959 as amended from time to time, is under implementation in the scheduled areas of Andhra Pradesh. The GO.129 which was coming in the way of implementation was set aside by the Andhra Pradesh High Court. Special efforts are being made to identify the land transfer cases which are in violation of the land transfer Regulation. Special Deputy Collectors are functioning in all scheduled areas.

4.5 In respect of Protective Legislation, a detailed survey of land held by non-tribals i.e., Government land, forest land and private land was made and effective steps have been taken to proceed under the Andhra Pradesh Scheduled Areas Land Transfer Regulation, 1959.

4.6 The Working Group on Development of Scheduled Tribes during Seventh Five Year Plan (1985—90), basing on data collected at the time of tribal Sub-Plan discussions during the Sixth Plan, have found the following deficiencies in the land alienation legislations which should be given urgent attention by way of remedial legislative and administrative action:—

- (1) Benami transfers of land in the names of wives, ploughmen or servants belonging to Scheduled Tribes have to be effectively stopped and suitable modifications introduced into the legislation.
- (2) Permission to Scheduled Tribes to transfer or sell land to non-tribals for meeting their social, production or marketing obligations may be granted very sparingly in view of the large network of cooperative institutions and marketing corporations and societies working in the tribal area and the multitude of State supported schemes designed to help tribals and their economy. To checkmate the tendency to transfer land on flimsy grounds—mostly at the instigation of shrewed and unsympathetic elements—the authority competent to grant permission under the land alienation laws should only be the District Collector.
- (3) The incidence of land alienation, both surreptitious and open, are the highest near industrial and fast developing

areas. Special courts with additional staff should be stationed in such areas to look into such cases with a view to deterrent and expeditious disposal of land acquisition cases.

- (4) Physical restoration of land to tribals takes place in a small percentage of cases even after passing of the restoration orders. A time-limit of such restoration should be prescribed under law and erring officials taken to task.
- (5) Reoccupation and retransfer of restored land has been reported in some cases. Sufficiently deterrent penalty should be prescribed by law in cases where the previous occupant is involved, whether by himself or through benamidars.
- (6) Progress of restoration of land and disposal of land alienation cases should be reviewed quarterly by the Tribal Commissioners.
- (7) On the pattern of the Centrally sponsored scheme for assistance to allottees of ceiling surplus land under Rural Development Ministry, a scheme for providing inputs to tribals who have been restored land should be launched.

4.7 During evidence, the Committee desired to know the difficulty in withdrawing G.O. No. 129, which came in the way of implementation of Land Transfer Regulation. The representatives of the State Government explained as follows:—

“G.O. No. 129 is already struck down by the High Court and it does not come practically in our way. We have to implement the order of the High Court. Only formal withdrawal is to be done by the Government. But it is only a formality. It is coming in the way indirectly because until we withdraw officially some implementing agencies will have that impression. So, we are requesting the Government to withdraw it formally.

We are trying to impose restriction on transfer of land from non-tribal to non-tribal in scheduled agency area, in the interest of the tribals. We have been observing in the past that lands have been transferred and passed on to the possession of non-tribal through benami transaction. Until and unless we stop this transfer of land between non-tribal and non-tribal, the land of the tribal will go through benami transaction into the hands of the non-tribals. At present, the proposal is pending with the State Government.”

4.8 Total number of cases of tribal land in possession of non-tribals which came to the notice of Andhra Pradesh Government at the end of December, 1985 were stated to be 41,822 and the total area in acreage covered was 1,71,461.39. Enquiries were initiated in 39,162 cases and 1,51,687.51 acres of land was covered. 33,818 cases of tribal land in possession of non-tribals had been disposed of covering 1,51,687.51 acres of land. 67,945.31 acres of land had been restored to tribals and the total number of tribal beneficiaries were 19,839.

4.9 The Committee note that inspite of the fact that Government of Andhra Pradesh has taken legislative measures to prohibit the transfer of tribal land to non-tribals, a large number of cases of land alienation are still pending disposal. The Committee suggest that all pending cases may be disposal of within one year at the latest and a massive drive for this purpose be undertaken. The Committee also recommend that exemplary punishment should be awarded to unscrupulous persons indulging in illegal and benami land-transactions in order to stop this practice for ever.

4.10 The Committee also desire that various remedial legislative and administrative measures suggested by the Working Group on development of Scheduled Tribes during Seventh Five Year Plan (1985-90) as enumerated in para 4.6 of the Report should be followed in letter and spirit and for that purpose, the State Government should evolve a suitable machinery for detection of cases of illegal transfer of tribal land.

B. Bonded Labour

4.11 It has been stated that in pre-dominantly tribal areas of Andhra Pradesh, bonded labour is not existing. However, in areas like Khammam district, where the non-tribal population is sizeable, bonded labour system is existing. So far all the 200 bonded labourers identified in the State have been rehabilitated. No cases of bonded labour has been reported from other tribal areas of the State.

4.12 The Committee are happy to note that bonded labour is not existing in most of the tribal areas of Andhra Pradesh and so far all the 200 bonded labourers identified in the State have been rehabilitated. The Committee recommend that bonded labourers so rehabilitated should be provided with agricultural land, necessary inputs, dwelling houses and employment avenues so that they do not revert to this evil practice.

C. Indebtedness

4.13 In exercise of powers conferred by the Fifth Schedule to the Constitution of India, the Government of Andhra Pradesh passed the Andhra Pradesh (Scheduled Areas) Money Lenders Regulation, 1960. The Regulation has been extended to the Scheduled Areas of Telangana area as per the Andhra Pradesh Scheduled Areas Laws (Extension) (Amendment) Regulation, 1963.

4.14 The main purpose of the Regulation is to control the business of the money-lending in the Scheduled areas. Main provisions of the Regulation are:—

- (1) Money lending without licence is prohibited.
- (2) The money lender has to renew his licence once in a year.
- (3) The Regulation stipulates that interest shall be simple and shall not exceed 12 per cent. Under sub-section (1), if money is advanced against a pledge and if the loan is Rs. 25/- or less the rate of interest chargeable is 9-3/8 per cent per annum and if the amount is more than Rs. 25/- 6-1/2 per cent per annum simple interest.
- (4) Every money lender should maintain account books for loans advanced.

Certain penal provisions have been incorporated in Sections 16, 17, 18, 19 and 20 of the A.P. (Scheduled Areas) Money Lenders Regulation, 1960. They provide for punishment of the money lenders for violating the provisions of this Regulation.

4.15 Under Andhra Pradesh Scheduled Tribes Debt Relief Regulation, 1960 all the debts incurred by a member of Scheduled Tribe before the date of commencement of this Regulation whether such debts are incurred within or outside the Scheduled area shall be scaled down. The amount of debt shall be limited to the amount of principle as originally advanced and only the principal and such outstanding portion thereof shall be repayable. No interest shall be payable and all interest outstanding on such date shall be deemed to be discharged. Where any tribal has paid to the creditor any amount in excess of or equal to the principal amount shall be deemed to be wholly discharged. A two year moratorium on repayment of debts has been imposed under this Regulation.

4.16 Special enforcement machinery has been created to enforce various provisions of Money Lenders and Debt Relief Regulations in the Scheduled Areas of the State. As a result of the efforts, the

usurious money lending has been largely controlled. So far 2270 cases have been detected out of which 2226 cases have been disposed of. The district-wise break-up is as follows:—

Sl. No.	Name of the District	No. of the cases detected by the special staff	No. of cases disposed of by the court
1	Srikakulam	416	416
2	Vizianagaram	1748	1748
3	Visakhapatnam	59	15
4	East Godawari	47	47
5	West Godabari	..	—
6	Khammam	..	..
7	Warangal	..	..
8	Adilabad	..	..
TOTAL :		2270	2226

4.17 Under Debt Relief Regulation, 3737 cases have been detected involving an amount of Rs. 16,17,464/- so far. Out of these cases, in 2713 cases, the debts involving a sum of Rs. 5,19,450/- have been scaled down or closed. Number of cases which required to be scaled down are 1024.

A WARE Organisation in Khammam district is advancing loans without interest to the tribals.

4.18 During evidence the Committee enquired about the causes of indebtedness and number of people suffering from this. The representative of the State Government has stated as follows:—

“The main cause of indebtedness is the extreme backwardness of the tribals and, to some extent, exploitation by the outsiders who go to the tribal areas and lend money by charging a very high rate of interest. According to our finding, 20 per cent of the tribal household families were indebted to money-lenders, 10 per cent to landlords, 12 per cent to outside traders and 58 per cent borrowed money from cooperative banks.”

4.19 The Committee note that the Government of Andhra Pradesh are alive to the problem of tribal indebtedness and they have taken legislative measures to regulate the money lending business and to protect the tribals from unscrupulous money lenders. The Committee have been informed that so far, 2270 cases have been detected in eight FIDAs of Andhra Pradesh out of which, 2226 cases have been disposed of by the Courts. The Committee recommend that Government of Andhra Pradesh should take immediate steps to write-off old debts of the tribal people in the remaining 1024 cases detected under Debt Relief Regulation. The Committee are of the view that in order to save the tribals from falling an easy prey to unscrupulous money-lenders, cooperative credit institutions should be strengthened so that loans are provided to the tribals on easy terms to meet their day to day needs of production and consumption loans.

D. Minimum Wages

4.20 The minimum wages fixed for male and female labourers in the State of Andhra Pradesh under the Minimum Wages Act is Rs. 12 per day. In all departmental works, the minimum wages are being paid. In private employment wherever it comes to notice, action is taken by the concerned department to ensure that minimum wages are paid. Cultivators who constitute private employers, do not maintain records about the payment of wages to labourers. Mandal Revenue Officer, is the Executive Magistrate and he ensures that the correct wages are paid to labourers.

4.21 The Committee note that the minimum wages fixed for male and female labourers in the State of Andhra Pradesh under the Minimum Wages Act is Rs. 12/- per day. The Committee have been informed that cultivators, who constitute private employers, do not maintain records about the payment of wages to labourers. The Committee recommend that the enforcement machinery should be strengthened so as to ensure that the prescribed minimum wages are invariably paid to all labourers in agriculture sector. The Committee further recommend that the minimum wages should be reviewed half yearly in the light of rising prices.

E. Excise Policy

4.22 Regarding excise policy in tribal areas, Report of the Working Group on Development of Scheduled Tribes during Seventh Five Year Plan (1985—90) states that the 'bottle' has acted as an important conduit through which the wily forces of exploitation have long been entering tribal area. Recognising the seriousness of the situation, the Ministry of Social Welfare had issued certain

guidelines in 1975 for Excise Policy in the tribal areas, the main cornerstones of which were:

- (a) Abolition of the contract system of vending of liquor in tribal areas.
- (b) Sale of liquor through Government agencies where the non-tribal population was mixed with other population.
- (c) Permitting tribals to brew their traditional liquor.

4.23 It has been stated that the Excise Policy in tribal areas of Andhra Pradesh is one of the important measures for elimination of exploitation in tribal areas.

Tribals are permitted to brew liquor for domestic purposes and they are permitted to store any amount of Mohva Flower in their houses for domestic purposes and can possess 1. B.L. of Arrack and 2. B. Ls., of today without permit or licence as per Government Memo. No. 2534/T/83-1, dt. 30-8-1983.

In case of running of arrack shops, the following procedure is being followed by the concerned Department of State Government:—

- (1) Rule 3 of the A.P. Excise (lease right to sell liquor in retail) Rules 1969 has been amended so as to enable the arrack shops situated in scheduled areas having tribal population of less than 50 per cent, to put to open auction;
- (2) Where the tribal population is 50 per cent or more, shops situated in rural villages, department may run as first preference or may be leased out to Tribal Arrack Coop. Societies as second and auction among tribals as third;
- (3) If the above three courses are not possible, such shops may be put to open auction.

4.24 The system followed was that the Arrack Shops in Tribal areas were run departmentally on agency basis. The selling agent is chosen on recommendation of ITDA, if no one is available in the local areas or on the nomination by Collector. Presently, no loopholes have been detected in the running of arrack shops.

4.25 Assistance of voluntary organisations to wean the tribals away from the habit of drinking gradually has not been taken by the State Government.

4.26. It has been stated that in Andhra Pradesh, commercial vending of liquor is continuing through departmental agencies, arrack co-operative societies and through limited auction amongst tribals. In order that unscrupulous elements operating under tribal cover do not take advantage in the limited auction of liquor shops; a firm decision to abolish contract system of liquor vending is a genuine need of the tribal areas.

4.27 The Committee note that the guidelines issued by the Central Government in 1975 for implementing the excise policy in the tribal areas have by and large been accepted by the State Government of Andhra Pradesh. The Committee have been informed that in Andhra Pradesh commercial vending of liquor is continuing through departmental agencies, arrack cooperative societies and through limited auction amongst tribals.

The Committee regret to point out that earnest efforts have not been made by Government of Andhra Pradesh to elicit the cooperation of voluntary social organisations to wean the tribals from the drinking habit. The Committee hope that the State Government would now pay serious attention to this problem and take this step.

The Committee also recommend that the ultimate aim of the State Government should be to gradually abolish the contract system of liquor vending completely so that the tribal people are not tempted to spend their meagre earnings in the consumption of liquor.

CHAPTER--V

ACHIEVEMENTS IN SECTORAL PROGRAMMES

A. Land and Agriculture

5.1. The Committee have been informed in a written note that except in Bhadrachalam area of Khammam district, survey and settlement of land has been completed. In Tribal Sub-Plan areas, proper titles to land have also been given.

5.2. It has been stated that there are 1,69,698 tribal families in the Sub-plan area who do not possess any land.

5.3 When asked whether there was any scheme for the allotment of surplus land among landless tribal families so as to provide them a means of livelihood, the Committee have been informed that 46,292 acres of surplus land have been allotted to the landless tribal families in the State.

5.4. The Committee asked about the facilities being provided to the tribal families for raising better crops on their land. It has been stated that improved quality of seeds under 'Mini kit programme' are being supplied to the tribals. To a specific question, whether seeds, fertilizers and agricultural implements are being supplied to the tribals at subsidized rates, the Committee have been informed that agricultural implements are being supplied to them on 50 per cent subsidy.

5.5. The Committee desired to know as to how many agricultural farms have been set up under the Tribal Sub-plan in Andhra Pradesh. In a written note furnished to the Committee, it has been stated that 9 Agricultural farms (Nursery-cum-training Centre for Horticulture and Social Forestry) had been set up during 1984-85. These farms are now producing plant material required for ITDA schemes. So far 50 tribals have been trained in grafting.

5.6. In reply to a question as to whether these agricultural farms have helped in popularising the modern techniques amongst tribals, it has been stated that these farms were started only during 1984-85 and at this stage it is rather difficult to know the achievements in this regard.

5.7. The Committee desired to know the details of the waste/surplus land reclaimed during the Sixth Five Year Plan, the amount spent thereon, and the number of tribal families benefited during that period. It has been stated in a written note that 5620 acres of surplus land and 19190 acres of waste land have been reclaimed. The Committee have been informed that about 24,000 tribal families have been benefited from this programme.

5.8. It has been stated that Pattas have been issued for surplus land to all the allottees and the Government waste land has been allotted.

5.9. The Committee have been informed in a note that the allottees of reclaimed land are being given financial assistance for the purchase of bullocks, agricultural implements, improved varieties of seeds, fertilizers and pesticides etc. so as to raise their economic standard by raising the yield from the land.

5.10. During evidence, when the Committee asked whether the land which had been submerged in the Tribal Sub-plan area would be given back to the affected tribals and whether any compensation had been given to them, the representative of the State Government stated as follows:—

“In a few cases in Adilabad district, the land was submerged. The past procedure was to give cash compensation. Now a decision has been taken to give land in lieu of land submerged or lost due to natural calamities.”

