

COMMITTEE ON THE WELFARE OF SCHEDULED CASTES AND SCHEDULED TRIBES (1995-96)

(TENTH LOK SABHA) FIFTY-SEVENTH REPORT MINISTRY OF WELFARE

Action Taken by the Government on the recommendations contained in the Twenty-Second Report of the Committee on the Welfare of Scheduled Castes and Scheduled Tribes (Tenth Lok Sabha) on the Ministry of Welfare—Working of Integrated Tribal Development Projects in Bihar.



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COMPOSITION OF THE COMMITTEE ON THE WELFARE OF SCHEDULED CASTES AND SCHEDULED TRIBES (1995-96)

Shri Paras Ram Bhardwaj—*Chairman*

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INTRODUCTION

I, the Chairman, Committee on the Welfare of Scheduled Castes and Scheduled Tribes, having been authorised by the Committee to finalise and submit the Report on their behalf, present this Fifty-Seventh Report (Tenth Lok Sabha) on Action Taken by the Government on the recommendations of the Committee contained in their Twenty-Second Report (Tenth Lok Sabha) on Ministry of Welfare—Working of Integrated Tribal Development Projects in Bihar.

2. The Report was considered and adopted by the Committee on 8 November, 1995.

3. The Report has been divided into the following chapters:—

I. Report.

II. Recommendations/observations which have been accepted by the Government.

III. Recommendations/observations which the Committee do not desire to pursue in view of the Government's replies.

IV. Recommendations/observations in respect of which replies of the Government have not been accepted by the Committee and which require reiteration.

V. Recommendations/observations in respect of which final replies of the Government have not been received.

4. An analysis of the Action Taken by the Government on the recommendations of the Committee contained in the Twenty-Second Report is given in Appendix. It would be observed therefrom that out of 67 recommendations/observations contained in the Report, 41 recommendations, i.e., 61.19 percent have been accepted by the Government. The Committee do not desire to pursue 15 recommendations (i.e. 22.39 percent) in view of the Government's replies. There are 10 recommendations (i.e. 14.92 percent) in respect of which replies of the Government have not been accepted by the Committee, require reiteration and one recommendation (i.e. 1.50 percent) in respect of which final reply from the Government is still awaited.

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

NEW DELHI;
11 December, 1995

20 Agraphayana, 1917 (S)

CHAPTER I

1.1 This Report of the Committee on the Welfare of Scheduled Castes and Scheduled Tribes deals with the Action Taken by the Government on the recommendations contained in the Twenty-Second Report (Tenth Lok Sabha) of the Committee on the Welfare of Scheduled Castes and Scheduled Tribes on the Ministry of Welfare regarding working of Integrated Tribal Development Projects (ITDPs) in Bihar.

1.2 The Twenty-Second Report was presented to Lok Sabha on 30.4.1993. It contained 67 recommendations/observations. Replies of the Government in respect of these recommendations/observations received on 28.4.1995, have been examined and may be categorised as under:—

- (i) Recommendations/observations which have been accepted by the Government (Sl. Nos. 1, 2, 3, 4, 5, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 22, 23, 24, 25, 26, 30, 31, 35, 36, 37, 38, 43, 44, 47, 52, 53, 54, 56, 58, 59, 61 and 66).
- (ii) Recommendations/observations which the Committee do not desire to pursue taking into consideration the replies of the Government (Sl. Nos. 6, 21, 27, 28, 29, 34, 40, 45, 46, 48, 49, 60, 62, 64 and 65).
- (iii) Recommendations/observations replies to which have not been accepted by the Committee and which need reiteration (Sl. Nos. 32, 33, 39, 41, 42, 50, 51, 55, 57 and 63).
- (iv) Recommendations/observations in respect of which final replies have not been received (Sl. No. 67).

1.3 The Committee will now deal with those Action Taken replies of the Government which need reiteration and comments.

Recommendation (Sl. Nos. 2 and 3; Paras 1.9 and 1.10)

1.4 In para 1.9 and 1.10 of Twenty-Second Report (Tenth Lok Sabha) the Committee noted with distress that large amounts allotted for various schemes of tribal development remained unutilised which speak poorly about execution of ITDP schemes. The Committee desired that the Ministry of Welfare should analyse reasons for progress in utilisation of allotted funds and taken remedial measures in consultation with the State Government to give a push to the Programme.

1.5 In their reply the Ministry have stated that the main reason for slow

progress in utilisation of allotted funds in the State of Bihar has been that the State Government has not released the funds to the ITDPs and other field level agencies in time. The funds continued to lie in the Civil Deposit of the State for months together after their release by the Ministry of Welfare. Welfare Minister wrote to the Chief Minister of Bihar vide his D.O. No. 14011/1/92-TDA dated 31.5.1993 expressing his concern in the matter and then the Chief Minister of Bihar wrote back to Welfare Minister vide D.O. No. 4610268 dated 12.7.1993 saying that he was getting the matter looked into. Another reason is stated to be the weakness of the administrative structure for tribal development and lack of single line administration in TSP areas. They have further informed that Welfare Minister has also written to all State Governments to introduce single line administration in tribal areas vide letter No. 12024/1/93-TDC dated 24.8.1993. Besides they have also written to State Government to report on the efficacy of the Project Level Co-ordination Committees for ITDPs for better execution of schemes for the development of STs vide their letter No. 16015/6/91-TDA/TDD dated 11.10.1993.

The Government of Bihar has reported that steps have been taken to strengthen ITDPs to ensure better coverage and expenditure. Necessary instructions have been given to field officers to utilise funds and to take remedial measures vide Welfare Department Bihar's letter No. 2515 dated 10.5.1994, No. 2435 dated 6.5.1994 to give greater emphasis on various priority programmes for primitive tribes and various measures have also been enumerated in the above circulars.

The Government of Bihar has further stated that as far as the coverage of tribal families is concerned, it may be noted that many of the schemes undertaken have not only benefited the individual concerned but the entire tribal family as whole. Apart from that, in view of the limited availability of funds only the poorest of the tribals are initially taken up under various programmes. Efforts, however, are on to include as many households as possible under various programmes under Integrated Tribal Development Projects and other rural development schemes.

The State Government has further reported that the system of depositing money in civil deposit is a very recent phenomenon. Only in 1989-90, this measure was adopted to meet the financial exigencies of the State. However, efforts have been made to get the fund released from civil deposit. The Government of Bihar has further stated that this system has completely been stopped from the year 1993-94.

1.6 The Committee would like to be apprised of the latest position in regard to the total number of Scheduled Tribes and also number of STs benefited by the various schemes undertaken by the State Government of Bihar under ITDPs and other rural development schemes. The Committee would also like to be apprised of the latest position in regard to release of funds from civil deposits to the ITDPs and other field level agencies. This information should be furnished to the Committee within a period of 3 months.

Recommendation (Sl. No. 4; Para 1.11)

1.7 In para 1.11 of the Twenty-Second Report (Tenth Lok Sabha) the Committee observed that no formal survey had been conducted by the State Government to ascertain how many of tribal families had been able to cross the poverty line. They noted that State Government would conduct an evaluation study to ascertain those facts. The Committee desired that they should be apprised of the findings of the evaluation study.

1.8 In their reply, the Ministry have stated that the Government of Bihar has reported that a bench mark survey has been done to study the economic status of the primitive tribes. However, due to financial constraints and lack of institutional arrangements, a formal survey could not be conducted till date to ascertain how many such families have been able to cross the poverty line. A similar exercise for Integrated Tribal Development Project could not yield the desired information because of the untrained data collection staff. Discussions are on with agencies like the Xavier Institute of Social Services for conducting an independent survey in this regard. The modalities for the same are being finalised.

The Ministry of Welfare were not satisfied with the reply of the State Government. They have therefore written to the Government of Bihar vide letter No. 16015/6/91-TDA dated 28.11.1994 asking the State Government to undertake a formal survey/evaluation study to ascertain how many tribal families have been able to cross the poverty line so far, after being benefited under ITDP schemes. They have also asked the Government of Bihar to send copies of the evaluation study so conducted, so that the Committee can be apprised of the findings of the study.

The Ministry of Welfare have further stated that they have also requested the Programme Evaluation Organisation of the Planning Commission to undertake evaluation studies of ITDP schemes vide D.O. No. 13013/1/94-TDR dated 29th September, 1994.

1.9 The Committee would like the Ministry of Welfare to pursue the matter with the Government of Bihar and furnish the evaluation report on the working of ITDP schemes and their impact on tribals. They would also like to be apprised of the exact number of tribal families who have crossed the poverty line within the period of 3 months.

Recommendation (Sl. No. 5; Para 2.9)

1.10 In para 2.9 of the Twenty-Second Report (Tenth Lok Sabha) the Committee desired that the Ministry of Welfare should take up the matter with the Planning Commission and the Ministries/Departments concerned at the highest level to ensure the implementation of the programme for the welfare of Scheduled Tribes as per the guidelines issued by the Planning Commission.

1.11 In their reply the Ministry have stated that a meeting of

representatives from the concerned Ministries and Planning Commission was held on 19.4.1993 under the Chairmanship of Secretary (Welfare) to discuss the implementation of T.S.P. programme as per the Commission's guidelines. The Ministries/Departments were requested in the meeting to identify specific schemes/programmes tailored to tribal needs, and to issue guidelines to the State Governments and other agencies to ensure that the adequate funds flow to TSP areas out of the Central Ministries' funds, quantify funds for TSP and disaggregate them State-wise to open special cells in the Ministries/Departments for effective implementation of programmes, monitoring and evaluation which are under implementation in various States and UTs. The decisions taken during the meeting were also circulated to all the concerned Ministries and the Planning Commission for follow-up action.

They have further stated that Welfare Minister has written to the Deputy Chairman, Planning Commission, in this matter on 28.7.1993. In turn, the Planning Commission has issued guidelines on quantification of funds etc. for T.S.P. to concerned Ministries.

On 20.9.1993, the Minister of State for Planning took a meeting of some important Central Ministries/Department viz. Forest and Environment, Education, Rural Development, Industry, Health, Agriculture and Cooperation in regard to formulation of need based plan and quantification of funds etc. for T.S.P.

They have stated that in 1994-95, their Secretary has taken a series of meetings with important Central Ministries/Departments before their Annual Plans were placed for discussion in the Planning Commission to impress upon them the need to formulate Tribal Sub-Plans by quantifying funds for tribal areas, disaggregate State-wise & year-wise targets and suitably adopt all the on-going programmes to meet the specific requirements of Scheduled Tribes.

1.12 The Committee would like to know whether special cells have been opened in the Ministries/Departments for effective implementation of specific schemes/programmes tailored to tribal needs, their monitoring and evaluation etc. which are under implementation in various States and UTs.

Recommendation (Sl. No. 7; Para 2.16)

1.13 In para 2.16 of the Twenty-Second Report (Tenth Lok Sabha), the Committee took a serious view of the inordinate delay on the part of the State Government in submitting the Governor's reports on the administration of Scheduled Areas to the President of India. The Committee desired that the procedure in that regard should be streamlined.

1.14 In their reply, the Ministry have stated that the Govt. of Bihar has reported that Governor's Report on the administration of Scheduled Areas for the years upto 1991-92 have been sent to Government of India by the

Governor of Bihar vide letter No. 3280 GS.III dated 7.12.1992. The State Government has further reported that the report for the year 1992-93 is being scrutinised in the Secretariat of the Governor of Bihar. Reminders have also been sent vide letter No. 18013/2/93-TDR dated 9th June, 1994, from Secretary, Ministry of Welfare to the Chief Secretary, Government of Bihar and vide letter No. 18013/2/93-TDR dated 11th October, 1994 from the Welfare Minister to the Chief Minister of Bihar.

The Ministry have further stated that their Secretary, has also written to the Chief Secretaries of all State Governments vide letter No. 18013/2/93-TDR dated 10th January, 1995, asking them to ensure that Governor's reports regarding Administration of Scheduled Areas to be sent to the President should be got expedited for all the years for which they are due. This matter also came up for discussion during the Conference of Secretaries and Ministers incharge of Tribal Welfare Departments in the States/UTs held in Guwahati on 2nd & 3rd February, 1995 and it was urged that the State Government should send Governors' reports regularly as envisaged under the Fifth Schedule of the Constitution. The Conference was also attended by the Minister incharge of Tribal Welfare, Government of Bihar as also the Secretary, incharge of Tribal Welfare and Commissioner, Tribal Welfare, Bihar.

1.15 The Committee would like to be informed whether the State Government of Bihar have sent the Governor's Report regarding administration of Scheduled Areas for the years 1992-93, 93-94 and 94-95 to the President of India.

Recommendation (Sl. No. 10; Para 2.19)

1.16 In para 2.19 of the Twenty Second Report (Tenth Lok Sabha) the Committee felt that State Governments suggestion to set up a small cell at Governors Secretariat to critically analyse the material furnished by the State Government before giving a final shape and also to include Governors' impression formed during his tours in the report merit consideration and acceptance. They hoped that a critical analysis and impression gathered by Governor should find a place in the next Annual Report.

1.17 In their reply, the Ministry have stated that the Governor of Bihar has reported that the recommendation of the Committee has been taken up earnestly and the creation of a Cell at the Secretariat of Government of Bihar, is under active consideration of the Government. With the creation of this Cell, it would be possible to furnish the report with critical review and the impressions gathered by the Governor of Bihar during his tours of the tribal areas.

1.18 The Committee would like to be intimated whether a cell has been set up at the Secretariat of Governor of Bihar to critically analyse

the Governor's report on the administration of Scheduled Areas before its submission to President and the functions assigned to it.

Recommendation (Sl. No. 11; Paras 2.29 and 2.30)

1.19 In para, 2.29 and 2.30 of the Twenty-Second Report (10th Lok Sabha) the Committee noted with concern that the meetings of TAC had not been taking place at regular intervals in Bihar, since December, 1988. Only five meetings had been held though the rules provided that TAC should meet twice a year. They were of the view that all the problems of tribal areas could not be discussed fruitfully when meetings were held at such long intervals and only for a few hours. The Committee hoped that Tribal Advisory Council should meet more frequently and for longer time.

1.20 The Ministry of Welfare in their reply have stated that the comments and recommendation of the Committee have been taken note of very seriously by the Government of Bihar. Now, it is the endeavour of the Government that the meetings of the Tribal Advisory Council should take place regularly and on time. During 1994, one such meeting was held on 25.1.1994. The next meeting is also likely to be held very soon.

1.21 The Committee would like to know as to when the next meetings of Tribal Advisory Council were held after 25.1.94 with their duration.

Recommendation (Sl. No. 12; Para 2.31)

1.22 In para 2.31 of the Twenty-Second Report (Tenth Lok Sabha) the Committee noted that in the meetings of the Tribal Advisory Council held on 5 April, 1991, a number of proposals were submitted by the members. The Committee found that these proposals were submitted more than two years back and unusual delay in their examination/perusal was required to be looked into. They urged that concerned departments of the State Government should be prevailed upon to expedite their examination.

1.23 In their reply the Ministry have stated that the Government of Bihar has reported that the recommendations of the Committee have been noted and action is being taken accordingly. This matter was also raised in one of the Tribal Advisory Council meetings by one of its members. Concerned departments such as Revenue, Forest, Excise, Co-operative, Mines etc. have been directed to take immediate steps so that land alienation from tribals to non-tribals does not take place, tribal women are given inheritance right, tribal people are given mining lease in forest areas and that the ban on sale of liquor is strictly implemented. It is further mentioned that as regards withdrawal of facilities to the offspring of Hindu father & ST mother, the matter has been referred to the Department of Personnel & Administrative Reforms, Government of Bihar, but because of legal complications, the matter has not been finalised and therefore implementation of the concerned resolution of the Tribal Advisory Council has not taken place so far. They have stated that as regards the establishment of a self-sufficient Authority for Santhal Pargana's Division,

it already exists, but is dormant because of the proposition of an Autonomous Jharkhand Parishad.

1.24 The Committee may be apprised of decision taken in regard to withdrawal of facilities to the offspring of Hindu Father and Scheduled Tribe Mother.

Recommendation (Sl. No. 15; Para 2.58)

1.25 In para 2.58 of the Twenty-Second Report (Tenth Lok Sabha) the Committee desired that the Ministry of Welfare should impress upon the State Government to rectify the position in regard to single-line of administration in the light of experience gained in Bihar as well as in other States like Andhra Pradesh with a view to achieving better results.

1.26 In their reply, the Ministry have stated that Welfare Minister has written to the Chief Ministers of State Governments urging them to implement single-line administration of ITDPs in the Tribal areas to achieve better results in tribal development vide his D.O. No. 12024/1/93-TDC dated 24th August, 1993. During the conference of Ministers incharge of Tribal Development held at Guwahati on 2-3 February, 1995, the Union Welfare Minister again urged the State Governments to adopt single-line administration of ITDPs.

1.27 The Committee would like to know as to how far the Ministry have been successful in convincing the State Government of Bihar to implement single-line administration of ITDPs in the tribal areas of Bihar.

Recommendation (Sl. Nos. 17 and 18; Paras 2.60 and 2.61)

1.28 In para 2.60 of the Twenty-Second Report (Tenth Lok Sabha) the Committee were surprised to find that the State Government of Bihar had discontinued payment of compensatory allowance to their staff posted in tribal areas which were comparatively more backward, lack communication network and had under-developed infrastructure. In the absence of those incentives staff was often reluctant to serve in those areas without being adequately compensated. In para 2.61 of the same Report, the Committee further desired that they should be apprised of the action taken by the State Government on other recommendations of the Maheshwar Dayal Group like creation of cadre for tribal areas and recruitment of local persons with relaxed qualification in order to improve standard of work, which had been accepted by the State Government.

1.29 In their reply, the Ministry have stated that the Government of Bihar has reported that implementation of recommendation of Maheshwar Dayal Group on Administrative Arrangements/Personnel Policy in Tribal Sub-Plan areas is yet to take place in the State. The Department of Personnel and Administrative Reforms, Government of Bihar has been asked to take action on the recommendation vide letter No. 3265 dated 23.2.1993 of the Department of Welfare, Government of Bihar. The Government of Bihar has further reported that the system of recruitment

of local people to Class III & Class IV posts has been in use before the recommendation of the Committee. However, the system is not applicable in the case of Class II and Class I posts because such recruitments are made through the State Public Service Commission.

As far as the creation of a separate cadre for the Tribal Sub-Plan area is concerned, the State Government has represented that it requires greater indepth examination.

1.30 The Committee would like to be informed as soon as the recommendation of the Maheshwar Dayal Group on Administrative Arrangements/Personnel Policy in Tribal Sub-Plan area is implemented in the State and also about the decision taken in regard to the creation of a separate cadre for the Tribal Sub-Plan area.

Recommendation (Sl. No. 20; Para 3.19)

1.31 In para 3.19 of the Twenty-Second Report (Tenth Lok Sabha) the Committee were convinced of the reasoning on revenue consideration against abandoning prohibition policy in Bihar. The Committee strongly felt that development and welfare of 58 lakh tribals in the State should not be overlooked on revenue consideration.

1.32 In their reply, the Ministry have stated that the Government of Bihar has reported that action is being taken by the Excise Department. Effective propaganda is being made through Media and Non-Government Organisations.

1.33 The Committee would like to be apprised of the progress made in regard to enforcement of the prohibition policy in the Sub-Plan area of the State of Bihar within a period of months.

Recommendation (Sl. No. 22; Para 3.21)

1.34 In para 3.21 of the Twenty-Second Report (Tenth Lok Sabha), the Committee noted that liquor shops had been abolished in Block/Gram Panchayats in TSP areas of Bihar having fifty per cent or more tribal population. In Block/Gram Panchayats having less than fifty percent of tribal population, liquor vending was continuing. The Committee were at a loss to comprehend justification behind this policy. On the other hand, they were of the view that non-tribal people living in Tribal Sub-Plan area enjoy all types of facilities including subsidised essential commodities and subsidy under IRDP and ITDA economic development programmes, besides the developed infrastructure created in those areas. Therefore, their preference for liquor should not get over-riding priorities over tribals welfare. The Committee were of the view that in urban areas falling under the Tribal Sub-Plan areas, where proportion of non-tribal population to tribal population was very high, and people were comparatively better off, a different yardstick could be applied on revenue consideration. In such urban areas, Indian made foreign liquor could be sold through departmental shops to check

smuggling of that type of liquor in rural tribal areas by unscrupulous liquor contractors.

1.35 In their reply, the Ministry have stated that the Government of Bihar has reported that the State Government shares the anxiety of the Committee and has further stated that efforts would be made in this direction in order to save the tribals from exploitation by the liquor vendors. They are of the view that since the implementation of the policy of Prohibition has been very discouraging, a fresh strategy has to be found out.

1.36 The Committee may be informed as soon as a new strategy is worked out on revenue consideration in respect of urban areas falling under Tribal Sub-Plan areas, where proportion of non-tribal population to tribal population is very high, and people are comparatively better off.

