

**COMMITTEE ON THE WELFARE  
OF SCHEDULED CASTES AND  
SCHEDULED TRIBES  
(1986-87)**

**(EIGHTH LOK SABHA)**

**TWENTY-SECOND REPORT**

**MINISTRY OF WELFARE**

**WORKING OF INTEGRATED TRIBAL  
DEVELOPMENT PROJECTS IN THE  
STATE OF HIMACHAL PRADESH**

*Presented to Lok Sabha on 21.4.87*

*Laid in Rajya Sabha on 21.4.87*



**LOK SABHA SECRETARIAT  
NEW DELHI**

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CORRIGENDA TO TWENTY-SECOND REPORT OF THE COMMITTEE ON THE  
WELFARE OF SCHEDULED CASTES AND SCHEDULED TRIBES (1986-87)

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

**(1986-87)**

**Shri K.D. Sultanpuri—Chairman**

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## INTRODUCTION

I, the Chairman, Committee on the Welfare of Scheduled Castes and Scheduled Tribes, having been authorised by the Committee to submit the Report on their behalf present this Twenty-Second Report (Eighth Lok Sabha) on the Ministry of Welfare—Working of Integrated Tribal Development Projects in the State of Himachal Pradesh.

2. The Committee took the evidence of the representatives of the Ministry of Welfare and Government of Himachal Pradesh on the 26 December, 1986. The Committee wish to express their thanks to the Officers of the Ministry of Welfare and the Government of Himachal 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 10th April, 1987.

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

NEW DELHI;

April 16, 1987

*Chaitra 26, 1909 (S).*

K.D. SULTANPURI,  
*Chairman,*

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

## CHAPTER I

### A. HISTORICAL BACKGROUND

1.1 The Committee have been informed that after adoption of the sub-plan strategy from the beginning of the 5th plan (1974-78), 3 ITDPs, namely, (i) Kinnaur covering the entire Kinnaur District ; (ii) Lahaul Spiti covering the entire Lahaul-Spiti District; and (iii) Pangi Bharmour covering the two tehsils of the same name were set up. In 1979-80, the ITDPs Lahaul-Spiti and Pangi-Bharmour were bifurcated and the present 5 ITDPs came into being which are (i) Kinnaur covering the entire Kinnaur District; (ii) Lahaul covering tehsil Lahaul and sub-tehsil Udaipur of Lahaul-Spiti District; (iii) Spiti covering tehsil Spiti of Lahaul-Spiti District; (iv) Pangi covering tehsil by the same name of Chamba District; and (v) Bharmour covering tehsil by the same name of the Chamba District.

#### *Tribal Population*

1.2 In a note furnished to the Committee the Government of Himachal Pradesh have stated that according to the 1981 census, the total population of the State of Himachal Pradesh is 42,80,818. The Scheduled Tribe population in the State is 1,97,263, the percentage to the total population being 4.61 per cent. In the sub-plan area the total population is 1,33,847 and the percentage to the total population is 3.13 per cent.

#### *Scheduled Areas of Himachal Pradesh*

1.3 It has been stated that the Scheduled areas in Himachal Pradesh are as under :

1. District Kinnaur
2. District Lahaul-Spiti
3. (i) Tehsil Bharmaur of Chamba District.  
(ii) Tehsil Pangi of Chamba District.

1.4 The Tribal population living in the Scheduled Areas is 1,03,760.

#### *Tribal Development during various Plans*

1.5 A programme of community development was launched in the First Five Year Plan and by the end of the Second Plan, the entire country was covered by the community development approach. This approach applied equally to the tribal areas, but the tribal areas were more difficult being sparsely populated, hilly, poor in communications and infrastructure.



Though the community development block approach was multi sectoral, it suffered significant failures so far as the tribal and the backward sections of the community were concerned. On account of more advanced social and educational background, the general community took much greater advantage of this approach than the tribal communities. Hence the gap between them and the rest of the community grew even wider than before.

1.6 Both the Scheduled Areas and Scheduled Tribes Commission (Dhebar Commission), 1961 and Shilu Ao Committee 1961 made pertinent observations on planning and implementation of tribal development programmes. They observed that the programmes suffered from inadequacy of investment and slow pace of implementation. While provisions of the Constitution were quite clear about the need to promote, with special care, the educational and economic interests of the weaker sections of the people, and in particular, of the Scheduled Castes and Scheduled Tribes and to protect them from social injustice and all forms of exploitation implementation of the protective and anti-exploitation measures left much to be desired. They felt that mere area development was counter-productive inviting the more advanced sections of the community "creep" into the tribal areas. A firm protective base was necessary to be built. Both the bodies also drew specific attention to inadequacy of administrative structure, communications and educational infrastructure for the tribal communities.

1.7 A total and comprehensive view of the tribal problem was first taken on the eve of the Fifth Plan when the latest strategy known as Tribal sub-Plan strategy was evolved. The emphasis here came to be not merely developmental but also protective, not merely area-based but with focus on the Scheduled Tribe population. As per the 1981 Census, the Scheduled Tribe population in the country numbered 5.16 crores constituting about 7.76 per cent of the country's total population.

1.8 The broad approach of Tribal Sub-Plan strategy was continued during the Sixth Plan period with greater emphasis on specific objectives, namely (a) raising of productivity levels in production fields of tribal activities with a view to enable a targetted number of families to go above the poverty line; (b) development of human resources and upgradation of education; (c) elimination of exploitation of tribals in the field of alienation of land, money lending, debt-bondage, trade, excise, forest and (d) development of adequate infrastructure. By the end of this Plan period rich dividends of the new Tribal sub-Plan strategy have been reaped in the shape of a more integrated approach to planning and implementation, larger financial allocation both by the centre and the States and considerably larger physical achievement in amelioration of poverty of the targetted groups as also in the general and social service sectors.

1.9 During the Sixth Plan period, the coverage of Scheduled Tribe population by the tribal sub-Plan strategy has been to the extent of 75 per cent. As per the Approach Document of the Planning Commission approved by the National Development Council, the coverage of this percentage of population as well as tribal pockets has to be consolidated and intensified during the Seventh Plan period.

## B. INTEGRATED TRIBAL DEVELOPMENT PROJECTS

1.10 In a note furnished to the Committee it has been stated that the main objective of Integrated Tribal Development Projects (ITDP) 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 and annual plan periods. Perspective projects plans are drawn up for the project area which present an integrated view of their problems.

1.11 The objectives of the ITDPs as recommended by the Working Group on Tribal Development during Seventh Five Year Plan (1985-90) are 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 per cent of ST 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, RLEGP 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 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 ST 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 16.35 and the national literacy percentage of 36, an effort will have to be mounted which has 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 antiexploitative 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 by 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. Problems 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 to 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.

### C. ORGANISATIONAL SET UP IN THE MINISTRY AND STATE GOVERNMENT

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

1.13 The Joint Secretary, Tribal Development, is assisted in his task by 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

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

1.15 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.

The following Ministries have separate Cells to deal with matters relating to Tribal Sub-Plan :—

1. Ministry of Health & Family Welfare.
2. Ministry of Transport, Deptt. of Surface Transport (Roads Wing). [Since transferred to M.O.A. (RDD)].
3. Ministry of Agriculture, Deptt. of Agriculture and Cooperation and Rural Development.
4. Ministry of Communications.
5. Ministry of Human Resource Development (Deptt. of Education).
6. Ministry of Finance (Deptt. of Economic Affairs)
7. Ministry of Water Resources.
8. Ministry of Information & Broadcasting.

1.16 In order to have effective development programmes in the Tribal areas, it is essential that there should not be diffusion of responsibility and remote control and co-ordination. In other words, the flow of authority from the top to the bottom should be through a well-defined single channel and *vice-versa*.

#### *Present Administrative Set-Up in Himachal Pradesh*

1.17 Kinnaur and Lahaul-Spiti districts and Pangti tehsil and Bharmour sub-tehsil (now up-graded as Tehsil) comprise the tribal areas in the State. These areas have also been declared as Scheduled Areas under paragraph 6 of the 'V' Schedule to the Constitution, *vide* the Scheduled Areas (H.P.) order dated 21st November, 1975. A Tribes' Advisory Council has also been constituted for these areas which started functioning with effect from 24th June, 1978. The set-up in each district is described below :—

**Kinnaur District :** The district comprises three sub-divisions, viz., Kalpa, Pooh and Nichar and five tehsils and one sub-tehsil. The sub-Divi-

sional Magistrates in the district, besides discharging their normal duties of maintaining law and order and working as Assistant Collectors, I Grade, also act as Block Development Officers. The boundaries of the blocks are co-terminus with those of the Sub-Divisions. The Sub-Divisional Magistrates are under the overall control of the Dy. Commissioner-cum-Collector. The District Officers of other Departments work directly under their respective Heads of Departments.

**Lahaul-Spiti District :** The District was re-organised on 14th January, 1975, when areas comprising four Patwar/Panchayat Circles, namely, Tindi, Udapipur, Triloknath and Miyar Nala from the Pangri Sub-Division/Tehsil of the Chamba district were transferred to Lahaul Sub Division/Tehsil. Further, a new sub-tehsil with headquarters at Udaipur has been created with effect from 24th January, 1980. The district comprises two sub-divisions, (i) Lahaul covering the Lahaul Tehsil and Udaipur sub-Tehsil; and (ii) Spiti covering the Spiti Tehsil. The two sub-Divisions are co-terminus with the C.D. Block boundaries. The Single Line Administration has been operating in this district. The Dy. Commissioner is the head of the Department for every district officer posted in the District.

**Chamba District :** The Pangri Tehsil and Bharmour tehsil (upgraded from sub-tehsil level with effect from 24th January, 1980) are the tribal areas in the district co-terminus with Sub-Division and C.D. Block boundaries. In these areas the normal functionaries like Block Development Officers are working within the overall general pattern of administration applicable to the other districts of the Pradesh.

1.18 During evidence the Committee desired to know when the State Government proposed to introduce single line administration other Integrated Tribal Development Projects as had been introduced in Pangri by posting a Resident Commissioner there and giving him powers of all heads of Department. The representative of the Government of Himachal Pradesh stated as follows :—

“This experiment was introduced in April, 1986. The results are being watched. After analysing the results, State Government might consider extending it to other areas. But the project officers/, I.T.D.Ps, posted in other areas have no direct control over the project level officers of the other Departments, but through the Project Advisory Committee, coordination is being established at that level. This work is going on. But a single-line administration as in Pangri is not yet being introduced in other areas.”

1.19 The Committee note that the Working Group on Development of Scheduled Tribes (1985-90) have 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. The Committee recommend that the Central Government in unison with the Government of Himachal Pradesh should make concerted efforts towards these objectives and ensure systematic execution of various schemes in sub-Plan area of the State.

1.20 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 in this task by several officers of the level of Section Officer and above.

1.21 However, in the Planning Commission there is no separate organisation set up to deal with the ITD Projects and the Backward Classes and Tribal Development Division of Planning Commission deals with Planning for Scheduled Tribes development and is headed by an Adviser. The Committee further note that the Ministries/Departments of Health & Family Welfare, Transport, Surface Transport (Roads Wing), Agriculture (Deptt. of Agriculture & Cooperation), Communications, Human Resources Development (Deptt. of Education), Finance (Deptt. of Economic Affairs), Water Resources and Information and Broadcasting, have separate Cells to deal with matters relating to tribal sub Plan.

1.22 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 Integrated Tribal Development Programmes being implemented in the tribal areas. The Committee, therefore, 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 Tribal Development Schemes.

