

CHAPTER 4.2

SCHEDULED TRIBES

INTRODUCTION

4.2.1 The Government has special concern and commitment for the well-being of the Scheduled Tribes (also referred to as STs/Tribals) who suffer as a Group due to their social and economic backwardness and relative isolation. According to the 1991 Census (data of 2001 Census is not yet available), they account for 67.76 million and represent 8.08 per cent of the country's total population. Of these, 1.32 million (1.95 per cent) belong to the Primitive Tribal Groups (PTGs) whose conditions are even worse than those of the rest of the tribals. In the absence of the data of 2001 Census, population of STs is estimated to have reached 88.8 million by 2001, representing 8.6 percent of the country's total population (projected on the basis of the trend of decadal growth rate of STs).

POPULATION PROFILE

4.2.2 According to the 1991 Census, STs are inhabited in all the states except Haryana, Punjab, Chandigarh, Delhi and Pondicherry. While the highest concentration of the ST population is found in the North Eastern states of Mizoram (94.8 per cent); Nagaland (87.7 per cent); Meghalaya (85.5 per cent); and Arunachal Pradesh (63.7 per cent) and in the UTs of Lakshadweep (93.2 per cent); and Dadra and Nagar Haveli (79.0 per cent), there are high concentrations in the states of Madhya Pradesh (23.3 per cent); Orissa (22.2 per cent); Gujarat (14.9 per cent); Assam (12.8 per cent); Rajasthan (12.4 per cent); Maharashtra (9.3 per cent); Bihar (7.7 per cent); and Andhra Pradesh (6.3 per cent) and Andaman & Nicobar Islands (5.5 per cent).

CONSTITUTIONAL SAFEGUARDS

4.2.3 Recognising the special needs of STs, the Constitution of India made certain special safeguards to protect these communities from all

the possible exploitation and thus ensure social justice. While Article 14 confers equal rights and opportunities to all, Article 15 prohibits discrimination against any citizen on the grounds of sex, religion, race, caste etc; Article 15(4) enjoins upon the State to make special provisions for the advancement of any socially and educationally backward classes; Article 16(4) empowers the State to make provisions for reservation in appointments or posts in favour of any backward class of citizens, which in the opinion of the State, is not adequately represented in the services under the State; Article 46 enjoins upon the State to promote with special care the educational and economic interests of the weaker sections of the people and, in particular, ... the STs and promises to protect them from social injustice and all forms of exploitation. Further, while Article 275(1) promises grant-in-aid for promoting the welfare of STs and for raising the level of administration of the Scheduled Areas, Articles 330, 332 and 335 stipulate reservation of seats for STs in the Lok Sabha and in the State Legislative Assemblies and in services. Finally, the Constitution also empowers the State to appoint a Commission to investigate the conditions of the socially and educationally backward classes (Article 340) and to specify those Tribes or Tribal Communities deemed to be as STs (Article 342).

4.2.4 The Fifth Schedule to the Constitution lays down certain prescriptions about the Scheduled Areas as well as the Scheduled Tribes in states other than Assam, Meghalaya, Tripura and Mizoram by ensuring submission of Annual Reports by the Governors to the President of India regarding the Administration of the Scheduled Areas and setting up of Tribal Advisory Councils to advise on matters pertaining to the welfare and advancement of the STs (Article 244(1)). Likewise, the Sixth Schedule to the Constitution also refers to the administration of Tribal Areas in the states of Assam, Meghalaya, Tripura and Mizoram by designating certain tribal

areas as Autonomous Districts and Autonomous Regions and also by constituting District Councils and Regional Councils (Article 244(2)). To ensure effective participation of the tribals in the process of planning and decision-making, the 73rd and 74th Amendments of the Constitution are being extended to the Scheduled Areas through the Panchayats (Extension to the Scheduled Areas) Act, 1996.

POLICIES AND PROGRAMMES : A REVIEW

4.2.5 The Constitutional commitments, referred to above, prompted the policy-makers and the planners to accord high priority to the welfare and development of STs right from the beginning of country's developmental planning, launched in 1951. Accordingly, the First Plan (1951-56) clearly laid down the principle stating that 'the general development programmes should be so designed to cater adequately to the backward classes and special provisions should be used for securing additional and more intensified development for STs'. Unfortunately, the same could not take place. The Second Plan (1956-61), which laid emphasis on economic development, gave a special focus on reducing economic inequalities in the society. Further, development programmes for STs have been planned for, based on respect and understanding of their culture and traditions and with an appreciation of their social, psychological and economic problems. In fact, the same was planned in tune with 'Panchsheel' - the philosophy of tribal development as enunciated by the first Prime Minister of the country. An important landmark during the Second Plan was the opening of 43 Special Multi-purpose Tribal Blocks, later termed as Tribal Development Blocks (TDBs). Each TDB was planned for about 25,000 people as against 65,000 in a normal Block. The Third Plan (1961-66) continued with the very same principle of advocating reduction in inequalities through various policies and programmes to provide equality of opportunity to STs. The Fourth Plan (1969-74) proclaimed that the 'basic goal was to realise a rapid increase in the standard of living of the people through measures which also promote equality and social justice'. An important step in this direction was setting up of six pilot projects in Andhra Pradesh, Bihar, Madhya Pradesh and Orissa in 1971-72 with a separate Tribal Development

IMPORTANT LANDMARKS IN TRIBAL DEVELOPMENT

Recognising the special needs and problems of tribals, a special niche was accorded to tribal development in the country's Development Agenda from the very beginning of the Plan Era. Some important landmark achievements in Tribal development are as below :

- Programmes were designed with a special focus on STs (1951)
- Adoption of 'Panchsheel' – the five Guiding Principles of the process of Tribal development (1956)
- Opening of Multi-Purpose Tribal Development Blocks for intensified development of STs (1961)
- Introduction of Special Strategies of TSP and SCA to TSP to ensure flow of population-proportionate funds from other developmental sectors for tribals (1974)
- Poverty alleviation programmes for at least 50 per cent of tribal families to cross poverty line and expansion of infrastructural facilities in tribal areas (1985)
- Setting up of special financial institutions viz. Tribal Co-operative Marketing Development Federation (1987) and National Scheduled Castes and Scheduled Tribes Finance and Development Corporation (1989)
- Ensure participatory development of STs at the grass root levels involving PRIs and Gram Sabhas as per the 73rd and 74th Amendment of the Constitution (1993) and the Panchayats (Extension to the Scheduled Areas) PESA Act, (1996)
- A major shift in the approach from 'Welfare' to 'Development' and to 'Empowerment of Tribals' (1997); setting up of an exclusive Ministry of Tribal Affairs (1999) and instituting a separate National Scheduled Tribes Finance and Development Corporation (2001)

Agency for each project. The Fifth Plan (1974-78) marked a shift in approach as reflected in the launching of the Tribal Sub-Plan (TSP) for the direct benefit of the development of tribals. The TSP stipulated that funds of the centre and the states should be quantified on the population proportion basis with budgetary mechanisms to ensure accountability, non-divertability and utilisation for the welfare and development of STs.

4.2.6 The Sixth Plan (1980-85) sought to ensure a higher degree of devolution of funds so that at least 50 per cent of tribal families could be provided assistance to cross the poverty line. In the Seventh Plan (1985-90), there was substantial increase in the flow of funds for the development of STs resulting in the expansion of infrastructural facilities and enlargement of coverage. Emphasis was laid on the educational development of STs. For the economic development of STs, two national-level institutions were set up viz. (i) Tribal Cooperative Marketing Development Federation (TRIFED) in 1987 as an apex body for State Tribal Development Cooperative Corporations, and (ii) National Scheduled Castes and Scheduled Tribes Finance and Development Corporation (NSFDC) in 1989. The former was assigned to provide remunerative prices for the forest and agriculture produce of tribals, while the latter was intended to provide credit support for employment generation. In the Eighth Plan (1992-97), efforts were intensified to bridge the gap between the levels of development of STs and the other sections of the society. The Plan not only emphasised elimination of exploitation, but also paid attention to the special problems of suppression of rights, land alienation, non-payment of minimum wages and restrictions on the right to collect minor forest produce etc. However, attention on priority basis, was continued to be paid on the socio-economic upliftment of STs.

4.2.7 The Ninth Plan (1997-2002) aimed to empower STs by creating an enabling environment conducive for them to exercise their rights freely, enjoy their privileges and lead a life of self-confidence and dignity, on par with the rest of society. This process essentially encompassed three vital components, viz. i) Social Empowerment; ii) Economic Empowerment; and iii) Social Justice. To this effect, while ST-related line Ministries/

Departments implement general development policies and programmes, the nodal Ministry of Tribal Affairs implements certain ST-specific innovative programmes, as per the details given below:

Education and Literacy

4.2.8 The special commitment of the National Policy on Education, 1986 (revised in 1992) to improve the educational status of STs continues to be the major strength in launching special interventions and incentives to improve the accessibility for the tribals who live in the far-flung remote areas and remain isolated. Therefore, efforts for universalising primary education continued, especially through the programme of Sarva Shiksha Abhiyan. One of the special features of this programme is the participation of ST parents/guardians in the activities of schools, which ensures ownership of the programme, even by the most disadvantaged. The National Programme of Nutritional Support to Primary Education or the Mid-Day Meals acts as a support service to increase retention rates.

4.2.9 In the field of higher and technical education, special provisions such as reservation of seats, relaxation in minimum qualifying cut-off percentages, remedial coaching and scholarships were being extended by the Department of Secondary and Higher Education. Similar concessions were also given to ST students for improving their skills in the up-coming/modern trades which have better employability. (As the educational programmes and the special concessions given by the Departments of Elementary Education & Literacy and Secondary & Higher Education are common to SCs, STs and the other Disadvantaged, more details are available under the Chapter on 'Socially Disadvantaged Groups').

Health & Family Welfare

4.2.10 The National Health Policy, 1983 (being revised), categorically emphasises the urgent need for improving the tribal health especially through detection and treatment of endemic and other diseases specific to tribals. In pursuance of the

policy commitments, the Ministry of Health and Family Welfare continued to give focused attention to improve the health conditions of STs by implementing various health care programmes besides relaxing norms with a major objective to attend to the health needs of STs. A separate Tribal Development Planning Cell has been functioning under the Ministry since 1981 to co-ordinate the policy, planning, monitoring and evaluation of the health care schemes for the welfare and development of STs. Keeping in view that most of the tribal habitations are concentrated in far-flung areas, forest land, hills and remote villages, the population coverage norms have been relaxed as – i) for a Sub-Centre, the average norm for Hilly/Tribal areas has been fixed at 3,000 as against 5,000 for plains; ii) for Primary Health Centre (PHC) 20,000 coverage norm is fixed for Hill/Tribal areas as against 30,000 for plains; and iii) the norm of Community Health Centres (CHCs) is fixed at 80,000 for Hilly/Tribal areas as against 1,20,000 for plains. Similarly, Multipurpose Workers are appointed for 3,000 population in tribal areas as against the norm of 5,000 population for general. Under the Minimum Needs Programme, 20,769 Sub-Centres, 3,286 PHCs and 541 Community Health Centres (CHCs) had been set up by June 1999 in tribal areas.

4.2.11 Also, the State Governments have been advised to introduce schemes for compulsory annual medical examination of ST population in rural areas. Under these schemes, Mobile Health Check-up Teams are deputed to villages according to a schedule drawn up annually. In case of a need for further investigation or treatment, tribal patients are entitled to avail of free facilities in Government/Referral hospitals. To reach the health-care services to STs especially those living in the most backward remote areas, 52 districts in 13 states (Andhra Pradesh-6, Bihar-6, Gujarat-3, Kerala-5, Madhya Pradesh-4, Maharashtra-6, Manipur-4, Orissa-8, Rajasthan-2, Tamil Nadu-2, Tripura-4, Uttar Pradesh-1 and West Bengal-1) were identified by the Central Planning Committee. The State Governments were also asked to take special steps to check deaths of children due to malnutrition, epidemics etc. in identified areas by the Central Planning Committee during summer/monsoon seasons by establishing adequate number of Sub-

Centres, PHCs and CHCs as per the relaxed norms in tribal areas. Besides, a focused attention was also paid to the deployment of medical and para-medical personnel in line with the recommended staffing pattern and regular field visits by them, stocking of essential medicines/drugs, provision of Mobile Health Units where feasible, spraying of DDT and chlorination of wells, etc.