Recommendation (Sl. No. 23; Para 3.22)

1.37 In para 3.22 of the Twenty-Second Report (Tenth Lok Sabha) the Committee felt that such a vital factor like liquor vending affecting tribal population should not be overlooked on revenue considerations. They therefore, strongly urged that sale of liquor in tribal Sub-Plan areas should immediately be banned.

1.38 In their reply, the Ministry have stated that the Government of Bihar has reported that the State Excise Department has drafted a memorandum with a view to enforce prohibition in all the 112 blocks in the Tribal Sub-Plan area. The Welfare Department of the State Government has already vetted the memorandum. The Government of Bihar has further stated that the matter require indepth examination, and since prohibition has failed earlier, it may take time, but they are committed to make the tribal Sub-Plan area a liquor-free zone.

1.39 The Committee would like the State Government of Bihar to expedite action on the memorandum submitted to them by the State Excise Department and apprise them of the progress made in making the Tribal Sub-Plan areas as a liquor free zone.

Recommendation (Sl. No. 24; Para 3.31)

1.40 In para 3.31 of the Twenty-Second Report (Tenth Lok Sabha) the Committee found that as most of the tribal families are below poverty line, they require loan to meet social liabilities like marriages and even for consumption and in the absence of any institutional arrangements for such credit, they often fall in the hands of unscrupulous money-lenders which sets the wheel of exploitation in motion. They also found that the institutional arrangements made to meet credit needs of the tribals like cooperative societies, LAMPS etc. were not only inadequate but also inefficient in working. Moreover, these institutions often face resource crunch. The Committee therefore, felt that there was a need to make adequate provisions of funds to such institutions and streamline their

functions. They desired that they should be informed of the steps initiated in that regard.

1.41 In their reply, the Ministry have stated that the Government of Bihar has reported that for releasing the tribals from the clutches of money-lenders and indebtedness, funds have been made available to LAMPS for consumption loan by the Regional Development Commissioner. Every Gram Sabha of the Primitive Tribes is being given Rs. 12000/- at 4% interest as consumption loan. Hopefully this will meet the requirement of tribals, and the money-lenders will be kept at bay by these arrangements.

1.42 The Committee are of the view that the amount of Rs. 12,000/- at 4% interest which is given to every Gram Sabha of the Primitive Tribes as consumption loan will be insufficient and desire that the same should be increase substantially.

Recommendation (Sl. No. 25; Para 3.32)

1.43 In para 3.32 of the Twenty-Second Report (Tenth Lok Sabha) the Committee were perturbed to note that nationalised banks were shy of financing tribals. In the absence of any institutional finance, tribals had often fallen in the hands of unscrupulous money-lenders. The Committee urged that a sympathetic view of the grim poverty of tribals and their helplessness might be taken by the lending institutions and some way out might be found out with a view to help them.

1.44 In their reply, the Ministry have stated that the Government of Bihar has reported that the attitude of Financial Institutions in granting loans to tribals is still not encouraging. However, the State Government is taking measures through the Secretary, Department of Institutional Finance, who co-ordinates the activities of different financial institutions, and it is expected that the position will improve.

1.45 The Committee may be apprised of the precise steps taken by the State Government of Bihar to improve the attitude of the Financial Institutions in granting loans to the tribals keeping in view their grim poverty and helplessness. The Committee would like to be informed within a period of 3 months.

Recommendation (Sl. No. 26; Para 3.33)

1.46 In para 3.33 of the Twenty-Second Report (Tenth Lok Sabha), the Committee noted that 80,000 people had been freed and a debt relief of Rs. 3 crores had been granted by the State Government of Bihar. The Committee had emphasised that released labourers should be properly rehabilitated and provided with means of livelihood. Their basic needs should be met to ensure that the released families did not relapse into bondage.

1.47 In their reply, the Ministry have stated that the Government of Bihar has reported that the Department of Labour is taking necessary action to provide means of livelihood to released Bonded Tribals. For

this purpose, every year, allocation of funds is made. During 1994-95 a sum of Rs. 10.15 lakhs was earmarked for this purpose.

1.48 The Committee would like to know whether the amount of Rs. 10.15 lakhs earmarked during 1994-95 for providing means of livelihood to released bonded tribals have been fully utilised.

Recommendation (Sl. No. 30; Para 3.42)

1.49 In para 3.42 of the Twenty-Second Report (Tenth Lok Sabha), the Committee had emphasised that unproductive quality of land in the TSP areas was one of the basic causes of alienation of tribal lands. Thus, any comprehensive strategy for checking land alienation should include measures for improving productivity of land. Therefore, they urged that financial assistance might be provided to tribals to take up cultivation on land restored to them.

1.50 In their reply, the Ministry have stated that the Government of Bihar has reported that the restoration cases initiated by the State Government have yielded favourable results and a substantial area of land has been restored to the tribals. In order to help them in agricultural operations, the tribals to whom alienated land has been restored are also being given Rs. 1000/- per acre as grant so that they can make use of it for making the land more fertile and cultivable.

1.51 The Committee would like to know about the criteria adopted by the State Government for giving a grant of Rs. 1000/- per acre to tribals whose alienated land has been restored for taking up cultivation.

Recommendation (Sl. No. 31; Para 4.6)

1.52 In Para 4.6 of the Twenty-Second Report (Tenth Lok Sabha), the Committee desired that the reasons for declining trend in agricultural productivity in TSP areas should be analysed and remedial measures taken at an early date.

1.53 In their reply, the Ministry have stated that the Government of Bihar has reported that the Tribal Sub-Plan region in Bihar comes under plateau area. Here, in the Tribal Sub-Plan Blocks, the land scape and its situation are entirely different when one compares the area with the rest of the State. The area is not only dominated by resourceless poor tribal farmers, but also due to undulating topography, the region is almost rainfed. The irrigation potentiality created is mostly of the minor irrigation types, which hardly covers 9% of the total cultivable land. Therefore, whichever crops are grown in Tribal Sub-Plan area, they depend upon the mercy of rain water. Slight fluctuation in the behaviour of rain adversely effects the crops of the Tribal Sub-Plan region.

The other important factor for low productivity is stated to be the poor fertility of the soil. Soils of this region are poor in Nitrogen content and organic compounds. The phosphates in the upland and soils which are acidic in nature are fixed and not easily available to the plants. The upland

soil is severely eroded since this soil is of open and light in texture. All these complex features of topography, rainfall, water availability and soil formulation are responsible for poor productivity in the TSP blocks.

However, the productivity of the rice crop on low land, which is the most important crop of this area, cannot be rated below average when compared with the same of the rest of the State. Of Course, during some bad monsoon years, this rice area is also adversely, affected, specially when the crucial rain of 'Hathiya' fails, a phenomenon which occurs almost regularly, after every five years.

Sometime shrinkage in major crops, like rice, may be noticed. This may sometimes be due to the fact that farmers are advised not to grow rice on the uplands, which are marginal lands and where the management of water is not easy. Cultivation of rice on uplands drastically lowers the average productivity of rice. Hence, on such uplands, other crops like pulses and oilseeds may be more remunerative.

The cultivators of the area are being constantly persuaded to take up cultivation of crops according to the capability and productivity of the land they are cultivating. Rainfed system of cultivation is being introduced in the area, so that the productivity and intensity of crops can increase and crop production stability can be achieved.

1.54 The Committee would like to know whether the Rainfed system of cultivation had been introduced in the TSP Districts of Bihar has shown any marked improvement in agricultural productivity.

Recommendation (Sl. No. 32; Para 4.7)

1.55 In para 4.7 of the Twenty-Second Report (Tenth Lok Sabha), the Committee recommended that added emphasis be laid on power supply to TSP areas and for that reason outlay under that head should be substantially enhanced.

1.56 In their reply, the Ministry have stated that the Government of Bihar has reported that it has been their constant endeavour to make power supply available to tribal sub-plan area on priority basis. However, sometimes, because of low generation of power, this area also has been deprived of power supply occasionally. The Government of Bihar has further stated that they will certainly try to improve the situation.

1.57 The Committee are not satisfied with the reply of the Government. They reiterate that added emphasis be laid on power supply to tribal sub-plan area and for that purpose outlay under this head should be substantially enhanced.

Recommendation (Sl. No. 33; Para 4.8)

1.58 In para 4.8 of the Twenty-Second Report (Tenth Lok Sabha), the Committee felt that minor irrigation schemes based on rivers and streams which do not entirely depend on power to lift water might be taken up

whenever possible in large number to augment the irrigation facilities substantially.

1.59 In their reply, the Ministry have stated that the Government of Bihar has reported that they are certainly in favour of such schemes and has further stated that the tribal farmers will be encouraged to take up such manual schemes, so that, in case of non-availability of power, their crops do not fail.

1.60 The Committee consider the reply of the Government evasive. In their opinion, it is the State Government who should undertake the minor irrigation schemes for the tribal farmers, so that, in case of non-availability of power, their crops do not fail.

Recommendation (Sl. No. 36; Para 4.15)

1.61 In para 4.15 of the Twenty-Second Report (Tenth Lok Sabha), the Committee desired that the State Government should conduct a survey to know the precise area under jhoom cultivation in the State with a view to take appropriate measures to curb that practice.

1.62 In their reply, the Ministry have stated that the Government of Bihar has reported that most of the shifting cultivation area comes under Sahebganj district of Santhal Pargana Division. This practice is prevalent among Pahariyas and Mal Pahariyas. They usually reside on hill tops. They do not like to come down from the top of hillocks. Having resided on a particular hill-top for sometime, they migrate to some other hill top with all their belongings. Although the State Government has not conducted any regular survey of the incidence of shifting cultivation and its effect on environment and ecology, it is aware about its adverse effects. It would be the endeavour of the State Government to get a survey conducted through a proper agency very soon. The State Government would also take remedial measures based on the recommendations of the survey.

1.63 The Committee would like to know whether any survey has been conducted by the State Government regarding incidence of shifting cultivation and its effect on environment and ecology. If so, the recommendations made during the survey and the remedial measures taken in this regard may be intimated to them within a period of 3 months.

Recommendation (Sl. No. 37; Para 4.16)

1.64 In para 4.16 of the Twenty-Second Report (Tenth Lok Sabha) the Committee had desired that the State Government should prepare a concrete action plan to dissuade them from jhoom cultivation by offering attractive incentives in the form of agricultural land etc. In this context, the Committee further desired to point out that the Centrally Sponsored Scheme with total outlay of Rs. 75 crores, targeting settlement of 25000 families over a period of five years had been formulated by the Ministry of Agriculture. The Committee advised the State Government to identify the areas and formulate schemes with a view to rehabilitate those indulging in

jhoom cultivation and seek financial assistance from the Ministry of Agriculture.

1.65 In their reply, the Ministry have stated that the Government of Bihar has agreed that it is true that mere persuasion will not be enough to check shifting cultivation. Therefore, some special efforts have to be made to overcome this problem. In view of this, it is their endeavour to rehabilitate these tribals on permanent basis on the lower sides of the plains by providing them free land and tools, machinery and seeds, in order to help them to start agriculture. An ambitious programme of horticulture has also been prepared under the Bihar Plateau Development Project for the seven Blocks of Sahebganj district where shifting cultivation was prevalent. They have further stated that special soil conservation measures programme can also be taken up on their fields. As suggested by the Committee, the State Government will also take advantage of the Central Sector Scheme for this purpose.

1.66 The Committee desire that the State Government should inform as to how far they have been successful in rehabilitating the tribals engaged in jhoom cultivation and also whether they have sought the financial assistance from the Ministry of Agriculture.

Recommendation (Sl. No. 38; Para 4.22)

1.67 In para 4.22 of the Twenty-second Report (Tenth Lok Sabha), the Committee strongly recommended that Government should examine feasibility of providing insurance cover for all types of livestock reared by tribals apart from those supplied to them under various poverty alleviation programmes. They further desired that utmost efforts should, therefore, be made to extend benefits to large number of tribals under animal husbandry scheme.

1.68 In their reply, the Ministry have stated that the Government of Bihar has reported that as far as the question of providing insurance facility to the livestock reared by Tribals is concerned, apart from the livestock supplied to them under various poverty alleviation programmes, only those animals which are given to Scheduled Tribes on partial or 100% subsidy basis are covered under insurance schemes. If insurance scheme is to be extended to all animals, then the requirement of funds would be to the extent of Rs. 20070.87 lakhs. The availability of such a huge amount has put a question mark on the implementation of the recommendation of the Committee for the time being. The Government of Bihar has further admitted that it is true that the number of beneficiaries under Animal Husbandry programmes in Tribal Sub-Plan area is small, the reason being the lower allocation of funds under the Animal Husbandry Sector successively every year. However, efforts are being made to increase the number of beneficiaries within the available resources by making some alterations in the schemes.

The Secretary, Department of Welfare, Government of Bihar has further stated vide his letter No. 75, dated 10th April, 1995 that it is true that the quantum of assistance under SCA to TSP has been increased from 1992-93 to 1993-94, but the amount received in the year 1993-94 could not be released by the Government of Bihar. Hence, the same remains unutilised. Non-utilisation of SCA during 1993-94 has naturally reflected upon the number of beneficiaries. The number of beneficiaries will increase substantially as soon as SCA amount of 1993-94 is released by the State Government. They have expressed that as far as allocation under State Plan is concerned, the size of the plan was reduced drastically in the year 1993-94, as a result of which more beneficiary-oriented scheme could not be implemented in the Animal Husbandry Sector and as soon as the size of the plan increases in subsequent years more funds would flow under this sector and automatically the number of beneficiaries will increase.

1.69 The Committee may be informed about the number of Scheduled Castes and Scheduled Tribes benefited under Animal Husbandry Schemes during the year 1994-95. The Committee would also like to know the reason for which the amount under SCA to TSP received in the year 1993-94 by Government of Bihar could not be released in time.

Recommendation (Sl. No. 39; Para 4.23)

1.70 In para 4.23 of the Twenty-Second Report (Tenth Lok Sabha), the Committee noted that pigs reared by tribals were of indigenous breed. Their growth was stated to be far below the growth of the improved breed. The Committee, therefore, recommended that as far as possible pigs of improved breed should be made available to tribals in Tribal Sub-Plan areas.

1.71 In their reply, the Ministry have stated that the Government of Bihar has reported that as recommended by the Committee, more number of pigs of improved breed will be distributed, provided the fund under Special Central Assistance is enhanced under Animal Husbandry Sector.

In this context the Ministry of Welfare have stated that they found the reply of the State Government unsatisfactory and they wrote to the Government of Bihar vide letter No.16015695-TDA/TDD dated 6th April, 1995 asking why increased allocation had not been provided by the State Government to the Animal Husbandry Sector in 1993-94 as against 1992-93, when the flow of SCA to TSP from Ministry of Welfare had increased from Rs. 3175.25 lakhs in 1992-93 to Rs. 3497.39 lakhs in 1993-94, and why the State Government was not providing increased allocation for this purpose out of the State Plan funds. The Secretary, Department of Welfare, Government of Bihar has replied vide his letter No. 75, dated 10th April, 1995 that it is true that the quantum of assistance under SCA to TSP has been increased from Rs. 3175.25 in 1992-93 to Rs. 3497.39 in 1993-94, but the amount received in the year 1993-94 could not be released by the Government of Bihar. Hence, the same remains unutilised. Non-utilisation of SCA during 1993-94 has naturally

reflected upon the number of beneficiaries. The number of beneficiaries will increase substantially as soon as SCA amount of 1993-94 is released by the State Government. As far as allocation under State Plan is concerned, the size of the plan was reduced drastically in the year 1993-94, as a result of which more beneficiary-oriented scheme could not be implemented in the Animal Husbandry Sector. As soon as the size of the plan increases in subsequent years more funds would flow under this sector and automatically the number of beneficiaries will increase.

1.72 The Committee are not satisfied with the reply of the Government. They are unable to understand as to why the increased flow of Special Central Assistance from Ministry of Welfare to Tribal-Sub-Plan has not been released by the Government of Bihar in time. The Committee, therefore, urge the Government to ensure that the Special Central Assistance provided by the Ministry of Welfare is released by the Government of Bihar at the earliest for the Tribal Sub-Plan and pigs of improved breed are made available to the tribals in TSP area, since the growth of the indigenous breed of pigs reared by the tribals in general is far below the growth of the improved breed.

Recommendation (Sl. No. 40; Para 4.31)

1.73 In para 4.31 of the Twenty-Second Report (Tenth Lok Sabha) the Committee strongly urged that the State Government should gear up the machinery and take other administrative steps for expeditious implementation of already delayed irrigation scheme.

1.74 In their reply, the Ministry have stated that the Government of Bihar has reported that during the Seventh Five-Year Plan, additional irrigation potential was created in 2.5 lakh hectares in the tribal area. Due to the power situation, proper application of design, survey and monitoring and inadequate funds, targets could not be achieved. Against the target of 6931 private tubewells, 37,118 irrigation wells and 8927 pump sets in the Seventh Five-Year Plan only 3327 private tubewells, 35,524 irrigation wells, and 3531 pumpsets were completed in the Tribal Sub-Plan Area. Preference is given to Scheduled Castes and Scheduled Tribes under the Private Irrigation Scheme in the TSP Area. They have further stated that before the Eighth Five-year Plan, 50% subsidy was given by the Central Government. During the Eighth Five-Year Plan, this was stopped, but the State Government is continuing the subsidy. With the assistance of the World Bank, a target of 700 water harvesting tanks, 5360 irrigation wells and repair of 200 old lift irrigation schemes under the Bihar Hill Area Development scheme were taken up in 1993-94 under TSP Area. They have stated that action is being taken to complete schemes worth Rs. 712.00 lakhs. In 1994-95, a total outlay of Rs. 2389.00 lakhs was earmarked for irrigation schemes.

1.75 The Committee would like to know whether the outlay of

Rs. 2389.00 lakhs earmarked for irrigation schemes for the year 1994-95 has been fully utilised.

Recommendation (Sl. Nos. 41 and 42; Paras 4.32 and 4.33)

1.76 In para 4.32 of the Twenty-Second Report (Tenth Lok Sabha) the Committee expected that the State Government would give due attention to the maintenance and repair aspect and ensure that irrigation schemes executed at enormous cost function smoothly upto the designed capacity. They felt that such schemes going out of gear not only entail heavy loss to the tribals in command areas due to loss of agricultural production, but also results in heavy losses to the Government as electric pumps and machinery get rusted if not used.

The Committee also had desired that the State Government should reconsider their decision not to take up new irrigation schemes in TSP areas. In fact what was required was effective monitoring of the working of Lift Irrigation Schemes and their timely repair and maintenance. The Committee hoped that those aspects would be well taken note of with a view to increasing irrigation potential in TSP areas.

1.77 In their reply, the Ministry have stated that the Government of Bihar has reported that in the tribal area, Lift Irrigation Schemes are not giving proper benefits to the tribals because there is lack of power and inadequate funds. Due to inadequate funds repair works too are not completed. Motors installed on Lift Irrigation Schemes are not functioning properly due to lack of power.

The Government of Bihar has further reported that again due to lack of adequate funds and power, they have decided not to take up new irrigation schemes in tribal Sub-plan area. If the position of funds and power becomes satisfactory, they will take up the lift irrigation schemes.

1.78 The Committee are not satisfied with the reply of the Government. They urge the Central Government to release more funds to the Bihar Government enabling it to tackle the problem of repair and maintenance of electric pumps and machinery used in the working of Lift Irrigation Schemes which have been executed at an enormous cost. The Committee also, reiterate that the State Government should reconsider their decision of not taking up new Irrigation Schemes in TSP areas and hope that the State Government of Bihar would take up new Lift Irrigation Schemes even from its own funds because in their opinion this only can provide assured irrigation in TSP areas.

Recommendation (Sl. No. 43; Para 4.50)

1.79 In para 4.50 of the Twenty-Second Report (Tenth Lok Sabha), the Committee had noted that nine minor forest produce including Karanj seeds had been nationalised by the State Government of Bihar and private individuals/agencies were not allowed to trade in these commodities. The Committee learnt in this context, that Karanj seeds then were produced on

private land also and not in forests alone. They felt that State Government should not, therefore, include that in the list of minor forest produce and charge royalty on it. The State Government representatives had assured the Committee that it would be removed from the Schedule. The Committee expected an early decision in that regard.

1.80 In their reply, the Ministry have stated that the Government of Bihar has reported that the State Government have, in public interest, created state monopoly in the trade of certain important minor forest produce, which includes seeds of Sal, Karanj, Mahua, Kusum and Palas and fruits of Amla, Harar and Bahera. As regards denationalisation of trade of Karanj seeds, as it is nowadays also grown on private land, State Government has stated that it is under their consideration, but it would be pertinent to indicate that the State Government created monopoly in the trade of certain minor forest produce irrespective of the fact whether these were found inside the forests or outside. Apart from Karanj, Mahua, Kusum and Palas are also grown on Private land. They have further clarified that if the Committee has felt that the incidence of Karanj has increased in private land now-a-days, then this is not the case. The incidence of Karanj on private land has not increased in recent years.

