



**REPORT OF
GROUP ON
ADMINISTRATIVE ARRANGEMENTS
AND PERSONNEL POLICIES
IN TRIBAL AREAS**

**GOVERNMENT OF INDIA
MINISTRY OF HOME AFFAIRS
NEW DELHI**

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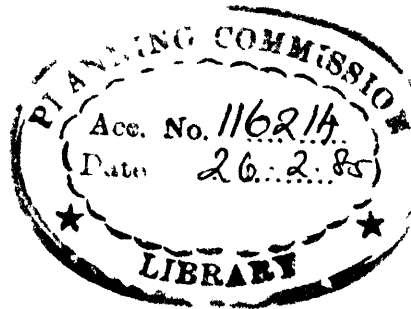


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CHAPTER I

INTRODUCTION

Sub-Plans for tribal regions have been operative since the beginning of the Fifth Five Year Plan in 16 States and 2 Union Territories. For the first time since Independence, massive physical and financial inputs have been made available in these areas. While these investments have been rising, a corresponding adequate matching administrative framework has not been brought into existence in many States, with the result that outlays meant for the sub-plan areas have not been utilised fully. Thus, the objective of benefits accruing to the tribals has been incompletely realised. It appears that the main difficulty has been in the field of programme in implementation.

2. In some States, the concept of a full-fledged administrative machinery has been visualised, but the concept has not become a full reality. In some other States, even the concept has been lacking. The chief difficulty has been seen to lie in the disinclination of Govt. employees to be posted in the tribal areas, since these areas lack facilities, like housing, education, health, entertainment, even communications etc. Some of these areas were classified as unhealthy localities in the past, though the degree of unhealthiness might not be the same now. Apart from these handicaps, Government employees have to incur extra expenditure for maintenance of double establishments.

3. In the past, two Committees deliberated on the present subject, both under Shri R. N. Haldipur. A study Team was constituted to go into the question of conditions in tribal areas and made suggestions for evolving, the right type of personnel policies. But apart from a few steps recommended by these bodies, the major policies and measures still remain to be adopted by the States.

4. The present Group was set up vide the Ministry of Home Affairs Office Memorandum No. 12024/2/78-TD dated 17th October, 1978 to work out the details of the guide-lines or directions that require to be issued to the State covering, *inter-alia*, the following aspects:—

- (1) Administrative arrangements in the Centre and the States for implementation of tribal development programmes;
- (2) Improvement in the administrative structure, personnel policies including creation of sub-cadres, ensuring continuity of tenure at different levels of administration, recruitment of local candidates etc.;
- (3) Placement policies in tribal areas ensuring proper selection and training of right quality of personnel; and
- (4) Formalising the system of standing committees at project, States and Central level to review the implementation of personnel policies in the sub-plan areas.

5. The Group was comprised of :—

- (1) Shri Maheshwar Prasad, Chairman
Secretary, Deptt. of Personnel.
- (2) Shri Krishnaswamy Rao Sahib, Member
Secretary, Deptt. of Commerce.
- (3) Shri B. G. Deshmukh, Member
Additional Secretary,
Ministry of Home Affairs.
- (4) Shri P. K. Mattoo, Member
Joint Secretary,
Deptt. of Personnel.
- (5) Shri P. G. Murlidharan, Member
Joint Secretary (Pers)
Ministry of Finance.

(6) Shri Bhupinder Singh, Member-Secretary
Joint Secretary (TD),
Ministry of Home Affairs.

Shri P. G. Murlidharan was later replaced by Shri V. S. Jafa.

6. The Group met from time to time and discussed the various issues and problems involved. It also invited the representatives of three States which form the largest tract of tribal concentration, Bihar, Orissa and Madhya Pradesh, so that they could tender their views. The representatives of Bihar and Orissa attended the discussion.

7. The report of the Group in the following pages is based on a consensus of views emerging as a result of study of the earlier reports, experience and discussion.

CHAPTER II

ADMINISTRATIVE STRUCTURE

Integration

It is necessary that there should be integration of administrative units in the area of an Integrated Tribal Development Project (ITDP) so that a rational line of command is evolved. Ideally, the chain of command can be visualised to stretch from the Tribal Commissioner at the State level, through Commissioner of a Division, Collector of a District, Project Administrator of ITDP, BDO to Block-level Extension Officer/Village level Workers. In so far as the first three echelons are concerned, their relationship is known. The Collector of a District has been made Chairman of the Project-level Advisory Committee (composed of both officials and non-officials) in many States and the Project Administrator usually functions as Member-Secretary thereof. The Project Administrator functions under the Collector. However, there is an area of haziness, in the relationship of an ITDP to the Development Block. The sub-plan concept envisages that an ITDP is a unit for formulation of plan and supervision, while actual execution of programmes rests with the Development Block which has been considered as the lowest unit of development. We find that this concept has not been appreciated in its entirety. It is necessary that the administrative structure at the Block-level becomes an integral part of the chain. The plans for the Blocks should be prepared within the over-all frame work of the ITDP, since the ITDP represents the total investment in the area including the outlays which may be specifically meant for each Block. Logically speaking, therefore, the ITDP Plans have to be built up from below on the basis of the Block plans.

