

**COMMITTEE ON THE WELFARE OF
SCHEDULED CASTES AND
SCHEDULED TRIBES
(1994-95)**

(TENTH LOK SABHA)

FIFTY-FIRST REPORT

MINISTRY OF WELFARE

Working of Integrated Tribal Development Projects in Maharashtra



*Presented to Lok Sabha on 28-4-1995
Laid in Rajya Sabha on 27-4-1995*

**LOK SABHA SECRETARIAT
NEW DELHI**

April, 1995 / Vaisakha, 1917 (Saka)

Price : Rs. 16.00

43R
51

CONTENTS

	PAGE
COMPOSITION	(i)
INTRODUCTION	(iii)
CHAPTER I	
ORGANISATIONAL SET-UP AND MONITORING	
A. Introductory	1
B. Organisational set-up	2
C. Monitoring and Implementation	4
CHAPTER II	
ADMINISTRATIVE MEASURES	
A. Governor's Report	8
B. Tribal Advisory Council	9
C. Single Line Administration	12
CHAPTER III	
PROJECTIVE MEASURES	
A. Excise Policy	14
B. Land Alienation	16
C. Project Affected Tribals	18
CHAPTER IV	
SECTORAL PROGRAMMES	
A. Education	20
B. Health	23
C. Forestry	25
D. Implementation of various Developmental Schemes	27
E. Representation of SCs and STs in service in ITDP area	29
APPENDIX	31

COMPOSITION OF THE COMMITTEE ON THE WELFARE OF
SCHEDULED CASTES AND SCHEDULED TRIBES
(1994-95)

Shri Paras Ram Bhardwaj—*Chairman*

MEMBERS

Lok Sabha

2. Smt. Dil Kumari Bhandari
3. Shri Bapu Hari Chaurc
4. Shri Harchand Singh
5. Shri Kamla Kumari Karcodula
6. Shri Ganga Ram Koli
7. Shri Purna Chandra Malik
8. Shri Bheru Lal Mccna
9. Shri K.H. Muniyappa
10. Shri Lalit Oraon
11. Dr. (Smt.) Padma Nammalvar
12. Shri Chhedi Paswan
13. Shri Raj Narain
14. Shri Premchand Ram
15. Shri Arjun Charan Sethi*
16. Dr. (Smt.) K.S. Soundaram
17. Shri Kodikkunnil Surcsh
18. Dr. Ramesh Chand Tomar
19. Shri Phool Chand Verma
20. Shri Manikrao Hodlya Gavit

Rajya Sabha

21. Shri Raj Babbar
22. Shri Ram Dco Bhandari
23. Shri Gaya Singh
24. Shri Hiphci
25. Shri Satya Prakash Malaviya
26. Kumiari Mayawati
27. Shri V. Narayanasamy
28. Shri Kameshwar Paswan
29. Shri Ram Ratan Ram
30. Shri S.S. Surjewala

SECRETARIAT

1. Shri S.N. Mishra — *Additional Secretary*
2. Shri G.C. Malhotra — *Joint Secretary*
3. Shri Babu Ram — *Deputy Secretary*

* Ceased to be Member of the Committee on his resignation from Lok Sabha w.e.f. 24 March, 1995.

INTRODUCTION

1. The Chairman, Committee on the Welfare of Scheduled Castes and Scheduled Tribes, having been authorised by the Committee to finalise and submit the Report on their behalf present this Fifty-First Report (Tenth Lok Sabha) on the Ministry of Welfare—Working of Integrated Tribal Development Projects in Maharashtra.

2. The Committee took evidence of the representatives of the Ministry of Welfare and State Government of Maharashtra on 22 Sept. and 23 Sept. 1994. The Committee wish to express their thanks to the officers of the Ministry of Welfare and State Government of Maharashtra 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 25 April, 1995.

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

NEW DELHI;
April 26, 1995

6 Vaisakha, 1917 (S)

PARAS RAM BHARDWAJ,
Chairman,
Committee on the Welfare of
Scheduled Castes and Scheduled Tribes.

CHAPTER I

A. Introductory

The Scheduled Tribes and the area which they inhabit in large concentration enjoy a special protection under the Constitution of India. Under Article 46 of the Constitution of India the Directive Principles of State Policy enjoin on the State to promote with special care the educational and economic interests of the weaker sections of the Society particularly those of Scheduled Castes and Scheduled Tribes, besides protecting them from social injustice and all form of exploitation. Thus, in view of the need for an incisive approach to the tribal demographic concentrations and due to the realisation of the fact that all the planned activities undertaken for the development of tribal people lacked both direction and integration in its format, design and implementation the Government decided to switch on to a new practical approach i.e. Integrated Area Development Approach. For this purpose the areas under the Fifth Schedule of the Constitution have been rationalised so as to provide a more effective protection to the tribals and for better implementation of the plans.

1.2 For operational purposes the Tribal Sub-Plan Areas have been organised into Integrated Tribal Development Projects (ITDPs). In other words a group of Blocks which generally comprise a tehsil, where the tribal population is 50% or more of the total population has been taken as the basic Unit for planning and development of the new tribal development programme. This Unit is known as Integrated Tribal Development Project (ITDP). It is this level at which entire development efforts have been integrated. The problem of areas, resource potentiality and felt-needs of the people have been tackled under the programmes in these projects.

1.3 This ITDP concept came to Maharashtra in 1975-76 and since then ITDP Blocks have been identified in the State for implementation of various developmental activities in the interest of teeming tribals.

1.4 As per 1991 census the total population of Maharashtra is 789.37 lakhs out of which 73.18 lakhs belong to Scheduled Tribes amounting to 9.27% of the total population. The tribal population in the TSP (Tribal Sub-Plan), ATSP (Additional Tribal Sub-Plan), M.A.D.A. (Modified Area Development Approach) and Mini MADA areas of Maharashtra is 29,231 amounting to 58.40 per cent of the total population of the aforesaid areas. There are 16 ITDP projects in Maharashtra covering 6976 villages in 17 Districts. Four Additional Projects having less than 50%

tribal population have been identified and declared as Additional Tribal Sub Plan Areas by the Maharashtra Government.

B. Organisational Set-up

1.5 As regards the Organisational set up in the Ministry of Welfare and other Ministries/Departments of the Union Government for dealing with ITDPs the Committee have been informed that the Ministry of Welfare has a Tribal Development Division for dealing with tribal matters including working of ITDPs. The Division is headed by a Joint Secretary who reports through Additional Secretary/Secretary to Minister.

1.6 According to the Allocation of Business Rules, 1961 as amended from time to time, the Ministry of Welfare will be the nodal Ministry for overall policy, planning and coordination of programmes of development for SCs and STs. In regard to sectoral programmes and schemes of development of the tribal communities, policy planning and monitoring, evaluation etc. as also their coordination will be the responsibility of the concerned Central Ministries, State Governments and Union Territory Administration. In other words, each Central Ministry or Department will be the nodal Ministry or Department concerning its sector. The following Ministries/Department have set up cells for dealing with tribal problems:—

1. Agriculture and Co-operation
2. Communications
3. Energy
4. Environment and Forests
5. Food and Civil Supplies
6. Health and Family Welfare
7. Human Resource Development (Department of Education)
8. Information and Broadcasting
9. Labour
10. Petroleum and Natural Gas
11. Surface Transport
12. Textiles
13. Water Resources

1.7 During evidence the Secretary, Ministry of Welfare stated that the welfare of tribals was not that of the Ministry of Welfare alone. Rather it has been made the responsibility of all the Ministries/Departments put together. All these Ministries/Departments should think of the tribal people, prepare plans, provide resources and then implement the programmes.

1.8 When the Committee desired to know whether there was any distinct machinery, apart from the Tribal Development Division, in the Ministry of Welfare to oversee the implementation of the working of ITDPs, it was replied in the negative.

1.9 The Committee were informed that the administration of the Tribal Development Department in Maharashtra was carried out at three levels viz. (i) State level and the Commissioner of Tribal Development; (ii) Regional level through Additional Commissioners of Tribal Development; and (iii) Project level through the Project Officer, ITDP.

(i) State Level

1.10 In May, 1983 the Tribal Development Department was separated from the Social Welfare Department with a full-fledged Secretary in charge who was also known as the Commissioner for Tribal Development. But in January, 1992 the field machinery of the Department was reorganised and an independent post of Commissioner for Tribal Development was created thus relieving the Secretary of the field responsibilities. Three Joint/Deputy Secretaries, four Under Secretaries and eighteen Assistant Secretaries/Section Officers and supporting clerical staff assist the Secretary in carrying out the day-to-day administration of the Department at Mantralaya.

1.11 The Committee were also informed that from 15.1.1992 the Directorate of Tribal Development has been upgraded into a Commissionerate with the creation of the post of Commissioner for Tribal Development at Nasik in place of the erstwhile Director. The Commissioner is assisted by five Deputy Commissioners, three Assistant Commissioners and other supporting staff. Besides being the Head of the Department the Commissioner is the Chief Controlling and Monitoring Authority for Schemes implemented under Tribal Sub-Plan.

(ii) Regional Level

1.12 At regional level there are 4 Additional Commissioners for Tribal Development at Thane, Nasik, Amravati and Nagpur. Each Additional Commissioner is assisted by one Deputy Commissioner, one Assistant Commissioner and one Chief Accounts and Audit Officer and supporting clerical staff. The Additional Commissioners are the regional Heads and are declared Heads of the Departments for certain purposes.

(iii) Project Level

1.13 In the field there are 24 Project Officers who are assisted in their day-to-day work by Assistant Project Officers and supporting clerical staff. The Project Officers heading the ITDPs are drawn from the I.A.S. or I.F.S. and have been given the power of Additional Collectors as well as those of Chief Executive Officers of Zilla Parishads. As such the Project Officers have both the regulatory and developmental responsibilities in addition to the sanctioning and disciplinary powers.

1.14 Besides the aforesaid three-tier organisational set-up there are two more Institutions working for the development of the tribals in the field. They are the Tribal Research and Training Institute, Pune and Maharashtra State Co-operative Tribal Development Corporation Ltd., Nashik.