1.81 The Committee would like to be informed as soon as some decision is taken by the State Government in regard to denationalisation of trade of Karanj seeds.

Recommendation (Sl. No. 44; Para 4.51)

1.82 In para 4.51 of the Twenty-Second Report (Tenth Lok Sabha) the Committee desired that the State Government should examine all the issues in depth with a view to ensuring that tribals lot who collect Minor Forest Produce do not suffer and they are not exploited by middlemen also. The Committee also urged the State Government to ensure that poor tribals who have not been paid procurement price for their M.F.P., should be ensured payment promptly.

1.83 In their reply the Ministry have stated that the Government of Bihar has reported that the price in the terminal market is controlled by the end users, which, in turn, depends upon demand and supply of product, oils and fats in most of the cases. As such, there are price fluctuations. At times, the price is not remunerative. Price support would be ideal, but since this would involve providing subsidy component in the scheme, Government would have to provide sufficient fund for implementing the scheme. It has further been stated that providing price support scheme, instead of creating monopoly in the trade of Minor Forest Produce, is under consideration of Government of Bihar.

1.84 The Committee desire that they should be informed whenever decision is taken by the State Government to provide Price Support Scheme in the trade of Minor Forest Produce. They would also like to know how at present do the State Government ensure the payment of procurement price to the poor tribals for their Minor Forest Produce.

Recommendation (Sl. No. 47; Para 4.54)

1.85 In para 4.54 of the Twenty-Second Report (Tenth Lok Sabha) the Committee desired that the Ministry of Welfare should take up the matter with the Ministry of Finance at the highest level with a view to provide Bihar State Forest Development Corporation funds through banking channels at reduced rate of interest as is being done in the case of certain other poverty alleviation programmes.

1.86 In their reply, the Ministry have stated that the Government of Bihar has reported that under the present financial constraints before the Government, and because of very little allocation under the Plan head in this sector, it is not possible for the State Government to provide share capital as per the recommendation of the Committee. Government of Bihar has further reported that, as soon as the financial position of the Government improves, it would be possible for them to allocate some funds for this purpose.

The Ministry of Welfare has further stated that as regards the Committee's direction to them they have taken up the matter with the Ministry of Finance at the highest level in the light of the recommendation. They had first written to the Ministry of Finance vide O.M. No. 16015/12/91-TDB (Vol. II) dated 4th October, 1993 with a view to providing funds at reduced rate of interest through banking channels to the Bihar State Forest Development Corporation, as is being done in the case of certain other poverty alleviation programmes. Minister of State for Welfare also wrote to the Finance Minister, Government of India vide d.o. No. 16015/6/91-TDD (Vol. III) dated 10th June, 1994 specifically in the light of recommendation of the commercial banks for providing loans to the Bihar State Forest Development Corporation at reduced rate of interests since that would be of benefit not only to the Corporation but also to the tribals who are dealing in Minor Forest Produce in the State of Bihar. The Minister of State for Welfare had further stated in his aforesaid letter to the Finance Minister that a similar policy needs to be uniformly applied to all the Corporations dealing with the collection of Minor Forest Produce in all TSP/Tribal majority States/Union Territories.

1.87 The Committee may be informed as soon as some reply in this context is received from the Ministry of Finance.

Recommendation (Sl. No. 50; Para 4.57)

1.88 In para 4.57 of Twenty-Second Report (Tenth Lok Sabha), the Committee noted with concern that because of inadequate funds (Rs. 280 lakhs), provided in the Annual Plan of the State Government for Forestry, most of the programmes in that Sector had suffered badly in terms of physical achievements and desired goal. In view of the fact that tribals were closely associated with forests and forest development schemes were

going to benefit them directly and indirectly, the Committee hoped that this aspect would not be lost sight of while formulating schemes and allocating funds to forest department by the State Government.

1.89 In their reply, the Ministry have stated that the Government of Bihar has reported that as soon as the resource constraint ceases, the State Government would try to allocate sufficient fund for the development of tribal people in tribal sub-plan areas.

1.90 The Committee are not satisfied with the reply of the Government. The Committee reiterate that the State Government should allocate more funds for forestry and take up more forest development schemes for the tribals in order to benefit them directly or indirectly.

(Recommendation Sl. No. 51, para 4.71)

1.91 In para 4.71 of Twenty-Second Report (Tenth Lok Sabha), the Committee found that there was a serious shortfall in setting up health institutions during the Seventh Plan period. 187 Health Sub-Centres were set up against the target of 507. Similarly 14 Unani dispensaries and 36 Homeopathic dispensaries were set up against the targets of 21 and 54 respectively. Shortfall in achieving targets of the Plan were highly deplorable. The Committee desired that remaining Health Sub-Centres/Dispensaries should be set up expeditiously.

1.92 In their reply, the Ministry have stated that the Government of Bihar has reported that as per the prescribed norms the following number of Referral Hospitals/PHCs/Health Sub-Centres are to be established in the TSP areas:

Population	Hospitals		PHC/PHCs		Sub-Centres	
	Requi- red	Estab- lished	Requi- red	Estab- lished	Requi- red	Estab- lished
1	2	3	4	5	6	7
1,28,69,740	128	24	643	239	4290	3516

The above statement shows deficiency in health institutions which is due to financial constraints. The State Government has, therefore, asked for additional funds under Special Central Assistance to Tribal Sub-Plan for this purpose.

The Ministry of Welfare have further stated that the reply of the State Government has been found not to be satisfactory since large amounts of Special Central Assistance from previous years are still lying unutilised with the Government of Bihar and in any case this expenditure is expected to be met out of the State Plan funds. This has been pointed out by them to the State Government vide letter No. 16015/6/91-TDA/TDD dated the 7th of April, 1995. A reply of the Government of Bihar on the subject is awaited.

1.93 The Committee note from the reply of the Government that only a few number of Hospitals/PHC/Sub-Centres have been established against the actual targets. The Committee also find that large amounts of SCA

from previous years are still lying unutilised with the Government of Bihar. The Committee, therefore, reiterate that the remaining Health Sub-Centres/dispensaries should be set up expeditiously.

(Recommendation Sl. No. 52, Para 4.72)

1.94 In para 4.72 of the Twenty-Second Report (Tenth Lok Sabha) the Committee found that there were large number of vacancies of doctors and para-medical staff posted in tribal areas. Against the sanctioned posts of 1181 Medical Officers and 6000 posts of other staff, 887 Medical Officers and 5394 other staff were reported to be in position and the remaining posts were lying vacant. The Committee took serious note of it as it amounted to negation of health facilities. The Committee felt that though doctors and other para-medical staff posted in tribal areas were reluctant to serve in interior tribal areas which were comparatively backward and lacked communications infrastructure and other amenities, yet with the schemes of proper incentives like residential accommodation and compensatory allowance etc., they could be motivated to work in those difficult areas. The Committee hoped that vacancies of doctors/para-medical staff would be filled up urgently.

1.95 In their reply, the Ministry have stated that the Government of Bihar has reported that it is a fact that medical officers generally do not prefer to be posted in interior areas. Even with an incentive of Rs. 325/(200+125) HRA and other allowances per month, the position has not improved appreciably. They have further stated to have asked the Government of Bihar to take positive action in the light of the specific recommendations of the Committee, not only for motivating doctors and other staff to work in tribal areas but also for filling up the vacancies of doctors and para-medical staff within a specific time limit, vide their letter No. 16015/6/91-TDA/TDD dated the 10th of April, 1994.

1.96 The Committee desire that the Ministry of Welfare should pursue with the Government of Bihar to fill up the sanctioned posts of Medical Officers and para-medical staff.

Recommendation (Sl. Nos. 53 and 54; Para 4.73 and 4.74)

1.97 In para 4.73 of the Twenty-Second Report (Tenth Lok Sabha) the Committee were perturbed to note that general impression of the people about functioning of PHCs/Sub-Centres in TSP areas of Bihar was far below expectations. It was reported that medicines were not available in time. The Committee desired that the procedure in this regard should be streamlined to make the doctors to attend PHCs/Sub-Centres regularly by conducting surprise inspections and ensuring proper monitoring. Medicines should also be supplied regularly to medical centres. The Committee hoped that State Government would apply corrective measures to refurbish the tarnished image of health services in TSP areas.

In para 4.74 of the same Report, the Committee had further recommended that allocation for medicines in TSP areas should be substantially enhanced so that essential medicines were provided to patients from the PHC/Sub-Centre itself, particularly in interior areas, where such medicines were not locally available. This small gesture in Committee's view would

go a long way to mitigate health problems in tribal areas and would definitely convey a strong positive message to poor people.

1.98 In their reply, the Ministry have stated that the Government of Bihar has reported that the Health Department is taking steps to ensure regular and effective inspections and scientific monitoring. The Government of Bihar has further admitted that it is a fact that attendance of doctors, and provision for medicine is not satisfactory and has said that their Health Department has taken various measures to ensure better attendance, and providing adequate medicine. The State Government has said that an additional amount of Rs. 5.46 crores needs to be given annually out of SCA to TSP funds for this purpose.

The Ministry of Welfare found the reply of the State Government unsatisfactory since large amounts of SCA to TSP from previous years are still lying unutilised with the Government of Bihar and in any case this expenditure is normally expected to be met out of the State Plan fund. They have also written to the Government of Bihar vide letter No. 16015/6/91-TDA/TDD dated the 10th April, 1994 asking them for clarification on this point so that the actual facts can be placed before the Committee in the context of the observations made in the para under reference.

1.99 The Committee would like to be apprised of the clarification as soon as it is received from the Government of Bihar in regard to non-utilisation of amount of SCA to TSP for medicine etc.

Recommendation (Sl. No. 55; Para 4.86)

1.100 In para 4.86 of the Twenty-Second Report (Tenth Lok Sabha) the Committee desired that the State Government should issue clean guidelines in regard to posting/transfers of the teachers to district authorities and tune up the supervision and inspection to motivate teachers to devote themselves to their job. Frequent and continuous absence of teachers from schools and that too for longer period, in Committee's view, had caused irreparable damage to the studies of tribal students. In their view this could be checked by strengthening office supervision and surprise visits by senior officers at sub-division and district levels. They further desired that reasons for poor relations among teachers and students and lack of sincerity on the part of teachers might also be ascertained with a view to taking remedial measures.

1.101 In their reply, the Ministry have stated that the Government of Bihar has reported that, so far, the transfer of teachers from one school to another was being governed by various circulars issued by the Department of Education from time to time, but now the Bihar State Nationalised Primary School Teachers (Transfer and Disciplinary Action) Rules, 1994 have already been promulgated, and all the District Education Establishment Committees have been directed to enforce the same. Rule II of the aforesaid rules clearly states that a teacher cannot be posted in his home block, nor can he be posted at a place which is situated at a distance less than 20 Km and more than 50 Km. from his home place. These rules have come into force from the 16th of June, 1994. They have further reported that as most of the teachers were involved in the revision of

electoral rolls, their transfers could not be effected due to embargo enforced by the Election Commission of India.

1.102 The Committee find the reply of the Government as evasive. They reiterate that the State Government should issue clear guidelines to the district authorities to tune up the supervision and inspection to motivate and inculcate sense of dedication in teachers towards their job. They also desire that the reasons for poor relations among teachers and students and also of lack of sincerity on the part of teachers which is a major factor constraining the spread of education among tribals should be ascertained and necessary remedial measures taken to tackle this problem.

Recommendation (Sl. No. 56; Para 4.87)

1.103 The Committee had urged that those vacancies as well as vacancies in schools run by Social Welfare Department and also at Middle and High School levels should be filled up urgently so that educational studies of students in schools located in TSP areas do not suffer.

1.104 The Ministry in their reply had stated that the Government of Bihar had reported that as a result of examination conducted by the Bihar Public Service Commission (BPSC), 19618 teachers have been appointed, out of which 5810 have been appointed in 13 Tribal Sub-Plan districts. As regards the remaining vacancies, the same will also be filled up very soon.

1.105 The Committee would like to be informed of the latest present position in regard to the sanctioned posts of teachers and the number of teachers appointed against the same in 13 Tribal Sub-Plan districts of Bihar.

Recommendation (Sl. No. 57; Para 4.88)

1.106 In para 4.88 of the Twenty-Second Report (Tenth Lok Sabha) the Committee desired that the State Government should analyse in depth the reasons of high rate of drop-outs in TSP areas and initiate remedial steps at an early date. The Committee also desired to be apprised of the action taken in that regard.

1.107 In their reply, the Ministry have stated that the Government of Bihar has reported that steps are being taken to analyse the reasons for high drop-out rate in tribal Sub-Plan areas.

1.108 The Committee are not satisfied with the reply of the Government and reiterate that the steps taken by the State Government of Bihar to analyse the reasons for high drop-out rate in Tribal Sub-Plan areas should be expedited and remedial steps initiated at an early date. The Committee would also like to be apprised of the action taken in this regard within a period of 3 months.

Recommendation (Sl. No. 58; Para 4.89)

1.109 In para 4.89 of the Twenty-Second Report (Tenth Lok Sabha), the Committee felt that quality of education in residential schools was

definitely much better and the rate of drop-out was also very low in those schools. They therefore, urged that more and more residential schools might be opened in TSP areas of Bihar.

1.110 In their reply, the Ministry have stated that the Government of Bihar has agreed that it is true that Residential/Ashram schools have played a pivotal role in imparting education to the deprived sections of society, but has further stated that due to financial constraints, new Residential schools have not been opened up. It is further assured by the State Government that steps will be taken for opening of such schools as soon as sufficient funds become available.

Ministry have further stated that Guidelines on Utilisation of S.C.A. for T.S.P. say that these funds can be utilised for the establishment of Residential Schools in tribal areas. The Ministry of Welfare released Rs. 3,497.39 lakhs during 1993-94. It is upto the State Government of Bihar to take advantage of this provision to set up more Residential Schools in TSP areas.

1.111 The Committee would like to know whether the State Government of Bihar has fully utilised the amount released by the Ministry of Welfare during 1993-94 as S.C.A. If not, the reasons therefore may be intimated.

Recommendation (Sl. No. 59; Para 4.90)

1.112 The Committee felt that the rates of stipends given to students in Ashram schools were grossly inadequate in those days of rising prices and required to be enhanced. The Committee hoped that those useful suggestions would favourably be considered by the State Government. The Committee further desired that they should be apprised of the action taken in that regard.

1.113 In their reply, the Ministry have stated that the Government of Bihar has reported that the rates of diet etc. in the Residential schools have not been revised due to resource crunch. However, they have assured that if the resource position of the Government improves, upward revision will be made in these rates.

1.114 The Committee may be informed as soon as some steps are taken by the State Government to enhance the rates of stipend, diet, clothing etc.

Recommendation (Sl. No. 60; Para 4.91)

1.115 In para 4.91 of the Twenty-Second Report (Tenth Lok Sabha), the Committee noted that in certain States having Tribal Sub-Plan areas particularly in Tamil Nadu, tribal parents were also given incentives in the shape of midday meal to encourage them to send their wards to schools. In Bihar, however no such scheme has been implemented. The Committee, therefore, urged the State Government to consider feasibility of introduction of such a scheme in Bihar.

1.116 In their reply, the Ministry have stated that the Government of Bihar has reported that due to resource crunch being faced by the State Government, at the moment the execution of such an ambitious scheme throughout the Tribal Sub-Plan area is not possible. However, efforts have been initiated in this direction by introducing this scheme in Paharia Tribes at the first stage. Depending on the success of this scheme, it can be extended to other parts of Tribal Sub-Plan area in phases.

1.117 The Committee would like to be informed about the progress made in this direction.

Recommendation (Sl. No. 61; Para 4.92)

1.118 In para 4.92 of the Twenty-Second Report (Tenth Lok Sabha), the Committee urged that policy of promotion of students in the examination irrespective of their performance in the examination might be reviewed in the light of the prevailing circumstances in TSP areas and remedial action should be taken to improve quality of education.

1.119 The Ministry in their reply have stated that the Government of Bihar has reported that in view of Committee's recommendation, the policy of promotion of students to higher classes irrespective of their performance in the examination is being reviewed and action is likely to be taken in the near future.

1.120 The Committee would like to know the result of review of the policy of promotion of the students to higher classes irrespective of their performance in the examination. They would further like to know the action taken as a result of this review within a period of 3 months.

Recommendation (Sl. No. 63; Para 4.98)

1.121 In para 4.98 of their Twenty-Second Report (Tenth Lok Sabha) the Committee recommended that substantial Central Assistance might be provided to the State to accelerate rural electrification programme in TSP areas. In their reply, the Ministry of Welfare had stated that they had taken up the matter with the Ministry of Power vide letter No. 16015/5/91-TDA dated 27.9.1993 and interim reply was received from them on 15.11.1993 wherein it was said that the matter had been brought to the notice of Chief Secretary, Bihar for taking remedial action. The Ministry of Power also requested the CMD REC to pursue the matter with the State Government. The Ministry of Power said that they would write back to the Ministry of Welfare on receipt of reply from the Government of Bihar. However, no further communication has been received from the Ministry of Power despite reminders. The last reminder on the subject has been sent vide Ministry of Welfare's letter No. 16015/6/91/TDA/TDD dated 17.4.1995.

1.123 The Committee are not satisfied with the reply of the Government. They reiterate that substantial Central Assistance should be provided to the State to accelerate rural electrification programme in TSP areas.

Recommendation (Sl. No. 67; Para 5.9)

1.124 In para 5.9 of the Twenty-Second Report (Tenth Lok Sabha), the Committee noted that evaluation studies of various Integrated Tribal Development projects had been undertaken by the Bihar Tribal Research Institute, Ranchi and the work was in progress. The Committee desired that they should be apprised of the main findings of those studies and the action taken on them by the State Government.

1.125 In their reply, the Ministry have stated that the Government of Bihar has reported that the report from the Bihar Tribal Research Institute, Ranchi, on evaluation study of Integrated Tribal Development Programme has not yet been received, and that necessary action will be taken as soon as the same is received.

1.126 The Committee are not happy with the reply of the Government. They desire that the matter should be pursued with the State Government of Bihar and they may be apprised of the outcome.

CHAPTER II

RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Sl. No. 1; Para 1.8)

Bihar has Scheduled Tribe population of 58 lakh as per 1981 census which constitutes 8.3 percent of the total population of the State. However, major concentration of ST population is in Tribal Sub-Plan Areas-43 lakh-which is spread in 112 blocks of ten districts of South Chhotanagpur and Santhal Parganas divisions of the State. Scheduled Tribes are the most exploited people of our country. Integrated Tribal Development Projects (ITDPs)/Integrated Tribal Development Agencies (ITDAs) were conceived as a basic tool to implement Tribal Sub-Plan strategy during Fifth Five Year Plan. ITDA/ITDP strategy is basically an area approach keeping in view the separate geographical location of tribal habitations. Suscquently, isolated pockets were also added to cover dispersed tribals. This strategy with identified areas has helped in focussing the attention of planners and implementers on special needs of the tribal society and tribal areas. The objective of the scheme has been socio-economic development of the Scheduled Tribes and protection of tribals against exploitation. However the examination of 'Working of Integrated Tribal Development Projects in Bihar' by the Committee reveals that progress made during the last 15 years in formulation, implementation and monitoring of the programme has been tardy and lopsided. This has been amply brought out in the succeeding paragraphs.

Reply of Government

Action has been taken to improve formulation, implementation and monitoring of the Integrated Tribal Development Projects. Planning methodology for Integrated Tribal Development Projects has been worked out afresh and the roles of different agencies like, Project Officer, Meso, the Programme Implementation Committee and the Dy. Commissioner etc. have been identified. Likewise for selection of schemes under Integrated Tribal Development Projects the method of Check-slip has been introduced so that only family oriented income-generating schemes are taken up. It is also proposed to have a Draft Sub-Plan for all Integrated Development Projects and the outline for the same is as follows:—

OUTLINE FOR DRAFT ITDP SUB-PLAN

1. Brief description of the Project areas with sufficient statistical details.
2. Details of other ongoing development programme in the project area.
3. Strategy for integrated development of the project areas.

4. Summary of funds available.
5. Sector-wise programmes proposed.
6. Draft Sub-Plan synopsis.

As far as the monitoring part is concerned, meetings of Project Officers, Integrated Tribal Development Project (Meso Officers) and regularly held to review the implementation of the various schemes. It is under consideration of the Government that the institution of Meso Officers be vested with more administrative and financial powers so that it can effectively supervise and monitor various economic activities in its jurisdiction.