5.11. As regards sifting cultivation, the Committee have been informed in a note that the shifting cultivation called 'PODU' has been the "Way of Life" for a number of Tribal groups living in Srikakulam, Vizianagaram, Visakhapatnam, East Godavari, West Godavari and Khammam Districts. The Tribal population engaged in 'Podu' cultivation generally shift from one field to another after every three years. The shifting cultivation has been a threat to forests and the soil erosion caused as a result of this, results in not only hardening of the soils but also in silting up of irrigation Projects, Hydro-electric Projects. While the periodicity of shifting cultivation has been reduced due to impositions by the Forest Department, the area under shifting cultivation is increasing over the years. For example, the area under shifting cultivation as per survey made in Tribal Development Blocks in 1974 is 17493 Hectares while the survey conducted in 1984 shows that the area under Podu is 490038 Hectares. The substantial increase in 'Podu' area is due to the fact that 38691 hectares of land in Forest areas that was

brought under 'Podu' year after year by tribals is granted as illicit cultivation in Reserve Forest Department and connected as 'Podu' areas.

5.12. The present survey shows that 49038 hectares of land is under Podu cultivation the details of which are as follows:—

(i) Own land (once forest area and hence assigned to tribals)	524 Hect.
(ii) Government Lands	9823 Hect.
(iii) Reserve Forest Areas	98691 Hect.
	49038 Hects.

5.13. It has been stated that 'Podu' cultivation is being practised by 49771 families in 1132 villages. After a detailed review of the present day problem, a Project report has been prepared to rehabilitate the 'Podu' cultivators. The salient features of the Project report are as follows:

- (1) Presently, rehabilitation programmes can be taken up in own lands and Government lands and in forest areas, a policy decision on the lines of scheme of assignment of degraded Forests with necessary modifications has to be taken.
- (2) Out of 49038 Hectares, only 27887 hectares can be taken up for implementing the programmes as the remaining is not productive area and consists of boulders etc.
- (3) At the rate of 1 Hect. per family 27887 families can be rehabilitated.
- (4) The two important programmes identified to be implemented are as follows:—
 - (i) Horticulture 19,215 Hect. in 616 villages.
 - (ii) Social Forestry 8,672 Hect. in 120 villages.
- (5) The lands identified will be assigned to tribals or given on long lease.
- (6) The Horticulture and Social Forestry schemes have been proposed to be implemented in a comprehensive manner by involving the tribal as owner beneficiary and it would be a 'Guided Change' approach at every stage.

- (7) In order to have uniformity in approach, uniform costing is proposed for major crops under Horticulture and Social Forestry. Variations in costs according to local needs is being allowed. The important aspect is provision of subsistence allowance of Rs. 500/- per year per family and this is also linked in performance such as number of plants planted, survived etc.
- (8) The total cost of the scheme is Rs. 55.40 crores which consists of development component, Infrastructure component and staff component. The infrastructure proposed to be created is Ashram schools, Housing Link roads and Drinking water wells.
- (9) For taking up the scheme, Government of Andhra Pradesh have already sanctioned the staff separately for horticulture and social forestry. The scheme will be funded from 1985-86 onwards for which action plans are being prepared. The details of funding of programme are as follows:—

(Rs. in lakhs)

S. No.	District	G.O.I. (60%)	Margin Money (20%)	I.F. (50%)	State Share (40%)	Total (3+4+5) + (3+6) (100%)	Area Social Forestry	(In Hect) Horticulture	Total
1	Srikakulam	66.00	15.40	15.40	13.20	110.00	491	736	1227
2	Vijayastaram	30.50	7.11	7.00	6.10	50.82	227	340	567
3	Vishakhapatnam	235.00	54.83	54.83	47.00	391.66	1754	2630	4384
4	E. Godavari	31.50	7.35	7.35	6.30	52.50	235	353	588
5	W. Godavari	23.00	5.36	5.36	4.60	38.32	172	257	429
6	Khammam	81.00	18.90	18.90	16.20	135.00	606	907	1512
7	Adilabad	35.00	8.16	8.16	7.00	58.32	261	392	653
TOTAL :		592.00	117.11	117.11	100.40	836.62	3745	5615	9660

5.14 The Committee note that except in Bhadrachalam area of Khammam District of Andhra Pradesh survey and settlement of land has been completed in Tribal Sub-Plan area and proper titles to land have also been given. The Committee desire that immediate steps should be taken for the survey and settlement of land in Bhadrachalam area of Khammam District and proper titles to land should be given to tribal land owners without any further loss of time.

5.15 The Committee have been informed that there are 1,69,693 tribal families in Sub-Plan area of the State who do not possess any land. The Committee note that 46,292 acres of surplus land have been allotted to the landless tribal families in the State. The Committee further note that improved quality of seeds under 'Mini-kit programme' and agricultural implements on 50 per cent subsidy are being supplied to tribals for raising better crops on their land.

The Committee further note that 5620 acres of surplus land and 19,190 acres of waste land have been reclaimed and 24,000 tribal families have been benefited from this programme. The Committee trust that proper incentives like improved varieties of seeds and subsidy and agricultural implements etc. would continue to be given to the allottees of reclaimed land in the Sub-Plan area of the State so that they may be able to raise their economic standard and thereby improve the quality of life.

The Committee find that there is a large number of tribal families who are still landless in the Tribal Sub-Plan area. The Committee recommend that during the Seventh Plan period efforts may be made to allot reclaimed land to more tribal families so that they are able to cross the poverty line in due course of time.

5.16 The Committee note that shifting cultivation, called "Podu" has been the 'way of life' for a number of tribal groups in many districts of the State. The tribal population engaged in "Podu" cultivation generally shift from one field to another after every three years. The shifting cultivation has been a threat to forests. While the periodicity of shifting cultivation has been reduced due to the impositions by the forest department, the area under shifting cultivation has been increasing over the years. The Committee have been informed that shifting cultivation is being practised by 49,771 families in 1,132 villages of the State. After a detailed review of the problem, a project report has been prepared for the rehabilitation of the 'Podu' cultivators by allotting one hectare of land per family and by implementing two important programmes of horticulture and social forestry.

5.17 The Committee are of the view that the tribals practising shifting cultivation can be weaned away from this undesirable practice only by allotment of land on a long-term basis. Unless they develop a feeling that the land belongs to them, neither horticulture nor any programme of social forestry will be successful in raising their economic status.

B. Irrigation

5.18. In a written note furnished to the Committee, it has been stated that in Andhra Pradesh, there is concentration of Tribal population in 8 Districts which are as follows:—

1. Visakhapatnam
2. Srikakulam
3. Vizianagaram
4. East Godavari
5. West Godavari
6. Khammam
7. Warangal
8. Adilabad.

5.19 With a view to ensure speedy development of irrigation in these areas, all schemes having 51 per cent or more of its total ayacut belonging to Scheduled Tribes are taken up as Tribal Schemes without considering the Benefit Cost Ratio.

5.20 These schemes are categorised as under:—

- (1) State Tribal Sub-Plan and
- (2) Integrated Tribal Development Agency.

Since funds are not being released by Integrated Tribal Development Agencies, all new Schemes of Minor Irrigation are being executed under Tribal Sub-Plan.

5.21 So far, 423 schemes with an outlay of Rs. 829.24 lakhs creating an irrigation potential of 32,166 hectares from Fourth Plan to end of Sixth Plan (i.e., upto end of 1984-85) had been completed in Tribal areas in the State under Tribal Sub-Plan and Integrated Tribal Development Agency programmes.

5.22 The total plan outlay for Sixth Plan (1980—85) was Rs. 5000.00 lakhs. Out of this Rs. 200.00 lakhs were earmarked for

Tribal Sub-Plan. Physical targets under Tribal Sub-Plan for Sixth Plan was 2,023 hectares. Year-wise details are as follows:—

(Rs. in lakhs)

Year	Amount allocated in lakhs	Expenditure	Physical achievements in Hectares
1980-81 . . .	45.00	56.20	694
1981-82 . . .	45.00	41.75	554
1982-83 . . .	45.00	26.65	497
1983-84 . . .	48.883	50.42	1,192
1984-85 . . .	58.14	42.40	556
TOTAL :	242.023	217.42	3,493

5.23 The total Plan outlay for Seventh Plan (1985—90) is Rs. 10000.00 lakhs. Out of this, 6 per cent (i.e.) Rs. 600.00 lakhs have been earmarked for Tribal Sub-Plan. Physical target under Tribal sub-plan for Seventh Plan is 5,100 hectares.

5.24 The total outlay for Annual Plan 1985-86 was Rs. 2340.00 lakhs. Out of this 6 per cent (i.e., Rs. 140.00 lakhs) had been earmarked for Tribal Sub-Plan for 1985-86. The physical target under Tribal Sub-Plan for 1985-86 was 1,020 hectares.

5.25 The Committee desired to know the irrigation schemes taken up and the funds allocated for them during the Sixth Plan for improving the irrigation facilities in Tribal Sub-Plan area of the State. The following information has been furnished to the Committee:—

(Rs. in lakhs)

Department	Allocation	Expenditure
(i) Irrigation . . .	200.00	217.42
(ii) P.R. Dept. . . .	9.04	9.04
(iii) Ground Water . . .	14.96	15.63
(iv) Irrigation Dev. Corporation . . .	90.00	87.47
TOTAL :	314.00	329.56

5.26 During evidence, the Committee observed that certain schemes undertaken under medium irrigation category had not been completed as yet and desired to know how much more funds would be required to complete these schemes. In a written note furnished to the Committee, it has been stated that six Medium Irrigation schemes were taken by up the Chief Engineer, Medium Irrigation in the tribal areas. The scheme-wise estimated cost, amount spent and amount required for completion are as follows:—

(Rs. in lakhs)

Sl. No.	Name of the Project	Estimated cost	Amount spent 12/82	Amount required for completion	Stage of the project
1	Peddavagu Project	650.00	617.25	32.75	Project is completed. 6073 Hect. of irrigation potential created. The scheme is expected to be completed by March, '86.
2	Taliperu Project.	2495.00	1371.39	1193.61	Irrigation potential is created for 1253 Hects.
3	Gundlavagu Project	650.00	290.52	359.48	Weir work is in progress. The canals are yet to be taken-up.
4	Satnala Project.	105.00	767.82	282.18	Head works are in progress.
5	Jalleru Project	429.00	324.45	104.55	Except spill way regulator all Head works are completed.
6	Maddigadda Project	326.00	261.99	64.01	Expected to be completed by 6/86.
		5600.00	3563.42	2036.58	

5.27 During the year 1985-86, a sum of Rs. 365.00 lakhs was provided for the above schemes of which Rs. 126.18 lakhs was spent till end of December, 1985 and the balance amount was likely to be spent by March 1986. For the year 1986-87 an amount of Rs. 350.00

lakhs had been provided for the above schemes. All the above projects are expected to be completed by end of Seventh Plan period with funds from State Plan only.

5.28 During evidence, the Committee desired to know the minor irrigation schemes being implemented in various Integrated Tribal Development Projects in Andhra Pradesh. The representative of the State Government has stated as follows:—

“Minor Irrigation plays a most important role in the development of agriculture in the tribal areas and even by the end of Sixth Five Year Plan, we had brought 80,000 acres under minor irrigation for the benefit of tribals. And now we are preparing a master plan for minor irrigation of eight agency area. Our master plan is going to be completed by the end of March and we will start implementing them by 1986-87. In this master plan for irrigation we are preparing a scheme. It is almost complete. This scheme is meant to irrigate 1 lakh acres in the coming five years and the master plan is being approved by the Tribal Advisory Council. We had submitted in the month of January that it will be completed by March end. We had also taken note of it. Some are very small. They are to check up the diversion of river water—Kunta—, Lift irrigation, borewell, percolation tanks, minor irrigation in tribal area and diversion of rivers. We make the plan in such a way that whenever we are taking up minor irrigation, for the benefit of tribals, we taken up those schemes which will benefit more than 50 percent of the tribal people. We are planning only in minor irrigation because major irrigation are not relevant in the tribal area. We stipulated wherever Ayacut is more than 50 percent of the expenditure of the tribal farmer, such of the schemes will be taken up and funded by the Tribal Welfare Department. For diversion of Kunta river water, a small reservoir will be constructed. For lifting water through lift irrigation system in the tribal area an Ayacut is built because the streams are perennial. They are very steep. They have to irrigate land.”

5.29. When asked whether minor irrigation schemes were more useful in tribal areas in the State, the representative of the State Government has stated during evidence as follows:—

“In tribal areas, minor irrigation is most suitable because minor irrigation is scheme which can be spread over to

DOITS various parts of the tribal area. We have not come across any hindrance in the implementation of minor irrigation schemes."

5.30 During evidence the Committee pointed out that major portion of the funds had been sanctioned for medium irrigation schemes and desired to know the reasons for the same. The representative of the State Government stated as under:—

"Here you are right so far as this point is concerned. In this connection, we had a meeting with the officers concerned and took a decision that only such of the schemes which would benefit majority of the tribals should be taken up and those schemes which would benefit the tribals to a small extent should not be taken up."

5.31 The Committee have been informed that minor irrigation plays a most important role in the development of agriculture in the tribal areas and a Master Plan for minor irrigation for eight Integrated Tribal Development Agency areas is being prepared and would be put into operation from the year 1986-87. During evidence, the representative of the State Government stated that 'in tribal areas, minor irrigation is most suitable because minor irrigation is a scheme which can be spread over to various parts of the tribal area. We have not come across any hindrance in the implementation of minor irrigation schemes.

5.32 The Committee need hardly stress that the major thrust should be towards Minor Irrigation Schemes which are more beneficial in the tribal areas of the State and can be implemented more quickly and at lesser cost. The Committee, therefore, desire that a larger allocation of funds should be earmarked for minor irrigation schemes during Seventh Plan period.

5.33 The Committee note that major portion of the funds have been sanctioned for medium irrigation schemes. The Committee further note that six schemes undertaken under Medium Irrigation category had not been completed at the end of the Sixth Plan and more funds would be required to complete these schemes. The Committee have been informed during evidence that the concerned officers of the State Government have now taken a decision that only such of the irrigation schemes which would benefit majority of the tribals would be taken up and schemes which would benefit the tribals to a small extent would not be taken up.

The Committee regret to point out that this decision has been taken at a very late stage when lot of money has already been spent on several medium Irrigation Schemes.

The Committee recommend that these medium irrigation schemes should be completed in a phased manner so that the investments already made do not go waste. But in future planning the main thrust has to be on minor irrigation schemes which are more relevant to the tribal economy.

C. Education

5.34 It has been stated in a written note furnished to the Committee, that Tribe-wise literacy in the State of Andhra Pradesh according to 1981 census has not been published so far. The percentage of literacy among Scheduled Tribes in the State according to 1971 and 1981 census was 4.41 and 7.83 respectively.

5.35 The Committee desired to know the strategy to increase the literacy rate amongst tribals during the Seventh Plan. In a written note furnished to the Committee it has been stated that in order to increase the literacy rate among the tribals, two programmes are proposed to be implemented—one for increasing enrolment of tribal students and the other for spread of adult education. Both these programmes are proposed to be undertaken during the Seventh Five Year Plan. It is proposed to achieve 100 per cent enrolment of boys and girls during the Seventh Plan. Under adult education, the target proposed is to cover 2.70 lakhs people. The following strategy is proposed to be adopted during the Seventh Plan:—

- (i) Consolidation of existing institutions by providing buildings and other infrastructure;
- (ii) Upgradation of existing institutions by providing teachers as per scale;
- (iii) Provision of quality education by admitting them in best institutions, residential schools and public schools etc.;
- (iv) Starting of Mini-primary schools in school-less centres by appointing 10th passed tribals as teachers; and
- (v) Educating 2,70,000 adults.

