

*Report on*  
**Impact of the Tribal Sub-Plan  
Implementation in Improving the  
Socio-Economic Condition of the  
Tribal People with Special Focus on  
Reduction of Poverty Level covering  
the States of Assam and Tamil Nadu**

*Submitted to*  
**The Planning Commission**  
New Delhi



**Institute of Social Sciences**  
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Socio-Economic Condition of the Tribal People with Special Focus on  
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Assam and Tamil Nadu**

*Submitted to*  
The Planning Commission  
New Delhi

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*The sub-Plan must attempt, in broad terms, answers to the main issues facing the tribal communities in these areas. It is at this level that a basic policy frame will have to be evolved which could be at variance from the general approach in the sectoral programmes. In many cases it may be necessary to look at the problem unfettered by the existing formal, procedures or legal frame. The final course may be defined only after fully examining the impact of all the factors on the tribal life. The State must bring up these issues, where necessary, to the Union Government level so that they can be considered at the highest level before anything is allowed to stand in the way of fast development of these people.*

.....Planning Commission

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## FOREWORD

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*It is universally accepted that despite considerable overt attention, the tribal areas and the tribal people in our country lag woefully behind others in development and the tribals continue to be among the weakest and the most exploited section of the society. Before and after Independence, particularly in the context of special provisions in the Constitution for the protection and promotion of the interests of the Scheduled Tribes, various plans and programmes were designed to promote their development. One wonders whether tribal development sector was not a laboratory to experiment with different formulae as panacea for their ills. From the strategy of Backward Classes Sector till the beginning of fifth plan relying on flow of benefits from general sectors of development with area specific approach like Special Multipurpose Tribal (SMPT) and Tribal Development (TD) Blocks has now reached the tribal sub plan approach. Since the Fifth Five Year Plan the emphasis has been on predetermined quantification of funds in identified areas of tribal concentration called ITDP and assured budgetary and accounting mechanism to avoid diversion and lapse of funds. The subject matter of this study report is in relation to assessment of tribal sub plan approach with focus on reduction of poverty levels covering the States Assam and Tamil Nadu. Our efforts in analyzing the secondary data and the results of the field survey do not present a very happy scenario. In fact, in size and intensity there has not been any appreciable reduction in poverty levels. One wonders whether it is not a fact that even after some twenty million years of life upon this planet, a substantial part of the humanity is still as Hobbes once described it as “solitary, poor, nasty, brutish and short”. Look at the condition of some people in parts of Africa, Latin America and Asia in particular the marginalized groups like Scheduled Tribes in our own country. They just subsist, impoverished due to severe erosion of livelihood resources base – land, water, forest - with delayed and inadequate government assistance. It is in this context that decentralized Panchayati Raj system assumes importance whether it be Scheduled or non-Scheduled Areas. Participatory decentralized democracy hold promise, it can work and yield results but interference from vested interests must stop. With separate administrative arrangements at the Centre and in the States for pursuing tribal development with special dispensation under PESA 1996, it is to be hoped that the pace of development in tribal areas, would increase manifold bringing substantial benefits.*

*The Institute would like to place on record its appreciation to the project team headed by Dr. PSK Menon.*

*We are grateful to the Planning Commission for giving us an opportunity to study in depth the plan strategy towards a deserving group. We trust that this report would be useful in strengthening tribal development programmes to ensure realization of envisaged objectives.*

DECEMBER 2003

GEORGE MATHEW  
DIRECTOR

## PREFACE

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tribal development has been based on a two dimensional approach, (a) promotion of developmental programmes through planned efforts and (b) protection of the interests of the Scheduled Tribes through constitutional, legal and administrative support. Positive discrimination has been a deliberate strategy to enable the neglected groups to develop. Notwithstanding fifty years of continuous attention to tribal problems, exploitation of tribals forms a leit motif in the tribal canvas of today. In this connection the observations of the National Commission for Scheduled Castes and Scheduled Tribes in their third report (1994-96) is relevant. It was stated that “When our national leaders and Constitution makers were occupied with the thoughts of making the new born India a better place to live in, of securing economic and social justice for the various people subjected to centuries of exploitation, of removing poverty, illiteracy, squalor, hunger and disease, they were very clear that all this is impossible without ensuring special treatment for the deprived. However, it is clear that all the gains of development have not reached the intended class and have been usurped by the better off in many cases. Each and every act of development that the Commission has reviewed for judging the condition of SCs/STs shows that their position today in rural India and urban slums has not improved substantially even after fifty years”. “.....The very will to give priority to the upliftment of SCs/STs in the National Agenda is missing. The approach and methodology adopted by these public bodies does not match the urgency with which these issues need to be tackled:.....”

The exploitation has to end; it has to be the first and the foremost concern of all those responsible for tribal development. The tribal sub-plan strategy held hopes for integrated development of tribal areas. However, three decades of its implementation has not brought about any perceptible change in the life of the majority of tribal people. We have traversed long distance without any significant gains. The tribes themselves had no access to planning and implementation for their development. The bureaucracy, with some direction from its political masters, decided what was good for the tribes. Also, the concern and anxiety of the knowledgeable well intentioned NGOs and activists were not given due consideration. Left wing extremism was allowed to prevail in some tribal areas. The statistical and cultural data base for planning has been and continues to be weak. Even where available, recourse/resort is not taken to such resources while planning. Projects and proposals and schemes formulation were weak.

All these were to change for good with the strategy of Tribal Sub-Plan concept from the beginning of the Fifth Five Year Plan. Unfortunately, this has not happened. Tribal sub-plan mechanism involving area specific development and special schemes for numerically small and economically and socially more marginalized vulnerable groups, has not made much headway. In particular, the state perception for planning was deficient both in micro and macro planning. Further, it is alleged that the implementation of TSP has been mostly with untrained, inefficient, insensitive and often untrustworthy hands. In general, the implementation of the policy of affirmative action has often been mindless and therefore sterile.

Immediately after the tribal sub plan strategy was initiated, the Planning Commission sent to the States and Union Ministry/Departments comprehensive guidelines on the preparation of TSP. But these were not followed fully and the exercise that was undertaken was more of a nature of financial allocation without relevance to the field conditions. This ultimately resulted in an unsatisfactory implementation of plans and programmes for the tribal people. The study in Assam and Tamil Nadu supports these views.

One cannot afford to be pessimistic though past experience offers no other choice. To change things we have to change the implementation mechanism lock, stock and barrel. Conceptually, TSP approach is sound and can be relied upon. PESA 1996 offers a route to prosperity, but again faithful implementation is a sine qua non. Let us hope that the tribals will have better days ahead under government patronage but through self rule within the ambit of Panchayati Raj.

This study sponsored by the Planning Commission has enabled us to examine in depth the problems in implementing TSP particularly in reducing poverty levels of Scheduled Tribes and for which we are grateful to them.

DECEMBER 2003

PSK MENON  
*PROJECT DIRECTOR*

## ACKNOWLEDGEMENT

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*he Institute of Social Sciences expresses its deep sense of gratitude to all those individuals and institutions for extending their help and cooperation in completing this study satisfactorily. It would be difficult and also unfair to single out persons and institutions for special mention but it would be less than fair not to mention the advice and guidance provided by the officers of the Planning Commission, particularly the Adviser and officers of the Backward Classes Division and those from the Socio-Economic Research Unit. Assistance and cooperation extended by the State Government Officers, especially those of Tribal Development Department, Panchayat and Rural Development Department, Tribal Research Institutes and ITDP level officers, Panchayat Presidents and above all the respondents deserves special mention. Ms. Archana Ghosh and Ms. E.K. Santha of ISS, were unobtrusively behind the conduct of the field survey in Assam and Tamil Nadu respectively and rendered guidance in field supervision. Their field investigators did commendable job. Dr. Archana Sharma, Director, Women's Studies Research Centre, Guwahati, University ably assisted in the task of completing the field survey, as per time schedule in Assam. The Institute is grateful to all of them.*

Professor Bakshi D. Sinha as Adviser and Ms. Usha Gopinath as Research Associate immensely contributed to the success of this project.

The Institute's personnel were of great help in the smooth completion of the study. In particular, Mr. P. Nandakumar who tabulated the data and attended to computer work deserves special mention.

We express our sincere thanks to Mr. Madhusudan Nair, Administrative Officer, Mr. SS Arumugam, Accounts Officer and Ms. Sapna Sharma for the administrative and financial support.



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## EXECUTIVE SUMMARY

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his report is the result of the study project entitled “Impact of the Tribal Sub-Plan Implementation in Improving the Socio-Economic Condition of the Tribal People with Special Focus on Reduction of Poverty Level covering the States of Assam and Tamil Nadu sponsored by the Planning Commission. Two Integrated Tribal Development Projects (ITDPs) from Assam and Tamil Nadu, were selected as sample units. The selected ITDPs in Assam are: Dhubri and Morigaon and Tamil Nadu: Kalrayan Hills in Salem district and Sitheri Hills in Dharmapuri District. The Tamil Nadu study also covered Primitive Tribal Groups of Panyians, Irulas and Kurumbas out of the six in the state. Full details of the sample units are described in Chapter IV of the report.

Tribal Sub-Plan assistance is provided to tribal families through a variety of programmes including Integrated Rural Development Programme (IRDP). The study covered inputs made available to enable a tribal family to cross the poverty line through governmental assistance i.e. subsidy, loan, etc.

The strategy of Tribal Sub-Plan was introduced in the Fifth Five Year Plan. It is being implemented in 21 States and 2 Union Territories, covering all the States/UTs where Scheduled Tribes have been specified except tribal majority States and UTs..

*The essential features of TSP are:*

- (i) Recognise that there is no uniform solution to the variety of problems facing tribal regions and tribal communities; therefore, accept the uniqueness and formulate policies, programmes and schemes to suit each individual situation and especially for vulnerable sections like Primitive Tribal Groups (PTGs), bonded labourers, shifting cultivators, forest villagers, displaced persons, etc.
- (ii) Evolve appropriate frame for development with emphasis on tribal people at the national and State level through Sub-Plan exercise, ensuring adequate quantification from State and Central Plan funds, with budgetary mechanisms (Separate Demand / Major Budget Heads etc.) to ensure accountability, non-divertability and full utilisation.
- (iii) Accord highest priority to protective measures for elimination of exploitation of tribal people.
- (iv) Restructure the administrative and institutional set up to suit the local needs and aspirations.
- (v) Supplement State efforts substantially by the Union Government through Special Central Assistance (SCA).

It is a sad commentary of events that the instructions and parameters laid down in the guidelines issued by the Planning Commission at the beginning of the Fifth Five Year Plan for formulation of Tribal Sub-Plan were not followed in letter and spirit though the initial enthusiasm aroused much hope. Later, the exercise was not monitored and have therefore many deficiencies. The present sub-plan exercise is merely a listing of schemes with no objective assessment of earlier efforts, routine clerical statements of financial provisions devoid of any objective appraisal or pertinent narrations with not much development oriented meaning and content relevant to tribal development. There is no conscious effort to delineate factors responsible for prevalence of acute poverty among STs, nor any strategy intervention to tackle poverty conditions in a meaningful manner. After about 30 years, when we try to make an assessment of tribal development efforts consequent to the tribal sub-plan strategy, we are disappointed with the realization that yet another opportunity to assist the deserving tribal people to develop according to their needs has again been lost and the story continues to be that of “lost opportunities”.

In May 2003 the Ministry of Tribal Affairs issued fresh guidelines for release and utilization of Special Central Assistance (SCA) for Tribal Sub-Plan. The prominent features of the new guidelines are:

- The tribal population living below poverty line should alone be covered under SCA-financed activities, with a special emphasis on raising their socio-economic status to that of the rest of the population in the Blocks/District/State.
- Adherence to the provisions of the Panchayati Raj Act of 1992 and the Provisions of the Panchayats (Extension to Scheduled Areas) Act of 1996 in planning and implementation of TSP, including the SCA funds, should be ensured in letter and spirit.
- Before sanctioning the SCA to TSP, it is a pre-requisite to formulate specific schemes/programmes that have a direct bearing on the economic development of tribals as suitable to their social, economic and ecological situation. The schemes/programmes thus formulated should be sent in advance as proposals to the Ministry for examination/discussion and approval.

It is too early to assess the impact of these fresh guidelines in improving implementation of TSP schemes / programmes including poverty alleviation measures. In the context of PESA 1996, the attempt should be to dovetail TSP programmes with Gram Sabha/Panchayat functioning. PESA 1996 specifically lays down that: “while endowing Panchayats in the Scheduled Areas with such powers and authority as may be necessary to enable them to function as institutions of self-

government, a State Legislature shall ensure that the Panchayats at the appropriate level and the Gram Sabha are endowed specifically with - ... the power to control over local plans and resources for such plans including tribal sub-plans.

The causes for erosion of TSP strategy – theoretically the best available under the circumstances, - must be identified for correction, especially with reference to the acute need to tackle poverty. In our analysis, the prominent cause is the casual approach, lack of sincerity in implementation and absence of involvement of tribal people. The Panchayat set up in the States under 73<sup>rd</sup> Constitutional Amendment - (PESA 1996 is not applicable to Assam and Tamil Nadu) - could be a great source and inspiration to improve implementation of TSP in a decentralised tribal participatory mode.

It would be a welcome step if these two States could also make local arrangements in the tribal sub-plan areas to entrust Gram Sabha / Panchayat in such areas to control tribal sub-plan resources and implementation.

The field survey in Assam and Tamil Nadu revealed, inter-alia that:

- The majority of the respondents said that the PDS shops did not exist within the village and the travel time approximately varied from 30 minutes to one hour. Major items sold in the fair price shops/co-operative societies are sugar, kerosene and wheat.
- Interior tribal villages lack link road network. By and large, modern means of communication like phone, fax, internet etc. are yet to reach these remote villages.
- Almost all the villages have clean and tidy surroundings.
- Though Gram Sabha meetings were regular, follow up action was lacking.
- The developmental functionaries visited the villages rarely.
- Voluntary agencies activities were very few.

As is usual with most of the socio-economic surveys, especially among marginalised groups in remote areas, the correctness of income and expenditure cannot be guaranteed in all the cases because of inherent deficiencies in the response of the respondents.

The data revealed that majority of the surveyed households is engaged in agriculture and related occupations followed by daily wage labour. It was found that majority households in surveyed ITDPs are from monthly income slab of Rs 700-1400, followed by the income slab of Rs. 1400-2100. Thus it turns out to be that considering all other relevant factors as well, majority of the households are in the 'Below Poverty Line' category.

The TSP documents do not contain comprehensive programme details, including BPL families assisted and crossing the poverty line in a consolidated, comparable manner.

The data clearly indicates that most of the families have a low income. They have limited skill and resources at their disposal. Consequently they are engaged in informal and unorganised sectors where the wages are very low. As a result, their standard of living is also low.

*ITDP households have not been able to avail of reasonable assistance from poverty alleviation schemes. This is a matter which should engage serious attention of state government authorities.*

*In the surveyed ITDPs, in Tamil Nadu, majority of the households (60.10 % in Salem and 64.71 % in Dharmapuri) reported that they received assistance under poverty alleviation scheme. However, the nature of assistance was described as free 30 kg rice per family per month and some assistance for housing facilities in a few cases. The survey has not been able to identify any family being assisted under IRDP pattern to create assets to ensure continuous income through self-employment ventures.*

The concept of nutritional surveillance particularly in TSP States is very important for prevention of deaths among tribals especially among tribal children in remote and backward tribal areas. The National Institute of Nutrition should undertake regular nutrition surveillance of these areas with particular reference to the vulnerable areas and groups, such as PTGs.

Specific food security packages should be developed, tribe-wise and region-wise, especially for PTGs, some of which are facing extinction threat. NGOs could take charge of the food security of specific tribes with the help of direct assistance from the Ministry of Tribal Affairs, the scheme of grain banks in tribal areas and in conjunction with the scheme for running Balwadis and Anganwadis, etc..

*In spite of various special schemes and incentives for educational development amongst STs, the impact has been marginal when we realise that these schemes have been in vogue for almost half a century. In particular and in spite of TSP, the spread of technical education is not satisfactory at all.*

The “tribal disadvantage” is evident in education. Although the benefits of education are widely recognised, it is noteworthy that a high percentage of illiterates were found in surveyed sample units.

The medical facilities are not satisfactory. The traditional medicine man still plays an important role.

*Almost all the households in the surveyed areas were using firewood as the medium of cooking. This emphasizes the need for forest resources in the shape of fuel wood. This also indicated the poor socio-economic condition of the people as well as slow pace of modernity.*

Based on a 4 Point criteria viz - smallness in size and diminishing in number, ii) backwardness and isolation, iii) pre-agricultural technology; and iv) very low literacy, the

Government of India identified 75 tribal communities as Primitive Tribal Groups (PTGs) with a total estimated population of 1.36 million in 1991, spread over 15 States/UTs.

In assessing the impact of governmental measures in raising the status of PTGs we cannot but mention what the Parliamentary Standing Committee on Labour and Welfare stated in their 28<sup>th</sup> Report submitted to Parliament in December 2002. It expressed displeasure over the efforts made by the Government for the uplift of the Primitive Tribal Groups (PTGs) and said that the progress made in relation to development of these groups “is negligible”.

*Our study of PTGs has reinforced the general impression that much attention has not been paid to the development problems of these small groups. Among the three groups studied, the condition of Paniyans, inspite of being in the category of bonded labour is more pathetic. In general, none of the groups has received any substantial development input and they continue to be without any sustainable livelihood source. Much more attention on the problems of PTGs need to be paid through systematic, regular and purposive supervision and monitoring. It is necessary in this direction to sensitise the government functionaries and lend support to NGOs of credibility to improve the living and working conditions and quality of life of these deserving groups.*

Some of the more important development issues are:

- While sanction is accorded for construction of houses etc. in remote tribal and hilly areas, considerable delay occurs in the construction work since transportation of raw materials pose a great problem. Sometimes they are carried as head load for long distance. Because of these difficulties contractors are not willingly coming forward to undertake development works in tribal areas.
- The Forest Department does not permit to clear even the small branches of trees to draw power lines, laying of roads, pipe lines, etc. through forest area. The solar photo vocal system is expensive and not effective as it requires proper maintenance and costly replacements which the resourceless Panchayats cannot do. For want of proper roads, basic needs like schools and dispensaries could not be located, with the result, even the seriously ill patients could not be taken to the plains for treatment in time. In short, the absence of road facilities, electricity etc. are keeping the tribal people away from development. If tribal area needs are to be fulfilled then the Forest Conservation Act will need to be relaxed for genuine harmless human development requirements.

*In Kalrayan Hills, 92.50 per cent of the surveyed households were not members of any cooperative society. This seems to be a serious handicap for extending development assistance to deserving families. This aspect needs to be verified for possible remedial measures.*

*In the scheme of things under TSP in Tamil Nadu, LAMPS occupy a pivotal position and membership of cooperative societies is an important pre-requisite for availing TSP assistance. In*

*view of the poor membership in cooperative societies in this area, a special drive for sensitisation and enrolment of members will need to be launched without any further loss of time.*

The survey has brought out that TSP implementation has not made any reasonable impact on poverty reduction of tribal families. It is necessary in this context that the state government reexamine the delivery system under TSP at every level responsible for TSP implementation. It should also be the endeavour to effectively coordinate efforts and ensure realization of envisaged goals i.e. improving the living conditions of the tribal people.



**INTRODUCTION**

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*he richness and variety of tribal life is a most valuable heritage of the great Indian tradition. The life is nowhere more spontaneous and vivid in its fullness than in the small traditions of our tribal communities. More than two hundred – fifty communities have been specified as scheduled tribes (excluding sub-groups) and they are spread over the length and breadth of the country. Among them are groups as large as a few lakhs and as small as a few hundreds. Each of these groups, no matter what their number is, is a proud community participating in the national life yet retaining its own identity.*

This report is the result of the study undertaken by the Institute during 2003, a project sponsored by the Planning Commission. The study covered two Integrated Tribal Development Project (ITDPs) in each state of Assam and Tamil Nadu, the selected ITDPs in Assam are: Dhubri and Morigaon and Tamil Nadu: Kalrayan Hills in Salem district and Sitheri Hills in Dharmapuri District. The Tamil Nadu study also covered Primitive Tribal Groups of Panyians, Irulas and Kurumbas out of the six in the state. Full details of the sample units are described in *Chapter IV* of the report.

**Objectives**

The main objective of the study was to assess the impact of Tribal Sub-Plan (TSP) strategy in combating poverty among Scheduled Tribes (STs) in the tribal areas and suggest remedial measures. In the process the administrative, financial and legal support etc. for the purpose were also evaluated for appreciation of implementation shortcomings and for identifying corrective measures for their socio-economic development in an integrated manner.

**Hypothesis**

The hypotheses of the study was that the TSP strategy has not succeeded in combating poverty conditions of the tribal people to any satisfactory degree or brought about an improvement in the quality of life of the tribal communities, as envisaged.

It was proposed to test this through the present study based on a selective sample basis. The results, it is hoped would be helpful for possible interventions aimed at improving planning and implementation strategy for the good of the tribal people, particularly in the context of PESA (The Provisions of the Panchayats (Extension to the Scheduled Areas) Act, 1996.

## **Relevance of the study**

**The excellent Fifth Plan strategy of Tribal Sub-Plan, involving area development with focus on tribal family, special schemes for numerically small and economically and socially vulnerable groups like Primitive Tribes, shifting cultivators, forest villagers, displaced persons, bonded labourers etc, could not make much headway. While, the tribal deserved the best they often got the worst.**

It is alleged that the actual share that the majority of the tribal people received from developmental funding seems to be anything insignificant to negligible. Some critics often complain that substantial allocation for tribal development have gone down the drain and even now hunger and malnutrition exist in many tribal areas especially where tribal population is unreached and scattered such as in Assam and Tamil Nadu. There is also a view that the TSP implementation lacked integrated approach notwithstanding the proclaimed ITDP, and was weak mostly because it was in untrained and insensitive hands.

While it is conceded that in certain areas like education, infrastructure development, job opportunities some improvement has taken place, yet the drop out rate is alarming, diseases have been prevalent and unemployment and poverty conditions continue.