Recommendation (Sl. Nos. 2 and 3; Paras 1.9 and 1.10)

The Committee note that right from 1980-81 to March 1990, 28484 different poverty alleviation and area development programmes/schemes were taken up in Bihar and it benefited 1,02,388 Scheduled Tribes. This achievement viewed in the context of the total tribal population of 58 lakhs which is mainly concentrated in Tribal Sub-Plan areas and a few other pockets which are all covered by ITDP schemes cannot be termed satisfying.

1.10 Unsatisfactory performance of the 'Working of Intergrated Tribal Development Project' in Bihar can also be judged from the fact that out of the total allotted funds of Rs. 14.72 crores during the period 1980-81 to 1989-90, utilisation was less than Rs. 10 crores. Again, during the Seventh Plan period a sum of Rs. 6.36 crores was utilised out of the total allocation of Rs. 9.94 crores. It is highly deplorable. Evidently, execution of schemes under Integrated Tribal Development Programme has been slow and tardy in Bihar. It is distressing that large amounts allotted for various schemes of tribal development remained unutilised. It speaks poorly about execution of ITDP schemes. The Committee will like the Ministry of Welfare to analyse reasons for slow progress in utilisation of allotted funds and take remedial measures in consultation with the State Government to give a push to the Programme.

Reply of Government

The main reason for slow progress in utilisation of allotted funds in the State of Bihar has been that the State Government has not released the funds to the ITDPs and other field level agencies in time. The funds continued to lie in the Civil Deposit of the State for months together after their release by the Ministry of Welfare. Welfare Minister wrote to the Chief Minister of Bihar vide his D.O. NO. 14011/1/92-TDA dated 3.5.1993 expressing his concern regarding the matter and the Chief Minister of Bihar wrote back to Welfare Minister vide D.O. No. 4610268 dated 12.7.1993 saying that he was getting the matter looked into. Another reason is the weakness of the administrative structure for tribal

development and lack of single line administration in TSP area. Welfare Minister has also written to all State Governments to introduce single line administration in tribal areas vide letter No. 12024/1/93-TDC dated 24.8.1993. The Ministry of Welfare has also written to State Government to report on the efficacy of the Project Level Co-ordination Committees for ITDPs for better execution of schemes for the development of STs vide our letter No. 16015/6/91-TDA/TDD dated 11.10.1993.

The Govt. of Bihar has reported that steps have been taken to strengthen ITDPs to ensure better coverage and expenditure. Necessary instructions have been given to field officers to utilise funds and to take remedial measures vide Welfare Department Bihar's letters No. 2515 dated 10.5.1994, No. 2435 dated 6.5.1994 to give greater emphasis on various priority programmes for primitive tribes and various measures have also been enumerated in the above circulars.

The Government of Bihar has further stated that as far as the coverage of tribal families is concerned, it may be noted that many of the schemes undertaken have not only benefited the individual concerned but the entire tribal family as a whole apart from that in view of the limited availability of funds only the poorest of the tribals are initially taken up under various programmes. Efforts, however, are on to include as many households as possible under various programmes under Integrated Tribal Development Projects and other rural development scheme.

The State Govt. has further reported that the system of depositing money in civil deposit is a very recent phenomenon. Only in 1989-90, this measure was adopted to meet the financial exigencies of the State. However, efforts have been made to get the fund released from civil Deposit. The Govt. of Bihar has further stated that this system has completely been stopped from the year 1993-94.

Comments of the Committee

Please see Chapter I (Para 1.6)

Recommendation (Sl. No. 4; Para 1.11)

Although the number of tribal families benefited under ITDP schemes during eighties is stated to be more than a lakh, yet the State Government is not aware about the number of families who have crossed poverty line. It has been stated that no formal survey has been conducted to ascertain how many of such families have been able to cross the poverty line. The Committee feel that to gauge the impact of ITDP schemes on tribals, such a study is imperative. They note that State Government will conduct an evaluation study to ascertain these facts. The Committee will like to be apprised of the findings of the evaluation study.

Reply of Government

The Govt. of Bihar has reported that a bench mark survey has been done to study the economic status of the primitive tribes. However, due to financial constraints and lack of institutional arrangements, a formal survey could not be conducted till date to ascertain how many such families have been able to cross the poverty line. A similar exercise for Integrated Tribal Development Project could not yield the desired information because of the untrained data collection staff. Discussions are on with agencies like the Xavier Institute of Social Services for conducting an independent survey in this regard. The modalities for the same are being finalised.

The above reply of the State Govt. has not been found satisfactory by the Ministry of Welfare. The Ministry of Welfare has, therefore, written to the Government of Bihar vide letter No. 16015/6/91-TDA dated 28.11.1994 asking the State Government to undertake a formal survey/evaluation study to ascertain how many tribal families have been able to cross the poverty line so far, after being benefited under ITDP schemes. The Ministry of Welfare has also asked the Government of Bihar to send copies of the evaluation study so conducted, so that the Committee can be apprised of the findings of the study.

Further, the Ministry of Welfare has also requested the Programme Evaluation Organisation of the Planning Commission to undertake evaluation studies of ITDP schemes vide D.O. No. 13013/1/94-TDR dated 29th September, 1994.

Comments of the Committee

Please see Chapter I (Para 1.9)

Recommendation (Sl. No. 5; Para 2.9)

According to the guidelines issued by the Government, Central Ministries are inter-alia required to formulate appropriate need based programmes for tribal areas; suitably adapt all the on-going Programmes to suit the specific requirements of Scheduled Tribes; quantify funds for tribal areas and earmark a senior officer exclusively to monitor the progress of implementation of programmes for Welfare of Scheduled Tribes. It is, however, distressing to note that Central Ministries/Departments do not consider TSP to be feasible or necessary in their area of activity. Funds have been quantified and physical target worked out purely on national basis by applying a percentage to the overall outlays and physical targets. Funds/Targets have not been disaggregated State-wise or year-wise rendering review of achievement impossible. The Central Ministries/Departments have also failed to issue to States/U.Ts., directions as to ensure that an adequate share in the benefits arising from their activities flow to ST population and TSP areas in proportion to total population in

the area. It is highly deplorable as these shortcomings persist even after the ITDP/TTDA programme being in force for more than a decade and despite detailed guidelines issued by the Planning Commission in 1977. The Committee desire the Ministry of Welfare to take up the matter with the Planning Commission and the Ministries/Departments concerned at the highest level to ensure the implementation of the programme as per the guidelines issued by the Planning Commission.

Reply of Government

A meeting of representatives from the concerned Ministries and Planning Commission was held on 19.4.1993 under the Chairmanship of Secretary (Welfare) to discuss the implementation of T.S.P. programme as per the Commission's guidelines. The Ministries/Departments were requested in the meeting to identify specific scheme/programmes tailored to tribal needs, and to issue guidelines to the State Governments and other agencies to ensure that the adequate funds flow to TSP areas out of the Central Ministries funds, quantify funds for TSP and disaggregate them State-wise to open special cells in the Ministries/Departments for effective implementation of programmes, monitoring and evaluation which are under implementation in various States and UTs. The decisions taken during the meeting were also circulated to all the concerned Ministries and the Planning Commission for follow-up action.

2. Welfare Minister has written to the Deputy Chairman, Planning Commission, in this matter on 28.7.1993. In turn, the Planning Commission has issued guidelines on quantification of funds etc. for T.S.P. to concerned Ministries.

3. On 20.9.1993, the Minister of State for Planning took a meeting of some important Central Ministries/Departments viz. Forest and Environment, Education, Rural Development, Industry, Health and Agriculture and Cooperation in regard to formulation of need based plan and quantification of funds for TSP.

4. In 1994-95, the Secretary, Ministry of Welfare has taken a series of meetings with important Central Ministries/Departments before their Annual Plans were placed for discussion in the Planning Commission to impress upon them the need to formulate Tribal Sub-Plans by quantifying funds for tribal areas, disaggregate State-wise & year-wise targets and suitably adopt all the on-going programmes to meet the specific requirements of Scheduled Tribes.

Comments of the Committee

Please see Chapter I (Para 1.12)

Recommendation (Sl. No. 7; Para 2.16)

Under Clause 3 of the Fifth Schedule to the Constitution special responsibility is cast on Government of each State having Tribal areas to report to the President through Governor's Report on administration of Scheduled Area. It is disturbing to not that this function is not performed

in right earnest by the State Government of Bihar. The reports for the years 1989-90, 1990-91 and 1991-92 have not been presented to the President so far. It was stated that these reports were drafted by the Welfare Department of the State Government and sent to Governor. It is a pity that representatives of the State Government were not aware as to when Welfare Department submitted these reports to the Governor of the State and what are the reasons for delay. The Committee take a serious view of the inordinate delay on the part of the State Government in submitting these reports. The Committee would like the procedure in this regard to be streamlined.

Reply of Government

The Govt. of Bihar has reported that 2.16 Governor's Report on the Administration of Scheduled Areas for the years upto 1991-92 have been sent to Government of India by the Governor of Bihar vide letter No. 3280 GS.III dated 7.12.1992. The State Government has reported that the report for the year 1992-93 is being scrutinised in the Secretariat of the Governor of Bihar. Reminders have been sent vide letter No. 18013/2/93-TDR dated 9th June, 1994, from Secretary, Ministry of Welfare to the Chief Secretary, Government of Bihar and vide letter No. 18013/2/93-TDR dated 11th October, 1994 from the Welfare Minister to the Chief Minister of Bihar.

Besides, Secretary, Ministry of Welfare, has written to the Chief Secretaries of all State Governments vide letter No. 18013/2/93-TDR dated 10th January, 1995, asking them to ensure that Governors' reports regarding Administration of Scheduled Areas to be sent to the President should be got expedited for all the years for which they are due. This matter also came up for discussion during the Conference of Secretaries and Ministers incharge of Tribal Welfare Departments in the States/UTs held in Guwahati on 2nd & 3rd February, 1995 and it was urged that the State Govt. should send Governors' reports regularly as envisaged under the Fifth Schedule of the Constitution. It may be mentioned here that this Conference was attended by the Minister incharge of Tribal Welfare, Govt. of Bihar as also the Secretary, incharge of Tribal Welfare and Commissioner, Tribal Welfare, Bihar.

Comments of the Committee

Please see Chapter I (para 1.15)

Recommendation (Sl. No. 8; Para 2.17)

It is distressing to note that generally these reports are only a catalogue of achievements of State Government in tribal development. There was no attempt to qualitatively analyse and critically evaluate the problems of Scheduled Area Administration. The Committee would like the Ministry of Welfare to frame guidelines in this regard and lay

emphasis on the State Government concerned to furnish qualitative analysis and critical evaluation with a view to make Governor's Report a useful document.

Reply of Government

Guidelines and formats have been prepared and circulated in this regard vide WM's D.O. No. 18013/2/93-TDR dated 13-10-1993. Moreover, Secretary (Welfare) has written to the Secretary to the President of India requesting that this issue be included for discussion in the next Governors' Conference. The Government of Bihar has reported that the guidelines regarding the preparation of Administrative Reports for Scheduled Areas which have been circulated by the Government of India are being adhered to now. In order to make the report more qualitative, a Cell is being created in the Secretariat of the Governor of Bihar. In future, it would be the endeavour of the State Govt. to submit a comprehensive and useful Report to the Govt. of India.

Recommendation (Sl. No. 9; Para 2.18)

The Committee observe from the draft Annual Administrative Report that the State Government intend to furnish one such report covering 3 years period namely 1989-90, 1990-91 and 1991-92 which has been approved recently and has been submitted to the State Governor for approval and onward submission to the President. It is a moot point whether the draft Report was discussed and approved by the Tribal Advisory Council as no meeting of the Council has taken place since 5th April, 1991. It is also perturbing to note that Report contain only a brief description on the activities of various departments of the State Government. No serious attempt appears to have been made to analyse the problems in detail and take appropriate remedial action in the light of local conditions. The Committee will like that Annual Report on administration of Sub-Plan areas should be drafted in time, discussed and approved by the Tribal Advisory Council before its submission to the Governor of the State for onward submission to the President. The stipulated time-frame in this regard should invariably be adhered to. At the same time, the Committee would like to emphasise that quality of the report should be improved upon and detail of the problems faced and steps taken to encounter them alongwith sectoral targets and achievements both physical and financial with reasons for shortfall if any should invariably be included in the Report.

Reply of Government

The Government of Bihar has reported that the Committee's decision has been taken in right earnest and while submitting the report for 1992-93, the guidelines given by the Government have been strictly followed. Efforts have been made to make the report more analytical and evaluative of the Scheduled Area Administration. The Government of Bihar has given an assurance that the approval of the Tribes Advisory Council shall

be obtained before the report is submitted to the Governor of Bihar for onward transmission to Government of India.

Recommendation (Sl. No. 10; Para 2.19)

In this context, the Committee feel that State Government's suggestion to set up a small cell at Governors' Secretariat to critically analyse the material furnished by the State Government before giving a final shape and also to include Governors' impression formed during his tours in the report merit consideration and acceptance. They hope that a critical analysis and impression gathered by Government shall find a place in the next Annual Report.

Reply of Government

The Govt. of Bihar has reported that the recommendation of the Committee has been taken up earnestly and the creation of a Cell at the Secretariat of Governor of Bihar, is under active consideration of the Government. With the creation of this Cell, it would be possible to furnish the report with critical review and the impressions gathered by the Government of Bihar during his tours of the tribal areas.

Comments of the Committee

Please see Chapter I (Para 1.18)

Recommendation (Sl. No. 11; Para 2.29)

Tribal Advisory Council under Fifth Schedule of the Constitution is a constitutional device for consultation with the representatives of tribals on such matters pertaining to the Welfare and advancement of Scheduled Tribes in the State as may be referred to them by the Governor. Progress of various schemes taken up for execution under Integrated Tribal Development projects is often reviewed by the Council as useful suggestions are made for their smooth functioning. The Council also advises on introduction/exclusion of various laws in Scheduled Areas for Welfare and Development of tribals.

The Committee are concerned to note that the meetings of TAC have not been taking place at regular intervals in Bihar, since December, 1988. Only five meetings have been held though the rules provide that it should meet twice a year. They are of the view that all the problems of tribal areas can not be discussed fruitfully when meetings are held at such long intervals and only for a few hours. The Committee sincerely hope that Tribal Advisory Council shall meet more frequently and for longer time.

Reply of Government

The comments and recommendation of the Committee have been taken note of very seriously by the Government of Bihar. Now, it is the endeavour of the Government that the meetings of the Tribes Advisory Council should take place regularly and on time. During 1994, one such

meeting was held on 25.1.1994. The next meeting is also likely to be held very soon.

Comments of the Committee

Please see Chapter I (Para 1.21)

Recommendation (Sl. No. 12; Para 2.31)

The Committee note that in the meeting of the Tribal Advisory Council held on 5 April, 1991, a number of proposals were submitted by the members. Some of the more important proposals were not to provide Adivasis' land to Housing Construction Societies in the name of public purpose; conferring rights on tribals residing inside the forest areas; ban on sale of liquor in tribal areas completely; grant of mining lease to STs; to establish a separate self sufficient Autonomous Authority for Santhal Parganas Division and to withdraw facilities given to offspring of Hindu father and Scheduled Tribes mother. It was stated that these proposal involve important legal and other issues and these were being looked by the concerned departments. The Committee find that proposals were submitted more than two years back and the unusual delay in their examination/perusal is required to be looked into. It is urged that concerned departments of the State Government should be prevailed upon to expedite their examination.

Reply of Government

The Government of Bihar has reported that the recommendation of the Committee have been noted and action is being taken accordingly. This matter was also raised in one of the Tribes Advisory Council meetings by one of its members. Concerned departments such as Revenue, Forest, Excise, Co-operative, Mines etc. have been directed to take immediate steps so that land alienation from tribals to non-tribals does not take place, tribal women are given inheritance right, tribal people are given mining lease in forest areas and that the ban on sale of liquor is strictly implemented. Action being taken by different departments of the State Government is described in greater detail in subsequent paras of the Action Taken Report. However, it may be mentioned here that as regards withdrawal of facilities to the offspring of Hindu father & ST mother, the matter has been referred to the Department of Personnel & Administrative Reforms, Govt. of Bihar, but because of legal complications, the matter has not been finalised and therefore implementation of the concerned resolution of the TAC has not taken place so far. As regards the establishment of a self-sufficient Authority for Santhal Parganas Division, it already exists, but is dormant because of the proposition of an Autonomous Jharkhand Parishad.

Comments of the Committee

Please see Chapter I (Para 1.24)

Recommendation (Sl. No. 13, Para 2.32)

The Committee find that procedure followed in Bihar State to give effect to the proposals/recommendations of the TAC particularly those concerning amendments of important laws viz. Excise Act and Money Lending Act to empower executive magistrate to try offences under such Act, so far as their operation in Tribal Sub-Plan areas are concerned has not been in conformity with the Constitutional provisions. The State Government held the view that such proposals required amendment of respective Act by the State Legislature. For this reason, important recommendations made by the Tribal Advisory Council to amend Excise Act, Land Alienation Act and such other Acts to empower Executive Magistrate to try offences under these Acts as mentioned in the preceding paragraph could not be given effect to for years together. The Committee understand that Constitutional provision in the case of laws applicable to Scheduled Area has been that all regulations made under Para 3(2) of the Fifth Schedule of the Constitution shall be submitted forthwith to the President and until assented to by him, shall have no effect. In other words, whatever resolution has been passed by the TAC and the Governor, they should be sent to the President for his assent and his decision should be awaited. The Secretary, Ministry of Welfare has clarified that if the State Government has any problem with their Law Department, they can refer all those cases to him and he will get it clarified. The Committee, therefore, urge the recommendations made by the TAC should be examined in right perspective and in case of any doubt about legal provisions, the matter should invariably be referred to Union Ministry of Welfare for seeking legal advice. The recommendations made by the TAC should be given effect promptly as it relates to development of poor tribals who have been exploited over the years.

Reply of Government

The Govt. of Bihar has reported that it is true that there has been some misunderstanding about the resolutions passed by Tribal Advisory Council & its implementation. Now the misunderstanding has been cleared in the deliberations of the Committee meeting to which several department Secretaries were also invited. In view of this development, the resolutions of the Tribal Advisory Council are being implemented in right earnest now. As and when the need arises, the State Government will also seek the opinion of the Government of India in the Ministry of Welfare.

Recommendation (Sl. No.14; Para 2.57)

Integrated Tribal Development Projects have been conceived as operational units with a view to achieving administrative, organisational and financial integration of the areas and programmes for speedier development of Scheduled Tribes. The Committee find that this integration has not been realised in Bihar on account of the fact that there has been little devolution of powers and authority to the Project Officer/Administrator. In Bihar, unit of planning in Tribal Sub-Plan area is district

Small Schemes not covered by any of the various departments connected with tribal development are taken by ITDPs for which funds are provided from the State Plan or from the Special Central Assistance (SCA). Since ITDPs have been provided only a skeleton set up, limited number of schemes have been implemented through them. The Committee were given to understand that in Bihar ITDPs are functioning in a manner different from Andhra Pradesh, Orissa and Gujarat because of historical reasons. It was stated that ITDPs have not been delegated sufficient powers to have effective control over implementation of various schemes by different departments. According to one Study, there was lack of coordination also among different technical heads and administration at the level of Sub Division Officer (SDO) and the Project Officer. SDO, though a junior officer to Project Officer enjoyed all the administrative powers to control the schemes in the Sub-Division. Further, there was no co-relation between formulation of schemes and actual allotment and implementation thereof through various departments. This is a sad commentary on working of ITDPs in Bihar. It is highly deplorable. The Development Commissioner of the State had admitted that even though SDO has been made Additional Project Officer of ITDP, still the Project Officer is not as important as the SDO in the present setup. The Committee urge that this anomaly may be rectified early with a view to streamline working of the ITDPs which will accelerate process of tribal development.

Reply of Government

The State Government has reported that the State Government is in full agreement with the recommendation of the Committee that the Integrated Tribal Development Project Officer, who is an officer of the rank of Additional District Magistrate must have financial and administrative powers commensurate with his position and seniority, vis-a-vis Sub Divisional Officer. Steps are being taken to ensure that he is vested with greater financial and administrative powers. The State Government proposes to channelise the entire Special Central Assistance through this officer so that development projects can be coordinated at the Meso Project level. Funds for all the development schemes will be routed through the Project Officer so that all the sectoral development projects can be coordinated at the Meso Project level instead of directly allocating the funds to the sectoral departments.