5.36 The Committee enquired whether any problem areas under ITDPs have been identified which deserve special attention for spreading education in the State. In a written note furnished to the Committee, it has been stated that Primitive Tribal Groups (PTGs) inhabited areas have been identified for special treatment for spreading education. 19 residential schools are proposed to be started with Government of India assistance.

5.37 The Committee enquired whether any survey was ever conducted in regard to the tribal children who are attending primary, middle and higher secondary schools in the State. In a written note furnished to the Committee, it has been stated that a survey was conducted in 1978 by Education Department and School-less Centres and enrolment data was collected. Department of Tribal Welfare is now conducting a fresh and detailed survey in this regard.

5.38 The Committee desired to know the amenities/concessions being given to Scheduled Tribe children in the State in order to attract them to schools. In a written note furnished to the Committee, it has been stated that following incentives are being given to attract the tribal students:—

- (i) Prematric scholarships: Rs. 20/- for Class—I, Rs. 50/- for Class II to V, Rs. 70/- for Class VI to X.
- (ii) Free supply of Text Books and note books.
- (iii) Supply of one pair of dresses to day scholars.
- (iv) Admission in Ashram Schools and Hostels—free food Rs. 100/- per month, free books, two pairs of clothes, bedding, utensils etc.

5.39 Asked what tangible steps had been taken or proposed to be taken to check the problem of drop-outs amongst tribal children, it has been stated that coaching and better facilities for the stay of tribal children are being provided to check the problem of drop-outs amongst the tribal children.

5.40 Asked how far the vocational training has been introduced in the curriculum in the schools keeping in view the special needs of the tribal people in the State, it has been stated in that the vocational training is yet to be introduced in the curriculum in schools in a big way. The Committee have been informed that the curriculum of the schools in the tribal and non-tribal areas is exactly same.

5.41. Asked how far education in tribal areas has helped tribal youth to earn their livelihood after completing school education, in a written note furnished to the Committee, it has been stated that educated tribal students get employment after completing school education. It has also increased their awareness and helped them in the adoption of new practices in Agriculture, Horticulture and Sericulture etc.

5.42 As regards pre-matric scholarship scheme, it has been stated that 2,04,100 tribal students were getting scholarships at the end of Sixth Plan period.

5.43. Asked about the criterion for awarding scholarships at the secondary stage of education, it has been stated that Scheduled Tribe students whose parents' income is less than Rs. 12,000 per year are eligible for the award of scholarships.

5.44. Asked how far tribal students are encouraged to go in for higher studies particularly in professional courses, like Engineering, and Medicine, the Committee have been informed in a written note that coaching for tribal students before all competitive examinations is being arranged at all district headquarters and at Hyderabad. There is a good response from tribal students for such coaching classes.

5.45 As regards Ashram schools in the State of Andhra Pradesh, it has been stated that there were 431 Ashram Schools at the end of Fifth Five Year Plan. 35 Ashram Schools were started during the Sixth Five Year Plan. During 1986-87, 10 Ashram Schools are proposed to be opened. Seventh Five Year Plan requirements for opening of Ashram schools would be assessed after education survey is completed.

5.46 In reply to specific question, whether any evaluation has been made about the working of these Ashram Schools, it has been stated that no such evaluation has been made by the State Government of Andhra Pradesh.

5.47 As regards hostel requirements for the tribal students in the Tribal sub-Plan area of the State, it has been stated that hostel requirements for tribal students are calculated on the basis of number of students likely to be in upper primary and high schools. The Committee have been informed that there are 410 hostels at the end of Sixth Five Year Plan with 40,000 boarders. It has been stated that 35 hostels are proposed to be opened during 1986-87 and the target for Seventh Five Year Plan regarding opening of hostels has not yet been fixed.

5.48 Regarding educational programmes for tribals in Andhra Pradesh, the Ministry of Welfare in a written note furnished to the Committee have stated that the major objectives of the educational development of the Seventh Five Year Plan is to ensure Universal Elementary Education and Adult Literacy in 15—35 age group by the year 1990. In order to achieve these objectives special emphasis is being given to the educational development of Scheduled Castes and Scheduled Tribes.

5.49. Andhra Pradesh is one of the 9 Educationally Backward States and the Ministry of Education has special centrally sponsored schemes for these States. These are:—

- (i) Non-Formal Education Programme under which Central assistance is given on matching basis (50:50) to Open Non-Formal Centres.
- (ii) Central assistance in the ratio 90:10 is given for opening of non-formal centres exclusively for girls. The State Governments have been requested to ensure at least 25 per cent and 20 per cent enrolment in Non-Formal Education is from Scheduled Castes and Scheduled Tribes respectively.
- (iii) Under the scheme of Early Childhood Education voluntary agencies are given assistance for opening centres for 3—6 years age-group children in rural and backward areas.
- (iv) For appointment of women teachers in these States a scheme of 80:20 Central assistance has also been initiated by the Government.

5.50 Under the Rural Functional Literacy Projects and Post Literacy Follow Up Programmes, Government of India provide cent-per cent assistance to the State Government. Besides a number of voluntary organisations in the State have been given financial assistance under the scheme of Assistance to Voluntary Organisations. The Shramik Vidyapeeths have been established in the State for education of workers and their families. The enrolment of Scheduled Tribes for the above Adult Education Programme is 34,404 as on 31-3-85 in Andhra Pradesh which amounts to 12 per cent of total enrolment.

5.51 The Working Group on Development of Scheduled Tribes has recommended in its report, in addition the above objectives, the following:—

- (i) Low literacy areas and low literacy groups amongst the Scheduled Tribes, including the Primitive Tribes, should be identified and programmes devised for these groups.
- (ii) Due emphasis should be made on induction of larger number of Scheduled Tribe boys into vocational courses. The Administration of education in tribal areas should be rationalised by bringing of such institutions under the control of the Education Department.

Adequate supervisory infrastructure for inspection and supervision of these schools should be provided. Adequate funds for the improvement of infrastructure in the shape of equipment, sports facilities etc. should be earmarked. A policy decision has to be taken in regard to adoption of tribal languages as medium of instruction at primary stage. Tribal culture, art, painting, music and dance should be encouraged in schools.

5.52 During evidence, the Committee asked what is the percentage of literacy amongst male and female tribals in the State. In reply, the representative of the State Government stated that literacy percentage in general among tribals in Andhra Pradesh was 7.83 and for females it was 4 per cent. According to survey, illiteracy among the adults was about 48 per cent. So, the literacy level among the tribal population was also very low.

Explaining further about the low rate of literacy and steps taken to increase the literacy level, the representative of the State Government has stated as follows:—

“We have discovered that the literacy there is low because the coverage of village schools is very low. Out of approximately 7,000 villages and 5,000 hamlets in the tribal areas, we have covered only three and half thousands with schools. So, the balance of about eight to nine thousand habitations are yet to be covered with primary schools. So, the State Government is seriously considering to increase the number of primary schools by another four thousand to cover the eight thousand villages to have full coverage in the coming Five Year Plan. Here we expect the enrolment will be to the tune of two lakh seventy thousand children.”

5.53 During evidence, the Committee desired to know as to how many teachers belong to Scheduled Tribe category in schools in Tribal Sub-Plan area, the representative of the State Government has stated as follows:—

“Near about 75 percent of the teachers are non-tribals coming from plain area and so on. To serve the tribals, non-tribals are coming from the plain area and so on; normally they don't want to stay. In the coming Educational Policy we have taken up this matter. As far as possible, educated tribals reading in 10th class and above should be employed as teachers in the primary schools.”

5.54 When asked what facilities are being extended to tribal boys to get themselves trained as teachers, the representative of the State Government has stated during evidence as under:—

“Now the Government has taken a decision. Tribal boys should be recruited. Subsequently they should be sent for training as in-service candidates. This year 300 tribal boys are recruited. They are being sent for training subsequently.”

5.55 When the Committee enquired whether Government is thinking of opening up more public schools in the State for the benefits of tribals, the representative of the State Government has stated during evidence as follows:—

“We have residential schools, we have opened 19 residential schools. This is from Class 1 to Class X. This gives quality education to the tribal boys. Teacher will be in the same campus. Class room will be in the same campus. 19 residential schools provide good scope for tribal children to learn and go to higher classes.”

5.56 Asked what facilities are available to the tribal students after passing 10th class, the representative of the State Government has stated during evidence as under:—

“There are 3 junior degree colleges. More will be opened. We have opened one degree college in tribal area. There will be one degree college in each of the 8 ITDA areas.”

5.57 In reply to a question whether permission is given for opening of private institutions in the tribal areas, the representative of the State Government has stated during evidence as follows:—

“We give incentive. We give land, we give infrastructural help. There are some Catholic missions. There is Ramakrishna Mission; they are giving the best education in these tribal areas.”

5.58 The Committee find that literacy percentage among the Scheduled Tribes in Andhra Pradesh as per 1971 and 1981 census was 4.41 and 7.83 respectively. Accordingly to the Survey, illiteracy among the adults is about 84 per cent and so the literacy level among the tribal population is very low. The Committee also note that Andhra Pradesh is one of the nine educationally backward States and the Ministry of Human Resources Development (Deptt. of

Education) has Special Centrally Sponsored Schemes for these States. The Committee have also been informed that in order to increase the literacy rate among tribals, two programmes—one for increasing enrolment of tribal students and the other for spread of adult education are proposed to be undertaken during the Seventh Plan period.

Since education is key to tribal development, the Committee recommend that this problem should be tackled on a priority basis. A large number of primary schools should be opened for the villages and hamlets in the tribal areas of the State so that by the end of Seventh Plan period 100 per cent coverage is achieved at the primary stage. Besides, sufficient funds should be allocated for construction of schools, hostels and residential quarters for teachers. Unless the working conditions for teachers are improved in tribal areas, the tribal educated youth would not like to become teachers for educating their kith and kin.

5.59 In order to meet the shortage of teachers in tribal areas, the Committee desire that the educated tribal boys and girls should be given encouragement to join the teaching profession, if necessary by relaxing the educational qualification and arranging in service training and providing proper incentives to the tribal boys and girls so recruited to work in tribal areas. This will in the opinion of the Committee, enable them to play their part in propagating and spreading education among the tribals and inculcate in them the spirit of service.

5.60 The Committee note that enrolment of Scheduled Tribes under the Adult Education Programme is 34404 as on 31-3-1985 in Andhra Pradesh which is 12 per cent of the total enrolment. The Committee recommend that Adult Education Programme should be encouraged in Tribal Sub-Plan area of Andhra Pradesh so that percentage of enrolment of Scheduled Tribes under this programme goes up during the Seventh Plan period. The Committee hope that the State Government would avail of the financial assistance provided by the Central Government under the centrally sponsored schemes in this regard.

The Committee would also like to emphasise that as recommended by the Working Group on Development of Scheduled Tribes low literacy areas and low literacy groups amongst Scheduled Tribes including the primitive tribes in the State should be identified and programmes devised for these groups. The Committee also desire that adequate supervisory infrastructure for inspection and

supervision of schools situated in tribal areas should be provided so as to ensure that the schools are run on proper line at all times. The Committee also feel that at the primary level women teachers are more useful than male teachers and for appointment of women teachers the State Government should avail of the 80 per cent financial assistance offered by the Central Government.

5.61 The Committee note that there were 466 Ashram Schools functioning in the tribal areas of the State of Andhra Pradesh at the end of Sixth Plan period. Assessment for opening of Ashram Schools during Seventh Five Year Plan would be done after the education survey is completed. The Committee have been informed that no evaluation about the working of these schools has been made by the Education Department. The Committee desire that proper evaluation about the functioning of these Ashram Schools should be done without any loss of time and suitable steps taken to improve their working. Proper assessment for opening of more Ashram Schools during the Seventh Plan should be done quickly and simultaneously with the Education Survey so that additional Ashram Schools are opened without delay.

D. Health Services

5.62 The Committee have been informed in a written note furnished to the Committee that during the Sixth Plan period a sum of Rs. 264.82 lakhs had been allocated under the Public Health and Family Welfare Sector for Sub-Plan area. A sum of Rs. 209.42 lakhs had been spent during the Sixth Plan in this sector.

5.63 The physical targets fixed and achievements made under Health Sector during the Sixth Plan are stated to be as follows:—

Sl. No.	Item	Targets	Achievements
1	2	3	4
1	Spillover construction—		
	(a) PHC buildings & staff quarters	20	9
	(b) Sub-Centres	80	35
	(c) Subsidiary Health Centres	10	..
2	Constn. of new PHC buildings	5	5
3	Constn. of backlog/sub-centres	34	34
4	Salaries, TA & Drugs for ANBs (MPW)	19	19

1	2	3	4 of av.
5	Salaries, TA & drugs for ANBs (MNP)	50	50
6	Salaries & TA for HVS (MPW)	19	19
7	Non-recurring expdr., for sub-centres	9	9
8	Equipment for PHCs	4	4
9	Continuation of subsidiary Health Centres	10	10
10	Continuance of staff nurses	29	29
11	Supply of Vehicles to PHCs	4	4
12	Dress allowance to PG Students	300	300
13	Continuance of PHCs	4	4
14	Sanction of class IV employees in PHCs	27	27
15	I.C.D.S.	1	1
16	Estt. of Addnl. DM&HOs	5	5

The balance amount of spillover works is proposed to be spent during 1985-86 and 1986-87.

5.64 The doctor population ratio in the Sub-Plan area in the State is 170 doctors for 21 lakh population i.e., one doctor for 12,000 population. It has been stated that the average doctor population ratio in the State as a whole is not available.

5.65 The Committee have been informed in a written note that there is adequate supply of medicines in various Health Centres, Dispensaries and Hospitals in ITDAs and in the Sub-Plan area of the State.

5.66 It has been stated in a written note furnished to the Committee that a sum of Rs. 1.97 crores has been earmarked for Mini Public Health Service etc., during the Seventh Plan.

5.67 The Committee have been informed that norms fixed for opening of public health institutions in tribal areas are as under:—

- (i) Primary Health Centre—one per 20,000 population.
- (ii) Sub-Centres—one per 3,000 population.
- (iii) A dispensary in all Mandal Headquarters and a hospital in all Taluk Headquarters.

5.68 In reply to a question as to whether there is any shortage of doctors, nurses etc., in Public Health institution located in the

Sub-Plan area, it has been stated that about 100 posts of doctors have been lying vacant and these are proposed to be filled up through special recruitment.

5.69 The Committee have been informed that the staffing pattern in the Public Health Institutions is as per standard pattern prescribed by Government.

5.70 It has been stated in a written note furnished to the Committee that the shortfall in expenditure in Health and Family Welfare Sector during the Sixth Plan period was on construction of buildings and staff quarters for medical staff.

5.71 The Committee have been informed that during Seventh Plan period, 67 Public Health Centres and sub-Centres are proposed to be set up. It is also proposed to provide buildings for all the existing PHCs/Sub-Centres wherever not existing besides continuing all the existing health centres.

5.72 The Committee note that a sum of Rs. 264.82 lakhs had been provided during Sixth Plan period under the Public Health and Family Welfare sector. Against this allocation, a sum of Rs. 209.42 lakhs had been spent during the Sixth Plan in the health sector. The shortfall in expenditure is stated to be on account of construction of buildings and staff quarters for medical staff. The Committee recommend that the working of the health schemes, should be reviewed immediately in order to ensure that the schemes in the health sector are properly implemented during the Seventh Plan period and the funds allocated are fully utilized for the benefit of the tribal population in the Tribal Sub-Plan area of the State.