1.23 The Committee firmly believe that in order to have effective development programmes in the tribal areas, there should not be diffusion of responsibility and remote control and coordination i.e. the flow of authority from the top to the bottom should be through a well defined single channel and *vice-versa*.

1.24 During evidence when the Committee desired to know when the State Government proposed to introduce single line administration in other ITDPs on the lines of Pangi where a Resident Commissioner with full powers of all heads of Departments had been posted, the representative of the Government of Himachal Pradesh stated that this experiment was introduced in April, 1986. The results are being watched. After analysing the results, State Government might consider extending it to other areas. However, the project officers posted in other areas have no direct control over the project

level officers and coordination is being established at that level through the project advisory Committee. This work is going on. But a single line administration as in Pangri is not being introduced in other areas

1.25 The Committee have no doubt that to have effective development programmes in the tribal areas, the flow of authority from top to bottom should be through a well defined single channel. The Committee are sure that the experiment introduced in April 1986, in Pangri is almost one year old and by now the Government of Himachal Pradesh should have been able to assess the results. The Committee, therefore, recommend that the State Government of Himachal Pradesh should introduce single line administration in other ITDPs also on the lines of one already introduced in Pangri which the Committee hope might have proved to be successful.



## CHAPTER II

### ADMINISTRATIVE & EXECUTIVE MACHINERY

#### *A. Liaison and Coordination*

2.1 The Committee have been informed in a note furnished by the Ministry of Welfare that the guidelines for preparation of ITDP projects and related matters have been issued by Planning Commission/Ministry of Welfare, 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 development effort envisaged for five year and annual plan periods. The ITDP and other tribal area plans aggregate into the State Tribal sub-Plan and is 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-Plan of the States are revised in accordance with the suggestions in these meetings.

2.2 Special schemes/problems are discussed with the State Government officials either at Delhi in the Ministry of Welfare or at the State level. 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 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 Agriculture and Cooperation, Ministry of Health and Family Welfare, Ministry of Information and Broadcasting, Ministry of Human Resource

**Development (Department of Education) Ministry of Industrial Development, Ministry of Communication, Ministry of Agriculture (Deptt. of Rural Development).**

**2.3 The Government of India (Allocation of Business) Rules 1951 specify the role of Central Ministries as under :**

**"16C. Development of Scheduled Castes and Scheduled Tribes Notes: 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 Government and Union Territory Administrations. Each Central Ministry and department will be the nodal Ministry or Department concerning its sectors."**

**2.4 It has been pointed out that 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.**

**2.5 The Committee have been further informed that 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.**

**2.6 During evidence the Committee desired to know what was the nature of liaison and coordination between the Planning Commission and State Government in implementation of projects in the absence of separate organisational set up to deal with Integrated Tribal Development Project. The representative of the Ministry of Welfare informed the Committee as under :**

**"The Planning Commission is only concerned with the broader aspects of planning and the strategy to be adopted for the country including the several groups like the tribals. It does not associate itself with the implementation of the schemes or programmes at the project levels. This is the concern of the State Governments directly. The Planning Commission, however, does conduct evaluation studies on various aspects through the programme evaluation organisation which includes the evaluation of the Working of the ITDPs, also."**

2.7 As regards machinery 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, the Committee have been informed that at the State level monitoring of plan schemes is done in each department quarterly by the Administrative Secretary concerned. The Chief Secretary also holds such reviews on quarterly basis as part of the general plan. The Himachal Pradesh Tribes Advisory Council and the High Powered Coordination and Review Committee for Scheduled Castes and Scheduled Tribes which meet normally once in six months also oversee implementation of the sub-plan.

#### *Machinery at State level*

2.8 The Committee have been informed that the organisational set up in the State Government and in the Integrated Tribal Development projects for dealing with the projects is at Appendix I.

2.9 The Committee have been further informed that the sub-Plan in the State is executed departmentally and not through any agency system.

2.10 As regards the functions of the Tribes Advisory Council, Himachal Pradesh, the Committee have been informed that :

“The Council shall discuss only such matters as may be referred to it by the Governor for advice under sub-paragraph (2) of paragraph 4 of the 5th schedule to the Constitution of India. However, the Chairman may permit discussion on matters not so referred to if he considers that such discussion will be in the general interest of the work of the Council.”

2.11 In reply to a question, the Committee have been informed in writing that during the years 1984 and 1985, the Tribes Advisory Council, Himachal Pradesh held only two meetings i.e. one sitting in each of these two years. When asked about the main recommendations made at those meetings and the action taken thereon, the Committee have been informed that the main recommendations related to administrative and developmental matters and recommendations of the Council are generally accepted and implemented by the Government and follow up action thereon is reviewed in the subsequent meetings.

2.12 In reply to a question on the personnel policy of the Government so far as implementation of Tribal sub-Plan is concerned, it has been stated as under :

“The Government has declared the tribal areas as remote areas for the purpose of transfer policy. The tenure of a Government officer/

official has been restricted to 2 winters and 3 summers unless he chooses to stay back. After the completion of the tenure, the officer/official shall be tried to be adjusted in any of the five stations of his choice.

On first appointment, effort should be made to post officers/officials in the remote areas. Also such officers/officials be posted in remote areas who have not previously served there. After serving a term in the tribal areas, the officer/officials are entitled to out-of-turn allotment of Government residential accommodation at the place to which they may be transferred. Enhanced rate of compensatory allowance between 100 to 150 per cent of pay subject to a maximum of 300 to 600 rupees per month is available to the employees posted in the tribal areas."

2.13 The Committee have further been informed that the tribal areas have also been categorised as expensive and remote localities and the rate of daily allowance for the purpose of T.A. has been allowed at the rate of 150 per cent increase over the basic rate of D.A. upto a maximum of Rs. 75 per diem.

Further in consideration of report, of the Group on Administrative Arrangement and Personnel Policies in Tribal Areas (Maheshwar Prasad Committee) Overstayal Allowance has been granted to all non-local transferable employees after completion of 3 years stay in a tribal area, as under :—

4th year	10% of basic pay
5th year	17½% -do-
6th year	25% -do-
7th year and onwards	35% -do-

2.14 Recently, from 15th April, 1986 an office of Resident Commissioner has been created for ITDP, Pangji. All offices there have been merged with that of the Resident Commissioner and he has also been declared as Head of Department for each Department and disciplinary authority over both gazetted and non-gazetted staff in the ITDP area. He has also been vested with full power of the Commissioner, Tribal Development. The results of this experiment in single line administration shall be keenly watched and might be extended to the other ITDPs.

2.15 Power to accord administrative approval and financial sanction concurrent with that of Heads of Departments have been liberally delegated to the S.D.Os(Civil) Project Officers, ITDPs, A.D.Cs, D.Cs., Asstt. Commissioner(TD) Commissioner(TD) and the Resident Commissioner

(Pangi) the latter two enjoying full powers. Further, one step up powers have also been sought to be conferred on officers in the tribal areas to speed up implementation of tribal sub-plan.

2.16 In this regard the guidelines as contained in the Report of the Group on Administrative Management and Policies in Tribal areas (Maheshwar Prasad Committee Report) have been issued to State Governments.

2.17 The Ministry of Welfare in their note have elaborated the personnel policy as under :—

The Maheshwar Prasad Committee (1978) went into the question of personnel policy in tribal areas and made several suggestions regarding selection of suitable personnel, provision of adequate monetary and non-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. Some details of important recommendations implemented in the field are given below :—

- (i) Payment of Special Compensatory allowance to staff posted in tribal area has been agreed to by all States having substantial tribal population including the eight States having Scheduled area (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 Eight 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. 37.82 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 (PLCs). 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 RLEGP 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 SC/ST 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 SC/ST 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 co-operation and Panchayati Raj institution. Scheduled Tribe 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 projects 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 (IATs) 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 the first proviso to Article 275(1) in aid of the revenues 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 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 has also been introduced by Ministry of Welfare since 1983.

2.18 As regards the training imparted to the personnel at various levels selected to work in the ITDPs or other tribal areas in the State of Himachal Pradesh, the Committee have been informed in a note as under :—

“The State has set up their own Institute of Public Administration and all category of employees both from the tribal and other areas of the State are regularly imparted training in the various courses conducted by the Institute from year to year.”

2.19 Asked what steps have been taken to achieve people's participation in Integrated Tribal Development Projects and measures adopted to popularise the development programmes among the villagers, it has been stated that Project Advisory Committees have been constituted for each ITDP under the Chairmanship of Deputy Commissioner/A.D.C. (If the MLA from that area happens to be a Minister/Speaker/Dy. Speaker then he heads this Committee) All the Pradhans of the Gram Panchayats, Chairman Panchayat Samiti/Zila Parishad and the MLAs/M.Ps are its Members. The Members of the T.A.C. are ex-officio members of the P.A.C. in their respective areas. Public Relations Offices have been set up in the tribal areas and they are propagating developmental programmes through their media. Recently direct reception T.V. sets have been installed at Kalpa, Keylong and Kaza also in this direction.

2.20 The Committee note that the Planning Commission is only concerned with broad aspects of Planning and the Strategy to be adopted for the country including the several groups like the Tribals. It does not associate itself with the implementation of the schemes or programmes at the project levels. The Committee recommend that the Planning Commission should conduct evaluation studies at regular intervals on various aspects through the programmes evaluation organisation which may include the evaluation of the working of the ITDPs also to oversee implementation of the sub-Plan.

2.21 The Committee are surprised to note that the Tribes Advisory Council, Himachal Pradesh held only one meeting each in 1984-85 and 1985-86.

2.22 The Committee recommend that Tribes Advisory Council should hold its meetings more frequently and at least once in six months to make it more effective in assessing the progress in administrative and developmental matters in the State and help in taking corrective measures in time wherever necessary. This will also quicken the pace of follow-up action on its recommendations. The Committee desire that the Tribal Welfare Department should also ensure that proper follow up action is taken on the recommendation of the Tribes Advisory Council within a reasonable time. 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.

2.23 The Committee note that the training courses have been organised by the Department of Personnel and Administrative Reforms in the Administrative Training Institute to give tribal orientation to the State personnel. The Committee desire that steps should be taken to see that the trained personnel of the State Governments are fully associated in the implementation of various schemes.

2.24 The Committee also recommend that as the local M.P.s and Members of the Legislative Assembly are well conversant with the problems of Scheduled Tribes in their respective areas, they should be associated in the formulation as well as implementation of schemes in tribal sub-plan area either as coopted members or as special invitees.



## CHAPTER III

### BUDGET AND FINANCE

#### A. Allocation & Utilisation of Funds

3.1 The committee have been informed that the State Plan flow to the ITDPs has been ever on the increase; starting with 3.65% in 1974-75, the level has gone up to 9%. The financial performance which was 83% during the 5th Plan period improved to 98% on the eve of the 6th Plan and since 1981-82, it is 100% after introduction of the single consolidated demand. The following are the outlay and expenditure :

(Rs. in crore)

Item	5th Plan		6th Plan		7th Plan		
	Outlay	Exp.	Outlay	Exp.	1985-90 Outlay	1985-86 Exp.	1986-87 Outlay/ Anticipated Exp.
State Plan	9.05	7.82	47.47	55.07	94.50	14.67	18.59
Special/ Central Assistance	1.89	1.31	6.49	7.48	12.00	1.93	2.07

Physical targets and achievements made are at Appendix-II

3.2 The Committee have been informed in a note that the funds provided for implementing various schemes were adequate. The following Ministries have already made quantification of funds for tribal components at the instance of Ministry of Welfare and have addressed the various State Governments in this regard and it is for the State Government concerned to avail themselves of this Central assistance and Channelise it for the tribal areas :

#### 1. Ministry of Agriculture

- (i) Deptt. of Rural Development
- (ii) Deptt. of Agriculture & Coop.