C. Monitoring and Implementation

1.15 The Committee have been informed that guidelines have been issued by the Planning Commission to State Governments *vide* D.O. letter No. PC(P) 2/2/93-Guidelines dated September 4, 1993 for preparation of Tribal Sub-Plan. The Ministry of Welfare have asked the State Governments to ensure flow of funds to Tribal Sub-Plan at least in proportion to the ST population in the State. The State Governments have been asked to adopt the model under which the TSP funds are placed at the disposal of Tribal Welfare Department which in turn would decide inter-sectoral priority and allocation in consultation with various line Departments.

1.16 To a specific query of the Committee regarding the nature of liaison and co-ordination among the State Government, Central Government and Planning Commission for preparation and implementation of ITDP programmes it was stated that there was interaction among the State Government, the Ministry of Welfare and the Planning Commission to discuss the Tribal Sub-Plan every year. Meetings are also held with the Secretaries and Ministers incharge of Tribal Development of various States from time to time.

1.17 During the course of evidence, the representative of the State Government of Maharashtra apprised the Committee that there was no special machinery for the formulation of the Tribal Sub-Plan between the Ministry of Welfare and the State Department. But the State Government of Maharashtra has developed a very elaborate procedure in Maharashtra for dealing with the working of ITDPs.

1.18 She further stated that the interaction between the State Government and the Ministry of Welfare was quite adequate. Whenever they had a problem on any side, whether it was delimiting the TSP areas or getting further Special Central Assistance sanction etc. they were free to come to Delhi and sit with the Officers in the Ministry of Welfare and get their guidance, their approval and so on.

1.19 The Committee enquired the role of the Ministry of Welfare in monitoring the ITDPs in the States. The Secretary, Ministry of Welfare replied:

".....there was a Central Planning Committee earlier constituted under my Chairmanship by the Prime Minister's Office. It was in the context of Amravati District, where large number of Children died a few years ago.We have identified certain Districts and Blocks in some tribal States where some work can be done. I think money is not a problem."

1.20 To a specific query of the Committee whether any such Central Standing Committee had been constituted to oversee the implementation of the working of ITDPs in Maharashtra, the representative of the State Government submitted that two State level Committee *i.e.* Policy Considering Committee and the Empowered Committee had been constituted in Maharashtra under the Chairmanship of the Chief Secretary and the Principal Secretary (Finance) respectively. She further stated:

"If we have a Standing Committee that is going to take a formal review every three months or six months, I feel that we will have to spend so much time in putting all the expenditure figures and that is much less effective than the way in which we are going about it now. Now, our view is that whenever there is a problem we should solve it quickly..... So, my personal view is that the present system is working quite satisfactorily as far as the State Government is concerned."

1.21 The representative simultaneously expressed her views that if the Secretary and the policy making level officers were going to be true to their job they should do a certain amount of field travel to learn what was happening at that level.

1.22 Then the Committee asked if the State Government of Maharashtra was feeling that the system was working satisfactorily, then why the performance of the State Government was not satisfactory in some cases as would be highlighted in subsequent chapters. In reply the Secretary, Tribal Welfare Department of Maharashtra stated that no amount of amendment in procedure, system or the structure would yield result unless and until dedicated workers were found to work in the tribal sector.

1.23 The Committee wanted to know the steps taken by the State Government to post dedicated workers in the field of Tribal Development. In reply it was stated that the State Government had issued instructions time and again to the various implementing Departments to post dedicated workers having good work record in the Tribal Sub-Plan area. It had been impressed upon the several administrative Departments and the respective Heads of Departments to post honest and sincere workers in the TSP area.

1.24 During evidence the Secretary, Tribal Welfare Department apprised the Committee that the problem with the Government programme was that when one good officer came, he was transferred, and the new one did not have that much experience. To overcome this difficulty the State Government was involving Non-Governmental Organisations (NGOs) in tribal areas. For example in Raigad District the Tata Institute of Social Sciences, due to its credibility with the primitive tribes, was involved to undertake research work.

1.25 The Committee note that the Ministry of Welfare is the nodal Ministry for overall policy, planning and coordination of programmes relating to the development of Scheduled Castes and Scheduled Tribes. For this purpose the Ministry has a Tribal Development Division headed by a Joint Secretary for dealing with all tribal matters including working of ITDPs. But apart from this Tribal Development Division, there is no distinct machinery in the Ministry of Welfare to oversee the implementation of the working of ITDPs in various States. Keeping in view the significance and magnitude of the ITDP programme the Committee would like the Ministry of Welfare to constitute a separate cell with adequate staff under the Tribal Development Division to exclusively deal with the ITDP Programmes in various States.

1.26 The Committee also note that under the Allocations of Business Rules, 1961 as amended from time to time each Central Ministry and Department is the nodal Ministry/Departments concerning its sector towards Tribal Development. In this context 13 Ministries/Departments have set up cells for dealing with Tribal Problems. The Committee recommended that the Ministry of Welfare should prevail upon the other concerned Ministries and Departments to set up similar cells for effective implementation of Tribal Development Programmes.

1.27 The Committee agree with the views of the Secretary, Ministry of Welfare that the responsibility of tribal development is not that of the Ministry of Welfare alone. However the Committee opine that the Ministry of Welfare being the nodal Ministry for overall policy, planning and coordination of developmental programmes, has to play a greater role vis-a-vis other Ministries/Departments.

1.28 The Committee note that the Government of Maharashtra has developed a three tier administrative set up at State Level, Regional Level and Project Level for smooth implementation of Tribal Development Programmes. In the system at the regional level, four Additional Commissioners have been appointed at Thane, Nasik, Amravati and Nagpur. The Committee recommend that the Maharashtra Government should further streamline the process by appointing more such Additional Commissioners at other Regions where Tribal concentration is significant.

1.29 The Committee observe from the statement of the representative of Maharashtra Government that the interaction between the State Government and the Ministry of Welfare is quite adequate so far as formulation and implementation of Tribal development programme is concerned. The Committee also note that two State level Committees have been constituted to oversee the working of ITDPs in Maharashtra. But the State Government is not in favour of the constitution of any Central Standing Committee as in their view it would be less effective and more time consuming. The Committee however, would like the Ministry of Welfare to constitute Central Planning Committees in the identified tribal

areas, as has been done in the case of Amravati District earlier, so that unforeseen problems in these areas are tackled successfully.

1.30 The Committee feel that periodical field visits to the ITDP areas is one of the most important monitoring system with the Central Government, because these visits can not only motivate the ground level workers to work with more enthusiasm but also boost the morale of the needy tribals. The Committee, therefore, urge upon the Ministry to conduct field visits to ITDP areas regularly.

1.31 The Committee opine that no amount of amendments in procedure, system or structure would yield results, unless dedicated workers are found to work in the tribal areas. The Committee are happy to note that the Government of Maharashtra is taking a number of steps to ensure that dedicated workers are posted in the Tribal Sub-Plan areas. They are, however, concerned to note that the tendency that when one good officer is posted in the tribal areas he is transferred either on his own request or by the Government itself. The Committee feel that any Government or Institution can ill afford to lose workers of proven capability and dedication. They, therefore, recommend that the State Government of Maharashtra should take all efforts to ensure that dedicated good workers posted in tribal areas are not transferred every now and then.

1.32 The Committee note that the State Government is involving Non-Governmental Organisations in tribal areas to overcome the difficulty of frequent transfer of experienced workers. The Committee feel that it is a step in the right direction and would like the Maharashtra Government to engage more such NGOs in the development of tribal areas in future also. The Committee also opine that this can be done side by side with the posting of experienced and dedicated workers in tribal areas.

CHAPTER II

ADMINISTRATIVE MEASURES

A. Governor's Report

Clause 3 of the Fifth Schedule to the Constitution provides that the Governor of each State having Scheduled Areas there shall annually or whenever so required by the President make a Report to the President regarding the administration of the Scheduled Areas in that State. In this connection the Committee desired to know whether these Reports were being received regularly from the Governor of Maharashtra State. In reply it was stated that it became difficult to compile this Report promptly and in time as information was required to be collected from various sources and agencies. It was also stated that the last report presented to the President of India was for the year 1989-90. The Draft Report for the year 1990-91 was ready and was being processed to obtain approval of the Governor of Maharashtra. The Reports for subsequent years viz 1991-92 and 1992-93 were under compilation.

2.2 During evidence the Committee desired to know the specific steps taken by the State Government to get the Reports presented to the President in time. In reply the representative stated that earlier the responsibility for preparing these Reports was given to the Tribal Research Institute resulting in considerable delay of presentation of these Reports to the President. Therefore, the office of the tribal Commissioner had been asked to prepare the Report and the three Reports would go to the Governor soon.

2.3 When the Committee enquired the role of the Ministry of Welfare in expediting the preparation and presentation of the Governor's Reports the Secretary, Ministry of Welfare replied that it was for the State Government to collect the information, compile it and send the Report. However, on their part the Secretary himself had written to the State Governments requesting that the Report for the previous year must reach the Ministry by the end of September of the following year. A communication in this regard was also sent by the Welfare Minister on 13th October, 1993.

2.4 The Committee expressed their surprise over the fact that despite the aforesaid communications to the State Governments why Maharashtra Government had failed in presenting the Governor's Report in time. In reply the Secretary, Ministry of Welfare stated:

"I fail to see why in a good Government like Maharashtra this should happen. In Andhra Pradesh also this has happened."

2.5 The Committee then desired to know whether the Central Government had ever issued any Directions to the State Governments as per the Provisions contained in clause 3 of the Fifth Schedule, the Secretary, Ministry of Welfare replied;

"I think, we have never issued any direction to any State Government on the subject."

2.6 When the Committee enquired whether that could be done in future, the representative replied;

"It depends upon the decision of the Government."

2.7 The Committee are unhappy to note that after 1989-90 the Governor's Report relating to the administration of the Scheduled Areas in Maharashtra has not been presented to the President of India. Compilation of data from various sources and agencies undoubtedly takes time, but the extent of delay that has occurred in case of Maharashtra Government in presenting this important document is hardly justified. The Committee, therefore, recommend that the State Government of Maharashtra should take immediate steps to present the pending Governor's Report to the President of India. The Committee would also like the Government of Maharashtra to ensure that in future the compilation and presentation of the Governor's Report to the President do not take inordinate long time. The Committee hope that the entrusting of the job to the Tribal Commissioner in place of the Tribal Research Institute would be helpful.