5.73 The doctor population ratio in the Sub-Plan area is stated to be 1:12,000. The Committee have been informed that the average doctor population ratio in the State as a whole is not available. There is a shortage of 100 qualified doctors and these posts of doctors are proposed to be filled through special recruitment. The Committee regret to point out that the availability of doctors in the Sub-Plan area is quite inadequate. The Committee, therefore, recommend that the posts of doctors lying vacant should be filled up without any further loss of time.

The Committee need hardly stress that Hospitals, Dispensaries, Primary Health Centres/Sub-Centres cannot by themselves be of any service to the tribal people unless these medical institutions are manned by qualified doctors and other para-medical

staff. The Committee would like the State Government to examine as to why 100 posts of doctors are lying vacant and fix responsibility for not taking timely action to fill up the vacancies.

5.74 The Committee would also like to stress that the working conditions of doctors and other medical staff posted in remote tribal areas of the State should be improved by various measures e.g., by construction of staff quarters for them, by giving financial incentives in the shape of higher allowances and educational facilities for their children. The Committee feel that unless the medical staff work with dedication and with a spirit of service, the health standards are not likely to improve inspite of opening more hospitals, primary health centres etc., in the tribal areas of the State. For this, proper motivation is required and motivation can be built up by providing special amenities and incentives. The Committee hope that the Central and State Governments will bestow their careful attention to this aspect and make available the necessary funds and infrastructure.

E-Communication

5.75 In a note furnished to the Committee, it has been stated that Andhra Pradesh has an area of 2,77,000 Square Kilometres. Out of this, an extent of 30294 Sq. K.M. in the districts of Srikakulam, Vizianagaram, Visakhapatnam, East Godavari, West Godavari, Warangal, Khammam and Adilabad had been indentified as Tribal area since the tribal population predominantly resides in this area.

5.76 The original length of roads in the tribal area under the control of Roads and Buildings Department was 2593 K.Ms. In addition to this, 768 K.Ms. of roads which were under the control of the Panchayat Raj Department had been taken over under the control of the Roads and Buildings Department since 1975. The total length of roads in tribal area now under the control of the Roads and Buildings Department including the roads taken over comes to 3356 K.Ms. District-wise position is indicated below:—

Sl. No.	District	Tribal area in Sq. K.M.	R&B Roads in Tribal area in K.Ms.	Taken over Roads from P.R. in Tribal area	Total length of roads in Tribal area under (R&B) control
1	2	3	4	5	6
1	Srikakulam	9030.30	663	212	875
2	Visakhapatnam	5904.31	460	9	469

1	2	3	4	5	6
3	East Godavari	4191.65	269	53	322
4	West Godavari	1006.10	71	..	71
5	Warangal	3122.46	178	6	184
6	Khammam	6899.92	740	353	1003
7	Adilabad	6133.50	212	130	342
TOTAL :		30293.44 sq. K.M.	2593 K.Ms.	763 K Ms.	3356 K.Ms.

Some of the roads in tribal area are deficient in respect of proper carriageway and cross drainage works.

5.77 The entire tribal area in the State is rich in forest produce and all the forest wealth could not be tapped due to lack of all-weather transport facilities. The inadequate road communication facilities in the tribal area has also come in the way of the full implementation of many socio-economic measures taken up by the State Government to improve the lot of the Tribal population and also created Law and Order problems due to remoteness of villages and inaccessibility.

5.78 Under Article 275(1) of the Constitution of India, the Government of India took up the responsibility of improving the Agency area in the country, the sole objective being to bring the Tribal population into the main stream of the nation. Having realised the importance of good communication facilities, concerted efforts are being made since 1951-52 to lay the roads in tribal area. A majority of the schemes taken up with the assistance of the Government of India during the first three "Five Years Plan" periods could not be completed for want of adequate funds. From April, 1969 onwards, this scheme was discontinued and all the incomplete works were abandoned for want of funds.

5.79. It has been stated that in 1970-71 the Government of Andhra Pradesh took up a programme of laying roads in tribal areas with the twin objective of improving the communication facilities and to fight the naxalite menace which had then become so rampant since the area was inaccessible to the police to maintain law and order. Under this scheme, 34 roads were sanctioned. They were financed by the Tribal Welfare Department till 1973-74. Then the

Tribal Welfare Department informed the Roads and Buildings Department which is the executive agency that no funds could be provided for tribal roads from 1974-75 onwards stating that no funds were earmarked during Fifth Plan for road works under tribal welfare sector. In these circumstances, there was no other go except to tackle the development of tribal roads from the allocation made to Roads and Buildings Department. The allocation for Tribal roads under Roads and Buildings Department Plan since 1975-76 is as follows:—

Year	Plan allocation in lakhs	Expenditure in lakhs
1975-76	45.89	45.90
1976-77	85.00	83.96
1977-78	100.00	100.85
1978-79	80.00	80.33
1979-80	100.00	101.35
1980-81	37.00	37.02
1981-82	78.55	82.69
1982-83	58.00	46.66
1983-84	60.00	54.67
1984-85	53.798	52.07

5.80 33 road works costing Rs. 493.89 lakhs were completed since 1974-75 in tribal areas in the Districts of Srikakulam, Visakhapatnam, Vizianagaram, East Godavari, Warangal and Khammam.

5.81 31 road works costing Rs. 733.20 lakhs are in progress in tribal areas in the district of Srikakulam, Visakhapatnam, Vizianagaram, East Godavari, Warangal and Khammam.

5.82 The Committee have been informed that proposals for taking up 53 road works costing Rs. 2163.00 lakhs were sent to Government in Master Plan for improvements in road communications in tribal areas in the Districts of Srikakulam, Vizianagaram, Visakhapatnam, West Godavari, East Godavari, Warangal, Khammam and Adilabad and approval of Government is awaited for the works included in Master Plan.

5.83 An amount of Rs. 71.00 lakhs was allotted for road works taken up in tribal Sub-Plan from plan allocation of R&B Depart-

ment, for the year 1985-86. An amount of Rs. 8.09 lakhs was spent upto June, 1985.

5.84 In tribal areas, 15 road works costing Rs. 410.38 lakhs were taken up under various sub-heads of plan, in addition to the works taken up in Tribal Sub-Plan, and are in progress. Funds allotted for these 15 road works during 1985-86 were Rs. 59.92 lakhs and the progressive expenditure incurred upto June, 1985 was Rs. 0.2 lakhs.

5.85 Asked what is the average road lengths per 1000 Sq. K.Ms. in the Sub-Plan area of Andhra Pradesh and what is its average for the State as a whole, it has been stated that average road length per 1000 Sq. K.Ms. for the State as a whole is 12067 K.Ms. and for the Sub-Plan area it is 7569 Kms.

5.86 In reply to a question as to whether District headquarters, Tehsils, Blocks, Weekly Market Centres, Health Sub-Centres etc. have been made accessible by constructing all-weather roads, it has been stated that not all have been connected with fair weather roads.

5.87 The Committee have been informed that an amount of Rs. 838.95 lakhs has been provided for the Seventh Plan period for improvements of road communication in the Tribal Sub-Plan area. The Chief Engineer, R&B and Chief Engineer, Panchayat Raj are responsible to watch implementation of all schemes of road construction in a planned manner.

5.88 During evidence, the Committee enquired about the benefits which have accrued to the tribal areas after the construction of roads, the representative of the State Government has stated as follows:—

“Without construction of roads, we cannot take developmental activities in the tribal areas. Unless we construct roads in the tribal areas, they cannot bring all their products to the market for sale. They find it difficult to bring all their products to the market. To that extent, roads are very beneficial for the tribals.”

5.89 In reply to a question regarding providing employment to local tribals at the time of construction of roads, the representative of the State Government stated during evidence that mostly the tribals were engaged in the construction work. In this way, the benefit had gone to them in the shape of employment.

5.90 The Committee note that 33 road works costing Rs. 493.89 lakhs were completed since 1974-75 in the tribal areas of the State and 31 road works costing Rs. 733.20 lakhs are in progress. The

Committee have also been informed that proposals for taking up 53 road works costing Rs. 2168.00 lakhs were included in the Master Plan for improvements in road communication in tribal areas in the districts of Srikakulam, Vizianagaram, Visakhapatnam, West Godavari, East Godavari, Warangal, Khammam and Adilabad and the approval of Government is still awaited.

The Committee recommend that road works which are in progress should be completed on priority basis by allocating funds required for the purpose. The proposals for making improvements in road communication in tribal areas which were sent to Government for approval should be cleared without any further delay. The Committee need hardly stress that in the absence of proper road communication facilities, the tribals will not be able to get a fair price for their produce. The Committee recommend that more funds should be allocated by Government of India under the Minimum Needs Programme for construction of roads in the tribal areas of the State.

The Committee regret to point out that majority of the road construction schemes taken up with the assistance of Government of India during the first, second and third Five Year Plans could not be completed for want of funds and were abandoned. The expenditure already incurred on incomplete roads has gone waste. This only proves lack of planning on the part of the Central Government.

5.91 The Committee cannot over emphasize that the Tribal Sub-Plan area of the State should be covered by a network of roads connecting the blocks, sub-divisional headquarters and district headquarters with markets and other growth centres and as such the Central Government as well as Government of Andhra Pradesh should accord the highest priority to road construction programme.

Success can only be achieved if there is long term planning and proper coordination between the Central and State Governments and a firm determination that no scheme undertaken for construction of roads will be left unfinished as otherwise it results in wastage of funds earmarked for tribal development.

F. Industries

5.92 Regarding Industrial Policy, the Ministry of Welfare in a note furnished to the Committee have stated that the Report of the Working Group on Tribal Development during the Sixth Plan period (1980—85) highlighted the importance of location of modern major and medium industries in tribal areas. A suggestion was

made that the Bureau of Public Enterprises should take up leadership role at the national level for location of industries in tribal areas and the Ministry of Welfare should also be represented in the Licencing Committee for industrial development.

5.93 Village and cottage industries play an important role in providing employment opportunities in rural areas and particularly to the weaker sections of the community with reference to resources and skill. For the economic development of tribals it is considered necessary to encourage a variety of non-agricultural pursuits. It is considered necessary to organise cooperative societies of tribals to help tribal artisans and to train them to improve their skills and vocational capability. The Working Group on Tribal Development for the Seventh Plan has stated the basic objectives as

- (a) To provide a fillip to the traditional industries by giving a thrust for upgrading their technological component and;
- (b) establish new industries impart new impulses of growth in the small village and cottage industries sector based on techno-economic survey and feasibility studies. The working group has chalked out a six-point strategy to achieve these objectives.

5.94 The Working Group has also listed out 21 small scale industries based on forest, mineral and handlooms which can be encouraged in the tribal areas since many tribals are excellent craftsman. The Seventh Plan hopes to cover as large a number of families as possible under poverty eradication programmes through schemes of cottage, village and small industries. The provision of credit to beneficiaries of the cottage industries schemes is also one of the concerns during the Seventh Plan.

5.95 The Committee have been informed in a written note that there are not many major industries located in Sub-Plan area of the State of Andhra Pradesh except a few medium sized industries, namely, Godawari Plywood Factory in East Godavari District and Cement Industry in Adilabad District and Bhadrachalam Paper Board Industry in Khamman District. These industries have not displaced tribals.

5.96 During evidence, the Committee desired to know the major industrial units located in sub-plan area in the State and what steps have been taken to encourage small scale industries in the

Sub-Plan area. The representative of the State Government has stated as follows:—

"In Andhra Pradesh, we do not have major industry located in tribal sub-plan area except one or two cement factories. When the land belonging to tribals was taken over for the purpose of setting up of cement industry, we tried to ensure by way of written agreement that at least one member of the household who was going to be displaced by the setting up of the industry should be given assured employment in that factory, either skilled or semi-skilled. We have one Godavari Plywood factory located in East Godavari. The complaint of the tribal leader was that the private industry was not giving employment to the tribal. That is why, there has been a lot of criticism. Therefore, the Tribal Advisory Council has recommended that in a tribal area, only cottage and small scale industries should be encouraged. That is why, we have prepared a plan by engaging the APITCO Consultancy, Government of Andhra Pradesh. Profile projects which are suitable for small scale industry and that can be completed in another three or four months have been worked out. One of the scheme is, we will pick up suitable tribal entrepreneurs to take up small scale industry and we will encourage them."

5.97 Asked whether there is any scheme under which the tribals are given training for setting up industries for self-employment and whether any subsidy or financial assistance is given to tribal entrepreneurs, the representative of the State Government has stated during evidence as follows:

"We have a small scheme, we have provided about Rs. 12 lakhs and out of it we spent Rs. 9 lakhs. We train up tribal boys to take up small-scale industry and cottage industry. So far we have trained up 1,041 entrepreneurs."

5.98 Regarding grant of loans to educated tribal youth for setting up small industrial units, the representative of the State Government has stated as follows:—

"That scheme of Rs. 2,500/-for tribal educated employment is applicable to tribal area and the scheme is implemented by the District Collector at district level through the District Industrial Officer and I do not have the details. But the scheme is being implemented. The scheme is

mostly in non-tribal area. Not much has been taken up in the tribal area."

5.99 In reply to a question as to how many trained tribals have got the assistance from the Government, the representative of the State Government has stated that in industrial Cooperatives, there were 1,021 Scheduled Tribe entrepreneurs who had taken the benefit and the concession was given by the Government.

5.100 The Committee note that there are not many major industries located in the Sub-Plan area of the State except a few medium-sized industries in East Godavari, Adilabad and Khammam districts and these industries have not displaced the tribals. The Committee would like the State Government to make necessary rules or regulations so as to ensure that jobs are provided to the local tribals in the Industries set up by public or private undertakings. Local tribals can also be recruited as apprentices and absorbed in semi-skilled and skilled jobs after training. The State Government should have a close liaison with these industries and introduce such courses of training in their Industrial Training Institutes, Vocational Training Centres etc. for which there is demand in these industries so that there is no difficulty for the tribals to get employment.

5.101 The Committee have been informed that the Tribes Advisory Council has recommended that in the tribal areas of the State only Cottage and Small Scale Industries should be encouraged and a plan has been prepared by engaging the APITCO consultancy of the State Government. Profile Projects which are suitable for small scale industry and which can be completed in three or four months time have been worked out.

The Committee welcome the recommendation made by the Tribes Advisory Council and the decision of the State Government to start Small Scale and Cottage industries only in the tribal areas. The Committee suggest that Government of Andhra Pradesh should identify particular cottage industries which have a 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 by the ITIs functioning in the State.

The Committee also recommend that small scale entrepreneurs should be guided and encouraged to form cooperative societies for getting credit facilities from the banks and also for marketing their goods.

G. Forestry

5.102 The Ministry of Welfare in a written note furnished to the Committee have stated that the policy in the forest sector has two different aspects—one is concerned with prevention of exploitation of tribals in the Forestry Sector and the second is regarding the development of forests and tribals who have a symbiotic relationship with each other.

5.103 Following the recommendations of the National Commission on Agriculture, 1976, the Conference of Ministers in-charge of Forests and Tribals, 1978 and the National Committee on Development of Backward Areas, 1981, State Governments have paid considerable attention to departmental working of forests and control and nationalisation of trade of forest produce with a view to check exploitation of tribals and ensure a fair price for the primary tribal collectors of forests produce. Cooperativisation of forest labour, primary marketing societies dealing in forest produce and procurement of Minor Forest Produce have been given due weightage and encouragement in all the States following the above recommendations, with a view to eliminate middlemen dealing in forest produce. Forestry programme can support a substantial portion of the tribal population in the poverty reduction programmes in conjunction with the soil and water conservation sectors. The Working Group on Tribal Development for the Seventh Plan has given very detailed recommendations in this matter in its chapter on Forestry and Forest Villages. Exploitation of tribals in forestry sector relates to—

- (1) Payment of fair price of the forest products including minor forest produce; and
- (2) sale of timber standing on Adivasis land adjoining the forest areas.