To sum up, the mid-term appraisal of Ninth Five Year Plan (1997-2002) of the Planning Commission noted:

From the viewpoint of policy, it is important to understand that tribal communities are vulnerable not only because they are poor, assetless and illiterate compared to the general population; often the distinct vulnerability arises from their inability to negotiate and cope with the consequences of their forced integration with the mainstream economy, society, cultural and political system, from all of which they were historically protected by their relative isolation. Post-independence, the requirements of planned development brought with them dams, mines, industries and roads – all located on tribal lands. With these came the concomitant processes of displacement, literal and metaphorical. Tribal institutions and practices were forced into uneasy existence with or gave way to market or formal state institutions, tribals found themselves at a profound disadvantage in the face of an influx of better-equipped outsiders into tribal areas. The repercussions for the already fragile socio-economic livelihood base of the tribals were devastating – ranging from loss of livelihoods, land alienation on a vast scale, to hereditary bondage.

## **Major variable for data collection**

Tribal Sub-Plan assistance is provided to tribal families through a variety of programmes including Integrated Rural Development Programme (IRDP). The study covered inputs made available to enable a tribal family to cross the poverty line through governmental assistance i.e. subsidy, loan, etc. These different modes of assistance per family in the selected sample households were assessed.. At the macro-level, evaluation, assessment, progress report, etc. from ITDP/ITDA/District Rural Development Agency (DRDA)/ Large Multipurpose Cooperative Society (LAMPS) and the state and central government data were studied to evaluate the overall socio-economic development. The important variables in a tribal situation where sustenance is based on multi-dimensional economy are with reference to their occupational pattern, agriculture and forest based, cottage industry, wage labour etc. While it is a very large component of the different variables, yet to the extent possible the study endeavored to measure the impact in different situations to achieve the objectives of the study.

The major conclusions and recommendations emanating from the study are enumerated below:

Majority of the surveyed households is engaged in agriculture and related occupations followed by daily wage labour. Further, in the case of supplementary occupation, majority of the respondents did not answer the question.

*Dhubri ITDP (Assam) households have not been able to avail of any reasonable assistance from poverty alleviation schemes. This is a matter which should engage serious attention of state government authorities.*

*In the surveyed ITDPs, (Tamil Nadu) majority of the households (60.10 per cent in Salem and 64.71 per cent in Dharmapuri) reported that they received assistance under poverty alleviation scheme. However, the nature of assistance was described as free 30 kg rice per family per month and some assistance for housing facilities in a few cases. The survey has not been able to identify any family being assisted under IRDP pattern to create assets to ensure continuous income through self-employment ventures.*

*In Kalrayan hills (Salem district) 92.50 per cent of the surveyed households informed that they were not members of any cooperative society. This seems to be a serious handicap for extending development assistance to deserving families. This aspect needs to be verified for possible remedial measures. In the case of Sitteri hills in Dharmapuri 51.96 per cent of the households were members which means that almost 50 per cent of the households are out of reach of cooperative hold.*

*In the scheme of things under TSP in Tamil Nadu, LAMPS occupy a pivotal position and membership of cooperative societies is an important pre-requisite for availing TSP assistance. In view of the poor membership in cooperative societies in this area, a special drive for sensitisation and enrolment of members will need to be launched without any further loss of time.*

*Only 5.18 per cent of the respondents in Salem and 12.25 per cent in Dharmapuri reported that development functionaries visited their households in the last one year. Discussion with the*

*household members both in Assam and Tamil Nadu revealed that in general, visits by government officials was very less.*

In assessing the impact of governmental measures in raising the status of Primitive Tribal Groups (PTGs), we cannot but mention what the Parliamentary Standing Committee on Labour and Welfare stated in their 28<sup>th</sup> Report submitted to Parliament in December 2002. It expressed displeasure over the efforts made by the Government for the uplift of the PTGs and said that the progress made in relation to development of these groups “is negligible”.

The Committee appointed to make recommendations on Extending Provisions of the Constitution 73<sup>rd</sup> Amendment Act, 1992 to Scheduled Areas (Bhuria Committee) had recommended that

“It is note-worthy that some tribal areas in the country are covered neither by the Fifth nor the Sixth Schedules of the Constitution. For instance, the hill areas of Manipur State comprising about 90% of the total geographical area of the State is predominantly tribal in demographic character. In Assam also, tribal areas of the State have been left out of both the Fifth and Sixth Schedules of the Constitution. The tribes of north plain of Brahmaputra have been unable to take advantage of constitutional provisions as per the two Schedules. The process of scheduling was commenced in the fifties and was resumed in the seventies as a part of making the Tribal sub-Plan and Scheduled Areas co-terminus. But some-how it has remained incomplete. It is necessary that the remaining Tribal sub-Plan and MADA areas, as well as similar pockets in West Bengal, Tamil Nadu, Kerala and Karnataka should be covered by Scheduled Areas notification.”

It appears that these recommendations had not so far been considered. It is however, expected that the recently appointed Scheduled Areas and Scheduled Tribes Commission might consider this.

It would be a welcome step if these two States could also make local arrangements in the tribal sub-plan areas to entrust Gram Sabha / Panchayat in such areas to control tribal sub-plan resources and implementation.

To enhance the effectiveness of implementation of TSP, particularly for poverty reduction, the state government machinery at every level responsible for TSP implementation must effectively coordinate efforts and ensure realization of end results through sustained supervision, control and directives.

PROFILE OF THE SCHEDULED TRIBES  
*AND THE TRIBAL AREAS*

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**Profile of the Scheduled Tribes**

The Scheduled Tribes have been specified, as per Article 342 of the Constitution, in all States and Union Territories except Chandigarh, Delhi, Haryana, Pondicherry and Punjab. About 80 per cent of tribal population are to be found along the Central belt, starting from Gujarat – Maharashtra, running through Rajasthan, Madhya Pradesh, Chhattisgarh, Orissa, Jharkhand and West Bengal. The rest 20 per cent population are in the North-eastern states, Southern states and Island groups. The numerically strong scheduled tribe groups include Santhal, Gond, Bhil, Oraon. Smaller tribal groups are to be found in A&N Islands (Andamanese, Onges) and Kerala – Tamil Nadu (Paniyans and Kattunaickens). These and other smaller groups numbering 75 in the country have been categorised as Primitive Tribal Groups for special development assistance.

**Population**

According to 1991 census data, the population of scheduled tribes was 67.76 million accounting for 8.08 per cent of the country's total population. Population of STs as per the Census 2001 is not yet available. However, their population has been estimated to have reached 83.19 million by 2001. (page 6, Report of the Steering Committee on Empowering the Scheduled Tribes, Government of India, Planning Commission, New Delhi, October 2001). The number of Scheduled Tribes or groups of tribes notified in the country (all States and Union Territories) was 573. This number, state-wise, given in Table 2.1 below should not be taken as the total number of tribes or tribal groups in the anthropological sense, as a tribe might have been notified in different States and UTs and counted as a tribe more than once. For instance, the Bhil have been notified as a Scheduled Tribe in Andhra Pradesh, Gujarat, Karnataka, Madhya Pradesh, Maharashtra, Rajasthan and Tripura. Thus, in the total of 573 the Bhil have been counted seven times. It will also be noticed from the table that no tribe has been scheduled in the States/UTs of Haryana, Punjab, Chandigarh, Delhi and Pondicherry.

Table 2.1  
Number of Scheduled Tribes or Group of Tribes  
Notified in States and Union Territories, 1991

Sl. No.	State/ Union Territory	No. of Scheduled Tribes
1	2	3
	<i>INDIA</i>	573
	States	
1.	Andhra Pradesh	33
2.	Arunachal Pradesh	12
3.	Assam	14
4.	Bihar	30
5.	Goa	5
6.	Gujarat	29
7.	Himachal Pradesh	8
8.	Jammu & Kashmir	8
9.	Karnataka	49
10.	Kerala	35
11.	Madhya Pradesh	46
12.	Maharashtra	47
13.	Manipur	29
14.	Meghalaya	17
15.	Mizoram	14
16.	Nagaland	5
17.	Orissa	62
18.	Rajasthan	12
19.	Sikkim	2
20.	Tamil Nadu	36
21.	Tripura	19
22.	Uttar Pradesh	5
23.	West Bengal	38
	Union Territories	
1.	A & N Islands	6
2.	Dadra & Nagar Haveli	7
3.	Daman & Diu	5
4.	Lakshadweep	*

\* Inhabitants of Lakshadweep who, and both of whose parents, were born in Lakshadweep have been treated as Scheduled Tribes.

Source: Quoted from Report on Development of Health Facilities Among Women Belonging to Scheduled Tribe Communities, National Commission for Women, July, 1996 p.34

The scheduled tribes in the country vary widely in their socio-economic conditions, development needs, cultural background, ethos, language etc. Some of the development indicators are given below.

### **Share of the Country's Population**

Out of the 22 States and UTs where both castes and tribes have been scheduled, in as many as 13 the percentage share of the scheduled tribe population is higher than their percentage share in the total population in the country. Significant gap between the share of the scheduled tribe population and that of total population exists in Madhya Pradesh where almost one-fourth (23.73 per cent) of the total scheduled tribe population in the country resides whereas in the same 1991 census the state returned 8.11 per cent of the total population, 7.05 per cent of the scheduled caste population and 6.68 per cent of the non-scheduled caste/non-scheduled tribe. It is significant that this State having the largest ST concentration in the country (this position has since changed after the creation of three new States: Chhattisgarh, Jharkhand and Uttaranchal) possesses only 6.69 per cent of the country's total non-scheduled caste/non-scheduled tribe population, but can boast of, as already mentioned, 23.73 per cent of the country's total scheduled tribe population. Since, it has the largest concentration of scheduled tribe population and a modest proportion of non-scheduled caste/non-scheduled tribe population of the country's total, it can as well be designated as a predominant tribal state.

State-wise details of distribution of total and scheduled tribes population are given in Table 2.2 below.

Table 2.2

Percent distribution of total population by Scheduled Castes,  
Scheduled Tribes and Non Scheduled Castes/Scheduled Tribes for States and Union  
Territories, 1981-1991

Sl.No.	State or UTs	ST Popn.	SC Popn.	Non-SC/ST Popn.	ST Popn.	SC Popn.	Non-SC/ST Popn.
	INDIA* States	7.83	15.81	76.36	7.95	16.73	75.32
1.	Andhra Pradesh	5.93	14.87	79.20	6.31	15.93	77.76
2.	Arunachal Pradesh	69.82	0.46	29.72	63.66	0.47	35.87
3.	Bihar	8.31	14.51	77.18	7.66	14.56	77.78
4.	Goa	0.07	2.05	97.88	0.03	2.08	97.89
5.	Gujarat	14.23	7.15	78.62	14.92	7.41	77.67
6.	Himachal Pradesh	4.61	24.62	70.77	4.22	25.34	70.44

Sl.No.	State or UTs	ST Popn.	SC Popn.	Non-SC/ST Popn.	ST Popn.	SC Popn.	Non-SC/ST Popn.
7.	Karnataka	4.91	15.07	80.02	4.26	16.38	79.36
8.	Kerala	1.03	10.01	88.96	1.10	9.92	88.98
9.	Madhya Pradesh	22.97	14.10	62.93	23.27	14.54	62.19
10.	Maharashtra	9.19	7.14	83.67	9.27	11.10	79.63
11.	Manipur	27.30	1.25	71.45	34.41	2.02	63.57
12.	Meghalaya	80.58	0.41	19.01	85.53	0.51	13.86
13.	Mizoram	93.55	0.03	6.42	94.75	0.10	5.15
14.	Nagaland	83.99	-	16.01	87.70	-	12.30
15.	Orissa	22.43	16.66	62.91	22.21	16.20	61.59
16.	Rajasthan	12.21	17.04	70.75	12.44	17.29	70.27
17.	Sikkim	23.27	5.78	70.95	22.36	5.93	71.71
18.	Tamil Nadu	1.07	18.35	80.58	1.03	19.18	79.79
19.	Tripura	28.44	15.12	56.44	30.95	16.36	52.69
20.	Uttar Pradesh	0.21	21.16	78.63	0.21	21.04	78.75
21.	West Bengal	5.62	21.99	72.39	5.60	23.62	70.70
	Union Territories						
1	Andaman and Nicobar Islands	11.85	-	88.15	9.54	-	90.46
2	Dadra & Nagar Haveli	78.82	1.97	19.21	78.99	1.97	19.04
3	Daman and Diu	12.70	3.56	83.74	11.54	3.83	84.63
4	Lakshadweep	93.82	18.03	6.18	93.15	-	6.85

\* Excludes Assam and Jammu and Kashmir

Source: *Quoted from Report on Development of Health Facilities Among Women Belonging to Scheduled Tribe Communities, National Commission for Women, July, 1996 p.34.*

### Percentage of Total Population

In 1981, out of the 659.30 million people in the country, excluding Assam and Jammu and Kashmir, 51.63 million or 7.83 per cent were scheduled tribes. In 1991, out of the population of 816.17 million, excluding Assam and Jammu & Kashmir, 7.95 per cent or 64.88 million were scheduled tribes. (Analysis based on provisional figures).

Table 2.3  
Decadal growth rate of Total, Scheduled Caste, Scheduled Tribe and Non Scheduled Caste/Scheduled Tribe population for States and Union Territories 1981-1991.

Sl.No.	State or UTs	Total Popn.	ST Popn.	SC Popn.	Non SC/ST Popn
	INDIA* States	23.79	25.67	30.99	22.11
1	Andhra Pradesh	24.20	32.23	33.04	21.94
2	Arunachal Pradesh	36.83	24.75	38.81	65.19

Sl.No.	State or UTs	Total Popn.	ST Popn.	SC Popn.	Non SC/ST Popn
3	Bihar	23.54	13.87	23.95	24.51
4	Goa	16.08	-45.51	18.16	16.08
5	Gujarat	21.19	27.08	25.51	19.73
6	Himachal Pradesh	20.79	10.69	24.32	20.22
7	Karnataka	21.12	4.96	31.70	20.11
8	Kerala	14.32	22.75	13.22	14.35
9	Madhya Pradesh	26.84	28.46	30.82	25.35
10	Maharashtra	25.73	26.79	95.50	19.65
11	Manipur	29.29	62.94	109.01	15.04
12	Meghalaya	32.86	41.03	65.19	-2.44
13	Mizoram	39.70	41.49	411.85	11.93
14	Nagaland	56.08	62.98	-	19.90
15	Orissa	20.06	18.89	32.69	17.53
16	Rajasthan	28.44	30.88	30.30	27.57
17	Sikkim	28.47	23.47	31.74	29.84
18	Tamil Nadu	15.39	10.37	20.62	14.27
19	Tripura	34.30	46.14	45.34	25.37
20	Uttar Pradesh	25.48	23.72	24.83	25.66
21	West Bengal	24.73	24.04	34.00	21.97
	Union Territories				
1	Andaman and Nicobar Islands	48.70	19.72	-	52.60
2	Dadra & Nagar Haveli	33.57	33.86	33.76	32.36
3	Daman and Diu	28.62	16.88	38.32	29.99
4	Lakshadweep	28.47	27.55	-	42.39

*\*Excludes Assam and Jammu and Kashmir.*

Scheduled tribes were enumerated then in 25 out of the 30 States and Union Territories. Scheduled Tribes have not been specified in the States/UTs of Haryana, Punjab, Chandigarh, Delhi and Pondicherry. Among the 25 States and UTs, the proportion of scheduled tribe population to the total population of State/UT declined in twelve, increased in twelve and remained stationary in one. The sharpest decline was noticed in Arunachal Pradesh where the proportion declined from 69.82 per cent in 1981 to 63.66 per cent in 1991. Among the 12 States and UTs where the proportion increased by more than one per cent were Manipur (27.30 per cent in 1981 to 34.41 per cent in 1991) Meghalaya (80.58 to 85.53) and Tripura (28.44 to 30.95). All these States are, incidentally, in the north-eastern region of the country and, except in Manipur and Tripura the proportion of the scheduled tribe population is quite high in each. In the remaining States and Union Territories having scheduled tribe population, the proportion increased marginally.

During the decade 1981-91, the total population in the country, excluding Assam and Jammu and Kashmir, grew by 23.79 per cent, while the scheduled caste, scheduled tribe and non-scheduled caste/non-scheduled tribe population grew by 30.99, 25.67 and 22.11 per cent respectively.

The literacy rates of STs were as follows:

Table 2.4  
Literacy Rates of STs

Category	1971	1981	1991	2001
General Population	29.45	36.23	52.21	65.38
Scheduled Tribes	11.30	16.35	29.60	Not yet
Gap between STs and the General Population	18.15	19.88	22.61	Available

Source: *Educational Development of SCs and STs, Department of Education, 1995.*

Substantial number of tribal families still continue to be below poverty line. Available latest data reveals that 45.86 per cent of rural STs was in 1993-94 below poverty line, the details being:

Table 2.5  
Percentage of Families Below Poverty Line

Category	1983-84	1993-94	1999-2000 (Rural)	Percentage Decrease (1983-84-1993-94)
General	44.48	35.97	27.11	(-) 8.51
STs	63.14	51.14	45.86	(-) 12.00

Source: Perspective Planning Division, Planning Commission.

The State wise details are given in Annexures I and IA.

Participation of STs in administration is another indicator of positive impact of developmental planning on their status. The following table reflect the position.

Table 2.6  
Participation of STs in Administration

Category	STs in the All India Services of IAS, IPS, IFS				
	IAS		IPS		IFS
	1996	2000	1996	2000	2000
General	5047	5159	2947	3301	2070
STs	270	261	NA	229	184
	(5.3%)	(5.1%)		(6.9%)	(8.8%)
Other Government of India Services					
Groups	A	B	C	D	Total
As on 1.1.1999					
Total	93520	104963	2396426	949353	3544262
ST	3172	3512	145482	66487	218653
	(3.39)	(3.35)	(6.07)	(7.00)	(6.17)

*Source:* Department of Personnel & Public Grievances and Pension, Annual Reports 1994 and 2000-01.

### **Occupational Pattern**

Occupational classification of main workers from 1961 to 1991 among STs as also the total population and SCs are given below in Table 2.7

Table 2.7  
Occupational Classification of Main Workers

Items	Total				SC				ST			
	1961	1971	1981	1991	1961	1971	1981	1991	1961	1971	1981	1991
Cultivators	52.78	43.38	41.53	39.74	37.76	27.87	28.17	25.44	68.18	57.56	54.43	54.50
Agricultural Labourers	16.71	26.32	25.16	19.66	34.48	51.74	48.22	49.06	19.71	33.04	32.67	32.69
Household Industry	6.38	3.55	3.99	2.56	6.56	3.33	3.31	2.41	2.47	1.03	1.42	1.04
Other Workers	24.13	26.75	29.32	38.04	21.20	17.06	20.30	23.08	9.64	8.37	11.84	11.76

*Source:* Census of India

Note: In the analysis, SCs have been included for relative group comparison purposes.

These figures show that cultivators decreased in all categories over a period of three decades from 1961 to 1991. But the decrease has been sharp among general and ST categories compared to SCs. Although, the number of agricultural labourers have increased in all categories, increase has been more among SCs. In household industries, the share of all the communities has decreased, but decline is much more among SCs than amongst general categories and STs. Other workers occupation includes industry and service sectors. The number of 'other workers' has witnessed an increase in all sections of the main workers though the increase in general categories has been much more than amongst SC and ST categories. Keeping in view the new economic policies and reforms, special care is required to be given for SCs/STs in providing employment in industrial and service sectors.

### **Sex Ratio**

Another feature of the population composition with particular reference to women, which can be studied with the available census data, is sex ratio (females per 1,000 males).

A notable feature in this regard is that among the States and UTs with a sex ratio of more than 900, the highest ratio is observed among the scheduled tribes. In 1991, out of 25 States and

UTs having scheduled tribe population, as many as 19 had sex ratio among scheduled tribes of more than 950. The 1991 census revealed the following.

Table 2.8  
Sex Ratio (females per 1,000 males)

Year	General Population	Tribal Population
1961	941	987
1971	930	982
1981	935	983
1991	927	972

*Source: Census of India, 1991*

### **Constitutional Provisions**

The Constitution of India contains exhaustive provisions for protecting and promoting the interests of the scheduled tribes. These mandatory safeguards are relevant in the context of implementation of Tribal Sub-Plan and the Provisions of Panchayats (Extension to Scheduled Areas) Act 1996 (PESA) provisions for streamlining the administrative apparatus, providing legal support and implementing developmental programmes.

The salient provisions are:

- ▶ Article 244(I) – Provisions as to the administration and control of Scheduled Areas and Scheduled Tribes.
  
- ▶ Article 244(2)-Provisions as to the administration of Tribal Areas.
  
- ▶ Article 339-Cotrol of the Union over the administration of Scheduled Areas and the welfare of the Scheduled Tribes.
  
- ▶ Article 275(1) – Provision for payment of grant-in-aid to enable the States to meet the cost of such schemes of development as may be undertaken by the States with the approval of the Government of India for the purpose of promoting the welfare of the Scheduled Tribes in that State or raising the level of administration of the Scheduled Areas therein to that of the administration of the rest of the areas of that State.
  
- ▶ Article 342-Specifying the tribes or tribal communities as Scheduled Tribes.

- ▶ Article 330-Reservation of seats for the Scheduled Tribes in the House of the People.
- ▶ Article 332- Reservation of seats for the Scheduled Tribes in the State Legislative Assemblies.
- ▶ Article 334-Reservation of seats and special representation to cease after sixty years.\*
- ▶ Article 164(1)-In the States of Bihar, Madhya Pradesh and Orissa, there shall be a Minister in charge of tribal welfare who may in addition be in charge of the welfare of the Scheduled Castes and Backward Classes or any other work. (Now applicable to Chhattisgarh, Jharkhand, Madhya Pradesh and Orissa).
- ▶ Article 338-There shall be a National Commission for the Scheduled Castes and the Scheduled Tribes to be appointed by the President. (Since bifurcated into two, one for SCs and the other for STs).
- ▶ Article 335-Claims of Scheduled Tribes to services and posts.
- ▶ Article 46-Promotion of educational and economic interests of the Scheduled Castes, Scheduled Tribes and other weaker sections.
- ▶ Article 371A-Special provision with reference to Nagaland.
- ▶ Fifth Schedule-Provisions as to the Administration and control of Scheduled Areas.
- ▶ Sixth Schedule-Provisions as to the Administration of Tribal Areas.