2.8 The Committee are surprised over the casual approach of the Ministry of Welfare in compilation and presentation of the Governor's Report. Although communications were sent to the State Governments in this regard from the Welfare Minister and the Secretary, no mandatory directions under clause 3 of the Fifth Schedule of the Constitution have ever been issued to any State Government.

2.9 The Committee, therefore, urge upon the Ministry to examine the feasibility of issuing directions to all the State Governments to present the Governor's Report in time. The Committee may be apprised to the progress made in this regard expeditiously.

B. Tribal Advisory Council

2.10 The Committee have been informed that the main function entrusted to the Tribal Advisory Council under the Constitution of India is to advise on such matters pertaining to the Welfare and advancement of

the Scheduled Tribes in the State as may be referred to them by the Governor. In other words, Tribal Advisory Council (TAC) is an important instrument fashioned to take an overall view of the efficiency of the administration in tribal areas of the State and can substantially contribute through constructive criticism and suggestions towards improvement of administration.

2.11 The Maharashtra Tribal Advisory Council consists of 20 Members including Secretary, Tribal Development as an official Member-Secretary to the Council. The Chief Minister and the Minister, Tribal Development are the ex-officio Chairman and ex-officio Vice-Chairman of the Council respectively. Fifteen Tribal Representatives in the State Legislature are nominated to the Council by the Government whereas two persons belonging to ST category are nominated by the Governor.

2.12 The Committee wanted to know how many meetings of the Tribal Advisory Council had been held during the last five years and what were the stipulations in this regard. In reply it was stated that in "Maharashtra Tribal Advisory Council Rules, 1960" it is laid down that the council shall ordinarily meet once in every six months. But in 1989, 1990, 1992 and 1993 the council has met once in each year whereas in 1991 not a single meeting was held.

2.13 The Committee enquired the reasons for which no meeting of the council could be held in 1991. In a supplementary information it was stated that meeting was fixed two times in 1991 but because of some unavoidable circumstances and heavy schedule of the Chief Minister the meeting could not be held.

2.14 During evidence the Committee pointed out that in the absence of the Chief Minister, the Minister, Tribal Development could have conducted the meeting. In reply the representative of the Maharashtra Government stated that the Chief Minister said that the Tribal Development Minister could conduct the meeting if he wanted. But the Tribal Minister said that other Members' views might be taken. The other Members in turn told that they would attend the Meeting if the Chief Minister was there. In the process the meeting could not be conducted in 1991.

2.15 When further asked why the council met only once instead of the stipulated twice-a-year during 1989, 1990, 1992 and 1993, the Committee were informed that conducting Council meetings was a time consuming procedure and moreover the Government felt no urgency of the second meeting of the TAC during the aforesaid years.

2.16 To a specific query whether the TAC has met twice in any year right from its inception, it was replied in the negative.

2.17 The Committee during evidence desired to hear the views of the Ministry of Welfare regarding the constitution and functioning of the

Tribal Advisory Council in Maharashtra. In reply the Secretary of the Ministry apprised the Committee that eight States i.e. M.P., Maharashtra, Orissa, Bihar, Gujarat, Rajasthan, Himachal Pradesh and Andhra Pradesh have constituted Tribal Advisory Councils. He opined that if these bodies functioned properly and effectively, there was no reason why the development of tribals should not take place according to their needs, priorities and requirements.

2.18 So far as the recommendations made by the Maharashtra Tribal Advisory Council during the last three years and the action taken by the State Government on each of these recommendations the Committee were furnished a detailed information. After a thorough perusal of the statement the Committee observed that the TAC had made some good recommendations viz., meeting between the Tribal Members of the Legislative Assembly and Forest officials to frame the forest policy, electrification of Tribal Padas, strengthening of administrative machinery for tribal development; keeping a separate outlay with the Tribal Development Department; appointment of a tribal representative as member on the Regional Selection Boards; opening of 2 B.Ed Colleges for tribals and some more. The State Government has already implemented some of the recommendations whereas in some other cases necessary action is being taken.

2.19 The Committee are unhappy to note that the Tribal Advisory Council has met only once each in 1989, 1990, 1992 and 1993 although the "Maharashtra Tribal Advisory Council Rules, 1960" provide that the Council shall ordinarily meet once in every six months. The reason given by the State Government that conducting council meetings is a time-consuming procedure and that the Government felt no urgency in conducting the second meeting of the TAC during the aforesaid years is hardly convincing. The Committee feel that meetings of the TAC are significant instrument which can substantially contribute towards better tribal administration. They, therefore, advise the State Government to realise the urgency of conducting such meetings and strongly recommend that henceforth the TAC meetings should be conducted at least twice in a year as per the provisions laid down in the State Government Rules.

2.20 The Committee are extremely disappointed to note that no meeting of the TAC could be held during 1991 due to "unavoidable circumstances and heavy schedule of the Chief Minister". That being so the deposition of the representatives of the Maharashtra Government about the manner in which the Tribal Development Minister avoided the TAC meeting during 1991 is quite intriguing. The Committee, therefore, desire that in future if the Chief Minister for unavoidable reasons, is not in a position to conduct the TAC meetings, then at least the Tribal Development Minister can do the needful.

2.21 The Committee also recommend that the State Government should take expeditious action to implement the recommendations of the TAC, which are under their consideration.

C. Single Line Administration

2.22 The Committee have been informed that the Maheshwar Prasad Group on Administrative arrangements. Personnel Policy in tribal areas had made a series of recommendations for improving the quality of administration in tribal areas. One such major recommendation was the integration of administrative units in the ITDP areas leading to a rational line of command. In this context the Committee desired to know the steps taken by the Maharashtra Government to bring the different administrative units under a single line of command. In reply it was stated that the State Government of Maharashtra had brought the field machinery of the Tribal Development under a single line of command. But it was not in favour of integration of various administrative units in the ITDP areas.

2.23 The Committee wanted to know the reason for which the State Government was against bringing different administrative units, under one line of command. It was replied that the experience of the State Government was that various administrative units which had an independent existence functioned efficiently and effectively with proper supervision and coordination rather than integrating them under one line of command.

2.24 On further query it was elaborated that the State Government had taken the decision to strengthen the administrative machinery in eleven selected ITDPs in the State by appointing officers belonging to the IAS/IFS as Project Officers. All the Officers and staff of the Government Departments and Zilla Parishads implementing tribal development schemes stationed in the area shall work under both administrative and monitoring control of the Project Officer. The Project Officer is declared as the Additional Collector and Executive Officer under the Maharashtra Land Revenue Code and the Zilla Parishad and Panchyat Samiti Act respectively. The Project Officer has also been given detailed specific powers with regard to the Tribal sub-plan areas. The Committee were informed that with these arrangements the State Government was hopeful to work with fullest satisfaction towards tribal development.

2.25 As regards the other significant recommendations of the Maheshwar Prasad Group the Committee were informed that another recommendation of the Group was to bring the Block Development Officer under the control and supervision of the Project Administration. But in Maharashtra the Block Development Officer functions independently of the Project Officer but with proper co-ordination.

2.26 The Committee were informed that some other recommendations of the Maheshwar Prasad Group like adequate tribal representation in forms of planning and implementation were, however, accepted and implemented in Maharashtra.

2.27 The Committee note that the State Government of Maharashtra has brought the field machinery of the Tribal Development Department under a single line of command. The Committee further note that the State Government are not in favour of integration of various administrative Units in the ITDP areas as in their opinion various administrative Units with an independent existence function efficiently and effectively. However, they would like the State Government to consider giving a second thought towards integrating various administrative units under one line of command as recommended by the Maheshwar Prasad Group on Administrative Arrangements/personnel policy in tribal areas.

2.28 The Committee appreciably note that the State Government has strengthened the administrative machinery in 11 selected ITDP areas by appointing IAS/IFS Officers as Project Officers who exercise both administrative and monitoring control over the staff stationed in the ITDP areas. The Committee consider it a step towards effective implementation of tribal development programme and recommend that the administrative machinery in other ITDP areas of Maharashtra should also be strengthened on similar pattern.

2.29 The Committee fail to appreciate that when the Project Officer has been made the Executive Officer of the Zilla Parishad why the Block Development Officer who is a part and parcel of the Zilla Parishad functions independently in Maharashtra. The Committee, therefore, recommend that the BDO whose contribution towards tribal development can never be undermined should be brought under the control and supervision of the concerned Project Officer.

2.30 The Committee are happy to note that other useful recommendations of the Maheshwar Prasad Group viz., adequate tribal representation in favour of planning and implementation etc. have been accepted and implemented by the Maharashtra Government. The Committee would like the State Government to maintain that spirit in future also.

CHAPTER III

PROTECTIVE MEASURES

A. Excise Policy

Commercial vending of liquor which is linked to money lending and indebtedness of tribal families has resulted in the impoverishment of tribal families all over the country. Recognising the serious implications of the situation the then Ministry of Social Welfare had issued detailed guidelines in 1975 which were reiterated by the Ministry of Home Affairs in 1981, in regard to the Excise Policy to be followed in the tribal areas. In this context the Committee desired to know the Excise Policy followed by the State Government of Maharashtra and whether the guidelines were accepted and implemented. In reply it was stated that the State Government of Maharashtra had accepted and implemented the guidelines of the Central Government. It was elaborated that in the year 1979—the Government of Maharashtra took a decision not to grant any liquor licence in the tribal areas of the State. Accordingly the liquor shops in the tribal areas have been closed.

3.2 To a specific query of the Committee it was replied that foreign liquor shops in the selected tribal areas were closed with effect from 30.9.1976, whereas country liquor shops were closed with effect from 30.6.1979.

3.3 The Committee wanted to know which were these selected tribal areas where liquor shops had been closed. In reply it was stated that the Commercial vending had been stopped in the notified areas of Thane, Nasik, Dhule, Amravati and Gadchiroli. When the Committee enquired about the position in other tribal areas it was replied that the Government of India had notified some areas in the Districts of Pune, Jalgaon, Ahmednagar, Nanded, Yeotmal and Chandrapur for prohibition of liquor vending and the matter was under the consideration of the Maharashtra Government.