5.104 Some States in the country like Madhya Pradesh and Orissa have already enacted Legislations enabling nationalisation of all or several items of forest produce. States have to pass suitable legislations empowering the State Governments or an appropriate authority to prescribe fair prices for the State as a whole or from region to region as may be relevant. Several States have taken up timber working either departmentally or through State owned corporations. Tribal Development Corporations and Forest Area Cooperatives have been granted annual and long-term leases for collection, processing and marketing of forest produce. The Working Group has recommended that all States having tribal areas with substantial forest growth should pass enactments to prevent the

cutting of timber from the nearby community forests under the fictitious cover on a permit to collect timber from the tribals' tenanted land. Madhya Pradesh has enacted a law known as 'Act for Tribal Interest on Trees, 1951' and Orissa has passed the Scheduled Tribes Protection of Interest on Trees Act, 1983.

5.105 The Committee have been informed that the Forest Policy being followed in the State of Andhra Pradesh is to allow tribals to procure Minor Forest Produce freely from forest and sell it to Girijan Co-operative Corporation. Tribals are also allowed to cut wood from reserved forests for domestic purposes. The following new programmes were introduced during 1984-85:—

- (a) 50 per cent of posts of foresters, forest Guards and Forest watchers were reserved for Scheduled Tribes.
- (b) Degraded forests in identified forest blocks were leased to weaker sections and in scheduled areas the tribals only would be the beneficiaries.

It has been stated that the above policy would be continued during Seventh Plan also.

5.106 In order to eliminate the middlemen, the Girijan Cooperative Corporation has been given monopoly rights for the purchase of Minor Forest Produce from the tribals. In order to see that the over head cost due to payment of Forest rentals, and establishment charges did not fall on the tribal seller, Government took a decision to subsidise the corporation for the losses on account of non-deduction of rentals and was paying establishment charges. Therefore, the Corporation was now restricting the deduction to 15 per cent over heads which included trade charges, cost of transport and small fraction for minor items as interest on working capital etc.

5.107 During evidence, when the Committee enquired whether tribal areas in the State are being benefited in mining projects as also from minor forest products, the representative of the State Government has stated as under:—

"In tribal areas of Andhra Pradesh mining is not so prevalent except in a few factories set up by the public sector undertakings. Tribals are not getting much benefit out of the mining. But so far as minor forest products are concerned one hundred per cent benefit goes to the tribals. The entire minor forests products numbering forty to fifty are given on monopoly lease to the Girijan Co-operative Corporation, a State Government Undertaking organised in 1956 itself. For 27 years it has been serving

the cause of the tribals. All the minor forest products were collected by the tribals and sold to the Girijan Cooperative Corporation. The Corporation has been given the monopoly right by the State Government and no outsider can buy and sell minor forest products in Andhra Pradesh except through the Government Undertaking. The tribals are selling these products to the Corporation at reasonable prices. The Government fixes their prices keeping in view the interests of the tribals."

5.108 The Committee desired to know the forest policy of the State Government in so far as tribals are concerned and how far the tribals are entitled to collect forest produce for their domestic consumption and sale. The representative of the State Government has stated during evidence as follows:—

"So far as the forest policy is concerned, it is mostly the policy for preservation of forests which is laid down by the Government of India. But in this State, long back in 1970 some Government executive orders were issued that the tribals are entitled to various items of the forest wealth for their domestic purposes for fencing their agricultural field but they have to pay a small amount to the Forest department. That is what the orders issued by the State Government say. And the Forest Department and the Central Government work together, and we cannot process or even touch the forests without the approval of the Government of India. The conservation policy of the Government of India is strictly prohibiting and even de-reserving of one acre can be done only with the approval of the Government of India. Some orders were issued in Andhra about three years back, some forests were identified and given to Scheduled Caste/Tribe people to develop them on a long term lease basis. This is the policy pertaining to forests, pursued by the State Government."

5.109 During evidence, the Committee desired to know whether complaints have been received about the difficulties being faced by the tribal people in regard to the forest policy. The representative of the State Government has stated as follows:—

"There is a sort of conflict of interest between the Forest Department and the tribal people. Sometimes the projects come in the way of the forest policy. The conservation of forests lies with the Government of India. The Forest Act does not have provision for de-reservation of the forest. We are facing a problem for shifting cultiva-

tion and rehabilitating the tribals. About 49,000 hectares were identified for Podu cultivation, shifting cultivation and we have a problem in rehabilitating the Podu cultivators. We have drawn up a scheme of Rs. 55 crores and the Government of India has given a sanction last year of about Rs. 2 crores only. We are pursuing this year also and we have to rehabilitate them from Podu cultivation. The problems of development of horticulture and social forests are also there. Here we are also in conflict with the forest department's policy because they say that even though the land is occupied by the tribals the land belongs to the Forest Department. Without the permission of the Government of India we cannot rehabilitate even the Podu cultivators. The matter has been referred to the Government of India and our State Government. The tribals are supposed to begin from Jhoom cultivation, then they shift to the other types of cultivation. The tribals are generally reluctant to this shifting, because if the Forests Department takes their land it would affect their livelihood. Out of 49,000 hectares, we have identified 27000 hectares which could be converted into settled cultivation. We have settled about 27,000 families of tribals, that is, they have shifted from Jhoom cultivation to Podu or settled cultivation. But unless the land is allotted by the Forest Department and the State Government. I could not rehabilitate them. I have referred the matter to the State Government's Forest department. They have referred it to the Government of India and a decision has not been taken. In the meantime tribals are suffering."

5.110 The Committee note that the forest policy being followed in the State of Andhra Pradesh is to allow tribals to procure minor forest produce freely from forest and sell it to Girijan Cooperative Corporation. The Tribals are also allowed to cut wood from reserved forests for domestic purposes. In order to eliminate the middlemen, the Girijan Cooperative Corporation has been given monopoly rights for the purchase of minor forest produce from the tribals. The Committee have been informed that tribals are selling the minor forest products to the Corporation at reasonable prices fixed by the Government keeping in view the interests of the tribals. The Committee trust that price of minor forest products paid to the tribals by the Corporation is adequate in the context of rising prices of commodities and should be reviewed from time to time.

The Committee also recommend that forest based industries should be set up in the tribal areas in order to provide additional income to tribals living in forest areas.

The State Government should draw up a plan for setting up forest based industries after taking into account the availability of raw materials required for such industries. The State Government could also rehabilitate the Podu cultivators to some extent on forest based industries.

H. Horticulture

5.111 It has been stated in a note furnished to the Committee that an area of 94,603 acres were brought under Horticulture crops at the end of Sixth Five Year Plan. The important Horticulture crops covered are Mango, Citrus, Cashew, Sapota, Coconut, indigenous and exotic vegetables etc.

5.112. It is proposed to bring 1.00 lakhs acres under Horticulture crops during Seventh Five Year Plan besides providing extension services in different schemes like 'Podu' Rehabilitation Programme, Social Forestry under RLEGP and other Integrated Tribal Development Agency schemes.

5.113 to popularise the horticulture development, it is proposed to produce and supply the fruit plants free of cost to the tribals, organise demonstration plots in Tribal farmers holdings to acquaint the latest management practices and providing subsidy towards inputs under area coverage programme.

5.114 The plant material required to cover 1.00 lakh acres will be produced in the 9 Horticulture Nursery-cum-Training centres established in the tribal areas for this purpose only in 1984-85.

5.115 To study the problems of crops suited in relation to the geoclimatic conditions, it is proposed to establish 3 minor and 3 major Horticulture Research stations during Seventh Plan. Already Government have accorded sanction for the establishment of 3 major research stations during 1985-86 and they have started functioning.

5.116 Asked what were the physical targets fixed for development of Horticulture, the funds allocated and what were the targets achieved and funds actually spent on horticulture during the Sixth Plan period, in a note furnished to the Committee it has been stated that as against the target of 50,000 acres of land for development of horticulture, an area of 61,133 acres of land was covered during Sixth

Plan period and an expenditure of Rs. 77.58 lakhs was incurred during the Sixth Plan.

5.117 The Committee desired to know whether development of horticulture has helped the tribals in the Sub-Plan area of the State to supplement their income and improving their economic standard. In a written note furnished to the Committee, it has been stated that the horticulture programme provided income through wages by way of involving tribals in land preparation, pits digging, fencing, planting, watering inter cultivation etc. which automatically improved the economic level of the tribal farmer during the plantation time. During the bearing stage, it yielded them an average of Rs. 4,000 per acre.

5.118. The Committee have been informed in a written note that the tribals have adequate marketing facilities for the sale of their horticulture produce in order to get reasonable return.

5.119. The Committee note that as against the target of 50,000 acres of land for development of horticulture, an area of 61,133 acres were covered during the Sixth Plan period and a sum of Rs. 77.50 lakhs was spent on development of horticulture during that period. The development of horticulture has provided income to tribals and has improved their economic standard to some extent. The Committee have been informed that the tribals have adequate marketing facilities for the sale of their horticulture produce and they get reasonable return. The Committee also note that to popularize the horticulture development, Government propose to produce and supply the fruit plants free of cost to the tribals.

5.120 The Committee hope that 3 major Horticulture Research Stations set up in 1985-86 would make an in-depth study about the suitability of fruits which can be grown successfully in different areas of the State and render all possible assistance to the tribal people in the matter of horticulture development. Selection of right type of fruits based on climatic conditions would go a long way in bringing economic prosperity in tribal areas.

The Committee also trust that the proposed 3 minor Horticulture Research Centres would also be set up soon in the interior tribal areas to provide support for research and training to the people in these areas who cannot derive benefit from Major Research Centres.

1. Drinking Water

5.121 The Committee have been informed in a written note that there are 5903 villages and 3403 Hamlets in the Tribal Sub-Plan

area of the State of Andhra Pradesh. Out of these, there are 1609 villages and 858 Hamlets which do not have atleast one safe drinking-water source. These villages and hamlets were identified as possible to cover 100 per cent villages and hamlets with one safe Plan period.

5.122 The Committee enquired about the proposals for providing water supply source in all such problem villages and hamlets during the Seventh Plan period in the State. In a written note furnished to the Committee, it has been stated that during Seventh Plan period, it is proposed to provide the following sources to cover all the problem villages and Hamlets in Tribal Sub-Plan area on the basis of population yet to be covered at the rate of one source per 250 population or atleast one source for habitations:—

(a) Bore wells	4975 Nos.
(b) Open wells	3295 Nos.
(c) M.P.W.S.	156 Nos.
(d) P.W.S.	65 Nos.
(e) Cisterns	1990 Nos.

5.123 The district-wise details regarding drinking water facilities in districts of Andhra Pradesh are furnished in the statement (Appendix-III).

5.124 Regarding coverage of population with rural water supply schemes during the Sixth Plan period, the following information has been furnished to the Committee:—

Year	Physical achievements (ooo's population)
1980-81	76.00
1981-82	75.00
1982-83	67.34
1983-84	164.08
1984-85	30.80
	413.22

5.125 The Committee have been informed that it was not found problem villages which could not be covered till the end of Sixth drinking water source during the Sixth Plan period mainly due to paucity of funds.

5.126 The Ministry of Welfare in a written note furnished to the Committee regarding central policy for the supply of safe drinking water in tribal areas have stated that from the point of view of the quality and accessibility of drinking water sources, villages were categorised as follows for tackling the problem:

- (a) those which do not have an assured source of drinking water within a reasonable distance of say 1.6 kms.
- (b) those which are endemic to diseases like cholera, guinea-worm etc.; and
- (c) those where the available water has an excess of salinity, iron, fluorides or other toxic elements.

Areas having geophysically difficult strata are to be paid special attention.

5.127 Under the minimum needs programme as also the new 20-Point Economic Programme, provision of drinking water supply particularly in problem-villages is considered a priority item. In so far as tribal areas are concerned, the Seventh Plan strategy is to be one of improvement of existing drinking water sources to make them fit for consumption and provision for a drinking water source within easy reach of each hamlet.

5.128 The Committee note that there are 5903 villages and 3403 hamlets in the tribal Sub-Plan area of the State and out of these 1609 villages and 858 hamlets do not have atleast one safe drinking water source. These villages and hamlets were identified as problem villages and could not be covered till the end of Sixth Plan period. The Committee have been informed that it was not possible to cover 100 per cent villages and hamlets with one safe drinking water source mainly due to paucity of funds during the Sixth Plan. The Committee note that under the minimum needs programme, as also under the new 20-Point Economic Programme, provision of drinking water supply particularly in problem villages is considered a priority item. So far as tribal areas are concerned, the Seventh Plan aims at making improvement in existing drinking water sources to make them fit for consumption and also provision for a drinking water source within easy reach of each hamlet.

The Committee hope that all the problem villages and hamlets which remained uncovered by the end of the Sixth Plan would be provided with one assured source of drinking water supply during the Seventh Plan period and for this purpose adequate funds should

be provided by the Central Government under Accelerated Rural Water Supply Programme. The policy of the Government during the Seventh Plan period should not only be to improve the existing water sources but to cover as soon as possible 100 per cent villages and hamlets with one safe drinking water source.

J. Housing Schemes

5.129 The Committee have been informed in a written note that Rs. 683.20 lakhs had been spent during the Sixth Plan period for housing schemes in the State. It has been stated that against target of 6800 houses, 7801 houses were constructed during the Sixth Plan period.

5.130 The Committee have been informed that 78011 tribal families had been benefited with the construction of houses during the Sixth Plan period.

5.131 Asked about the housing schemes proposed to be implemented during the Seventh Plan period, it has been stated that a target for construction of 37,600 houses had been fixed during the Seventh Plan period and amount of Rs. 13.33 crores has been provided for the purpose. As per the new policy of the Government, presently all the houses to be constructed in the tribal sub-Plan area would be at the rate of Rs. 4,000 per unit.

5.132. In reply to a question regarding housing schemes for the tribals, the representative of the State Government stated during evidence as under:—

“There are two schemes. One scheme is Rs. 4,000 per house where cent per cent grant is given. Another scheme is for Rs. 6,000 where Rs. 3,000 will be subsidy and the remaining Rs. 3,000 will be loan portion. Most of the tribals in the tribal area have taken up the first scheme, namely, Rs. 4,000 per house. They need not repay any loan here. The scheme is implemented through beneficiaries. The Department provides Mangalore tiles, little piece of wood and bricks. The beneficiaries themselves contribute labour. The scheme is implemented through the beneficiaries. We construct a house having 400 sq. ft. plinth area and the roof is mostly Mangalore tiles. Labour portion is contributed by the beneficiaries. For low cost housing, we could not use cement and brick. Sometimes beneficiaries themselves construct it with local materials and mud.”

5.133 The Committee enquired whether there is any proposal to increase the grant under the two schemes for construction of houses. The representative of the State Government stated during evidence that it would be a welcome step if the limit was enhanced but the tribals preferred to get 100 per cent grant.

5.134 The Committee note that against an allocation of Rs. 683.20 lakhs during the Sixth Plan under weaker sections housing schemes for Scheduled Tribes, a sum of Rs. 974.77 lakhs was spent during the Sixth Plan. Against the target of constructing 6800 houses, 7801 houses were constructed during the Sixth Plan. During the Seventh Plan period, a target of building 37,600 houses has been fixed and an amount of Rs. 13.33 crores has been provided for the purpose.