Recommendation (Sl. No. 15; Para 2.58)

In Andhra Pradesh, the Project Officer or Administrator has been entrusted with the task of planning and implementation of development programmes in the Sub-Plan areas under his control and this single-line administrative setup has been considered the model by the Working Group on Tribal Development and Welfare during VIII Plan. As the Project Officer under single-line administrative setup is a very important functionary entrusted with the powers to transfer persons, sanction

increment, writing of Annual Confidential Reports of all the Officers even of the line departments upto the sub-division level, he wields considerable influence to get the schemes properly implemented. In the prevailing administrative set up in Bihar, all the powers are enjoyed by District Collector and Project Officers are outside the official hierarchy. The Committee feels that District Collectors have to perform a variety of other functions also and often do not find sufficient time to look into formulation, implementation and monitoring of various developmental schemes. It would thus be appropriate if his additional burden is shared by Project Officer at ITDP level. Of course, District Collector will continue to supervise working of ITDPs at district level, being Chairman of various Committees/agencies dealing with formulation and implementation of various schemes are Project Officer will report to him. The Committee will like the Ministry of Welfare to impress upon the State Government to rectify the position in regard to single-line of administration in the light of experience gained in Bihar as well as in other States like Andhra Pradesh with a view to achieving better results.

Reply of Government

Welfare Minister has written to the Chief Ministers of State Governments urging them to implement single-line administration of ITDPs in the Tribal areas to achieve better results in tribal development vide his d.o. No. 12024/1/93-TDC dated 24th August, 1993. During the Conference of Ministers incharge of Tribal Development held at Guwahati on 2-3 February, 1995, the Union Welfare Minister again urged the State Governments to adopt single-line administration of ITDPs.

Comments of the Committee

Please see Chapter I (Para 1.27)

Recommendation (Sl. No. 16; Para 2.59)

Another glaring lapse of laxity and lack of coordination which came to their notice in the course of examination of working of Integrated Tribal Development Projects in Bihar by the Committee is that the departments of the Government tend to go in, more or less, in an independent manner in the sense that at the district and lower levels, control of the Collector and his subordinate officers is not as strong as it ought to be. The Collector has no powers to suspend even the lower grade staff of other department. Thus, the authority of the Collectors is not there and to the extent, coordination working has suffered and it ought to be in a better manner. In contrast, the position prevailing in State like Andhra Pradesh is altogether different. The Committee are distressed to take note of it. The Development Commissioner, Bihar, has assured the Committee that Project Officer will be given more powers so that he can effectively coordinate and monitor the development activities in the field. The Committee expect expeditious action and will also like to be apprised of the action taken in its regard.

Reply of Government

The Government of Bihar has reported that concrete action has been taken to strengthen the hands of the Project Officers of Integrated Tribal Development Projects. Apart from this, a new Planning methodology is being devised for the Meso Projects whereby it would become imperative for all the sectors to submit proposals through the Meso Project Officers. (It may be mentioned here that the term 'Meso Projects' is used for designation; Integrated Tribal Development Projects in Bihar)

Recommendation (Sl. No. 17; Para 2.60)

The Committee understand that the Maheshwar Dayal Group on Administrative Arrangements/Personnel Policy in Tribal Sub-Plan areas had recommended a series of measures for improving the quality of administration in tribal areas. These inter-alia include grant of monetary and non-monetary incentives; creation of cadre for tribal areas and recruitment of local people with relaxed qualification to improve standard of works. During VI and VII Plan a sum of Rs. 30 crores each was allocated for staff quarters and compensatory allowance separately altogether making a total of Rs. 120 crores to the staff of the State Governments posted in Tribal Areas. In the case of Bihar, Eighth Finance Commission had recommended Rs. 375 lakh for payment of compensatory allowance to transferable Government employees posted in tribal areas. However, during VIII Plan Compensatory allowance has been discontinued though the Ninth Finance Commission is stated to have allocated funds for the compensatory allowance under the devolved funds of the State. The Committee are surprised to find that State Government of Bihar has discontinued payment of compensatory allowance to its staff posted in tribal areas which are comparatively more backward, lack communication network and have under-developed infrastructure. In the absence of these incentives staff is often reluctant to serve in those areas without being adequately compensated.

Reply of Government

The Government of Bihar has reported that implementation of recommendation of Maheshwar Dayal Group on Administrative Arrangements/Personnel Policy in Tribal Sub Plan area is yet to take place in the State. The Department of Personnel and Administrative Reforms, Government of Bihar, has been asked to take action on the recommendation vide letter No. 3265 dated 23.2.1993 of the Department of Welfare, Government of Bihar.

Comments of the Committee

Please see Chapter I (Para 1.30)

Recommendation (Sl. No. 18; Para 2.61)

The Committee will also like to be apprised of the action taken by the

State Government on other recommendations of the Maheshwar Dayal Group like creation of cadre for tribal areas and recruitment of local persons with relaxed qualification in order to improve standard of work, which have been accepted by the State Government.

Reply of Government

The Govt. of Bihar has reported that the State Government is fully alive to this issue. The system of recruitment of local people to Class III & Class IV posts, has been in vogue since before the recommendation of the Committee. However, the system is not applicable in case of Class II & Class I posts because such recruitments are made through the State Public Service Commission.

As far as the creation of a separate cadre for the Tribal Sub-Plan area is concerned the State Govt. has represented that it requires greater indepth examination.

Comments of the Committee

Please see Chapter I (Para 1.30)

Recommendation (Sl. No. 19; Paras 3.15, 3.16, 3.17 and 3.18)

Under Article 46 of the Constitution, the Central and State Governments are responsible to promote economic development of Scheduled Castes and Scheduled Tribes and they are responsible to protect them from all sorts of exploitation. As required under Article 339 of the Constitution a Commission headed by Shri U. N. Dhebar was appointed to report on the problems of Scheduled Tribes and recommend measures to solve them. The Commission in its Report submitted in 1961, had inter-alia recommended that sale of smuggled liquor must be put down with a strong hand and traffic in it should be made a penal offence with severe punishment, the sale and use of distilled liquor should also be discontinued forthwith and offenders should be punished severely, pending adoption of this policy grant of licences to sell distilled liquor in weekly markets should immediately be discontinued.

Subsequently, the Central Government issued the following guidelines to the State in 1975 and reiterated them a number of times asking State Governments to give affect to them:

- (1) Commercial vending of alcoholic beverages should be discontinued in the tribal area.
- (2) Scheduled Tribes should be permitted to brew their traditional beverages for consumption at home for religious and special occasions.
- (3) Attempts may be made to wean the Scheduled Tribes away from the habit of drinking alcoholic beverages and for this purpose official and non-official voluntary organisations may be encouraged to take up work in tribal areas.

The Committee are distressed to note that these important recommendation though accepted by the State Government in general, have not been implemented with the seriousness it deserved. The Government of Bihar had tried this policy of prohibition in scheduled areas in 1978 but abandoned it subsequently on account of illicit distillation, smuggling from neighbouring State and consequent loss of revenue consideration. Another contributory factor for abandoning prohibition policy in tribal areas was stated to be that tribals have become accustomed to drinking and in the absence of enforcement machinery, prohibition would result in illicit distillation. It is highly disturbing. The Committee are not convinced of this line of reasoning. Smuggling and illicit distillation problems being law and order problems could be tackled by strengthening law enforcing machinery.

It is ridiculous to say that since law enforcing machinery failed to check menace of illicit distillation and smuggling of liquor, tribals may be allowed to be exploited by making liquor freely available to them.

Reply of Government

The Govt. of Bihar has reported that the Excise Department has abolished all kinds of liquor shops in those Gram Panchayats of the Tribal Sub-Plan area where Scheduled Tribes population is 50% or more. Tribals have been allowed to manufacture traditional beverages for consumption for religious and special occasions. Effective propaganda is being made through the media and Non-Governmental Organisations.

Recommendation (Sl. No. 20; Para 3.19)

The Committee are also not convinced of the reasoning on revenue consideration against abandoning prohibition policy in Bihar. It is said that because of the enforcement of prohibition policy in Sub-plan areas, State was losing revenue to the tune of Rs. 30 crores per annum while the neighbouring States had got additional revenue and that Government of India had indicated while giving its concurrence to the ordinance enforcing prohibition in 1980 that it would not make any commitment on loss to the State. This issue was earlier discussed by the Advisory Board on Prohibition which comprised of Excise Ministers of States and they had agreed to the recommendations of the Dhebar Commission and those were accepted by the State Government. The Committee strongly feel that development and welfare of 58 lakh tribals in the State should not be overlooked on revenue consideration.

Reply of Government

The Government of Bihar has reported that action is being taken by the Excise Department. Effective propaganda is being made through Media and Non-Governmental Organisations.

Comments of the Committee

Please see Chapter I (Para 1.33)

Recommendation (Sl. No. 22; Para 3.21)

The Committee note that liquor shops have been abolished in Block/Gram Panchayats in TSP areas of Bihar having fifty per cent or more tribal population. In Block/Gram Panchayats having less than fifty percent of tribal population, liquor vending is continuing. The Committee are at a loss to comprehend justification behind this policy. On the other hand, they are of the view that non-tribal people living in Tribal Sub-Plan area enjoy all types of facilities including subsidised essential commodities and subsidy under IRDP and ITDA economic development programmes, besides the developed infrastructure created in these areas. Therefore, their preference for liquor should not get ever-riding priorities over tribals welfare. However, in urban areas falling under the Tribal Sub-Plan areas, where proportion of non-tribal population to tribal population is very high, and people are comparatively better off, a different yardstick can be applied on revenue consideration. In such urban areas, Indian make foreign liquor can be sold through departmental shops to check smuggling of this type of liquor in rural tribal areas by unscrupulous liquor contractors.

Reply of Government

The Government of Bihar has reported that the State Government shares the anxiety of the Committee and has further stated that efforts would be made in this direction in order to save the tribals from exploitation by the liquor vendors. The State Govt. is of the view that since the implementation of the policy of Prohibition has been very discouraging, a fresh strategy has to be found out.

Comments of the Committee

Please see Chapter I (Para 1.36)

Recommendation (Sl. No. 23; Para 3.22)

The Committee note that Excise Department of the State Government plan to enforce prohibition in all the 112 blocks in the Tribal Sub-Plan areas and has drafted a memorandum in this regard. The memorandum is required to be vetted by the Welfare and Finance Departments of the State Government before it is submitted to the State Cabinet. In this context, the Committee will like to emphasise the fact that State Government is committed to development and welfare of Scheduled Tribes and liquor vending in their areas has been linked to money-lending resulting in indebtedness and alienation of tribals from their land. Also liquor-vending is not only against the spirit of the Constitution, but also a health hazard for illiterate and simple tribals who are accustomed to it. In fact, it is one of the basic prime factors at the root of their backwardness and exploitation. They spend lavishly on liquor which leads them to perpetual indebtedness and also make them victim of vulnerable diseases. Such a vital factor affecting tribal population should not be overlooked on

revenue considerations. The Committee, therefore, strongly urge that sale of liquor in tribal Sub-Plan areas should immediately be banned.

Reply of Government

The Government of Bihar has reported that the State Excise Department has drafted a memorandum with a view to enforce prohibition in all the 112 blocks in the Tribal-Sub-Plan area. The Welfare Department of the State Government has already vetted the memorandum. Further, the Government of Bihar has stated that the matter requires in-depth examination, and since prohibition has failed earlier, it may take some time, but the State Government is committed to make the Tribal Sub-Plan area a liquor-free zone.

Comments of the Committee

Please see Chapter I (Para 1.39)

Recommendation (Sl. No. 24; Para 3.31)

The Committee find that State Government of Bihar has enacted two legislation—the Money Lending Act, 1974 and Bihar Debt Relief Act, 1976 to provide relief from indebtedness to tribals. Apart from this, State Government has been issuing instructions to the DCs and other officials for proper implementation of these Acts. Under provisions of these laws private money lenders have to get themselves registered and maintain accounts. Unregistered money lenders and those not maintaining accounts cannot approach courts for recovery of loan amount. However, the Committee find that implementation of the provisions of these acts is largely tardy because no other source of credit is available to tribals at the time of need. As most of the tribal families are below poverty line, they require loans to meet special liabilities like marriages and even for consumption. In the absence of any institutional arrangements for such credit they often fall in the hands of unscrupulous money lenders which sets the wheels of exploitation in motion. The institutional arrangements made to meet credit needs of the tribals like cooperative societies LAMPS etc. are not only inadequate but also inefficient in working. Moreover, these institutions often face resource crunch. The Committee therefore, feel that there is need to make adequate provisions of funds to such institutions and streamline their functions. The Committee note that State Government is already seized of the matter. They will like to be informed of the steps initiated in this regard.

Reply of Government

The Govt. of Bihar has reported that for releasing the tribals from the clutches of money lenders and indebtedness, funds have been made available to LAMPS for consumption loan by the Regional Development Commissioner. Every Gram Sabha of the Primitive Tribes is being given Rs. 12000/- at 4% interest as consumption loan. Hopefully this will

meet the requirement of tribals, and the money lenders will be kept at bay by these arrangements.

Comments of the Committee

Please see Chapter I (Para 1.42)

Recommendation (Sl. No. 25; Para 3.32)

The Committee are perturbed to note that nationalised banks are shy of financing tribals.

In the absence of any institutional finance, tribals often fall in the hands of unscrupulous money lenders. Even for genuine agricultural needs, they have been denied finance, of the 1,32,000 applications filed with different banks through B.D.Os, only about 32,000 applications have been disposed of so far. The other one lakh applications have still to wait and it would affect their agricultural operations. In aggregate, loans amounting to Rs. 10 crores have been disbursed against the total requirement of Rs. 49 crores in spite of the fact that matter was taken up at a very high level by the State Govt. with managements of banks. It is highly disturbing. The reason for this indifferent attitude on the part of financial institutions has been that most of the applicants were defaulters of earlier loans granted to them about a year back. The Committee urge that a sympathetic view of the grim poverty of tribals and their helplessness may be taken by the lending institutions and some way out may be found out with a view to help them.

Reply of Government

The Govt. of Bihar has reported that the attitude of Financial Institutions in granting loans to tribals is still not encouraging. However, the State Govt. is taking measures through the Secretary, Department of Institutional Finance, who co-ordinates the activities of different financial institutions, and it is expected that the position will improve.

Comments of the Committee

Please see Chapter I (Para 1.45)

Recommendation (Sl. No. 26; Para 3.33)

The Committee note that 80,000 people have been freed and a debt relief of Rs. 3 crores has been granted by the State Government of Bihar. The Committee like to emphasise in this regard that released labourers should be properly rehabilitated and provided with means of livelihood. Their basic needs are to be met to ensure that the released families do not relapse into bondage.

Reply of Government

The Government of Bihar has reported that the Department of Labour is taking necessary action to provide means of livelihood to released Bonded Tribals. For this purpose, every year, allocation of

funds is made. During 1994-95 a sum of Rs. 10.15 lakhs was earmarked for this purpose.

Comments of the Committee

Please see Chapter I (Para 1.48)

Recommendation (Sl. No. 30; Para 3.42)

The Committee are highly perturbed to note that the tribals whose land has been restored are not being provided any financial assistance to take up cultivation of land restored to them. In this context, the Committee will like to emphasise that unproductive quality of land in the TSP areas is one of the basic causes of alienation of tribal lands. Thus, any comprehensive strategy for checking land alienation should include measures for improving productivity of land. Therefore, the Committee urge that Financial Assistance may be provided to tribals to take up cultivation on land restored to them.

Reply of Government

The Govt. of Bihar has reported that the restoration cases initiated by the State Govt. have yielded favourable results and a substantial area of land has been restored to the tribals. In order to help them in agricultural operations, the tribals to whom alienated and has been restored are also being given Rs. 1000- per acre as grant so that they can make use of it for making the land more fertile and cultivable.

Comments of the Committee

Please see Chapter I (Para 1.51)

Recommendation (Sl. No. 31; Para 4.6)

According to a compilation of productivity of certain major crops in 32 TSP districts in the TSP States reported by the Commissioner for Scheduled Castes and Scheduled Tribes, productivity in TSP district except in 3 States have generally been lower than the State average for all crops, several of TSP districts have shown decline in productivity in 1985-86 as compared to 1980-81, there is shrinkage in area under certain important food crops and there was a drop in productivity in 1985-86 as compared to 1980-81 in respect of certain important food crops and there was a drop in productivity in 1985-86 as compared to 1980-81 in respect of certain crop districts, even though the corresponding State averages of productivity have increased for the same crops. The representatives of the State Government of Bihar have pleaded that figures for 1985 were not representative and these were only comparative but admitted that in some districts agricultural productivity has gone down. The Committee are deeply concerned at this phenomenon. They will like the reasons for declining trend in agricultural productivity in TSP areas to be analysed and remedial measures taken at an early date.

Reply of Government

The Government of Bihar has reported that the Tribal Sub-Plan region in Bihar comes under plateau area. Here, in the Tribal Sub-Plan Blocks, the landscapes and its situation are entirely different when one compares the area with the rest of the State. The area is not only dominated by resourceless poor tribal farmers, but also due to undulating topography, the region is almost rainfed. The irrigation potentiality created is mostly of the minor irrigation type, which hardly covers 9% of the total cultivable land. Therefore, whichever crops are grown in Tribal Sub-Plan area, they depend upon the mercy of rain water, slight fluctuation in the behaviour of rain adversely affects the crops of the Tribal Sub-Plan region.

The other important factor of low productivity is the poor fertility of the soil. Soils of this region are poor in Nitrogen content and organic compounds. The phosphates in the upland and soils which are acidic in nature are fixed and not easily available to the plants. The upland soil is severely eroded since this soil is of open and light in texture. All these complex features of topography, rainfall, water availability and soil formulation are responsible for poor productivity in the TSP blocks.

However, the productivity of the rice crop on low land, which is the most important crop of this area, cannot be rated below average when compared with the same of the rest of the State. Of course, during some bad monsoon years, this rice area is also adversely affected, specially when the crucial rain of 'Hathiya' fails, a phenomenon which occurs almost regularly, after every five years.

Sometime shrinkage in major crops, like rice, may be noticed. This may sometimes be due to the fact that farmers are advised not to grow rice on the uplands, which are marginal lands and where the management of water is not easy. Cultivation of rice on uplands drastically lowers the average productivity of rice. Hence, on such uplands, other crops like pulses and oilseeds may be more remunerative.

The cultivators of the area are being constantly persuaded to take up cultivation of crops according to the capability and productivity of the land they are cultivating. Rainfed system of cultivation is being introduced in the area, so that the productivity and intensity of crops can increase and crop production stability can be achieved.

Comments of the Committee

Please see Chapter I (Para 1.54)

Recommendation (Sl. No. 35; Para 4.10)

The Committee note that with a view to set up agricultural productivity in Tribal Sub-Plan areas, the Working Group on development and welfare of STs during VIII plan has made certain recommendations. These include inter alia, higher investment in agricultural and allied sector and minor irrigation schemes, pooling of Agriculture under its TSP Programme and utilisation of the same on a comprehensive scheme, channelising of outlays

under crop husbandry, horticulture, social forestry, soil and water conservation, Cooperation, minor irrigation and agricultural marketing through ITDPs, identification of TSP area in each agro-chemical zone as sub-zone for suitable package of agricultural practices and also to accord higher priority to agricultural research education and extension activity in TSP areas with thrust on improving productivity under dry or partial irrigation conditions etc. In Committee's view these valuable suggestions merit favourable consideration. The Committee, therefore, urge the State Government to implement these suggestions without further loss of time.

Reply of Government

The Government of Bihar has reported that from the point of view of increasing agricultural production and productivity, and also to enhance the standard of living of the farmers of the TSP area, the agriculture and allied sectors which are mainly involved in the TSP activities are as follows:—

1. Agriculture Education and research
2. Crop Husbandry
3. Lac Development
4. Agricultural Marketing
5. Weights and Measures
6. Minor Irrigation, and
7. Soil Conservation

These are the priority sectors in Tribals Sub-Plan area and, therefore, the percentage of outlays for these sectors taken together is higher in this region. Areas for different Agro-Climatic zones have been identified, and Research and extension Sub-Centre at Chianki (Palamu), Dumka (Santhal Parganas) and Darasi (Singbhum) are in operation as per different zones in addition to the main centre at Kanke, Ranchi. The Government of Bihar has further reported that to increase Agricultural production and productivity, the following main activities are in action in the TSP area:—

1. To increase the productivity of the soil, the following schemes are in operation:—
 - (a) Distribution of Dolomite lime at 80% subsidy to the tribal farmers for treatment of acidic soil.
 - (b) Crop Demonstration in Dolomite lime application to demonstrate the use of lime on acidic soil.
 - (c) Subsidy on chemical fertilizers.
 - (d) Analysis of soil samples from farmers' fields, free of cost.
 - (e) To check the quality of chemical fertilizers, samples of fertilizers are analysed free of cost by quality-control laboratories.
 - (f) Availability of Rhizobium culture on subsidy to the farmers for pulse crops.

2. *Quality Seed distribution:*

- (a) Exchange of paddy and other certified seed with local grains without any cost.
- (b) Popularization of improved seeds through distribution of seed minikits.

3. *Improved Implements*

Improved agricultural implements are distributed to the farmers on 75% subsidy.