3.4 On being asked whether the Government guidelines for discontinuing commercial vending of liquor were implemented in only Tribal Sub-Plan areas or in ATSP, MADA and Mini MADA areas as well, it was replied that the State Government implemented the Government guidelines of 1975 in TSP areas only and no such arrangement was made in ATSP, MADA or Mini MADA areas for the purpose.

3.5 To another query of the Committee in regard to the steps taken by the State Government to wean away tribals from the habit of drinking alcoholic beverages it was replied that there was prohibition propaganda machinery actively working in the tribal areas to discourage them from consuming liquor. Besides some voluntary organisations are also working in the tribal areas to achieve the objective.

3.6 The Committee desired to know what exact prohibition propaganda campaigns were undertaken by the State Government to wean away the tribals from liquor consumption. The Committee were apprised that an independent propaganda officer has been appointed in each district who arranges various programmes, such as Seminars, Workshops, Lectures, Exhibition etc. An independent propaganda van alongwith necessary cine projectors, sufficient films on prohibition and drug abuse prevention are also made available to each district.

3.7 To a specific query the Committee were informed that as many as 25 voluntary / Non-Governmental Organisations were working in the State of Maharashtra through financial assistance by the Ministry of Welfare to discourage the tribals from taking alcoholic beverages.

3.8. The Committee note that the Maharashtra Government has banned commercial vending of liquor in the Notified areas of Thane, Nasik, Dhule, Amaravati and Gadchiroli as per guidelines issued by the erstwhile Ministry of Social Welfare and reiterated by the Ministry of Home Affairs. The Committee also note that the proposal for prohibition of liquor vending in some other Notified Areas in the Districts of Pune, Jalgaon, Ahmednagar, Nanded, Yeotmal and Chandrapur is under consideration of the State Government. The Committee earnestly desire the Maharashtra Government to take an early decision in this regard and promptly prohibit commercial vending of liquor in the Notified Areas of the above mentioned districts.

3.9 The Committee are dissatisfied to note that the Government guidelines for discontinuing commercial vending of liquor are being implemented in only Tribal Sub-Plan (TSP) areas and no such arrangement has been made in the Additional Tribal Sub-Plan (ATSP) areas, Modified Area Development Approach (MADA) areas or Mini MADA areas. The Committee opine that prohibition of liquor vending is as desirable in ATSP, MADA or Mini MADA areas as in the TSP areas. They, therefore, urge upon the State Government of Maharashtra to make immediate arrangements to see that commercial vending of liquor is banned also in ATSP, MADA and Mini MADA areas.

3.10 The Committee are happy to note that the Maharashtra Government has made extensive propaganda campaigns to wean away the tribals from taking alcoholic beverages. The Committee would like the State Government

to keep up these activities in future also. They also recommend that the Ministry of Welfare should persuade other states to resort to similar anti-liquor propaganda campaigns in the tribal areas.

B. Land Alienation

3.11 The Committee have been informed that two laws i.e. The Maharashtra Land Revenue Code and Tenancy Laws (Amendment) Act, 1974 and the Maharashtra Restoration of lands to Scheduled Tribes Act, 1974 have been enacted to prevent alienation of tribal land to non-tribals. When the Committee wanted to know how many land alienation cases had been detected and disposed of each year during the last five years, it was replied that the information was not readily available. However, it was again stated that till the end of March 1993 as many as 45,628 cases of land alienation were registered under the above mentioned two laws of the Maharashtra Government and out of these 45,500 cases had been disposed of so far. The year wise break up of these land alienation cases was not available at State level as the old records were destroyed. In a supplementary information it was stated that the above information might be available at District level for which the concerned District Collectors were asked to send the same. And on receipt of the information from the Collectors the same would be submitted to the Committee as early as possible.

3.12 The Committee wanted to know whether any survey was ever made by the State Government to find out land alienation cases. In reply it was stated that Maharashtra was having a well organised land record system and hence a special survey was not necessary.

3.13 The Committee then pointed out that how did the State Government reconcile the two statements that information regarding the number of land alienation cases detected each year during the last five years was not available and that the State was having a well organised land record system for which a special survey was not necessary. It was replied that as per provisions of Maharashtra Land Revenue Code, 1966 and rules made thereunder there was a system of preparation and maintenance of Record of Rights. Under this system the name of the holder of the land is entered in the Record of Rights after detailed enquiry. Every year land under cultivation are inspected so as to find out the crops grown on it, its area and the person cultivating it. During this inspection if the tribal land is found to be alienated it is recorded and necessary action is taken under the Restoration Act. The two Statements are, therefore, reconciled on the basis of quarterly progress report submitted by the District Collectors.

3.14 The Committee wanted to know the specific steps taken by the State Government to prevent land alienation of tribals. It was replied that with a view to ensuring that the tribals are made aware of the protection given to them under the Maharashtra Land Revenue Code and the Maharashtra Restoration of land to STs Act, pamphlets giving details of

the measures adopted and schemes undertaken by the Government for the benefit of the tribals was prepared and circulated to all village Panchayats and other Social Organisations. Revenue Officers were also instructed to verify the mutation register and other village records to identify tribal land alienation cases for taking *suo-motto* action to restore land to tribals.

3.15 The Committee note that till the end of March 1993, 45,628 cases of land alienation have been registered under the Maharashtra Land Revenue Code and Tenancy Laws (Amendment) Act, 1974 and the Maharashtra Restoration of Lands to Scheduled Tribes Act, 1974. Out of these 45,628 cases, 45,500 cases have been disposed of so far. The Committee desired the State Government of Maharashtra to expeditiously settle the remaining 128 cases.

3.16 The Committee are dissatisfied to note that land alienation cases detected each year during the last five years are not available with the State Government. They request to note that old records relating to land alienation cases have been destroyed at State level for which the District Collectors have been asked to furnish the requisite information. The Committee opine that it is not a healthy practice to destroy such important documents more so when these are not too old. The Committee, therefore, recommend that henceforth records of land alienation cases be meticulously maintained for a sufficient period with a view to avoiding unnecessary complication as well as to protect the tribal interest.

3.17 The Committee note that the State Government is preparing and maintaining a Record of Rights to enter the name of the holder of land in it. The Committee also note that land under cultivation is inspected every year by the State Government to find out the crops grown on it, its area and the person cultivating it. But the Committee do not agree with the views of the State Government that a special survey to detect land alienation cases is not necessary as they have a well organised land record system. The Committee are of the view that the present annual inspection of land under cultivation gives secondary importance to detect land alienation cases. The Committee, therefore, urge the State Government to devise methods for conducting a periodical special survey to find out land alienation cases. In the opinion of the Committee it will help not only in maintaining a methodical record of land alienation cases detected each year but also facilitate expeditious disposal of such cases.

3.18 The Committee appreciate to note that the State Government has been circulating pamphlets to all village Panchayats and Social Organisations in order to make the tribals aware of the protection and rights given to them under the two Land Acts of Maharashtra Government. The Committee suggest that as many Voluntary Organisations as possible be involved in this mission. The Committee also desire that an intensive propaganda campaign on the pattern of the anti-

liquor one may be resorted to by the State Government so that the innocent tribals do not succumb to unscrupulous elements.

C. Project affected tribals

3.19 The Committee have been informed that during the last five years 6023 families belonging to Scheduled Tribe have been affected in Maharashtra due to major and minor irrigation projects. Out of these, 5401 tribal and families have been resettled and rehabilitated in accordance with the policy of the State.

3.20 The Committee desired to know the latest position with regard to the rehabilitation of the rest 622 tribal families. In a supplementary information it was stated that out of the 622 tribal families to be rehabilitated 575 families were from Nagpur Division whereas 47 were from the Amravati Division. It was further stated that all the 47 tribal families from Amravati Division had been rehabilitated whereas 36 such families had been resettled in Nagpur Division. Thus the rehabilitation work of 539 tribal families in Nagpur Division is yet to be done.

3.21 Regarding the procedure/policy adopted by the State Government to rehabilitated the project affected tribals the Committee have been informed that all persons including Scheduled Tribes affected by the various major and minor irrigation projects are resettled and rehabilitated at the cost of the Government at new goathans sites where 13 Civil amenities are provided. The Project Affected Persons are given plots and house building loans for construction of houses in new goathans. In addition to this the PAPs are also given alternative agricultural land from the command area of the Irrigation Projects. The Committee were apprised that these facilities were given to all the Project Affected Persons irrespective of their Caste and Creed.

3.22 The Committee pointed out that taking into consideration the vulnerable economic condition of the tribals certain rehabilitation programmes should have been carried out exclusively for the tribals. It was stated in response that a policy decision had been taken by the Maharashtra Government according to which the tribal PAPs should be resettled and rehabilitated on top priority basis.

3.23 the Committee note that during the last five years 6023 families belonging to Scheduled Tribes have been affected in Maharashtra due to major and minor irrigation projects. The Committee also note that till date 5484 tribal families have been resettled and rehabilitated in accordance with the policy of the State. The Committee would like the Government of Maharashtra to rehabilitate the remaining 539 Project Affected tribals as soon as possible.

3.24 The Committee further note that the facilities given by the State Government to the Project Affected People are common to all irrespective of their caste and creed. The Committee also note that as per a policy decision

of the Maharashtra Government Tribal PAPs are resettled and rehabilitated on top priority basis. The Committee would, however, like to suggest that besides rehabilitating the tribal PAPs on top priority basis the Government of Maharashtra should consider the feasibility of giving some special compensation to such tribals.

CHAPTER IV
SECTORAL PROGRAMMES

A. Education

Massive effort is absolutely necessary for eradication of illiteracy among the tribals to improve their standard of living and such efforts are going on in the State of Maharashtra under Total Literacy Campaign. Since the literacy rate in tribal areas is less *vis-a-vis* the general areas a greater effort is directed towards the tribal population under the Total Literacy Campaign in which all the Districts of Maharashtra will be covered by the end of the VIIIth Five Year Plan.

4.2 As regards the rate of literacy among the tribal population (both male and female separately) in Maharashtra as per the 1981 census, the following information was furnished to the Committee.