5.135 The Committee recommend that the State Government should also carry out a survey in Tribal Sub-Plan area regarding the tribal families who do not have a proper shelter to live. It is necessary to do so in the interest of proper planning during the Seventh Plan period. Tribal districts in which the housing problem is more acute should get priority in the allocation of funds for the construction of houses.

K. Rural Electrification

5.136 The Committee have been informed in a written note that there are 5903 villages in the sub-Plan area of the State and out of these, 1931 villages were electrified during the Sixth Plan period against the target of 1198 villages. Total amount of Rs. 1460.68 lakhs was incurred on rural electrification during the Sixth Plan against the allocation of Rs. 1127.51 lakhs.

5.137 The Committee desired to know what tangible steps are proposed to be taken for the electrification of the remaining villages during the Seventh Plan period. It has been stated that Garland Scheme for electrifying all the villages has been drawn by the State Government. A sum of Rs. 3773.00 lakhs has been provided for achieving this target during the Seventh Plan period.

5.138 The Ministry of Welfare in a note furnished to the Committee regarding central policy for rural electrification of tribal areas have stated that the Rural Electrification Corporation has reported that they will bear the capital cost of rural electrification programme in tribal areas of an order of Rs. 1050 crores and they have asked the cost of internal wiring of individual tribal houses as well

as consumption charges to be met out of the Special Central Assistance. They have suggested that the State Governments should include provisions for electrification of tribal areas, while the State Electricity Boards will carry out the works and release services as per the programme fixed. After completion of the work, the State Governments should make credits to the accounts of the electricity boards. The Rural Electrification Corporation has estimated that the cost of internal wiring in houses of tribals might amount to Rs. 82 crores while energy charges might amount to Rs. 71 crores. No decision could yet be taken to meet the internal wiring charges and the cost of energy consumption of Scheduled Tribe families from Government funds.

5.139 During evidence the Committee desired to know the targets fixed and actual achievements made regarding rural electrification during the Sixth Plan period. The Committee also enquired about the proposed coverage of villages during the Seventh Plan period. The representative of the State Government has stated as follows in reply:—

“Sir, we have a programme of rural electrification of the tribal villages during the Sixth Five Year Plan period and as indicated in the note we have spent Rs. 1,460 lakhs and our target was 1,198 villages to be electrified during the Sixth Plan period. But our achievement was 1,931 villages. We have drawn up a garland scheme to electrify all the tribal inhabited villages by the end of the Seventh Plan period. This year we have taken up 600 villages to be completed and next year we will take up another 700 and next to next year 800. So we plan to complete all the villages in the tribal areas by the end of the Seventh Plan period. To that extent a plan has been chalked out in consultation with the Electricity Board of the Government of Andhra Pradesh. Our programme is to cover recognised villages. Even after completing electrification of all the recognised revenue villages, there will be still 5000 hamlets of habitation left over.”

5.140 Giving further details about rural electrification programme for the tribal villages, the representative of the State Government has stated during evidence as follows:—

“Our programme is to electrify villages, transmission lines should be brought to the particular village and from them open wells or borewells are to be energised. There is a certain criterion for that. To that extent subsidy will be

given for the energisation of the wells. To that extent the Government is bearing the expenses. From one village to another village there will be a distance of two or three kilometres. Specially in Telengana one village will have 3 or 4 or 5 hamlets. Sometimes the hamlets are bigger than the main villages. The main village is called revenue recognised village. But our target is to electrify first revenue recognised villages and subsequently the hamlets will be taken up. By the end of the Seventh Plan period we will try to cover only recognised villages."

5.141 Asked how the State Government propose to electrify the hamlets, the representative of the State Government has stated during evidence as follows:—

"Of course, sometimes the hamlets are bigger than the main villages. But the Government policy is to reach first the main village and then extend it further. The reason is, main villages are the recognised villages. Hamlets are surrounding the main village. Therefore, when electricity goes to the main village, some of the persons who are living in the hamlet can also get extension."

5.142 The Committee note that 1931 villages were electrified during the Sixth Plan period against a target of 1198 villages and a sum of Rs. 1460.68 lakhs was spent on rural electrification during the Sixth Plan. Remaining villages are proposed to be electrified during the Seventh Plan period and a Garland Scheme for electrifying all the revenue villages has been drawn up by the State Government and a sum of Rs. 3773.00 lakhs has been provided for achieving this target.

The Committee are perturbed to note that there is some difficulty in the matter of meeting expenditure on internal wiring and cost of consumption of energy in the houses of tribals and a decision whether the expenditure will be borne by the Rural Electrification Corporation or State Electricity Board has not yet been taken. The Committee urge upon the authorities concerned to sort out these matters without delay. The Committee trust that these matters will not retard the implementation of electrification schemes in the Sub-Plan areas.

The Committee recommend that rural electrification should be given top priority during the Seventh Plan period and the target of electrifying all the remaining revenue villages should be achieved

without fail. The Committee feel that rural electrification is as important as any other programme of setting up small scale and cottage industries in tribal areas. It is needless to say that with the availability of electricity some of the industries can bring about economic revolution in the far-flung tribal areas.

NEW DELHI;

April 23, 1986

Vaisakha 3, 1908 (Saka).

KRISHAN DATT SULTANPURI

Chairman,

Committee on the Welfare of

Scheduled Castes and

Scheduled Tribes.

APPENDIX—I

(Vide para 1.21 of the Report)

Area of Tribal Concentration in Sub Plan Area

Sl. No.	ITDA/Project	Area in Sq. Kms.	No. of villages scheduled	Non-scheduled	Total	Population estimates Scheduled Tribes	1985 census Scheduled Tribes
1	Srikakulam	1239.32	106	270	376	361049	279843
2	Vizianagaram	1740.98	322	123	445	578151	506293
3	Vishakhapatnam	5904.51	3434	104	3558	283811	184091
4	E. Godavari	4191.65	724	51	775	104683	56858
5	W. Godavari	1006.10	102	4	106	1109093	597501
6	Khammam	6899.92	904	7	911	204448	126660
7	Warangal	3122.46	179	109	288	678881	437348
8	Adilabad	6138.50	401	241	642	3314116	2188604
TOTAL :		30293.44	6172	906	7078	3314116	2188604

APPENDIX—II

(Vide para 318 of the Report)

Statement Showing the Allocation/Expenditure of Central Funds for the Tribal Areas of Andhra Pradesh State during the VIth Plan Period (1980-85)

(Rupees in lakh)

	1980-81		1981-82		1982-83		1983-84		1984-85		1980-85	
	Allo- cation	Expen- diture	Allo- cation	Expen- diture	Allo- cation	Expen- diture	Allo- cation	Expen- diture	Allo- cation	Expen- diture	Total Allo- cation	Total Expen- diture
S.C.A. (M.H.A.)	337.22	305.75	383.00	428.58	498.41	472.15	511.12	607.40	589.40*	2249.55	2397.32*	
Centrally Sponsored Scheme (MIHA)	10.85	9.32	18.25	7.55	21.55	13.20	63.03	N.A.	19.60	N.A.	133.25	30.07 (80-83)
Art. 275(t) (MIHA) First Proviso	190.00	N.A.	190.00	N.A.	196.75	N.A.	196.80	N.A.	192.00	N.A.	965.55	N.A.
Health & F.W.	45.51	N.A.	45.45	N.A.	16.30	N.A.	21.14	N.A.	27.22	N.A.	155.62	N.A.
Forest & Wild-life	4.02	N.A.	7.78	N.A.	13.21	N.A.	20.00	N.A.	21.50	N.A.	66.51	N.A.

* Anticipated.

APPENDIX—III

(Vide Para 5.123 of Report)

Interim Statement Showing Position of Drinking Water Facilities in Tribal Sub Plan

Sl. No.	District	No. of Villages/hamlets which are not covered by atleast one drinking water facilities		No. of problem villages in Tribal Sub Plan areas which have not been covered till the end of 6th Plan period		Proposals for providing water supply sources in all such problem villages during the 7th Plan										
		Villages	Hamlets	Villages	Hamlets	1	2	3	4	5	6	7	8	9	10	11
1	Srikakulam	30	26	20	26	380	300	8	11	..	..	..	..	..	..	..
2	Vizianagaram	39	126	39	126	540	253	9	10	340	..	..	..	..	..	..
3	Vishakhapatnam	1395	37	1395	37	1380	840	45	9	1650	..	..	..	..	..	..
4	East Godavari	5	14	5	14	400	292	45	22	..	..	..	..	..	..	..
5	West Godavari	12	23	12	23	425	250	10	2	..	..	..	..	..	..	..
6	Khammam	44	172	44	172	650	299	5	..	..	..	..	..	..	..	..
7	Warangal	15	98	15	98	552	285	15	8	..	..	..	..	..	..	..
8	Adilabad	79	562	79	562	508	776	19	3
TOTAL :		1609	898	1609	898	4975	3995	156	65	1990

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APPENDIX IV

(Vide Para 4 of Introduction)

Summary of Conclusions/Recommendations contained in the Report

Sl. No	Reference to Para No. in the Report	Summary of Conclusions/Recommendations
1	2	3
1	1.59	The Committee note that the main objective of Integrated Tribal Development Projects is to narrow the gap in development between tribal people and others and to improve their quality of life. ITDPs in particular, aim at improving the level of development of the tribal areas with particular focus on Scheduled Tribes. The Working Group on Development of Scheduled Tribes (1985—90) have spelt out the objectives of ITDPs quite extensively which have been listed in para 1.35 of the Report. The Committee desire that the Central Government in unison with the Government of Andhra Pradesh should make concerted efforts towards these objectives and ensure systematic execution of various schemes in sub-plan area of the State. The working group on Development of Scheduled Tribes (1985—90) have rightly stressed the need for close coordination in the implementation of schemes drawn from different sectors if a radical change in the quality of life of the tribal people is to be achieved and if they are to be raised above the poverty line in the real sense of the term.
2	1.60	The Committee have been informed that Universal Bench Mark Survey was conducted in the State of Andhra Pradesh in the year 1979-80 and this was conducted on census basis in ITDAs, covering 4.5 lakhs Tribal/non-Tribal households

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in 7500 villages and 6500 hamlets. The main objective of the survey was to generate data for plan purposes and for preparation of project reports, tribal sub-plan and for collection of data for future evaluation studies. The Survey was undertaken by Tribal Cultural Research and Training Institute of the Directorate of Tribal Welfare of the State Government and the data collected by the Institute has been fully used for the preparation of sub-plan in ITD areas.

The Committee are happy that the data collected by Universal Bench Mark Survey has proved beneficial in the preparation of Tribal Sub-plan for ITDAs in the State.

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The Committee, however, recommend that the State Government should undertake another Bench Mark Survey at the earliest so that the available data is up-dated covering different aspects of life of the tribals. They also feel that data would be helpful in the preparation of new schemes for sub-plan area of the State during the current Plan as well as during the next Plan. The Committee feel that a Bench Mark Survey at regular intervals of five years would provide proper assessment of the achievements made in the field of Tribal Development during the last plan period and would provide a sound basis for framing new programmes and schemes.

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The Committee have been informed during evidence that 1.35 lakh Scheduled Tribes are living above poverty line and 2.30 lakhs are economically assisted and 2.70 lakhs are yet to be assisted. The general norm applied for identifying a family above poverty line is that the annual income of the family should be Rs. 3500 or more. The Committee have also been informed that a proposal for raising the annual income limit from Rs. 3500 to Rs. 6400 is being examined in the

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Planning Commission. The Committee, therefore, desire that the decision to raise the annual income limit to Rs. 6400 per family for crossing the poverty line should be taken at an early date keeping in view the general rise in prices and low purchasing power of Rupee.

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The Committee are distressed to note that only 1.35 lakh Scheduled Tribes could be brought above the poverty line and no clear picture is available about 2.30 lakh tribals who were economically assisted. The Committee, therefore, recommend that a second dose of assistance should be given to deserving tribal families so that the efforts already made to bring them above the poverty line do not become infructuous. The Committee also stress that 2.70 lakh tribals who are yet to be assisted to cross the poverty line would be taken care of during the Seventh Plan period.

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The Committee further recommend that the results of economic assistance given to tribals under various schemes should be properly evaluated with a view to see how far a particular scheme has helped in raising the economic level of tribals.

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The Committee note that the Andhra Pradesh Government have identified eight tribes as primitive tribes viz. Chenchus, Kona Reddy, Kolams, Godaba, Porja, Tothi, Khend and Savara. The Committee are unhappy to note that Project Reports were approved for Chenchus, Konda Reddy and Kolams only and for other five tribes, the project reports are under preparation. The Committee need hardly emphasize that as recommended by the Working Group on Development of Scheduled Tribes during Seventh Plan (1985—90) high priority should be given to the programmes meant for primitive groups and project

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reports for the remaining groups should be completed and finalized expeditiously so that an integrated approach could be adopted for the development of all primitive tribal groups.

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The Committee also recommend that voluntary agencies which are working for the upliftment of tribals in the State should be induced and involved in the implementation of schemes for development of primitive tribes. As the Central Government is giving funds for the development of primitive Tribes, the State Government should utilise the funds fully. The Committee are not happy that against the allotment of Rs. 1.84 crores, Government of Andhra Pradesh utilised only Rs. 1.65 crores.

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The Committee have been informed during evidence that Government of Andhra Pradesh are taking various steps to give publicity to the welfare schemes, particularly subsidy and loan components under the anti-poverty programme undertaken by them in the Tribal Sub-Plan area in order to create awareness among the tribals. It is, however, the experience of the Committee that tribals are not generally aware of the details of welfare programmes/schemes launched by the Government due to their general ignorance, educational backwardness and leading a life of isolation in remote areas of the country. The Committee, therefore, recommend that the staff at grass-root level should keep in close touch with the tribal people and create an awareness among them about the welfare and developmental schemes being executed in ITDAs in the State so that maximum number of tribals come to know about these schemes/programmes and derive the benefits intended for them. The grass root level staff should be given more inducement and incentives for doing dedicated work for the upliftment of tribal populace.

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10	1.74	<p>The Committee note that a Tribes Advisory Council has been set up in the Scheduled areas of Andhra Pradesh under Article 244(1) of the Constitution. The Tribes Advisory Council is expected to advise the Governor on various matters pertaining to the welfare and advancement of the Scheduled Tribes. The Committee however find that the Tribes Advisory Council met only once during 1984-85, and another meeting was held during 1984-85 for considering the various matters relating to the welfare of Scheduled Tribes. In the meeting held on 5th June, 1984, the Tribes Advisory Council considered an important issue viz. amendment to the Andhra Pradesh Scheduled Area (Land Transfer) Regulation Act. The Committee find that the proposed amendment recommended by the Tribes Advisory Council has not yet been finalised by the State Government so far.</p>

The Committee recommend that Tribes Advisory Council should hold its meetings more frequently and atleast twice in a year. This is a Constitutional requirement which should not be ignored. The Tribal Welfare Department should also ensure that proper follow up action is taken on the recommendations of the Tribes Advisory Council within a reasonable time. The Committee hope that the proposed amendment to the Andhra Pradesh Scheduled Area (Land Transfer) Regulation Act would be considered by the State Government and final view taken without any further delay. The Committee need hardly stress that unless the recommendations made by the Tribes Advisory Council are given due weightage by the State Government, the recommendations of the Council will only remain on paper and the purpose of making a provision in the Constitution for the Tribes Advisory Council would be forfeited.