2. Deptt. of Communication
3. Ministry of Water Resources
4. Ministry of Science & Technology
5. Ministry of Forest, Wild Life and Environment (Environment Department).
6. Ministry of Food & Civil Supplies (Deptt. of Food)
7. Ministry of Labour.
8. Ministry of Commerce.
9. Ministry of Human Resource Development (Deptt. of Education).

3.3 The Tribal sub-plan is being implemented through resources drawn from (a) State Plan Funds (b) Sepcial Central Assistance of the Ministry of Home Affairs (now Ministry of Welfare) (c) flow from Central/Centrally Sponsored Programmes of the Central Ministries, and (d) Institutional Finance.

3.4 The total allocation made and expenditure incurred under the following beads during the years 1983-84, 1984-85 and 1985-86 are stated to be as follows :

Item	1983-84		1984 85		1985-86	
	Outlay	Exp.	Outlay	Exp.	Outlay	Exp.
(a) State Plan	12.45	12.16	15.00	15.89	15.84	14.67
(b) S.C.A.	1.60	1.60	2.23	2.23	1.93	1.93
(c) Contribution of Central Ministries	0.06	0.10	0.45	0.63	0.40	0.27
(d) Institutional Fin.	0.45	0.42	0.53	0.50	0.55	0.53
(e) Funds under Article 275(1)	—	—	—	—	0.05	0.05
(f) Centrally sponsored schemes	1.21	1.51	2.10	2.15	2.34	2.34

3.5 As regards the Institutional Finance provided for Tribal Development in Himachal Pradesh and the quantum of finance provided from this source during the sixth plan, the Committee have been informed in a note that an average of Rs. 45.00 lakhs annually was provided by this source for tribal development during the Sixth Plan period.

3.6 The Committee have been informed that the Sixth Plan outlay of the State Government was Rs. 560.00 crores. The flow from State plan to the tribal sub-plan is Rs. 47.47 crore and the percentage to total plan provision was 8.48.

3.7 The State plan outlay during each year of the Sixth Plan is as follows :

	(Rs. in crore)
1980-81	91.92
1981-82	105.25
1982-83	120.00
1983-84	143.00
1984-85	168.17

3.8 Flow from State Plan to tribal sub-Plan during each year of Sixth Plan (1980-85) and expenditure actually incurred during each year is stated to be as under :

	(Rs. in crores)	
<i>Year</i>	<i>Outlay</i>	<i>Expenditure</i>
1980-81	7.19	7.31
1981-82	8.45	8.93
1982-83	11.06	11.38
1983-84	12.45	12.16
1984-85	15.00	15.89

3.9 During evidence, the Committee desired to know whether the Ministry of Welfare acts as a nodal agency and ensures that the funds quantified by various ministries reach the State Government concerned. The representative of the Ministry of Welfare elucidated as follows :-

“In the allocation of Business Rules 1961, it has been clearly provided that the Ministry of Welfare will be the nodal Ministry for overall policy, planning and coordination of the programmes of develop-

ment for Scheduled Castes and Scheduled Tribes, population. In regard to the sectoral programmes and schemes of development of these communities, policy planning, monitoring and evaluation etc. as also their coordination is the responsibility of the concerned Central Ministries, State Governments and Union Territory Administrations, each Central Ministry and Department is a nodal Ministry/Department concerning its sectors. The Planning Commission has been insisting on the State Governments and Central Ministries to identify Schemes of relevance to SC/ST and indicate them separately with the funds quantified under them. It is, therefore, the primary responsibility of the Central Ministry/State governments to see that these funds are spent for the SC/ST. Nevertheless, the Ministry of Welfare has been holding discussions with the Central Ministries on the Tribal sub-Plans formulated by them and asking them to issue guideline to the States for ensuring the expenditures of the amounts quantified for the year 1986-87."

3.10 When asked by the Committee whether Government of Himachal Pradesh was ignorant about sub-Plans of Central Ministries and as such was not getting Central assistance, the representative of Government of Himachal Pradesh explained as follows :

"We are aware of the Centrally sponsored schemes, no doubt; but over and above them, Ministries have certain amounts for investment in the tribal areas, as in the case of the Ministry of Rural Development. They have got certain funds for road development. We got Rs. 1 crore from them, This year also, we expect something. We want some such effort from other Ministries also."

3.11 The Committee desired to know the reaction of the witness to the suggestion that fresh instructions should be issued regarding Central Schemes for providing fund assistance to State Government and proper channelisation of such assistance so that the State Governments could take full advantage of the Central Schemes. The representative of the Ministry of Welfare stated as under :

"Instructions of the Committee will be noted and (we) shall do the needful."

3.12 When the Committee enquired whether any financial constraints were experienced in following the recommendations of the Working Group regarding monitoring progress, the representative of the Ministry of Welfare explained during evidence as follows :

"The recommendations of the Working Group have already been sent to the States for necessary action. At the Central level, action

has already been taken on some of the recommendations pertaining to the Ministry of Welfare. Research designs and schedules have already been finalised and sent to the States. Programme of evaluation studies has been finalised for the ensuing year in the meetings of the Directors of TRIS and Central Tribal Research Advisory Council. Evaluation and research to national level organisations are entrusted from time to time by the Ministry. These recommendations are also being pursued with the State Governments for implementation."

### *B. Monitoring and Evaluation*

3.13 The first important step towards systematising monitoring and evaluation of tribal development programme was taken when a Working Group on the subject was constituted in the Ministry of Home Affairs on the advice of the Planning Commission in July 1978. The Group submitted its report in July, 1979 and the report was accepted by the Ministry and circulated to the State Governments and Central Ministries for implementation of the recommendations. The antenna of the monitoring mechanism have to be strong and effective if the Tribal sub-plan concept is to be a reality. The feed-back from the field through regular monitoring and periodical evaluation is intended to provide the necessary material for suitably reorienting policy approaches and decisions. There is no doubt that the State Governments have paid greater attention to monitoring and evaluation during the Sixth Plan than in the preceding period. The Ministry of Home Affairs have attempted to strengthen its monitoring and evaluation set up by appointing whole time Director to be in-charge of the Wing. Several developmental Ministries have already appointed/earmarked officers to be incharge tribal cells under them. The overall position, however, can still be stated to be not quite satisfactory and monitoring and evaluation deserves more attention both at the Central Ministries and at the State levels.

3.14 The objectives of monitoring and evaluation as recommended by the working group on Development of Scheduled Tribes during Seventh five year plan (1985-90) are as under :

State level monitoring should continue to be the responsibility of the State Governments. Specific projects or programmes like primitive tribe projects, rehabilitation of forest dwellers etc. could be given to the Tribal Research Institutes. The Directorate(s) of Statistics/Evaluation have yet to play a significant role in the sphere of monitoring tribal development programmes. As laxity in the approach to monitoring is likely to be detrimental to efficient achievement of the objectives and the targets, a Special Officer, Monitoring and Evaluation at least of Class II of the State Cadre should be appointed on a whole time in States having good number of

ITDPs, tribal pockets, and primitive tribe pockets. Where such an officer is already working he should be relieved of other duties and made squarely responsible for effective monitoring.

3.15 The Committee have been informed in a note that 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 or Tribal Development Programmes. 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.

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.

#### *Setting up of Special Cells*

3.16 Seven Ministries/Departments, namely, Ministry of Agriculture and Cooperation, Ministry of Communications, Ministry of Education and Culture, Ministry of Finance (Deptt. of Economic Affairs), Ministry of Health and Family Welfare, Ministry of Information & Broadcasting and Ministry of Irrigation have reported setting up of Special Cells to monitor the quantification of funds and implementation of programmes in tribal areas.

3.17 In response to Committee's query whether any monitoring Committee under the Financial Commissioner-cum-Secretary (Tribal Development) was set up, the Committee have been informed in a note that instead of setting up such a Committee under the Chairmanship of F.C.-cum-Secretary (TD), a High-powered Coordination and Review Committee for SCs/STs has been set up in the State under the Chairmanship of the Chief Minister on which both official and non-official members are represented. This Committee has also a standing sub-Committee under the Chairmanship of an M.P. (presently Sh. Roshan Lal) which spot-checks actual implementation of sub-Plan Schemes at the field level and reports back to the main Committee.

3.18 The functions of the main Committee were to ensure implementation of developmental programmes and safeguards provided for the Scheduled Castes/Tribes and to issue general guidelines and directions in all vital matters concerning the Scheduled Castes/Tribes.

3.19 Besides, the Chief Secretary also held quarterly review of plan implementation in the State which also includes sub-Plan review,

3.20 The Chief Minister had recently started weekly review of the departments under his charge which includes Tribal Development also.

3.21 During evidence when the Committee desired to know the overall position of monitoring and evaluation of Tribal Development Programmes and steps proposed to strengthen the monitoring system to make such programmes more effective, the representative of the Ministry of Welfare stated as follows :—

“In the Conference of State Ministers for Welfare held in New Delhi on 24th and 25th January, 1986 a consensus emerged that proper monitoring machinery should be evolved. This recommendation has been conveyed to the States for necessary action. Eight States have already replied intimating arrangements for monitoring which are currently adopted in their State. Government of India attaches maximum importance to the reviews made by the Chief Minister. In June we have written a letter from the Prime Minister to the Chief Ministers suggesting that tribal development programmes should be reviewed by them every month. The Prime Minister has drawn their attention to specific areas which should be given special attention to prevent any sense of dissatisfaction among the tribals. Some of the Chief Ministers have started a monthly review. At the Central level the annual discussions are chaired by the Deputy Minister for Welfare. Tribal Development Division monitors the programmes on regular basis. Monthly reports are received and analysed. Efforts are on to devise new proforma to get more detailed information from the States. As far as evaluation is concerned a new set of schedules has been prepared by the Ministry of Welfare and circulated among the States so that they may do the evaluation by adopting these schedules. At the State level the present system of monitoring is satisfactory. They have now directed us for a monthly review which we will implement.”

3.22 In reply to a question the Committee were informed during evidence that no separate Committee for monitoring purpose had been constituted in Himachal Pradesh but a High Powered Coordination & Review Committee for SCs/STs under the Chairmanship of the Chief Minister had been set up on which both officials and non-officials were represented. The representative of Government of Himachal Pradesh elaborated further as follows :—

“This Committee has also got a sub-Committee which looks into the Tribal sub-Plans and reports back to the main Committee. The function of the main Committee is to ensure implementation of developmental programmes and safeguards provided for the welfare and promotion of

**Scheduled Castes and Scheduled Tribes and to issue general guidelines and directions which are properly implemented."**

3.23 When asked what was the periodicity fixed for holding the meetings and during the last one year how many meetings were held, the representative of the Government of Himachal Pradesh stated during evidence that only one meeting of the High Powered Committee was held during the last one year.

3.24 In reply to a question whether a report was sent to the Central Ministry once in a year or two about the Tribal Sub-Plan Programmes etc. the witness stated :—

"We have not been sending. But we will do it now. The review of the implementation of every scheme is done almost every six months, it is the part of the job which the State Government has to do. Once in a year the officers of the State Government when they formulate the Tribal sub-Plan they go to the Centre with all their reports and their plans and they have a personal discussion on all the aspects of tribal development. At that stage, the entire gamut of activity is covered. A detailed review takes place with the officers of the Ministry of Welfare and also in the Planning Commission."