	Population	Literacy percentage
Male.	29.24 lakhs	32.4%
Female	28.48 lakhs	11.9%
Total	57.72 lakhs	22.3%

4.3 The Committee were informed that literacy rate among tribals as per 1991 census was not available but it was expected to have increased by 14-15% approximately like the general population.

4.4 But during the course of evidence the Secretary, Ministry of Welfare apprised the Committee that according to the 1991 census the literacy rate of Tribal males in Maharashtra was 49.09% whereas it was 24.03% in the case of tribal females amounting to an overall percentage of 36.79.

4.5 The Committee enquired about the rate of drop-outs amongst tribal children at various stages of education. In reply the following statement

was furnished to the Committee showing the standard wise drop-out rate of tribal students.

Standard	Percentage of drop-out
II	17.6
III	30.2
IV	49.0
V	59.7
VI	66.3
VII	70.4

4.6 The Committee pointed out that the higher the standards, the more the drop-outs. When the Committee desired to know the reasons for increasing drop-out rates among tribal students at higher Standards, it was replied that a large number of tribal children after attaining the age of nine used to drop-out from schools to join the labour force due to poverty. Secondly in case of a female child, the socio-cultural attitude of parents is one of the important determining factors for drop-out. Then theoretical education is not considered meaningful by the tribals and it ultimately leads to apathy and indifference among them. Language barrier is also one of the major causes of drop-out. The last but not the least reason for drop-out of tribal students is the absentism and general indifference of non-tribal teachers towards the students.

4.7 The Committee enquired about steps taken by the State Government to prevent drop-out of tribal students. In reply it was stated that the Maharashtra Government had taken a number of steps to check drop-out among tribal students. These include appointment of local Primary teachers introduction of scheme of Attendance Allowance of Rs. 1/- per day for the tribal girl students, construction of primary school building, provision of free text books, school uniform, writing materials etc.

4.8 The Committee desired to know whether the steps taken by the State Government were adequate to check the drop-out rates among tribal students and if not, what additional measures were proposed for the purpose. It was stated in reply that preference to local lady teachers, introduction of free mid-day meals, intensive and decentralised of supervision, innovative measures for providing motivation, help of voluntary organisations and co-ordination among all the Departments upto grass root level were needed and to be achieved by the State Government to check drop-out rates among tribal students.

4.9 To a specific query of the Committee it was replied that although there was not systematic study, it was generally observed that incentives such as mid-day meals, free supply of text books and uniforms etc. had improved the attendance and regularity of the tribal students. It was further stated that it was necessary to undertake in-depth study to substantiate the general observations.

4.10 To another specific query the Committee were apprised during evidence that National Literacy Programme was the most ambitious programme that the Maharashtra Government had taken up in all the tribal blocks. It was elaborated that in Nanded the programme had already been taken up and in Nasik it was about to be implemented.

4.11 On being asked the assistance given by the Central Government in this regard the representative of the Maharashtra Government submitted that only for Nanded they were getting money from Government of India. She further, stated that the State Government would send a proposal to the Centre asking for allocations with regard to other areas as well.

4.12 The Committee are pained to observe the astounding percentage of drop-outs among tribal students at different standards due to poverty, socio-cultural attitude, language barrier and apathetic and indifferent attitude of tribal students as well as those of non-tribal teachers. The Committee, however, note that the State Government is taking a number of steps and proposing to take additional measures to check higher rate of drop-outs among tribal students. The Committee recommend that immediate and vigorous effects be made to appoint local lady-teachers and to introduce innovative measures besides carrying out an intensive and decentralised administration to curb drop-out percentage. The Committee would also like the State Government to encourage NGOs/voluntary organisations in propagating the value of education among the illiterate tribals.

4.13 The Committee note that the State Government has not conducted any systematic study to find out whether drop out rates have been decreased as a result of the introduction by them of a number of measures in this regard. At the same time the State Government is of the view that an in-depth study is necessary in this regard. The Committee, therefore, suggest that steps should be taken by the Maharashtra Government to evaluate the impact of the measures introduced by them so that prompt, corrective and further action can be taken in this regard.

4.14 The Committee note that only for Nanded the State Government is getting assistance from the Union Government under the National Literacy Programme. They also note that a proposal for assistance under the National Literacy Programme in other areas of Maharashtra as well will soon be sent to the Central Government. The Committee desire that the proposal may be sent to the Union Government at an early date and hope that the Central Government would take a favourable decision in this regard.

B. Health.

4.15 The Committee were informed that during the VII Plan Period 17 Community Health Centres, 25 Primary Health Centres and 559 sub-centres were set up in the ITDP areas against a target of 2 C.H.C., 38 PHC and 618 SCs respectively. The Committee have also been apprised that during the VIII plan period the target is to set-up 10 CHCs, 20 PHCs and 150 SCs in the entire State and no separate target has been communicated for the TSP areas by the Government of India.

4.16 It was further stated that at the end of 1992-93 a total number of 51 Community Health Centres, 272 Primary Health Centres and 1698 Sub-centres were functioning in the TSP areas. The Committee desired to know whether these CHCs/PHCs/SCs were adequately staffed. In reply it was stated that there was shortage of Medical officers in the PHC and Rural hospitals, because such officers hesitate and resist to work in tribal and hilly areas. If posted they do not join and even if they join, they leave the service after sometime.

4.17 On being asked how did the Maharashtra Government propose to encourage Medical Officers to work in tribal areas, the State Government, replied that the special tribal area allowance had been increased from Rs. 100/- to Rs. 500/- per month for Medical Officers working in inaccessible tribal areas. Further Medical Officer working in remote tribal areas are permitted to retain the Government. quarter for his family at Taluka Head Quarter. Besides, the Medical Officers working in difficult, hilly and tribal areas for three years are given preference posting.

4.18 It was simultaneously stated that a proposal for increasing the non-practising allowance (NPA) at double rates to attract more Medical Officers towards tribal areas was under consideration of the State Government.

4.19 The Committee enquired, after giving the above mentioned monetary and non-monetary incentives to the Medical Officers, what improvement in the situation had been observed. It was replied that the monetary and non-monetary incentives had been recently given and hence it was not proper time to judge the improvement in the situation.

4.20 It was also stated that the dedication or sincerity to work in tribal areas had to come from within and could not be forced by means of facilities or incentives.

4.21 The Committee were informed that the Doctor-patient ratio in the TSP areas was 1:2527. The Committee pointed out that lack of Communication was one of the greatest hindrances in motivating Medical Officers to join duty at tribal areas and wanted to know how many PHCs/SCs were yet to be connected by all weather roads. In reply it was stated that there were approximately 679 Health Sub-centres in Maharashtra which were to be connected by all weather roads. When the Committee

further desired to know by which year these 679 Health Centres were likely to be connected by all-weather roads, it was replied that a definite time could not be given in this regard.

4.22 The Committee note that the State Government has fallen short of the target in opening Public Health Centres and Sub-centres in ITDP areas during the VII plan period, although they have exceeded the target in opening Community Health Centres. The Committee desire that the Maharashtra Government should ensure to meet the target in opening Health Centres during the VIII Plan period.

4.23 The Committee note with concern that there is shortage of Medical Officers in Public Health Centres and rural hospitals due to reluctance and hesitation on the part of such officers to work in tribal and hilly areas. The Committee also note that in order to attract and encourage the Medical Officers towards tribal areas the Maharashtra Government, is taking a number of steps. i.e. Special Tribal Area Allowance at Rs. 500/- per month, permission to retain Government, accommodation, preference posting etc. One such measure i.e. increasing the non-practising allowance (NPA) at double rates is under consideration of the Government. The Committee recommend the State Government, to take an early decision in favour of the proposal for increasing the NPA of the Medical officers at double rates besides continuing the other aforesaid measures so that more medical officers are encouraged to work in the tribal and hilly areas. The Committee are surprised to note that the monetary and non-monetary incentives to Medical Officers have been given only recently. the Committee opine that these measures should have been taken long back as the tendency of the reluctance on the part of the medical officers to work in tribal areas must have been noticed from the outset. However, now that the measures have been introduced the Committee recommend that the State Government, should take steps to take evaluation studies for observing the repercussion of such measures. The Committee hope it will enable the State Government, to take further action as and when necessary.

4.24 The Committee agree that dedication or sincerity to work in tribal areas has to come from within and cannot be forced by means of facilities or incentives. Side by side the Committee are of the opinion that those who are dedicated and sincere to their duties will work in any adverse situation but there are also average workers who can be allured through monetary and non-monetary incentives to put their best efforts. The Committee, therefore, desire the State Government, not to minimise the importance of incentives both in cash and in kind, in motivating medical officers to work in tribal areas.

4.25 The Committee are concerned to note that as many as 679 Health Sub-Centres are likely to be connected by all weather roads. They are dissatisfied with the casual reply of the State Government that a definite time limit cannot be given for connecting the above mentioned health

centres with all weather roads. The Committee feel that lack of proper communication is one of the most important reasons for deterring the Medical Officers to work in tribal areas and the State Government, can little afford to compromise on this issue. The Committee therefore urge upon the Government to frame a definite time limit to connect the health centres with all weather roads and accomplish the job within the stipulated time.

C. Forestry

4.26 The Committee were informed that the privileges enjoyed by the forest dwellers are listed under Articles 131 to 146 of the Bombay Forest Manual Volume III and the Districts covered are Surat, Thane, Nasik, Khandesh, Pune, Stara, Kulaba and Ahmedabad of erstwhile State of Bombay. After formation of the State of Maharashtra on 1 May, 1960 the rights and privileges mentioned in Bombay Forest Manual in respect of the Districts falling in Maharashtra State are being continued. The Committee were further apprised that several momentous have been legislated by the Maharashtra Government so as to prevent exploitation of the tribals.

4.27 The Committee desired to know the institutional arrangements made by the State Government to regulate marketing of forest produce collected by tribals. In reply it was stated that under the Maharashtra Tribal Economic Condition (Improvement) Act, 1976, Maharashtra State Co-operative Tribal Development Corporation had been appointed as the Chief Agent for implementing the monopoly procurement Scheme for the surplus agricultural produce and Minor Forest Produce collected by tribals. Under the system purchase centres are opened by the Corporation at various places which are run by the Adivasi Co-operative Societies which act as its sub-agent. The Minor Forest Produce collected by the tribals is properly graded and the price for the material is paid to the tribals in cash at the time of his tendering the Commodities at the purchase centres.