4. *Plant protection*

Plant protection chemicals and equipments are supplied to the farmers on 50% subsidy.

5. *Horticulture*

Distribution of quality grafts and saplings of fruit plants on subsidy, demonstration of fruit of chards, distribution of improved vegetable seed packets etc. are being done by the Government agencies.

6. *Soil Conservation*

To check soil erosion and to ensure better utilisation of natural resources like water, spil etc., watershed development programmes are being implemented on watershed basis.

Recommendation (Sl. No. 36; Para 4.15)

Shifting cultivation destroy valuable forests which leads to soil erosion and silting of agricultural land down below. It also adversely affects environment and ecology. In Bihar jhoom or shifting cultivation is practised by Sauriya, Pahariyas and Mal Pahariyas of Sahebganj. It is surprising to note that State Government is not even aware of the extent of the area affected by it. It is said that no survey has been done in this regard. It is highly deplorable. The Committee will like the State Government to conduct a survey to know the precise area under jhoom cultivation in the State with a view to take appropriate measures to curb this practice.

Reply of Government

The Government of Bihar has reported that most of the shifting cultivation area comes under Sahebganj district of Santhal Pargana Division. This practice is prevalent among Pahariyas and Mal Pahariyas. They usually reside on hill tops. They do not like to come down from the top of hillocks. Having resided on a particular hill top for sometime, they migrate to some other hill top with all their belongings. Although the State Government has not conducted any regular survey of the incidence of shifting cultivation and its effect on environment and ecology, it is aware about its adverse effects. It would be the endeavour of the State Government to get a survey conducted through a proper agency very soon. The State Government would also take remedial measures based on the recommendations of the survey.

Comments of the Committee

Please see Chapter I (Para 1.63)

Recommendation (Sl. No. 37; Para 4.16)

The State Government has contended that it has a policy to curb jhoom cultivation by persuasion and this policy is yielding results though slowly. In the absence of any concrete evidence of measures schemes devised in this regard, the Committee are not inclined to accept this claim. On the other hand, they feel that tribals cannot be weaned away from their centuries old habit of jhoom cultivation by mere persuasion. The Committee will like the State Government to prepare a concrete action plan to dissuade them from jhoom cultivation by offering attractive incentives in the form of agricultural land etc. In this context, the Committee will like to point out that Centrally Sponsored Scheme with total outlay of Rs. 75 crores, targeting settlement of 25000 families over a period of five years has been formulated by the Ministry of Agriculture. State Govt. is advised to identify the areas and formulate schemes with a view to rehabilitate those indulging in jhoom cultivation and seek financial assistance from the Ministry of Agriculture.

Reply of Government

The Government of Bihar has agreed that it is true that mere persuasion will not be enough to check shifting cultivation. Therefore, some special efforts have to be made to overcome this problem. In view of this, it is the endeavour of the State Government to rehabilitate these tribals on permanent basis on the lower sides of the plains by providing them free land and tools, machinery and seeds, in order to help them to start agriculture. An ambitious programme of horticulture has been prepared under the Bihar Plateau Development Project for the seven Blocks of Sahebganj district where shifting cultivation is prevalent. Special soil conservation measures programme can also be taken up on their fields. As suggested by the Committee, the State Government will also take advantage of the Central Sector Scheme for this purpose.

Comments of the Committee

Please see Chapter I (Para 1.66)

Recommendation (Sl. No. 38; Para 4.22)

Animal Husbandry has traditionally been an important secondary source of livelihood in Tribal Sub-Plan areas. Scheduled Castes and Scheduled Tribes rear not only milch and draught cattle, but also smaller animals like pigs, goats and poultry. The Committee are concerned to note that no thought has been given to introduce insurance scheme for these animals. Premature and sudden deaths of these animals bring miseries to poor tribals as not only their source of income goes away, they also undergo debt. The Committee, therefore, strongly recommended that Government should examine feasibility of providing insurance cover for all types of

livestock reared by tribals apart from those supplied to them under various poverty alleviation programmes. Animal Husbandry has been an important secondary source of livelihood of tribals. During 1989-90, 146 Scheduled Tribes and 27 Scheduled Castes and in 1990-91, 644 Scheduled Tribes and 82 Scheduled Castes respectively have benefited under various ITDP schemes in Tribal Sub-Plan areas in Bihar. In view of the large number of tribal families and the importance of animal husbandry in tribal development and welfare schemes, the Committee feel that results achieved in this sector are below expectation. Utmost efforts should, therefore, be made to extend benefits to large number of tribals under animal husbandry scheme.

Reply of Government

The Government of Bihar has reported that as far as the question of providing insurance facility to the livestock reared by Tribals is concerned, apart from the livestock supplied to them under various poverty alleviation programme, only those animals which are given to Scheduled Tribes on partial or 100% subsidy basis are covered under insurance schemes. If insurance scheme is to be extended to all animals, then the requirement of funds would be to the extent of Rs. 20079,90.87 lakhs. The availability of such a huge amount has put a question mark on the implementation of the recommendation of the Committee for the time being. The Govt. of Bihar has admitted that it is true that the number of beneficiaries under Animal Husbandry programmes in Tribal Sub-Plan area is small, the reason being the lower allocation of funds under the Animal Husbandry Sector successively every year. However, efforts are being made to increase the number of beneficiaries within the available resources by making some alterations in the schemes.

The Secretary, Department of Welfare, Government of Bihar has stated vide his letter No. 75, dated 10th April, 1995 that it is true that the quantum of assistance under SCA to TSP has been increased from 1992-93 to 1993-94, but the amount received in the year 1993-94 could not be released by the Government of Bihar. Hence, the same remains unutilised. Non-utilisation of SCA during 1993-94 has naturally reflected upon the number of beneficiaries. The number of beneficiaries will increase substantially as soon as SCA amount of 1993-94 is released by the State Government. As far as allocation under State Plan is concerned, the size of the plan was reduced drastically in the year 1993-94, as a result of which more beneficiary-oriented scheme could not be implemented in the Animal Husbandry sector. As soon as the size of the plan increases in subsequent years more funds would flow under this sector and automatically the number of beneficiaries will increase.

Comments of the Committee

Please see Chapter I (Para 1.69)

Recommendation (Sl. No. 43; Para 4.50)

The Committee note that nine minor forest produce including Karanj seeds have been nationalised by the State Government of Bihar and private individuals/agencies are not allowed to trade in these commodities. The Committee learnt in this context, that Karanj seeds now-a-days are produced on private land also and not in forests alone. They feel that State Government should not, therefore, include it in the list of minor forest produce and charge royalty on it. The State Government representatives have assured the Committee that it will be removed from the Schedule. The Committee expect an early decision in this regard.

Reply of Government

The Government of Bihar has reported that the State Government have in public interest, created State monopoly in the trade of certain important minor forest produce, which includes seeds of Sal, Karanj, Mahua, Kusum and Palas and fruits of Amla, Harrar and Bahera. As regards the Committee's recommendation regarding denationalisation of trade of Karanj seeds, as it is now-a-days also grown on private land, it has been stated that this is under consideration of the State Government, but it would be pertinent to indicate that the State Government created monopoly in the trade of certain minor forest produce irrespective of the fact whether these were found inside the forests or outside apart from Karanj, Mahua, Kusum and Palas are also grown on private land. It appears that the Committee has felt that the incidence of Karanj has increased in private land now-a-days. As a matter of fact, this is not the case. The incidence of Karanj on private land has not increased in recent years.

Comments of the Committee

Please see Chapter I (Para 1.81)

Recommendation (Sl. No. 44; Para 4.51)

The Committee are distressed to note that there had been instances when State Government agencies have not purchased certain nationalised minor forest produce from tribals who had collected them from forests nor these items could be purchased by private agencies. In some other cases, where procurement have been made, poor people who collect minor forest produce were not paid procurement price. This has brought suffering to poor tribals who could not dispose of their collections of minor forest produce. To ameliorate the lot of poor tribals, the Committee were informed that State Government would consider support price instead of nationalisation of M.F.P. While the Committee welcome this idea, they will like the State Government to examine all the issues in depth with a view to ensuring that tribals' lot who collect M.F.P. do not suffer and they are not exploited by middlemen also. The Committee also urge the State Government to ensure that poor tribals who have not been paid procurement price for their M.F.P. should be ensured payment promptly.

Reply of Government

The Government of Bihar has reported that the price in the terminal market is controlled by the end users, which, in turn, depends upon demand and supply of end products, oils and fats in most of the cases. As such, there are price fluctuations. At times, the price is not remunerative. Price support would be ideal, but since this would involve providing subsidy component in the scheme, Government would have to provide sufficient fund for implementing the scheme. Providing Price support scheme, instead of creating monopoly in the trade of Minor Forest Produce, is under consideration of Government.

Comments of the Committee

Please see Chapter I (Para 1.84)

Recommendation (Sl. No. 47; Para 4.54)

While economy can be affected by reducing these costs to the reasonable level, the Committee feel that Bihar Forest Development Corporation should be provided some funds by State Government in the shape of capital enabling in to economise on interest charges which was roughly calculated to Rs. 64 lakh per annum on borrowings from banks. The Committee will also like the Ministry of Welfare to take up the matter with the Ministry of Finance at the highest level with a view to provide Bihar State Forest Development Corporation funds through banking channels at reduced rate of interest as is being done in the case of certain other poverty alleviation programmes.

Reply of Government.

The Government of Bihar has reported that under the present financial constraints before the Government, and because of very little allocation under the Plan head in this sector, it is not possible for the State Government to provide share capital as per the recommendation of the Committee. However, as soon as the financial position of the Government improves, it would be possible for the State Government to allocate some funds for this purpose.

As regards the Committee's direction to the Ministry of Welfare, the Ministry has taken up the matter with the Ministry of Finance at a high level in the light of the recommendation contained in Para 4.54 of the Committee's report. The Ministry of Welfare first wrote to the Ministry of Finance vide O.M. No. 16015/12/91-TDB(Vol. II) dated 4th October, 1993 with a view to providing funds at reduced rate of interest through banking channels to the Bihar State Forest Development Corporation, as is being done in the case of certain other poverty alleviation programmes. Minister of State for Welfare wrote to the Finance Minister, Govt. of India vide d.o. No. 16015/6/91-TDD (Vol. III) dated 10th June, 1994 specifically in the light of its recommendation of the Committee requesting the Finance Minister to make recommendation to the commercial banks

for providing loans to the Bihar State Forest Development Corporation at reduced rate of interests since that would be of benefit not only to the Corporation but also to the tribals who are dealing in Minor Forest Produce in the State of Bihar. The Minister of State for Welfare had further stated in his aforesaid letter to the Finance Minister that a similar policy needs to be uniformly applied to all the Corporations dealing with the collection of Minor Forest Produce in all TSP/Tribal majority States/ Union Territories.

Comments of the Committee

Please see Chapter I (Para 1.87)

Recommendation (Sl. No. 52; Para 4.72)

Not only this, the Committee find that there are large number of vacancies of doctors and para-medical staff posted in tribal areas. Against the sanctioned posts of 1181 Medical Officers and 6000 posts of other staff, 887 Medical officers and 539 other staff were reported to be in position and the remaining posts are lying vacant. The Committee take a serious note of it as it amounts to negation of health facilities. No doubt, doctors and other para-medical staff posted in tribal areas are reluctant to serve in interior tribal areas which are comparatively backward and lack communications infrastructure and other amenities, yet the Committee feel that with the schemes of proper incentives like residential accommodation and compensatory allowance etc., doctors and other staff can be motivated to work in these difficult areas. The Committee trust that vacancies of doctors/para-medical staff will be filled up urgently.

Reply of Government

The Government of Bihar has reported that it is a fact that medical officers generally do not prefer to be posted in interior areas. Even with an incentive of Rs. 325/- (200+125) HRA and other allowances per month, the position has not improved appreciably. The Government of Bihar has been asked by the Ministry to take positive action in the light of the specific recommendations of the Committee, not only for motivating doctors and other staff to work in tribal areas but also for filling up the vacancies of doctors and para-medical staff within a specific time limit, vide letter No. 16015/6/91-TDA/TDD dated the 10th of April, 1994 of the Ministry of Welfare.

Recommendation (Sl. No. 53; Para 4.73)

The Committee are perturbed to note that general impression of the people about functioning of PHCs/Sub-Centres in TSP areas of Bihar is below expectations. As per the Evaluation study conducted by the Programme Evaluation Organisation, majority of the respondents has held the view that 'PHCs /Sub-Centres were not doing good work'. Considerable number of respondents had pointed out that doctors do not come to the PHCs Sub-Centres regularly. The Committee feel that laxity

on the part of doctors has been due to ineffective inspection and poor monitoring. It was also reported that medicines were not available in time. It is highly deplorable. The Committee will like the procedure in this regard streamlined to make the doctors attend PHCs/Sub-Centres regularly by conducting surprise inspections and ensuring proper monitoring. Medicines should also be supplied regularly to medical centres. The Committee trust that State Government will apply corrective measures to refurbish the tarnished image of health services in TSP areas.

Reply of Government

The Government of Bihar has reported that as suggested, the Health Department is taking steps to ensure regular and effective inspections and scientific monitoring. The issue of supply of medicines has been dealt with in the reply to para 4.74 (Sl. No. 54 of Appendix).

Comments of the Committee

Please see Chapter I (Para 1.99)

Recommendation (Sl. No. 54; Para 4.74)

The Committee note that each PHC in Bihar has been provided medicines worth Rs. 12000 per annum. The number of patients visiting a PHC per day on an average is stated to be varying between 30—40. Considering the number of patients visiting a PHC and the yearly allocation, the Committee find the funds provided for medicines are grossly inadequate. Only simple and inexpensive drugs are made available there. Under such circumstances, needless to say, doctors often prescribe medicines which are required to be purchased from market.

In many of the cases, prescribed medicines are not available locally, and patient, considering the expenses and fatigue involved in visiting nearby town to purchase those medicines, quite often prefer to avoid taking medicines. The Committee feel that this amounts to negation of health services. The Committee, therefore, recommend that allocation for medicines in TSP areas should be substantially enhanced so that essential medicines are provided to patients from the PHC/Sub-Centre itself, particularly in interior areas, where such medicines are not locally available. This small gesture in Committee's view will go a long way to mitigate health problems in tribal areas and will definitely convey a strong positive message to poor people.

The Government of Bihar has admitted that it is a fact that attendance of doctors, and provision for medicine is not satisfactory and has said that the Health Department of the State Government has taken various measures to ensure better attendance, and providing adequate medicine. The State Government has said that an additional amount of Rs. 5.46 crores needs to be given annually out of SCA to TSP funds annually for this purpose.

This reply of the State Government has been examined in the Ministry

of Welfare, and found unsatisfactory, since large amounts of SCA to TSP from previous years are still lying unutilised with the Govt. of Bihar and in any case this expenditure is normally expected to be met out of the State Plan fund. The Ministry of Welfare has written to the Govt. of Bihar vide letter No. 16015/6/91-TDA/TDD dated the 10th April, 1994 asking them for clarification on this point so that the actual facts can be placed before the Committee in the context of the observations made in the para under reference.

Comments of the Committee

Please see Chapter I (Para 1.99)

Recommendation (Sl. No. 56; Para 4.87)

The Committee are informed that of the 63 thousand teachers' posts sanctioned for primary schools run by Education Department in 13 Tribal Sub-Plan districts of the State, 57 thousand teachers are in position. Six thousand posts of teacher are thus lying vacant in primary schools in TSP areas of Bihar. The Committee urge that these vacancies as well as vacancies in schools run by Social Welfare Department and also at Middle and High School levels be filled up urgently so that educational studies of students in schools located in TSP areas don't suffer.

Reply of Government

The Government of Bihar has reported that as a result of examination conducted by the Bihar Public Service Commission (BPCS), 19618 teachers have been appointed, out of which 5810 have been appointed in 13 Tribal Sub-Plan districts. As regards the remaining vacancies, these also will be filled up very soon.

Comments of the Committee

Please see Chapter I (Para 1.105)

Recommendation (Sl. No. 58; Para 4.89)

The Committee observe that Working Group on development of STs during Eighth Plan had on the basis of their study concluded that Ashram/Residential schools have played an important role in imparting education to Scheduled Tribe children. These schools provide an environment conducive to learning. The Committee are also of the view that quality of education in residential schools is definitely much better and the rate of dropout is also very low in these schools. The Committee, therefore, urge that more and more residential schools may be opened in TSP areas of Bihar.

Reply of Government

The Govt. of Bihar has agreed that it is true that Residential/Ashram schools have played a pivotal role in imparting education to the deprived sections of society, but has further stated that due to financial constraints, new Residential school have not been opened up. The State Government

has also given an assurance that steps will be taken for opening of such schools as soon as sufficient funds become available.

Guidelines on Utilisation of S.C.A. for T.S.P. say that these funds can be utilised for the establishment of Residential Schools in tribal areas. The Ministry of Welfare released Rs. 3,497.39 lakhs during 1993-94. It is upto the State Government of Bihar to take advantage of this provision to set up more Residential Schools in TSP areas.

Comments of the Committee

Please see Chapter I (Para 1.111)

Recommendation (Sl. No. 59; Para 4.90)

Besides, the Working Group had pointed out that building/teaching material etc. are not of desired standard, rates of stipends are often inadequate to meet the requirements of diet, clothing, bedding, utensils and medicare etc. At present students in Ashram schools are reported to be given stipend of Rs. 240/- p.m. for food, Rs. 250/- p.a. for uniform, Rs. 200/- p.a. for reading and writing material and Rs. 12 per year for medicines. The Committee feel it is grossly inadequate in these days of rising prices and require to be enhanced. The Committee trust that these useful suggestions will be favourably considered by the State Government. The Committee will like to be apprised of the action taken in this regard.

The Government of Bihar has reported that the rates of diet etc. in the Residential schools have not been revised due to resource crunch. However, the State Govt. has given an assurance that if the resource position of the Government improves, upward revision will be made in these rates.

Comments of the Committee

Please see Chapter I (Para 1.114)

Recommendation (Sl. No. 61; Para 4.92)

The Committee note that one of the measures taken to check drop-outs has been to promote students to higher classes irrespective of their performance in examination. The logic behind this policy has been stated to be that under the system of compulsory education, student have got to be in schools upto the age of 16 and that if a students is to be kept for a number of years in a school, then he has to be kept with the students of the same age-group. However, the Committee feel that such an automatic promotion to higher classes without fair assessment of the performance of a student leads to lethargy on the part of students as well as teachers. The major disadvantage of this scheme is that a student may not read at all. As a result of it, students get struck up at higher levels when they appear in examinations conducted by School Boards. In Committee's view, it amounts to no education at all. Viewed in the context of prevailing circumstances in TSP areas viz. poor relations among teachers and students

and lack of sincerity on the part of teachers etc., it has led to deterioration of standards in education and appears to be one of the prime factors for unsatisfactory quality of education. The Committee thus, urge that policy of promotion of students in the examination may be irrespective of performance in the examination may be reviewed in the light of the prevailing circumstances in TSP areas and remedial action taken to improve quality of education.

Reply of Government

The Government of Bihar has reported that in view of Committee's recommendation the policy of promotion of students to higher classes irrespective of their performance in the examination is being reviewed and action is likely to be taken in the near future.

Comments of the Committee

Please see Chapter I (Para 1.120)

Recommendation (Sl. No. 66; Para 5.8)

The Working Group further recommended that to make monitoring more effective and meaningful, there is a need for computerisation of data at the regional and State level. The Committee trust that these useful suggestions will be favourably considered by the State Government.

Reply of Government

The Government of Bihar has reported that at the State level, a Computer Cell has been created in the Welfare Department, which is headed by an officer of the rank of Assistant Director. It is also linked to NICNET so that data retrieval from other districts can also be conveniently done. At the Regional level, the data concerning Scheduled Tribe development has been collated and is being fed to the computer. The recommendation of the Committee therefore, has been fully compiled with.

CHAPTER III

RECOMMENDATIONS/OBSERVATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF THE GOVERNMENT REPLIES

Recommendation (Sl. No. 6; Para 2.10)

The State Government have pleaded that to achieve targets of various schemes undertaken by different departments under ITDP the steps such as early sanction of schemes and timely release of funds; early completion of other formalities to the extent possible; advance planning to plan schemes and prepare estimates and also technical sanction by the concerned sector; more effective supervision and regular monitoring of the implementation of various schemes are called for. In Committee's view these suggestions merit consideration. The Committee, therefore, urge the Ministry of Welfare to look into these suggestions and take up the matter with the Planning Commission and other concerned authorities with a view to streamline the procedure.