4.2.12 Along with the National Malaria Eradication Programme, the other programmes to control Filariasis, Japanese Encephalitis and Kala-azar were also implemented by States/UTs with 50 per cent central assistance for spraying insecticides, supply of Anti-Malaria drugs etc. in tribal areas. The 100 hard-core identified tribal districts in the states of Andhra Pradesh, Bihar, Gujarat, Madhya Pradesh, Maharashtra, Orissa and Rajasthan were also covered under the enhanced Malaria Control Project with World Bank support. In order to address the problem of high incidence of Leprosy amongst tribals, the National Leprosy Eradication Programme was implemented with 100 per cent central assistance for detection and treatment of leprosy cases especially covering the entire tribal population. Similarly, the National Tuberculosis Control Programme was also implemented with 100 per cent central assistance for the supply of anti-TB drugs, equipment etc. in tribal areas.

4.2.13 Amongst the tribals, PTGs and the nomadic groups are passing through the most fragile health conditions, when compared to the others. Therefore, a new Scheme called 'Medical care for Remote and Marginalised and Nomadic Communities' was launched during the Ninth Five Year Plan with an approved outlay of Rs.5 crore. Under this Scheme, the following projects were taken up towards - i) Prevention and control of Hepatitis 'B' infection amongst the PTGs of Andaman & Nicobar Islands; ii) Intervention for hereditary common haemolytic disorders amongst tribals of Sundergarh district in Orissa; iii) Intervention programme for Cholera and Parasitism, Vitamin 'A' deficiency disorders among some PTGs of Orissa; and iv) Intervention programme for Nutritional Anaemia and Haemoglobinopathies amongst primitive tribal population. For the exclusive benefit of the backward tribal dominant districts of Orissa viz. Kalahandi,

Bolangir and Koraput, a long term Action Plan was taken up rigorously with the aim of pooling the available resources and integrating them scientifically for speedy development. Health has been an important activity in this area and in order to provide immediate relief to tribals at the door-steps, 53 mobile Health units have been functioning.

4.2.14 The programme of Reproductive and Child Health (RCH), which takes care of the maternal and child health needs, also made some special provisions for those living in remote areas, where the existing services at PHC level are under-utilised. A scheme for holding special camps was initiated during the year 2000-01. The scheme is being implemented in 102 districts in 8 states that are weak in implementation of RCH and 7 North Eastern states and some more districts will be added in the subsequent years. (More details are available under the Chapters on 'Health' and 'Family Welfare').

Labour and Employment

4.2.15 The Ministry of Labour implements special training programmes for upgradation of skills of STs, besides improving the working conditions of ST workers. The Scheme of 'Coaching-cum-Guidance Centres for Scheduled Castes and Scheduled Tribes' implemented through 22 Coaching-cum-Guidance Centres spread all over the country takes care of the special needs of educated ST job seekers. Of these, 13 Centres provide facilities for training in shorthand and typewriting. These Centres provide occupational information as well as individual guidance and conduct confidence building programmes for the benefit of the ST job seekers. The applicants are provided guidance at the time of their registration with the Employment Exchanges and also when they are sponsored against notified vacancies. The Centres also keep a follow up with the employers for placement against vacancies reserved for ST candidates.

4.2.16 To facilitate recruitment of STs against reserved vacancies in various Central Government Ministries/Departments, another scheme viz. 'Special Coaching Scheme' was implemented for ST job seekers registered with

the employment exchanges to enable them to appear in Competitive Examinations/Selection Tests conducted for recruitment in Group C and equivalent posts. (More details are available under the Chapter on 'Socially Disadvantaged Groups').

Women and Child Development

4.2.17 The National Nutrition Policy, 1993 recognises the problem of malnutrition and under-nutrition prevalent amongst tribal women and children and strongly advocates the need for controlling the same. In pursuance of the commitments of the Policy, the Department of Women and Child Development through its nationwide programme of Integrated Child Development Services (ICDS) continued to provide the much needed nutritional and health inputs/services for the benefit of tribal children, adolescent girls and expectant and nursing mothers living in the remote tribal areas with relaxed norms. Of the total 4,608 ICDS projects in action by the end of the Ninth Plan, 758 (13.4 per cent) were Tribal Projects through which a package of 6 services viz. health check-ups; immunisation, supplementary feeding; referral services; non-formal pre-school education and health and nutrition education were being extended to 4.77 million children and 0.96 million mothers. The concept of Mini-Anganwadis introduced in the tribal areas was only to ensure that ICDS services reach the tribal women and children even in the remotest tribal areas. (More details are available under the Chapter on 'Women and Children')

Rural Development

4.2.18 As majority of tribals live in abject poverty, the Ministry of Rural Development plays a vital role in raising their status above the poverty line through implementation of various poverty alleviation programmes and providing them with financial and other support for taking up self-employment and income-generation activities. In addition to the poverty-alleviation programmes, this Ministry also provides basic amenities like housing, drinking water, etc. Under the Integrated programme of Swarnajayanti Gram Swarozgar Yojana (SGSY), 50

per cent of benefits were earmarked for STs along with SCs. Under SGSY, 7.49 lakh ST *swarozgaris*, accounting for 13.2 per cent of the total number of *swarozgaris*, were benefited during the Ninth Plan.

4.2.19 Under the Jawahar Gram Samridhi Yojana (JGSY), which provides wage employment, 22.5 per cent of Plan allocations were earmarked for STs/SCs. During the Ninth Plan, 220 million man-days were provided for STs accounting for 15.9 per cent of total employment under this scheme. Under the Employment Assurance Scheme (EAS), which is open to all rural poor including STs, 308 million man-days were provided for STs, accounting for 20.8 per cent of the total employment under this scheme during the Ninth Plan. The two schemes of JGSY and EAS were brought under the purview of the mega scheme of Sampoorna Grameen Rozgar Yojana (SGRY) in September 2001. The SGRY focuses on generation of wage employment, creation of durable rural assets and infrastructure and provision of food security to the rural poor including STs.

4.2.20 Under the Indira Awas Yojana, about 60 per cent of the total allocation was earmarked for STs and SCs. During the Ninth Plan, a total of 7.68 lakh dwelling units were constructed for STs, which accounts for 20.3 per cent of the total houses constructed under the scheme. Similarly, under the Accelerated Rural Water Supply Programme, 10 per cent of total funds was earmarked for STs. During the Ninth Plan a total population of around 11.9 million STs (9 per cent of total beneficiaries) were benefited. Also, under the Central Rural Sanitation Programme, sanitary latrines are provided to rural population and 20 per cent of total funds are earmarked for providing subsidy to individual households of STs and SCs living below the Poverty Line. During the Ninth Plan, as many as 3.1 lakh (6.4 per cent) sanitary latrines were provided to STs.

4.2.21 Under the National Old Age Pension Scheme, 2.4 million STs were covered during the Ninth Plan, accounting for 7.4 per cent of the total beneficiaries. Similarly, while 1 lakh ST families were benefited under the National Family Benefit Scheme accounting for 10.2 per cent, 4 lakh ST women were benefited under the National Maternity Benefit

Scheme (NMBS) accounting for 7.4 per cent of the total beneficiaries during the Ninth Plan (NMBS now stands transferred to the Department of Family Welfare with effect from 2001-02).

Urban Development

4.2.22 Under the Urban Self-Employment Programme of Swarna Jayanti Shahari Rozgar Yojana, financial assistance is extended to STs to try various small-scale entrepreneurial ventures. (For details refer to Chapter on 'Socially Disadvantaged Groups').

Tribal Affairs

4.2.23 The nodal Ministry of Tribal Affairs laid greater emphasis in the Ninth Plan on the educational and economic development of Scheduled Tribes. The scheme of 'Post-Matric Scholarships' (PMS) continued to be an important centrally sponsored scheme to promote higher education among STs. Under this, scholarships are extended to all the eligible ST students who pursue post-matriculation courses in recognised institutions within the Country. The scheme was revised in 1997-98 for extending some additional benefits to persons with disabilities amongst STs and the ceiling of income limits of parents etc. The Ninth Plan saw an impressive increase in the allocation of funds for scholarships awarded to STs, when compared to the previous Plans. Under PMS, a total expenditure of Rs.176.56 crore was incurred to benefit around 5.31 lakh ST students. The scheme of Book Banks facilitates easy access to the prescribed text-books to ST students who are pursuing professional/technical courses like medical, veterinary science, agriculture, polytechnic, engineering and bio-sciences, law, chartered accountancy, business administration etc. and cannot afford to purchase costly professional books. The scheme of 'Up-gradation of Merit of ST Students' extends special coaching to ST students of classes IX to XII. The other scheme of 'Coaching and Allied Scheme for STs' also extends special coaching to ST students to help them appear in competitive examinations. Progress in terms of both physical and financial achievements in respect of the above-mentioned 3 schemes viz. Book Bank Scheme, Upgradation of Merit of ST

Students and Coaching and Allied Scheme for STs has been included under the Chapter on 'Socially Disadvantaged Groups' as these schemes continued as combined schemes for both SCs and STs till 2000-01.

4.2.24 The scheme of 'Hostels for ST Girls and Boys', being one of the major support services, aims to reduce the present high drop-out rates and increase the retention rates at the middle/ higher level education amongst STs. The pace of progress of this scheme has been very slow during the Ninth Plan as there was no encouraging response from the states/UTs due to the financial crisis. Of the Ninth Plan outlay of Rs. 73.30 crore, an expenditure of Rs. 53.20 crore was incurred for the construction/ expansion of 289 hostels benefiting 10,649 ST girl students and Rs. 32.12 crore for 317 hostels to accommodate 13,958 ST boy students.

4.2.25 The scheme of Ashram Schools, was launched in 1990-91, with an objective of extending educational facilities to ST boys and girls through residential schools with conducive environment to their learning. A review of the functioning of the Ashram Schools has revealed that most of them are very badly maintained and do not have even the basic facilities. Against the Ninth Plan allocation of Rs. 44.86 crore for opening 250 Ashram Schools, the expenditure was Rs. 23.97 crore to construct 294 Ashram Schools to accommodate around 14,310 ST students. The scheme of Educational Complexes in low-literacy pockets has been launched with a specific objective of promoting education amongst ST girls. The scheme imparts education to tribal girls, especially those belonging to primitive tribes, in 134 districts in 11 states where the literacy rate amongst the ST women is less than 10 per cent as per the 1991 Census. With an expenditure of Rs. 11.71 crore against an outlay of Rs. 23.20 crore, 306 complexes were established by the end of Ninth Plan. In addition, coaching facilities are being extended to ST students through Pre-Examination Training Centres to enable them to compete with others in various competitive examinations. Vocational Training Centres (VTCs) is yet another scheme which aims to impart vocational training to ST students to increase their employability. Against the Ninth Plan outlay of Rs. 30.25 crore, an expenditure of Rs. 16.78 crore was

incurred to establish 235 VTCs. (More details are available under Chapter on 'Socially Disadvantaged Groups').

4.2.26 In the sphere of economic development, NSFDC continued to function as a catalytic agent for financing, facilitating and mobilising funds from various sources for promoting economic development activities of STs living below 'double the poverty' line through 47 State Channelising Agencies, of which 19 were working exclusively for STs. Financial assistance at concessional rate of interest is extended to STs for taking up technically feasible and financially viable income-generating self-employment activities. In order to give focused attention to STs, the NSFDC was bifurcated, to set up an exclusive Corporation for STs in April, 2001 with an authorised share capital of Rs. 500 crore. Through the combined NSFDC, a sum of Rs. 379.75 crore has been invested in 934 income-generation projects benefiting 38,436 STs. The State ST Development Corporations (STDCs) function as channelising agencies in identifying eligible families and extending financial aid and other assistance to help undertake income-generation projects through credit support.

4.2.27 Another national-level organisation viz. TRIFED continues to offer remunerative prices for Minor Forest Produce (MFP) collected and the surplus agricultural items produced by the tribals, besides protecting them from exploitation by middlemen. Further, Grant-in-Aid to State Tribal Development Cooperative Corporations (STDCCs) is provided for strengthening their share capital base. This would help increase the volume of procurement of MFP from tribals at remunerative prices, construction of warehouses/godowns, establishing processing industries and research and development activities of the 16 STDCCs.