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\* वापट्टपदंससल 10 लमूतय संजमत मगजमदकमक पलअम जपउमे इल 10 लमूत मंबी जपउम

## PLANNING FOR TRIBAL DEVELOPMENT

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In economic parlance, development generally is taken to mean progression towards higher consumption levels and a better quality of life. Although higher consumption per se, cannot be accepted as an unqualified goal of development, yet certain basic physical needs must be satisfied and to that extent, it becomes a basic goal of human endeavour and planned effort. Adequate food and a reasonable shelter against adverse elements of nature are essential for survival. This has to be ensured. Since growth with social justice has been accepted as the national goal, in the final ideal stage all disparities can be expected to disappear.

**In the literature on economic development, tribal society is generally equated with poor. Poverty is entirely a different concept and has relevance to tribal scene only when one is referring to those specific situations where even the minimum basic needs for physical survival are not satisfied.**

The first striking characteristic of the development process is that it is based on individual achievement and competition. This is not in full consonance with the traditional tribal system. The entire tribal model today is passing through a delicate phase. It is torn between loyalty to be the tribe and the group and the nascent individualism. This phase is perhaps inevitable in the process of change. It should, however, be ensured that adverse forces do not overwhelm it. Tribal sub-plan strategy has not evolved any suitable mechanism to arrest this trend.

The socio economic situation of the tribal communities is extremely uneven as between different parts of the country and varies considerably even within the same region. In view of the widely varying situations, tribal development cannot be a matter of devising a set formula or general scheme. This was one of the mistakes committed in the earlier attempts for faster development of tribal communities in our country. The socio-economic situations, the resource potential and the quality of contact with other groups go to define a unique matrix of each tribal group. The content and pace of development and its direction has to be defined specifically in each case by the promoters of State induced development process. The tribal sub-plan formulation guidelines contained safety clauses to avert undesirable consequences of planning, but these were not followed faithfully. Hence distortions in tribal development.

*An Overview – A historical perspective*

*The mandate to initiate measures for the welfare and development of tribal areas and Scheduled Tribes (ST) flows from the Constitution of India. These Constitutional provisions are not isolated directives but a well-knit cohesive and comprehensive arrangement aimed at achieving sustained substantial results to improve the quality of life of the tribal people and eliminate exploitative practices and raise the level of administration of the Scheduled Areas. They bear resplendent testimony to the vision and statesmanship of the founding fathers of the Constitution to correct the injustice done over the centuries to a section of the society and to protect and promote their interests and arrest their further exploitation. The intended goals are sought to be achieved through the operational instruments laid down in the successive Five Year Plans and legislative and administrative measures.*

The First Five-Year Plan, launched in 1951, recognised that communities which suffered handicaps and disabilities needed special attention. A specific sector --‘Backward Classes’ --was included to cater to the needs of the Scheduled Tribes (ST), Scheduled Castes (SC) and other Backward Classes (BC). The Plan Document explained: “It is essential that the general development programmes should be so designed as to cater adequately to the BC and the special provisions....should be used...for securing additional and more intensified development”. Unfortunately, this was not adhered to. The Shilu Ao Study Team (Report 1969) observed: ‘Although the attention of the State Governments has been repeatedly drawn to the fact that the special provision...is not in lieu of the provision in the general development programmes but is intended to supplement it, reasonable share of the benefits from the general development programmes has not been flowing. Even in Andhra Pradesh, the direction...that 3 per cent of the total provision of each Department should be earmarked for the welfare of the STs has largely been ignored and ...the planners...have proceeded on the basis that the special provision is the only provision available to finance tribal development programmes”.

The Public Sector outlay in the First Plan was Rs. 1960 crores; Rs 39 crore was for BC Sector; of which nearly Rs. 25 crore for the STs. The Dhebar Commission (Scheduled Areas and Scheduled Tribes Commission – Report 1960-61) observed: “the claim that the effort made was anything in the nature of an attack on the problem would be wrong. The effort has to be considered in the light of the possibilities then before the country,...the limitations of the institutional arrangements ... and the burden that such a set-up could carry. This was a beginning which can justifiably be regarded as fairly and symbolic of what was to come”.

The Second Plan launched in 1956, declared: “the benefits of economic development must accrue more and more to the relatively less privileged classes of society and there should be a progressive reduction of the concentration of incomes, wealth and economic power.” As for the ST, “welfare programme....have to be based on respect and understanding of their culture and traditions

and an appreciation of the (special) problems with which they are faced”. This was in tune with the “Five Principles of Tribal Development” enunciated by the first Prime Minister.

The Public sector outlay in the Second Plan was Rs. 4672 crores of which 91 crores was for the BC Sector, Rs. 43 crores being for ST. An important landmark was the opening of 43 Special Multipurpose Tribal Blocks (SMPTB) later called Tribal Development Blocks (TDB). Each was planned for about 25,000 people as against 65,000 in a normal block. An amount of Rs 15 lakh per SMPTB was contributed by the Central Government in addition to Rs 12 lakh for a “normal” Block. The Committee on SMPTB (Chairman: Verrier Elwin, May 1959) studied the working of these Blocks and found that they were proving useful. **The Dhebar Commission opined that “one drawback.....is diffusion of efforts.** There is now a universal demand to concentrate on a few essential things. This is specially necessary in the tribal areas because of the paucity of the trained personnel. Drinking water, food all the year round, employment for at least 300 days in a year on reasonable wages, education, health and village roads are the supreme needs.....An integrated and planned approach....would have given the Plan a more realistic touch.....(where) we are confronted by a stagnant rather than a feudal economy. The tribal is concerned only with sustenance....he does not adopt an individualistic but a community approach...the problem of economic development in a tribal area can be easily identified. But the moment we do so, we are faced with a stark reality. The tribal conception of agriculture, forest, animal husbandry and cottage industry requires to be changed.....He has to realise that land alone cannot support him and his community. **The problem of economic development for the bulk of the tribals cannot be solved unless the resources of land, forest, cattle-wealth, cottage and village industries are all mobilised in an integrated basis in its service”.**

**The net result, the Dhebar Commission felt “was that the development plans have....left a mixed impression on the minds of the people. They cannot forget their loss of land, their heavy indebtedness, the usury of money-lenders, contractors, traders and the various forms of the abnoxious system of bonded labour and curtailment of forest rights and privileges. The tribals have yet to understand fully the consideration, anxiety and concern exhibited by the people of India and the Government”.**

In the Third plan (1961), the public sector outlay was Rs. 8600 crore, with Rs. 51 crore for ST. One of its principal objectives was “to establish progressively greater equality of opportunity and to bring about reduction in disparities in income and wealth and a more even distribution of economic power”. The Document added: “it is essential that the general development programmes

should be so designed as to cater adequately the backward classes and on the other, the special provisions in the Plan (BC sector) should be used as far as possible for securing additional and more intensified development”. **The Shilu Ao Study Team, appraising the programmes especially during the Third Plan period remarked: “.... If progress is to be judged by what remains to be done to bring the tribals on par with the rest of the population, the leeway...is still considerable”.**

*There was a three year interregnum before the Fourth Plan was launched in 1969-70. In the “Annual Plans” which intervened, schemes and programmes as at the end of the Third Plan were continued. Significantly, the outlay for ST in 1969-70 constituted only about 0.50 per cent of the total. The Fourth Plan outlay was Rs. 15902 crore of which Rs 80 crore was for ST. The programmes then approved could be broadly categorised as:*

Centrally Sponsored Schemes: Tribal Development Blocks, cooperation, construction of girl’s hostels, post-matric scholarships, coaching and pre-examination training schemes and research, training and special projects.

State Plan Schemes: Education including, pre-matric scholarships, stipends, boarding grants, hostels (boys and girls), supply of free books, etc. ashram schools.

Economic development: Subsidy for agricultural implements, seeds, fertilisers, etc, cottage industries, rehabilitation, communications, animal husbandry, horticulture, pisciculture, cooperation, minor irrigation, soil conservation.

Health, housing and others: Housing, drinking water supply, medical and public health, social and cultural activities, aid to voluntary agencies, legal aid and miscellaneous.

An important step taken during the period was the setting up in 1971-72 of six pilot projects one in Andhra Pradesh (Srikakulam), one in Bihar (Chaibasa), two in Madhya Pradesh (Dantewara and Konta) and two in Orissa (Gunupur and Baliguda) (total six) as a Central sector scheme with the primary objective of combating agrarian unrest and left wing extremism in certain tribal areas of Central India. A separate Tribal Development Agency was established for each project. The Fourth Plan outlay for each was Rs. 1.50 crore for core programmes of economic development and Rs. 0.50 crore for arterial roads. Towards the end of the Fourth Plan, two more agencies, not strictly as per original criteria, were set up in Orissa (Kaptipada and Keonjhar). These agencies were later merged with the Integrated Tribal Development Projects under the TSP during the Fifth Plan.

The Fourth Plan Document proclaimed that “the basic goal is rapid increase in the standard of living of the people through measures which also promote equality and social justice....there should be progressive reduction of concentration of income, wealth and economic power...the

benefits...should accrue more and more to the relatively less privileged classes of society and in particular, the SC, ST...”.

**The Document continued: “The problem of ST living in compact areas is essentially that of economic development of their areas and of integrating their economy with that of the rest of the country. The individual welfare approach or that of a schematic block is inappropriate in the case. Development Plans must be formulated to suit the specific potentialities and levels of development of separate regions of areas”. This was the forerunner for evolving the Tribal Sub-Plan Strategy during the Fifth plan period.**

### **Evolution of Tribal Sub-Plan Strategy**

The tribal development efforts had been subjected to close scrutiny from Plan to Plan and had undergone continuous modifications, finer tuning and reorientation. It was during the Fifth Plan period that the concept of Tribal Sub-Plan (TSP) was implemented. On the eve of this Plan, the tribal situation had been evaluated by an Expert Committee under the Chairmanship of Dr. S.C. Dube and by a Task Force on Tribal Areas under Prof. L.P. Vidyarthi. The former opined: “individual welfare approach and schematic block development approach are inappropriate for these areas. An integrated development approach should cover the entire tribal areas. The problem...will be different for states which have a tribal majority and for those in which the tribals are in a minority. **The tribal majority States in the North East are compact and viable units, whose plans in effect are plans of tribal development. No separate area development plans for tribals for these States are necessary”.**

*The Task Force held that “in spite of investments for tribal development in the special sector....in the successive plans, specific problems of the tribals as primitive methods of agriculture, land alienation, indebtedness, adverse effects of industrialisation, low rates of literacy, poor health and nutrition, etc., have not been solved ..... the development of ST and tribal areas has been looked upon as a problem of ‘welfare’ as distinguished from development. The welfare of ST has continued to depend on small outlays under the special sector .... And not on the general sector outlays. Plan programmes formulated so far have largely failed to take into account actual needs of tribal people who are at varying socio-economic levels in different parts of the country ..... **Further there has been a tendency to rely on schematic patterns ... in place of adopting a flexible strategy suiting the needs of each Tribal Development Block area. The elite among tribals tend to take away all the benefits and backward sections among tribes have been denied the benefits of plan programmes ... the administrative structure in tribal areas has continued to lack simplicity .... Defying comprehension .... And has failed to evoke any response from them .... Integrated development for tribal areas may be emphasised”.***

*TSP was implemented from 1974-75, the first year of the Fifth Plan. The Planning Commission guidelines on formulation of TSP suggested that “....attention has to be focussed on the specific problems of each identifiable group and area ... Broadly speaking, for the regions of*

*tribal concentration, area development approach has to be adopted, keeping focus on the problems of the tribal people. A sub-plan should be drawn up for these areas which may present an integrated view of their problems, the broad objectives and strategy, an outline of the various programmes, physical inputs, financial outlays, legislative and administrative frame. All activities of government and semi-government organisations, financing and credit institutions, and special sectoral programmes may be fully integrated in the sub-plan ... certain extremely backward isolated smaller groups facing problems of their very survival will have to be treated as special category both within the area of tribal concentration and outside and special group-oriented programmes ... formulated for them.” To begin with TSP was formulated in 17 States/UTs in the Fifth Plan. Later the sub-plan approach was extended to Sikkim and Jammu & Kashmir. At the end of the Ninth Plan, TSP was in operation in 23 States/UTs of Andhra Pradesh, Assam, Bihar, Jharkhand, Gujarat, Himachal Pradesh, Jammu and Kashmir, Karnataka, Kerala, Madhya Pradesh Chhattisgarh, Maharashtra, Manipur, Orissa, Rajasthan, Sikkim, Tamil Nadu, Tripura, Uttar Pradesh, Uttaranchal, West Bengal, A & N Islands and Daman and Diu..*

*The essential features of TSP are:*

- (i) Recognise that there is no uniform solution to the variety of problems facing tribal regions and tribal communities; therefore, accept the uniqueness and formulate policies, programmes and schemes to suit each individual situation and especially for vulnerable sections like Primitive Tribal Groups (PTGs), bonded labourers, shifting cultivators, forest villagers, displaced persons, etc.
- (ii) Evolve appropriate frame for development with emphasis on tribal people at the national and State level through Sub-Plan exercise, ensuring adequate quantification from State and Central Plan funds, with budgetary mechanisms (Separate Demand / Major Budget Heads etc.) to ensure accountability, non-divertability and full utilisation.
- (iii) Accord highest priority to protective measures for elimination of exploitation of tribal people.
- (iv) Restructure the administrative and institutional set up to suit the local needs and aspirations.
- (v) Supplement State efforts substantially by the Union Government through Special Central Assistance (SCA)

In December 1973, the Planning Commission issued guidelines to the State Governments on the preparation of sub-plans for tribal regions within the State Plan. An extract of the guidelines is given at Annexure II. The guidelines, inter-alia, mentioned:

- The long term objectives of the sub-plan are:
  - (i) to narrow the gap between the levels of development of tribal and other areas;and
  - (ii) to improve the quality of life of the tribal communities.

Among the immediate objectives will be elimination of exploitation in all forms, speeding up the processes for social and economic development, building up inner strength of the people and improving their organizational capabilities.

A general strategy to achieve these objectives will have to be evolved in the sub-plan keeping in view the special problems of the tribal region in each State. Entire legal, administrative and institutional frame as also inter-sectoral and intra-sectoral priorities may need to be reviewed keeping the primary focus on the welfare and development of the people.

- No developmental activity for benefiting the tribal population will succeed unless exploitation in various forms is prevented.
- As the sub-plan will focus attention on the welfare and development of the people, special attention will have to be given to areas and groups facing special problems. These will include primitive tribal groups in extremely backward pockets, shifting cultivators and tribals affected by major projects.
- It will be necessary to arrive at a first order projection with regard to the level of investment from various sources in the tribal region during the Fifth Plan period. All sectors including the financing institutions and autonomous organizations will have to give a higher priority for programmes of these areas. The resources for the sub-plan will comprise—
  - (a) State Plan outlays;
  - (b) Sectoral outlays in the Central Ministries for tribal areas;
  - (c) Special central sector allocation for tribal areas; and
  - (d) Institutional finance.
- As the sub-plan preparation is being done for the first time, there may be some initial difficulties in obtaining certain data particularly at the block level. However, much of the information is available at the tehsil level which will generally comprise a tribal development project area at the meso level.
- A set of tables was also provided (not included in this extract) to provide the minimum data-base for the sub-plan.

These guidelines were followed by a note of the Ministry of Home Affairs on the preparation of Integrated Tribal Development Project Reports (ITDP). This note also provided a format for ITDP reports. A look at the format will reveal the meticulous manner in which the reports were envisaged to be prepared. It suggested contents for each Chapter covering the areas of :

Project resume; problems and earlier attempts at the solution; potential for development; resources and perspective for development; project in outline; protective measures including legal frame and time – bound programmes; agriculture and allied sectors; forestry and forest based programmes; credit and marketing; irrigation and power; communications; education; health services and rural water supply; handicrafts and house hold industries; industries and mining; special groups: (i) isolated groups; (ii) tribals affected by major industrial projects; (iii) tribals affected by irrigation projects; personnel policies and administrative structure. Also, supporting maps to facilitate easy identification for location of services were to be included in the ITPD reports.

### **Quantification of TSP outlays from State Plans**

In the Annual Report of the Ministry of Tribal Affairs for the year 2002-03 it has been mentioned that among the initiatives taken by the Ministry a direction has been issued to the States for adoption of the Maharashtra pattern of planning and execution of funds earmarked for Tribal Sub-Plan areas. In Maharashtra, the funds earmarked for TSP are placed with the Tribal Development Department of the State Government which releases the funds to different line departments for execution of development works under TSP, and ensures utilization of TSP funds for tribal areas. A note on the Maharashtra model is furnished at Annexure – VII. It is reported that the Tamil Nadu Government has issued orders for implementing the TSP on Maharashtra model from 2002-03. Assam Government was considering the matter. In any case, the field survey has not revealed any impact on the implementation of the new guidelines.

### **Flow to TSP from State Plan outlays**

#### *Tamil Nadu*

As per information furnished by State Government, the expenditure under TSP as a percentage to the total State plan outlay was only 0.31, 0.31, 0.11 during the years 2000-01, 2001-02, 2002-03 (upto January 03) respectively as against the State percentage of ST population of 1.03.

#### *Assam*

As per State TSP documents, during the Ninth Plan (1997-2002) the State plan outlay flow to TSP was 14.31 per cent as against ST (Plains) population percentage of 10.86. However, in the absence of confirmed expenditure figures the actual flow could not be worked out. The provisional

expenditure periods for 1999-2000 and 2000-01 shows that the estimated state plan outlay flow was only 8.31 and 9.73 per cent respectively.

**It is a sad commentary of events that these instructions and parameters were not followed in letter and spirit though the initial enthusiasm aroused much hope. Later, the exercise was not monitored and had therefore an early exit. The present sub-plan documents are merely a list of schemes with no objective assessment of earlier efforts, mere routine clerical statements of isolated financial provisions with listing of individual scheme details devoid of any objective appraisal or pertinent narrations with not much development oriented meaning and content relevant to tribal development. After about 30 years, when we try to make an assessment of tribal development efforts consequent to the tribal sub-plan strategy, we are disappointed with the realization that yet another opportunity to assist the deserving tribal people to develop according to their needs has again been lost and the story continues to be that of “lost opportunities”.**

In regard to financial outlays for TSP, the position in the States of Assam and Tamil Nadu for Eighth and Ninth Plans with regard to percentage of State Plan Outlay flow is as follows:

Rs. in Crores

State	Eighth Plan			Ninth Plan*		
	State Plan Outlay	Flow to TSP	Percentage	State Plan Outlay	Flow to TSP	Percentage
Assam	4893.83	637.58	13.03	6048.6	640.7	10.6
Tamil Nadu	13003.10	142.92	1.10	25151.7	264.4	1.1

\* Provisional

Full details are contained in the statement at *Annexure – III*.

It is unfortunate that comparable specific information of different items of physical achievements in a similar manner is not forthcoming.

### **General Features of Tribal Economy vis-à-vis TSP Implementation**

Tribal communities subsist either on forest and or on agricultural economy generally supported by a variety of subsidiary occupations such as wage labour, crafts, etc. qualifying for a multidimensional occupational pattern status. A good part also subsists on animal husbandry and traditional crafts. Vast changes have taken place and are still under way on the economic front in the country and naturally the effects thereof are far and wide. Neither the forest economy nor the agricultural

economy of today, however remote the tribal areas may be from the centre of civilization geographically, can function in isolation. With the extension of government control and administration over the forests, the freedom to utilise the forest produce will necessarily be curtailed. With the incursion of contractors and traders, etc., into these areas with different kinds of habits of life, the expenditure pattern of the tribal people and their trade and commercial relations have changed. The agricultural economy is also functioning under other pressures. These pressures are bound to affect the tribal people. Indebtedness is rampant. It is the result of backward economy as well as of improvidence. There can be no doubt that in a transitional period when the economy is functioning under multiple strains the better placed would be in a better position to secure an advantage over the other. Even today, inspite of about three decades of TSP implementation, poverty continues to be the greatest problem amongst majority of the tribal people. It is necessary, therefore, to have a full picture of the existing economy at micro levels, the forces that are in operation which affect it and the reactions of all these on the tribal population to plan and execute relevant measures. These were to have been attended to under TSP implementation, but the system has failed to do so.

In the above background the causes for erosion of TSP strategy – theoretically the best available under the circumstances, – must be identified for correction, especially with reference to the acute need to tackle poverty. In our analysis, the prominent cause is the casual approach, lack of sincerity in implementation and absence of involvement of tribal people. The Panchayat set up in the States under 73<sup>rd</sup> Constitutional Amendment - PESA 1996 is not applicable to Assam and Tamil Nadu - could be a great source and inspiration to improve implementation of TSP in a decentralised tribal participatory mode. The suggestions in this regard have been elaborated in Chapter IV.

### **Poverty alleviation and the tribal people – conceptual frame work for identification of BPL families**

The Below Poverty Line (BPL) Census in the country is conducted by the Ministry of Rural Development in the beginning of each Plan period. It is done by the State governments and Union Territory Administrations. The aim is to identify and target the BPL persons under various programmes of the Ministry for poverty alleviation. The last BPL Census was conducted in 1997 in all States and Union Territories. Poverty in India is estimated by the Planning Commission based on

the Quinquennial Consumer Expenditure Surveys conducted by the National Sample Survey Organisation (NSSO).

The Ministry of Rural Development conducted door-to-door enumeration of all the rural households in the country in 1992 and 1997. The BPL Census of 1992 identified 52.49 per cent of the rural families under the category. The BPL Census of 1997 could identify only 41.05 per cent of the rural families including STs as BPL. The methodologies, however, adopted in these two censuses for identification of BPL families were different and the results are, therefore, not strictly comparable. Nor are these results comparable with the poverty ratios estimates by the Planning Commission. The methodologies adopted for the identification of BPL households in 1992 as well as in 1997 attracted criticism from different quarters.

With a view to improving the methodology for identification of BPL households in the BPL Census for the Tenth Plan, the Ministry of Rural Development had constituted an Expert Group comprising administrators, academics, planners and representatives of Assam, Kerala, Orissa, Rajasthan and Uttar Pradesh. The Expert Group consulted all the State governments/U.T. Administrations as well as the Union Ministries. Based on this and the deliberations, the Group made a number of recommendations to improve the design and content of the BPL Census to be conducted for the Tenth Plan period.