4.28 The Committee pointed out that despite the existence of the Institutional arrangements the tribals did not realise the fair price for their produce because of various handicaps these State Institutions suffered from. In this connection the Committee wanted to know the steps taken by the State Government to improve the functioning of State Institutions engaged in collection and marketing of Minor Forest Produce. In reply it was stated that the following steps were taken by the State Government:—

- (a) Abolition of royalty is under the active consideration of the State Government.
- (b) State Government has been reimbursing the losses incurred by the Tribal Development Corporation in implementing the Monopoly Procurement Scheme.

- (c) Proposals have been formulated and sent to the Central Government for investment on the Capital items to increase the procurement of these commodities.
- (d) Share Capital base of the State Corporation has been enhanced to reduce the interest burden and the procurement cost of the commodities.
- (e) Proposals for construction of godowns in the interior areas and financial assistance to the tribals to run the commercial vehicles in the tribal areas have also been formulated and are under consideration at various places.

4.29 In a post-evidence questionnaire the Committee enquired the latest position with regard to the abolition of royalty on Minor Forest Produce and construction of godowns. In reply it was stated that the Government of Maharashtra had taken a decision vide Government Resolution dated 1.10.1994 that royalty be charged at a nominal rate of Rs. 5/- per quintal of Minor Forest Produce. It was further stated that a provision of Rs. 50.00 lakhs had been made in the Annual Budget of the year 1994-95 for construction of godowns and further action was being taken by the Cooperation Department to hand over the above-mentioned amount to the Maharashtra State Co-operative Tribal Development Corporation.

4.30 To a specific query the Committee were informed that a share capital assistance of Rs. 24.00 lakhs had been sanctioned by the Central Government for the year 1992-93 and Rs. 53.00 lakhs for the year 1993-94 for Minor Forest Produce operation. The State Government has also enhanced the share capital base of Maharashtra State Cooperative Tribal Development Corporation by Rs. 8.00 crores. Due to this financial assistance the huge interest burden on MSCTDC had been reduced considerably.

4.31 The Committee were also apprised that if more central assistance was made available other measures such as starting mobile collection units, organising training camps for tribal forest produce collectors, opening laboratories for assuring quality of produces for its marketability etc. would be taken up. A proposal in this regard had been sent to the Government of India.

4.32 The Committee note that the Maharashtra State Co-operative Tribal Development Corporation has been appointed as the Chief Agent for implementing the Monopoly Procurement Scheme for the surplus agricultural produce and Minor Forest Produce collected by the tribals. With a view to improving the functioning of the State Institutions engaged in collection and marketing of Minor Forest Produce the Maharashtra Government is taking a number of steps i.e. a nominal rate of royalty at Rs. 5/- per quintal of Minor Forest Produce, reimbursement of losses incurred by the Tribal Development Corporation, construction of godowns in interior areas etc. The Committee feel that if these steps are taken uninterruptedly under continuous monitoring, it will go a long way in

enabling the poor tribals to realise a fair price for the Minor Forest Produce collected by them. The Committee would, therefore, lime the Maharashtra Government to carry on their efforts towards ameliorating the economic condition of teeming tribals. The Committee also suggest that the Ministry of Welfare should prevail upon other States to abolish royalty on Minor Forest Produce, construct godowns at interior tribal areas, enhance the share capital base of the State Corporations and take other similar measures as have been resorted to by the Maharashtra Government.

4.33 The Committee note that a proposal for more central assistance to take up other measures has been sent by the State Government to the Central Government. The Committee desire the Union Government to take an early decision in this regard so that the Maharashtra Government is able to start mobile collection Units of Minnor Forest Produce, organise training camps for tribal forest produce collectors and open laboratories for assuring quality of produces for its marketability.

D. Implementation of various Developmental Schemes

4.34 The Committee were furnished detailed Statements showing the amount earmarked and actually spent during the years 1990-91, 1991-92 and 1992-93 on various developmental sectors *i.e.* Agriculture and Allied Services, Horticulture, Animal Husbandry, Forest, Co-operation, Power, Development, Communication, Education, Health Services, Rural Development etc. which were being implemented in the Tribal Sub-Plan areas. After going through the aforesaid statements the Committee observed that there were shortfalls in expenditure in a number of schemes during the above mentioned three years. For example, under the head Animal Husbandry the approved TSP outlay during the year 1990-91 was 100.83 lakhs but the expenditure was only 38.35 lakhs. Similarly during the year 1991-92 the outlay was 104.01 lakhs but the expenditure was only 40.29 lakhs although during 1992-93 the expenditure exceeded the approved outlay marginally. In this context the Committee wanted to know the reasons for shortfalls in expending the approved TSP amounts under various developmental schemes and the remedial measures undertaken by the State Government to overcome difficulties/constrains, if any, in this regard.

4.35 In reply it was submitted by the Government of Maharashtra that it was not possible to ascertain exact year-wise reasons for shortfalls in various schemes covered under the developmental sectors. However in most of the individual beneficiary schemes covered under various sectors certain percentage ranging between 25 and 50 of the amount as subsidy is required to be shared by the poor tribal beneficiary which is not practically possible. Due to this the required outlay could not be fully utilised. The second general reason for such shortfalls is that the administrative approval required for a number of schemes could not be obtained in time for which the outlay earmarked could not be budgeted. Thirdly, in 1991-92 a view

was taken not to make any expenditure on infrastructural facilities even though certain DPDC had proposed outlays for such marks. Due to this the outlays provided for such works could not be fully utilised.

4.36 The Committee were informed that the State Government had already issued instructions to the Commissioner of Tribal Development, all Additional Tribal Commissioners and to the Project Officers in charge of the ITDPs to take periodical meetings of the various Departmental Heads and implementing Officers for consideration of the following issues:

- (i) to have overall review of expenditure made in various sectors;
- (ii) to identify the trend of expenditure made;
- (iii) to find out the shortfalls, if any, in utilising the earmarked outlay under Tribal Sub-Plan;
- (iv) to check the non-permissible nature of expenditure in the Tribal Sub-Plan; and
- (v) to find out remedial measures for proper and full utilisation of the outlay under the Tribal Sub-Plan.

4.37 In addition to the above instructions, the State Government has also directed all the Project Level Implementation Committees for proper and constant monitoring and review of the schemes included in the Tribal Sub-Plan.

4.38 The Committee were further informed that no proper evaluation studies or detailed surveys to find out the implications and utility of various developmental schemes has been conducted so far by the State Tribal Development Department. However since periodical meetings at various levels were conducted by the concerned HoDs and the Officers of the Tribal Development Department, it had been observed that the Schemes designed for the welfare of the tribals were really beneficial to the poor and needy tribals.

4.39 The Committee note with concern that there are shortfalls in expending the approved TSP amounts towards various developmental schemes. The two most important reasons *i.e.* sharing of the subsidy burden upto 25 to 50% by the poor tribals and lack of administrative approval in time, as has been explained by the State Government for falling short of the target, are quite impracticable and irresponsible. The Committee, therefore, urge upon the Government to devise some other alternative methods so that the poor tribals do not have to bear the burden of 25 to 50% share in the subsidy. The Committee also recommend that the Government should ensure in future that the administrative approval required for a number of schemes is obtained well in time so that shortfalls in expending the earmarked amount under various developmental sectors are kept at bay.

4.40 The Committee note that the State Government has issued detailed instructions to the Commissioner of Tribal Development, all Additional Tribal Commissioners and Project Officers to conduct periodical meetings of various Departmental Heads and implementing Officers so that remedial measures for proper and full utilisation of the outlays under TSP are traced. The Committee also appreciate to note that all the Project Level Implementing Committees have been directed to resort to constant monitoring and review of the schemes included in the TSP. The Committee feel that these are appropriate steps under the circumstances and would like Maharashtra Government to keep these up in future also. The Committee also suggest that the Ministry of Welfare should impress upon other States, where shortfalls in expending the earmarked amount under various developmental sectors are also observed, to take up measures on the line of Maharashtra Government.

E. Representation of Scheduled Castes & Scheduled Tribes in services in the ITDP areas

4.41 The Committee desired to know the number of Officers/Staff (all categories of posts) working in ITDP areas of Maharashtra and the number and percentage of Scheduled Castes and Scheduled Tribes among them as on 1.7.1994. In reply the following statement showing category-wise number of posts and the number and percentage of Scheduled Castes and Scheduled Tribes thereof was furnished.

Sl. No.	Class	Total No. of post	Number of SC	ST	Percentage of SC	ST
1.	I (Grade I)	18	3	4	16.67	22.23
2.	I (Grade II)	13	2	3	15.38	23.06
3.	II	69	10	6	14.49	08.69
4.	III	5655	753	2417	13.31	42.74
5.	IV	6111	855	2556	13.99	41.81
TOTAL		11866	1623	4986	13.67	42.01

4.42 During the course of evidence the Committee enquired how many Project Officers had been working in Maharashtra and how many of them were belonging to ST category. In reply the representative of the State Government stated that in all 24 Project Officers were there in Maharashtra and out of them two belonged to ST category.

4.43 When the Committee asked whether it was enough according to the guidelines and the reservation policy, the Secretary, Ministry of Welfare replied:—

“Our guidelines normally say that for implementing the Welfare Programmes it may be better that we have SC and ST Officers.”

4.44 The Committee note that out of total number of 11656 employees in various categories of posts working in ITDP areas, 1623 belong to SC category and 4986 to ST category thereby giving representation to SCs and

STs at 13.67% and 42.01% respectively. The Committee also note that out of the 24 Project Officers working in the tribal areas of the State only two belong to ST community. The Committee opine that the overall representation of SC/ST people in various cadres in the ITDP areas of Maharashtra is not bad. They, however, would like to recommend that the Maharashtra Government should make efforts to increase the representation of persons belonging to SC/ST category in various categories of posts in the ITDP areas. Special attention in this regard ought to be paid in the appointment of Project Officers.