4.2.28 The scheme of Development of Primitive Tribal Groups (PTGs), launched in the Ninth Plan (1998-99), for the development of 75 PTGs spread over 15 States/UTs, aims at improving the lot of PTGs who are still leading a precarious and fragile life and some of whom are even on the verge of extinction due to hunger, diseases and ill health. Hundred per cent central assistance was given to States/UTs and to NGOs for implementing an

integrated action plan incorporating supply of safe drinking water, food and nutrition security, health coverage, educational facilities etc. The scheme had an in-built flexibility to cater to the specific needs of each tribe and its environment. Against the Ninth Plan allocation of Rs. 22 crore, an expenditure of Rs. 27.42 crore was incurred. For storage of foodgrains as a safety net against starvation deaths amongst STs and also for improving nutritional standards amongst the children of STs living in remote and backward tribal villages in the starvation prone belts, the Village Grain Banks have been established in tribal villages spread over 12 states in 1998. Of the Ninth Plan allocation of Rs. 12.80 crore, an expenditure of Rs. 10.95 crore was incurred to set up 1,234 Grain Banks in tribal villages. In order to promote voluntary action in the tribal areas, especially in the remote and far-flung areas, 893 socio-economic development projects undertaken by the Voluntary Organisations were supported under Grant-in-Aid to NGOs for STs. An amount of Rs. 79.31 crore was spent against the Ninth Plan allocation of Rs. 92.09 crore.

Implementation of TSP and SCA to TSP

4.2.29 The Tribal Sub-Plan (TSP) for STs and the Special Central Assistance (SCA) to TSP launched during the early 1970s, have proved to be the most effective strategies to ensure the

additional flow of population-proportionate funds for STs from the other general development sectors. According to the information available, earmarking of funds under TSP is being followed by 25 Ministries/Departments at the Centre, while at state level only 20 States/UTs are adhering to this (no information is available in respect of the 3 new states viz., Chhattisgarh, Jharkhand and Uttaranchal). The Tribal Sub-Plan strategy has been in effective operation in the country through 194 Integrated Tribal Development Projects, 259 pockets of tribal concentration (Modified Area Development Approach – MADA), 82 clusters and the Projects for 75 PTGs.

4.2.30 SCA to TSP is being extended as an additive to strengthen the efforts of the states by filling the critical gaps under the family-based income generation projects, catering to those living below poverty line. SCA was enhanced from Rs. 1,250 crore in the Eighth Plan to Rs. 2,010 crore in the Ninth Plan, indicating an increase of 60.8 per cent to benefit 6.75 million ST families living below the poverty line. Details of the flow of funds both at the central and state levels during the Ninth Plan, are given at Table 4.2.1.

4.2.31 As could be seen from Table 4.2.1, while the flow to TSP at the central level stood at 5.85 per cent with 25 contributing Ministries/Departments, it

Table – 4.2.1
Flow of Funds through TSP and SCA to TSP during the Ninth Plan (1997-2002)

(Rs. in Crore)

Item	Outlay	Flow to TSP	Percentage Col.3 to Col.2
(1)	(2)	(3)	(4)
Tribal Sub-Plan (TSP)			
- Flow from Central Plan (in respect of 25 Ministries/Departments)	1,10,454.10	6,462.00	5.85
- Flow from State Plan (in respect of 20 States/ Union Territories)	2,96,911.20	22,314.22	7.52
Special Central Assistance (SCA) to TSP			
- SCA to TSP (Outlay & Release)	2,010.00	2,009.61	99.98

Source : Ministry of Tribal Affairs, GOI, New Delhi

was 7.52 per cent at the state level with only 20 states contributing to it. Besides, the flow was also not in proportion to the population of STs (8.08 per cent). Though the releases of SCA to TSP was as high as 99.98 per cent of the earmarked outlay, yet what matters was its utilisation.

4.2.32 As the strategies of TSP for STs and SCP for SCs and SCA to TSP and SCP have been developed and are being implemented with a common philosophy, issues related thereto also happen to be more or less the same in nature. Therefore, issues and concerns that came up in answer to the enquiry made into the question - as to why earmarking of funds under TSP by the Central Ministries/Departments and by states/UTs was not upto the expected level and what action was taken thereafter was already discussed in the previous Chapter on 'Socially Disadvantaged Groups'. The same is applicable to STs also.

Grant-in-Aid under Article 275(1) of the Constitution

4.2.33 Under the Article 275(1) of the Constitution, Grant-in-Aid (GIA) from the Consolidated Fund of India is extended annually to various State Governments having ST population. The major objective of the scheme is to raise the level of administration in the Scheduled Areas to that of the rest of the State, besides promoting the welfare of the STs living therein. The scheme covers all the TSP areas and also four tribal majority states in the country. Grants to the extent of 100 per cent are released by the nodal Ministry of Tribal Affairs under the central sector scheme. With a view to providing accessibility to quality education to ST students, it was decided to establish 100 residential schools under this scheme on the pattern of Navodaya Schools with a non-recurring grant of Rs. 2.50 crore during the Ninth Plan period. Year-wise details of

the allocations and releases during the Ninth Plan period, are given in Table 4.2.2:

Table - 4.2.2
Year-wise Allocation and Releases under Article 275(1) of the Constitution during the Ninth Plan (1997-2002)

(Rs. in crore)

Year	Allocation	Grant-in-aid (Released)
(1)	(2)	(3)
1997-1998	75.00	75.00
1998-1999	75.00	75.00
1999-2000	100.00	100.00
2000-2001	200.00	191.29
2001-2002	300.00	225.56

Source : Ministry of Tribal Affairs, GOI, New Delhi.

4.2.34 Against the earlier practice of releasing lump-sum funds to individual states, from 2001-02, releases are being made against specific developmental works/projects identified by State Governments. However, one of the major constraints in the implementation of this programme is that the State Governments do not release funds in time.

PRESENT STATUS OF THE SCHEDULED TRIBES

4.2.35 Efforts made from the beginning of the planned era (1951) through various developmental plans, policies, special strategies and programmes, have registered a definite quantifiable improvement in the socio-economic status of the tribals. However, the progress made by them could not bring them anywhere nearer to the mainstream society as the gap in their socio-economic status continued to prevail, not only as a matter of prime concern, but also as a task to accomplish during the Tenth Plan. Achievements and the persisting gaps under the three core sectors of education, health and economic development are detailed below:

Table – 4.2.3
Population and Decadal Growth Rate of STs (1971-2001)

(Figures in Million)

Census Year	Population		Decadal Growth Rate	
	Total*	STs	Total*	STs
(1)	(2)	(3)	(4)	(5)
1971	548.1	38.0 (6.9)	24.8	26.3
1981	683.4	51.6 (7.6)	24.7	35.8
1991	846.3	67.8 (8.08)	23.9	31.4
2001 (Projected)	1,027.0	88.8** (8.6)	21.3	31.0 (estimated)

Note : * Includes ST population.

** Estimated population based on the trend of the decadal growth rate of STs between 1961 and 1991
- Figures within parentheses indicate percentage to total.

Source : Census of India, 1991 and Census of India, 2001: Provisional Population Totals, Registrar-General & Census Commissioner of India, GOI, New Delhi.

4.2.36 As given in Table 4.2.3, percentage of ST population has increased from 6.9 per cent in 1971 to 8.6 per cent in 2001. While the ST population as a whole maintains a positive growth rate, the population of certain Primitive Tribes like the Great Andamanese and Sentinelese of the

Andaman & Nicobar Islands are reported to be declining.

4.2.37 Although, the sex ratio of 972 amongst STs in 1991 was much higher than that of the general population, which was 927, (Table 4.2.4), yet it started showing a declining trend. This adverse sex ratio, and its decline from 982 in 1971 to 972 in 1991 could be attributed to higher mortality amongst females and their limited access to health services. This calls for a deeper analysis of gender issues amongst STs.

Table – 4.2.4
Sex Ratio (1971-2001)

Census Year	Sex Ratio (No. of Females per 1000 Males)	
	Total Population*	ST
(1)	(2)	(3)
1971	930	982
1981	934	984
1991	927	972
2001	933	Not yet available

Note : * Includes ST population.

Source : Census of India, 1991 and Census of India, 2001: Provisional Population Totals, Registrar-General & Census Commissioner of India, GOI, New Delhi.

Educational Status

4.2.38 Although, there has been a substantial increase in the literacy rates of STs during the last three developmental decades, the gap between the literacy rates of STs and those of the general population is not only persisting, but also found to be widening. Adding to this, are the problems of intra and inter-state/district variations in the literacy rates amongst STs. The progress made by STs in comparison to the general population is as shown below:

Table – 4.2.5
Literacy Rates of STs and Total Population (1971-2001)

(in per cent)

Category	1971	1981	1991	2001
(1)	(2)	(3)	(4)	(5)
- Total Population*	29.45	36.23	52.21	65.38
- Scheduled Tribes	11.30	16.35	29.60	Not yet
- Gap between STs and the Total Population	18.15	19.88	22.61	available

Note : * Includes ST population.

Source : 1. Educational Development of SCs and STs, 1995, Department of Education, Ministry of Human Resource Development, GOI, New Delhi.
2. Census of India, 2001: Provisional Population Totals, Registrar-General & Census Commissioner of India, GOI, New Delhi.

4.2.39 As shown in Table 4.2.5, the most discouraging sign was the increasing gap between the literacy rates of STs and of the general categories between 1971 and 1991. While the literacy rate for the general population including STs stood at 52.21 per cent, the same for STs was 29.60 per cent in 1991.

4.2.40 Contrary to the efforts of reducing the existing gaps/disparities between STs and the rest

of the society, the data in Table 4.2.6 reveals that although the female literacy rate, which is an important indicator in the field of education, amongst STs has increased substantially from 4.85 per cent in 1971 to 18.19 per cent in 1991, but the gap between ST females and the general population has also been widening during the same period, though with a slight decrease between 1981 and 1991.

Table – 4.2.6
Female Literacy Rates of STs and Total Population (1971-2001)

(in per cent)

Category	1971	1981	1991	2001
(1)	(2)	(3)	(4)	(5)
- Total Population*	18.69	29.85	39.29	54.16
- Scheduled Tribes	4.85	8.04	18.19	Not yet
- Gap between STs and the Total Population	13.84	21.81	21.10	available

Note : * Includes ST population.

Source : 1. Educational Development of SCs and STs, 1995, Department of Education, Ministry of Human Resource Development, GOI, New Delhi.
2. Census of India, 2001: Provisional Population Totals, Registrar-General & Census Commissioner of India, GOI, New Delhi.

Table – 4.2.7
Gross Enrolment Ratios of STs and Total Population (1990-91 to 1999-2000)

Year Classes		1990 – 91		1999 – 2000	
		I to V	I to VIII	I to V	I to VIII
(1)		(2)	(3)	(4)	(5)
Total Population*	Total	100.1	62.1	94.9	58.8
	Boys	114.0	76.6	104.1	67.2
	Girls	85.5	47.8	85.2	49.7
Scheduled Tribes	Total	103.4	39.7	97.7	58.0
	Boys	126.8	51.3	112.7	70.8
	Girls	78.6	27.5	82.7	44.8
GAP	Total	(+) 3.3	(-) 22.4	(+) 2.8	(-) 0.8
	Boys	(+) 12.8	(-) 25.3	(+) 8.6	(+) 3.6
	Girls	(-) 6.9	(-) 20.3	(-) 2.5	(-) 4.9

Note : * Includes ST population.

Source : Annual Report of respective years, Department of Education, Ministry of Human Resource Development, GOI, New Delhi.

4.2.41 While considerable progress has been registered in the literacy rates amongst STs, their enrolment ratios when compared to the total population present a mixed picture (Table 4.2.7). The pace of progress of enrolment of both ST boys and girls at the middle level between 1990-91 and 1999-2000 has been quite impressive, as compared to that of the total population. What is worth noting is that the ST girls maintained a good pace, especially at the middle level. However, the enrolment ratio of ST girls both at primary and middle levels was lower than that of the total population in both the years.