3.25 The Committee note that the Ministry of Welfare acts as a nodal Ministry for overall policy planning and coordination of the programmes for SC/ST population. The Committee have further been informed that for sectoral programmes and schemes of development, monitoring and evaluation etc. each Central Ministry/Department is a nodal Ministry/Department concerning its sectors. It is, therefore, the primary responsibility of the Central Ministry/State Governments to identify schemes and quantify funds to be spent for SCs/STs. The Ministry of Welfare on their part hold discussions with the Central Ministries on the Tribal sub-plan formulated by them and ask them to issue guidelines to the States for ensuring expenditure of amount quantified. During evidence when the Committee desired to know whether Government of Himachal Pradesh was ignorant about sub-plans of Central Ministries and as such was not getting the Central assistance, the representatives of Government of Himachal Pradesh explained as follows :—

"We are aware of the Centrally-sponsored scheme no doubt; but over and above them, Ministries have certain amounts for investment in the tribal areas, as in the case of the Ministry of Rural Development. They have got certain funds for road development. We got Rs. 1 crore from them. This year also, we expect something. We want some such effort from other Ministries also."



3.26 The Committee recommend that the whole system of policy planning and coordination by the Ministry of Welfare should be reviewed and strengthened with a view to making it foolproof and ensuring that the funds quantified by various Ministries reached the State Government in time for proper utilisation.

3.27 The Committee were assured during the evidence that the Ministry of Welfare would issue fresh instructions regarding Central Schemes for providing fund assistance to State Governments and proper channellisation of such assistance so that the State Governments could take full advantage of the Central schemes. The Committee recommend that the aforesaid fresh and clear instructions should be issued forthwith to all the State Governments to enable the State Governments to take advantage of the Central Schemes as best as possible.

3.28 The Committee recommend that there should be a proper monitoring system at the central level and teams of officers of the Ministry of Welfare, Planning Commission and the Ministry concerned with its sectoral programmes should visit the projects in the Tribal sub-Plan areas of the State as often as possible to assess the pace of development and suggest corrective measures where necessary so that no resources are wasted due to any misunderstanding in any field.

3.29 The Committee note that the Central Ministries have set up special cells to monitor the quantification of funds and implementation of programmes in tribal areas. The Committee trust that the special cells 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.

3.30 In the Report of the Working Group on development of Scheduled Tribes during the Seventh Five Year Plan (1985-90) it has been emphasised that State level monitoring should continue to be the responsibility of the State Governments. As any laxity in the approach to monitoring is bound to be detrimental to efficient achievement of the objectives and the targets, a Special Officer for monitoring and evaluation belonging at least to class II of the State Cadre should be appointed full time on a whole time basis in States having good number of I.T.D.Ps tribal pockets and primitive tribe pockets. Such an officer should be relieved of any other duties and made squarely responsible for effective monitoring.

The Committee, therefore, recommend that the monitoring and evaluation should be strengthened in the State of Himachal Pradesh on the above lines so that there is proper assessment of the progress achieved in various programmes being implemented in tribal sub-plan areas.

3.31 The Committee are happy to note that for proper monitoring and evaluation of tribal development programmes/schemes 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 Committee have also been informed that the Ministry has prescribed monthly and quarterly progress reports for reporting progress by the States about Tribal Developmental Programmes.

The Committee hope that the monthly and quarterly progress reports regarding Tribal Developmental Programmes would be submitted regularly by the States and the same would be assessed meticulously by the Ministry and follow-up instructions issued to the concerned authorities in the State in time for betterment of economic conditions of the tribals.

## CHAPTER IV

### POLICY OF CENTRAL GOVERNMENT WITH REFERENCE TO TRIBAL DEVELOPMENT

#### *A. Excise*

4.1 The Committee have been informed in a note that the State Government is following liberal excise policy under which the locals are allowed to brew/distill wine/liquor for self consumption from fruits and grains but not from 'gur' and molasses. This they are allowed only after they have obtained licences to do so for which a very nominal fee is charged.

4.2 As regards excise policy, the Ministry of Welfare have stated in a note furnished to the Committee as under :—

“Forces of exploitation have long been entering the tribal areas through the process of contractual system of liquor vending. Recognizing the seriousness of the situation, the Ministry of Social Welfare issued certain guidelines in 1975 for Excise Policy in the tribal areas, the main cornerstone 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; and
- (c) Permitting tribals to brew their traditional liquor.

The State Government have, by and large, accepted these guidelines. In Himachal Pradesh excise policy is in line with the social milieu prevailing in the tribal areas from time immemorial. The local tribals are allowed to manufacture country-fermented liquor for home consumption and for use on special occasions but only after licence is obtained for which the annual fee is Rs. 5/-. There is limit of possession which is max 24 bottles of 750 mls. each, at a time. This facility is available in all the tribal areas. The Working Group on the Development of Scheduled Tribes for the Seventh Five Year Plan have recommended that :

- (1) The State Governments should follow the guidelines set down by the Ministry of Social Welfare, and liquor vending in tribal areas should cease altogether.

- (2) A stricter policy of licencing and opening of liquor shops in the tribal areas should be followed while complying with the guidelines enunciated by the Ministry of Social Welfare.
- (3) The scope of selling the traditional liquor, which is cheaper than the other forms of liquor through Govt. agencies may also be explored.
- (4) "Sanskar Kendras' to wean the tribals from drinking on the pattern organised in Gujarat should be introduced in the tribal areas through voluntary agencies who may be assisted cent percent by Government of India from Special Central Assistance."

### *B. Forests*

4.3 In a note furnished to the Committee it has been stated as follows :

"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.

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 forest produce. Cooperativisation of forest labour, primary marketing societies dealing in forest produce and procurement of Minor Forest Produce should be given due weightage and encouragement in all the States following the above recommendations, with a view to eliminate middlemen dealing in forest produce. Forestry programmes 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.

Some States in the country like Madhya Pradesh and Orissa have already enacted Legislation enabling nationalisation of all or several items of forest produce. States have to pass suitable legislation 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 Co-operatives have been granted annual and longterm 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."

4.4 The Working Group on Development of Scheduled Tribes during the Seventh Five Year Plan (1985-90) has recommended the following positive steps to be taken during the Seventh Plan in respect of the forest villages :—

- (1) Forest villages in the country should, generally, be declared as revenue villages and made full recipient of all benefits flowing from the development administration. Such villages should be fully integrated into the near-by revenue and block administration. Where such integration is not possible, at present, on account of the interior location of the habitation, lack of communication, etc. special schemes of development for such villages should be undertaken alongwith conferment of heritable and in alienable rights on the tribals in respect of their lands/other property.
- (2) In the first category of forest villages which are declared as revenue villages and are integrated into the near-by block administration on account of their proximity to the block jurisdiction, all sectoral development schemes should be extended as early as possible by a conscious effort. In the second category of forest villages which are not declared as revenue villages (and this should happen only in rare cases where the villages are deep in the interior of the forests), special extension staff for development of the villages or group of such villages should be appointed under the auspices of the Forest Department of the State Government in consultation with the Community Development Department. Such extension staff should be attached to the near-by block for day-to-day supervision while the

superior officers of the Forest Department and the Community Development Department oversee their work.

- (3) In forest villages which are not integrated fully into the block administration on account of reasons mentioned above, comprehensive schemes of development including education, health, drinking water supply, agriculture, animal husbandry, village industries, arts and crafts, etc. should be formulated. A Central Sector Scheme under the Ministry of Agriculture on the pattern of schemes for shifting cultivation since discontinued, should be on instituted for the purpose. This scheme should be on cent-percent grant basis and be an additive to the State Plan schemes which may be extended to these villages.
- (4) The progress of development forest villages should be reviewed by a high level Committee at the State level functioning under the Development Commissioner/Chief Secretary. A Committee under the Chairmanship of the Chief Conservator of Forests at the head of the department level and a Committee under the District Collector at the district level should also function. These committees at the respective levels should review and monitor formulation and implementation of special programmes for the forest villages in a State is small, multiplicity of these Committees may be avoided by having one nodal committee at the level of the Chief Conservator of the Forests or the Tribal Development Commissioner."

4.5 The Committee have been informed that two of the tribal regions, viz, Spiti and Pooch, are very much deficient in forestry cover and desert development programmes have been taken up there where emphasis is on forest plantations. Only 9% of the total area is under forests in the tribal area as compared to that of 15% in Himachal Pradesh, as a whole. Main emphasis under forestry programme is plantation of fir spruce, deodar and fast-growing species. Chilgoza pines also grow wild in Kinnaur and Pangi.

4.6 The Committee were informed during evidence that the tribal beneficiaries get 75 percent of the income from the trees while the Government takes 25 percent of the income. When the Committee desired to know how this ratio had been arrived at, the representative from the Ministry of Welfare intervened and stated as follows :—

"I may submit that as far as we know, the State Government are retaining this 25 percent to meet the cost of tree planting. Usually, the beneficiaries are allowed to have the entire income accruing from this source. This programme has been undertaken with the assistance of the World Bank and by and large the World Bank insists on planting species which have industrial or commercial uses,

and which may not directly benefit the individual tribals. Therefore from our own organisations, under social forestry programmes, tribals should be assisted in planting fruit-bearing species also which may provide nutrition and other benefits to the tribals to some extent. So, I would like to urge that under this Social Forestry Scheme, fruit-bearing species should be given preference over other species—which are of industrial and commercial use.”

4.7 In this connection, the representative of Ministry of Welfare stated the position as follows :—

“We have been impressing upon the State that we should have a very viable mix of plantations, *i.e.* not just monoculture plantation such as eucalyptus only. Recently the Government of Himachal Pradesh have submitted a proposal with regard to ‘chilgoza’ plantation. This is a dry-fruit tree which is facing extinction. We have been insisting to take up planting of various fruit-bearing trees, such as wild apricots, cherries, etc. The climatic and other conditions are suitable for these trees along with chilgoza in those areas. This has been our stand when the tribal sub-plan was discussed, *i.e.* there should be good mix of various trees and just not only species only which may degrade the soil.”

### *C. Industries*

4.8 In a note furnished to the Committee, the Ministry of Welfare have stated as under :—

“The Report of the Working Group on Tribal Development during the Sixth Plan period (1980-85) highlighted consequences 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 Home Affairs should also be represented in the Licensing Committee for industrial development.

#### *Small Village and cottage industries*

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 availability. The

**Working Group on Tribal Development for the Seventh Plan have 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 sectors based on techno-economic survey and feasibility studies. The Working group has chalked out a six-point strategy to achieve these objectives.

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 craftsmen. 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."

#### *D. Infrastructure*

4.9. It has been stated in a note furnished to the Committee as under :—

"Infrastructure development is mostly related to communications, drinking water, health and rural electrification in the tribal areas. These have been detailed as under :

#### *Road development :*

The Report of the Expert Group Constituted by the Ministry of Rural Development to examine and suggest revision of norms for rural roads under the minimum needs programme in tribal areas recommend that the cluster of villages with population of 1,000 and above may be provided 100% linkage and those with population between 500 to 10,000 should be provided 50% linkage with all-weather roads by 1990. The Working Group on Tribal Development for the Seventh Plan endorsed this recommendation and have suggested that other roads in tribal areas should also more or less adhere to these norms.