2. The State of Madhya Pradesh has done well to place Development Blocks in line under the ITDP, implying that BDO is under the control and supervision of Project Administrator of the ITDP. This is not the case in Orissa and, hence, the Project Administrators find it difficult to get the tribal programmes executed in the field through the Block agency. For the administrative structure to function smoothly, transfer of control of Development Blocks to the Tribal Welfare Departments in States is desirable.

3. As indicated, in the field, the Unit for Planning and supervision is the ITDP. It is desirable that tribal representation should be secured in the planning forums for expression of the tribal point of view. At present, excepting Maharashtra and Gujarat, committees have been set up at ITDP level which supervene between the Block or Panchayat Samiti level and the District or Zila Parishad level. There is one committee in some States, comprised of both officials and non-officials including MPs, MLAs, and others. In some other States, there are two committees, one of the character mentioned and another comprised only of officials specifically responsible for implementation. In Gujarat and Maharashtra, sub-Committees of the Zila Parishads have been constituted at the ITDP level. The Working Group on Tribal Development during Medium-Term Plan 1978—83 recommended that there should be Project Advisory Committees comprising representatives of the people, local leaders, social scientists and voluntary workers, responsible for planning and review of developmental programmes in the area. At the same time, there should be a Project Authority, presumably comprised of officials only, responsible for implementation of tribal development programmes within the ITDPs Jurisdiction. The Ashok Mehta Committee (1978) suggested that Scheduled Tribes should be given representation in Panchayati Raj bodies on the basis of their population and that below the Zila Parishad, more or less corresponding to the ITDP, committees should be set up to look after tribal areas. These recommendations are relevant.

Organisational Aspect

4. The Group felt that adequate attention needs to be paid to organisational aspect of Development Blocks. We are aware that there is a view that the Block has out-lived its utility and, in fact, in certain States it has been allowed to atrophy. In such States, the revenue functionaries are being saddled with development work in addition to their existing work. We feel that in the absence of an alternative development agency, the Development Block should be strengthened. There is a whole team of Extension Officers attached to it and, if allowed to function according to the original concept, it can deliver the goods. If the State Government does not intend to utilise the Block, an alternative apparatus should be created so that it becomes possible to utilise the funds being made available for tribal development work.

Rationalisation of Blocks

5. When the Community Development Blocks were originally constituted, the norm for a CD Blocks was 66,000 of population and the norm for a TD Block was 25,000. It is understood that the average population of these two new would be around 1,00,000 and 40,000 respectively. Up to the end of the Fourth Plan, only those Blocks which had more than 2/3rd tribal population were covered under TD Blocks and those which had more than 50% population but less than 2/3rds continued to be under CD Blocks. When the sub-plans were prepared, the Block boundaries were not disturbed. Hence, at present, in so far as Block unit goes, two norms operate in the tribal areas. The Block is taken as a unit for a variety of administrative, economic and social services. It is, therefore, necessary that the CD Block Units are reorganised and smaller units carved out, adopting the same norms as for a TD Block. In fact, we have come across instances of certain Blocks which are unwieldy. In considering rationalisation, the imperatives of demography, geography and administration should be kept in view. Hence, it is essential that a review be undertaken by each State and, if necessary,

redrawing of the existing Blocks be arranged for better flow of resources and smoother execution of programmes. The financial implications of additional Blocks to be created in terms of personnel and programmes, have to be duly taken into consideration.

6. It came to the notice of the Group that in the sub-plan area of some States, Agencies like SFDA, DPAP co-exist with the ITDP organisations. It is fundamental to the concept of sub-plan and the ITDP that there should be integration of resources coupled with integration of physical efforts in an ITDP. Since, in an ITDP, the major beneficiary target group is a tribal community (forming majority of the population therein), it has to be assumed that the programmes of the IRD, SFDA, DPAP, etc. would also be modulated to suit the target group. There should, therefore, be no divergence of objectives in the programmes of the ITDP as well as the other Agencies mentioned. In the result, the project report of an ITDP should encompass all the formulations, (whether they be of IRD, DPAP or SFDA or specifically those of the ITDP) along with pooling of resources to translate the programmes into concrete benefits. Further, there should be organisational rationalisation. There should be one organisation which should be able to perform developmental functions expected of the various bodies. Multiplicity of agencies should be replaced by a single agency, the choice falling on the one which is the most suited.

7. Village Agriculture Workers have been brought into existence in the Development Blocks as per the Benor Plan in addition to the existing VLWs. with the idea of keeping focus on agriculture. We understand that in a Block, against 3 VLWs there are 7 VAWs. This pattern may well suit the non-tribal areas. But we have to give specific consideration to the requirements of tribal areas. We feel that one of the basic problems in tribal areas is to initially create an awareness and stimulate the tribal towards socio-economic development. For this purpose, VLWs having the right type of aptitude and training will be more useful since they can take up in addition to agriculture

extension, extension work in marketing of minor forest produce and farm produce, adult education, health, identification of beneficiaries, arrangement of inputs processing of loan applications. In other words, in the present stage of development, most of the tribal areas would need to have more VLWs than prescribed in the Benor pattern. The number of VLWs herein suggested could be in addition to the prescribed number of VAWs or may be in partial replacement of the latter. Only after a further stage of development is reached, would the specialised VAWs become effective.