The Ministry advised all the States and Union Territories to initiate the BPL Census 2002 for the Tenth Plan during the current financial year. The revised methodology takes into account 13 socio-economic parameters, namely, operational holding of land, housing, clothing, food security, sanitation, ownership of consumer durables, literacy, labour force, means of livelihood, status of children, type of indebtedness, migration and nature of assistance preferred for assessing the poverty level of each rural household. Each household will be ranked according to the total score obtained for classification into poor and non-poor. However, objections have been raised to the new methodology as well by some states, notably West Bengal.

One of the important features of the new methodology, it is claimed, is that it does not require direct application of the poverty line for identification of the poor. Nor will any household be excluded just because it possesses some consumer durables as was done in the last census. This phenomenon will be rare in remote tribal areas. The new methodology would also enable ranking of each household in a village on the poverty scale so that the inter-se position of each household is known to others at the time of finalisation of the list.

The scores of every household would be displayed at a prominent place in the village to ensure transparency and to reduce the possibility of errors. In case of two or more households getting the same score, the tie would be broken by the Gram Sabha through consensus. The inter-se ranking of each BPL household, as approved by the Gram Sabha are to be displayed at prominent places in the village.

As per the central guidelines once the BPL list has been finally approved by the State/UT, after the approval of the Gram Sabha, no additions can be made in the list till the results of a subsequent BPL Census are available. It is not necessary to add the households, which happen to be victims of natural calamities, to the BPL list as calamity relief is outside the purview of the normal programmes of the Government. The BPL list is to be used for targeting people under the normal programmes only. Victims of natural calamities could be separately considered for appropriate assistance under the calamities relief programmes. If any household, however, crosses the cut-off score on a sustainable basis, it is to be deleted from the BPL list. Such reviews for deletions are to be made by the concerned Gram Sabha once in a year.

It is claimed that the schedule recommended for BPL Census 2002 has many advantages. It is simple and does not require skilled manpower to canvas. The schedule does not follow either the income or expenditure approach.

It is further claimed that the BPL Census will cover all the households in the rural areas of the country. A wealth of information relating to the suggested indicators of rural life will, therefore, be generated through the census which could fruitfully be used to assess the area specific and people-specific requirements and in devising appropriate programmes to address such requirements<sup>1</sup>.

During our field survey in Assam and Tamil Nadu it has been reported that many tribal households had not been consulted in the preparation of BPL household according to the earlier procedure. The new enumeration pattern has not yet begun. In this context, the reported large scale irregularities in Morigaon DRDA (Morigaon ITDP in Assam is one of the sample units of this study) is revealing. It was reported that of the five development blocks under the DRDA, Morigaon development block topped the list in fund embezzlement and other irregularities. According to a citizen's report submitted to the Parliament Committee on Petitions and the Ministry of Rural Development, the IBS programme meant for SC/ST people was taken up and funds were spent in

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<sup>1</sup> Based on PIB features

this block which has no SC/ST population. Not only government guidelines for employment of labourers from some specified categories in execution of DRDA works were violated, but also BPL benefits were given to those who are well off.<sup>2</sup>

### **Special Central Assistance**

In May 2003 the Ministry of Tribal Affairs issued fresh guidelines for release and utilization of Special Central Assistance (SCA) for Tribal Sub-Plan. The full text of the guidelines is at Annexure-IV. The prominent features of the new guidelines are:

- 1. The tribal population living below poverty line should alone be covered under SCA-financed activities, with a special emphasis on raising their socio-economic status to that of the rest of the population in the Blocks/District/State.**
2. While formulating SCA-funded TSP activities, priority should be given to the development of the most neglected tribals living in the Forest Villages.
3. Long-term Area-specific micro-planning by taking into consideration ITDPs/ITDAs and the blocks/clusters therein as geographical units should be taken up under SCA to TSP. Multi-disciplinary agencies could be entrusted with the task of preparing such long term plans indicating estimates of the flow of funds from the State Plan (TSP), the Central Plan (SCA to TSP) and through Grant-in-aid under Article 275 (1) of the Constitution.
4. Since SCA to TSP is additive to the State Plan, the State Government/UT administration should indicate the Department/Scheme-wise details of activities funded out of the Annual State Plan. As the SCA to TSP is to be utilised as gap filler to the schemes being taken up out of the TSP funds earmarked under the Annual State Plan, adequate justification should be given to show that the schemes being funded out of SCA to TSP are actually supplementary to schemes being taken up out of TSP funds earmarked in the Annual State Plan.
5. Projects/schemes drawn up on issues affecting tribal women should be brought centrestage and their participation, right from the stage of formulation to implementation of various development projects needs to be ensured. To this effect, a fixed portion of SCA funds should be kept apart and shown under the 'Women's Component'.

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<sup>2</sup> Panchayati Raj Update August 2003, Institute of Social Sciences, New Delhi.

Before sanctioning the SCA to TSP, it is a pre-requisite to formulate specific schemes/programmes that have a direct bearing on the economic development of tribals as suitable to their social, economic and ecological situation. The schemes/programmes thus formulated should be sent in advance as proposals to the Ministry for examination/discussion and approval.

- 6. In view of the diverse and varied physical and socio-economic conditions of the tribals, the SCA funds directed especially to the poverty alleviation should necessarily support such innovative income-generating and employment activities/programmes with sustainable relevance/utility to the tribal beneficiaries.**
- 7. Adherence to the provisions of the Panchayati Raj Act of 1992 and the Provisions of the Panchayats (Extension to Scheduled Areas) Act of 1996 in planning and implementation of TSP, including the SCA funds, should be ensured in letter and spirit.**
8. Out of the total SCA allocation for a financial year, 10 per cent of the funds will be utilised for the purpose of extending incentives to States for effective implementation of TSP and the same will be released as per the prescribed criteria.

### **Assessment**

It is too early to assess the impact of these fresh guidelines in improving implementation of TSP schemes / programmes. We are also not aware of the full details leading to the necessity for issuing fresh guidelines. As far as we know no objective assessment of SCA utilization, as per the original stipulations, were made expect gathering some impressionistic views before putting in place the new stipulations. However, in the context of PESA 1996, the attempt should be to dovetail TSP programmes with Gram Sabha/Panchayat functioning. It is relevant to point out here that PESA 1996 specifically lays down that: “while endowing Panchayats in the Scheduled Areas with such powers and authority as may be necessary to enable them to function as institutions of self-government, a State Legislature shall ensure that the Panchayats at the appropriate level and the Gram Sabha are endowed specifically with - ... the power to control over local plans and resources for such plans **including tribal sub-plans.** (4 (m) (vii) Act).

### **Inadequacy of Data**

One serious draw back in planning for tribal development is the absence of authentic data even on primary items like demography. We are in 2003 and 2001 census figures, tribe wise are not

available. 1991 census data on various items like tribe-wise literacy, are just not available. During the course of this study we have keenly felt the absence of comparative tribal development data particularly in terms of physical achievements and it seems that it has become a pattern not to include in the State Tribal Sub-Plan documents information such as: (a) norms adopted for identifying ST BPL families; (b) average per family scheme wise assistance given; (c) number of ST families assisted and crossing the poverty line, etc. during a specified period. Also, the flow from institutional finance sources were not indicated at all. And nobody seems to be much bothered about these.

एकदश 1

### Financial Input

The following two diagrams depict the trend of earmarking of funds for TSP in respect of Assam and Tamil Nadu during the 8<sup>th</sup> and 9<sup>th</sup> Plan and percentage of STs Below Poverty Line in 1993-1999-2000.

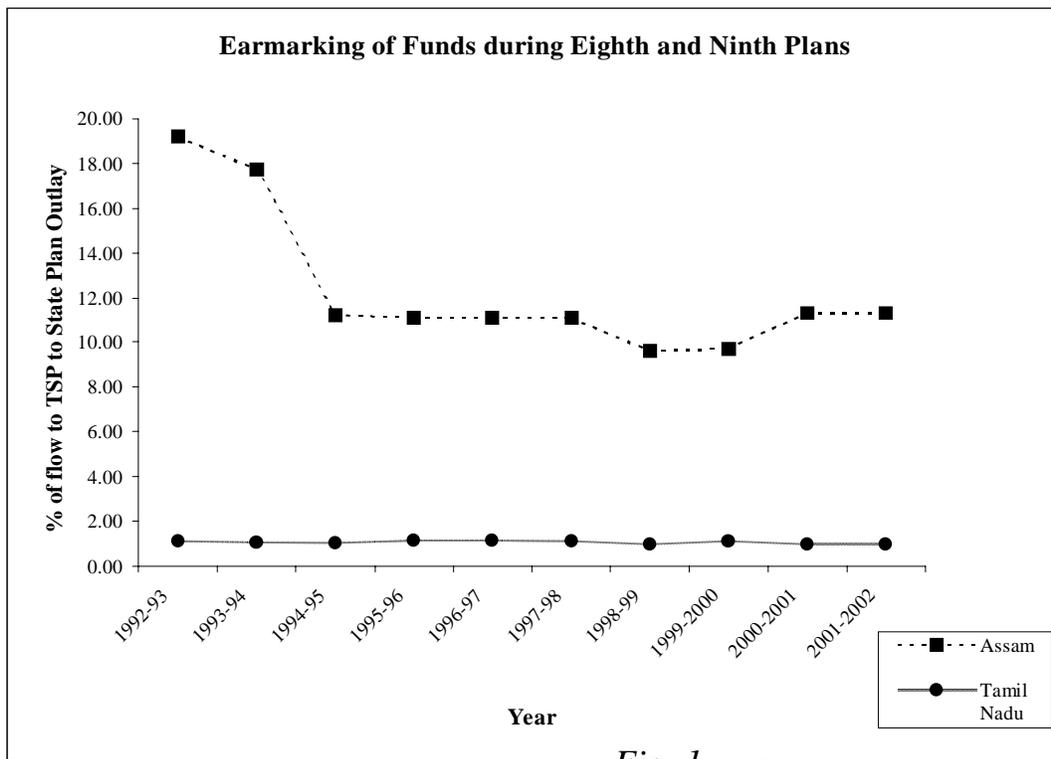
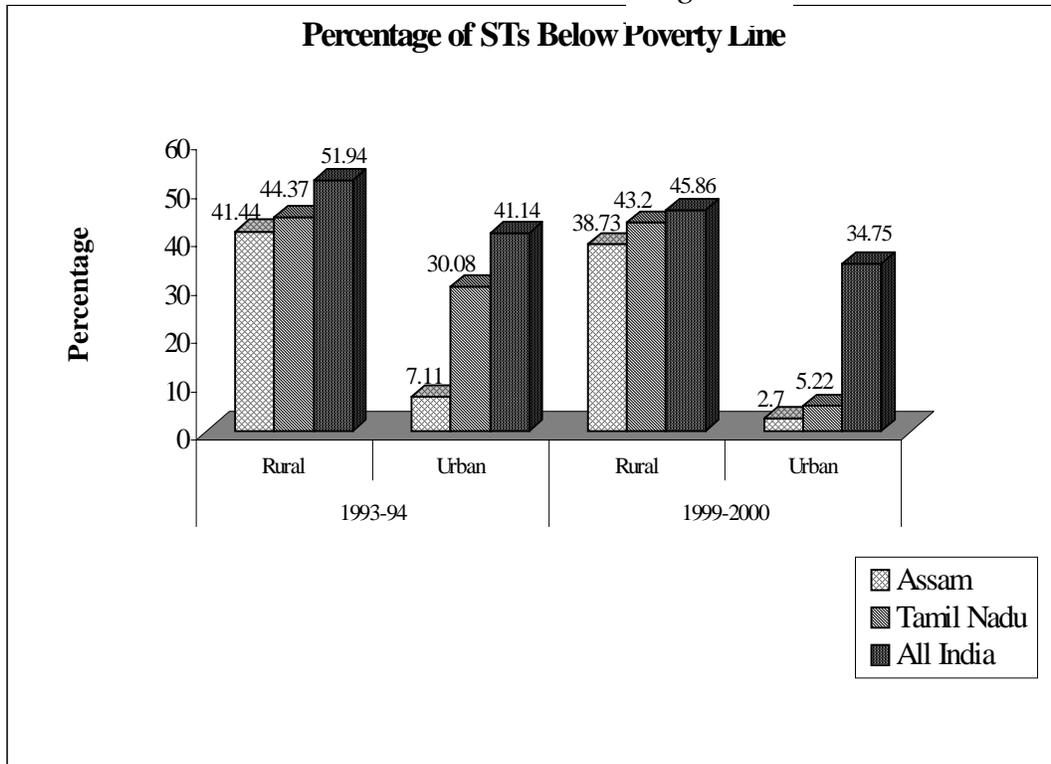


Fig. 1

Fig. 2



## THE SURVEY

**Introduction**

In this Chapter we are presenting the details of the results of the analysis of the secondary data on ITSP implementation along with the field survey results in the sample units of Assam and Tamil Nadu. In the survey, schedules were canvassed to obtain information from various levels i.e. state, district/ITDP, village and household (four schedules in all were canvassed). A copy of the set of schedules canvassed during the field survey is given at the end of the report.

*In the case of Assam two districts/ITDPs were selected for the study. From each ITDP 10 villages (i.e. total 20 villages) and from each village 20 households (i.e. total of 400 households) formed the sample size. The details of the sample units are as under:*

**ASSAM**

District/ITDP	Village	Total Population
<i>Morigaon</i>	Gorwari	2720
	1 No. Bongalburi	400
	Kacharigaon	880
	Bongthaigaon	1032
	Gayan Suburi	380
	Kumoi	1331
	Jonbel – 1	114
	Pachim Nagaon	1139
	Deosal	2349
	Bhumoraguri	2365
<i>Dhubri</i>	Debitola	12000
	Bashbari	6000
	Doldoli	367
	Modati Pohar	3679
	Bangaguri	680
	Pakhinaga	565
	Namdani Madati	3000
	Chechapani	467
	Lalmati	300
	Kajigaon	11346

*Source:* Compiled from the field data

In the case of Tamil Nadu, Salem and Dharmapuri districts were selected and from which Kalrayan hills and Sitheri hills ITDP, respectively were chosen. From each ITDP 10 villages were covered, from each village, 20 households were selected for the survey, the details being:

#### TAMIL NADU

District/ITDP	Village	Total Population
<i>Salem – Kalrayan Hills</i>		
1	Poomarathapatti	112
2	Muttal	152
3	Pattavallaru	86
4	Perichinattam	181
5	Navampattu	176
6	Chinnamangodu	162
7	Erumbur	122
8	Karumandurai Pudur	316
9	Sithampatti	186
10	Nagalur	232
<i>Dharmapuri- Sitheri Hills</i>		
1	Sooranatham Mangalpatti	118
2	Naikutti	129
3	Perari (forest village)	217
4	Poreri Pudur (forest village)	96
5	Umathi (forest village)	153
6	Mampari (forest village)	126
7	Soolan Kuruchi	171
8	Anna Nagar	197
9	Pudukottai Saradu	176
10	Namangadu	232

#### Assam

As per 1991 Census there were 24.34 lakhs Scheduled Tribes in the Plain Districts of Assam, which constituted 10.86 per cent of the State's total population of 224.14 lakhs. The total population of the state as per 2001 census is 266.38 lakhs. ST break-up of 2001 census is not yet available.

The Tribes in the Plain Districts of Assam include 9 (nine) groups viz., Barman in Cachar, Boro, Boro-Kachari, Deori, Hojai, Kachari including Sonowal, Lalung, Mech, Mishing and Rabha.

As regards geographical distribution of population of these tribes in Tribal Sub-plan areas, the Boro (Boro-Kachari) people are predominant in the ITDP areas of Kokrajhar, Barpeta, Nalbari,

Rangia, Guwahati, Mongaldoi and Udalguri, Tezpur and **Dhubri**. The Kachari (Sonowal) people are predominant in the ITDP areas of Dibrugarh, Tinsukia, Sivasagar, Jorhat and Golaghat. The Miri (Mishing) people are predominant in the ITDP, areas of Dhemaji, Majuli and Lahimpur while the Rabha people are predominant in the Goalpara ITDP areas. The Lalung are predominant in the **Morigaon** ITDP areas and Barmans in ITDP areas of Silchar. Since the formation of the Autonomous Councils viz., Bodoland Autonomous Council (BAC), Rabha Hasong Autonomous Council (RHAC), Mishing Autonomous Council (MAC) and Lalung (T) Autonomous Council (LAC), the functions and powers of the ITDPs falling within the Council areas have been transferred to respective Councils.

#### **Fund For Autonomous Council Area**

Funds under general area, TSP & SCCP are earmarked for Autonomous Council Area as per guidelines of the Welfare of Plain Tribes and (WPT) and Backward Classes (BC) Department. During the Ninth Plan Period no fund to Autonomous Council Areas had been released though such allocation was made during Ninth Plan. As these are Centrally sponsored programmes State matching share is released to the DRDAs where the GOI releases its share directly from the Centre. During the 10<sup>th</sup> Plan Period also the Govt. of Assam has no such proposal for release of fund of Rural Dev. Sector to the Autonomous Council Areas. However, representatives from such Council Areas are involved in supervision and monitoring of the work done by the Zilla Parishad, Anchalik Panchayat and Gaon Panchayat.

At the State level there is a Deptt. of Welfare of Plains Tribes and Backward Classes. The Deptt. coordinates the formulation, approval and implementation of TSP schemes under various development departments which implements the TSP Sectoral Plan Scheme. There is a coordination and monitoring cell in the WPT & B.C. Deptt. which guides, collects data and monitor periodically the progress of implementation of the schemes under TSP. It also obtains data from various departments to monitor periodically the progress of implementation of the family oriented income generating schemes and Point 11(B) of 20 Point Programme.

The estimated area under Tribal Sub-Plan is 10,991 sq.km., which account for about 14 per cent of the State's total area of 78,438 sq.km. The Tribal Sub-plan areas, in the Plain Districts of the State have been constituted into 19 Integrated Tribal Development Project Areas covering about 4542 villages.

As per 1999-2000 data, 38.73 per cent rural ST population and 2.70 per cent urban ST population were below poverty line. In 1993-94, the level was 41.44 and 7.11 respectively. The details are furnished in *Annexure – I*.

**A State Level Advisory Council** for the Welfare of the ST(P) which is headed by the Minister, Welfare of Plain Tribes and Backward Classes of Assam in which all ST(P) MLAs and ST(P) MPs of Assam are members of the Council is functioning. Extracts of the Notification dated 2 May 1967 constituting the Council is at *Annexure – V*.

### **Forest Villages**

There are 524 forest villages with a total population of about 1,60,179 comprising 20,694 families, covering an area 50,602 hectare. Out of the total population, about 75,464 belong to ST which constitute 47.11 per cent of the total population of the forest villages. These tribal villages are inhabited by Boro Sonowal Kachari, Lalung, Mishing, Deori, Rabha communities. The forest villagers are entitled to certain facilities from the Forest Department, such as grazing of cattle, ten carts of fuel wood and timber for construction of houses free of royalty. The tribal people also get the benefit of preferential treatment in the matter of settlement of forest Mahals upto limit of 7.5 per cent below the highest bid offered.

### **Minor Forest Produce**

The forest villagers are mainly agriculturists. They however, earn some extra amount of money by way of collection of minor forest produce. At present, there are hardly any mahals of honey, phooljharu, medicinal herbs, sal seed etc. There is no collection of cane at present departmentally or through other agencies in the state except small quantities extracted departmentally in Lakhimpur, Darrang East and Darrang West Divisions. Bamboo bearing areas of the state have been leased out to the Paper Mills in the State and bamboo collection is made by the Hindustan Paper Mill authorities. Many tribal families make their living in the felling and collection of these bamboos. Potential for collection of sal and other oil seeds is very limited due to problems in the viability of seed economically as well as extraction and storage difficulties.

The main objective of the Tribal Sub-Plan is the all round development of the Scheduled Tribes in the Plain Districts of Assam. Keeping in view the national as well as State needs, priority is given for promotion of self employment through family oriented income generating schemes, particularly for those who are below poverty line as a part of poverty alleviation programme. More emphasis is given to the generation of self employment opportunities in sectors like agriculture,

dairy development, veterinary, sericulture, handloom and textiles, small, village and cottage industries, fisheries, etc. Banks and other financial institutions are involved in implementation of family oriented income generating schemes.

**Decentralisation**

All the TSP schemes have since been decentralized. The schemes are placed before the Sub-divisional Planning and Development Council after getting it approved by the PICs and the Sub-divisional Scheduled Tribe Development Boards whichever is applicable. The schemes are formulated at the Sub-divisional level as per Sub-divisional allocations under TSP communicated by the respective heads of Department.

**Separate sub-head/Minor heads of accounts**

The TSP Funds are shown in the budget under separate sub-head. The Welfare of Plain Tribes and Backward Classes department is responsible for recommending release of funds under TSP.

**Assam Tribal Development Authority**

Family Oriented Income Generating Schemes are being implemented by the Assam Tribal Development Authority as an anti-poverty measure as well as to generate self-employment opportunities for tribal families, living below poverty line. The scheme implemented under FOIGS includes auto rickshaw, fishery, poultry, goatery, handloom, sericulture, weaving, etc. The total unit cost of all schemes except auto-rickshaw amounts to five thousand per beneficiary which constitutes subsidy and loan component in 50:50 proportion, whereas the unit cost of auto-rickshaw is Rs. 58,000/- of which an amount of Rs. 5,000/- is granted as subsidy and the rest Rs.53,000/- constitutes the loan component.

Selection procedure:- All beneficiaries under FOIGS are selected by the local ST(P) MLAs who are also the members of ATDA. The Chairman, PIC/ITDP and Chairman, Scheduled Tribe Dev. Board are responsible for selection of the beneficiaries under the ITDP areas and outside ITDP areas respectively. Since 1997-98 to the end of March / 2002, ATDA has assisted nearly 14,624 families. The following table reflects the number of tribal families who were benefited under FOIGS in different years.