NEW DELHI;
April, 1995

Vaisakha, 1917

PARAS RAM BHARDWAJ,
Chairman,
Committee on the Welfare of
Scheduled Castes and Scheduled Tribes.

APPENDIX

(Vide Para 4 of Introduction)

Summary of Conclusions/Recommendations contained in the Report

Sl. No.	Para No.	Recommendations/Conclusions
1	2	3
1.	1.25	<p>The Committee note that the Ministry of Welfare is the nodal Ministry for overall policy, planning and coordination of programmes relating to the development of Scheduled Castes and Scheduled Tribes. For this purpose the Ministry has a Tribal Development Division headed by a Joint Secretary for dealing with all tribal matters including working of ITDPs. But apart from this Tribal Development Division, there is no distinct machinery in the Ministry of Welfare to oversee the implementation of the working of ITDPs in various States. Keeping in view the significance and magnitude of the ITDP programme the Committee would like the Ministry of Welfare to constitute a separate cell with adequate staff under the Tribal Development Division to exclusively deal with the ITDP Programmes in various States.</p>
2.	1.26	<p>The Committee also note that under the Allocations of Business Rules, 1961 as amended from time to time each Central Ministry and Department is the nodal Ministry/Departments concerning its sector towards Tribal Development. In this context 13 Ministries/Departments have set up cells for dealing with Tribal problems. The Committee recommended that the Ministry of Welfare should prevail upon the other concerned Ministries and Departments to set up similar cells for effective implementation of Tribal Development Programmes.</p>

1	2	3
3.	1.27	<p>The Committee agree with the views of the Secretary, Ministry of Welfare that the responsibility of tribal development is not that of the Ministry of Welfare alone. However, the Committee opine that the Ministry of Welfare being the nodal Ministry for overall policy, planning and coordination of developmental programmes, has to play a greater role <i>vis-a-vis</i> other Ministries/Departments.</p>
4.	1.28	<p>The Committee note that the Government of Maharashtra has developed a three tier administrative set up at State Level, Regional Level and Project Level for smooth implementation of Tribal Development Programmes. In the system at the regional level, four Additional Commissioners have been appointed at Thane, Nasik, Amravati and Nagpur. The Committee recommend that the Maharashtra Government should further streamline the process by appointing more such Additional Commissioners at other Regions where Tribal concentration is significant.</p>
5.	1.29	<p>The Committee observe from the statement of the representative of Maharashtra Government that the interaction between the State Government and the Ministry of Welfare is quite adequate so far as formulation and implementation of Tribal Development Programme is concerned. The Committee also note that two State Level Committees have been constituted to oversee the working of ITDPs in Maharashtra. But the State Government is not in favour of the constitution of any Central Standing Committee as in their view it would be less effective and more time consuming. The Committee however, would like the Ministry of Welfare to constitute Central Planning Committees in the identified tribal areas, as has been done in the case of Amravati District earlier, so that unforeseen problems in these areas are tackled successfully.</p>
6.	1.30	<p>The Committee feel that periodical field visits to the ITDP area is one of the most important monitoring system with the Central Government, because these visits can not only motivate the ground level workers to work with more enthusiasms but also</p>

1 - 2

3

boost the morale of the needy tribals. The Committee, therefore, urge upon the Ministry to conduct field visits to ITDP areas regularly.

7. 1.31

The Committee opine that no amount of amendments in procedure, system or structure would yield results, unless dedicated workers are found to work in the tribal areas. The Committee are happy to note that the Government of Maharashtra is taking a number of steps to ensure that dedicated workers are posted in the Tribal Sub-Plan areas. They are, however, concerned to note that the tendency that when one good officer is posted in the tribal areas he is transferred either on his own request or by the Government itself. The Committee feel that any Government or Institution can ill afford to lose workers of proven capability and dedication. They, therefore, recommend that the State Government of Maharashtra should take all efforts to ensure that dedicated good workers posted in tribal areas are not transferred every now and then.

8. 1.32

The Committee note that the State Government is involving Non-Governmental Organisations in tribal areas to overcome the difficulty of frequent transfer of experienced workers. The Committee feel that it is a step in the right direction and would like the Maharashtra Government to engage more such NGOs in the development of tribal areas in future also. The Committee also opine that this can be done side by side with the posting of experienced and dedicated workers in tribal areas.

9. 2.7

The Committee are unhappy to note that after 1989-90 the Governor's Report relating to the administration of the Scheduled Areas in Maharashtra has not been presented to the President of India. Compilation of data from various sources and agencies undoubtedly takes time, but the extent of delay that has occurred in case of Maharashtra Government in presenting this important document is hardly justified. The Committee, therefore, recommend that the State Government of Maharashtra should take immediate steps to present

1	2	3
		<p>the pending Governor's Report to the President of India. The Committee would also like the Government of Maharashtra to ensure that in future the compilation and presentation of the Governor's Report to the President do not take inordinate long time. The Committee hope that the entrusting of the job to the Tribal Commissioner in place of the Tribal Research institute would be helpful.</p>
10.	2.8	<p>The Committee are surprised over the casual approach of the Ministry of Welfare in compilation and presentation of the Governor's Report. Although communications were sent to the State Governments in this regard from the Welfare Minister and the Secretary, no mandatory directions under clause 3 of the Fifth Schedule of the Constitution have ever been issued to any State Government.</p>
11.	2.9	<p>The Committee, therefore, urge upon the Ministry to examine the feasibility of issuing directions to all the State Governments to present the Governor's Report in time. The Committee may be apprised of the progress made in this regard expeditiously.</p>
12.	2.19	<p>The Committee are unhappy to note that the Tribal Advisory Council has met only once each in 1989, 1990, 1992 and 1993 although the "Maharashtra Tribal Advisory Council Rules, 1960" provide that the Council shall ordinarily meet once in every six months. The reason given by the State Government that conducting council meetings is a time-consuming procedure and that the Government felt no urgency in conducting the second meeting of the TAC during the aforesaid years is hardly convincing. The Committee feel that meetings of the TAC are significant instrument which can substantially contribute towards better tribal administration. They, therefore, advise the State Government to realise the urgency of conducting such meetings and strongly recommend that henceforth the TAC meetings should be conducted at least twice in a year as per the provisions laid down in the State Government Rules.</p>

1	2	3
13	2.20	<p>The Committee are extremely disappointed to note that no meeting of the TAC could be held during 1991 due to "unavoidable circumstances and heavy schedule of the Chief Minister". That being so the deposition of the representatives of the Maharashtra Government about the manner in which the Tribal Development Minister avoided the TAC meeting during 1991 is quite intriguing. The Committee, therefore, desire that in future if the Chief Minister for unavoidable reasons, is not in a position to conduct the TAC meetings, then at least the Tribal Development Minister can do the needful.</p>
14	2.21	<p>The Committee also recommend that the State Government should take expeditious action to implement the recommendations of the TAC, which are under their consideration.</p>
15	2.27	<p>The Committee note that the State Government of Maharashtra has brought the field machinery of the Tribal Development Department under a single line of command. The Committee further note that the State Government are not in favour of integration of various administrative Units in the ITDP areas as in their opinion various administrative Units with an independent existence function efficiently and effectively. However, they would like the State Government to consider giving a second thought towards integrating various administrative units under one line of command as recommended by the Maheshwar Prasad Group on Administrative Arrangements/personnel policy in tribal areas.</p>
16	2.28	<p>The Committee appreciably note that the State Government has strengthened the administrative machinery in 11 selected ITDP areas by appointing IAS/IFS Officers as Project Officers who exercise both administrative and monitoring control over the staff stationed in the ITDP areas. The Committee consider it a step towards effective implementation of tribal development programme and recommend that the administrative machinery in other ITDP areas of Maharashtra should also be strengthened on similar pattern.</p>

2	3
7 2.29	<p>The Committee fail to appreciate that when the Project Officer has been made the Executive Officer of the Zilla Parishad why the Block Development Officer who is a part and parcel of the Zilla Parishad functions independently in Maharashtra. The Committee, therefore, recommend that the BDO whose contribution towards tribal development can never be undermined should be brought under the control and supervision of the concerned Project Officer.</p>
8 2.30	<p>The Committee are happy to note that other useful recommendations of the Muheshwar Prasad Group viz., adequate tribal representation in favour of planning and implementation etc. have been accepted and implemented by the Maharashtra Government. The Committee would like the State Government to maintain that spirit in future also.</p>
19 3.8	<p>The Committee note that the Maharashtra Government has banned commercial vending of liquor in the Notified areas of Thane, Nasik, Dhule, Amaravati and Gadchiroli as per the guidelines issued by the erstwhile Ministry of Social Welfare and reiterated by the Ministry of Home Affairs. The Committee also note that the proposal for prohibition of liquor vending in some other Notified Areas in the Districts of Pune, Jalgaon, Ahmednagar, Nanded, Yeotmal and Chandrapur is under consideration of the State Government. The Committee earnestly desire the Maharashtra Government to take an early decision in this regard and promptly prohibit commercial vending of liquor in the Notified Areas of the above mentioned districts.</p>
20 3.9	<p>The Committee are dissatisfied to note that the Government guidelines for discontinuing commercial vending of liquor are being implemented in only Tribal Sub-Plan (TSP) area and no such arrangement has been made in the Additional Tribal Sub-Plan (ATSP) areas, Modified Area Development Approach (MADA) areas of Mini MADA areas. The Committee opine that prohibition of liquor vending is</p>

1	2	3
---	---	---

as desirable in ATSP, MADA or Mini MADA areas as in the TSP areas. They, therefore, urge upon the State Government of Maharashtra to make immediate arrangements to see that commercial vending of liquor is banned also in ATSP, MADA and Mini MADA areas.

21 3.10 The Committee are happy to note that the Maharashtra Government has made extensive propaganda campaigns to wean away the tribals from taking alcoholic beverages. The Committee would like the State Government to keep up these activities in future also. They also recommend that the Ministry of Welfare should persuade other States to resort to similar anti-liquor propaganda campaigns in the tribal areas.