Linkages and Delegation

8. Presently, where Advisory and Implementational Committees are functioning, the impetus is mainly derived from the Collector not only in his capacity as such but also as Chairman of the committees. This is because the ITDP is of comparatively recent origin and appropriate inter linkages have not been forged as yet. We feel that the progress of tribal development work should not be a matter of subjective concern. The personal element can be eliminated if administrative arrangements can be institutionalised. Firstly, as there is a well-defined relationship between the Collector of a district and district-level technical officers, clear linkages between Project Administrator ITDP on the one hand, and the district and sub-divisional technical officers on the other, should develop. Secondly, adequate administrative and financial delegations should be made, in the sub-plan area in favour of Project Administrator, ITDP Authority, Collector, Commissioner and at the same time, corresponding powers of technical sanction should be conferred on their technical counterparts. Thus, if a Collector has been empowered to accord administrative approval to minor irrigation projects estimated up to Rs. 5 lakhs, the Executive Engineer of the district should be able to issue technical sanction to such projects of similar estimated maximum value.

9. The idea of horizontal linkages between Tribal Development Department and other departments of the State Govern-

ment also is important. We consider that appropriate inter-linkages should be created for the Tribal Development Departments to function effectively. We do not prescribe any uniform model. But the instances quoted in the following paragraphs are relevant.

10. In the State of Madhya Pradesh, this matter seems to have been satisfactorily solved as tribal development schemes of various departments of Government are vetted by the Tribal Welfare Department which controls the programmes through a single demand in the budget. Diversions are possible only with the concurrence of the Tribal Welfare Department. This is not the case in the State of Orissa where in respect of planning the Tribal Welfare Departments is not a peer department *vis-a-vis* Planning Department. In the State of Bihar, a Branch Secretariat has been set up at Ranchi. It operates the sub-heads under major heads of various sectoral departments and has been empowered to issue sanctions for schemes. The Regional Development Commissioner has been made Principal Secretary of all the Departments of Government and an Additional Secretary, Finance, Joint Secretaries of some Departments and some additional heads of Departments have been posted to assist him.

CHAPTER III

PERSONNEL POLICIES

It has been recognised that the critical input in tribal areas is the personnel posted therein. Of late, large investments have been flowing into the tribal areas and these are expected to multiply in future. A stage has been reached where if effective measures are not taken to improve the quality of personnel in these areas, the heavy financial investments may become counter-productive. The problem mainly arises on account of disinclination on the part of Government employees to be posted in tribal areas. The tribal areas are often inhospitable and sometimes unhealthy, characterised by lack of the facilities of communications, health, education, entertainment, etc. Not infrequently a Government servant posted in tribal areas has to maintain two establishments for reasons of education of children or health or other grounds.

2. We recommend that the requisite physical facilities should be provided in these areas as early as possible. As a part of infrastructural development, adequate financial provisions should be set apart for communications, educational and health institutions. But, evidently, they will take a long time to be brought on par with those obtaining in the advanced areas. It has been proposed that, in the meantime, incentives should be attached to posts in tribal areas so that Government employees posted there do not spend energy and time in seeking transfer elsewhere.

3. We have considered the matter carefully. We feel that for strengthening administration in tribal areas, two types of measures are necessary. Firstly, those measures which would

result in administrative restructuring and secondly, financial measures for attracting the right type of people.

Placement and Recruitment

4. Methods of placement and recruitment in the tribal areas have not been evolved keeping in view their requirements. The approach to planning and implementation in the tribal sub-plans is quite distinct from the sectoral schematic approach adopted elsewhere. It requires personal familiarity on the part of key functionaries with the local situation and cultural ethos as also the adverse forces operating there. Building up personnel by continuing exposure to work situations in these areas, therefore, is a natural corollary of the sub-plan approach to tribal development. No formal system, unless it is re-inforced by sensitive persons with commitment will be adequate to meet the situation in the tribal areas. It is necessary, therefore, that we should now concentrate on building up of suitable cadres of persons, committed to working for long tenure, with a common basic understanding about the problems and approach in their solution. In States having sizeable tribal areas, it should be possible to have a sub-cadre within selected State cadres, whose members may have an obligation to serve in tribal areas for a period of 5 or 10 or 15 years. The service rendered in the tribal areas may be specifically recognised. The personnel of the sub-cadres may join the main cadres subsequently.

5. We came across the instance of Rajasthan, in which State roughly 600 out of a total of about 5000 posts in tribal areas are reported to have been lying vacant. The situation in other States does not appear to be very different. It is noteworthy that some of the vacancies are in important sectors like health. In fact, quite a few States have indicated that key personnel like medical officers, technicians, nurses, compounders ~~from~~ the tribal areas and get away with it, being in short supply. Even members of other cadres like teachers resist joining schools located in tribal areas, if they do, they spend a part of the month outside. To our mind, one of the remedies should be to make

special recruitment of such categories of personnel, and make a specific condition in the terms of appointment that they would have to serve tribal areas (to be clearly indicated in the appointment letter) for a prescribed length of time during which period they would be treated as a part of health sub-cadre or education sub-cadre etc. Members of the sub-cadre should be enabled to join the main cadre on completion of the prescribed length of service. It will have to be seen that special recruitment does not become synonymous with recruitment of the left-overs of general recruitment. Alternatively, without making it a condition of service, it could be stipulated that the personnel recruited would initially be posted for a certain number of years in tribal areas compulsorily. During their tenure in the sub-cadres, or in the tribal areas as the case may be, their service interests should be fully protected.