Reply of Government

The Ministry of Welfare has looked into the matter and found that the problem here lies with the State Govt. and not with the Planning Commission. It is the State Government which does not send the proposals for the schemes in time, release the funds in time and monitor the execution of the schemes diligently. Neither the Ministry of Welfare nor the Planning Commission can take his role of the State Govt. Moreover, a scheme of incentives and disincentives has been started this year whereby States/UTs which do not spend SCA to TSP within the specific period would lose the unspent balance from their normal entitlement in the subsequent year and the sum thus left over would be distributed as per norms to States/UTs which spend the allotted sum in time for development of STs. It is hoped that this will encourage the Govt. of Bihar to improve the situation.

2. The State Government has reported that to ensure successful implementation of this programme advance planning is being done to formulate schemes and to get technical sanction from the concerned Sector in time. The Project Officers have been directed to hold meetings of the Project Implementation Committee under the Chairmanship of Deputy Commissioner even before the funds are allocated. The PIC will approve the shape of schemes prior to release of funds so that when the funds are released, steps for implementation of those schemes can be immediately taken up.

3. The State Government has introduced the system of advance planning

in order to sanction various schemes to be implemented at the Project level. Under this system, schemes are prepared well in advance and after the technical approval of the department concerned, they are approved by the Project Implementation Committee even before getting the allocation of funds for the purpose. Therefore, as soon as the allocations are received from the Government, the schemes are taken up immediately without losing any time.

At the State level, the meetings of the Empowered Committee which sanctions fund for schemes, are being held in the beginning of the financial year itself, so that there is no procedural delay in the release of funds.

Recommendation (Sl. No. 21; Para 3.20)

The Committee also recommend that to tackle the problem of smuggling and illicit distillation, stringent penalty should be provided by amending the Excise Act which will act as deterrent as is the case under Narcotic Act.

Reply of Government

The Govt. of Bihar has reported that sufficient provision of law already exists in the Bihar Excise (Amendment) Act 1985 (Section 47) by which a stringent punishment, penalty of fine and imprisonment can be imposed to check the unlawful import, export, transport, manufacture possession, consumption and sale etc. of illicit liquor. The period of imprisonment has been extended to three years whereas it was only one year previously. The amount of fine has also been increased upto Rs. 5000/- instead of Rs. 2000/- as it used to be earlier. Companies have also been brought within the purview of this provision of law. Earlier, there was no such provision. Therefore, according to the State Govt., further amendment is not required for the time being in the Excise Policy.

Recommendation (Sl. No. 27; Para 3.39)

The Committee note that to prevent land alienation of tribals, Bihar Scheduled Arcas Regulation 1969, Chhota Nagpur Tenancy Act, 1908 and Santhal Pargana Tenancy (Supplementary Provisions) Act, 1949 are in force in Bihar. In spite of these laws, intensity of land alienation in tribal areas of Bihar is comparatively high. It has been stated that magnitude of informal transactions are very large and many illegal methods are resorted to for alienating tribal land such as forcible occupation, collusive tribal suits, suppression of true identity of the tribal vendor while getting deeds of transfer registered and thereafter affecting number of transactions in quick succession. The Committee further note that 1,26,629 cases involving 1,27, 850 acres of land have been instituted till date. Out of

these, in 45,986 cases involving 51,327 acres land has been resorted to tribals. The Committee are perturbed to note that in spite of various enactments in this regard, intensity of land alienation in TSP areas of Bihar is very high. Tribals being mostly illiterate and simple folk are generally not aware of the protective laws. Not only this, where awareness is more, poverty and cumbersome process of law inhibited tribals to take recourse to law. In view of these startling revelations, the Committee feel that there is need to further tighten the loopholes in law and to educate the farmers about the provisions made for their protection. The Committee will like the State Government to devise measures in this regard in consultation with the Ministry of Welfare and other concerned.

The Committee recommend that where tribals effect sale of land under distress, Government should acquire that land for distribution among landless tribals under various poverty alleviation programmes. The Legislation for preventing land alienation of tribals should be strengthened by incorporating provisions to the effect that land is presumed to belong to the tribals and the burden of proof of sale of land should be with non-tribals.

Reply of Government

The Government of Bihar has reported that the State Government is taking necessary action in this regard. In this context, it may be mentioned that the Ministry of Welfare had written to all State Governments and U.T. Administrations vide letter No. 7201/92/JS(TD) of 11 January, 1993 to consider setting up of special tribunals to expedite disposal of cases under relevant laws for regulating transfer of land of tribals to non-tribals, taking up drives to detect illegal transfer of land of tribals to non-tribals, their expeditious disposal and restoration of land to the tribals whenever called for, as well as land development and provision of various inputs for increasing productivity of land and taking action to plug loopholes in the existing laws. The Government of Bihar had replied in their letter No. 12/Adi-20/93/1402-Ra dated 15th October, 1993 that 2 special courts have been set up in each district on a permanent basis for expeditious disposal of cases of land alienation of tribals. The State Government has also undertaken special drives for this purpose from time to time.

These issues again came up for discussion during the Conference of Ministers incharge of Tribal Welfare in the State Governments and Union Territory Administrations held in Guwahati on 2-3 February, 1995 and it was again impressed upon the State Governments that they should appoint special courts/officers to dispose of cases of land alienation from tribals to non-tribals in a time bound manner. Special drives to detect illegal land alienation should be made. It was also suggested that the State Governments may consider incorporating in the existing relevant laws, a provision to the effect that in case no ST pleyer is available to purchase the

land of a ST persons, the land could be purchased by the State Government/Government-owned Corporation and the same land be distributed amongst landless ST persons, failing which among marginal and small ST farmers. It may be mentioned that the Minister for Tribal Welfare, Bihar as well as the Secretary, Welfare, Bihar attended the aforesaid conference.

Recommendation (Sl. No. 28; Para 3.40)

The Committee note that number of cases instituted for alienation of tribals land is alarmingly high at 1,26,629 and out of them only 46,000 cases have been decided. More and more cases are being registered every day. It has been stated that for accelerating implementation of ceiling laws and restoration of tribal land and also to detect and dispose of bataidari cases, a special squad has been established at Ranchi. At district level, an Additional District Magistrate has been posted with supporting staff to supervise and assist in revenue work. However, in view of the large number of cases for disposal within a time schedule, these offices require strengthening. The Committee trust that State Government will initiate steps in this regard early to streamline the process. The Committee will like to be apprised of the progress made in this regard.

Reply of Government

The Government of Bihar has reported that clear provisions have been made in the Chhotanagpur Tenancy Act, 1908, Bihar Scheduled Areas Regulation 1969 and Santhal Parganas (Supplementary Provision) Act, 1949 for checking unauthorised transfer of Tribal land to non-Tribals.

This reply of the Government of Bihar was found to be inadequate by the Ministry of Welfare and the Ministry of Welfare wrote to the Government of Bihar vide letter No. 6015/6/91-TDA/TDD dated 5th April, 1995 to give a complete and to-the-point reply to the recommendation of the Parliamentary Committee for the Welfare of Scheduled Castes and Tribes contained in para 3.40 of their 22nd Report on the Working of ITDPs in Bihar.

The Secretary, Department of Welfare, Govt. of Welfare has replied vide D.O. No. 72 dated 7th April, 1995 that for restoration of land to tribals, speedy disposal of cases relating to share-cropping and for proper implementation of the land ceiling laws, a cell under an Additional Collector is functioning at Ranchi. But the filing of cases is more than the disposal of every month. Therefore, the decision has been taken that in Ranchi, Hazaribagh and Palamau where these cases are in huge numbers. The Additional Collector (Ceiling) apart from the Additional Collector rank officer already posted to supervise the restoration work, will also look after such cases. In order to co-ordinate the work of these two officers, the Deputy Commissioners have been asked to monitor and review the cases every fortnight and likewise the Divisional Commissioner

have also been asked to monitor the cases every month at their level and send a consolidated report to Government regularly.

Recommendation (Sl. No. 29; Para 3.41)

It is concerning to note that at present, there is no effective machinery for enforcement of these protective legislations, periodical review of the progress of its implementation and monitoring at district level. The Committee feel that mere enactment of legislation to prevent land alienation of tribals is of no use unless adequately effective enforcement machinery is not created and periodical review of the progress is not undertaken. In fact, the success of a programme to a large extent, depends on how effectively it is monitored and remedial action taken in time to remove constraints/deficiencies. Therefore, the Committee urge that machinery for effective enforcement and monitoring of protective legislations should be created at district level.

Reply of Government

The Govt. of Bihar has reported that their Department of Revenue and Land Reforms has taken necessary action to stop illegal transfer of tribal land to non-tribals. It has also been decided that all transferred lands should be restored to tribals soon. It has been decided that the Deputy Commissioner of the concerned district will be made a necessary party to every such case and expenditure incurred by the tribals in court cases will be borne by the State Govt. It has also been decided that every case will be finalised within three months and tribals will be provided sufficient time to produce witnesses. The advocate appointed by the Deputy Commissioner will furnish all requisite records before the concerned court. The State Govt. has directed all the Deputy Commissioners to ensure that the tribals are restored possession of their lands after finalisation of every case. Wherever tribals are not getting possession over their lands even after finalisation of the case, police force will be provided for restoration of their land. For this purpose, two sections of Armed Force/Police Force have been deputed at the headquarters of every district.

Recommendation (Sl. No. 34; Para 4.9)

Another reason for stagnation of agriculture in tribal sub-plan areas has been stated to be tribal culture and their attitude towards material life. It is said that their's is a closed society; tribals are easy going and not hard working and their reluctance to adopt to changed technique. All these make task of extension work difficult. The Committee feel that these problems though obstructive are not insurmountable. With the spread of education and opening up of tribal areas with laying of infrastructure, tribals attitude will undergo a substantial change. Then their response will be more positive. Meanwhile, what is required on the part of Government is to have a close contact with them and impress upon them, through audio-visual media and publicity, virtues of modern techniques in

agriculture. Farm demonstrations and extension work, in Committee's view, will bring in positive results in motivating tribals.

Reply of Government

The Government of Bihar has reported that in order to convince the tribal farmers about the present developed and developing techniques and their usefulness, and to increase the over-all agriculture production and productivity in the tribals sub-plan area, new agricultural technologies are being extended through audio-visual aids, crop demonstrations, and training at various levels. At the range level, there is a separate information unit which organises Agricultural Fairs in almost all important Melas where the farmers gather in large numbers. Special agricultural fairs are also organised at all Block headquarters where all important wings of agriculture, including private agricultural shop-owners of seeds and fertilizer, non-Governmental organisations etc. take part. Special extension schemes are in operation in Ranchi and Singhbhum areas where the messages of agricultural production are sent through contact with farmers. All efforts are being taken to train the farmers in different crop production technologies and allied matters. Well-organised schemes of training programme at all levels are being taken up in the Bihar Plateau Development Project programme. The main objective all these activities is to enhance agriculture productivity in the tribal sub-plan area.

Recommendation (Sl. No. 40; Para 4.31)

Lack of irrigation facilities in TSP areas has been one of the major obstacles in increasing agricultural productivity. Thus, one of the strategies of development in TSP areas during Seventh Plan was to give special emphasis on minor and lift irrigation. The Committee are distressed to find that this strategy has not been implemented in right earnest in TSP areas of Bihar and only 8 percent of the land under cultivation has some form of assured irrigation. At the Commencement of the seventh Plan 72.48 thousand hectare irrigation potential was there. During plan period only less than seven thousand hectare potential appears to have been created making a total of 79.33 thousand hectare at the end of the plan period. It is a sad commentary on development of TSP areas in Bihar. On execution of irrigation schemes, the Committee find that 3 major and 24 medium irrigation schemes were in hand during the Seventh Plan. Out of these, five have been completed and two dropped. Most of these schemes were taken up in seventies, but are languishing due to paucity of funds and other related problems. Not only this, in 1989-90, a target of 99 lift irrigation schemes was fixed but only 21 could be completed. Similarly, only 1572 tube-wells and irrigation wells could be installed against the target of 3,000. The Committee are deeply concerned at tardy implementation of irrigation schemes. They, therefore strongly

urge the State Government to gear up the machinery and take other administrative steps for expeditious implementation of already delayed irrigation scheme.

Reply of Government

The Government of Bihar has reported that during the Seventh Five-Year Plan, additional irrigation potential was created in 2.5 lakh hectares in the tribal area. Due to the power situation, proper application of design, survey and monitoring and inadequate funds, targets could not be achieved. Against the target of 6931 private tubewells, 37,118 irrigation wells and 8927 pump sets in the Seventh Five-Year Plan only 3327 private tubewells, 35,524 irrigation wells, and 3531 pumpsets were completed in the Tribal Sub-Plan Area. Preference is given to Scheduled Castes and Scheduled Tribes under the Private Irrigation scheme in the TSP Area. Before the Eighth Five-year Plan, 50% subsidy was given by the Central Government. During the Eighth Five-Year Plan, this was stopped, but the State Government is continuing the Subsidy. With the assistance of the World Bank, a target of 700 water-harvesting tanks, 5360 irrigation wells and repair of 200 old lift irrigation schemes under the Bihar Hill Area Development scheme were taken up in 1993-94 under TSP Area. Action is being taken to complete schemes worth Rs. 712.00 lakhs. In 1994-95, a total outlay of Rs. 2389.00 lakhs was earmarked for irrigation schemes.

Comments of the Committee

Please see Chapter I (Para 1.75)

Recommendation (Sl. No. 45; Para 4.52)

The representatives of the State Government of Bihar have contended before the Committee that special emphasis is being laid to ensure fair return to tribals for their minor forest produce. However, the Committee are distressed to find that State agencies have been procuring sal seeds and mahua from primary collectors @ Rs. 1.30 and Rs. 5.75 per kg. respectively while the sale price for these items was Rs. 3.20 and Rs. 7.00 per kg. Though the Committee are not aware of the sale price of other minor forest produce, yet on the basis of information made available to them, they are inclined to believe that tribals are not being paid fair price for their collection of sal-seeds. Gross profit of Rs. 1900 per M.T. on procurement price of Rs. 1300 per M.T. certainly appears to be on the higher side. The State Government has tried to justify it on the basis of high variable and fixed costs which have been calculated to be Rs. 1875 and 915 per M.T. The Committee are not convinced at all with this line of reasoning. They are of the view that these costs are on the higher side and serious attempt should be made to bring them to the reasonable level. Commission to LAMPS / PACs etc., transportation, packages being Rs. 60/-, Rs. 110/- and Rs. 165/- per M.T. appears to be on higher side. Similarly, establishment, administrative and interest charges which all add upto Rs. 915 per M.T. are also in Committee's view very high.

Reply of Government

The Govt. of Bihar has reported that the price to be paid to primary collectors for the different Minor Forest Produce whose trade has been nationalised is fixed by Government on the recommendations of a High-Powered Committee. All the factors, including the sale price, overheads, commission to LAMPS etc., are taken into consideration. The prices have been increasing in the last several years. The Government always intend to pass on the benefits to the primary collectors by way of enhanced price. The Corporation has to incur expenses on several heads such as establishment, transportation, loan, commission to agency etc. When the Government would be able to provide sufficient fund in share capital or provide loan on a marginal rate of interest or both, it would be possible to pass on more and more funds to the primary collectors in the form of enhanced price of the commodities.

Recommendation (Sl. No. 46; Para 4.53)

Prudence require their pruning to economise on expenditure and the savings thus effected should be passed on to collectors of primary produce by increasing procurement prices.

Reply of Government

The Govt. of Bihar has reported that efforts are being made to follow the recommendations of the Committee.

Recommendation (Sl. No. 48; Para 4.55)

The Committee note that Commissioner for Scheduled Castes and Scheduled Tribes, on the basis of an evaluation study conducted in Bihar of some ITDPs schemes has observed that Forest Department Corporation should procure minor forest produce through LAMPS only and not from individual agencies as poor tribals are cheated by them. A State Government official also deposed before the Committee that private agencies/individuals should not be allowed to deal in nationalised commodities.

However, the representative of the Bihar Government candidly admitted that they are collecting (MFP) through other agencies as well. The Committee take a serious note of it. The Committee will like to be apprised of the reasons why a valuable suggestion relating to the welfare of poor tribals was not acted upon in spite of the fact that it was brought to their notice by the Ministry of Welfare.

Reply of Government

The Government of Bihar has reported that the general policy of the Corporation with regard to the agency of collection is very clear. The LAMPS and PACs are the first choice. The Co-operative Department is requested to recommend the names of LAMPS/PACS who are interested to collection of M.F.P. and who would be able to do so. It is only where

these institutions are not forthcoming that other agencies like Grama Panchayat and Forest Conservation Protection Committee are given the offer. Lastly, when no such agency is interested, Committees are formed of individual primary collectors who get the MFP collected. Individuals are not entrusted with the work. This is to eliminate the possibility of exploitation of poor primary collectors.

Recommendation (Sl. No. 49; Para 4.56)

The Committee note with some satisfaction that procurement price of minor forest produce have been raised over the last 10 years to ensure remunerative price/minimum wages to primary collectors. For example procurement price of sal seed has been raised from Rs. 0.55 per k.g. in 1981 to Rs. 1.30 per k.g. in 1992; in case of mahua seed from Rs. 225 per kg. in 1981 to Rs. 5.75 per k.g. in 1992; Karanj seed from Rs. 1.75 per k.g. to Rs. 4.00 per k.g. Kendu leave from Rs. 65.00 in 1986 to Rs. 200.00 in 1992 per standard bag. Similarly procurement price of other MFP has also been raised ranging roughly 40 per cent to 300 per cent. However, when viewed in the context of rise in the cost of living and other essential commodities over last one decade the increase looks less attractive.

The Committee will, therefore, like the State Government to ensure that increase in procurement prices to primary collectors are adequate to compensate them for general price rise and ensure minimum fair wage. Their wages in real term must be protected lest the helpless poor tribals are driven to starvation.

Reply of Government

The Govt. of Bihar has reported that the procurement prices of Minor Forest Produce are fixed on the basis of various factors, including remunerative returns to the primary collectors. However, in future, as per recommendation of the Committee, more stress would be given on the point raised by the Committee, and it would also be ensured that the primary collectors are paid promptly.

Recommendation (Sl. No. 60; Para 4.91)

The Committee note that in certain States having Tribal Sub-Plan areas particularly in Tamil Nadu tribal parents are also given incentives in the shape of midday meal to encourage them to send their wards to school. In Bihar, however no such scheme has been implemented. The Committee, therefore, urge the State Government to consider feasibility of introduction of such a scheme in Bihar.

Reply of Government

The Govt. of Bihar has reported that due to resource crunch being faced by the State Govt., at the moment the execution of such an ambitious scheme throughout the Tribal Sub-Plan area is not possible. However, efforts have been initiated in this direction by introducing this

scheme is Paharia Tribes at the first stage. Depending on the success of this scheme, it can be extended to other parts of Tribal Sub-Plan area in phases.

Recommendation (Sl. No. 62; Para 4.93)

The Committee are concerned to note that 820 primary and middle schools in TSP areas of Bihar are functioning without school buildings. In this context, it is perturbing to note that of the total funds provided by the Eighth Finance Commission for 2309 primary school buildings in the TSP areas of the State, 240 school buildings are still under construction and 118 have not been taken up so far. Of the funds provided by the Ninth Finance Commission for 2010 primary school buildings, only 773 have been completed while 808 are under construction and 429 have not been taken up so far. It is highly deplorable. On the one hand, there are schools functioning without buildings and on the other funds provided have not been properly utilised. The Committee strongly urge that construction of school building in TSP area may be expedited.

Reply of Government

The Government of Bihar has reported that regarding construction of school buildings clear-cut instructions have been sent to all the District Magistrates/Deputy Commissioners by the Department of Rural Development as well as the Education Department for taking up construction of Primary School buildings in buildingless schools out of the funds available with them under JRY and EAS schemes. In this regard, a meeting was held under the Chairmanship of the Chief Minister in which he had given direction to construct buildings in all the buildingless schools in the next four months. As a result of this, a large number of school buildings are being constructed in all districts. A report received from Gumla district, which is a tribal district, states that construction of as many as 131 school buildings has been taken up in the financial year 1993-94. At this rate, no school was to be left without a building at the end of the financial year 1994-95. The Government of Bihar has further reported that against the revised target of 6644 set by the Eighth Finance Commission, as many as 5541 buildings have already been completed. Under the Ninth Finance Commission, 2779 buildings have already been completed. Steps are being taken to complete the remaining buildings. The reasons for the delay are as follows :

1. Disputed site/local politics.
2. By the time the dispute was sorted out, estimate had become obsolete.
3. Other procedural delays.

Recommendation (Sl. No. 64; Para 4.100)

The Committee note that of the total tribal population of 58 lakh in Bihar, 37 percent are main workers. Of these, more than 86 per cent are

engaged in agricultural operations. Since, the adoption of ITDP strategy, a lot of developmental activities have been undertaken in TSP areas, and these areas are being opened for a variety of other activities. In this context, the Committee feel that tribals should be actively encouraged to participate in other types of economic activities. They should be provided opportunities to act as contractors in construction works and as transporters to ply commercial vehicles and similar professions. Benefits of development in their areas should be passed on to them also. This way, the Committee feel that they will gradually acquire entrepreneur skill and in course of time, will diversify in other occupations which bring them economic prosperity.