22 3.15 The Committee note that till the end of March, 1993, 45,628 cases of land alienation have been registered under the Maharashtra Land Revenue Code and Tenancy Laws (Amendment) Act, 1974 and the Maharashtra Restoration of Lands to Scheduled Tribes Act, 1974. Out of these 45,628 cases, 45,500 cases have been disposed of so far. The Committee desire the State Government of Maharashtra to expeditiously settle the remaining 128 cases.

23 3.16 The Committee are dissatisfied to note that land alienation cases detected each year during the last five years are not available with the State Government. They request to note that old records relating to land alienation cases have been destroyed at State level for which the District Collectors have been asked to furnish the requisite information. The Committee opine that it is not a healthy practice to destroy such important documents more so when these are not too old. The Committee, therefore, recommend that henceforth records of land alienation cases be meticulously maintained for a sufficient period with a view to avoiding unnecessary complication as well as to protect the tribal interest.

1	2	3
24	3.17	<p>The Committee note that the State Government is preparing and maintaining a Record of Rights to enter the name of the holder of land in it. The Committee also note that land under cultivation is inspected every year by the State Government to find out the crops grown on it, its area and the person cultivating it. But the Committee do not agree with the views of the State Government that a special survey to detect land alienation cases is not necessary as they have a well organised land record system. The Committee are of the view that the present annual inspection of land under cultivation gives secondary importance to detect land alienation cases. The Committee, therefore, urge the State Government to devise methods for conducting a periodical special survey to find out land alienation cases. In the opinion of the Committee it will help not only in maintaining a methodical record of land alienation cases detected each year but also facilitate expeditious disposal of such cases.</p>
25	3.18	<p>The Committee appreciate to note that the State Government has been circulating pamphlets to all village Panchayats and Social Organisations in order to make the tribals aware of the protection and rights given to them under the two Land Acts of Maharashtra Government. The Committee suggest that as many Voluntary Organisation as possible be involved in this mission. The Committee also desire that an intensive propaganda campaign on the pattern of the anti-liquor one may be resorted to by the State Government so that the innocent tribals do not succumb to unscrupulous elements.</p>
26	3.23	<p>The Committee note that during the last five years 6023 families belonging to Scheduled Tribes have been affected in Maharashtra due to major and minor irrigation projects. The Committee also note that till date 5484 tribal families have been resettled and rehabilitated in accordance with the policy of the State. The Committee would like the Government of Maharashtra to rehabilitate the remaining 539 Project Affected tribals as soon as possible.</p>

1	2	3
27	3.24	<p>The Committee further note that the facilities given by the State Government to the Project Affected People are common to all irrespective of their caste and creed. The Committee also note that as per a policy decision of the Maharashtra Government Tribal PAPs are resettled and rehabilitated on top priority basis. The Committee would, however, like to suggest that besides rehabilitating the tribal PAPs on top priority basis the Government of Maharashtra should consider the feasibility of giving some special compensation to such tribals.</p>
28	4.12	<p>The Committee are pained to observe the astounding percentage of drop-outs among tribal students at different standards due to poverty, socio-cultural attitude, language barrier and apathetic and indifferent attitude of tribal students as well as those of non-tribal teachers. The Committee, however, note that the State Government is taking a number of steps and proposing to take additional measures to check higher rate of drop-outs among tribal students. The Committee recommend that immediate and vigorous efforts be made to appoint local lady-teachers and to introduce innovative measures besides carrying out an intensive and decentralised administration to curb drop-out percentage. The Committee would also like the State Government to encourage NGOs/voluntary organisations in propagating the value of education among the illiterate tribals.</p>
29	4.13	<p>The Committee note that the State Government has not conducted any systematic study to find out whether drop out rates have been decreased as a result of the introduction by them of a number of measures in this regard. At the same time the State Government is of the view that an in-depth study is necessary in this regard. The Committee, therefore, suggest that steps should be taken by the Maharashtra Government to evaluate the impact of the measures introduced by them so that prompt, corrective and further action can be taken in this regard.</p>

1	2	3
30	4.14	<p>The Committee note that only for Nandeyar the State Government is getting assistance from the Union Government under the National Literacy Programme. They also note that a proposal for assistance under the National Literacy Programme in other areas of Maharashtra as well will soon be sent to the Central Government. The Committee desire that the proposal may be sent to the Union Government at an early date and hope that the Central Government would take a favourable decision in this regard.</p>
31	4.22	<p>The Committee note that the State Govt. has fallen short of the target in opening Public Health Centres and Sub-centres in ITDP areas during the VII Plan Period, although they have exceeded the target in opening Community Health Centres. The Committee desire that the Maharashtra Government should ensure to meet the target in opening Health Centres during the VIII Plan Period.</p>
32	4.23	<p>The Committee note with concern that there is shortage of Medical Officers in Public Health Centres and rural hospitals due to reluctance and hesitation on the part of such officers to work in tribal and hilly areas. The Committee also note that in order to attract and encourage to Medical Officers towards tribal areas the Maharashtra Government is taking a number of steps <i>i.e.</i> Special Tribal Area Allowance at Rs. 500/- per month, permission to retain Government accommodation, preference posting etc. One such measure <i>i.e.</i> increasing the non-practising allowance (NPA) at double rates is under consideration of the Government. The Committee recommend the State Government to take an early decision in favour of the proposal for increasing the NPA of the Medical Officers at double rates besides continuing the other aforesaid measures so that more medical officers are encouraged to work in the tribal and hilly areas. The Committee are surprised to note that the monetary and non-monetary incentives to Medical Officers have been given only recently. The Committee opine that these measures should have been taken long back as the tendency of the</p>

1	2	3
		reluctance on the part of the medical officers to work in tribal areas must have been noticed from the outset. However, now that the measures have been introduced. The Committee recommend that the State Government should take steps to take evaluation studies for observing the repercussion of such measures. The Committee hope it will enable the State Government to take further action as and when necessary.
33	4.24	The Committee agree that dedication or sincerity to work in tribal areas has to come from within and cannot be forced by means of facilities or incentives. Side by side the Committee are of the opinion that those who are dedicated and sincere to their duties will work in any adverse situation but there are also average workers who can be allured through monetary and non-monetary incentives to put their best efforts. The Committee, therefore, desire the State Government not to minimise the importance of incentives both in cash and in kind, in motivating medical officers to work in tribal areas.
34	4.25	The Committee are concerned to note that as many as 679 Health Sub-Centres are likely to be connected by all weather roads. They are dissatisfied with the casual reply of the State Government that a definite time limit cannot be given for connecting the above mentioned health centres with all weather roads. The Committee feel that lack of proper communication is one of the most important reasons for deterring the Medical Officers to work in tribal areas and the State Government can little afford to compromise on this issue. The Committee, therefore, urge upon the Government to frame a definite time limit to connect the health centres with all weather roads and accomplish the job within the stipulated time.
35	4.32	The Committee note that the Maharashtra State Co-operative Tribal Development Corporation has been appointed as the Chief Agent for implementing the Monopoly Procurement Scheme for the surplus agricultural produce and Minor Forest Produce collected by the tribals. With a view to improving the functioning of the State Institutions engaged in

1	2	3
---	---	---

collection and marketing of Minor Forest Produce the Maharashtra Government is taking a number of steps *i.e.* a nominal rate of royalty at Rs. 5/- per quintal of Minor Forest Produce, reimbursement of losses incurred by the Tribal Development Corporation, construction of godowns in interior areas etc. The Committee feel that if these steps are taken uninterruptedly under continuous monitoring, it will go a long way in enabling the poor tribals to realise a fair price for the Minor Forest Produce collected by them. The Committee would, therefore, like the Maharashtra Government to carry on their efforts towards ameliorating the economic condition of teeming tribals. The Committee also suggest that the Ministry of Welfare should prevail upon other States to abolish royalty on Minor Forest Produce, construct godowns at interior tribal areas, enhance the share capital base of the State Corporations and take other similar measures as have been resorted to by the Maharashtra Government.

36 4.33 The Committee note that a proposal for more central assistance to take up other measures have been sent by the State Government to the Central Government. The Committee desire the Union Government to take an early decision in this regard so that the Maharashtra Government is able to start mobile collection Units of minor forest produce, organise training camps for tribal forest produce, collectors and open laboratories for assuring quality of produces for its marketability.

37 4.39 The Committee note with concern that there are shortfalls in expending the approved TSP amounts towards various developmental schemes. The two most important reasons *i.e.* sharing of the subsidy burden upto 25 to 50% by the poor tribals and lack of administrative approval in time, as has been explained by the State Government for falling short of the target, are quite impracticable and irresponsible. The Committee, therefore, urge upon the Government to devise some other alternative methods so that the poor tribals do not have to bear the burden of 25 to 50% share in the subsidy. The

1

2

3

Committee also recommend that the Government should ensure in future that the administrative approval required for a number of schemes is obtained well in time so that shortfalls in expending the earmarked amount under various developmental sectors are kept at bay.

38 4.40 The Committee note that the State Government has issued detailed instructions to the Commissioner of Tribal Development, all Additional Tribal Commissioners and Project Officers to conduct periodical meetings of various Departmental Heads and implementing Officers so that remedial measures for proper and full utilisation of the outlays under TSP are traced. The Committee also appreciate to note that all the Project Level Implementing Committees have been directed to resort to constant monitoring and review of the Schemes included in the TSP. The Committee feel that these are appropriate steps under the circumstances and would like Maharashtra Government to keep these up in future also. The Committee also suggest that the Ministry of Welfare should impress upon other States, where shortfalls in expending the earmarked amount under various developmental sectors are also observed, to take up measures on the line of Maharashtra Government.

39 4.43 The Committee note that out of total number of 11656 employees in various categories of posts working in ITDP areas, 1623 belong to SC category and 4986 to ST category thereby giving representation to SCs and STs at 13.67% and 42.01% respectively. The Committee also note that out of the 24 Project Officers working in the tribal areas of the State only two belong to ST community. The Committee opine that the overall representation of SC/ST people in various cadres in the ITDP areas of Maharashtra is not bad. They, however, would like to recommend that the Maharashtra Government should make efforts to increase the representation of persons belonging to SC/ST category in various categories of posts in the ITDP areas. Special attention in this regard ought to be paid in the appointment of Project Officers.