6. It would appear that the category of personnel in particular short supply in tribal areas is that of medical doctors. To attract them to stay in these areas when posted, special incentives may be necessary. In States where private practice is allowed, they do not find such practice remunerative in the tribal areas. In the circumstances, it might be worthwhile attaching an allowance equivalent in monetary value to notional ad non-practising allowance to medical officers' posts in tribal areas.

7. In the recruitment of field-level functionaries, whose cadres are generally regional or district-based, preference should be given to local persons even by relaxing minimum qualifications wherever necessary. This should particularly be done in Departments like Police, Revenue, Forest and Education. They could, however, be put through suitable intensive training programmes. So far as teachers are concerned tribal boys and girls of the requisite academic qualification should be picked up and trained to become teachers. During the training period, they should be paid stipend. They should be offered appointment only if they qualify in the Teachers' Training Final Examination. The existing personnel should be specially screened with a view to eliminate the unsuitable.

8. We feel that general conditions might be relaxed in their application to the personnel in tribal areas. Officers may be given promotion on their posts wherever necessary and should not be transferred on the ground that senior posts are not available in tribal areas. Services of senior selected officers willing to work in these areas may be obtained for key-posts. On the whole, if necessary, unconventional methods may be adopted for attracting experienced persons in various fields, protecting their emoluments and giving recognition for their work. In selected areas like medicine and engineering, the universities may be directly approached with a view to catch the imagination of young graduates and induce them to work in these areas for a tenure. Knowledge of local dialect should be special qualification, in some cases essential for recruitment to posts in the tribal areas. Acquiring a good knowledge of the dialect within a prescribed period should be made a condition of appointment.

Selection of personnel

9. Notwithstanding guidelines laid down in the past, it is the common experience that unsuitable persons get posted in the tribal areas. To overcome this difficulty we find the suggestion of creation of screening Committees for selection of personnel useful. We understand that a State-level personnel Selection Committee has been set up in Bihar, comprising of the Chief Secretary, Development Commissioner, Additional Development Commissioner, and Financial Commissioner and that it has taken action to transfer unsuitable officers out of the tribal areas. We were also informed that this Committee was considering creation of sub-cadres, prescription of tenure, regulation of promotions and grant of incentives. Perhaps, such Committees have been functioning in other States too. It will be desirable that State-level Divisional-level and District-level Screening Committees are set up. State-level patterns may vary, but generally speaking, the Chief Secretary, Secretary of the Personnel Department and Tribal Commissioner should be the

Members. While making selection of technical officers, the concerned Heads of the Departments might be co-opted.

Non-Monetary Incentives

10. Emphasis has been laid earlier on ensuring that persons of the right aptitude, sensitivity and competence find their way for administering tribal areas which are still considered penal areas. Apart from giving them monetary incentives, reference to which will be made later, it will be desirable to accord recognition to their service in tribal areas. This can be done in several ways. One of the routine methods would be to make an appropriate entry for each year of service rendered in the tribal areas. This should give an edge to the Government employee over others competing with him in subsequent years. Secondly, the State Governments might consider whether it would be feasible to give weightage for each year of services rendered in the tribal areas. For example, it could be laid down that each year of service rendered in tribal areas would be regarded as equivalent to 1.25 years of services rendered in other areas. Such weightage should count in the matter of promotion, where a minimum period has been prescribed as a prior qualification for promotion. Thirdly, both the State and the Central Governments could consider recognising service in tribal areas by grant of suitable awards.

Monetary Incentives

11. It is necessary that a graduated scale of incentives should be worked out. The criteria for special allowances and liberal facilities could be related to inaccessibility, unhealthiness of the locality, lack of medical facilities, lack of education facilities, lack of residential accommodation and lack of entertainment facilities. Needless to say all tribal areas in a State do not inherit these disabilities uniformly. There are tracts in the tribal areas which are remoter, more inhospitable and less accessible. Persons posted to these areas should be recipient of a bigger package of compensating incentives and those posted in

the more advanced regions should be allowed a smaller package. It will be desirable to grade tribal areas into two or three categories depending on the degree of accessibility and availability of facilities etc. For example, Madhya Pradesh has divided the Development Blocks into A, B & C, categories.

12. The elements of the package should have a self-liquidating character. They should disappear progressively with the appearance of the concerned facilities. This has, in fact, happened in some areas. Posting in the District of Koraput in Orissa had the dubious distinction of attracting unhealthy allowance to compensate for proneness to malaria, in the past. The allowance has now been whittled down to a nominal amount with measures for eradication of malaria.

13. The biggest problem faced by a Government employee posted to a tribal area is the one of residential accommodation. Adequate attention has not been paid in the past to construction of residential accommodation for Government employees posted in the tribal areas and the percentage of satisfaction is very low. At the same time, there is paucity of private accommodation available for rental. The Seventh Finance Commission has recommended grants to the various states for construction of residential accommodation in tribal areas and the States should make full use of them. It is true that compared to the demands of the States, the grant would not be adequate. To the extent possible, the States might utilise their own resources to supplement the award of the Seventh Finance Commission. Notwithstanding pooling of all resources, large parts of tribal areas might continue in the present state of insufficiency of residential accommodation. For such areas, the State Governments could consider grant of suitable house rent allowance, stimulating private construction activity. Further, the local Government employees could be encouraged to take loans from Government and undertake construction based on locally available material.