#### *Drinking Water :*

From the point of view of the quality and accessibility of drinking water sources, village 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.

Under the minimum needs programmes as also the new 20-Point 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.

#### *Posts and Telegraphs facilities :*

In Planning expansion of postal and telecommunication facilities in tribal areas, priority is proposed to be given during Seventh Plan to connect administrative headquarters below district level market centres and centres of cultural and social activities. The Working Group has recommended that in manning such facilities preference should be given to locally trained tribal people.

#### *Health :*

The relaxed norms for tribal areas are : one sub-centre for a population of 3000 and one primary health centre for a population of 20,000. It is understood that these two health institutions in tribal areas have not come up in adequate strength as per the aforesaid norms. The first attempt is therefore to fulfil the norms in respect of sub-centres and PHCs. For the purpose, each State and U.T. are to prepare a master-plan as per the norms and compare the requirement with the actual availability on the ground. The deficiencies are to be made up in the Seventh Plan Period.

#### *Rural Electrification :*

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 REC 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.

#### *E. Education*

4.10 In regard to the policy of Central Government, with reference to tribal development regarding education the Committee have been informed in a note as under :—

“National Education Policy which has been adopted by the Parliament during the budget session in 1986, takes note of the disparity existing in education between the tribals and non-tribals. It therefore lays special emphasis on removal of this disparity and on equalisation of educational opportunity for Scheduled Tribes. The New Education Policy makes the following enunciations with regard to the Scheduled Tribes :—

- (i) Priority will be accorded to opening Schools in tribal areas. The construction of school building will be undertaken in these areas on a priority basis under the normal funds for education, as well as under the N R.E.P., R.L.E.G.P., Tribal Welfare Schemes, etc.
- (ii) The socio-cultural milieu of the STs has its distinct characteristics including, in many cases, their own spoken languages. This underlines the need to develop the curricula and devise instructional materials in tribal languages at the initial stages, with arrangements for switching over to the regional language.
- (iii) Educated and promising Scheduled Tribe youths will be encouraged and trained to take up teaching in tribal areas.
- (iv) Residential schools, including Ashram Schools, will be established on a large scale.
- (v) Incentive schemes will be formulated for the Scheduled Tribes, keeping in view their special needs and life styles. Scholarships for higher education will encourage technical, professional and para-professional courses. Special remedial courses and other programmes to psycho-social impediments will be provided to improve their performance in various courses.

- (vi) Anganwadis, Non-formal and Adult Education Centres will be opened on a priority basis in areas predominantly inhabited by the Scheduled Tribes.
- (vii) The curriculum at all stages of education will be designed to create an awareness of the rich cultural identity of the tribal people as also of their enormous creative talent.

4.11 The programme of action for implementation of the directions contained in the Policy Document, has already been prepared by the Ministry of Human Resources Development.

The programme provides broad strategy within much detailed schemes will be prepared.

4.12 It has been stated in a note furnished to the Committee that education is the key factor in human resource development. Over successive plans literacy percentage in the tribal areas has been stepped up from 12.85 percent in 1961 to 21.89 for 1971 and 30.73 for 1981. Literacy among females continues to be the weakest point where even in 1981 literacy percentage was only 15.47 as compared to 31.46 for the State. During the 7th Plan, emphasis shall be laid on qualitative improvement of education and strengthening of infrastructure. 10+2 system has been introduced from the academic year 1986-87 in selected schools only, to start with.

4.13 Asked about the tangible steps taken about the drop-outs in the State it was stated during evidence that the State Government had taken certain steps to arrest the drop-out rates. The Lahaul-Spiti pattern of scholarship, which was previously available in the Lahaul-spiti district alone had been extended to all the tribal areas since 1985-86. It was further stated that :

“provision of free text books for classes I to all students in the tribal areas is also being introduced from 1987-88. Besides, there is a proposal to open new primary schools. Teachers’ strength in the primary schools has also been strengthened, through the scheme of voluntary teachers. The supervision is also proposed to be augmented. These are the different steps taken to improve the attendance.”

4.14 Asked to state what was the medium of instruction at the primary stage, the representative of Government of Himachal Pradesh stated that Hindi was the medium of instruction and arrangements for teaching of Bhoti were also there.

#### *F. Personnel Policy*

4.15 The Committee have been informed in a note on the personnel policy of the government so far as implementation of tribal sub-plan is

concerned that the Government has declared the tribal areas as remote areas for the purpose of transfer policy. The tenure of a Government Officer/official has been restricted to 2 winters and 3 summers unless he chooses to stay back. After the completion of the tenure, the Officer/official shall be tried to be adjusted in any of the five stations of his choice.

On first appointment, effort should be made to post officers/officials in the remote areas. Also such officers/officials should be posted in remote areas who have not previously served there. After serving a term in the tribal areas, the officer(s) are entitled to out-of-turn allotment of Government residential accommodation at the place to which they may be transferred. Enhanced rate of compensatory allowance between 100% to 150% of pay subject to a maximum of 300% to 600% rupees per month is available to the employees posted in the tribal areas.

4.16 The tribal areas have been categorised as expensive and remote localities and the rate of daily allowance for the purposes of T.A. has been allowed at the rate of 150 percent increase over the basic rate of D.A. upto maximum of a Rs. 75/- per diem.

4.17 Besides, as per recommendation contained in the report of the Group on Administrative arrangement and personnel policies in Tribal areas (Maheshwar Prasad Committee) Overstay allowance has been granted to all non-local transferable employees after completion of 3 years stay in the tribal areas, as under :

4th year	10% of basic pay
5th year	17½ —do—
6th year	25% —do—
7th year and onwards	25% —do—

4.18 Recently, from 15th April, 1986 an office of Resident Commissioner has been created for ITDP Pangi. All offices there have also been merged with that of the Resident Commissioner and he has also been declared as Head of Department for each Department and disciplinary authority over both gazetted and non-gazetted staff in the ITDP area. He has also been vested with full powers of the Commissioner, Tribal Development. The results of this experiment in single line administration shall be keenly and might be extended to the other ITDPs.

4.19 Power to accord administrative approval and financial sanction concurrent with that of Heads of Departments have been liberally delegated to the S.D.Os (Civil) project Officers, ITDPs, A.D.Cs, Asstt. Commissioner (TD), Commissioner (TD) and the Resident Commissioner (Pangi) the latter two enjoying full powers. Further, one-step up powers have also been

sought to be conferred on officers in the tribal area to speed up implementation of tribal sub-plan.

4.20 The Committee note that the Working Group on the Development of Scheduled Tribes for the Seventh Five Year Plan have *inter-alia* recommended that the State Governments should follow the guidelines set down by the Ministry of Social Welfare, and liquor vending in tribal areas should cease altogether. The Committee desire that the various remedial administrative measures \* suggested by the Working Group on Development of Scheduled Tribes during the Seventh Five Year Plan (1985-90) should be taken immediately and earnestly pursued in letter and spirit and the State Government of Himachal Pradesh should evolve a suitable machinery for the same. The State Government should also follow the guidelines set down by the Ministry of Social Welfare meticulously so that liquor vending in Tribal areas ceases altogether at the earliest.

4.21 The Committee note that the policy in the forest sector has two different aspects, one is concerned with prevention of exploitation of Tribals in the forestry sector area and the second is regarding the development of forests and Tribals who have a symbiotic relationship with each other.

With a view to check exploitation of tribals and to ensure a fair price for the primary tribal collectors of forest produce, the committee recommend that the State Government should pay due attention to departmental working of forests and control and nationalisation of trade of forest produce. The Committee desire that with a view to eliminating middlemen dealing in forest produce Cooperativisation of forest labour, primary marketing societies dealing in forest produce and procurement of minor forest produce should be given due weightage by Government.

The Committee note that some States in the country like Madhya Pradesh and Orissa have already enacted legislation enabling nationalisation of all or several items of forest produce. As suggested by the Working Group on the Tribal Development, the Committee therefore recommend that the Government of Himachal Pradesh should also pass an enactment to prevent the cutt-

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- \* (1) A stricter policy of licencing and opening liquor shops in the tribal areas should be followed while complying with the guidelines enunciated by the Ministry of Social Welfare.
  - (2) The scope of selling the traditional liquor which is cheaper than the other forms of liquor through Government agencies may also be explored.
  - (3) 'Sanskar Kendras' to wean the tribals from drinking on the pattern organised in Gujarat should be introduced in the tribal areas through voluntary agencies who may be assisted cent-percent by Government of India from Special Central Assistance.

ing of timber from the nearby community forests under the fictitious cover on a permit to collect timber from the tribals tenanted land, as has been done by State Government of Madhya Pradesh and Orissa.

The Committee also recommend that the progress of development of forest villages should be reviewed by a high level Committee at the State level functioning under the Tribal Development Commissioner/or the Chief Conservator of the Forest.

4.22 The Committee desire that as per suggestion given by the Working Group on Tribal Development during the Sixth Plan period, the Bureau of Public Enterprise should take up leadership role at the national level for location of modern, major and medium industries in tribal areas and the Ministry of Welfare should also be represented in the licencing Committee for industrial development in the tribal areas.

4.23 The Committee note that according to the new 20-point economic programme, the provision of drinking water supply, particularly in problem villages, is considered a priority item. The Committee recommend that 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 should be made in the tribal areas of the Government of Himachal Pradesh.

4.24 The Committee note that the National Education Policy which has been adopted by the Parliament in 1986 takes note of the disparity existing in education between the tribals and non tribals. The Committee recommend that every effort should be made to bridge this disparity and on equalisation of educational opportunity for Scheduled Tribes. Priority should be accorded to opening of Ashram Schools and construction of school buildings in tribal areas.

The Committee desire that the points enumerated in the New Education Policy for removal of disparity in education should be borne in mind while preparing detailed schemes for amelioration of Scheduled Tribes.

The Committee note that the literacy percentage among the Scheduled Tribes has been stepped up from 12.85 percent in 1961 to 21.89 in 1971 and 30.73 in 1981. The Committee also note that literacy among females continues to be weakest point. It has been stated that their literacy percentage was only 15.47 as compared to 31.46 for the State.

4.25 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 cent percent coverage is achieved at the primary stage. Besides, sufficient funds should be provided for construction of schools, working conditions for teachers etc. improved and emphasis should be laid on qualitative improvement of education and strengthening of the infrastructure in tribal areas.

## CHAPTER V

### ACHIEVEMENT IN SECTORAL PROGRAMMES

#### *A. Agriculture and Allied Services*

5.1 The Committee have been informed in a note that agriculture is the mainstay of the tribal populace; 64% of the main workers are engaged in agriculture. Intensity of cropping varies from 1.00 to 1.33 average being 1.27. Average size of operational holding is 1.5 hectares. Irrigation is the limiting factor for any extensive crop husbandry programmes in the tribal areas; and at present 52% of the cropped areas is irrigated.

5.2 It has been stated in the Tribal Sub-Plan 1980-85 and 1981-82 of T.D. Department of Himachal Pradesh that "the economy of tribal areas of Himachal Pradesh is agro-Pastoral; 70 percent of total working population is directly dependent on agricultural pursuits. Cultivable areas hardly forms one percent of the total geographical area. Intensity of cropping is only 1.3. Special efforts are, therefore, made to increase agricultural production in these areas through the distribution of high-yielding varieties of cereals, cash crops, fertilizers and pesticides on subsidised rates. Besides this, the programme of systematic development of special crops like zira and saffron and sugar-beet seed production was also initiated.