Year	Physical Achievement
1997-98	3080

1998-99	3488
1999-2000	3144
2000-2001	3766
2001-2002	1146

### **Rural Development Sector**

***Poverty alleviation programmes in Assam are being implemented under Rural Development Sector. All the programmes/schemes are centrally sponsored. The funding pattern is 75:25 between Central and State Government. The programmes/schemes in operation are as follows:***

#### ***1. SGSY***

Prior to the year 1999-2000, all the self employment programmes were being implemented in the name of IRDP and allied programme. But w.e.f. 1.4.1999 this programme was renamed as Swranajayanti Gram Swarozgar Yojana (SGSY) by the Government of India. This programme is playing an important role to uplift the identified rural Scheduled Tribe (Plains) people living below the poverty line by providing them Government subsidy and bank loan for taking up self employment ventures, 50 per cent of the total allocated fund are spent for SC and ST people.

#### ***2. JGSY***

The wage employment programme i.e. JRY was re-structured as Jawahar Gram Samriddhi Yojana (JGSY) by the Government of India w.e.f. 1.4.1999. The objective of this programme is to reduce rural poverty by providing employment to the unemployed and under employed persons both male and female in rural areas and to create durable community assets for the benefit of ST(P) people and 22.5 per cent of the total allocated fund is earmarked for individual beneficiaries scheme of SC/ST people.

#### ***3. EAS***

Employment Assurance Scheme is being implemented as per guidelines issued by the Government of India. The objective of this programme is to provide gainful employment at least for 100 days each to unemployed registered persons in a year during the lean agricultural seasons in the rural areas and to create economic infrastructure and durable community assets for the benefit of ST(P) people.

#### ***4. SGRY***

The JGSY and EAS programmes have been merged together to form a new employment generation programme named as Sampurna Gramin Rozgar Yojana. The stream of the SGRY programmes are to be implemented by the intermediary Panchayat (AP) and the 2<sup>nd</sup> stream by the Gaon Panchayat.

#### 5 .IAY

Under this programme dwelling houses for the people living below the poverty line in rural areas are constructed and 60 per cent of the total allocation is spent for the SC/ST people and 40 per cent is spent for the non SC/ST

#### 6 PMGY (Rural Shelter):

The Pradhan Mantri Gramodaya Yojana is a 100 per cent Central funded scheme. The other norms are same as that of IAY.

### **Panchayati Raj and Tribal Development**

The Provisions of the Panchayats (Extension to Scheduled Areas) Act 1996 (PESA) is not applicable to Assam and Tamil Nadu States as there are no Scheduled Areas in these States. But, the Constitution (Seventy-third Amendment) Act 1992 is applicable to these States which equally applies to the Scheduled Tribe population. As such, some of the more important stipulations especially those relating to planning would need emphasis in the context of tribal sub-plan and poverty alleviation measures. Let us analyse these aspects.

The factual position in this regard in the States of Assam and Tamil Nadu is as follows:

Firstly, Article 243A provides that “A Gram Sabha may exercise such powers and perform such functions at the village level as the legislature of a State may, by law, provide”.

Secondly, in respect of powers, authority and responsibilities of Panchayat, Article 243 G provides that “Subject to the provisions of this Constitution the Legislature of a State may, by law, endow the Panchayats with such powers and authority as may be necessary to enable them to function as institutions of self-government and such law may contain provisions for the devolution of powers and responsibilities upon Panchayats at the appropriate level subject to such conditions as may be specified therein with respect to:

- (a) the preparation of plans for economic development and social justice.
- (b) the implementation of schemes for economic development and social justice as may be entrusted to them including those in relation to the matters listed in the Eleventh Schedule”

Entry 27 of the Eleventh Schedule reads: “Welfare of the weaker sections, and in particular, of the Scheduled Castes and Scheduled Tribes”

### **Assam**

The Assam Panchayat Act gives an exhaustive list of functions which Gram Sabha shall perform.

With particular reference to tribal development the following are relevant:

1. The Gaon Sabhas shall perform the following functions namely:... Identification of beneficiaries for the implementation of development schemes pertaining to the villages.
2. Preparation of Annual Plans for the development of the Gaon Panchayat area.
3. Social and Farm Forestry/Minor Forest Produce, Fuel and Fodder.
4. Poverty Alleviation Programme
5. Selection of beneficiaries under various programmes including IRDP through Gaon Saha.
6. *Welfare of the weaker sections and in particular the Scheduled Castes and Scheduled Tribes*
  - Promotion of public awareness with regard to welfare of Scheduled Tribes and other weaker sections.
7. Public Distribution System
8. Transfer to any Gaon Panchayat the management and maintenance of a forest situated in the Panchayat area.

The full list is given in *Annexure - VI*

### **Tamil Nadu**

In case of Tamil Nadu, the Act provided

- (a) The Gram Sabha shall,
  - (i) approve the village plan;
  - (ii) approve the village budget for the year;
  - (iia) approve the audit report on the village panchayat accounts of the previous year; and
  - (iii) review the progress of the implementation of all schemes entrusted to the village panchayat.

It is to be interpreted that the above functions also includes those for Scheduled Tribes.

Further, Article 243ZD (1) of the Constitution (74<sup>th</sup> Amendment) provides for the constitution of District Planning Committee to consolidate the plans prepared by the Panchayats and Municipalities in the district and to prepare draft development plan for the district as a whole. In accordance with this provision, Assam and Tamil Nadu have in their State Panchayat Acts, provided for the Constitution of District Planning Committee. Accordingly, while Tamil Nadu has constituted such a committee, the State of Assam has not done it so for.

It would be a welcome step if these two States could also make local arrangements in the tribal sub-plan areas to entrust Gram Sabha / Panchayat in such areas within the control of tribal sub-plan resources and TSP implementation.

*The broad demographic details of the two sample ITDPs selected for the study i.e. Dhubri and Morigaon in Assam are as under:*

**Table - 4.1**  
**Demographic Details of Sample ITDPs**

<i>Items</i>	<i>Dhubri</i>	<i>Morigaon</i>	<i>Assam State Total</i>
<i>Area in sq.km</i>	<i>483</i>	<i>608</i>	<i>10991</i>
<i>No. of villages</i>	<i>277</i>	<i>267</i>	<i>4542</i>
<i>Total Population*</i>	<i>29597</i>	<i>188696</i>	<i>2831103</i>
<i>Scheduled Tribe Population*</i>	<i>14226</i>	<i>86493</i>	<i>1584605</i>
<i>Scheduled Caste Population*</i>	<i>195</i>	<i>20644</i>	<i>123073</i>
<i>Percentage of ST population of ITDP to the total tribal population under TSP</i>	<i>0.9</i>	<i>5.5</i>	<i>10.00</i>

Source: Annual Plan (2002-2003)

\* Figures are based on 1991 Census

## The Field Survey

### Assam

#### *Socio-Economic condition of the Households*

#### *Size of the Family*

*Family is the basic institution of any society as it provides the foundation for a meaningful and better life. Large joint families tend to provide economic security to its members. The table below gives the analysis of the size of the family.*

Table - 4.2  
Total Family Members

Categories	Size0	No. of Families	% to the total
<i>Dhubri</i>			
Below 3	Small	49	24.50
3-6	Medium	120	60.00
6 – 9	Large	29	14.50

Categories	Size0	No. of Families	% to the total
Above 9	Very Large	1	0.50
No Response		1	0.50
Total		200	100.00
<i>Morigaon</i>			
Below 3	Small	22	11.00
3-6	Medium	109	54.50
6 – 9	Large	41	20.50
Above 9	Very Large	18	9.00
No Response		10	5.00
Total		200	100.00

Source: Compiled from Field Data

*It would be seen that in both ITDPs majority of the families has a medium family size, their size ranging between 3 and 6 members. Also while Morigaon had 9 per cent families of very large size (above 9 members) Dhubri had only 0.5 per cent. When compared to the norm, the family size of the ST communities in Assam as in most cases of other states is medium. Thus it can be deduced that population problem is not a very serious issue amongst tribal communities.*

#### **Educational Levels**

*The table below indicates educational status of surveyed families.*

Table 4.3  
Educational Level of the Family Members

Educational Categories	No. of educated persons	
	Dhubri	Morigaon
Illiterate	327 (48.09)	100 (16.45)
Literate without educational level	4 (0.59)	50 (8.22)
Primary	242 (35.59)	188 (30.92)
Middle	90 (13.24)	147 (24.18)
Secondary and above	16 (2.35)	115 (18.91)
Other technical qualification	1 (0.15)	8 (1.32)
Total	680 (100.00)	608 (100.00)

Source: Compiled from the field data

Note: Figures in parentheses indicate percentage to the total. Excludes child's population

*The “tribal disadvantage” is evident in education. Although the benefits of education are widely recognised, it is noteworthy that Dhubri has the highest percentage of illiterates i.e. 48.09. In both the ITDPs majority of the households have primary level education. In the 2 ITDPs persons with technical qualification were insignificant – 1 in Dhubri and 8 in Morigaon.*

*In spite of various special schemes and incentives for educational development amongst STs, the impact has been marginal when we realise that these schemes have been in vogue for almost half a century. In particular and in spite of TSP, the spread of technical education is not satisfactory at all.*

## Housing

The table below depicts the housing condition in respect of the two ITDPs

**Table – 4.4**  
**Housing Condition**

Housing condition	Dhubri	Morigaon
Kutchha	198 (99.00)	147 (73.50)
Pucca	1 (0.5)	17 (8.50)
Semi Pucca	0 (0.00)	33 (16.50)
Mixed	0 (0.00)	2 (1.00)
No response	1(0.5)	1 (0.50)
Total	200 (100.00)	200 (100.00)
Self construction	196 (98.00)	169 (84.50)
Government construction	3 (1.50)	28 (14.00)
No response	1 (0.50)	3 (1.50)
Total	200 (100.00)	200 (100.00)

Source: Compiled from the field data

Figures in parentheses indicate percentage

*Majority of the households in Dhubri (99 %) and Morigaon (73.50 %) lived in kutchha houses. It is also noticed that majority of the households (98 % in Dhubri and 84.50 % in Morigaon) constructed houses on their own without any external assistance including those of government. The history of various housing schemes designed for STs and implemented in various parts of the country have usually been a failure and Assam is no exception.*

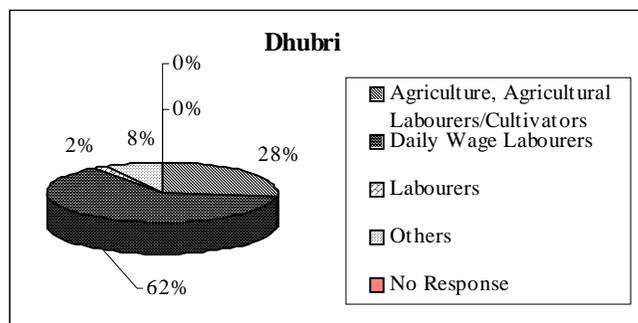
## Electricity

*Strangely enough Dhubri ITDP had only 1.50 per cent houses electrified, though Morigaon ITDP has 36 per cent. In both cases majority of the households did not have electric connection.*

## Occupation

*Majority of the surveyed households is engaged in agriculture and related occupations followed by daily wage labour. Further, in the case of supplementary occupation, majority of the respondents did not answer the question. The following diagram reveals the occupational categories.*

Fig. 3: Occupational Categories



### Income and Expenditure

*As is usual with most of the socio-economic surveys, especially among marginalised groups in remote areas, the correctness of income and expenditure cannot be guaranteed in all the cases because of inherent deficiencies in the response of the respondents. However, we feel that the study has more or less been able to portray the realities in relation to income and expenditure of the surveyed households.*

Fig. 4: Occupational Categories

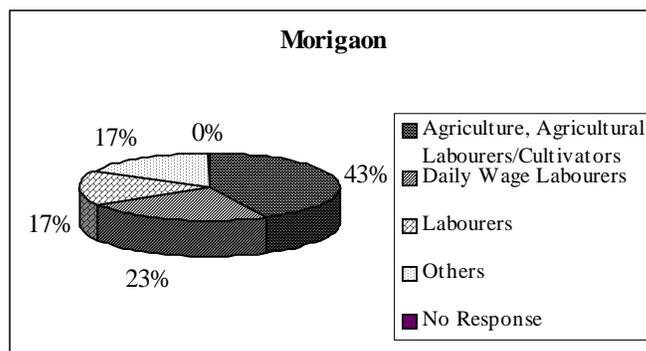


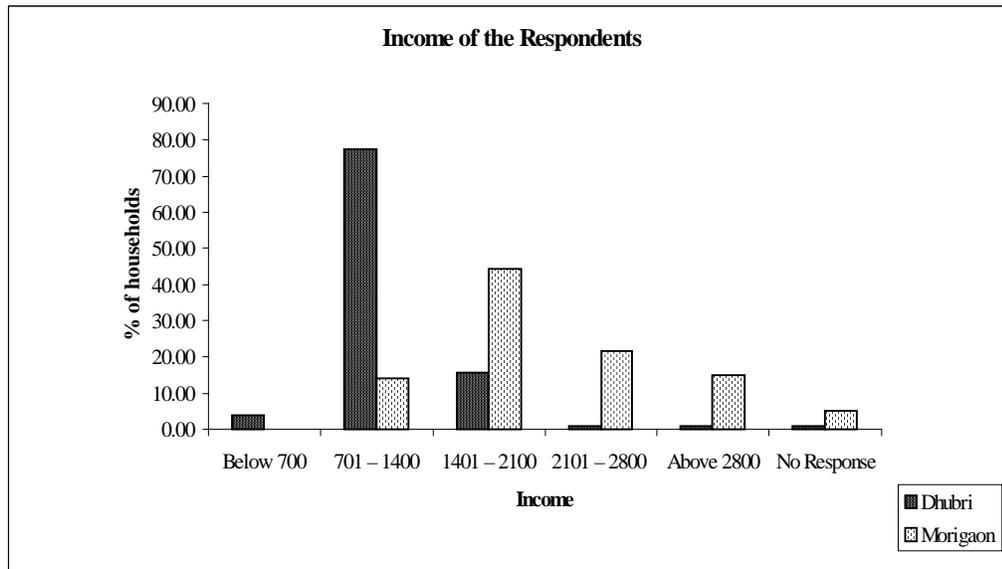
Table – 4.5  
Income of the Respondents

Income Categories	Dhubri	Morigaon
Below 700	8 (4.00)	0 (0.00)
701 – 1400	155 (77.50)	28 (14.00)
1401 – 2100	31 (15.50)	89 (44.50)
2101 – 2800	2 (1.00)	43 (21.50)
Above 2800	2 (1.00)	30 (15.00)
No Response	2 (1.00)	10 (5.00)
Total	200 (100.00)	200 (100.00)

Source: Compiled from field data

Fig. 5

Figures in parentheses indicate percentages



*The data reveals that majority of the households in Dhubri ITDP are from the income slab of Rs 700-1400, whereas 44.50 per cent in Morigaon was in the income slab of Rs. 1400-2100. Thus it turns out to be that majority of the households are in the ‘Below Poverty Line’ category.*

- The data clearly indicates that most of the families have a low income. They have limited skill and resources at their disposal. Consequently they are engaged in informal and unorganised sectors where the wages are very low. As a result, their standard of living is also low.

As to expenditure, 86 per cent in Dhubri come under Rs. 700-1400 slab, while in Morigaon 29.5 per cent come in the same slab. This seems to be a more or less realistic picture and supports our view that large number of families in both the ITDPs are ‘Below Poverty Line’.

Further, the major expenditure was on food in both the ITDPs – 77 per cent in Dhubri and 61.88 per cent in Morigaon. This also confirms to the general theory that lesser the income, larger the share spent on food.

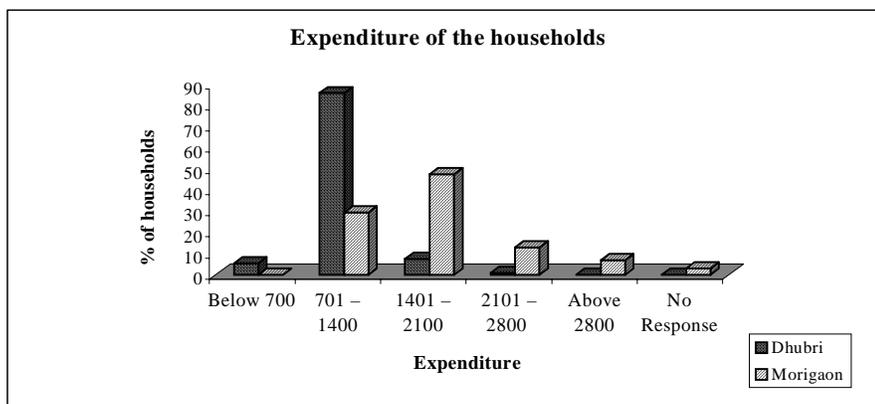
Table – 4.6  
Expenditure of the Respondents

Expenditure Categories	Dhubri	Morigaon
Below 700	11(5.50)	0 (0.00)
701 – 1400	172 (86.00)	59 (29.5)
1401 – 2100	15 (7.50)	95 (47.5)
2101 – 2800	2 (1.00)	26 (13.00)

Above 2800	0 (0.00)	14 (7.00)
No Response	0 (0.00)	6 (3.00)
Total	200 (100.00)	200 (100.00)

Source: Compiled from field data  
 Figures in parentheses indicate percentages

Fig. 6



The survey also collected information on the number of families who had ration card. It was gathered that 75 per cent of families in Dhubri and 65.50 per cent in Morigaon possessed ration card, though all the families should have had the ration card, so essential in a regime of Public Distribution System (PDS). Perhaps the state government authorities should look into the matter.

During the survey an incident also came to notice where a family in Morigaon had lost the ration card. When approached for a duplicate, the ration card issuing authorities demanded Rs 50/-. As the family could not afford to pay the amount, the family continues to be without a ration card.

**Families below Poverty Line**

As per definition of poverty line for Assam defined by the Government of India as Rs. 280.85 per capita per month, the Assam Government conducted in 1998 the BPL census, applying expenditure method. As per census, the following information is available for the two sample districts.

District	No. of Rural Families	No. of BPL Families	% age of BPL Families	ST
Morigaon	131084	91358	69.69	14497
Dhubri	260218	195232	75.03	15282

**As per revised methodology for identification of Below Poverty Line families income is not an essential criterion. The revised methodology takes into account 13 socio-economic parameters, namely, operational holding of land, housing, clothing, food security, sanitation, ownership of consumer durables, literacy, labour force, means of livelihood, status of children, type of indebtedness, migration and nature of assistance preferred for assessing the poverty level of each rural household. Under this dispensation, majority of the tribal families are expected to be categorised as BPL.**

#### *Cooking Medium and Forest Item*

***In order to assess the socio-economic status of the tribal family, and the level of poverty condition, the survey sought information on medium of cooking.***

Modern ways of medium of cooking are far away from the scene and it was noticed that almost 96 per cent in both the ITDPs still depended on fuel wood. Elsewhere, we have also described the difficulties in collecting fuel wood from depleting forest resources. This also indicates the levels of living of the people in the area and the impact of TSP implementation.

This view is substantiated by the fact that even today a substantial number of families use aluminum kitchen ware.

The main forest items used as food in Dhubri and Morigaon are tubers and roots, wild fruits and vegetables, wild herbs and edible leaves.

#### *Source of Lighting*

***All the surveyed households in Dhubri (100 %) use kerosene oil only for lighting purposes. In Morigaon ITDP, 68 per cent depend on kerosene oil and 32 per cent on electricity. This would mean that tribal village/hamlet electrification programme has a long way to go.***

#### **Land Ownership**

***The table below, which is self explanatory, provides information on land ownership pattern among the surveyed households.***

Table – 4.7  
Land Ownership in Dhubri

(In acres)

Land Ownership	Categories	No. of families	Percentage to the total
Below 2	Small	131	65.50
2.1 – 4	Medium	39	19.50
4.1 – 6	Large	19	9.50
Above 6	Very large	9	4.50
No Land		2	1.00
Total		200	100.00

Source: Compiled from field data

Table – 4.8  
Land Ownership in Morigaon

Land Ownership	Categories	No. of families	Percentage to the total
Below 2	Small	32	16.00
2.1 – 4	Medium	44	22.00
4.1 – 6	Large	39	19.50
Above 6	Very large	83	41.50
No Land		2	1.00
Total		200	100.00

*Source:* Compiled from field data

It would be seen from the above tables that the majority of families (65.50%) hold land measuring below 2 acres in Dhubri, whereas in Morigaon, 41.50 per cent possess land above 6 acres.

### **BPL Family Assistance**

*As to poverty alleviation programme, Morigaon ITDP households seem to be more informative, in that 77.50 per cent had elementary knowledge about BPL families programme. In this respect Dhubri was very poor in that only 9 per cent stated that they had some knowledge.*

*The two tables below clearly indicate that Dhubri ITDP households have not been able to avail of any reasonable assistance from poverty alleviation scheme. This is a matter which should engage serious attention of state government authorities.*

Table - 4.9  
Assistance received by BPL families under Poverty Alleviation Scheme

Response	Dhubri	Morigaon
Yes	17 (8.50)	173 (86.50)
No	154 (77.00)	13 (6.50)
No Response	27 (13.50)	4 (2.00)
Don't know	2 (1.00)	10 (5.00)
Total	200 (100.00)	200 (100.00)

*Source:* Compiled from field data

*Note:* Figures in parentheses indicate percentages

In Dhubri families who said 'Yes' received Rice, House under IAY scheme and Yarn. In Morigaon families received the following benefits: House under IAY, agricultural implements, thread, loom, rice, duck, pig, hand cart, tube well, cash, loom, fly shuttle, latrine, mosquito net, sanitation, power tiller, sewing machine, utensil especially in flood affected areas

Table - 4.10 :  
Government Assistance received by family members under any programme

Response	Dhubri	Morigaon
Yes	0 (0.00)	40 (20.00)
No	192 (96.00)	157(78.50)
No Response	8 (4.00)	3(1.50)
Total	200 (100.00)	200 (100.00)

Source: Compiled from field data

Note: Figures in parentheses indicate percentages

In Morigaon families received the following benefits: ducks, Bhudooti Janjati Mahila Samiti provided a spinning loom in the year 2001, rice, house, tube well, in 1998, one family got one fly shuttle from Lalung Autonomous council, mosquito net, power tiller, Special family identity card (for the beneficiary under Antyodaya Anna Yojana), thread for weaving.