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11.	1.75	<p>The Committee further recommend that action taken to implement various recommendations of the Tribes Advisory Council should be suitably incorporated in the Report of the Governor on the administration of the Scheduled areas which is submitted to the President in accordance with the provisions contained in the Fifth Schedule to the Constitution.</p>
12	2.27	<p>The Committee note that at the Centre Ministry of Welfare is the nodal Ministry for development of tribal areas. In this Ministry there is a Tribal Development Division under the charge of a Joint Secretary, who is assisted by several officers to look after the work of Tribal Development. In the Planning Commission there is no separate organisational set up to deal with the integrated tribal development Projects. However, the Backward Classes Division in the Planning Commission deals with the development of backward classes, Tribal Sub-Plans and Special Component Plans for Scheduled Castes. This division formulates the objectives, strategy and guidelines and finalises the programmes for Tribal Sub-Plans formulated by various States and the Central Ministries. The various Ministries at the Centre also prepare schemes in their respective sectors to be implemented under the Tribal Sub-Plan. The Committee find that implementation of programmes under Tribal Sub-Plan are reviewed at the time of formulation of Five Year Plans and also during Annual Plan discussions held with the concerned State Governments. During these discussions, Ministry of Welfare also participate. The Central Ministries participate in the Annual Meetings and the Programme for the development of Scheduled Tribes are discussed sectorwise and the progress is reviewed in these meetings. As the programme for</p>

development of Scheduled Tribes are implemented in the field by the State Governments, important issues coming up during Annual Plan discussions involving policy decisions are taken note of and whenever necessary guidelines are issued to the State Governments. The Committee were informed during evidence that it may not be fully correct to say that officers of the Tribal Development Division of the Ministry of Welfare should visit the State for ensuring implementation of programmes.

The Committee are concerned to note that there is no distinct machinery in the Ministry of Welfare or in the Planning Commission to oversee the implementation of development programmes being implemented in the tribal areas. In view of the fact that large sums of money are provided by the Central Government in the form of special Central Assistance for the development of Tribal areas. Ministry of Welfare should not put the entire burden of monitoring these programmes on the State Governments. The Committee strongly feel that a special responsibility rests on the Ministry of Welfare as also on other Central Ministries which are expected not only to associate themselves in making programmes/schemes in their respective sectors for development of tribal areas or by providing funds but also to play the role of a Leader for Tribal Development in their respective sectors. The Committee, therefore, recommended that there should be a proper monitoring system at the Central level and officers of the Ministry of Welfare, Planning Commission and the Ministry concerned with its sectoral programme should visit the project in the Tribal Sub-Plan area of the State to assess the pace of development

The Committee also recommend that Ministry of Welfare, as the nodal Ministry for the Development of tribal areas, should devise a suitable machinery to watch the progress of implementation of development schemes being implemented in the Tribal Sub-Plan Area in Andhra Pradesh and in other States where Tribal Sub-Plans are in operation.

For this purpose, a special "Implementation Cell" should be created in the Tribal Development Department of the Ministry of Welfare with sufficient complement of staff charged with the responsibility to oversee the progress of implementation of various development schemes sponsored by the Centre.

- 13 2.35 The Committee feel that the District Collector has multifarious responsibilities in the day-to-day administration of the district and he cannot devote as much time and attention as is required for the work of ITDAs. As such, the Committee feel, the Project Officer who is a key figure in ITDA, should be a senior officer with wide powers so that he has not to wait for the approval of the Collector in matters relating to the day-to-day working of various schemes in the project area.
- 14 2.36 The Committee also recommend that in Tribal Sub-Plan area, at the block level, Block Development Officer and his team of officers should function under the direct control of the Project Officer so that the Project Officer is a "Key Field Officer" in the real sense of the term.
- 15 2.37 The Committee feel that there is an understanding gap between the government officials and tribals in regard to developmental measures being undertaken for tribals. This gap can be made up by the grass-root workers acting as an effective and dedicated personnel who

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are trained to work for tribal development and for tribal people. In this context, the Committee cannot over-emphasise the importance of proper orientation of personnel posted in the tribal areas.

- 16 2.38 The Committee note that the Eighth Finance Commission has made an allocation of Rs. 37.62 crores from the Centre to the States for construction of staff quarters in tribal areas and the share for the State of Andhra Pradesh is Rs. 3.47 crores. The Committee therefore, recommend that suitable steps should be taken to ensure that the funds available for the construction of staff quarters for the tribals are usefully utilized during the Seventh Plan period.

The Eighth Finance Commission has made an allocation of Rs. 30 crores from the Centre to the States for payment of special compensatory allowance to staff posted in tribal areas as further financial incentive. The Committee desire that steps should be taken to see that the funds available to the State Government for payment of compensatory allowance to the staff posted in tribal areas and working in difficult conditions are actually utilized during the Seventh Plan period for this purpose.

- 17 2.39 The Committee also note that the Eighth Finance Commission has accepted the position that facilities in tribal areas continue to be inadequate and has awarded for the first time, an amount of Rs. 47.05 crores, for development of infrastructure in health, communication and education in selected tribal villages in the States to make service in tribal areas attractive to the personnel. The exact share of Andhra Pradesh in this allocation is, however, not known. The Committee trust that funds made available to

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Andhra Pradesh for the development of infrastructure in health, communication and education would be fully utilized during the Seventh Plan period.

18 2.40 As local Members of Parliament and the Members of the Legislative Assembly are conversant with the problems of Scheduled Tribes in their respective areas, the Committee recommend that they should be fully associated in the formulation as well as implementation of various schemes in tribal sub-plan area.

19 3.26 The Committee are distressed to note that the percentage of investments from State Plan to Tribal Sub-Plan during the Fifth and Sixth Five Year Plans in Andhra Pradesh was 2.42 and 3.35 respectively and within these inadequate flow of funds, sizeable investments had gone under Medium irrigation, Commercial forestry etc. which did not directly benefit the tribals. Due to inadequate flow of funds to Sub-plan areas, the disparities between the tribal and non-tribal areas did not get narrowed down but rather they increased. The Committee further note that Government of Andhra Pradesh have now decided that atleast 6 per cent of the State Plan funds should flow to Tribal Sub-Plan in order to achieve the objective of bridging the gap in levels of development between Tribal and non-tribal areas.

The Committee recommend that during the Seventh Plan period a larger percentage of State Plan funds should be earmarked for tribal Sub-Plan and there should be greater emphasis on family-oriented schemes which would directly benefit the tribal families to improve their economic standard and thereby narrow the gap in the levels of development between tribal and non-tribal areas.

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- 20 3.27 The Committee also feel unhappy that the quantum of funds under divisible sectors remained static during the Sixth Plan period and as the funds for Tribal Sub-Plan flowed only from divisible pool, the flow of funds for Tribal sub-Plan had not been adequate. The limited funds were only sufficient to continue the schemes already started or to maintain the level of physical targets achieved in the first two years of the Sixth Plan.
- 21 3.28 The Committee recommend that as per decision of the State Government at least 6 per cent of the State Plan funds must flow to Tribal Sub-Plan during the Seventh Plan period. This can be achieved by allocating funds for the core sectors of development out of the total Plan allocation of the State. Individual Departments should draw up schemes for development of tribal people but it should not be left to them to allocate funds for these schemes but these schemes should be financed from State Plan funds.
- 22 3.29 The Committee are concerned to note that even though the flow of funds to Tribal Sub-Plan was only 3.35 per cent of the total State Plan funds during the Sixth Plan Period yet there was shortfall in the utilization of funds allocated for Tribal Sub-Plan for the Sixth Plan. The Committee have been informed during evidence that the shortfall in expenditure is due to natural calamities like cyclones or drought when some funds are spent for that purpose to meet a particular contingency. No fund, particularly meant for Scheduled Tribes was diverted and the diversion of funds was only to meet the natural calamities in general. The Committee feel that non-utilization of available funds coupled with diversion of funds under certain compelling circumstances has retarded the pace of

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development in tribal areas. It also indicates that the implementation machinery is not properly executing the schemes. The Committee, therefore recommend that the administrative and implementation-machinery should be suitably strengthened both at the State level and project level so that there is full utilization of funds earmarked for Tribal Sub-Plan. In no case, the funds allocated for implementation of developmental programmes/schemes in the Sub-plan areas should be permitted to be diverted for other purposes or remain un-utilized.

23 3.30 The Committee further recommend that there should be regular review of the targets fixed and achievements under each scheme at the close of an Annual Plan.

24 3.31 The Committee are happy to note that Girijan Cooperative Corporation has 27 primary societies spread over in Tribal Sub-Plan areas of the State and they are doing very useful work in various spheres. The Committee further note that only tribal people are the members of these Primary Societies.

The Committee are not sure whether these primary societies are able to cover the entire sub-plan area. They would, therefore, like to recommend that the State Government render all possible assistance to this Corporation to expand its activities and area of operation and open more Branches, if necessary.

25 3.44 The Committee note that the Central Ministries have set up Cells for monitoring the programmes for tribal development in their respective sectors. These Cells are headed by senior officers of the rank of Joint Secretary, Deputy Secretary or Director. But these Cells are not inspection units for making inspection in the

field in the ITDA areas. The Committee further note that at the end of each Plan a Working Group is constituted by the Planning Commission at the national level to decide the broad objectives of tribal sub-Plan for the next Plan period.

At the State level, each Department has a Liaison Officer to plan and monitor the developmental programmes including family-oriented schemes being implemented in tribal Sub-Plan areas of the State. These are reviewed monthly by the Director, Tribal Welfare and periodically by Secretary, Tribal Welfare.

The Committee feel that at the Central level the monitoring and evaluation system needs to be strengthened. The practice of constituting a Working Group at the end of the Plan to decide the strategy for the next Plan is laudable but there should be concurrent monitoring and evaluation of Tribal Sub-Plan programmes being implemented by the Central Ministries at the end of each Annual Plan. This is necessary for taking remedial measures during the next Annual Plan on the basis of the shortcomings noticed in the implementation of various schemes in the previous Annual Plan. The Committee therefore recommend that the achievements made in the implementation of various centrally sponsored programmes should be reviewed at the end of each Annual Plan.

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3.45

In the Report of the Working Group on development of Scheduled Tribes during the Seventh Plan (1985-90) also this aspect has been emphasized. The Working Group has *inter alia* suggested that greater attention should be paid to concurrent monitoring and evaluation through the existing field functionaries in the tribal areas on the principle of checks and

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balances. The Committee; therefore, recommend that the existing monitoring and evaluation systems both at the Central and State levels should be further strengthened so that there is proper assessment of the progress achieved in various programmes being implemented in Tribal Sub-Plan area of Andhra Pradesh.

27 3.46 The Committee are happy to note that for proper monitoring and evaluation of tribal development programmes/schemes in the States a special wing has been established in the Ministry of Welfare under the charge of Joint Director assisted by two research officers. They have prescribed a set of schedules for evaluation to all States including Andhra Pradesh only recently. The Committee have also been informed that a Research Advisory Committee and a Central Tribal Advisory Council under the Chairmanship of the Deputy Minister for Welfare have been set up for monitoring and evaluation of programmes/schemes meant for tribal people in the States.

28 3.47 The Committee trust that both these organisations namely Research Advisory Committee and Tribal Advisory Council would play a significant role in streamlining the procedure for having an effective monitoring system for all development programmes being implemented for the benefit of the tribal people.

29 4.9 The Committee note that inspite of the fact that Government of Andhra Pradesh has taken legislative measure to prohibit the transfer of tribal land to non-tribals, a large number of cases of land alienation are still pending disposal. The Committee suggest that all pending cases may be disposed of within one year at the latest and a massive drive for this purpose⁶ be undertaken.

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The Committee also recommend that exemplary punishment should be awarded to unscrupulous persons indulging in illegal and benami land-transactions in order to stop this practice for ever.

30. 4.10 The Committee also desire that various remedial legislative and administrative measures suggested by the Working Group on Development of Scheduled Tribes during Seventh Five Year Plan (1985—90) as enumerated in para 4.6 of the Report should be followed in letter and spirit and for that purpose, the State Government should evolve a suitable machinery for detection of cases of illegal transfer of tribal land.

31. 4.12 The Committee are happy to note that bonded labour is not existing in most of the tribal areas of Andhra Pradesh and so far all the 200 bonded labourers identified in the State have been rehabilitated. The Committee recommend that bonded labourers so rehabilitated should be provided with agricultural land, necessary inputs, dwelling houses and employment avenues so that they do not revert to this evil practice.

32. 4.19 The Committee note that the Government of Andhra Pradesh are alive to the problem of tribal indebtedness and they have taken legislative measures to regulate the money lending business and to protect the tribals from unscrupulous money lenders. The Committee have been informed that so far, 2270 cases have been detected in eight ITDAs of Andhra Pradesh out of which, 2226 cases have been disposed of by the Courts. The Committee recommend that Government of Andhra Pradesh should take immediate steps to write off old debts of the tribal people in the remaining 1024 cases detected under Debt Relief Regulation. The Committee are of the view

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that in order to save the tribals from falling an easy prey to unscrupulous money-lenders, co-operative credit institutions should be strengthened so that loans are provided to the tribals on easy terms to meet their day to day needs of production and consumption loans.

33. 4.21

The Committee note that the minimum wages fixed for male and female labourers in the State of Andhra Pradesh under the Minimum Wages Act is Rs. 12 per day. The Committee have been informed that cultivators, who constitute private employers, do not maintain records about the payment of wages to labourers. The Committee recommend that the enforcement machinery should be strengthened so as to ensure that the prescribed minimum wages are invariably paid to all labourers in agriculture sector. The Committee further recommend that the minimum wages should be reviewed half yearly in the light of rising prices.

34. 4.27

The Committee note that the guidelines issued by the Central Government in 1975 for implementing the excise policy in the tribal areas have by and large been accepted by the State Government of Andhra Pradesh. The Committee have been informed that in Andhra Pradesh commercial vending of liquor is continuing through departmental agencies, arrack cooperative societies and through limited auction amongst tribals.

The Committee regret to point out that earnest efforts have not been made by Government of Andhra Pradesh to elicit the cooperation of voluntary social organisations to wean the tribals from the drinking habit. The Committee hope that the State Government would now pay serious attention to this problem and take this step.

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The Committee also recommend that the ultimate aim of the State Government should be to gradually abolish the contract system of liquor vending completely so that the tribal people are not tempted to spend their meagre earnings in the consumption of liquor.

35. 5.14

The Committee note that except in Bhadrachalam area of Khammam District of Andhra Pradesh, survey and settlement of land has been completed in Tribal Sub-Plan area and proper titles to land have also been given. The Committee desire that immediate steps should be taken for the survey and settlement of land in Bhadrachalam area of Khammam District and proper titles to land should be given to tribal land owners without any further loss of time.

36. 5.15

The Committee have been informed that there are 1,69,693 tribal families in Sub-Plan area of the State who do not possess any land. The Committee note that 46,292 acres of surplus land have been allotted to the landless tribal families in the State. The Committee further note that improved quality of seeds under 'Mini-kit programme' and agricultural implements on 50% subsidy are being supplied to tribals for raising better crops on their land.

The Committee further note that 5620 acres of surplus land and 19,190 acres of waste land have been reclaimed and 24,000 tribal families have been benefited from this programme. The Committee trust that proper incentives like improved varieties of seeds and subsidy and agricultural implements etc. would continue to be given to the allottees of reclaimed land in the Sub-Plan area of the State so that they may be able to raise their economic standard and thereby improve the quality of life.

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The Committee find that there is a large number of tribal families who are still landless in the Tribal Sub-Plan area. The Committee recommend that during the Seventh Plan period efforts may be made to allot reclaimed land to more tribal families so that they are able to cross the poverty line in due course of time.