5.3 The progress, so far, has been slow on account of initial difficulties in the posting of staff, difficult approach to the areas, and short working season. The activities taken up during the Fifth Plan will not only be continued during the Sixth Plan but given momentum by providing suitable organisation, creating infrastructure like storage-godowns, establishing soil-testing laboratories and seed production farms, where necessary. In order to popularise the use of inputs like seeds, fertilizers and plant protection equipments, timely supply of inputs and subsidy on the cost of transport, etc. has been provided for. In addition to the improvement of production of traditional crops like barley and millets, the cultivation of cash crops like potato, sugar-beet seeds, Kala Zira, saffron, etc. will be introduced and made popular with the farmers with a view to augment the income of the farmers from the handsome returns of these crops.

5.4 In the Report of the Working Group on Development of Scheduled Tribes during Seventh five-year plan, it has been emphasised that Tribal area agriculture is somewhat different from other areas mainly on account of the difference in natural topography. The typical topography of undulating and hilly areas has made tribal area agriculture less profitable. This,

coupled with the lack of awareness on the part of tribals of improved agricultural production techniques, throws up several challenges which must be tackled if tribal agriculture is to improve.

5.5 The agriculture development efforts in the tribal areas has so far followed the pattern for more developed areas. There has been conspicuous lack of awareness to recognise the difference between conditions in the developed areas on the one hand and the traditional agronomy practices, economic constraints and general backwardness of the tribal areas on the other. There is a need to subject the proven technology and practices of the developed areas to adaptive research for tribal areas.

### *B. Health Services*

5.6 As regards Health and Health Services, the Committee have been informed that Tribal areas are placed in a happy position as far as health care is concerned; there were as many as 104 medical institutions per lakh of population as compared to 50 such institutions in the State as a whole. The programmes under health include strengthening of the existing institutions and opening of more sub-centres so as to provide health for all by the year 2,000 A.D.

5.7 It has been stated in the Tribal Sub-Plan of the State that the medical and public health services which include services such as improvement of environmental sanitation, control of communicable diseases, health education and nutrition, maternal and child health care, etc., occupy a significant place in a Welfare State. There are at present 3 Civil hospitals, 8 Primary Health Centres, and 13 Civil dispensaries with 166 beds, in the tribal areas of the State. The maintenance cost of equipment, beds, etc., works out to Rs. 2.00 lakhs each in respect of hospitals and Rs. 50,000 each in respect of Primary Health Centres and Civil dispensaries. Similarly, the landed cost of medicines in these areas is also very high. In most of the remote areas many essential drugs are just not available from other sources due to absence of shops. For difficulties of communications, patients cannot also be evacuated to other better hospitals. So more drugs have to be provided in these hospitals and dispensaries.

5.8 The Ninth and Tenth Joint Conference of the Central Council of Health and Central Family Welfare Council recommended the following steps to be taken for accelerating health care facilities for scheduled tribes :

- (1) The States/UTs should take infra-structure support for implementation of various schemes included in the Tribal sub-Plan and Special Component Plan for SCs so that the funds earmarked under these schemes are properly and fully utilised and physical targets achieved as planned.



- (2) Preparation of master plans and conduct of bench-mark surveys by States/UTs should be completed immediately so that these can be integrated in the schemes under the Seventh Five Year Plan.
- (3) The relaxed norms for population coverage by PHCs and sub-centres in Tribal sub-plan areas should be adopted immediately, if not done already. The required number of sub-centres and PHCs as per the relaxed norms should be in position by the end of the Seventh Plan period.
- (4) The present population coverage norms further relaxed for the opening of sub-centres SHCs, PHCs, Additional PHCs, in the tribal hamlets which are 5 kms away from the available health delivery point and also in the SC basties of those villages where the health care facilities are not available, should be implemented.
- (5) Infrastructure developed in tribal areas should be carefully monitored so that the plans made are fully implemented and no diversion of funds takes place. These recommendations need expeditious action.
- (6) Special coaching be given to ST and SC candidates to compete and enter health related institutions including medical colleges as well as to those who have joined the institutions and experience difficulties in undergoing the course.

### *C. Industries & Handicrafts*

5.9 The Committee have been informed in a note that the State, as a whole, is industrially backward; the Tribal areas being more so. Against 1.84 per cent of main workers engaged in "household industry, manufacturing, servicing and repairs" in the State, only 1.48 per cent are so engaged in the tribal belt according to the 1981 census. Because of the geophysical conditions prevailing in the tribal areas, handicrafts is the only industrial activity possible there, specialising in shawl making, Patti, Patoo and socks knitting. Of late carpet weaving has also caught up. One industrial area has been established at Reckong Peo at Kinnaur and one more is proposed at Keylong. DICs are functioning in all the tribal areas.

5.10 Village and Cottage Industries play an important role in providing employment opportunity in rural areas and particularly to the weaker sections of the community with reference to local resources and skill. The tribal areas are rich in mineral and forest resources. Indiscriminate exploitation of mineral and forest resources from these areas in the name of industrial growth has sometimes shaken the faith of tribals in developmental activities. For the economic development of tribals in the long run, it is

necessary to encourage a variety of non-agricultural pursuits as the availability of land is getting diminished day-by-day. The concerted effort has to be made not only for developing skilled jobs useful for village and cottage industries but also to provide broad base for production and marketing. It is necessary to organise cooperative societies of tribal to help tribal artisans and to train tribals to improve their skills and vocational ability.

5.11 As per recommendation of the Working Group on Development of Scheduled Tribes during Seventh Five Year Plan regarding industries, the basic objectives should be to (a) provide fillip to the traditional industries while 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 aim of these steps would be to add to the potential/gainful employment and generate additional income, thereby marking a dent on poverty. The strategy for development of cottage, village and small industries in the tribal areas should include :

- (i) Providing training course to artisans in various trade with a view to improve their technical and entrepreneurial skills;
- (ii) Offering reasonable credit facilities to artisans to establish business units along with ancillary facilities like workshop, tools, and equipment, raw materials, and servicing facilities;
- (iii) To encourage and aid artisans to form their cooperatives;
- (iv) Help in marketing of tribal produce through establishing sales depots, emporia of tribal products;
- (v) Provision of extension of financial assistance for introduction of technological innovation in the existing industrial items; and
- (vi) Techno-economic surveys and feasibility reports based on available raw materials in tribal areas for diversification of the industries programmes.

5.12 It has been stated that the sole objective of development of industrial areas in Himachal Pradesh is to create proper climate for the growth of industries by providing infrastructural facilities, land at concessional price, built up sheds to such small entrepreneurs who have been facing constraint for finance and also to attract industries in specific backward and remote areas.

The scheme also aims at boosting employment opportunities to local people, besides contributing to the economic growth of the State.

5.12 As per departmental policy at least one industrial area is to be established in each district of the Pradesh. One industrial area at Peo in Kinnaur district is already under development and it is expected that another industrial area will be developed in Lahaul and Spiti district. For this purpose an amount of Rs. 4.00 lakhs has been approved for the Seventh Plan period; that for 1986-87 annual plan was Rs. 1.90 lakhs.

#### *D. Tourism*

5.13 The Committee have been informed in a note that the tribal areas in Himachal Pradesh are endowed with rich touristic potential on account of their extreme isolation, centuries old temples, monastries and gompas, unique culture, customs and festivals and snow peaked mountains and natural lakes at high altitudes in the lap of the outer Himalayas. But because of the proximity of the two districts, namely, Kinnaur and Lahaul-Spiti to the international border with Tibet, there are restrictions on both foreign and native tourists visiting certain parts of Kinnaur and Lahaul-Spiti districts. However, tourist accommodation is being built up at Keylong, Udaipur, Manimahesh, Bharmour, Darcha, Peo, Pooh and Dhancho.

5.14 It has been stated in the Tribal Sub-Plan (1980-85) that the tribal areas of Himachal Pradesh are endowed with rich cultural and religious heritage. Such a cultural treasure is a big attraction for the tourists, especially those who hail from foreign countries. The land and the people in these areas have very typical mores and folk lores which could not so far be exposed to the influence of modern civilisation. It is the element of purity of distant culture which has immense attraction for the tourists. These areas of the State could not be thrown open to the tourists of different categories, partly, owing to the restrictions imposed on the foreign visitors to enter these areas. More often than not requests were being received by the Himachal Pradesh Tourism Development Corporation from tourists about these areas which had amply proved that if these areas are thrown open to tourists, it shall gain increasing popularity. Keeping this fact in view, the restrictions imposed on the entry of foreign visitors in these areas had been withdrawn to some extent. Simultaneously, the State Government had succeeded in earmarking some funds creating tourism infrastructure, especially at Bharmour and Keylong.

#### *E. Housing*

5.15 As regards housing in the State of Himachal Pradesh the Committee have been informed in a note that the housing is one of the basic necessities, next to food and clothing. Outlays under this sub-head are being utilized for the rental housing scheme under which housing units are constructed for the residence of State Government employees. Housing

satisfaction for the Government employees in Himachal Pradesh is less than 10% and employees posted in the remote and difficult areas are facing acute problem and discomfort for want of accommodation as there are simply no private houses available for rental in these far-off areas. As per norms laid by the Government of India housing satisfaction of at least 40% at Shimla, 55% in district towns and 70% in remote areas has to be provided necessitating construction of more than 4,000 units requiring an outlay of Rs. 50 crores at the present day cost.

5.16 Funds under the State Plan and that under Finance Commission awards for upgradation of standard of administration in the tribal areas are being utilized to build up housing units. 96 units were built up under the 7th Finance Commission Award and 62 are proposed under that of the 8th Finance Commission Award. 200 housing units are proposed to be added during the 7th Plan period under the normal programme.

5.17 According to the Report of the Working Group on Tribal Development during Seventh Five Year Plan, loan burden and the site shifting are the two problems of tribal housing. The impact of these has to be lessened/avoided as far as possible, if tribal population is to be induced to build better houses for healthier living. In this connection, the Working Group has *inter-alia* recommended as follows :—

“Whatever be the pattern of financing of housing development for the general population, a special housing scheme/pattern should be evolved for the tribal people in view of their extreme backwardness. Under such a scheme the total expenditure may not exceed about Rs. 4,500/- of which fifty per cent may be provided by way of subsidy and the balance fifty per cent by way of loan to be repaid over a sufficiently long period of say, 20 years. A moratorium in repayment for atleast 3 years should be given.

No security for the loan amount should be asked for from the member of the Scheduled Tribe, his existing house site and the structure to be built on it being taken as security. Willing tribal people with adequate house site may be selected for assistance, to start with. Where existing house site is inadequate and its extension by way of fresh assignment of land is possible or a nearby alternative location is acceptable to the family fresh assignment of land should be resorted to.

Generally speaking, acquisition of the new house site should be insisted upon unless the tribal himself volunteers and opts for one of the general schemes where fresh site is visualised.

A certain percentage of allocations under housing both in the Government and the corporate sector, should be earmarked for tribal housing by the State and Central Governments.”

### F. Rural Electrification

5.18 The Committee have been informed in a note that at present the installed capacity of the micro-hydel projects in the tribal areas of the State is 2.214 MW as compared to 134.074 MW in the Pradesh as a whole. 64% of the villages were electrified upto 1984-85 and the remaining will be so done during the 7th Plan itself.

5.19 It has been stated in reply to a question that the target of coverage of rural electrification is envisaged in the Sixth Plan period was 350 villages and achievement was 307 villages (cumulative).

5.20 When asked what were the reasons for non-coverage of rural electrification in the remaining 43 villages, it was stated during evidence that the reason for the shortfall in the target to be achieved was short working season.