14. The Seventh Finance Commission observed that administration of tribal areas stands in particular need of upgradation

of standards and that employees working in the tribal areas have to incur extra costs for various purposes since normal facilities and amenities of living are not yet available as they are in non-tribal areas. They recommended compensatory allowance to help overcome financial and other disadvantages. The statement in Appendix shows the quantum of grants made in favour of the various States by the Commission for construction of residential buildings and compensatory allowance. The rate of compensatory allowance may vary from 20 per cent to 50 per cent of basic pay. We urge that the States should make full use of the devolution made by the Commission. For the purpose, as stated by the Commission, the provision should be used on the basis of physical plans of action made in sufficient and meaningful detail. We hope that the physical plans of action will keep in view the differential level of development of different tracts in the tribal areas. The States could also supplement from their own resources any deficiency that might arise.

15. Apart from the foregoing two major incentives, some others which can be introduced are grant of children's education allowance, liberalised scale of casual leave and liberalised leave travel concession.

16. Children's education allowance is already in force for certain categories of Central Government employees. The State Governments might consider the grant of such allowance for their employees posted in tribal areas. We understand that the Government of Madhya Pradesh is considering grant of concessions available to tribal children to the children of grass-root workers like teachers, village-level workers, etc. posted in tribal areas. We command this step to other State Governments also.

17. In the matter of leave, we feel that enhanced entitlement of casual leave would be an attractive proposition. We suggest that employees serving in tribal areas should be entitled over and above the normal one day for every two months of service in tribal areas. This might work out to roughly an additional 50 per cent of entitlement. This would partly compensate for

extra time required for commuting between tribal areas and outside owing to poor communications and distances involved. Further, an additional time of a day or two as necessary may be allowed to an employee once a year proceeding on leave to enable him reach the nearest railway station from his place of duty as well as on his return.

18. We are deliberately not making any detailed suggestion for a set of liberalised leave travel concessions, as different State Governments have different out of rules, beyond the one suggestion that the restriction on entitlement in respect of the initial 400 Kms. distance should be removed if it exists in a State. But we hope that it would be possible for the State Governments to enable employees posted in tribal areas to avail of a liberal set of leave travel concession rules.

Training

19. Tribal Development has come to touch nearly every sector. It is necessary, therefore, that orientation of all these connected with it should be undertaken urgently. The need for the reorientation will become more so with heavier financial investments and growing administrative structure. Evidently, for different echelons of the administration, the training and orientation will have to vary in content, structure and length. For the top level concerned with policy formulation, the orientation may have to be in the form of short duration seminar or discussions. The middle personnel group, comprising officers of the District and project-level should have more intensive training of about two to four weeks duration. Lastly, come the field-level functionaries of various departments, whose numbers is very large. In their case, orientation programmes may be of two types. Firstly, there may be a universal programme to cover the entire personnel within a short time. Secondly, there may be more intensive orientation training of selected personnel covering a wider area.

20. Bihar has already prescribed training for State Civil Service Officers at entry point into service, while in-service orientation courses are held for other services. We feel that training in tribal development should be made a part of the general training programme at entry-point to various services. The content and intensity will have to be different for different services. Tribal development should be an important part of the curriculum of Forest Officers' training as forests and tribals are considerably inter-related. In the case of All India Services and those Central Services which have development roles to play, the development of weaker groups with tribal development as one section may be an important subject of study. Similar approach will have to be adopted for services in the State and particularly those which have direct contact with people, like Education, Health, Forest, Police, Revenue. The training programmes should be based on clear appreciation of the socio-economic processes in these areas with cultural aspects providing the back-drop.

CHAPTER IV

MONITORING AND EVALUATION

The requisite for effective implementation is a well-prepared project plan followed by adequate arrangements for monitoring and evaluation. We believe that having gone through the exercise of sub-plans and Integrated Tribal Development Project reports during the Fifth Plan period as well as for the Sixth Plan, tribal development administrations in the States are now fully equipped in this regard. But we understand that not enough attention has been paid to creation of a suitable mechanism for evaluation and monitoring. It is indisputable that unless feed-back is available, policy makers both at the State and the Central levels will remain in the dark and wrong formulations might ensue. We cannot insist too strongly that proper evaluation and monitoring should be undertaken both in the States and the Centre. Evaluation should be preferably performed by independent agencies. Monitoring should start from the grass-root level, i.e. the VLW/Block level Extension Officer and should be funnelled upwards right upto the Centre. We trust that suitable institutional arrangements will be made for the purpose before the end of this financial year at all appropriate levels.

CHAPTER V

FINANCIAL ARRANGEMENTS

In the foregoing Chapters we have made a number of suggestions for improvement of administrative structure and personnel policies in the tribal areas of the country. We have no doubt that some State Governments would already have had under their consideration a number of the suggestions which we have made. It is possible that their adoption might have been constrained by limitation of finances. Hence, we feel called upon to examine the resource position so that it is possible to finance the various steps required for the object in view.

2. In so far as re-orientation of the administrative structure is concerned, a substantial part of what we have recommended can be given practical shape without significant financial implications. Most of the recommendations in respect of integration with the existing administrative structure would fall in this class. So would another set of administrative measures calculated to upgrade administration in tribal areas e.g. selection of suitable officers, formation of sub-cadres, prescription of tenure, training, etc. However, there is a third category of recommendations which will involve financial implications e.g. construction of residential accommodation, payment of compensatory allowance, additional leave entitlement, children's education allowance, liberalised leave travel concessions etc. Each State will have to work out the total financial implications and take stock of the resources it can command.