### Cooperative Societies

*Notwithstanding decades of cooperative movement, and special dispensation for tribal people under LAMPS, tribal development co-operatives etc. only 4 of the surveyed households in Dhubri and 25 households in Morigaon (out of 200) were members of cooperative society. This is a serious drawback in the implementation of TSP. Added to this is the fact that 97 per cent of these surveyed households in Dhubri and 89 per cent households in Morigaon reported that during the last one year no development official visited the household.*

## Tamil Nadu

### Profile of Scheduled Tribes

The main tribes in Tamil Nadu are Malayali, Toda, Kurumba, Paniyan, Irular, Kattunayakan, Kanikar, Paliyan, Sholagar, Kadar, Vedar etc. of which Toda, Kota, Kurumba, Kattunayakan, Paniyan and Irular are the Primitive Tribes. There are 36 Tribes in all, whose combined population as per 1991 census is 5.74 lakhs representing 1.03 per cent of the total population of the State which is 558 lakhs. Of the 5.74 lakhs tribals 51.03 per cent of the tribals are males and remaining 48.97 per cent are females.

Out of the total population of 5.74 lakhs, ITDP areas cover roughly 2 lakhs tribals which is 33 per cent of the total population of the tribals. The ITDP wise ST population is as in Table below.

Table – 4.11  
Scheduled Tribe Population

Sl.No.	Name of the District	Name of the ITDP	Area (Sq.Km)	Total Population of the Area	ST Population
1	Tiruvannamalai	Jawadhu	310.35	59448	49962

		Hills			
2	Namakkal	Kolli Hills	224.85	38449	30665
3	Villupuram	Kalrayan Hills	600.00	32756	29991
4	Salem	Yercaud Hills	147.50	33353	21676
5	Salem	Kalrayan Hills	319.21	21395	20665
6	Dharmapuri	Sitheri Hills	188.00	29890	14353
7	Trichy	Pachamalai	128.83	13397	7894
8	Salem	Pachamalai	109.92	24161	6583
9	Salem	Aranuthumalai	29.02	11879	6604

Source: Annual Tribal Sub-Plan, 2001-2002, Director of Tribal Welfare, Chennai – 600 005.

The literacy rate among the tribals is about 27.89 per cent as against the general literacy rate of 62.46 per cent (1991 census). The literacy rate among the tribal women is 20.23 per cent which is much less than that of tribal men viz. 35.24 per cent. The details are given in Table below.

Table – 4.12  
District-wise STs Percentage of Literacy - Tamil Nadu – 1991 Census

Sl.No.	District	ST Literacy Percentage		
		All	Male	Female
1	Chennai	63.30	73.65	52.37
2	Kanchipuram	23.04	29.94	<b>15.92</b>
3	Vellore	24.81	32.05	<b>16.83</b>
4	Dharmapuri	24.44	31.50	<b>17.05</b>
5	Tiruvannamalai	<b>18.85</b>	26.07	<b>11.26</b>
6	Villupuram and Cuddalore	<b>16.84</b>	22.17	<b>11.31</b>
7	Salem	28.00	35.74	<b>19.97</b>
8	Erode	28.93	34.96	22.72
9	Coimbatore	<b>24.71</b>	30.86	<b>18.18</b>
10	Nilgiris	32.99	40.31	25.48
11	Dindugal	38.10	47.19	23.59
12	Trichy, Perambalur, Karur	41.02	49.52	32.33
13	Thanjavur, Tiruvarur Nagapatinam	44.24	54.39	33.92
14	Pudukkottai	52.29	63.33	41.05
15	Sivagangai	39.98	50.28	27.86
16	Madurai	52.97	64.54	40.71
17	Virudunagar	38.92	49.03	29.24
18	Ramnathapuram	27.05	33.89	<b>19.12</b>

19	Tuticorin	40.38	49.88	31.09
20	Tirunelveli	50.15	60.57	40.04
21	Kanniyakumari	54.81	59.31	50.25
	Total	27.89	35.25	20.23

Source: TSP, Tamil Nadu 2001-2002.

Out of 5.74 lakhs of tribals 2.78 lakhs are non-workers and the remaining 2.96 lakhs are workers. Of the 2.96 lakhs workers 1.34 lakhs are cultivators, 0.93 lakhs are agricultural labourers, 0.04 lakhs are household workers, 0.47 lakhs are other workers and 0.18 lakhs are marginal workers.

The tribal population in the State is largely concentrated in fifteen districts, mainly Western and Southern Districts.

As per 1999-2000 data 43.20 per cent rural ST population and 22.17 per cent urban ST population were below poverty line. In 1993-94, 44.37 per cent rural ST population and 30.08 per cent urban ST population were below poverty line. The details are at *Annexure – I*.

**Summary Findings of the Bench Mark Survey conducted by the State Government gives a comparative picture of development indicators in sub-plan and non sub-plan areas. These are:**

1. There are 490 habitations in the 94 villages selected for the Sub-Plan area and 302 habitations in the 104 surveyed villages of Non-Sub Plan area. Sixty two per cent of the habitations in the Sub-Plan area and 83 per cent of the habitations in the Non-Sub-Plan area belong to the concentration group of less than 200 population.
2. Household size of tribal population is 4.4 per cent in Sub-Plan area and 4.0 in Non-Sub Plan area.
3. Sex ratio is 935 per 1000 males in Sub-Plan area and 952 per 1000 males in Non-Sub Plan area.
4. Literacy rate of Tribals in Sub-Plan area is 16 per cent while for Non-Sub Plan area it is 26 per cent.
5. 36 per cent of the Sub-Plan area Tribals come under 14 years age group (Children).
6. Among the literates out of 1275, 19 are graduates and above including professionals in the Sub-Plan areas whereas it is 34 for 1414;
7. 63 per cent of the tribal households in the Sub-Plan areas dwell in Katcha houses whereas it is 58 per cent for Non-Sub Plan areas. Almost all (98%) in the Sub-Plan areas reside in their own houses whereas 87 per cent of them dwell in own houses in Non-Sub Plan areas.

8. In the tribal households for lighting purposes, electricity is used in 28 per cent of the household in Sub-Plan areas while in Non-Sub Plan areas 43 per cent of the households use power for lighting.
  9. 82 per cent of the sick persons in the Sub-Plan area and 62 per cent in the Non-Sub-Plan areas availed themselves of the facilities in the Additional Public Health Centres in their area.
  10. In the Sub Plan area, 61 per cent of the households are agriculturists while in the Non-Sub Plan area, it is only 24 per cent; 27 per cent of the households in the Sub-Plan area are in the agricultural labourers category.
  11. 49 per cent of the selected households in Sub-Plan and 39 per cent of the households in Non-Sub Plan area are in the annual income slab of Rs. 5000/- and less.
  12. When the monthly per-capita expenditure levels are considered about 90 per cent of the households are in the slab of Rs. 281/- and above for both Sub-Plan and Non-Sub Plan areas.
  13. Medical facilities are not available within the hamlets of the Sub-Plan areas. 50 per cent of hamlets in Sub-Plan and Non-Sub Plan areas, medical facilities are available at a distance of more than 5 km.
  14. 41 per cent of the hamlets in the Sub-Plan area and 48 per cent of the hamlets in the Non-Sub Plan areas are having Primary Schools within the hamlets.
  15. 62 per cent of the hamlets in the Sub-Plan area and 64 per cent of hamlets in the Non-Sub Plan area are having protected drinking water facilities within the hamlets.
- These and our own survey data point out to the need to expand infrastructure facilities.

#### **Administration and Personnel Policy**

The administrative structure for the implementation of Tribal Sub-Plan schemes in Tamil Nadu is basically the general administrative structure that exists already consisting of the various Departments of Government at State, district and field levels. Wherever necessary, the existing machinery has been strengthened.

At the apex level, the Tamil Nadu Tribal Development Authority with the Honourable Chief Minister as its Chairperson, is the policy framing and guiding authority which reviews the implementation also.

At State Level, the Secretary to Government, Adi Dravidar and Tribal Welfare Department is in overall charge of issue of sanctions for the Tribal Development schemes, he is assisted by the Director of Tribal welfare and the Director, Tribal Research Centre, Ooty in formulation of plans, as

well as in assessing the impact of schemes. At district level, the District Collectors are the Chief Project co-ordinators.

The Sectoral Departments have their own field level machinery for implementing the schemes. The District Collector as Development head at district level has full control over the field level machinery of the departments which help to implement the schemes successfully.

The concerned project Authorities and Sectoral Departments at district and below level collect and send information to the State Head Quarters where it is consolidated for review by the Secretary, Adidraavidar and Tribal Welfare Department. The progress is monitored by the Director of Adidraavidar and Tribal Welfare Deptt., at Head of Departments level and whenever bottlenecks are noticed, they are removed to reach the target. At the district level, the Collectors monitor the progress. The Evaluation and Applied Research Department is also undertaking evaluation of the schemes implemented by the Sectoral Departments including the schemes under TSP. Subsequently, quarterly progress reports are sent to the Government of India.

Besides the Tamil Nadu Tribal Development Authority there is an Advisory Body called the Tamil Nadu Tribes Advisory Council - as per Fifth Schedule to the Constitution though there is no Scheduled Area in Tamil Nadu - consisting of MLAs, Tribal representatives and officials. The Council serves as a forum for expressing views with regard to the development of the tribal people and tribal areas.

### **TSP Programmes**

Sericulture, which is remunerative for the tribes is highly labour oriented. In the year 2001-02, 190 tribal families were to be assisted. Likewise, village industries were to cover 1750 tribal families by establishment of honey processing plant and distribution of bee hives and other accessories. Unfortunately, the information of a cumulative nature indicating the total number of families assisted, and among them, the number crossing the poverty line is not forthcoming.

About 96 per cent of tribal families, it is claimed, have been enrolled as members of 19 LAMPS/Cooperatives. The field survey results showed non enrolment of a large number of families in the surveyed areas. It is also claimed that these LAMPS have made a major break through in the field of credit and marketing and have gone a long way in rescuing the tribals from the debt trap of unscrupulous money lenders in these areas. LAMP societies provide short term, medium term and consumption loans to tribals besides assuming responsibility for ensuring reasonable return for their produce. They also function as Public Distribution System centers for essential commodities at fair price. For the effective discharge of their functions, these LAMPS

will continue to get Government support in the form of subsidy. The question of forming a Federation of LAMPS is being examined in consultation with the State Registrar of Co-operative Societies.

#### **Vocational Assistance**

For providing guidance to job seekers, 4 Vocational Guidance Centres at Udagammandalam, Sankarapuram, Kolli Hills and Javadhu Hills are functioning. There is also a mini ITI functioning at Sankarapuram, Villupuram district giving training to 80 scheduled tribe boys per batch.

The Government of India have allotted two Residential Higher Secondary schools to Tamil Nadu, with sanction of grants under Proviso of Art 275(1) of the Constitution. They have also released a sum of Rs. 1 Crore during the year 1997-98. The Silver Hills Residential school at Vellimalai, Villupuram district has already started functioning from 1998-99. Opening of two more model Residential schools one at Karumandurai in Salem district and another at Top Sengattupatty in Tiruchy district is under process.

#### **Protective Measures-Retrospect and Prospect**

The exploitation are mainly in the areas of indebtedness and land alienation. In this respect LAMPS in Tamil Nadu play a pivotal role.

#### **Debt Relief**

The alienation of Tribal land occurs because of non-repayment of old debts and the need for new loans for performing social functions and to meet current consumption needs. It is observed that importance is given by the tribals on consumption rather than for productive purposes. Numerous schemes were introduced by the Government for the tribals towards their economic upliftment. But the money-lenders play a negative role in making the tribals to be in perennial indebtedness by providing instant loan at exorbitant rates of interest. This happens because the traders and money lenders are exploiting their illiteracy and ignorance for their advantage. With a view to relieve the tribals from the clutches of the unscrupulous local traders and money lenders they are no doubt given interest free loans and consumption loans through LAMPS. These LAMPS cater to their credit needs both for consumption and for agricultural development, but the reach is inadequate, the survey has shown. The tribals are also given debt relief under Debt Relief Act. The tribals economic development can only be ensured if timely interest free credit is given which will keep

them away from the unscrupulous local money lenders and traders. Also, there is a need for awareness training.

### **Health Facilities**

To provide medical facilities in tribal areas, the Department of Public Health and Preventive Medicine is maintaining 14 Primary Health Centres and 76 Sub Centres in tribal areas. Similarly, the Department of Indian Medicines and Homeopathy is running seven Siddha Dispensary and one mobile medical unit in tribal areas. A project to provide health care services and development of capacity building in PTGs is also being implemented in three districts namely Tiruvallur, Kancheepuram and Nilgiris with the assistance of Indian Council of Medical Research.

### **Drinking Water**

In tribal habitations protected drinking water is a basic requirement for good health. The survey conducted in 1997 revealed that 939 ST habitations are in need of drinking water. The estimated cost of providing drinking water to tribal habitations was Rs. 1089.76 lakhs. So far drinking water facilities have been provided for 545 habitation, leaving 394 habitations to be covered.

### **Self Help Group Approach**

To empower the tribal women, emphasis is laid on Self Help Group approach and at the end of 2002 about 1261 self help groups consisting of 19,872 tribal women were successfully functioning in the state.

The other schemes implemented by the sectoral departments are:

1. Horticulture  
Formation of orchard, and planting of mango, banana, silver oak, gova, and plantation of coffee, pepper.
2. Minor Irrigation (PWD)  
Construction of Check Dams
3. Animal Husbandry  
Deworming medicine for sheep and goats, distribution of milch high breed animals, distribution of donkeys to transport minor forest produce.
4. Soil Conservation
  - Contour rubble bund with vegetative barrier
  - Land shaping
  - Water conveyance through pipe
  - Check Dams, disc ploughing, farm forestry.

5. Co-operation  
Functioning of LAMP societies
6. Forestry
  - Afforestation programme
  - Construction of school buildings
  - Formation of roads
7. Khadi and Village Industries Board  
Honey process plant, distribution of bee-hives and other accessories.
8. Sericulture  
Distribution of mulberry saplings etc.
9. Education  
Schools and hostels
10. Health  
Supply of medical kits, mobile para medical units, and mobile medical team.
11. Infrastructural Development  
Laying roads to ST habitations
12. Drinking Water  
Protected drinking water to ST habitations.
13. Rural Electrification  
Provide street lights to ST habitations.
14. Housing  
Construction of houses in ST habitations
15. Manpower and Employment  
Vocational guidance centre, mini ITI, training programmes for STs.
16. Development of Women and Child  
Stipend to trainees, supply of sewing machines, maintenance of tailoring units.
17. Primitive Tribes / Dispersed Tribes

In addition, the Tribal Welfare Department is also implementing some welfare schemes. Strangely, the TSP documents do not contain comprehensive programme details, including BPL families assisted and crossing the poverty line in a consolidated, comparable manner.

### **Development Issues**

It is reported that while sanction is accorded for construction of houses to tribal people living in remote and hilly areas, considerable delay occurs in the construction of houses since transportation of raw materials pose a great problem. Sometimes they are carried as head load for long distance. Because of these difficulties contractors are not willingly coming forwards to undertake development works in remote tribal areas.

Further, the Forest Department does not permit to clear even the small branches of trees to draw electric lines, laying roads, pipe lines, etc. through forest area. The solar photo vocal system

is expensive and not effective as it requires proper maintenance and costly replacements which the resourceless Panchayats cannot do. For want of proper roads, basic needs like schools and dispensaries could not be located, with the result, even the seriously ill patients could not be taken to plains for treatment in time. In short, the absence of road facilities, electricity etc. are keeping the tribal people away from joining the main stream. If tribal area needs are to be fulfilled then the Forest Conservation Act will need to be relaxed for genuine, harmless human development requirements.

### **Role of voluntary organizations in tribal development**

The following voluntary organizations in Tamil Nadu are working for the welfare of tribals.

1. Sri Sarguru Samarasa Sanmarga Sangam is running three residential school for tribes, two schools in the Nilgiri district and one in Coimbatore district. They also run one dispensary for tribes in Coimbatore district.
2. The Nilgiris district Adivasi Welfare Sangam: This association is maintaining three dispensaries and one mobile medical unit in the Nilgiris.

The below mentioned organizations are making significant contributions by rendering meaningful support to the Government efforts. The details of their activities are not readily available.

3. The Palanimalai Adivasi Welfare Sangam is maintaining a hostel for tribals in Madurai district.
4. The Akkal Adivasi Seva Sangam
5. Action for community organization, rehabilitation and development (ACCORD), Nilgiris.
6. Society for Rural Development (SFRD) Tribal Bhavan Tiruvannamalai.
7. Karunya Trust Centre for Social Action, Dindugal.
8. Rural Integrated Development Organisation (RIDO), Dharmapuri.
9. Akila India Annai Indira Madurai Mavatta Puranagar Mathargal Munnerta Sangam (AAMPS), Madurai.
10. Nilgiris Adivasi Welfare Association, Kotagiri, Nilgiris-Mobile Dispensary and Hospital.

### *IRDP (Self Help Group)*

The main objective of the IRDP is to ensure that the rural poor get fuller employment and better standard of living within a definite time frame. Integrated Rural Development programme is

launched all over the state. The expenditure on the subsidy portion of the programme is shared equally between the self help group and state Government and the loan component is provided by the commercial banks.

The major areas covered under IRDP are as follows:

1. Agriculture
2. Minor Irrigation
3. Animal Husbandry
4. Horticulture
5. Sericulture
6. Industries services and Business sector

The need to diversify the occupational pattern of the STs from their traditional occupation of agriculture and allied activities etc. is necessary to improve their economic condition.

The details of Physical and Financial Targets and Achievements under IRDP are as below.

Table – 4.13  
Physical and Financial Targets and Achievements under IRDP  
(Rs. in Lakhs)

Sl.No.	Year	Physical	Financial	Per Family assistance
		ST families	Expr. ST	
1	1992-93	3644	113.38	0.031
2	1993-94	5306	484.70	0.913
3	1994-95	3736	157.01	0.042
4	1995-96	3800	176.80	0.046
5	1996-97	2098	104.01	0.049
6	1997-98	3009	146.83	0.048
7	1998-99	2158	107.20	0.049
8	1999-00	1309	115.88	0.088
9	2000-01	1788	103.08	0.057
10	2001-02	1521	95.14	0.062

No Physical target was fixed by GOI since 1995-96 onwards

Source: State Tribal Sub-Plan Document, 2002-2003

It would be seen from the above figures that the per family assistance varies from Rs. 3100 to Rs. 9130.

The field survey covered Kalrayan ITDP in Salem and Sitteri Hills in Dharmapuri district.

#### **Family Size**

*As in the case of Assam, so also in Tamil Nadu, the largest number of families is of medium size consisting of 3 – 6 members. As per the survey 62.18 per cent belong to the medium size category. In case of Dharmapuri district, the percentage of medium sized family is 59.80 per cent. In*

*Kalrayan ITDP (Salem) only 2 families have members above 9, while in Sitteri ITDP in Dharmapuri, this number is only 1. Table below gives the detail.*

Table – 4.14  
Total Family Members

Categories	Size	No. of Families	% to the total
Salem			
Below 3	Small	46	23.83
3-6	Medium	120	62.18
6 – 9	Large	25	12.95
Above 9	Very Large	2	1.04
N. Response		0	0.00
Total		193	100.00
Dharmapuri			
Below 3	Small	56	27.45
3-6	Medium	122	59.80
6 – 9	Large	24	11.76
Above 9	Very Large	1	0.49
N. Response		1	0.49
Total		204	100.00

**Source: Compiled from Field Data**

#### **Educational Level of the Households**

*In the surveyed households of Kalrayan ITDP, majority of members were either literate without any educational level or were educated upto primary level (76.18 %). There was also a reasonable number with educational level of secondary and/or above and with technical qualification (3). In the case of Dharmapuri the percentage of literates without education or primary level constituted 67.08 per cent. There were also 52 persons (8.04%) with secondary and above status and 10 persons (1.55%) having technical qualification. In brief, it can be said that when compared to many other tribal areas, Dharmapuri and Salem do not seem to be backward in educational status. The table below gives details.*

Table – 4.15  
Educational Level of the Family Members

Educational Categories	No. of Persons	
	Salem	Dharampuri
Illiterate	0 (0.00)	28 (4.33)
Literate without educational level	219 (36.99)	236 (36.48)
Primary	232 (39.19)	198(30.60)
Middle	100 (16.89)	123 (19.01)
Secondary and above	38 (6.42)	52 (8.04)

Other technical qualification	3 (0.51)	10 (1.55)
Total	592 (100.00)	647 (100.00)

Source: Compiled from the field data

Note: Figures in parentheses indicate percentage of educated people to the total. Excludes child's population who are too young to read and write.