### G. Animal Husbandry

5.21 As regards Animal Husbandry, the Committee have been informed that in tribal belt, agriculture being the mainstay of the people, development of animal husbandry assumes added importance; livestock number 2½ times the human population, sheep and goats account for 81% of the total livestock population, poultry farming is rapidly gaining ground as would be revealed from the 26% increase in poultry population as compared to that of only 14% increase in the livestock population during the quinquennium, 1977-82. Livestock population of the tribal areas accounts for 7% of that in the State as a whole. According to the 1982 census, livestock and poultry population for the tribal areas has been described as under :—

Area	Population 1982	
	Livestock	Poultry
1. Kinnaur	92,922	5,233
2. Lahaul	53,020	4,015
3. Spiti	12,666	100
4. Pangi	29,405	—
5. Bharmour	1,58,168	—
<b>Total :</b>	<b>3,46,121</b>	<b>9,348</b>
<b>H.P.</b>	<b>49,66,222</b>	<b>4,61,285</b>

5.22 The tribal areas are better served by veterinary institutions. Compared with 12 such institutions per lakh of livestock population in the Pradesh as a whole, there were 28 such institutions in the tribal areas. Dairying is making its debut in the Kinnaur district.

#### *H. Drinking Water*

5.23 The Committee have been informed in a note that the total number of villages in the Tribal sub-Plan area is 480. The Committee desired to know the number of villages which are not covered by at least one safe drinking water source within a distance of one Kilometer. The Committee have been informed during evidence regarding the problem villages in tribal sub-Plan area which have not been covered by drinking water source/supply as follows :—

“Upto the end of the Sixth Plan, 428 out of 480 villages had been provided piped water supply; the number shall rise to 448 at the end of the Seventh Plan and the remaining shall spill over to the 8th Plan. The progress is slow because the previously completed schemes have also to be augmented and renovated and the remaining villages are mostly problem villages.”

5.24. From the point of view of the quality and accesibility of drinking water sources, villages were categorised as follows for tackling the problems :

- (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-work etc; and
- (c) those where the available water has an excess of salinity, iron, fluorides or other toxic elements.

5.25 Under the Minimum Needs Programme as also the New 20-Point 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 should be one of improvement of existing drinking water sources to make them fit for consumption and provision for a drinking water source within one kilometre of each hamlet.

5.26 The Committee are distressed to note that the progress of agricultural pursuits so far in the tribal areas of Himachal Pradesh has been slow on account of initial difficulties in the posting of staff, difficult approach to the areas and short working seasons. The Committee recommend that necessary staff should be posted in these areas immediately and other impediments in the progress of agricultural pursuits should be removed. Besides infrastructure like storage-godowns, soil testing laboratories, seed production farms etc.

should be created expeditiously in the tribal areas so that the agricultural production is increased enormously which would go a long way in improving the economic conditions of the Scheduled Tribes.

5.27 The Committee further recommend that the addition to the steps being taken for improvement of production of traditional crops like barley and millets, every efforts should be made to encourage and popularise the cultivation of cash crops like potato, sugar-beet seed, Zira, Saffron etc. with a view to augment the income of the farmers living in tribal areas.

5.28 The Committee note that at present there are 3 civil hospitals, 8 primary health centres and 13 civil dispensaries in tribal areas of the State.

The Committee would like to stress that the "Health" programmes including strengthening of the existing institutions and opening of more sub-centres so as to provide health for all by the year 2,000 A.D., as envisaged by the State Government, cannot by themselves be if any Service to the tribal people unless essential drugs are made available in these hospitals and dispensaries. To meet this necessity, the Committee desire that the State Government should take necessary steps for opening of chemists and druggists shops in remote tribal areas.

The Committee are perturbed to note that due to difficulties of communications in the tribal areas patients cannot be evacuated to better hospitals in times of need. The Committee, therefore, recommend that the Ambulances should also be provided in the hospitals to facilitate shifting of patients at the time of emergency from village to hospital or from one hospital to another better equipped hospital.

5.29 The Committee note that according to the Working Group Report on Development of Scheduled Tribes during Seventh Five Year Plan one sub-centre for a population of three thousand and one Primary Health Centre for a population of Twenty thousand need to be established in Tribal areas, as per the norms. Besides, subsidiary Health Centre and Additional Primary Health Centres also need to be set up.

The Committee recommend that the norms for present population coverage for opening of Sub-Centres and Primary Health Centres should be relaxed to cover a population of two thousand and Fifteen thousand respectively.

5.30 The Committee note that 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 local resources and skill. Concerted efforts should, therefore, be made for developing skilled jobs useful for village and cottage Industries and to provide broad base for production and marketing.

The Committee also recommend that cooperative societies of tribals may be set up to help tribal artisans and to train them to improve their skills and vocational ability.

5.31 The Committee stress that a proper climate should be created for the growth of industries by providing infrastructural facilities, e.g. land at concessional price and built up sheds to small entrepreneurs to attract industries in specific backward and remote areas.

5.32 The Committee note that funds under the State Plan and under Finance Commission Award for upgradation of standard of administration in the tribal areas are being utilised to build up housing units. The Committee have been informed that 96 units were built up under the 7th Finance Commission Award and 62 are proposed under the 8th Finance Commission Award. Further 200 housing units are proposed to be added during the 7th Plan period under the normal programme.

5.33 The Committee recommend that the State Government should also carry out a survey in tribal sub-plan area to find out the tribal families who do not have a proper shelter to live in as it will prove useful for proper planning in tribal districts where housing problem is more acute.

5.34 The Committee note that 30 villages were electrified during the Sixth Plan period against a target of 350 villages. The remaining 43 villages are proposed to be electrified during the Seventh Plan period.

The Committee are perturbed to note that the reasons given for non-coverage of rural electrification was 'short working season'. The Committee urge upon the authorities concerned to sort out ways and means to counteract short working season and give top priority to rural electrification to cover up the shortfall quickly by electrifying the remaining 43 villages and intimate to the Committee, the progress made in this direction.

5.35 The Committee note that out of a total of 480 villages in Tribal sub-plan area 52 villages have not been covered by drinking water source/supply upto the end of the Sixth Plan. The Committee have been informed that the progress is slow because the previously completed schemes have also to be augmented and renovated and moreover the aforesaid remaining 52 villages are mostly problem villages.

The Committee recommend that all the problem villages which remained uncovered by the end of Sixth Plan should be provided with at least one assured source of drinking water supply during the Seventh Plan period. The Committee are of the opinion that the policy of Government during Seventh



plan period should not only be to augment the existing water sources but to cover as far as possible, as villages and hamlets with safe drinking water source.

NEW DELHI ;

April 16, 1987

Chaitra 26, 1909 (S)

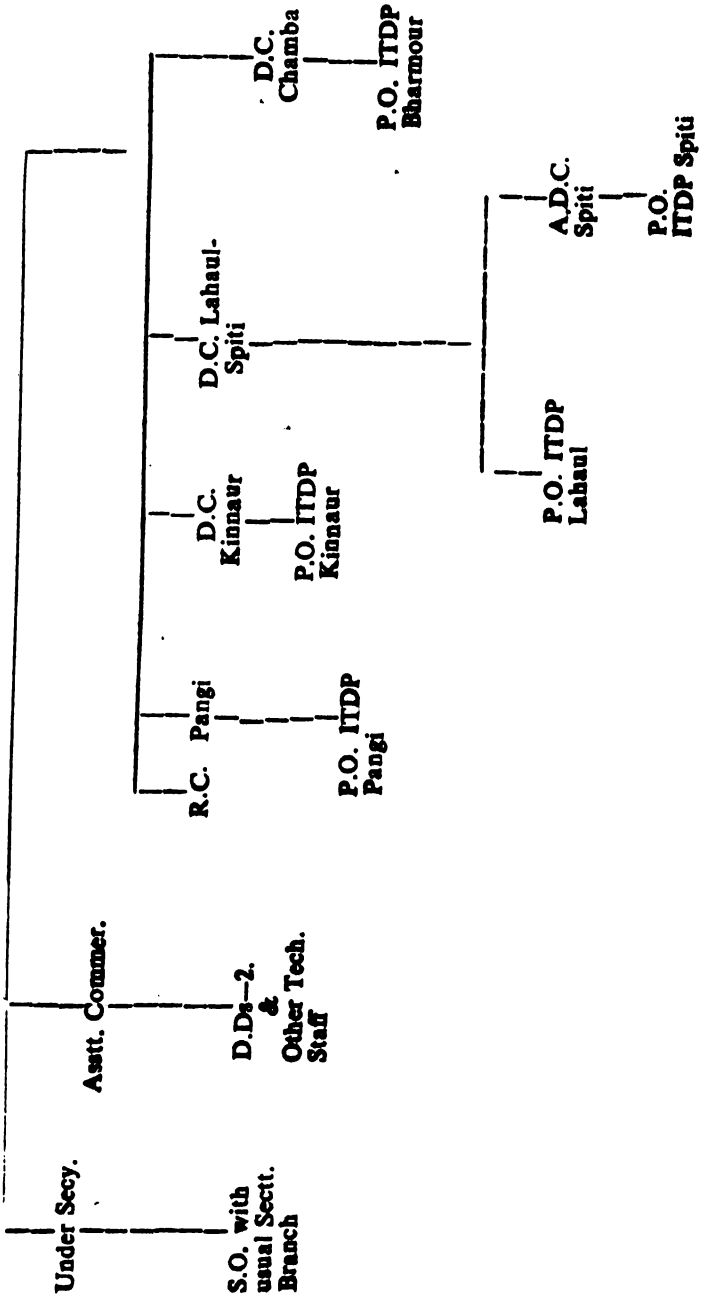
K.D. SULTANPURI.

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

**APPENDIX I**

*(Vide) Chapter II Para 2.8*

**F.C.-cum-Secy. (TD)**



## APPENDIX II

(Vide Chapter III, Para 3.1)

S. No.	Item	Unit	Fifth Plan		Sixth Plan	
			Target	Ach.	Target	Ach.
1.	Area under food grains	000' Hect.	21.90	19.35	21.00	21.00
2.	Area under HYV	—do—	2.80	2.80	4.70	4.70
3.	Area under Horticulture	Hect.	2304	3756	5061	6058
4.	Area under Soil Conservation	—do—	217	217	1750	1592
5.	No. of Vety. Dispensaries.	No.	8	8	25	20
6.	No. of Vety. Hospitals.	—do—	4	4	10	9
7.	Area under quick growing species.	Hect.	250	188	1350	1721
8.	No. of all types of Cooperative Societies.	No.	145	145	150	150
9.	Agri. produce marketed by Coops.	Ra. in lakh.	50.00	245.02	200.00	889.16

10. Area under minor Irrigation.	Hect.	820	218	2357	2337
11. Villages Electrified.	No.	179	150	200	307
12. Installed Capacity.	M.W.	2.28	1,363	4.50	2,214
13. Small Scale Industry Units	No.	97	217.	600.	505
14. Enrolment in Classes.					
i) I-VIII. '000	No.	21.1.	19.5	25.5	29.2
ii) IX-XI	No.	1143.	1274	1480	1712
15. No. of Primary Schools.	No.	399	385	410	422
16. No. of Middle Schools.	No.	75	82	88	91
17. No. of High Schools.	No.	32	32	38	43
18. No. of Hospitals.	No.	3	3	3	3
19. Primary Health Centres.	No.	8	8	11	11
20. Ayurvedic Dispensaries.	No.	54	46	55	51
21. Villages served with piped water supply.	No.	286	286	480	428
22. Dev. of Home sites.	No.	279	410	600	600
23. Scholarships awarded.	No.	900	952	1500	1500

## APPENDIX III

(Vide Para 4 of Introduction)

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

Sl. No.	Para No. in Report	Summary of Conclusions/Recommendations
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1	2	3
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1. 1.19

The Committee note that the Working Group on Development of Scheduled Tribes (1985-90) have 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. The Committee recommend that the Central Government in unison with the Government of Himachal Pradesh should make concerted efforts towards these objectives and ensure systematic execution of various schemes in sub-Plan area of the State.