3. While the earlier Finance Commissions were precluded from making recommendations under Article 275(1) of the Constitution, para 4(b) of the Notification constituting the Seventh Finance Commission made it incumbent that the

Commission make recommendation as to the principle which should govern the grants-in-aid and sums to be paid to the States out of the Consolidated Fund of India under Article 275 for purposes other than those specified in the proviso to Clause (1) of the Article. Under Article 275(1) of the Constitution, the Seventh Finance Commission recommended payment of grant-in-aid in the following non-developmental services:

- (1) Judicial Administration
- (2) Revenue District and Tribal Administration
- (3) Police Administration
- (4) Jail Administration
- (5) Stamp Registration and Treasury Administration.

The total allocation for upgradation of Revenue, District and Tribal Administration during 1979—84 amounts to Rs. 107.04 crores and, out of this, the sum exclusively allocated for tribal areas is Rs. 42.63 crores. The grants to individual States have been indicated in Appendix.

4 There is no doubt that compared to the demands which the State Governments had submitted to the Seventh Finance Commission, the devolution made is not adequate. But it has to be realised that it is for the first time the Finance Commission has made an award for upgradation of administration in tribal areas. Hence, it is a welcome move. The State Governments should take all possible steps to ensure timely and full utilisation of the grants for construction of residential buildings and payment of compensatory allowance to employees particularly those at the grass-root level posted in tribal areas. For the purpose, they may submit physical plans of action to the Ministry of Home Affairs which would make releases of the grants in instalments. The Commission has stipulated that monitoring of utilisation should be done by the Ministry of Home Affairs. It would also have to be

ensured that 50% of the other grants mentioned above, a fair share accrues to the tribal areas.

5. In the State Plans, several schemes include the element of establishment. Advantage should be taken of such schemes and, wherever possible, administrative structure should be strengthened in the tribal areas. Mention may be made here of the Benor Plan which envisages creation of posts of VAWs in Block areas. On the non-plan side also, the State Governments should allow equitable distribution of resources, as between non-tribal and tribal areas.

6. The Ministry of Home Affairs has been allotted a sum of Rs. 350 crores by the Planning Commission to be used as an additive for execution of schemes of tribal development in the States during the Sixth Plan period. The sub-plan of a State envisages flows from the State Plan and Centrally Sponsored Schemes to the tribal areas and the Special Central Assistance is utilised as supplementary source to fill in gaps wherever they occur. Its role in the present context also should be similar. Wherever the needs of administration are clear and no source of fund is in sight, the special Central assistance can be utilised.

7. Reference was made earlier to one of the terms of reference of the Seventh Finance Commission as per which it was asked to recommend on the principles which should govern the grants-in-aid of the revenues of the States out of the consolidated Fund of India and the sums to be paid to the States which are in need of assistance by way of grants-in-aid of their revenues under Article 275 of the Constitution for purposes other than those specified in the proviso to clause (1) of that Article, vide para 4(b) of the order dated 23 June, 1977 constituting the Commission. Article 275(1) is reproduced here:

Such sums as Parliament may by law provide shall be charged on the Consolidated Fund of India in each year as grants-in-aid of the revenues of such States as Parliament may determine to be in need of assist-

ance, and different sums may be fixed for different States:

Provided that there shall be paid out of the Consolidated Fund of India as grants-in-aid of the revenues of a State such capital and recurring sums as may be necessary to enable that State to meet the costs of such schemes of development as may be undertaken by the State with the approval of the Govt. of India for the purpose of promoting the welfare of the Scheduled Tribes in the State or raising the level of administration of the Scheduled Areas therein to that of the administration of the rest of the areas of that State.

It would appear that the recommendations of the Finance Commission have been made under Clause (1) of Article 275, but the provisions of the proviso thereto were beyond its purview. It also seems that the provisions of the proviso have not been utilised adequately hitherto for making funds available for raising the level of administration of Scheduled Areas. We recommend that since for socio-economic development of Scheduled Areas, creation of adequate and appropriate administrative structure and pursuit of the right personnel policies are the pre-requisite, adequate funds should be allotted under the proviso for the purpose relative to needs.

CHAPTER VI

SUMMARY OF RECOMMENDATIONS

Chapter II

1. There should be integration of administrative units in the area of an Integrated Tribal Development Project (ITDP) and should lead to a rational line of command, right from Tribal Commissioner at the State-level through Commissioner of a Division, Collector of a District, Project Administrator of an ITDP, B.D.O. to Block-level Extension Officer/Village Level Worker.

2. The ITDP being a unit for formulation of planning and supervision and the Development Block being the lowest unit of execution, the administrative structure at the Block-level should become an integral part of the chain. The BDO should be brought under the control and supervision of Project Administrator of an ITDP.

3. In the absence of an alternative development agency, the Development Block with its team of Extension Officers and Village Level Workers should be strengthened and made the chief instrument of execution of sub-plan programmes.

4. A review may be undertaken for considering the configuration of the existing Development Blocks in States with a view to their rationalisation keeping the imperatives of demography, geography and administration in view.

5. In the area of an ITDP, there should be one organisation called upon to perform developmental functions, replacing multiplicity of agencies like SFDA, CADA, DPAP, etc.