Fig. 7

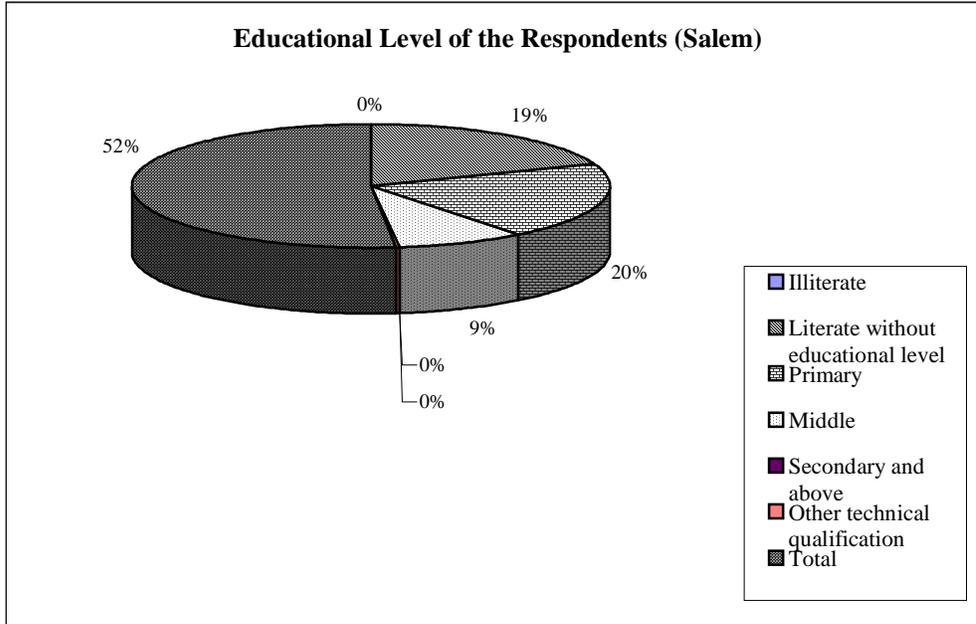
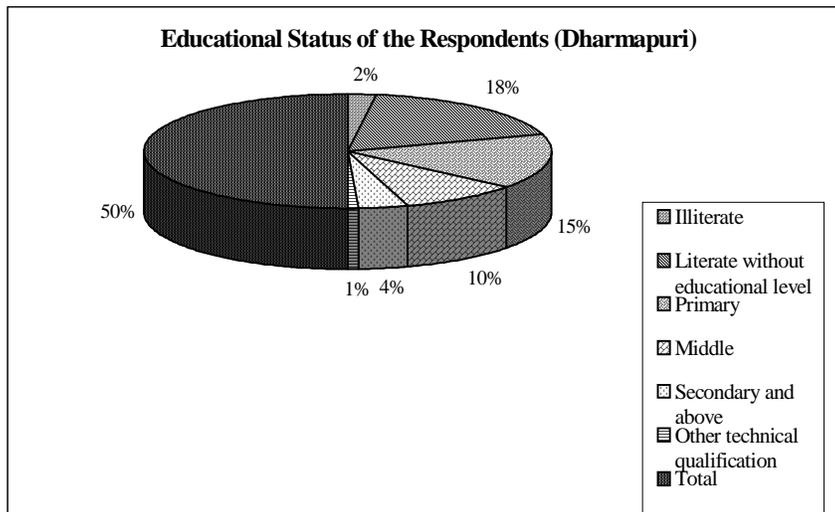


Fig. 8



## Housing

Majority of the households of the Kalrayan and Sitteri hills lived in kutcha houses, their percentages being 71.50 and 59.80 respectively. It is noteworthy that in both ITDPs, the houses were constructed on their own. Kalrayan hills accounted for 76.17 per cent and Sitteri hills constituted 74.04 per cent. However, when compared to Assam the role of government in constructing houses is on high side (17.10 % in Salem and 22.06 % in Dharmapuri).

## Electric Connection

Comparatively, the surveyed households in these two districts have a good number of electric connections, 21.76 % in Salem and 46.57 % in Dharmapuri. The non-availability of electric connection was more prominent in Salem than in Dharmapuri (36.76 %).

## Occupational Pattern

Majority of the tribals in the two ITDPs of Kalrayan and Sitteri mentioned agriculture and related occupations as their main occupation, the respective percentages were 90.16 and 91.67. In regard to supplementary occupation, a large number of respondents did not respond (18.13 % in Salem and 22.55 % in Dharmapuri). Amongst other subsidiary occupations mentioned were agriculture and other related occupations, daily wage labourers including migrant labourers. The table below gives the details:

Table – 4.16  
Occupation of the Respondents

Occupational Categories	Salem	Dharampuri
<b>Main Occupation</b>		
Agriculture, Agricultural Labourers/ Cultivators	174 (90.16)	187 (91.67)
Daily Wage Labourers	0 (0.00)	0 (0.00)
Labourers	12 (6.21)	7 (3.43)
Others	3 (1.56)	7 (3.43)
No Response	4 (2.07)	3 (1.47)
Total	193 (100.00)	204 (100.00)
<b>Supplementary Occupation</b>		
No Response	35 (18.13)	46 (22.55)
No supplementary Occupation	11 (5.70)	0 (0.00)
Agriculture, Agricultural Labourers/ Cultivators	55 (28.50)	105 (51.47)
Daily Wage Labourers	83 (43.00)	21 (10.29)
Others	9 (4.66)	32 (15.69)
Total	193 (100.00)	204 (100.00)

Source: Compiled from field data

Figures in parentheses indicate percentage

Other categories include services like private contractor, teachers.

*It would be seen that tribal population in the area have a multi-dimensional economy, in that their source of income is derived from various occupations.*

**Income and Expenditure**

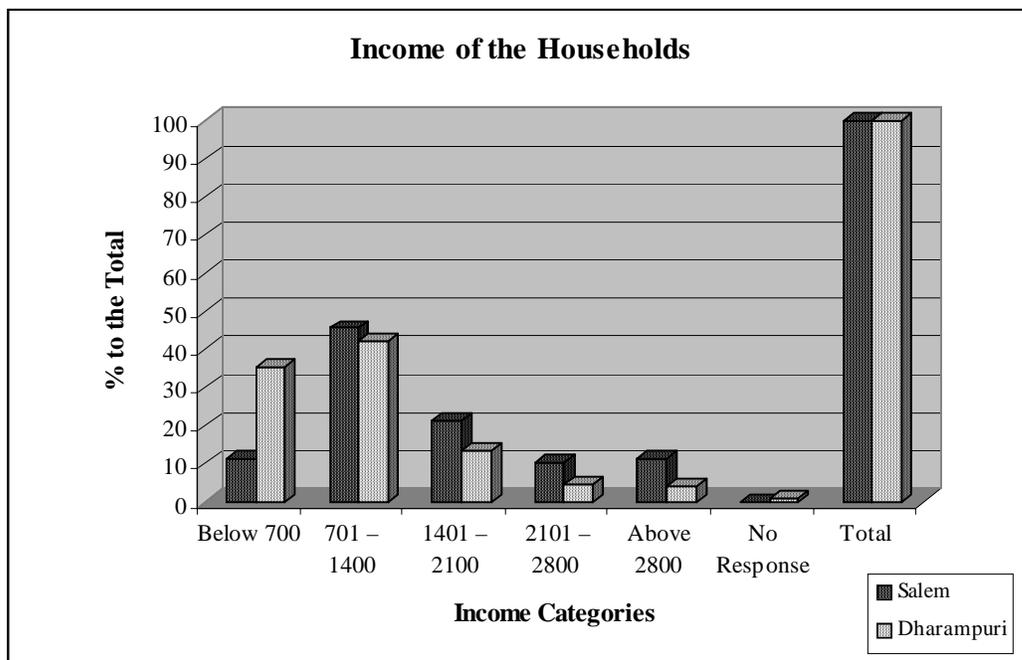
*Majority of the households in both the ITDPs were in the income slab of Rs 700 – 1400. This was followed by Rs 1400 – 2100 in the case of Salem and below 700 in the case of Dharampuri. The table below makes the position clear.*

Table – 4.17  
Income of the Respondent Families

Income Categories	Salem	Dharampuri
Below 700	22 (11.40)	72 (35.29)
701 – 1400	88 (45.60)	86 (42.16)
1401 – 2100	41 (21.24)	27 (13.24)
2101 – 2800	20 (10.36)	9 (4.41)
Above 2800	22 (11.40)	8 (3.92)
No Response	0 (0.00)	2 (0.98)
Total	193 (100.00)	204 (100.00)

Source: Compiled from field data  
Figures in parentheses indicate percentage

Fig. 9



*As to expenditure pattern, both the ITDPs were in the expenditure slab of Rs 700 – 1400. This incidentally compares well with the income structure. The table below makes the position clear.*

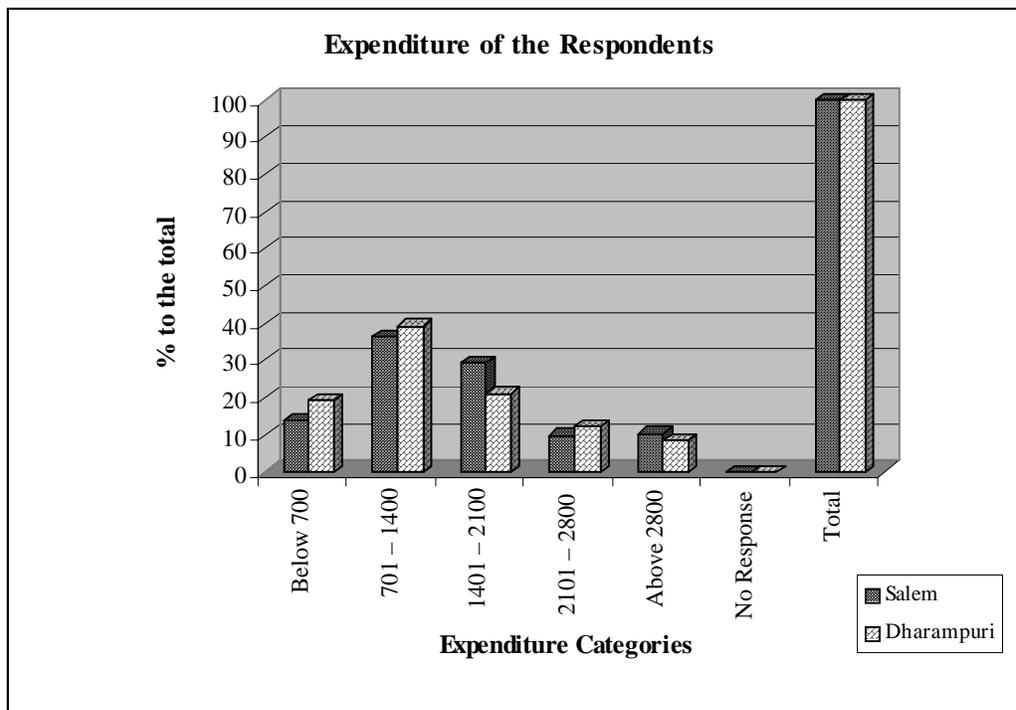
Table - 4.17  
Expenditure of the Respondent Families

Expenditure Categories	Salem	Dharampuri
Below 700	27 (13.99)	39 (19.12)
701 – 1400	70(36.27)	80 (39.22)
1401 – 2100	57(29.53)	43 (21.08)
2101 – 2800	19(9.84)	25 (12.25)
Above 2800	20(10.36)	17 (8.33)
No Response	0(0.00)	0 (0.00)
Total	193(100.00)	204 (100.00)

Source: Compiled from field data.

Figures in parentheses indicate percent

Fig. 10



*It is also of relevance to point out that most of these families by virtue of their income and expenditure pattern could be reckoned in the category of 'Below Poverty Line', although in many cases they are not considered so, perhaps on account of administrative and technical reasons. This view is substantiated by the field survey feedback and informal discussion with knowledgeable persons of the area.*

### Possession of Ration Card

*Both in Salem and Dharmapuri, majority of the households possessed ration card, 84.45 per cent in case of Kalrayan hills and 82.84 per cent in Setteri hills. The exact reasons for non-possession of the ration card were not available.*

### Families below Poverty Line

*Family status with regard to BPL norms would be clear from the following table*

Table 4.18  
No. of Families identified as Below Poverty Line (BPL)

Families identified as BPL	<i>Salem</i>	<i>Dharmapuri</i>
Yes	17 (8.81)	51 (25.00)
Families not identified as BPL	104 (53.89)	97 (47.55)
No response	72 (37.30)	56 (27.45)
Total	193 (100.00)	204 (100.00)

*Source:* Compiled from field data

*Note:* Figures in parentheses indicate percentages

### Staple Food and Forest Items

*In both the ITDPs, staple food consisted of rice and minor millets like ragi and jowar. The main forest items used as food by tribal people of the surveyed area include jackfruit, mango, roots and tuber and amla.*

### Medium of Cooking

*Almost all the households in the surveyed areas were using firewood as their medium of cooking. This emphasizes the need for forest resources in the shape of fuel wood. This also indicated the poor socio-economic condition of the people as well as slow pace of modernity.*

### Use of Kitchen Ware

*Majority of the households were using aluminum and steel vessels in the kitchen. Use of earthen ware has almost disappeared. This indicates the decline in usage of traditional items.*

### Lighting

*In case of Salem, 65.8 per cent of the households were using kerosene oil for lighting purposes. But in Dharmapuri 49 per cent were using electricity for lighting purposes. The table below shows the pattern of lighting sources*

Table - 4.19  
Lighting

Lighting Source	<i>Salem</i>	<i>Dharmapuri</i>
Kerosene oil	127 (65.80)	88 (43.14)
Electricity	48(24.87)	100 (49.02)
No Response	16(8.29)	11 (5.39)
Kerosene & Electricity	2(1.04)	5 (2.45)
Total	193 (100.00)	204 (100.00)

Source: Compiled from field data

### **Poverty Alleviation Programme**

*In the surveyed ITDPs, majority of the households (60.10 % in Salem and 64.71 % in Dharmapuri reported that they received assistance under poverty alleviation scheme. However, the nature of assistance was described as free 30 kg rice per family per month and some assistance for housing facilities in a few cases. The survey has not been able to identify any family being assisted under IRDP pattern to create assets to ensure continuous income through self-employment ventures.*

### **Cooperative Societies**

*Surprisingly, in Kalrayan Hills 92.50 per cent of the surveyed households informed that they were not members of any cooperative society. This seems to be a serious handicap for extending development assistance to deserving families. This aspect needs to be verified for possible remedial measures. In the case of Setteri hills in Dharmapuri 51.96 per cent of the households were members which means that almost 50 per cent of the households are out of reach of cooperative fold.*

*In the scheme of things under TSP in Tamil Nadu, LAMPS occupy a pivotal position and membership of cooperative societies is an important pre-requisite for availing TSP assistance. In view of the poor membership in cooperative societies in this area, a special drive for sensitisation and enrolment of members will need to be launched without any further loss of time.*

### **Visit by Development Functionaries**

*Only 5.18 per cent of the respondents in Salem and 12.25 per cent in Dharmapuri reported that development functionaries visited their households in the last one year. This included Collector of the district and AFO. However, the respondents were unable to recount the purpose for which they visited the area. Discussion with the household members reveal that in general visits by government official is very less.*

### **Primitive Tribal Groups (PTGs)**

The present study also covered three PTGs in Tamil Nadu. No group has been identified as PTG in Assam.

From the district of Nilgiris, three identified PTGs, out of 6 in the state were selected. 10 villages were selected for the study and from each village 10 households were studied. The details are given in the table below.

Table - 4.20  
Population of PTGs in Sample Villages

District	Village	Total Population
Nilgiris		
1.	Kurumbarpadi	12
2.	Mavanalla	420
3.	Kamaraj Nagar	216
4.	Kotharvayal	132
5.	Undimoyar	840
6.	Boothanatham	30
7.	Bokapuram	236
8.	Achakarai	124
9.	Puliamparai	136
10.	Thorapally	165

*Source:* Compiled from field data

### **Review**

At the time of launching the Tribal Sub-Plan during the Fifth Plan period, it was recognized that special programmes for the extremely backward tribal groups, such as primitive groups, should be taken up on the basis of proper identification.

As a preliminary step, a workshop on primitive tribal communities was held in the Ministry of Home Affairs in January 1975. Later, the subject was discussed at the conference of Tribal Commissioners and State Chief Ministers held in October, 1976.

In the guidelines issued by the Planning Commission on the preparation of first Tribal sub-Plans, it was specifically indicated that special attention should be given to areas and groups facing special problems including primitive tribal groups in backward pockets.

The Ministry of Home Affairs issued detailed guidelines for identification of primitive tribal groups and preparation of project reports for their development. The guidelines, interalia stressed that these groups have to be distinguished from impoverished groups and that a primitive group need not necessarily be poor. It was clarified that in some cases the very concept of poverty may not be known to them, deprivation is a different phenomenon for which programmes can be taken

up as a part of the general developmental effort of the area. It was emphasized that the distinguishing feature of “primitive” group programmes is that each family is considered as a distinct entity for the programme. For want of a suitable alternative word we continue to use the word “primitive” though we do not think it is very apt in its description.

In the identification of primitive groups, States have generally followed the norms: (i) pre-agriculture level of technology (ii) low level of literacy and (iii) stagnant or diminishing population in addition to (iv) general backwardness. On the basis of these criteria, 52 communities were identified as ‘primitive’ till the end of 1979-80. Later, more and more communities were added to the list and at the end of the Ninth Plan there were 75 groups of which six are in Tamil Nadu.

The programmes for them are being financed by the Central Government out of special Central Assistance.

In assessing the impact of governmental measures in raising the status of PTGs we cannot but quote what the Parliamentary Standing Committee on Labour and Welfare stated in their 28<sup>th</sup> Report submitted to Parliament in December 2002. It expressed displeasure over the efforts made by the Government for the uplift of the Primitive Tribal Groups (PTGs) and said that the progress made in relation to development of these groups “is negligible”.

The committee noted with concern that the Ministry of Tribal Affairs had till date got no authentic data of the PTG population in the country and desired a tribe-wise benchmark survey of PTGs within a time frame so that plans and programmes could be formulated for their overall development during the Tenth Plan. Since the Tribal Affairs Ministry has requested the State and the Union Territory Governments to conduct a baseline survey, the committee said that no time frame had been stipulated for the purpose and insisted that information, including their social status be gathered in a time-bound manner. The Committee was surprised that despite the Government’s continued efforts for the development of the PTGs from the start of the Fifth Plan, no State had proposed to delete any group from the list of PTGs. Further, no basic statistics were available in the Ministry to ascertain the number of PTGs brought on a par with other tribal communities during the Eighth and Ninth Plans.

It has conveyed its dismay to the Government that no action plan has been formulated by the Ministry for rehabilitation of PTGs in their own habitation. This reflects the lackadaisical attitude of the Ministry and lack of commitment to fulfill its objective of bringing the PTGs into the mainstream of the tribal society.

Calling upon the Ministry to make concerted efforts to bring maximum number of PTGs on par with other tribal communities during the Tenth Plan, it has recommended formulation of a specific action plan with the help of Tribal Research Institutes and other expert bodies and by pooling the resources from Special Central Assistance to Tribal Sub-Plan, grants under Article 275 (1) of the Constitution and funds from Centrally-sponsored, Central sector and State Plan schemes. Our own assessment of the situation point out poor results of the government efforts, the Committee added.

Further, pointing out that the tribals are still being deprived of their land resources despite enactment of laws to check their alienation, the panel suggested provision of enough safeguards to prevent this and effectively deal with the abominable practice of bonded labour.

The Committee exhorted that while the Ministry should take enough interest in protection of the rights of the original inhabitants of forests in litigation involving them, it said that the Tribal Affairs Ministry, as the nodal Ministry, should impress upon the Rural Development Ministry to move a comprehensive Bill in Parliament for rehabilitation of tribals affected by development projects without any further delay.

Each of these groups is small in number, have attained various social and economic levels and generally live in remote habitat, with poor administrative and infrastructure back up. Their total population is estimated to be about 2.5 lakh (1991). Their problems and needs are quite different from other scheduled tribes. Since primitive tribal groups constitute the most vulnerable section, States/UTs need to allocate adequate funds from central sector/centrally sponsored and state plan schemes for their socio-economic development.

Realising that adequate funds were not reaching them, the Ministry of Tribal Affairs formulated in 1998-99 a revised scheme for them. The scheme details spelt out by the Ministry are:

#### **Scope**

This is an extremely flexible scheme. Its activities may include awareness generation and confidence building, training for skill development of tribal youth, organization of self help groups and provision of services/inputs not covered by any existing scheme.

#### **Implementing Agencies**

The scheme is being implemented through the Integrated Tribal Development Projects (ITDPs)/Integrated Tribal Development Agencies (ITDAs), Tribal Research Institutes (TRIs) and non governmental organizations with the necessary motivation and competence. The state

government concerned is responsible for the proper execution, implementation, supervision and coordination of the schemes including the selection of NGOs.

### **Pattern of Funding**

It is a central sector scheme with 100 per cent grant provided by the Ministry of Tribal Affairs. The optimum period for grant-in-aid to the implementing agencies is 3 years.

**Selection Committee:** The proposals received from the ITDPS/ITDAs, TRIs and NGOs are to be approved by a Committee consisting of the following:-

- |    |  |          |
|----|--|----------|
| 1. | Joint Secretary, M/o Tribal Affairs                  | Chairman |
| 2. | Director/Deputy Secretary (IF)<br>M/o Tribal Affairs | Member   |
| 3. | Deputy Adviser (BC), Planning Commission             | Member   |
| 4. | Director, National Commission for SCs/STs            | Member   |
| 5. | Director, M/o Tribal Affairs                         | Member   |

### **Review of Performance**

The same selection committee also reviews the performance of the projects/activities as under taken under this scheme by the implementing agencies every year.

### **Allocation**

The annual allocation and release made under the scheme since its introduction in 1998-99 are:-

Table – 4.21  
Annual Allocation and Release-PTGs  
(Rs. in Lakhs)

Year	Allocation	Release	Excess/Shortfall
1998-99	400	494	+94
1999-2000	1000	663	-337
2000-2001	1250	1071	-179
2001-02	1450	1418	-32
2002-03	1375 (revised)	206 (As on 28.2.03)	N.A

## **Nutritional Requirements**

In the context of poverty eradication among the tribal groups, nutrition is a pre-requisite for survival and good health. In the present day context, nutrition has turned into a function of earning opportunities and, therefore, of the purchasing capacity of the individual as well as the availability of necessary infrastructure. The Scheduled Tribes in India are badly placed in regard to nutrition not only because most of them continue to live below the poverty line but also because they often live in remote and inaccessible areas. Naturally, they have limited access to employment opportunities, health and educational facilities, safe drinking water sources, Public Distribution System outlets, ICDS centers etc. Lack of purchasing power makes it difficult for them to obtain access to adequate food grains even when the PDS or RPDS system is working in their vicinity.

Experts have opined that not a single tribe in the different States of India can be said to have a satisfactory dietary pattern, Tribal diets are frequently deficient in calcium, Vitamin A, Vitamin C, Riboflavin and animal protein. Diets of some South Indian tribes are deficient even in respect of calories and total protein. A high incidence of malnutrition is observed among some primitive tribal groups.

Safe drinking water is essential for sound health as food alone cannot eliminate the possibility of diseases. At present, about 88 per cent of all tribal habitations in the country are either fully or partly covered by one source of potable drinking water. In other words, 12 per cent of the habitations are not covered at all.

The concept of nutritional surveillance for tribal areas particularly in TSP States is very important for prevention of deaths among tribals especially among tribal children in remote and backward tribal areas. The National Institute of Nutrition should undertake regular Nutrition surveillance of these areas with particular reference to the vulnerable areas and groups.