Reply of Government

The Government of Bihar has reported that in order to safeguard the economic interests of the tribal population, the MESO Project officers and the Tribal Cooperative Development Corporation have been instructed to take initiative to make the tribal people self-dependent by acquiring different skills for self-employment and income-generating activities, as a result of which, the tribals, through various primary tribal cooperatives, are getting engaged in different economic activities like running transport buses and other commercial vehicles, pick-up vans, auto-rickshaws etc. and in stone-crushing units. They are getting engaged in construction work as contractors also.

Recommendation (Sl. No. 65; Para 5.7)

The Committee note that arrangements to review implementation of various schemes has been made at various levels—both at the Centre and the State. They further note that each Central Ministry/Department is the nodal agency concerning its sector and the planning, monitoring and evaluation as well as coordination is the responsibility of the Central Ministry concerned. Besides, the Central Government has been monitoring thoroughly, on monthly basis, the number of ST families economically assisted. Arrangements have also been made to review implementation of ITDP schemes at various levels in Bihar viz. at State level, Regional level, District and ITDP levels. However, the Committee were informed that present structural arrangements though adequate have to be activated for proper and regular monitoring. The Working Group on Development and Welfare of Scheduled Tribes during Eighth Five Year Plan also held the view that the existing monitoring mechanism are not very effective in many States and require further sharpening and thrust. The State level monitoring implied a periodical review at the highest level which is quite often not followed up very seriously for corrective action. In view of the slow and tardy implementation of various ITDP Schemes in Bihar, the Committee are convinced that periodical review being made at various level is not effective. The Committee therefore, stress that at the Chief

Secretary level, the review should be more frequent and more comprehensive.

Reply of Government

The Govt. of Bihar has reported that at the District level, regular meetings of various agencies operating in Integrated Tribal Development Projects are being taken up. At times, the Chief Secretary as well as Chief Minister, review the progress and implementation of various schemes in this area for the development of Scheduled Tribes. It has further been reported by the Govt. of Bihar that the recommendation of the Committee is well taken care of.

CHAPTER IV

RECOMMENDATIONS AND OBSERVATIONS IN RESPECT OF WHICH REPLIES OF THE GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE AND WHICH REQUIRE REITERATION

Recommendation (Sl. No. 32; Para 4.7)

The Committee note that agriculture in tribal areas is still largely dependent on rains. Out of the total 129 lakh hectare of land under agriculture in TSP areas in various States, only 11 lakh hectare are irrigated and the rest depends on the vagaries of nature. Under such a situation, agricultural productivity will vary from year to year showing volatile fluctuations in the year of deficient rains. The Committee further note that topography of tribal areas of Bihar is such that major and medium irrigation schemes are not of much benefit to them. Only minor irrigation schemes can be implemented in these areas which in turn depend on availability of power. A State Government representative has informed the Committee that power position in this belt has been rather gloomy for quite sometime and that has affected minor irrigation schemes. Because of this, the yield as well as the coverage of farmers are very low stated to be only nine per cent. It is highly deplorable. The Committee feel that in the absence of assured irrigation high yielding varieties of crops cannot be sown by tribal farmers nor chemical fertilizers can be applied to boost yield. Extension work also cannot be taken up in TSP areas simply for this reason. Needless to say power supply to TSP areas is of utmost importance for economic development. The Committee, therefore, strongly recommend that added emphasis be laid on power supply to TSP areas and for that reason outlay under this head should be substantially enhanced.

Reply of Government

The Government of Bihar has reported that it has been the constant endeavour of the State to make power supply available to tribal sub-plan area on priority basis. However, sometimes, because of low generation of power, this area also has been deprived of power supply occasionally. The Government of Bihar has stated that it will certainly try to improve the situation.

Comments of the Committee

Please see Chapter I (para 1.57)

Recommendation (Sl. No. 33; Para 4.8)

Besides that, the Committee feel that minor irrigation schemes based on

rivers and streams which do not entirely depend on power to lift water may be taken up wherever possible in large number to augment the irrigation facilities substantially.

Reply of Government

The Government of Bihar has reported that the State Government is certainly in favour of such schemes and has further stated the tribal farmers will be encouraged to take up such manual schemes, so that, in case of non-availability of power, their crops do not fail.

Comments of the Committee

Please see Chapter I (Para 1.60)

Recommendation (Sl. No. 39; Para 4.23)

The Committee note that pigs reared by tribals are of indigenous breed. Its growth is stated to be far below the growth of the improved breed. The Committee, therefore, recommend that as far as possible pigs of improved breed should be made available to tribals in Tribal Sub-Plan areas.

Reply of Government

The Government of Bihar has reported that as recommended by the Committee, more number of pigs of improved breed will be distributed, provided the fund under Special Central Assistance is enhanced under Animal Husbandry Sector.

The above reply of the State Government was not found satisfactory by the Ministry of Welfare and the Ministry wrote to the Govt. of Bihar vide letter No. 16015/6/95-TDA/TDD dated 6th April, 1995 asking why increased allocation had not been provided by the State Government to the Animal Husbandry Sector in 1993-94 as against 1992-93, when the flow of SCA to TSP from Ministry of Welfare had increased from Rs. 3175.25 lakhs in 1992-93 to Rs. 3497.39 lakhs in 1993-94, and why the State Govt. was not providing increased allocation for this purpose out of the State Plan funds. The reply furnished by the Secretary, Department of Welfare, Govt. of Bihar, vide his letter No. 75 dated 10th April, 1995 on this point is the same as the reply regarding para 4.22 (S.No. 38) already quoted in the Action Taken Note on that para.

Comments of the Committee

Please see Chapter I (Para 1.72)

Recommendation (Sl. No. 41; Para 4.32)

The Committee are deeply concerned to note that irrigation potential created at enormous cost are not giving the expected benefit to tribal

people. As has been pointed out by the Commissioner for SCs and STs on the basis of an evaluation study many of the lift irrigation schemes are out of use for want of repair and maintenance. The Study has pointed out that 3 electric motors of 75 H.P. installed in village Burhi-Kutang on Palmar river in Simdega block of Ranchi district were getting rusted while 5 big diameter wells in village Tamra were not being used for want of motor pumps. In Nadi Toli Lift Irrigation Scheme nine big diameter wells for which motor pumps have been provided are not providing irrigation upto the designed command mainly due to non-availability of power. In Parsabera Lift Irrigation Scheme, out of 2 ten H.P. electric pumps installed, one is out of order, 2 electric pumps of 75 H.P. each installed at Bangroo Lift Irrigation Scheme are not working for want of transformers. This State of affairs in working of Lift Irrigation Scheme is highly deplorable. The Committee expect the State Govt. to give due attention to the maintenance and repair aspect and ensure that irrigation schemes executed at enormous cost function smoothly upto the designed capacity. Such schemes going out of gear not only entail heavy loss to the tribals in command areas due to loss of agricultural production, but also results in heavy losses to the Government as electric pumps and machinery get rusted if not used.

Reply of Government

The Govt. of Bihar has reported that in the tribal area, Lift Irrigation Schemes are not giving proper benefits to the tribals because there is lack of power and inadequate funds. Due to inadequate funds repair works too are not completed. Motors installed on Lift Irrigation Schemes are not functioning properly due to lack of power.

Comments of the Committee

Please see Chapter I (Para 1.78)

Recommendation (Sl. No. 42; Para 4.33)

The Committee are concerned to note that State Government of Bihar has decided that in future, no new lift irrigation scheme will be taken up. They feel that major and medium irrigation schemes are not of much use in TSP areas because of uneven topography. Only Lift Irrigation Schemes can provide assured irrigation in these areas. In this context, the Committee will like the State Government to consider their decision not to take up new irrigation schemes in TSP areas. In fact what is required is effective monitoring of the working of Lift Irrigation Schemes and their timely repair and maintenance. The Committee trust that these aspects will be well taken note with a view to increasing irrigation potential in TSP areas.

Reply of Government

The Govt. of Bihar has reported that due to lack of adequate funds and power, the State Government has decided not to take up new lift

irrigation schemes in tribal Sub-Plan area. If the position of funds and power becomes satisfactory, lift irrigation schemes will be taken up.

(Comments of the Committee)

Please see Chapter I (Para 1.78)

Recommendation (Sl. No. 50; Para 4.57)

The Committee are concerned to note that because of inadequate funds (Rs. 280 lakhs) provided in the Annual Plan of the State Government for Forestry, most of the Programmes in this Sector have suffered badly in terms of physical achievements and desired goal. In view of the fact that tribals are closely associated with forests and forest development schemes are going to benefit them directly and indirectly, the Committee trust that this aspect will not be lost sight of while formulating schemes and allocating funds to forest department by the State Government.

Reply of Government

The Govt. of Bihar has reported that as soon as the resource constraint ceases the State Government would try to allocate sufficient fund for the development of tribal people in tribal sub-plan areas.

Comments of the Committee

Please see Chapter I (Para 1.90)

Recommendation (Sl. No. 51; Para 4.71)

The Committee note that because of the factors like illiteracy, mal-nutrition and unhygienic living tribal people have serious health problems. Malaria, Leprosy, T.B. and Blindness are reported to be the most prevalent diseases in Tribal areas. The State Government is reported to have set up a number of Sub-centres/PHCs and referral hospitals in TSP areas but eradication of any of these diseases are stated to be extremely difficult task. In view of it the Committee are constrained to observe that Seventh Plan (1985-90) outlay of Rs. 4426 lakhs earmarked for TSP areas in Bihar was not even fully utilised to augment the health services. Only Rs. 3386 lakh were utilised which amounts to 72% utilisation. The Committee finds serious shortfall in setting up health institutions during the Seventh Plan period. 187 Health Sub-Centres were set up against the target of 507. Similarly 14 Unani dispensaries and 36 Homoeopathic dispensaries were set up against the targets of 21 and 54 respectively. Shortfall in achieving targets of the Plan are highly deplorable. The Committee will like that remaining Health Sub-Centres/Dispensaries are expeditiously set up.

Reply of Government

The Govt. of Bihar has reported that as per the prescribed norms the following number of referral Hospitals/PHCs/Health sub-Centres are to be established in the TSP areas:

Population	Hospitals		PHC/PHCs		Sub-Centres	
	Required	Established	Required	Established	Required	Established
1	2	3	4	5	6	7
1,28,69,740	128	24	643	239	4290	3516

The above statement shows that there is deficiency in health institutions. This is due to financial constraints. The State Govt. has therefore asked for additional funds under special Central Assistance to tribal Sub-Plan for this purpose.

This reply of the State Govt. has been found not to be satisfactory on examination in the Ministry of Welfare since large amounts of Special Central Assistance from previous years are still lying unutilised with the Govt. of Bihar and in any case this expenditure is expected to be met out of the State Plan funds. This has been pointed out by the Ministry of Welfare to the State Govt. vide letter No. 1601516/91-TDA/TDD dated the 7th of April, 1995, A reply of the Government of Bihar on the Subject is awaited.

Comments of the Committee

Please see Chapter I (Para 1.96)

Recommendation (Sl. No. 55; Para 4.86)

Scheduled Tribes, undoubtedly are much behind the rest of the population in the field of education. In TSP areas of Bihar, literacy rate of STs is 16.55 percent for male and 13.6 percent for female as against the general literacy percentage of 29.2 percent. Besides, the other general causes like poverty, neglect, poor relations among teachers and students etc. lack of sincerity on the part of teachers has also reported to be a factor constraining spread of education among tribals. It is distressing to note that it has not been possible for the State Government to motivate and inculcate sense of dedication in teachers towards their students by taking necessary administrative measures nor any specific action plan has been formulated in this regard. In spite of the clear policy of the State Government that teachers should not be posted in their home block and that they should not remain posted at a particular place for a longer period, there had been cases where teachers have been posted in their home block for a number of years even upto 20 years. It is highly

deplorable. The Establishment Committees headed by respective Deputy Commissioners/District Magistrates, who were to effect these transfers have not implemented this policy because of a general circular issued by the State Government that only in rare cases transfer should be resorted to. For this reason teachers have remained posted in their home blocks and that too, for considerably longer periods. The Committee will like the State Government to issue clear guidelines in this regard to district authorities and tune up the supervision and inspection to motivate teachers to devote themselves to their job. Frequent and continuous absence of teachers from schools and that too for longer period, in Committee's view, causes irreparable damage to the studies of tribal students. This can be checked by strengthening office supervision and surprise visits by senior officers at sub-division and district levels. Reasons for poor relations among teachers and students and lack of sincerity on the part of teachers may also be ascertained with a view to taking remedial measures.

Reply of Government

The Government of Bihar has reported that, so far, the transfer of teachers from one school to another was being governed by various circulars issued by the Department of Education from time to time, but now the Bihar State Nationalised Primary School Teachers (Transfer and Disciplinary Action) Rules, 1994, have already been promulgated, and all the District Education Establishment Committees have been directed to enforce the same. Rule II of the aforesaid Rules clearly states that a teacher cannot be posted in his home block, nor can be posted at a place which is situated at a distance less than 20 Km and more than 50 Km from his home place. These rules have come into force from the 16th of June 1994. However, as most of the teachers were involved in the revision of electoral rolls, their transfers could not be effected due to embargo enforced by the Election Commission of India.

Comments of the Committee

Please see Chapter I Para (1.102)

Recommendation (Sl. No. 57; Para 4.88)

The Committee feel that drop-outs in classes I to V in TSP areas at more than 79 percent is very alarming. This has been so inspite of the fact that State Government is reported to have taken a number of steps including promotion to higher classes irrespective of the performance in the examination, grant of sufficient scholarships, free distribution of text-books at subsidised rates etc. Obviously problem of drop out and the factors responsible for it have not been properly analysed. The Committee will, therefore, like the State Government to analyse in depth the reasons of high rate of drop-outs in TSP areas and initiate remedial steps at an early date. The Committee will like to be apprised of the action taken in this regard.

Reply of Government

The Government of Bihar has reported that steps are being taken to analyse the reasons for high drop-out rate in tribal Sub-Plan areas.

Comments of the Committee

Please see Chapter I (Para 1.108)

Recommendation (Sl. No. 63; Para 4.98)

The Committee are deeply concerned to note that of the 17250 villages falling under Integrated Tribal Development Programme only 7514 i.e. about forty percent have been electrified so far. Needless to say, tribal areas have suffered a lot for want of electric power and for that reason these areas continue to be backward. Neither agricultural nor industrial development is possible in the absence of power which is badly required to energise irrigation schemes and another industrial activities aimed at economic development. During Seventh Plan, only sixty percent of the targets could be achieved. During current year, only 50—55 villages are expected to be energised in TSP areas. The State Government representatives have informed the Committee that they find it difficult to pay back instalments to Rural Electrification Corporation of the loans already taken by the State from that Corporation. It has been pleaded that heavy dose of Central Assistance may be provided to the State to do something substantial as at the current rate of 50—55 villages per year it will take decades to electrify all the villages in TSP areas. The Committee feel provision of electricity is essential to develop irrigation potential and also to undertake other developmental activities in various sphere. In its absence these areas suffer not only in economic development but benefits of modernisation of communication and information system are also denied to them as the people in these areas cannot watch Television and listen to Radio net-work. As a result their standard of living also continue to be low. The Committee, therefore, strongly recommend that substantial Central Assistance may be provided to the State to accelerate rural electrification programme in TSP areas.

Reply of Government

The Ministry of Welfare took up this matter with the Ministry of Power vide letter No. 16015/5/91-TDA dated 27-9-1993 and interim reply was received from the Ministry of Power on 15.11.1993 wherein it was said that the matter had been brought to the notice of Chief Secretary, Bihar for taking remedial action. The Ministry of Power also requested the CMD REC to pursue the matter with the State Government. The Ministry of Power said that they would write back to the Ministry of Welfare on receipt of reply from the Government of Bihar. However, no further communication has been received from the Ministry of Power despite reminders. The last reminder on the subject has been sent vide Ministry of Welfare's letter No. 16015/6/91-TDA/TDD dated 17.4.1995

Comments of the Committee

Please see Chapter I (Para 1.123)

CHAPTER V

RECOMMENDATIONS/OBSERVATIONS ON WHICH FINAL REPLIES OF GOVERNMENT HAVE NOT BEEN RECEIVED

Recommendation (Sl. 67; Para 5.9)

The Committee note that evaluation studies of various Integrated Tribal Development projects has been undertaken by the Bihar Tribal Research Institute, Ranchi and the work is in progress. The Committee will like to be apprised of the main findings of these studies and the action taken on them by the State Government.

Reply of Government

The Government of Bihar has reported that the report from the Bihar Tribal Research Institute, Ranchi, on evaluation study of Integrated Tribal Development Programme has not yet been received, and that necessary action will be taken as soon as the same is received.

Comments of the Committee

Please see Chapter I (Para 1.126)

NEW DELHI;
December, 1995

Agrahayana, 1917(S)

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

APPENDIX

(Vide Para 4 of the Introduction)

Analysis of the Action Taken by Government on the recommendations contained in the Fifty-Second Report of the Committee (Tenth L.S.) of the Committee on the Welfare of Scheduled Castes and Scheduled Tribes

1.	Total No. of Recommendations	67
2.	Recommendations which have been accepted by Government (<i>vide</i> recommendations at Sl. Nos. 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 22, 23, 24, 25, 26, 30, 31, 35, 36, 37, 38, 43, 44, 47, 52, 53, 54, 56, 58, 59, 61 and 66)	
	Number	41
	Percentage to Total	61.19%
3.	Recommendations which the Committee do not desire to pursue in view of Government's replies (<i>vide</i> recommendations of Sl. Nos. 6, 21, 27, 28, 29, 34, 40, 45, 46, 48, 49, 60, 62, 64 & 65)	
	Number	15
	Percentage to Total	22.39%
4.	Recommendations in respect of which replies of Government have not been accepted by the Committee and which require reiteration (<i>vide</i> recommendations at Sl. Nos. 32, 33, 39, 41, 42, 50, 51, 55, 57 & 63)	
	Number	10
	Percentage to Total	14.92%
5.	Recommendation in respect of which final reply has not been received (<i>vide</i> recommendation at Sl. No. 67)	
	Number	1
	Percentage to Total	1.50

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

(1995-96)

(TENTH LOK SABHA)

Eighth Sitting

(8.11.95)

The Committee sat from 15.00 hrs. to 16.00 hrs.

PRESENT

Shri Paras Ram Bhardwaj—Chairman

MEMBERS

Lok Sabha

2. Shri Kadambur M.R. Jahardhanan
3. Shri Arvind Tulsiram Kamble
4. Shri M. Krishnaswamy
5. Shri Purna Chandra Malik
6. Shri Chhedi Paswan
7. Shri Ramnihore Rai
8. Shri J. Chokka Rao
9. Shri Prabhulal Rawat
10. Shri Muhiram Saikia
11. Shri Ratilal Kalidas Varma

Rajya Sabha

12. Shri Anil Kumar
13. Shri Sangh Priya Gautam
14. Shri Satya Prakash Malaviya
15. Shri V. Narayanasamy
16. Shri Kameshwar Paswan
17. Shri S. S. Surjewala

SECRETARIAT

1. Shri G.C. Malhotra—*Joint Secretary*
2. Shri Babu Ram—*Deputy Secretary*

The Committee on the Welfare of Scheduled Castes and Scheduled Tribes considered Draft Report on Action taken by Government on the recommendations contained in their Twenty-Second Report (Tenth

Lok Sabha) on Ministry of Welfare—Working of Integrated Tribal Development Projects in Bihar and adopted with certain modifications as shown in Annexure.

The Committee then authorised the Chairman to finalise the Report and get them presented to both the Houses of Parliament.

The Committee then adjourned.

ANNEXURE**MODIFICATION AS CARRIED OUT IN THE DRAFT REPORT ON
ACTION TAKEN BY THE GOVERNMENT ON THE
RECOMMENDATIONS OF THE COMMITTEE CONTAINED IN
THEIR TWENTY-SECOND REPORT (TENTH LOK SABHA) ON
MINISTRY OF WELFARE**

Sl. No.	Page No.	Para No.	Line No.	Modification
1.	4	1.6	8	Add at the last— These information should be furnished to the Committee within a period of 3 months
2.	6	1.9	6	Add at the end— within a period of 3 months
3.	17	1.33	4	Add at the end— within a period of 3 months
4.	22	1.45	5	Add at the last— The Committee would like to be informed within a period of 3 months
5.	29	1.63	6	Add at the last— within a period of 3 months
6.	52	1.108	7	Add at the last— within a period of 3 months
7.	56	1.120	5	Add at the last—within a period of 3 months