6. Tribal areas need the services of multi-functional VLWs in preference to specialised VAWs. Further, in a Development

Block the two categories of workers may be posted in adequate numbers.

7. Adequate tribal representation should be secured in forums of planning and implementation for expression of their point of view.

8. Well-defined relationships between the Project Administrator of an ITDP on the one hand and Technical Officers on the other, should be developed.

9. Adequate administrative and financial delegations should be made in favour of Project Administrator of an ITDP. Collector, Commissioner and, at the same time, corresponding powers of technical sanction should be conferred on their technical counter-parts. In order to ensure relevant programmes to be sanctioned expeditiously, appropriate horizontal linkages between Tribal Development Department of a State Government and other departments like Planning, Finance should subsist. Adequate role in budgeting, sanctions, diversions etc. for tribal sub-plan area should vest in the Tribal Development Department of a State Government.

Chapter III

10. Adequate financial provisions should be set apart for educational and health institutions, communications, for creation of physical facilities in tribal areas. Suitable cadres of persons committed to work in the difficult tribal areas for tenures should be built up. In States having sizeable tribal areas, it should be possible to have sub-cadres within selected State cadres, whose members may serve in tribal areas for a fixed period, say of 5 year or 10 year or 15 year duration. The members of the sub-cadres may join the main cadres subsequently.

11. Special recruitment for categories of scarce personnel should be made with the condition that the persons recruited would have to serve tribal areas for a prescribed length of time. Members of the sub-cadres should be enabled to join the main

cadre on completion of the prescribed length of service. Alternatively, it could be stipulated that the persons recruited would initially be posted for a certain number of years in tribal areas compulsorily.

12. To attract medical doctors to stay in tribal areas in States where private practice is allowed, an allowance equivalent in monetary value to non-practising allowance should be attached to the posts.

13. In the recruitment of field-level functionaries, whose cadres are generally regional or district-based, preference should be given to local persons even by relaxing minimum qualifications where necessary.

14. Some general conditions might be relaxed in their application to personnel in tribal areas. Officers may be given promotion on their posts wherever necessary and should not be transferred on the ground that senior posts are not available in tribal areas.

15. Acquisition of a good knowledge of a tribal dialect within a prescribed period should be made a condition of appointment in the case of field-functionaries.

16. State-level, Division-level and District-level Screening Committees may be set up for making selection of persons to be posted in tribal areas.

17. As a part of non-monetary incentives, recognition of service in tribal areas can be given by making an appropriate entry for each year of service rendered in the tribal areas in the record of the Officer.

18. The State Governments might consider weightage for each year of service rendered in the tribal areas, reckonable for promotion.

19. Recognition of service in tribal areas should be done by grant of suitable awards.

20. Tribal areas should be graded for grant of monetary incentives and persons posted in the remoter areas should receive a bigger package of compensatory incentives than those posted in less difficult areas. The element of the package should have a self-liquidating character and disappear progressively with the creation of the concerned facilities.

21. Grant of the Seventh Finance Commission for construction of residential buildings in tribal areas should be fully utilised. Where there is insufficiency of residential accommodation, suitable house rent allowance should be permissible.

22. The award of the Commission in respect of compensatory allowance for employees posted in tribal areas should similarly be made full use of for payment at the rate of 20 per cent to 50 per cent of basic pay.

23. Children's Education allowance be given on the lines of the Central Scheme therefor. Other State Governments might consider the proposal of Madhya Pradesh for grant of these concessions to the children of grassroot workers like teachers, VLWs as are available to tribal children.

24. In the matter of entitlement of Casual Leave, one day for every two months of service in tribal areas may be allowed over and above the normal. Further, an additional day or two as necessary may be allowed once a year to an employee proceeding on leave to enable him to reach the nearest railway station from his place of duty as well as on return.

25. Liberalised leave travel concession should be allowed and the restriction on entitlement in result of the initial 400 K.Ms. distance should be removed if it exists.

26. There should be a universal programme to train the entire personnel working in the tribal areas. Secondly, intensive orientation in training of selected personnel should be imparted.

27. Training in tribal development should be made a part of the general training programme at entry-point to various services.

Chapter IV

28. Instruments of proper evaluation and monitoring should be evolved in the States and the Centre and utilised fully.

Chapter V

29. Advantage should be taken of schemes in the State Plans which include element of establishment to strengthen administrative structure in the tribal areas. State might consider equitable allotment of resources from the non-Plan side to tribal areas. The devolutions made by the Seventh Finance Commission for tribal areas for construction of residential buildings and payment of compensatory allowance should be utilised fully; further, it should be ensured that there are equitable accruals to tribal areas from grants made for non-development services by the Commission. Fourthly, Special Central Assistance of the Ministry of Home Affairs should be utilised as gap-filler where no other source of fund is in sight. Lastly, adequate allotment of funds under the first proviso of clause (i) of Article 275 of the Constitution might be considered.