37. 5.16

The Committee note that shifting cultivation, called "Podu" has been the 'way of life' for a number of tribal groups in many districts of the State. The tribal population engaged in "Podu" cultivation generally shift from one field to another after every three years. The shifting cultivation has been a threat to forests. While the periodicity of shifting cultivation has been reduced due to the impositions by the forest department, the area under shifting cultivation has been increasing over the years. The Committee has been informed that shifting cultivation is being practised by 49,771 families in 1132 villages of the State. After a detailed review of the problem, a project report has been prepared for the rehabilitation of the 'Podu' cultivators by allotting one hectare of land per family and by implementing two important programmes of horticulture and social forestry.

38. 5.17

The Committee are of the view that the tribals practising shifting cultivation can be weaned away from this undesirable practice only by allotment of land on a long term basis. Unless they develop a feeling that the land belongs to them, neither horticulture nor any programme of social forestry will be successful in raising their economic status.

39. 5.31

The Committee have been informed that minor irrigation plays a most important role in the development of agriculture in the tribal areas and a Master Plan for minor irrigation for eight

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Integrated Tribal Development Agency areas is being prepared and would be put into operation from the year 1986-87. During evidence, the representative of the State Government stated that in tribal areas, minor irrigation is most suitable because minor irrigation is a scheme which can be spread over to various parts of the tribal areas. We have not come across any hindrance in the implementation of minor irrigation schemes.

40. 5.32

The Committee need hardly stress that the major thrust should be towards Minor Irrigation Schemes which are more beneficial in the tribal areas of the State and can be implemented more quickly and at lesser cost. The Committee, therefore, desire that a larger allocation of funds should be earmarked for minor irrigation schemes during Seventh Plan period.

41. 5.33

The Committee note that major portion of the funds have been sanctioned for medium irrigation schemes. The Committee further note that six schemes undertaken under Medium Irrigation category had not been completed at the end of the Sixth Plan and more funds would be required to complete these schemes. The Committee have been informed during evidence that the concerned officers of the State Government have now taken a decision that only such of the irrigation schemes which would benefit majority of the tribals would be taken up and schemes which would benefit the tribals to a small extent would not be taken up.

The Committee regret to point out that this decision has been taken at a very late stage when lot of money has already been spent on several medium Irrigation Schemes.

The Committee recommend that these medium irrigation schemes should be completed in a phased manner so that the investments already made do not go waste. But in future planning the main

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thrust has to be on minor irrigation schemes which are more relevant to the tribal economy.

42. 5.58

The Committee find that literacy percentage among the Scheduled Tribes in Andhra Pradesh as per 1971 and 1981 census was 4.41 and 7.63 respectively. According to the Survey, illiteracy among the adults is about 84 per cent and so the literacy level among the tribal population is very low. The Committee also note that Andhra Pradesh is one of the nine educationally backward States and the Ministry of Human Resources Development (Deptt. of Education) has Special Centrally Sponsored Schemes for these States. The Committee have also been informed that in order to increase the literacy rate among tribals, two programmes— one for increasing enrolment of tribal students and the other for spread of adult education are proposed to be undertaken during the Seventh Plan period.

Since education is key to tribal development, the Committee recommend that this problem should be tackled on a priority basis. A large number of primary schools should be opened for the villages and hamlets in the tribal areas of the State so that by the end of Seventh Plan period 100 per cent coverage is achieved at the primary stage. Besides, sufficient funds should be allocated for construction of schools, hostels and residential quarters for teachers. Unless the working conditions for teachers are improved in tribal areas, the tribal educated youth would not like to become teachers for educating their kith and kin.

43. 5.59

In order to meet the shortage of teachers in tribal areas, the Committee desire that the educated tribal boys and girls should be given encouragement to join the teaching profession. if

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necessary by relaxing the educational qualification and arranging in-service training and providing proper incentives to the tribal boys and girls so recruited to work in tribal areas. This will in the opinion of the Committee, enable them to play their part in propagating and spreading education among the tribals and inculcate in them the spirit of service

44. 5.60

The Committee note that enrolment of Scheduled Tribes under the Adult Education Programme is 34404 as on 31.3.1985 in Andhra Pradesh which is 12% of the total enrolment. The Committee recommend that Adult Education Programme should be encouraged in Tribal Sub-Plan area of Andhra Pradesh so that percentage of enrolment of Scheduled Tribes under this programme goes up during the Seventh Plan period. The Committee hope that the State Government would avail of the financial assistance provided by the Central Government under the centrally sponsored schemes in this regard.

The Committee would also like to emphasise that as recommended by the Workshop Group on Development of Scheduled Tribes low literacy areas and low literacy groups amongst Scheduled Tribes including the primitive tribes in the State should be identified and programmes devised for these groups. The Committee also desire that adequate supervisory infrastructure for inspection and supervision of schools situated in tribal areas should be provided so as to ensure that the schools are run on proper line at all times. The Committee also feel that at the primary level women teachers are more useful than male teachers and for appointment of women teachers the State Government should avail of the 80 percent financial assistance offered by the Central Government.

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5.61

The Committee note that there were 466 Ash-

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ram Schools functioning in the tribal areas of the State of Andhra Pradesh at the end of Sixth Plan period. Assessment for opening of Ashram Schools during Seventh Five year Plan would be done after the education survey is completed. The Committee have been informed that no evaluation about the working of these schools has been made by the Education Department. The Committee desire that proper evaluation about the functioning of these Ashram Schools should be done without any loss of time and suitable steps taken to improve their working. Proper assessment for opening of more Ashram Schools during the Seventh Plan should be done quickly and simultaneously with the Education Survey so that additional Ashram Schools are opened without delay.

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5.72

The Committee note that a sum of Rs.264.82 lakhs had been provided during Sixth Plan period under the Public Health and Family Welfare sector. Against this allocation, a sum of Rs. 209.42 lakhs had been spent during the Sixth Plan in the health sector. The shortfall in expenditure is stated to be on account of construction of buildings and staff quarters for medical staff. The Committee recommend that the working of the health schemes, should be reviewed immediately in order to ensure that the schemes in the health sector are properly implemented during the Seventh Plan period and the funds allocated are fully utilized for the benefit of the tribal population in the Tribal sub-Plan area of the State.

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5.73

The doctor population ratio in the sub-plan area is stated to be 1:12,000. The Committee have been informed that the average doctor population ratio in the State as a whole is not available. There is a shortage of 100 qualified doctors and these posts of doctors are proposed

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to be filled through special recruitment. The Committee regret to point out that the availability of doctors in the Sub-Plan area is quite inadequate. The Committee, therefore, recommend that the posts of doctors lying vacant should be filled up without any further loss of time.

The Committee need hardly stress that Hospitals, Dispensaries, Primary Health Centres| Sub-Centres cannot by themselves be of any service to the tribal people unless these medical institutions are manned by qualified doctors and other para-medical staff. The Committee would like the State Government to examine as to why 100 posts of doctors are lying vacant and fix responsibility for not taking timely action to fill up the vacancies.

48. 5.74

The Committee would also like to stress that the working conditions of doctors and other medical staff posted in remote tribal areas of the State should be improved by various measures e.g. by construction of staff quarters for them, by giving financial incentives in the shape of higher allowances and educational facilities for their children. The Committee feel that unless the medical staff work with dedication and with a spirit of service, the health standards are not likely to improve inspite of opening more hospitals, primary health centres etc. in the tribal areas of the State. For this, proper motivation is required and motivation can be built up by providing special amenities and incentives. The Committee hope that the Central and State Governments will bestow their careful attention to this aspect and make available the necessary funds and infrastructure.

49 5.90

The Committee note that 33 road works costing Rs. 493.89 lakhs were completed since 1974-75 in the tribal areas of the State and 31

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road works costing Rs. 733.20 lakhs are in progress. The Committee have also been informed that proposals for taking up 53 road works costing Rs. 2168.00 lakhs were included in the Master Plan for improvements in road communication in tribal areas in the districts of Srikulam, Vizianagaram, Visakhapatnam, West Godavari, East Godavari, Warangal, Khammam and Adilabad and the approval of Government is still awaited.

The Committee recommend that road works which are in progress should be completed on priority basis by allocating funds required for the purpose. The proposals for making improvements in road communication in tribal areas which were sent to Government for approval should be cleared without any further delay. The Committee need hardly stress that in the absence of proper road communication facilities, the tribals will not be able to get a fair price for their produce. The Committee recommend that more funds should be allocated by Government of India under the Minimum Needs Programme for construction of roads in the tribal areas of the State.

The Committee regret to point out that majority of the road construction schemes taken up with the assistance of Government of India during the first, second and third Five Year Plans could not be completed for want of funds and were abandoned. The expenditure already incurred on incomplete roads has gone waste. This only proves lack of planning on the part of the Central Government.

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5.91

The Committee cannot over-emphasize that the Tribal Sub-Plan area of the State should be covered by a net-work of roads connecting the blocks, sub-divisional headquarters and district

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headquarters with markets and other growth centres and as such the Central Government as well as Government of Andhra Pradesh should accord the highest priority to road construction programme.

Success can only be achieved if there is long term planning and proper coordination between the Central and State Governments and a firm determination that no scheme undertaken for construction of roads will be left unfinished as otherwise it results in wastage of funds earmarked for tribal development.

51. 5.100 The Committee note that there are not many major industries located in the Sub-Plan area of the State except a few medium-sized industries in East Godavari, Adilabad and Khammam districts and these industries have not displaced the tribals. The Committee would like the State Government to make necessary rules or regulations so as to ensure that jobs are provided to the local tribals in the Industries set up by public or private undertakings. Local tribals can also be recruited as apprentices and absorbed in semi-skilled and skilled jobs after training. The State Government should have a close liaison with these industries and introduce such courses of training in their Industrial Training Institutes, Vocational Training Centres etc. for which there is demand in these industries so that there is no difficulty for the tribals to get employment.
52. 5.101 The Committee have been informed that the Tribes Advisory Council has recommended that in the tribal areas of the State only Cottage and Small Scale Industries should be encouraged and a plan has been prepared by engaging the APITCO consultancy of the State Government.

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Profile Projects which are suitable for small scale industry and which can be completed in three or four months time have been worked out.

The Committee welcome the recommendation made by the Tribes Advisory Council and the decision of the State Government to start Small Scale and Cottage industries only in the tribal areas. The Committee suggest that Government of Andhra Pradesh should identify particular cottage industries which have a 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 by the ITIs functioning in the State.

The Committee also recommend that small scale entrepreneurs should be guided and encouraged to form cooperative societies for getting credit facilities from the banks and also for marketing their goods.

53. 5.110

The Committee note that the forest policy being followed in the State of Andhra Pradesh is to allow tribals to procure minor forest produce freely from forest and sell it to Girijan Cooperative Corporation. The Tribals are also allowed to cut wood from reserved forests for domestic purposes. In order to eliminate the middlemen, the Girijan Cooperative Corporation has been given monopoly rights for the purchase of minor forest produce from the tribals. The Committee have been informed that tribals are selling the minor forest products to the Corporation at reasonable prices fixed by the Government keeping in view the interests of the tribals. The Committee trust that price of minor forest products paid to the tribals by the corporation is adequate in the context of rising

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prices of commodities and should be reviewed from time to time.

The Committee also recommend that forest based industries should be set up in the tribal areas in order to provide additional income to tribals living in forest areas.

The State Government should draw up a plan for setting up forest based industries after taking into account the availability of raw materials required for such industries. The State Government could also rehabilitate the podu cultivators to some extent on forest based industries

54. 5.119

The Committee note that as against the target of 50,000 acres of land for development of horticulture, an area of 61,133 acres were covered during the Sixth Plan period and a sum of Rs. 77.50 lakhs was spent on development of horticulture during that period. The development of horticulture has provided income to tribals and has improved their economic standard to some extent. The Committee have been informed that the tribals have adequate marketing facilities for the sale of their horticulture produce and they get reasonable return. The Committee also note that to popularize the horticulture development, Government propose to produce and supply the fruit plants free of cost to the tribals.

55. 5.120

The Committee hope that 3 major Horticulture Research Stations set up in 1985-86 would make an in-depth study about the suitability of fruits which can be grown successfully in different areas of the State and render all possible assistance to the tribal people in the matter of horticulture development. Selection of right type of fruits based on climatic conditions

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would go a long way in bringing economic prosperity in tribal areas.

The Committee also trust that the proposed 3 minor Horticulture Research Centres would also be set up soon in the interior tribal areas to provide support for research and training to the people in these areas who cannot derive benefit from Major Research Centres.

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5.128

The Committee note that there are 5903 villages and 3403 hamlets in the Tribal Sub-Plan area of the State and out of these, 1609 villages and 858 hamlets do not have atleast one safe drinking water source. These villages and hamlets were identified as problem villages and could not be covered till the end of Sixth Plan period. The Committee have been informed that it was not possible to cover 100 per cent villages and hamlets with one safe drinking water source mainly due to paucity of funds during the Sixth Plan. The Committee note that under the minimum needs Programme, as also under the new 20-Point Economic Programme, provision of drinking water supply particularly in problem villages is considered a priority item. So far as tribal areas are concerned, the Seventh Plan aims at making improvement in existing drinking water sources to make them fit for consumption and also provision for a drinking water source within easy reach of each hamlet.

The Committee hope that all the problem villages and hamlets which remained uncovered by the end of the Sixth Plan would be provided with one assured source of drinking water supply during the Seventh Plan period and for this purpose adequate funds should be provided by the Central Government under Accelerated Rural Water Supply Programme. The policy of the Government during the Seventh Plan period

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should not only be to improve the existing water sources but to cover as soon as possible 100 per cent villages and hamlets with one safe drinking water source.

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5.134

The Committee note that against an allocation of Rs. 683.20 lakhs during the Sixth Plan under weaker sections housing schemes for Scheduled Tribes, a sum of Rs. 974.77 lakhs was spent during the Sixth Plan. Against the target of constructing 6800 houses, 7801 houses were constructed during the Sixth Plan. During the Seventh Plan period, a target of building 37,600 houses has been fixed and an amount of Rs. 13.33 crores has been provided for the purpose.

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5.135

The Committee recommend that the State Government should also carry out a survey in Tribal Sub-Plan area regarding the tribal families who do not have a proper shelter to live. It is necessary to do so in the interest of proper planning during the Seventh Plan period Tribal districts in which the housing problem is more acute should get priority in the allocation of funds for the construction of houses.

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5.142

The Committee note that 1931 villages were electrified during the Sixth Plan period against a target of 1198 villages and a sum of Rs. 1460.68 lakhs was spent on rural electrification during the Sixth Plan. Remaining villages are proposed to be electrified during the Seventh Plan period and a Garland Scheme for electrifying all the revenue villages has been drawn up by the State Government and a sum of Rs. 3773.00 lakhs has been provided for achieving this target.

The Committee are perturbed to note that there is some difficulty in the matter of meeting expenditure on internal wiring and cost of consumption of energy in the houses of tribals and

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a decision whether the expenditure will be borne by the Rural Electrification Corporation or State Electricity Board has not been yet taken. The Committee urge upon the authorities concerned to sort out these matters without delay. The Committee trust that these matters will not retard the implementation of electrification schemes in the Sub-Plan areas.

The Committee recommend that rural electrification should be given top priority during the Seventh Plan period and the target of electrifying all the remaining revenue villages should be achieved without fail. The Committee feel that rural electrification is as important as any other programme of setting up small scale and cottage industries in tribal areas. It is needless to say that with the availability of electricity some of the industries can bring about economic revolution in the far-flung tribal areas.