4.2.42 The drop-out rate, which is another crucial indicator in the field of educational

development also shows that there has been a steady decline in respect of both general and ST categories (Table 4.2.8). The problem of drop-outs happens to be a common feature for both general and ST students. While both the categories have been showing a decreasing trend during 1990-91 to 1998-99, the problem still appears to be the worst with regard to STs, as they hold very high drop-out rates of 57.36 in classes I to V, 72.80 in classes I to VIII and 82.96 in classes I to X during 1998-99. Also, the gap between the general population and STs was found to be widening from 13.67 in 1990-91 to 15.52 in 1998-99 at the secondary level, which is a cause for much concern.

Table – 4.2.8
Drop-Out Rates amongst STs and Total Population (1990-91 and 1998-99)

(in per cent)

Category	Classes (I-V)		Classes (I-VIII)		Classes (I-X)	
	1990-91	1998-99	1990-91	1998-99	1990-91	1998-99
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Total	42.60	39.74	60.90	56.82	71.34	67.44
STs	62.52	57.36	78.57	72.80	85.01	82.96
GAP	19.92	17.62	17.67	15.98	13.67	15.52

Note : * Includes ST students.

Source : Educational Profile of States/UTs, Department of Education, Ministry of Human Resource Development, GOI, New Delhi.

Table – 4.2.9
Population Living Below Poverty Line (1993-94 and 1999-2000)

(in per cent)

Category	1993-94		1999-2000		Percentage Change (Col. 2-4) (Col. 3-5)	
	Rural	Urban	Rural	Urban	Rural	Urban
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Total*	37.27	32.38	27.09	23.62	(-) 10.18	(-) 10.04
STs	51.94	41.14	45.86	34.75	(-) 6.08	(-) 6.39
GAP	14.67	7.48	18.77	11.13	(+) 4.10	(+) 3.65

Note : * Includes ST population.

Source : Perspective Planning Division, Planning Commission, New Delhi.

Economic Status

4.2.43 The strategy of promoting employment-cum-income generating activities to alleviate poverty amongst STs has proved to be effective in raising a large number of ST families above the Poverty Line during the period between 1993-94 and 1999-2000, as quantified at Table 4.2.9 :

4.2.44 Along with the general population, the percentage of ST families living below the poverty line has also shown a declining trend between 1993-94 and 1999-2000 (Table 4.2.9). However, it is discouraging to note that the rate of decline in respect of STs is much lower than that of the general population. Also, the gap between the poverty rates of the general population and of the STs has increased during the same period. Further, the incidence of poverty amongst STs still continues to be very high with 45.86 and 34.75 per cent living below the poverty line in rural and urban areas

respectively when compared to the figures of 27.09 and 23.62 per cent, in respect of general population in 1999-2000. This is primarily because a large number of STs are landless with no productive assets and with no access to sustainable employment and minimum wages. The ST women suffer from the added disadvantage of being denied of both equal and minimum wages.

Participation in Decision-Making

Administration

4.2.45 Participation of STs in administration is another indicator of positive impact of developmental planning on the status of STs. Tables 4.2.10 and 4.2.11 reflect the representation of STs in the All India Services of Indian Administrative Service (IAS), Indian Police Service (IPS) and Indian Forest Service (IFS) and Other categories:

Table – 4.2.10
Representation of STs in the All India Services of Administration (1996-2000)

Category	IAS		IPS		IFS	
	1996	2000	1996	2000	1996	2000
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Total*	5,047	5,519	2,947	3,301	2,305	2,557
STs	270 (5.3)	261 (5.1)	208** (7.1)	229 (6.9)	158# (6.9)	179 (7.0)

Note : * Includes STs

** Derived from Annual Report 2000-01, Ministry of Personnel, Public Grievances and Pension, GOI, New Delhi

Derived from Annual Report 2000-01, Ministry of Environment & Forests, GOI, New Delhi.

- Figures within parentheses indicate percentage to total.

Source : 1. Department of Personnel & Training, GOI, New Delhi
2. Ministry of Environment & Forests, GOI, New Delhi

Table – 4.2.11
Representation of STs in Central Government Services (1974 - 1999)

Category	Groups				Total
	A	B	C	D	
(1)	(2)	(3)	(4)	(5)	(6)
As on 1.1.1974					
Total	33,672	52,343	15,66,796	12,42,548	28,95,359
ST	155 (0.46)	258 (0.49)	33,383 (2.13)	47,679 (3.84)	81,475 (2.81)
As on 1.1.1984					
Total	-	-	-	-	33,03,342
ST					1,49,391 (4.52)
As on 1.1.1994					
Total	59,016	1,03,198	23,81,613	10,23,285	35,67,112
ST	1,727 (2.92)	2,902 (2.81)	1,28,228 (5.38)	62,945 (6.15)	1,95,802 (5.49)
As on 1.1.1999					
Total	93,520	1,04,963	23,96,426	9,49,353	35,44,262
ST	3,172 (3.39)	3,512 (3.35)	1,45,482 (6.07)	66,487 (7.00)	2,18,653 (6.17)

Note : - Data refers to Government of India only

- Figures in parentheses indicate percentage of STs to the total Central Government Services, excluding Sweepers

Source : Annual Reports of respective years, Ministry of Personnel, Public Grievances & Pension, GOI, New Delhi.

4.2.46 Although, the total representation of STs in services covering A to D Groups has risen from 2.81 per cent in 1974 to 6.17 per cent in 1999, they are yet to reach their expected level (Table 4.2.11). A similar situation exists with regard to their representation in the All India Services of IAS, IPS and IFS also (Table 4.2.10). However, the increasing participation of STs in Group 'A' Services, that is from a mere 0.46 per cent in 1974 to 3.39 per

cent in 1999 reflects the impact of various affirmative measures taken in bringing them into the mainstream. At the same time, the data also reveals the big gaps that need to be bridged with more effective interventions, if STs have to be brought on par with the general population, especially in respect of Group A posts, the level at which decision-making takes place.

Political

4.2.47 Affirmative discrimination through reservation for STs in the Lok Sabha, State Legislative Assemblies and in the PRIs has established the growing strength of STs not only in terms of their participation in the democratic

processes of the country since independence, but also in their representation in the political decision-making institutions, i.e. Parliament, Legislative Assemblies and in the grass root democratic institutions viz., Panchayats and Local bodies, as shown below:

Table - 4.2.12
Representation of STs in Political Decision-Making Institutions (1995-2001)

Category	Panchayati Raj Institutions (By 2001)				State Leg. Assemblies (By 2000)	Lok Sabha (1999)
	Gram Panchayats	Panchayat Samitis	Zilla Parishads	Total PRIs		
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Total*	25,80,261	1,28,581	13,484	27,22,326	4,072	543
STs	2,35,445 (9.1)	7,237 (5.6)	1,170 (8.7)	2,43,852 (9.0)	530 (13.0)	41 (7.5)

Note : - Figures in parentheses are percentage to total

Source : 1. Election Commission, New Delhi

2. Department of Rural Development, GOI, New Delhi.

3. National Informatics Centre, Parliament House, New Delhi.

Table - 4.2.13
Representation of STs in the Central Council of Ministers (1991 and 1999)

Year	STs	General	Total
(1)	(2)	(3)	(4)
1991	3 (5.3)	54	57
1999	3 (4.1)	71	74

Note : Figures within parentheses indicate percentage to total.

Source : National Informatics Centre, Parliament House, New Delhi

4.2.48 As seen in Table 4.2.12, on the whole, representation of STs in the political decision-making institutions at various levels has been quite impressive, as they are holding seats more than their due share, except in Panchayat Samitis. While the share of STs in the PRIs stood at 9.0 per cent in 2001, their share in State Legislative Assemblies was 13 per cent in 2000. In Lok Sabha, however, their share was only 7.5 per cent. While the number of STs in the Central Council of Ministers remained the same between 1991 and 1999, their representation as a percentage of the total has declined from 5.3 per cent to 4.1 per cent over the same period (Table 4.2.13). Of the 3 STs in the Central Council of Ministers in 1999, 2 are of Cabinet rank and one is a Minister of State.

UNRESOLVED ISSUES AND PERSISTING PROBLEMS

4.2.49 Tribal communities continue to be vulnerable even today, not because they are poor, asset-less and illiterate compared to the general population; but often their distinct vulnerability arises from their inability to negotiate and cope with the consequences of their integration with the mainstream economy, society, cultural and political systems, from all of which they were historically protected by their relative isolation. The requirements of planned development brought with them the dams, mines, industries and roads, all located on tribal lands. With these came the concomitant processes of displacement followed by

a conflict between development and protection of tribal rights and interests. Tribal institutions and practices were forced into uneasy co-existence, which paved the way to market or formal State institutions. Also, the tribals found themselves at a great disadvantage in the face of an influx of better-equipped outsiders into tribal areas. The repercussions for the already fragile socio-economic sustenance base of the tribals were devastating - ranging from the loss of livelihoods and land alienation on a vast scale to hereditary bondage.

4.2.50 As the tribals grapple with these tragic consequences, a small clutch of bureaucratic programmes could do little to resist the precipitous pauperisation, exploitation and disintegration of tribal communities. As a result of this, the tribals continue to suffer and bear with a number of 'Unresolved Issues' and 'Persisting Problems', which require immediate attention of the Government. The following paragraphs explain the seriousness of some of the Unresolved Issues and Persisting Problems :

UN-RESOLVED ISSUES

Displacement of Tribals

4.2.51 Displacement or forced/voluntary eviction of tribals from their land and their natural habitats and subsequent rehabilitation has been a serious problem that remains to be addressed by the Government. As per the information readily available, a population of 21.3 million have been displaced between 1951 and 1990 in the states of Andhra Pradesh, Bihar, Gujarat, Maharashtra, Madhya Pradesh, Rajasthan and Orissa. Of whom, 8.54 million (40 per cent) are tribals and of those only 2.12 million (24.8 per cent) tribals could be resettled, so far. Displacement took place mainly on account of development projects, which include - large irrigation dams, hydro-electric projects, open-cast and underground coal mines, super-thermal power plants and mineral-based industrial units. In large mining projects, tribals lose their land not only to the project authorities, but even to non-tribal outsiders who converge into these areas and corner both land and the new economic opportunities in commerce and petty industry. The incomplete rehabilitation of the displaced tribals has further

compounded their woes as they are pushed into a vortex of increasing assetlessness, unemployment, debt bondage and destitution. Women and children as ever are the worst affected.

Tribal Land Alienation

4.2.52 Land is not only the most important productive resource base for the tribals, but also occupies an important place in their psyche as the mainstay of their social and religious practices. Over a period of time, this resource base of the tribal communities has tended to get eroded not only through acquisition for public purposes but also through fraudulent transfers, forcible eviction, mortgages, leases and encroachments. As per the information available with the Ministry of Rural Development, as many as 4.65 lakh cases of alienation of tribal land covering an area of 9.17 lakh acres were registered in the states of Andhra Pradesh, Assam, Bihar, Gujarat, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Orissa, Rajasthan and Tripura in January 1999. Against this, only 2 lakh cases were disposed of in favour of 1.56 lakh tribal families covering an area of 5.31 lakh acres. Of these, the states affected by large-scale tribal land alienation include Andhra Pradesh (2.79 lakh acres), Madhya Pradesh (1.58 lakh acres), Karnataka (1.30 lakh acres), and Gujarat (1.16 lakh acres). Various studies have pointed out that the lack of political and administrative will continues to be the cause for perpetuation of the problem of land alienation amongst the tribals as reflected in the reluctance to amend legal provisions and plug the existing loopholes and swift administrative action to identify alienated land, and restoring it to the tribals with delivery of possession.

Indebtedness

4.2.53 The problem of indebtedness amongst tribals is not only an indication of their poverty but also reflects the wider economic malaise, i.e., lack of education, low purchasing/bargaining power and lack of resources for engaging in gainful activity and meeting emergent expenditure. Therefore, the problem continues to persist with increasing menace as the indebtedness pushes the tribals further into extreme conditions of poverty and forces them to dispense with their meagre resources, including the

small bits and pieces of land to pay off the loans at exorbitant rates of interest. The initiation of commercial vending of liquor in tribal areas has started impoverishing the tribal population, making them victims of indebtedness and exploitation. Although the States and UTs have broadly accepted the Guidelines (relating to the Excise Policy in Tribal Areas, 1975, issued by the Ministry of Social Welfare), effective follow-up action is not taken for their implementation. Under the Fifth Schedule to the Constitution, the Governors of states with Scheduled Areas were given powers for making regulations and for placing restrictions on money-lending activities in the Scheduled Areas. Relevant Laws/Regulations exist in 16 TSP states/UTs to regulate the business of money-lending and to give debt-relief. However, the legal measures to curb the activities of money-lenders and traders have failed to have much impact on the severity of the problem due to the ineffective enforcement machinery and lack of alternative sources of credit for meeting the tribals' consumption and productive needs. Lack of a sound policy to support consumption credit to tribals has tended to make them dependent on usurious money-lenders, resulting in debt-bondage. The problem of tribal indebtedness often gets aggravated and compounded with the government subsidy-cum-loan schemes which further lead the tribals into deep indebtedness.