APPENDIX

(See chapter 7 para 3)

State-wise provision for upgradation of Revenue, District and tribal administration during 1979-84

(Rs. in lakhs)

Sl. No.	States	Items	Revenue	Capital	Total
1.	Andhra Pradesh	1. For construction of administrative buildings Staff quarters in 54 Talukas added recently	—	250	250
		2. In Tribal Areas			
		(a) Compensatory allowance	165	—	165
		(b) Residential buildings	—	56	56
		Total Andhra Pradesh	165	306	471
2.	Assam	1. For addition of 2 districts and 5 sub Divisions	—	470	470
		2. In tribal Areas			
		(a) Compensatory allowance	146	—	146
		(b) Residential buildings	—	152	152
		Total Assam	146	622	768

Sl. No.	States	Items	Revenue	Capital	Total
1	2	3	4	5	6
3.	Bihar	1. For providing vehicles to all anchal adbhikari (but without provision for drivers and maintenance cost)	263	—	263
		2. Construction of buildings in Divisions/Districts/ Sub Divisions created since 1972	—	1000	1000
		3. <i>In Tribal Areas</i>			
		(a) Compensatory allowance	621	—	621
		(b) Residential buildings	—	112	112
		<i>Total Bihar</i>	884	1112	1996
4.	Gujarat	—	—	—
5.	Haryana	—	—	—

Sl. No.	States	Items	Revenue	Capital	Total
1	2	3	4	5	6
6.	Himachal Pradesh	1. Setting up of sub record and sub copying agencies	40	--	40
		2. <i>In tribal Areas</i>			
		(a) Compensatory allowance	20	--	20
		(b) Residential accommodation	--	24	24
		<i>Total Himachal Pradesh</i>	60	24	84
					31
7.	Jammu & Kashmir	1. Agrarian Reforms organisations	50	--	50
		2. Construction of office-cum-residence complexes in block centres and in focal points (excluding District headquarters)	--	200	200
		<i>Total Jammu & Kashmir</i>	50	200	200
8.	Karnataka		--	--	--

Sl. No.	States	Items	Revenue	Capital	Total
1	2	3	4	5	6
9.	Kerala	<i>In Tribal Areas</i>			
		(a) Compensatory allowance,	20	—	20
		(b) Residential buildings	—	40	40
		<i>Total Kerala</i>	20	40	60
10.	Madhya Pradesh	1. Delimitation of Tehsil and Sub Divisions	40	260	300
		2. Construction of Collectorate buildings at Raisen, Shajapur & Datia and Tehsil buildings in Bagli, Kukshi and Jatara	—	84	84
		3. Recurring and Non-recurring costs in connection with new sub-divisions/tehsils	60	—	60
		4. <i>In Tribal Areas</i>			
		(a) Compensatory allowance	1056	—	1056
		(b) Residential buildings	—	336	336
		<i>Total Madhya Pradesh</i>	1156	680	1836

Sl. No.	States	Items	Revenue	Capital	Total
1	2	3	4	5	6
11.	Maharashtra		—	—	—
12.	Manipur	1. For construction of residential and non-residential buildings in 5 hill districts	—	500	500
		2. <i>In Tribal Areas</i>			
		(a) Compensatory allowance	74	—	74
		(b) Residential buildings	—	40	40
		<i>Total Manipur</i>	74	540	614
13.	Meghalaya	Construction of buildings in places other than the State Capital	—	150	150
14.	Nagaland	1. Addition of 4 new sub-divisions	50	—	50
		2. Construction of buildings in 4 new sub-division	—	24	24
		<i>Total Nagaland</i>	50	24	74

Sl. No.	States	Items	Revenue			Capital	Total
			4	5	6		
1	2	3					
15.	Orissa	1. Provision of 250 Revenue Inspectors	150	—	—	150	
		2. Reorganisation of Districts & sub-divisions	40	260	—	300	
		3. <i>In Tribal Areas</i>					
		(a) Compensatory allowance	603	—	—	603	
		(b) Residential buildings	—	184	—	184	
		<i>Total Orissa</i>	793	444	—	1237	34
16.	Punjab		—	—	—	—	
17.	Rajasthan	1. Creation of additional tehsils	50	—	—	50	
		2. Construction of administrative and residential buildings in new tehsils	—	350	—	350	
		3. <i>In Tribal Areas</i>					
		(a) Compensatory allowance	150	—	—	150	
		(b) Residential buildings	—	40	—	40	
		<i>Total Rajasthan</i>	200	390	—	590	

Sl. No.	State	Items	Revenue	Capital	Total
1	2	3	4	5	6
18.	Sikkim		—	—	—
19.	Tamil Nadu	<i>In Tribal Areas</i>			
		(a) Compensatory allowance	22	—	22
		(b) Residential buildings	—	72	72
		<i>Total Tamil Nadu</i>	22	72	94
20.	Tripura	<i>In Tribal Areas</i>			
		(a) Compensatory allowance	95	—	95
		(b) Residential buildings	—	24	24
		<i>Total Tripura</i>	95	24	119
21.	Uttar Pradesh	1. Completion of decentralisation of administration in 147 sub-divisions—costs of administrative & residential buildings:	—	2000	2000

Sl. No.	States	Items	Revenue Capital Total		
			4	5	6
2		3			0
		2. Recurring and non-recurring expenditure relating to above	150	--	150
		3. In Tribal Areas			
		(a) Compensatory allowance	1	--	1
		(b) Residential buildings	--	16	16
		Total Uttar Pradesh	151	2016	2167
		In Tribal Areas			
	West Bengal	(a) Compensatory allowance	98	--	98
		(b) Residential buildings	--	96	96
		Total West Bengal	98	96	194
		Grand Total	3964	6740	10704



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