2. 1.20

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 in his task by several officers of the level of Section Officer and above.

3. 1-21

However, in the Planning Commission there is no separate organisation set up to deal with the ITD Projects and the Backward Classes and Tribal Development Division of Planning Commission deals with Planning for Scheduled Tribes development and is headed by an Adviser. The Committee further note that the Ministries/Departments of Health & Family Welfare, Transport, Surface Transport (Roads Wing), Agriculture (Deptt. of Agriculture & Cooperation), Communications, Human Resources Development (Deptt. of Education), Finance (Deptt. of Economic Affairs), Water Resources and Information and Broadcasting, have separate Cells to deal with matters relating to tribal sub-Plan.

4. 1-22

The Committee are concerned to note that there is no district machinery in the Ministry of Welfare or in the Planning Commission to oversee the implementation of Integrated Tribal Development Programmes being implemented in the tribal areas. The Committee, therefore, 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 Tribal Development Schemes.

5. 1-23

The Committee firmly believe that in order to have effective development programmes in the tribal areas, there should not be diffusion of responsibility and remote control and coordination *i.e.* the flow of authority from the top to bottom should be through a well defined single channel and *vice-versa*.

6. 1-24

During evidence when the Committee desired to know the State Government proposed to introduce single line administration in other

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ITDPs on the lines of Pangri where a Resident Commissioner with full powers of all heads of Departments had been posted, the representative of the Government of Himachal Pradesh stated that "this experiment was introduced in April, 1986. The Results are being watched. After analysing the results, State Government might consider extending it to other areas. However, the project officers posted in other areas have no direct control over the project level officers and coordination is being established at that level through the project advisory Committee. This work is going on. But a single line administration as in Pangri is not being introduced in other areas.

7.

1.25

The Committee have no doubt that to have effective development programmes in the tribal areas, the flow of authority from top to bottom should be through a well defined single channel. The Committee are sure that the experiment introduced in April, 1986, in Pangri is almost one year old and by now the Government of Himachal Pradesh should have been able to assess the results. The Committee, therefore, recommend that the State Government of Himachal Pradesh should introduce single line administration in other ITDPs also on the lines of one already introduced in Pangri which the Committee hope might have proved to be successful.

8.

2.20

The Committee note that the Planning Commission is only concerned with broad aspects of Planning and the Strategy to be adopted for the country including the several groups like the Tribals. It does not associate

itself with the implementation of the schemes or programmes at the project levels. The Committee recommend that the Planning Commission should conduct evaluation studies at regular intervals on various aspects through the programmes evaluation organisation which may include the evaluation of the working of the ITDPs also to oversee implementation of the sub-Plan.

9. 2.21 The Committee are surprised to note that the Tribes Advisory Council, Himachal Pradesh held only one meeting each in 1984-85 and 1985-86.

10. 2.22 The Committee recommend that Tribes Advisory Council should hold its meetings more frequently and at least once in six months to make it more effective in assessing the progress in administrative and developmental matters in the State and help in taking corrective measures in time wherever necessary. This will also quicken the pace of follow-up action on its recommendations. The Committee desire that the Tribal Welfare Department should also ensure that proper follow-up action is taken on the recommendation of the Tribes Advisory Council within a reasonable time. 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.

11. 2.23 The Committee note that the training courses have been organised by the Department of Personnel and Administrative Reforms in the



Administrative Training Institute to give tribal orientation to the State personnel. The Committee desire that steps should be taken to see that the trained personnel of the State Governments are fully associated in the implementation of various schemes.

2-24

12.

The Committee also recommend that as the local M.P.s and Members of the Legislative Assembly are well conversant with the problems of Scheduled Tribes in their respective areas, they should be associated in the formulation as well as implementation of schemes in tribal sub-plan area either as coopted members or as special invitees.

3-26

13.

The Committee recommend that the whole system of policy planning and coordination by the Ministry of Welfare should be reviewed and strengthened with a view to making it foolproof and ensuring that the funds quantified by various Ministries reached the State Government in time for proper utilisation.

3-27

14.

The Committee were assured during the evidence that the Ministry of Welfare would issue fresh instructions regarding Central Schemes for providing fund assistance to State Governments and proper channelisation of such assistance so that the State Governments could take full advantage of the Central schemes. The Committee recommend that the aforesaid fresh and clear instructions should be issued forthwith to all the State Governments to enable the State Governments to take advantage of the Central Schemes as best as possible.

- 15.** **3-28** The Committee recommend that there should be a proper monitoring system at the central level and teams of officers of the Ministry of Welfare, Planning Commission and the Ministry concerned with its sectoral programmes should visit the projects in the Tribal sub-Plan areas of the State as often as possible to assess the pace of development and suggest corrective measures where necessary so that no resources are wasted due to any misunderstanding in any field.
- 16.** **3-29** The Committee note that the Central Ministries have set up special cells to monitor the quantification of funds and implementation of programmes in tribal areas. The Committee trust that the special cells 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.
- 17.** **3-30** In the Report of the Working Group on development of Scheduled Tribes during the Seventh Five Year Plan (1985-90); it has been emphasised that State level monitoring should continue to be the responsibility of the State Governments. As any laxity in the approach to monitoring is bound to be detrimental to efficient achievement of the objectives and the targets, a Special Officer for monitoring and evaluation belonging at least to class II of the State Cadre should be appointed full time on a whole time basis in States having good number of I.T.D.Ps tribal pockets and primitive tribe pockets. Such an officer should be relieved of any other duties and made squarely responsible for effective monitoring.

The Committee, therefore, recommend that the monitoring and evaluation should be strengthened in the State of Himachal Pradesh on the above

lines so that there is proper assessment of the progress achieved in various programmes being implemented in tribal sub-plan areas.

18.

3.31

The Committee are happy to note that for proper monitoring and evaluation of tribal development programmes/schemes 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 Committee have also been informed that the Ministry has prescribed monthly and quarterly progress reports for reporting progress by the States about Tribal Developmental Programmes.

The Committee hope that the monthly and quarterly progress reports regarding Tribal Developmental Programmes would be submitted regularly by the States and the same would be assessed meticulously by the Ministry and follow-up instructions issued to the concerned authorities in the State in time for betterment of economic conditions of the tribals.

19.

4.20

The Committee note that the Working Group on the Development of Scheduled Tribes for the Seventh Five Year Plan have *inter-alia* recommended that the State Governments should follow the guidelines set down by the Ministry of Social Welfare, and liquor vending in tribal areas should cease altogether. The Committee desire that the various remedial administrative measures\* suggested by the Working Group on Development of Scheduled Tribes during the Seventh Five Year Plan (1985-90) should be

taken immediately and earnestly pursued in letter and spirit and the State Government of Himachal Pradesh should evolve a suitable machinery for the same. The State Government should also follow the guidelines set down by the Ministry of Social Welfare meticulously so that liquor vending in Tribal areas ceases altogether at the earliest.

4-21

20.

The Committee note that the policy in the forest sector has two different aspects, one is concerned with prevention of exploitation of Tribals in the forestry sector area and the second is regarding the development of forests and Tribals who have a symbiotic relationship with each other.

With a view to check exploitation of tribals and to ensure a fair price for the primary tribal collectors of forest produce, the Committee recommend that the State Government should pay due attention to departmental working of forest and control and nationalisation of trade of forest produce. The Committee desire that with a view to eliminating middlemen dealing in forest produce Cooperativisation of forest labour, primary marketing societies dealing in forest produce and procurement of minor forest produce should be given due weightage by Government.

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(1) A stricter policy of licensing and opening liquor shops in the tribal areas should be followed while complying with the guidelines enunciated by the Ministry of Social Welfare.

(2) The scope of selling the traditional liquor which is cheaper than the other forms of liquor through Government agencies may also be explored.

(3) 'Sanskar Kendras' to wean the tribals from drinking on the pattern organised in Gujarat should be introduced in tribal areas through voluntary agencies who may be assisted cent-percent by Government of India from Special Central Assistance.

The Committee note that some States in the country like Madhya Pradesh and Orissa have already enacted legislation enabling nationalisation of all or several items of forest produce. As suggested by the Working Group on the Tribal Development, the Committee therefore recommend that the Government of Himachal Pradesh should also pass an enactment 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, as has been done by State Government of Madhya Pradesh and Orissa.

The Committee also recommend that the progress of development of forest villages should be reviewed by a high level Committee at the State level functioning under the Tribal Development Commissioner/or the Chief Conservator of the Forest.

21.

4.22

The Committee desire that as per suggestion given by the Working Group on Tribal Development during the Sixth Plan period, the Bureau of Public Enterprise should take up leadership role at the national level for location of modern, major and medium industries in tribal areas and the Ministry of Welfare should also be represented in the licencing Committee for industrial development in the tribal areas.

22.

4.23

The Committee note that according to the new 20-point economic programme, the provision of drinking water supply, particularly in problem villages, is considered a priority item. The Committee recommend that

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 should be made in the tribal areas of the Government of Himachal Pradesh.

23.

4.24

The Committee note that the National Education Policy which has been adopted by the Parliament in 1986 takes note of the disparity existing in education between the tribals and non-tribals. The Committee recommend that every effort should be made to bridge this disparity and on equalisation of educational opportunity for Scheduled Tribes. Priority should be accorded to opening of Ashram Schools and construction of school buildings in tribal areas.

The Committee desire that the points enumerated in the New Education Policy for removal of disparity in education should be borne in mind while preparing detailed schemes for amelioration of Scheduled Tribes.

The Committee note that the literacy percentage among the Scheduled Tribes has been stepped up from 12.85 percent in 1961 to 21.89 in 1971 and 30.73 in 1981. The Committee also note that literacy among females continues to be weakest point. It has been stated that their literacy percentage was only 15.47 as compared to 31.46 for the State.

24.

4.25

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

cent percent coverage is achieved at the primary stage. Besides, sufficient funds should be provided for construction of schools, working conditions for teachers etc. improved and emphasis should be laid on qualitative improvement of education and strengthening of the infrastructure in tribal areas.

25.

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The Committee are distressed to note that the progress of agricultural pursuits so far in the tribal areas of Himachal Pradesh has been slow on account of initial difficulties in the posting of staff, difficult approach to the areas and short working seasons. The Committee recommend that necessary staff should be posted in those areas immediately and other impediments in the progress of agricultural pursuits should be removed. Besides infrastructure like storage-godowns, soil-testing laboratories, seed production farms etc. should be created expeditiously in the tribal areas so that the agricultural production is increased enormously which would go a long way in improving the economic conditions of the Scheduled Tribes.

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The Committee further recommend that in addition to the steps being taken for improvement of production of traditional crops like barley and millets, every effort should be made to encourage and popularise the cultivation of cash crops like potato, sugar-beet seed, Zira, Saffron etc. with a view to augment the income of the farmers living in tribal areas.

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