Shifting Cultivation

4.2.54 Shifting Cultivation, which is not ecologically sound, is still being practised by the tribals living on the higher slopes of hilly areas of the country. As estimated, more than 6 lakh tribal families in the North Eastern states, Orissa, Andhra Pradesh and Himachal Pradesh practise shifting cultivation on a continuous basis. This shifting cultivation is integrally linked to the tribal economy in the areas where it is practised and their social and economic activities and rituals are also centred around this practice. The problem of shifting cultivation is a very complex one, involving economic, social and psychological aspects of the tribal communities. Although shifting cultivation is one of the prime sources of living for the tribals, yet the same has been severely restricted. The Ministry of Agriculture has been implementing a scheme for

control and transformation of Shifting Cultivation in the North Eastern states, but the pace of its implementation has been very slow.

Deprivation of Forest Rights

4.2.55 Forests and Tribals share a symbiotic relationship. Tribals continue to live in forest areas, though in isolation, yet in harmony with environment. Recognising this dependency, the National Forest Policy, 1988, stipulated that all agencies responsible for forest management should ensure that the tribal people are closely associated with the regeneration, plantation, development and harvesting of forests so as to provide them gainful employment. Despite these special safeguards, tribals continue to struggle for mere survival as they face formidable problems and displacement due to development of national parks and wild-life sanctuaries and other environmental restoration projects, lack of development in forest villages etc. The protection of rights of tribals in forests is key to the amelioration of their conditions.

4.2.56 While the 'Un-resolved Issues' need to be attended to on a priority basis, the on-going efforts along with new initiatives for empowering the tribals will continue simultaneously with added thrust so as to mitigate the 'Persisting Problems' in the critical areas of education, health, livelihood, poverty, vulnerability, violence, unrest etc. so as to accelerate the process of empowering STs towards accomplishing the task of raising their status on par with rest of the society. Prominent amongst such Persisting Problems requiring the most concerted and time-bound efforts, are discussed below:

PERSISTING PROBLEMS

Low Literacy and High Drop-out Rates

4.2.57 Despite the programme of Universalisation of Primary Education, which has been in effective operation since 1986, the literacy rate of STs remained as low as 29.6 per cent, while the general literacy rate reached 52.2 per cent in 1991. Similarly, the female literacy rate of STs stood at 18.2 per cent which is also much lower in comparison with 39.3 per cent in respect of general category. As the 1991 Census

data reveals, there are tribal districts like Koraput in Orissa where the literacy rate of STs is as low as 8.9 per cent, while there are districts like Aizawl in Mizoram with as high as 88.8 per cent. Similarly, there are districts like Jalor in Rajasthan with as low as 0.6 per cent of ST female literacy rate, while Aizawl in Mizoram has female literacy rate as high as 85.7 per cent. Further, the gap between the general population and that of STs was also found to have widened from 19.9 per cent to 22.6 per cent between 1981 and 1991, as discussed earlier. Adding to this are the problems of intra and inter-state/district and inter-community variations in the literacy rates of STs. Although, the drop-out rates have been showing a declining trend amongst STs in Classes I to VIII from 78.6 per cent in 1990-91 to 72.8 per cent in 1998-99, yet the same is still very high, when compared to 60.9 per cent and 56.82 per cent of general categories, respectively for the same years indicating a gap of 17.7 and 16.6 per cent.

Inadequate and Inaccessible Health Services

4.2.58 Although the National Health Policy, 1983 accords high priority to extending organised services to those residing in the tribal, hilly and backward areas as well as to the detection and treatment of endemic diseases affecting tribals, yet the tribals continue to be one of the fragile population, mainly due to their poor health and nutritional status. Tribal health is one of the important areas for action in the health sector. The major contributors to the increased disease risk amongst tribal communities include - i) poverty and consequent under-nutrition; ii) poor environmental sanitation, poor hygiene and lack of safe drinking water leading to increased morbidity from water and vector-borne infections; iii) lack of access to health care facilities resulting in the increased severity and duration of illnesses; iv) social barriers and taboos preventing utilisation of available health care services; v) vulnerability to specific diseases like G-6 PD deficiency, Yaws, and other endemic diseases like malaria etc. Also, the tribal population, being heterogeneous, there are wide variations in their health status, access to and utilisation of health services.

Nutritional Deficiencies and Diseases

4.2.59 Malnutrition is fairly common amongst the tribals, especially their children and women, debilitating their physical condition and lowering their resistance to disease, leading at times even to permanent brain impairment. As most tribal women suffer from anaemia which lowers resistance to fatigue, this affects their working capacity and increases susceptibility to disease particularly for those having closely-spaced frequent pregnancies. The nutritional status of tribal women directly influences their reproductive performances and the birth weight of their children, which is crucial to the infant's chances of survival, growth and development. Almost all the tribals in the country do not have a satisfactory dietary pattern as their diets are frequently deficient in calcium, Vitamin A, Vitamin C, Riboflavin and animal protein. The tribals are thus caught in a vicious cycle of malnutrition and ill-health.

Lack of Adequate Irrigation Facilities

4.2.60 Tribals in India primarily depend upon agriculture for their subsistence, which constitutes their mainstay. According to the 1991 Census, 42 per cent of the ST population are Main Workers. Of these, 54.5 per cent are cultivators and 32.7 per cent agricultural labourers. Thus, more than 87 per cent of the tribal main workers are dependent on agriculture. Further, while 42.9 per cent of the operational holdings of tribals belong to the category of marginal farmers with less than 1 hectare, 24.1 per cent are of small farmers category with 1 to 2 hectares; and only 2.2 per cent STs have large operational holdings with more than 10 hectares. The tribals generally live in most inhospitable terrain and practise shifting cultivation on higher slopes and dry-land cultivation in plains and lower slopes where productivity and output are very low. Lack of proper irrigation facilities, decline in soil fertility, and risks and uncertainties involving damages caused by the wild animals, pests, cyclones, droughts etc. have further deteriorated the agricultural yield. The growing tribal population and the declining agricultural productivity have become a serious threat to the subsistence base of the tribal communities, endangering their self-supporting food security system.

Extreme/Abject Poverty

4.2.61 The impact of various poverty alleviation programmes put into action during the last two developmental decades has, no doubt, brought down the poverty levels among STs from 51.94 per cent in 1993-94 to 45.86 per cent in 1999-2000 in rural areas and from 41.14 per cent to 34.75 per cent in urban areas over the same period. But, it is much higher when compared to 27.09 per cent in rural and 23.62 per cent in urban areas in respect of general categories during 1999-2000. Therefore, there has been an increasing unrest amongst the tribals and also in tribal areas in the recent past. Radical/Extremist movements are already operating in some parts of the country; the root cause for all these is the perceived dissatisfaction with the existing conditions and failure to receive benefits and facilities promised to them. Therefore, there is an urgent need to critically review the approach adopted so far for tribal protection and development, and reorient the same, wherever needed, so as to ensure flow of development benefits within a definite time-frame and restore the faith of the tribals in the capability of the government to deliver.

Endangering of Intellectual Rights

4.2.62 Having lived closely with forests and also interacting constantly with various flora and fauna, the tribals have developed invaluable indigenous knowledge. This indigenous knowledge amongst the tribal communities is passed on from generation to generation through the medium of oral tradition, folklore and practice, which find a place in various life-cycle events including treatment of diseases/ailments, without any codified text or rights to accredit their legitimate ownership. As tribal communities have a very close dependence on biological resources, their livelihood and life-style often depend upon and are shaped by these resources. Therefore, their survival and sustenance is closely linked to conservation and utilisation of these resources. Corporate protectionism in terms of patents and Intellectual Property Rights arising out of various international treaties/instruments on trade and common property resources such as the Trade Related Aspects of Intellectual Property Rights

(TRIPS) under the World Trade Organisation (WTO) represents a real threat to economic livelihood of these communities. They are also a source of potential exploitation of the tribal resource base as bio-diversity expressed in life forms and knowledge is sought to be converted into private property and treated as an open access system for free exploitation by those who want to privatise and patent it. There is an urgent need to provide appropriate legal and institutional arrangements for recognising and acknowledging the rights of tribal communities to such resources and knowledge.

Crimes/Atrocities against STs

4.2.63 As per the National Crimes Record Bureau, New Delhi, the number of crimes against STs indicated a decline from 4,644 in 1997 to 4,450 in 1999. However, although the share of crimes committed against STs remained the same in 1997 and 1998 at 0.07 per cent, yet, it showed a contrary trend with an increase to 0.09 per cent in 1999. The number of crimes attracting the provisions of Special Legislations of the Protection of Civil Rights (PCR) Act, 1955 and the Scheduled Castes and the Scheduled Tribes (Prevention of Atrocities) (POA) Act, 1989 has shown an increase from 731 in 1997 to 759 in 1998 and a decline to 619 in 1999. Further, though there was a decline in the number of crimes committed against STs in 1999, the number of violent crimes viz., murder, rape, hurt, dacoity, robbery, arson etc. have registered a steady increase from 491 in 1997 to 511 in 1998 and to 577 in 1999. The increase in the number of crimes against STs has been continuing, despite effective enforcement of Special Legislations and existence of 118 Special Courts in 12 states to deal with the cases exclusively related to STs.

Neglect of Forest Villages

4.2.64 As the 5,000 identified Forest Villages are located in the remote interiors, and are declared revenue villages, the 2.5 lakh families who inhabit these villages are deprived of even the basic minimum services available to residents of Revenue Villages. While the forest resource base, on which inhabitants traditionally depended, is fast eroding and adversely affecting the very survival of the tribals, alternative sources of income extended

through the implementation of various social forestry activities by the Department of Forests are also not ensured throughout the year. Some of the major problems faced by the Forest Villages include lack of infrastructure facilities viz. approach roads, electricity, drinking water, schools, hospitals, and irrigation tanks; lack of fair price/food-grain shops; lack of stable land tenure system; and lack of proper credit facilities and bank loans as the villagers do not have the papers related to the land which are necessary in getting the loans sanctioned. This is due to the fact that the land has the status of Reserved Forests attracting the Indian Forest Act, 1927 and especially the Forest (Conservation) Act, 1980; and the departmental rivalry between the Forest and Revenue Departments resulting in the exploitation and negligence of Forest Villages.

Extinction of Primitive Tribal Groups

4.2.65 The Government of India identified 75 tribal communities as Primitive Tribal Groups (PTGs) with a total estimated population of 1.32 million in 1991 spread over 15 States/UTs. There is a marked

A PLAN OF ACTION FOR PTGs

The Government of India identified 75 tribal communities as Primitive Tribal Groups (PTGs) with a total estimated population of 1.32 million in 1991, spread over 15 States/Union Territories based on a four-point criteria viz. - i) smallness in size and diminishing in number; ii) backwardness and isolation; iii) use of pre-agricultural technology; and iv) very low literacy.

As the PTGs live in more interior pockets which are generally inaccessible and with declining sources of sustenance, they become more vulnerable to hunger/starvation, malnutrition and ill-health. Some of them are even on the verge of extinction. They include Shompens, Jarawas, Sentinelese of the Andaman and Nicobar Islands; Bondos of Orissa, Cholanaickans of Kerala, the Abujhmarias of Chhattisgarh; and Birhors of Jharkhand. To save these Groups, what is required is the preparation of a National Plan of Action for their 'Survival, Protection and Development'.

difference between the conditions of the relatively advanced tribal groups and the PTGs. As they live in the most interior and inaccessible forests, they are subjected to extreme backwardness, when compared to the other tribals. A decline in their sustenance base and the resultant food insecurity, malnutrition and ill-health force them to live in the most fragile living conditions and some of them are even under the threat of getting extinct. Prominent examples in this context are the Bay-Islanders like the Great Andamanese, Shompens, Jarawas, Sentinelese of the Andaman & Nicobar Islands. Even some of the mainland groups which can be cited in this context like the Bondos of Orissa, Cholanaickans of Kerala, the Abujhmarias of Chhattisgarh, the Birhors of Jharkhand are also dwindling. As adequate information on the demographic, educational, health and economic aspects of individual primitive tribes is not available, immediate steps need to be taken for building up a comprehensive information/data base on PTGs and wherever necessary to conduct intensive studies and prepare detailed Status Reports. This should eventually form the basis for need-based planning to improve their conditions.

Ineffective Implementation of PESA, 1996

4.2.66 There is no doubt that the 73rd and 74th Constitutional Amendments of 1993 followed by their extension to Scheduled Areas through the Panchayats (Extension to the Scheduled Areas) PESA Act, 1996, are landmark achievements in conferring powers and authority to the Panchayats and Gram Sabhas. But, unfortunately, the same are not being enforced in the right spirit, as the PRIs are yet to stabilise on a firm footing. The State Governments should, therefore, take appropriate measures immediately to translate the legislation into reality so that tribals will have full say in their own affairs.

Routinised Mechanism of TSP

4.2.67 The special strategy of Tribal Sub-Plan (TSP) has been under implementation since 1975 both at the central and state levels with the objective of ensuring that the benefits from various developmental sectors do not by-pass STs and accordingly funds, in population proportion, are earmarked for the development of STs. Only 25

Central Ministries/Departments and 20 States/UTs, have been earmarking funds for TSP. Despite repeated suggestions to the State Governments to adopt the Maharashtra Model of resource allocations and utilisation, not many states have done so far. In Maharashtra, funds under TSP are pooled under the administrative control of the nodal state department in-charge of tribal development and utilised in the identified/needly areas. The strategy of TSP, as is implemented, has also become very much routinised. Thus, its impact on improving the conditions of STs is not being felt.

APPROACH TO THE TENTH PLAN – PATH AHEAD

4.2.68 In the context of the above-mentioned Un-resolved Issues and the Persisting Problems becoming not only a challenge of the day, but also getting manifested into movements of tribal unrest, the best approach to the Tribal Development in the Tenth Plan will be to tackle these Issues and Problems on a time-bound basis, besides providing adequate space and opportunity for the Tribals to empower themselves with the strength of their own potentials. Thus, the Tenth Plan approach towards 'Resolving the Un-resolved Issues' and 'Solving the Persisting Problems' will be as follows:

I. Resolving the Un-resolved Issues

4.2.69 Displacement of tribals and their rehabilitation being a matter of great concern, the Tenth Plan will try to expedite the finalisation of the National Policy for Rehabilitation of the Displaced Persons with a special focus on the displaced tribals, ensuring that there is no deterioration in their living conditions by providing them 'land for land' and 'item for item' – last possessed before displacement. Further, towards protecting the interests of the tribals who are under the threat of displacement, effective steps need to be ensured as per the provisions of the Fifth Schedule to the Constitution on Scheduled Areas and the PESA Act, 1996.

4.2.70 Taking note of the most devastating impact of the growing incidence of tribal land alienation and the present day serious situation, the Tenth Plan accords high priority to prevent the same and restore the alienated land to the tribals and, if possible, to put

a total ban on the transfer of tribal land to non-tribals or even to the Government in accordance with the Supreme Court's judgement in the Samatha vs. State Government of Andhra Pradesh and Others case 1997, whereby restrictions are imposed on transfer/leasing of land in Scheduled Areas to non-tribals or the Government for mining purposes. To this effect, efforts of the Tenth Plan will be towards maximising the effects of the provisions of the Fifth Schedule relating to direct interventions by the respective State Governors, either individually or collectively. The Tenth Plan will also endeavour to revive the earlier practice of not only submitting the Reports on the governance of the Scheduled Areas and the well-being of the tribals living therein in pursuance of the Fifth Schedule, but also the follow-up action on the recommendations of those Reports. If necessary, steps will also be taken to amend the legal provisions for plugging the existing loopholes, take swift administrative action in identifying the alienated land and restoring it to the tribals with delivery of possession and ownership rights.

4.2.71 In addition, efforts will also be made to persuade all the concerned State Governments to bring forth necessary amendments in their existing laws and regulations concerning tribal land to ensure - i) total ban on transfer of tribal land to non-tribals; ii) stringent penal provisions for non-tribal persons found in possession of tribal land once restored; iii) land alienation laws to cover non-Scheduled Areas; iv) effective machinery for quick disposal of cases and restoration of land possession; v) strengthening of traditional tribal Panchayats/councils with adequate legal awareness and legal aid provisions; vi) constitution of committees with tribal representatives to review the projects involving land alienation where it becomes inevitable, and the resultant rehabilitation of the affected tribals; and vii) awareness generation and legal aid for the implementation of legal provisions concerning land alienation.

4.2.72 In view of the vicious cycle and the crisis syndrome of indebtedness/debt-bondage that the tribals are subjected to, efforts in the Tenth Plan will be to enforce effectively all the legal/protective measures along with the provisions and powers bestowed upon the Governors under the Fifth Schedule of the Constitution. Besides enforcing the protective legislation in preventing tribal

APPROACH FOR EMPOWERING TRIBALS

Towards empowering tribals, the major Approach in the Tenth Plan will be to 'Resolve the Unresolved Issues' and 'Solve the Persisting Problems' through continuing the on-going 3-pronged strategy of – i) Social Empowerment; ii) Economic Empowerment; and iii) Social Justice, as detailed below:

● Resolving the Un-resolved Issues through:

- Taking effective steps to prevent the serious problem of displacement of tribals and ensuring their effective rehabilitation through a laid-down Rehabilitation Policy
- Taking effective steps to prevent the growing incidence of tribal land alienation and restoration of alienated land to the tribals in accordance with the provisions of the Fifth Schedule
- Effective enforcement of existing legal/protective measures along with the provisions made under the Fifth Schedule to prevent tribal indebtedness, bonded labour and other exploitation
- Involving tribals, especially those engaged in shifting cultivation, closely and gainfully in joint forest management, social forestry, agro-forestry etc. and facilitate rightful collection and gainful disposal of minor forest produce (MFP) and other produce
- Strengthening the grassroot democratic institutions viz., PRIs and Gram Sabhas as per the provisions of 73rd and 74th Amendments and PESA Act, 1996

● Solving the persisting problems through:

- Providing basic minimum services viz. food, nutrition, safe drinking water, primary health care, education, safe environment, productive assets at least at the level of survival and sustenance with a special focus on women, children and PTGs
- Promoting educational development among the tribals especially through reducing drop-out rates and encouraging enrolment/retention with a special focus on women and the girl child
- Making education relevant and suitable to their milieu, local situations and functional needs besides vocationalisation of education to equip the tribal youth with the most wanted technical knowledge and upgradation of skills
- Developing Forest Villages, on priority basis, by ensuring basic infrastructure and with basic minimum services for those tribals living therein
- Ensuring food and nutrition security so as to prevent deficiency diseases due to hunger, under-nutrition, starvation and malnutrition through expansion of the on-going programmes of Supplementary Nutrition Programme, Integrated Child Development Services, Mid-Day Meal, Targetted Public Distribution Scheme and Village Grain Banks
- Review and reform of the working of the financial and other support mechanisms (NSTFDC, TDCCs, TRIFED etc.) not only to function as self-reliant institutions but also to maximise their efforts in accomplishing economic development amongst tribals in real terms
- Effective implementation of the Indian Penal Code, the PCR Act 1955 and the SC/ST (Prevention of Atrocities) Act, 1989 in order to protect the rights and interests of the tribals and ensure their safety and security
- Effective and meaningful implementation of the special strategies of SCP and TSP both at central and state levels and ensuring operational optimisation/maximisation of ITDPs.

indebtedness, there is also a need for improving the economic lot of the tribals simultaneously, through employment-cum-income-generation activities and productive asset endowments. Further, efforts of the Tenth Plan will be to persuade those States/UTs which are yet to enact necessary legislations to prevent the extortion by money lenders, besides amending the existing legislations, if necessary, to plug the loopholes in the existing legislations as per the legal framework provided under Para 5(2)(c) of the Fifth Schedule and relevant Sections of the PESA Act, 1996 with clear-cut stipulations on the interest rates to be charged and the manner of payment of loans, recoveries etc.

4.2.73 As Agriculture continues to remain the primary economic occupation of tribals, the Tenth Plan will endeavour to boost agricultural production in tribal areas through effective operationalisation of the National Water Policy and improve the extension of irrigation facilities. There will be a special thrust on - i) watershed management, rain water harvesting and water saving practices in tribal areas; ii) promotion of micro-irrigation systems; iii) management of irrigation projects by the local tribal farmers; iv) involvement of Water Users' Associations; and v) mass education and public awareness amongst the rural and tribal population for effective water resource management. Also, efforts will be made to wean away 6 lakh families in a phased manner from the practice of Shifting Cultivation which has serious environmental impact. Towards this, the on-going scheme of Watershed Development Project in Shifting Cultivation Areas of the Ministry of Agriculture will be expanded to bring the entire area of shifting cultivation under the ambit of this programme.

4.2.74 While recognising the deep-rooted relationship between tribals and forests, the National Forest Policy, 1988, has already articulated the protection of the interests of tribals as much that of the forest and the forest environment. Therefore, the Tenth Plan will adopt an effective strategy which takes into account the prospects of the tribals as well as protection of forests together, complementing each other in such a way that the tribals are closely and gainfully involved/associated with all the activities related to regeneration, afforestation, protection and management of forest areas under Joint Forest Management (JFM). This will be taken up through

earmarking of forest areas to define tribal user-groups and awarding them with the legitimate voice and choice in the decision-making. Measures will also be initiated to strengthen the on-going efforts of promoting commercial cultivation and collection of medicinal plants as one of the avenues for promoting tribal economy in close co-operation and co-ordination amongst the three Ministries of Environment & Forests, Tribal Affairs and the Department of Indian Systems of Medicines and Homeopathy (ISMH). The efforts of the Department of ISMH will be further strengthened and expanded not only to involve more and more tribals in developmental activities, but also to keep them gainfully engaged. Efforts will be made to ensure that the interests of the tribals are protected and linked with the bio-diversity and environment restoration projects viz., JFM, Social Forestry, Agro-Forestry, etc.

II. Solving the Persisting Problems

4.2.75 The basic necessities for a normal living viz. – food and nutrition, safe drinking water, education, health care and productive assets, at least at the level required for survival and sustenance could not be assured for the tribals even till today due to obvious reasons like physical isolation and lack of social and economic ability to avail of/acquire these basic minimum needs. Therefore, the tribals, especially women and children, are subjected to deprivation and consequential hazards of backwardness. Hence, efforts in the Tenth Plan will be not only to identify the priority groups requiring the basic needs and living in different geographical regions with varied socio-economic conditions, but also to attend to the same in an accelerated manner with added inputs in solving the persisting problems on a time-bound basis.

4.2.76 Keeping in line with the general approach narrated above, the Tenth Plan will initiate action to give a boost to the on-going programmes in both the tribal-specific and tribal-related Ministries/Departments, as per the details given below:

4.2.77 Education being the most effective instrument for empowering the tribals, all out efforts will be made to improve their educational status, especially that of the tribal women and the girl child. Introduction of certain innovative components relevant to the tribal milieu and genius under the on-

going programmes will be one of the measures during the Tenth Plan. Vocationalisation of education at high school/higher secondary level will be given high priority so that the local youth can be kept gainfully engaged with the technical know-how gained through advanced technology. In view of the impediments faced in reaching the educational facilities to the remote areas, efforts will be made to mobilise the local resources to develop educational infrastructure, besides utilising the services of the educated local tribals. Special efforts for improving the educational status of PTGs and the tribals living in the Forest Villages will also be attempted through residential schools, mobile schools and community-based educational programmes. Efforts will also be made towards developing teaching material and instruction medium in tribal languages/dialects up to primary level, so as to help the tribal children feel at ease to understand what is taught.

4.2.78 Health being the fundamental requirement for the tribals to survive, especially for PTGs, special strategies with preventive-cum-curative-cum-remedial measures with improved extension of health knowledge, infrastructure, immunisation services will be adopted during the Tenth Plan. These strategies will have a special focus on PTGs and Forest Villages. Indian System of Medicine and other alternative medicinal systems, especially the indigenous medicines and the traditional knowledge and methods of healing will be encouraged in attending to the health needs of tribals. Further, primary health care services in tribal areas will be extended by involving local NGOs to cover all terrains in all seasons with a special focus on women, children and PTGs. Also special schemes in close collaboration with the Department of ISMH will be developed to involve tribals not only in preserving/growing medicinal plants, but also in processing the much wanted indigenous medicines.

4.2.79 Food and Nutrition Security is of vital importance for survival as well as for good health of the Tribals, especially that of PTGs as some of them are getting extinct due to hunger, starvation and malnutrition. Therefore, special efforts will be made to reach the programmes of Special Nutrition Programme (SNP) through ICDS, for children below 6 years, expectant and nursing mothers, Mid-Day

Meals for school-going children and Targeted Public Distribution System to strengthen the house-hold food security to the tribals living in far-flung remote areas and especially PTGs. Opening of Mini-Anganwadis on a large scale with much relaxed norms and enriched expansion of Village Grain Banks are some of the practical strategies to 'Reach the Un-Reached'. The most vulnerable PTGs and tribals living in the forest villages will be assured of total food security through supply of food grains under PMGY and SGRY. Further, efforts will also be made to cover all the Scheduled/Tribal Areas under the Expanded Programme of Grain Banks for Tribal Areas recently announced by the Prime Minister and thus ensure food security in all the tribal areas during the Tenth Plan period.

4.2.80 To protect the tribals from the adverse effects of the on-going liberalisation and globalisation, promotion of activities of national, multi-national and trans-national corporations will be attended to very cautiously. Keeping in view the special interests of the tribals, viz., their habitat, resource-base and Intellectual Property Rights, especially with regard to indigenous medicines, every precaution will be taken in granting patent rights so that the very existence of the tribals and their traditional knowledge are not exploited by modern economic activities. To protect the indigenous knowledge of tribals - in regard to their 'properties' and 'application' - including methods of cultivation, conservation, collection, utilisation, treatment/ processing methods and techniques - acquired through the generations, the Tenth Plan will initiate action on priority basis for providing a legal and institutional framework to recognize/ acknowledge the Intellectual Property Rights of tribals to such resources and knowledge and accord these communities legal recognition and protection of their ownership rights. Necessary measures will also be taken urgently in view of the fast depleting bio-diversity, large-scale bio-piracy and exploitation of tribal people by commercial agencies.

4.2.81 Further, economic empowerment of the tribals will be promoted through employment-cum-income-generation activities with the ultimate objective of raising them above the Poverty Line. All agencies working for prevention of their exploitation by middlemen and promoting self-

employment and income-generating activities including the tribal-specific and tribal-related Corporations and Cooperatives especially NSFDC and TRIFED will be strengthened and streamlined further to make them more effective in improving the economic conditions of the tribals. While making these Corporations function as viable, sustainable and economically self-reliant, they will also be made to develop both forward and backward linkages to extend credit and marketing facilities through the medium of Self-Help Groups (SHGs). To this effect, cultivation and production of indigenous herbal medicines, which have a growing demand in the foreign market will be promoted in the tribal areas by involving the tribals themselves and thus preserve their Intellectual Property Rights. While the tribals and their forest eco-system will be put to gainful use for producing qualitative indigenous herbal medicines, the existing Tribal Corporations will be made to function as supporting mechanisms for providing all the necessary marketing facilities, especially in the export market.

4.2.82 The major strategy of creating employment-cum-income-generation activities to alleviate poverty amongst STs has proved its impact in raising a large number of ST families above the level of Poverty Line. Therefore, special efforts will be made in collaboration with the Department of Rural Development to provide employment and income-generation opportunities, especially to those living below the Poverty Line either through wage or self-employment avenues, for a minimum period of 300 days a year to raise their economic status and thus liberate them from the shackles of poverty and indebtedness. In this direction, the Tenth Plan will also endeavour to link up micro-credit both for self-employment ventures and consumption credit, when no work opportunities are available. Both the National and the State Tribal Development Corporations will take the lead not only in promoting employment-cum-income-generation activities, but also in developing both 'forward and backward' linkages to ensure sustainable source of income especially during the lean period.

4.2.83 As the increasing incidence of crimes/atrocities against STs has proved to be detrimental to their development, the Tenth Plan takes special cognisance of this fact and initiates action to

reactivate the Enforcement Machinery to ensure effective implementation of Special Legislation viz. the SC & ST (Prevention of Atrocities) Act of 1989 which was specially enacted to protect these vulnerable groups by extending more stringent punishment than provided under IPC. The Comprehensive Rules framed under the SC/ST (Prevention of Atrocities) Act, 1989 will continue to provide relief and rehabilitation to the affected persons. Efforts will also be made to involve NGOs as Authorised Agencies to act as Informants besides helping the victims with various procedures, right from filing the First Information Report. Steps will also be taken to spread the Legal Literacy through simple and illustrated versions in regional languages in order to educate the STs about their rights and privileges, besides the legal sanctions.

4.2.84 As the Forest Villages and the people living therein are denied even the basic minimum services, the Tenth Plan will take up the development of these villages, on a priority basis. These villages will be provided benefits/services just as in the case of Revenue Villages, besides a package of basic minimum services viz. food, safe drinking water, health care, primary education, approach roads and other infrastructural facilities. The Department of Forests will be made responsible for attending to the specific needs and problems of the Forest Villages and the tribals living there.

DEVELOPMENT OF FOREST VILLAGES

Development of 5,000 Forest Villages and the 2.5 lakh tribal families living therein continued to remain as one of the weakest links in the whole process of tribal development. The Tenth Plan will, therefore, take up the development of 'Forest Villages' on priority basis and ensure extending benefits/services just as in the case of Revenue Villages and reaching a comprehensive package with basic minimum services of food, safe drinking water, health care, primary education, approach roads and other infrastructural facilities. To this effect, efforts will be made to develop effective co-ordination to converge not only the existing services but also the men and machinery of the related State Departments. In this endeavour, the State Departments of Forests are going to play a major role.

Further, the Tenth Plan will attempt for the first time, to launch a Special Training Programme to sensitise the staff of the Forest Department, besides developing effective linkages to co-ordinate and converge not only the services, but also the men and machinery for the benefit of tribals.

4.2.85 Taking note of the precarious conditions of a majority of PTGs, the Tenth Plan will set as its first priority the preparation of a National Plan of Action (NPA) for the survival, protection and development of PTGs, in consultation with the State Tribal Research Institutes (STRIs) and Experts on the subject. Keeping in view the socio-cultural conditions and special needs of the PTGs, the proposed NPA will have an in-built flexibility with sub-plans to cater to the specific needs of each such tribe and its environment, besides ensuring the basic minimum services. Also, the on-going scheme for the development of PTGs will be expanded with effective involvement of voluntary organisations. If possible, the scheme will be revised to extend a package of basic minimum services along with income-generation activities. The priority services will include health care, immunisation, drinking water supply, nutrition, shelter etc. to save those PTGs which are facing extinction.

4.2.86 Notwithstanding the shortcomings in the implementation of the Tribal Sub-Plan Strategy, efforts in the Tenth Plan will be to motivate and gear up all the concerned Ministries/Departments both at the central and state levels to play their due roles meaningfully in the socio-economic development of the tribals through effective earmarking of funds/benefits, not merely on the basis of the proportion of tribal population, but on the basis of their actual needs. Also, the support mechanisms and institutions such as Integrated Tribal Development Projects (ITDPs), Integrated Tribal Development Agencies (ITDAs) and PRIs, Gram Sabhas will be activated with all the necessary support of both technical and manpower resources to perform their role effectively in bringing about the most wanted socio-economic development/empowerment of tribals. In this context, rationalisation of the Scheduled Areas in states having Scheduled Areas and declaration of tribal majority areas as Scheduled Areas in other states will be contemplated in the

Tenth Plan so that the benefits of the Fifth Schedule in respect of providing effective protection and promoting development through economic programmes under the TSP is also ensured to those who are not covered so far. The administrative reorganisation of the TSP areas in general will also be taken up, so that there are viable administrative units through which the protective measures and developmental programmes can effectively be implemented.

4.2.87 The Special Central Assistance (SCA) will continue to be provided to supplement the overall Plan efforts of the states only after due assessment of its financial situation and the needs of development. While designing and implementing development programmes including family-oriented programmes under SCA to TSP, care will be taken to ensure that differences within the community are not allowed to grow and an egalitarian structure of the community is maintained. Also, every effort will be made to ensure that the SCA to TSP is never diverted or misutilised.

4.2.88 The Tenth Plan recognizes the need for a separate Personnel Policy for Tribal Areas to ensure that all the Officers and the staff who are posted with the Ministries/Departments and those handling the welfare/development work of STs elsewhere, should necessarily undergo, as a pre-requisite, sensitisation training programmes at the STRIs and other Academies to develop professionalism in tribal development. This would also enable them not only to develop empathy for the tribal community, but also to function more effectively. Further, the Policy should be able to prescribe mandatory postings with a minimum number of years and incentives and disincentives for working and not working in a tribal area.

4.2.89 Keeping in view the prominent and productive role of women in tribal society, special focus will be given to enhance their capacity in the society and surrounding environment by taking effective steps to improve their status, in addition to the steps already proposed under education, health and nutrition sectors, through - i) promoting leadership role in JFM ; ii) issue of Joint *Pattas* in the name of both husband and wife; iii) protecting the rights of tribal women in the customary laws

regarding share in property and obligations to look after their interests and to enforce the same with the help of the community and social sanctions; iv) training of tribal women to take up leadership role and occupy elected posts in PRIs to ensure that the appropriate proportion of seats are reserved/occupied and the interests of tribal women are taken care of; v) legal and administrative measures to check the practice of victimising women suspected of witchcraft, along with a massive campaign for social awareness and rehabilitation of victimised women, preferably through women's organisations; vi) effective legal and rehabilitative measures to check sexual exploitation of tribal women, especially the migrant women at work place; vii) organising poor and assetless tribal women into SHGs for accessing micro-credit and income-generation activities; viii) opening of Sale Outlets to make essential commodities and other raw materials required in their day to day life easily accessible; and ix) flow of population-proportionate percentage of benefits to tribal women from the women-specific/women-related Ministries/Departments of Women and Child Development, Education, Health and Family Welfare, Rural Development, Labour etc.

4.2.90 To ensure survival, protection and development of the tribal children, concerted efforts will be made to expedite coverage of ICDS in all the Tribal Development Blocks/Tribal Pockets and Habitations all over the country. The innovative concept of 'Mini-Anganwadis' specially adopted in 1997 with the sole objective of 'Reaching the Un-reached Tribal Pockets' will receive special thrust during the Tenth Plan. Keeping in view the human resource development potentials of the tribal youth - both girls and boys - steps will be taken to extend job-oriented education/training with the objective of utilising their services for the good of their own community. This would also help reduce the problem of non-availability of officers/workers to serve in the tribal areas viz. Indigenous Health Workers, Trained Ayaahs, Auxiliary Nurse Midwives, Primary School Teachers, etc.

4.2.91 The landmark achievement of the 73rd and 74th Amendments to the Constitution in 1993 and the enactment of the Panchayats (Extension to the Scheduled Areas) Act, in 1996, has brought

forth a definite shift in the strategy of the Government to bring the people, especially the tribals into the main arena of planning and implementation of various development programmes. This, in fact, acts as the means for achieving social justice and empowerment of tribals at the very grassroot levels where their life and activities operate and their communities function. Therefore, strengthening, authorising and empowering the grassroot democratic institutions viz. Panchayats and Gram Sabhas in line with the Constitutional provisions, will be the basic premise on which the Tenth Plan approach would operate upon. Thus, Gram Sabhas/ Panchayats will become the basic units of planning and operation of every welfare and development activity, besides functioning as the authorised custodians of tribals and their rights.

EMPOWERING TRIBALS IN GOVERNANCE

Empowerment of tribals, in actual terms, can be realised only when the tribals themselves are bestowed with the right to participate in decision-making besides being equipped to find answers to their own problems. An answer to this was bringing the people-oriented 73rd and 74th Constitutional Amendments of 1993 into action, besides extending the same to the tribal areas through the **Panchayats (Extension to the Scheduled Areas) Act of 1996, (popularly known as PESA Act).**

With the strength and support of PESA Act, 1996 the traditional Gram Sabhas in the tribal areas are being endowed with special functional powers and responsibilities to ensure effective participation of the Tribal Societies in their own development and in harmony with their culture so as to preserve/ conserve their traditional rights over natural resources. All states, except Bihar have, so far, enacted parallel State legislations to give effect to the provisions of the PESA Act, 1996.

Thus, the PESA Act, 1996 is a landmark legislation which is going to legitimise the involvement of tribals in their own empowerment process not only as active participants, but also as effective decision-makers, implementors, monitors, supervisors and evaluators.

4.2.92 Also, through the PESA Act, 1996, the Fifth Schedule Areas will be effectively brought under the Panchayati Raj System with specific powers and responsibilities to Gram Sabhas so as to ensure closer and effective participation of the tribals in their own development by harmonizing with their own culture. The Gram Sabhas as the institutions of self and good governance will effectively be given functional powers by the concerned State Governments by passing necessary legislations to legitimise the tribal people's involvement in the process of their own empowerment as active participants rather than passive beneficiaries. For implementing projects in the North Eastern region successfully, traditional institutions like the Village Durbar in Khasi Hills, Village Councils of Nagas, Awunga of Thangkhus, Kebang and Moshup of Adis, Mulijum of Khamtis, Morung and Nuthum of Noctes, etc. will be involved effectively, along with the dedicated NGOs.

4.2.93 As the empowerment of tribals goes beyond the existing framework of the welfare and development, the efforts of the Central and State Governments will be to adopt both effective and innovative strategies/action plans by involving the tribal people and their institutions at all levels and the executive governmental agencies in a synchronizing manner. Consultation with the tribal people before taking decisions about their welfare and development will, therefore, become a functional pre-requisite for ensuring both acceptance/involvement of the tribal people besides effective implementation of programmes towards empowering them.

4.2.94 Finally, the absence of a laid-down national policy for empowerment of tribals has been the most obvious missing link and also a big gap in the planning process of empowering the tribals. Therefore, the efforts of the Tenth Plan will be to expedite the process of formulating a 'National Policy for Empowering the Tribals of India'. No doubt, the pronouncement of a National Policy with set objectives and time-bound targets will definitely activate all the concerned to maximise their efforts with a much clearer vision and direction towards achieving the Constitutional commitment of raising the status of tribals on par with the rest of the society.

4.2.95 For effective implementation of the proposed Policy, a National Plan of Action (NPA) also needs to be formulated by taking into consideration all the tribal-specific issues viz., high rates of illiteracy; health and nutritional deficiencies; lack of employment, and income-generation opportunities; lack of basic amenities like - housing, drinking water, sanitation, communication linkages; land alienation; indebtedness; social exploitation through debt bondage (bonded labour)/migrant labour; displacement; tribal unrest etc. Thus, the proposed NPA would require to specify clearly the sector-wise Action Points along with allocations required, agencies responsible, the time-frame set, mechanisms for implementation and monitoring etc.

RESEARCH, EVALUATION AND MONITORING

4.2.96 Research and Evaluation, both at the central and state levels, has been an on-going activity in the field of Tribal Development. At the centre, while the research and evaluation studies are being carried out through various Universities/Colleges and through some independent agencies, at the state level, the STRIs located in 14 major states have been actively engaged in diagnostic research on various problems related to tribals. As the state of affairs in the existing Research Institutes is not very encouraging, the Tenth Plan will commission a review of the working of all the 14 STRIs and attempt to re-activate these Institutes, especially those which are not carrying on the duties and responsibilities originally entrusted to them.

4.2.97 As Monitoring has been the weakest link in the whole process of Tribal Development, the Tenth Plan will attempt to develop an Information Network System in collaboration with National Informatics Centre (NIC) through which a regular flow of information is ensured both vertically and horizontally on the implementation of all the Tribal Development schemes, especially the two mechanisms of TSP and SCA to TSP. The Central Tripartite Committee set up at the centre and the State Committees, which are now coming up, will have to work in close co-ordination to ensure that funds released under SCA to TSP

and under Article 275(1) are utilised properly and with no diversions. Thus, the Tenth Plan will take the responsibility of streamlining the on-going activities of research, evaluation and monitoring of Tribal Development.

IMPLEMENTING MECHANISMS

4.2.98 The exclusive Ministry of Tribal Affairs set up in 1999, as mandated, will continue to play the role of a nodal Ministry in ensuring the well-being of STs. In executing this special task, it will continue to receive assistance from the National Commission for SCs and STs which will be re-activated to act as a watch-dog and keep a close vigil on the protection of the rights and interests of tribals besides investigating into the individual complaints. While an exclusive National Finance and Development Corporation for STs has already come into action in 2001, the Tenth Plan may also see, if necessary, the emergence of an exclusive National Commission for STs. The National Scheduled Tribes Finance and Development Corporation along with the State-level Tribal Development Corporations will continue to assist the Ministry in supporting various income and employment-generating activities for the economic betterment of the tribals. Towards strengthening the state sector, efforts for empowerment of tribals through setting up of exclusive Departments and Directorates for Tribal Development in all the states will be contemplated in the Tenth Plan.

VOLUNTARY ACTION

4.2.99 Recognising the catalytic role played by the Voluntary Organizations in the upliftment of STs, one of the major strategies in the Tenth Plan will be to promote voluntary action in the far-flung and inaccessible tribal areas, as voluntary organizations are the only medium to reach the un-reached and experiment/develop alternative models to match the local tribal people and their needs. The Voluntary Organisations will be encouraged in the functional areas of education, health, nutrition, women and child development, awareness generation, environment, human rights, employment generation, techno-vocational training, promotion of cooperatives, culture and

VOLUNTARY ORGANISATIONS (VOs)

Voluntary Organisations (VOs) have been playing a very important role in sharing the responsibility of the Government in 'Reaching the Services to the Un-reached' in far-flung inaccessible areas and in developing and experimenting alternative project models to match the needs of the local people. Voluntary Organisations are effective agents in bringing forth the most desired social change and development by virtue of their direct contact and linkages with the tribals. VOs will, therefore, be encouraged to play an effective role in improving the status of tribals in the areas of education, health, nutrition, employment and income-generation, besides sensitizing the administrative machinery and conscientizing the tribals to realize their rights and potential besides safeguarding them from social and economic exploitation.

sports, strengthening traditional Panchayats and social values to assist in countering militancy and promote national integration etc. with necessary safeguards and with a particular focus on those areas, where voluntary action is still thinly spread.

PLAN OUTLAYS

4.2.100 A total outlay of Rs. 1,754 crore (which excludes Rs. 2,500 crore as SCA to TSP and Rs. 1,500 crore as GIA under Article 275(1), subject to changes) has been earmarked in the Central Budget of the Ministry of Tribal Affairs in the Tenth Plan. In preparation to the Tenth Plan, special efforts were also made to ensure the effective distribution of the otherwise limited resources through the application of Zero Based Budgeting (ZBB). This has brought down the number of the on-going schemes of the Ninth Plan from 25 to 14 (10 Central Sector and 4 Centrally Sponsored Schemes) for empowering the Tribals in the Tenth Plan. A Statement reflecting the final outcome of the application of ZBB and the share of 14 schemes in the total Tenth Plan outlay of the Ministry is given in Annexure 4.2.1 and also in the Appendix. In addition, tribal development programmes receive plan financial support from the state sector also.

SCHEME-WISE BREAK-UP OF TENTH PLAN (2002-07) OUTLAY OF MINISTRY OF TRIBAL AFFAIRS

(Rs. in crore)

Sl. No.	Name of the Scheme	NINTH PLAN (1997-2002)		Application of ZBB Techniques	Sl. No.	TENTH PLAN (2002-07)	
		Outlay	Act. Exp.			Name of the Scheme (Final outcome of ZBB)	Outlay
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
I. CENTRAL SECTOR SCHEMES (CS)							
1	Grant-in-Aid to NGOs for STs	92.08	79.31	Merged & Retained (With Sl.No. 20 of CSS and Renamed as 'GIA to NGOs for Coaching ST Students for Competitive Exams.')	1	Grant-in-Aid to NGOs for Coaching ST Students for Competitive Exams.	178.98
2	Special incentives to NGOs performing exemplary tasks.	0.01	0.00				
3	Vocational Training Centres in Tribal Areas	30.25	16.78	Retained	2	Vocational Training Centres in Tribal Areas	67.12
4	Educational Complexes in Low-Literacy Pockets	23.20	11.71	Retained	3	Educational Complexes in Low-Literacy Pockets	44.74
5	Investment in TRIFED	29.25	29.25	Merged & Retained (Renamed as 'Investment in TRIFED and Price Support')	4	Investment and Price support to TRIFED	33.63
6	Price support to TRIFED	13.00	11.97				
7	Grant-in-Aid to STDCs for MFP	45.48	44.26	Retained	5	Grant-in-Aid to STDCs for MFP	78.31
8	Village Grain Banks	12.80	10.95	Retained	6	Village Grain Banks	231.00
9	Development of Primitive Tribal Groups (PTGs)	22.00	27.42	Retained	7	Development of Primitive Tribal Groups (PTGs)	111.87
10	National ST Finance & Development Corporation	0.00	0.19	Merged & Retained (With Sl.No.25 of CSS and Renamed as 'National ST Finance & Development Corporation and GIA to State ST Dev. & Finance Corporations')	8	National ST Finance & Development Corporation and GIA to State ST Dev. & Finance Corporations	178.99
11	Special Central Assistance (SCA) to Tribal Sub-Plan (TSP)	2010.00	2009.61	Retained	9	Special Central Assistance (SCA) to Tribal Sub-Plan (TSP)	2500.00 *
12	G.I.A. under Art.275(1) of the Constitution	750.00	666.85	Retained	10	G.I.A. under Art.275(1) of the Constitution	1500.00 *
13	Information and Mass Education	0.00		Merged (With Sl.No.24 of CSS)			
14	Organisation of Tribal Festivals	0.00	1.07				
15	Exchange of visits by Tribals	0.00					
16	Rehabilitation of Tribal Villages of Protected Areas	2.00	0.00	Weeded out			
Total - I		3030.07	2909.37				924.64

* Worked out on the basis of the allocation made in the Annual Plan for the year 2002-03. But the same can be changed based on the year to year allocation.

* Not included as the funds under these two schemes are being released to States/UTs as Special Central Assistance (SCA) through the Ministry of Tribal Affairs.

(Rs. in crore)

Sl. No.	Name of the Scheme	NINTH PLAN (1997-2002)		Application of ZBB Techniques	Sl. No.	TENTH PLAN (2002-07)	
		Outlay	Act. Exp.			Name of the Scheme (Final outcome of ZBB)	Outlay
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
II. CENTRALLY SPONSORED SCHEMES (CSS)							
17	Post-Matric Scholarships (PMS) for ST Students	@	90.80	Merged & Retained (Renamed as 'Scheme of PMS, Book Banks and Upgradation of Merit of ST Students')	11	Scheme of PMS, Book Banks and Upgradation of Merit of ST Students	383.09
18	Book Banks Scheme for ST Students	@	0.37				
19	Upgradation of Merit of ST Students	@	0.25				
20	Coaching and Allied Scheme for ST Students	@	0.22	Merged (With Sl.No 1 of CS)		—	—
21	Hostels for ST girls	36.77	24.43	Merged & Retained (Renamed as ' Scheme of Hostels for ST Students')	12	Scheme of Hostels for ST Students	134.24
22	Hostels for ST boys	36.53	28.77				
23	Ashram Schools in TSP Areas	44.86	23.97	Retained	13	Ashram Schools in TSP Areas	78.30
24	Research and Training for STs	25.90	10.54	Merged & Retained (Merged with Sl.No.13, 14 & 15 of CS and Renamed as 'Research & Mass Education, Tribal Festivals and Others')	14	Research & Mass Education, Tribal Festivals and Others	58.73
25	G.I.A. to State Scheduled Tribes & Finance Development Corporations (STDCs)	@	2.60	Merged (With Sl.No.12 of CS)		—	—
	—	—	—	—	—	Lump-sum provision for North East	175.00
	Total - II	144.06	181.95				829.36
	GRAND TOTAL - I + II	3174.13	3091.32				1754.00

@ The Scheme was common for SCs and STs under the M/SJ & E upto 1999-2000.