Specific food security packages should be developed, tribe-wise and region-wise, for PTGs, some of which are facing extinction. NGOs could be identified to take charge of the food security of specific tribes, perhaps with the help of direct assistance from the Ministry of Tribal Affairs, the scheme of grain banks in tribal areas and in conjunction with the scheme for running Balwadis and Anganwadis.

### ***Prioritization of Schemes***

**It is noteworthy that the Ministry of Tribal Affairs during the years 2002 and 2003 brought out calendars from the funds of the scheme for dissemination of information on PTG. The theme of the calendar for the year 2002 was the Jewellery, the theme for the year 2003 was**

**traditional tribal musical instruments. In this connection, we cannot but stress the need to prioritization of schemes for PTGs because of constraints in resources.**

PTGs in the country are distributed in 14 states and Andaman and Nicobar Islands. As per 1981 Census, their population was 16.92 lakhs (16,92,421) as against 13,11,690 in 1971 census. Currently, their population estimates is about 20 lakhs. (The census of 1991 and 2001 data are yet to be consolidated tribe-wise). These population estimates does not seem to be very authentic and hence the observations of the Parliamentary Committee referred to earlier. The details are:

Table - 4.22  
State-wise PTG Population

Sl.No.	State	No. of PTGs	Population 1981 Census	Ranking population wise
1	Andhra Pradesh	12	228213	3
2	Andaman & Nicobar	05	620	15
3	Bihar (Jharkhand)	09	198751	4
4	Gujarat	05	61179	7
5	Karnataka	02	33675	11
6	Kerala	05	13374	13
7	Chhattisgarh-MP	07	395600	1
8	Maharashtra	03	359415	2
9	Manipur	01	5972	14
10	Orissa	13	47201	9
11	Rajasthan	01	33978	10
12	Tamil Nadu	06	144366	5
13	Tripura	01	84004	6
14	Uttaranchal	02	31416	12
15	West Bengal	03	54647	8
	15 (14 States & 1 UT)	75	1692421	

**Source: Report of the Steering Committee on Empowering the Scheduled Tribes for the Tenth Five Year Plan (2002-07).**

**The field survey results covering three PTGs, namely Irulas, Kurumbas and Paniyans out of the six identified PTGs in the state (Todas, Kotas, Kurumbas, Irulas, Paniyans and Kattunaikans) are presented here under. It is of significance to note that while Nilgiris district is not covered under ITDP, the largest number of PTGs are found here. The district and villages selected for the survey are:**

Table - 4.23  
Details of PTGs Sample

District	Taluku	Village/Habitation	Name of the Tribe
Nilgiris	Gudalur	Puliamparai, Kothar Vayal, Thorapally	Paniyans
Nilgiris	Gudalur	Kamaraj Nagar, Kurumalapady	Kurumbas

<i>Nilgiris</i>	<i>Gudalur</i>	<i>Achakarai, Undi Mayor, Mavanalla, Tottlangi Bokkapuram, Boothratham</i>	<i>Irulas</i>
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*Source: Compiled from the field data*

*The field survey covered 10 households from each village. However in the case of Mavanalla village, for various reasons only 7 respondents could be identified. The survey revealed the following.*

#### *Population*

*The population figures of the 6 identified PTGs are extremely confusing. The following statement, extracted out of annexure XIV of the report of the Steering Committee on Empowering the Scheduled Tribes for the Tenth Five Year Plan (2002-07) is a bit amusing. The population of Scheduled tribes in the state of Tamil Nadu is only 5.4 lakhs and it is not understood how 4.82 lakh of them can belong to PTGs. It is this primitive approach to planning for primitive tribal groups that prompted the Standing Committee on Labour and Welfare (December 2002) to note with concern that the Ministry of Tribal Affairs had till date no authentic data on PTG population in the country and desired a tribe-wise benchmark survey of PTGs within a time frame.*

**Table - 4.24**  
**PTG Population**

<i>No. of Tribes</i>	<i>Name of Tribe</i>	<i>Population in</i>			
		<i>1961</i>	<i>1971</i>	<i>1981</i>	<i>1991*</i>
<b>6</b>	<i>Irular</i>	<b>79835</b>	<b>89025</b>	<b>4354</b>	<b>--</b>
	<i>Kattunayuakans</i>	<b>6459</b>	<b>5042</b>	<b>363883</b>	<b>--</b>
	<i>Kota</i>	<b>833</b>	<b>1188</b>	<b>604</b>	<b>--</b>
	<i>Kurumba</i>	<b>1174</b>	<b>2754</b>	<b>105757</b>	<b>--</b>
	<i>Paniyans</i>	<b>4779</b>	<b>6093</b>	<b>6393</b>	<b>--</b>
	<i>Tota</i>	<b>714</b>	<b>930</b>	<b>875</b>	<b>--</b>
	<b>TOTAL**</b>	<b>95755</b>	<b>107003</b>	<b>483847</b>	<b>30000</b>

*Source: Report of the Steering Committee on Empowering the Scheduled Tribes for the Tenth Five Year Plan (2002-2007), Government of India, Planning Commission, New Delhi.*

*\*Estimate of the Ministry of Social Justice and Empowerment. \*\* Figures corrected*

**Family Size:** *The family size of the surveyed 3 groups are given in the table below.*

**Table - 4.25**  
**The family size - PTGs**

<i>Categories</i>	<i>Size</i>	<i>Family Mmembers</i>		
		<i>Irulas</i>	<i>Kurumbas</i>	<i>Paniyans</i>
<i>Below 3</i>	<i>Small</i>	<i>12 (26.08)</i>	<i>8 (32.00)</i>	<i>12 (46.16)</i>
<i>3-6</i>	<i>Medium</i>	<i>30 (65.21)</i>	<i>17 (68.00)</i>	<i>10 (38.46)</i>
<i>6 - 9</i>	<i>Large</i>	<i>4 (8.69)</i>	<i>0 0.00)</i>	<i>4 (15.38)</i>

Above 9	Very Large	0 (0.00)	0 (0.00)	0 (0.00)
Total		46 (100.00)	25 (100.00)	26 (100.00)

Source: Compiled from Field Data

*It would be observed that the majority of the families are in the range of 3-6 members. This itself is an indication of the small size of the population of the group which formed one of the criteria for their identification. In this respect our survey reveals that by and large the groups are small and in no way justifies the figures quoted in the Planning Commission report based on estimates of the Ministry of Tribal Affairs.*

#### **Educational Level**

*The position various position varies from group to group as would be evident from the following.*

**Table – 4.26**

#### **Educational Level-PTGs**

Educational Categories	Educational Level		
	Irulas	Kurumbas	Paniyans
Illiterate	2 (1.75)	0 (0.00)	0 (0.00)
Literate without educational level	34 (29.82)	2 (4.17)	6 (14.29)
Primary	36 (31.58)	3 (6.25)	16 (38.10)
Middle	11 (9.65)	17 (35.42)	13 (30.95)
Secondary and above	8 (7.02)	23 (47.92)	6 (14.29)
Other technical qualification	4 (3.51)	3 (6.25)	1 (2.38)
No response	19 (16.67)	0 (0.00)	0 (0.00)
Total	114 (100.00)	48 (100.00)	42 (100.00)

Source: Compiled from the field data

Note: Excludes child's population who are too young to read and write

*In the case of Irulas, majority of the members were educated up to primary level. In case of Kurumbas the majority were in the group of middle and secondary level. In the case of Paniyans the majority of the family members were in the primary and middle category.*

#### **Housing**

*Overwhelming majority of the groups have pucca houses – 69.56 per cent Irulas; 80.00 per cent Kurumbas and 84.00 per cent Paniyans. Except in the case of Paniyans, the houses were constructed with government assistance, the percentages being:*

*Irulas : 54.35 per cent*

*Kurumbas : 68.00 per cent*

*Paniyans : 44.00 per cent.*

#### **Electric Connection**

*The availability of electric connection in the household was very less, the percentages being 7, 0 and 1 among Irulas, Kurumbas and Paniyans respectively.*

#### **Occupation**

*Occupation-wise, the position in respect of each group is as follows*

Table – 4.27  
Occupation of the Respondent Households

Occupational Categories	No. of Households		
	Irulas	Kurumbas	Paniyans
<b>Main Occupation</b>			
Agriculture, Agricultural Labourers/Cultivators	5 (10.87)	3 (12.00)	4 (15.38)
Labourers	36 (78.26)	18 (72.00)	19 (73.08)
Others	2 (4.35)	3 (12.00)	2 (7.69)
No Response	3 (6.52)	1 (4.00)	1 (3.85)
Total	46 (100.00)	25 (100.00)	26 (100.00)
<b>Supplementary Occupation</b>			
No Response	23 (50.00)	8 (32.00)	14 (53.85)
No supplementary Occupation	1 (2.17)	0 (0.00)	0 (0.00)
Agriculture, Agricultural Labourers/Cultivators	0 (0.00)	3 (12.00)	1 (3.85)
Labourers	9 (19.57)	10 (40.00)	9 (34.62)
Others	13 (28.26)	4 (16.00)	2 (7.69)
Total	46 (100.00)	25 (100.00)	26 (100.00)

Source: Compiled from field data  
Figures in parentheses indicate percentage

### Income and Expenditure

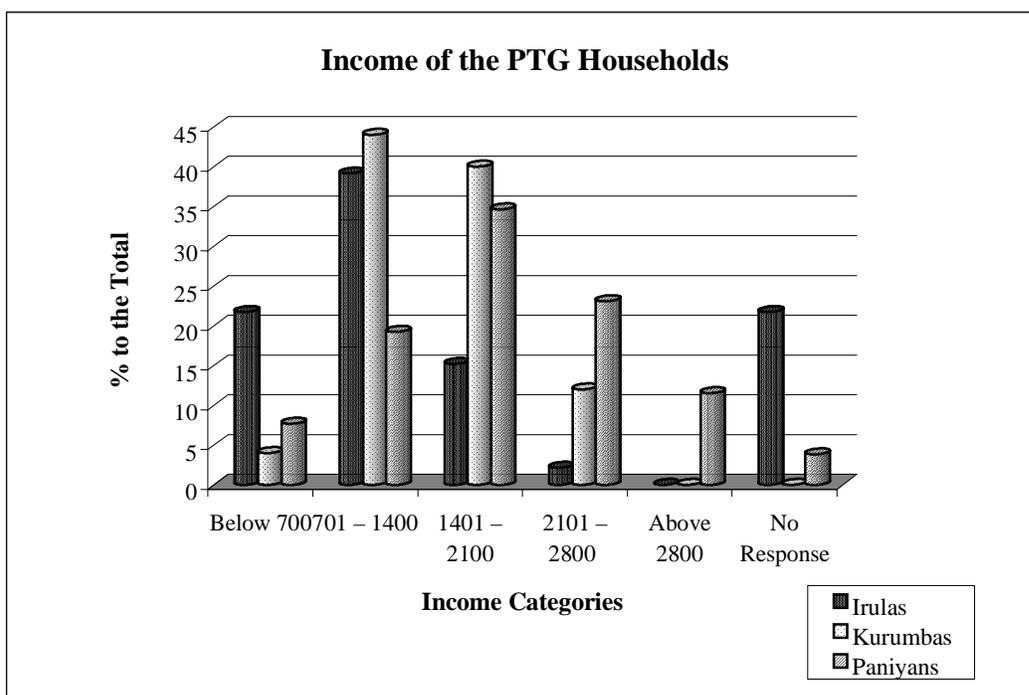
*The income pattern of the households is revealing in that the majority of them are in the group Rs. 700-2100.*

Table - 4.28  
Monthly Income of the Respondents

Income Categories	No. of Households		
	Irulas	Kurumbas	Paniyans
Below 700	10 (21.74)	1 (4.00)	2 (7.69)
701 – 1400	18 (39.13)	11 (44.00)	5 (19.23)
1401 – 2100	7 (15.22)	10 (40.00)	9 (34.62)
2101 – 2800	1 (2.17)	3 (12.00)	6 (23.08)
Above 2800	0 (0.00)	0 (0.00)	3 (11.54)
No Response	10 (21.74)	0 (0.00)	1 (3.85)
Total	46 (100.00)	25 (100.00)	26 (100.00)

Source: Compiled from field data  
Figures in parentheses indicate percentages

Fig. 11



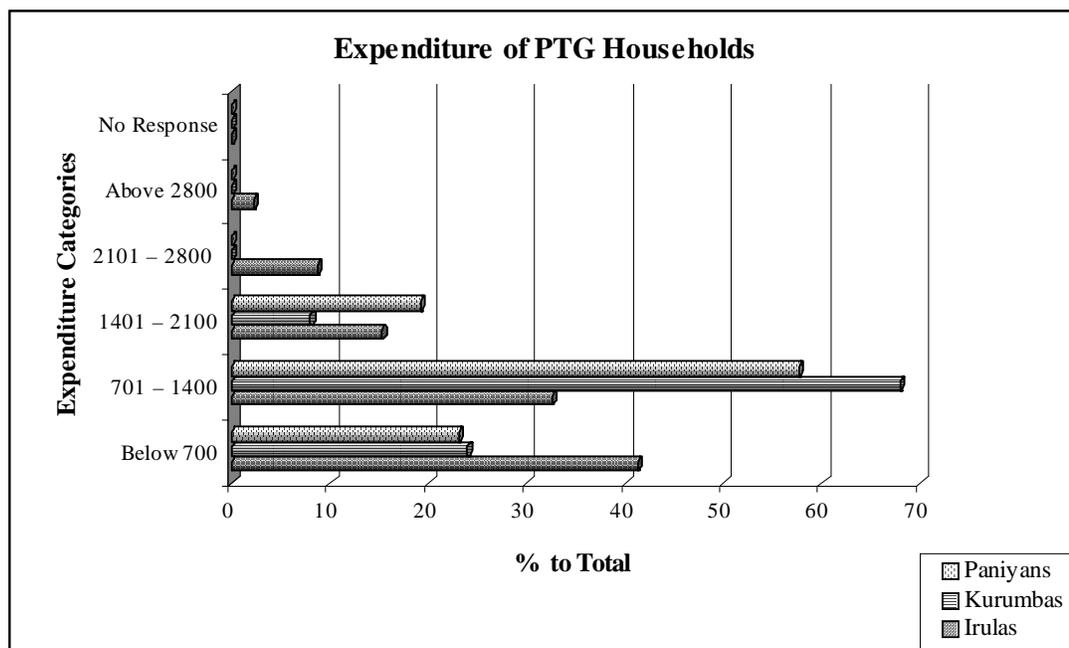
*As to the expenditure pattern it is noteworthy that a substantial number are managing within a monthly expenditure below 700. In any case, almost all of them were in the expenditure group below Rs. 2100 per month.*

Table – 4.29  
Monthly Expenditure of the Respondents

Expenditure	No. of Households		
	Irulas	Kurumbas	Paniyans
Below 700	19 (41.30)	6 (24.00)	6 (23.08)
701 – 1400	15 (32.61)	17 (68.00)	15 (57.69)
1401 – 2100	7 (15.22)	2 (8.00)	5 (19.23)
2101 – 2800	4 (8.70)	0 (0.00)	0 (0.00)
Above 2800	1 (2.17)	0 (0.00)	0 (0.00)
No Response	0 (0.00)	0 (0.00)	0 (0.00)
Total	46(100.00)	25 (100.00)	26 (100.00)

Source: Compiled from field data  
Figures in parentheses indicate percentages

Fig. 12



### Possession of Ration Cards

Almost all the groups had ration cards.

### Staple Food

The staple food of PTGs consisted of rice and minor millets like Ragi and Jower. They supplemented it with wild roots, fruits, honey etc from the forests. As to kitchen ware it was found that almost all of them (100 % -- Irulas, 92 % -- Kurumbas and 96.15 % Paniyans) were using aluminium/steel vessels. Interestingly, all the respondents replied to the question except 1 family belonging to Paniyans.

### Source of Lighting

Source of lighting was kerosene oil followed by electricity in a few cases. In this respect Paniyans seem to be dependent more on kerosene oil (96.15%)

Table - 4.30

### Lighting

Lighting	No. of Households		
	Irulas	Kurumbas	Paniyans
Kerosene oil	34 (73.91)	12 (48.00)	25 (96.15)
Electricity	11 (23.91)	11 (44.00)	1 (3.85)
No Response	1 (2.17)	2 (8.00)	0 (0.00)
Total	46 (100.00)	25 (100.00)	26 (100.00)

Source: Compiled from field data

Note: Figures in parentheses indicate percentages

### Poverty Alleviation

As opposed to many tribal families in the surveyed ITDPs, the PTGs seems to be more aware of the details of BPL families. It was noticed that only in the case of Paniyans the awareness was low.

*In regard to availing of assistance, a substantial number of households were not very sure about the matter. However, 50 per cent of the families belonging to Irulas and Kurumbas received assistance. Here again it was the Paniyans who were receiving less assistance. The following two tables makes the position clear.*

Table – 4.31  
Awareness about BPL families and poverty alleviation programme

Response	No. of Households		
	Irulas	Kurumbas	Paniyans
Yes	35 (76.09)	15 (60.00)	6 (23.08)
No	6(13.04)	8 (32.00)	9 (34.62)
No Response	4 (8.70)	2 (8.00)	11 (42.31)
Don't know	1 (2.17)	0 (0.00)	0 (0.00)
Total	46 (100.00)	25 (100.00)	26 (100.00)

Source: Compiled from the field data

Note: Figures in parentheses indicate percentages

Table - 4.32  
Assistance under the Poverty Alleviation Schemes

Response	No. of Households		
	Irulas	Kurumbas	Paniyans
Yes	23 (50.00)	14 (56.00)	4 (15.38)
No	9 (19.57)	5 (20.00)	9 (34.62)
No Response	14 (30.43)	6 (24.00)	13 (50.00)
Total	46 (100.00)	25 (100.00)	26 (100.00)

Source: Compiled from field data

Note: Figures in parentheses indicate percentages

PTG families received Rice, house and loan under poverty alleviation programme

#### **Member of co-operative society**

*Strangely enough, only 14 Irula families out of 46 (30.43 %) 10 Kurumba families out of 25 (40 %) and 1 Paniyan family out of 26 (3.85 %) were members of co-operative society.*

#### **Hill Area Development Programme in Nilgiris for 2002-03**

*The following programmes were proposed to be undertaken under HADP during 2002-03.*

1. *Construction of houses @ Rs 40000/- per house.*
2. *Supply of TV sets to tribal hamlets @ Rs. 12000/- per set*
3. *Construction of low cost tribal houses @ Rs 40000 each*
4. *Construction of traditional Toda houses*
5. *Publication of manuscripts on Irulas, Kurumbas and Paniyans of Nilgiris*
6. *Documentation of the culture of Kattunayakans in Nilgiri District*
7. *Socio-cultural constraints in tribal development on Nilgiri hills – An anthropological diagnosis of target groups of tribals and their response.*

*The aptness of the above schemes does not seem to be sound.*

#### **Visit by Development Functionaries**

The visit by development functionaries has not been up to the desired level as will be seen from the following table. It was also gathered that Irulas tribe was visited by the Collectors, Kurumba tribes by the Panchayat Executive Officer to inspect the construction of houses, Paniyan tribes were visited by VAO and other officials.

Table - 4.33  
Visit by Development Officials

Response	No. of Households		
	Irulas	Kurumbas	Paniyans
No	2 (4.35)	7 (28.00)	8 (30.77)
No Response	27 (58.70)	11 (44.00)	13 (50.00)
Yes	16 (34.78)	5 (20.00)	4 (15.38)
Don't know	1 (2.17)	2 (8.00)	1 (3.85)
Total	46 (100.00)	25 (100.00)	26 (100.00)

**Source:** Compiled from field data. **Note:** Figures in parentheses indicate percentages

#### *Field Level Observations*

***During the discussions with Nilgiris district officers with regard to implementation of tribal development programmes, including those for PTGs, it was learnt that there was no conflict of interest with other departments except with forest department.***

Personnel working in the tribal development sector was less informed about the details of programmes for tribal people, their needs, aspirations, problems and prospects, strengths and weakness etc. All the officials engaged in the tribal welfare should therefore be sensitised on different aspects of developing tribal communities. There is also a need for organising sensitising and training programmes for them.

Co-ordination with line departments is lacking. In some cases even the list of tribal habitations and the population of tribes in the hamlets etc varied from one official record to another, e.g. DRDA, HADP, TWD.

Even after bifurcation of Department of SC and ST Welfare, at the state level, no such division was properly made in Nilgiris district and elsewhere.

In the absence of patta, tribes are denied of their legitimate rights to agriculture development assistance etc.

The Tribal Research Center in M.Palada, Nilgiris should be associated in formulation of tribal development programmes including monitoring and evaluation. TRC should draw up action plans as per tribes specific needs for all the 36 tribal communities in Tamil Nadu.

There is no separate project official in ITDP. Tribal sub-plan schemes are implemented under the supervision of the District Collector with the assistance of District Adi-Dravidar Tribal Welfare Officer. Each ITDP, it is suggested should be under the charge of a Project Officer.

In Hill Area Development Programme (HADP) areas 50 per cent subsidy is being given. But for ITDP areas, 100 per cent subsidy was given but now it is reduced to 75 per cent. These must be rationalised. All the tribals in the hills of Tamil Nadu should be considered as BPL and special consideration should be given to those in the hills while drawing up the norms for identification of BPL families.

### *Water*

It is universally recognised that water is an important requirement for maintaining all forms of life and that safe wholesome water is characterised by:

- Pleasant to taste
- Free from harmful chemicals
- Free from pathogenic micro-organisms.
- Usable for domestic purposes

All the surveyed households had access to tap water. Besides, many families had tube wells with handpumps, and/or open well. Only 3 families depended on stream water.

### **Education**

Educational level among the people was not found to be very satisfactory. Level of awareness was also very low. From the respondents, it is inferred that most of the villages did not have even one primary school within the village. The existing schools lacked infrastructure – blackboard, classrooms etc. Children have to walk a minimum distance of 1 to 2 kms for primary schools, 2-4 kms for higher secondary schools and even more for hostels and ashrams. It was also found that the drop-out rates were high. The main reason quoted by the respondents were poverty and distance.

### **Health**

The respondents stated that health care delivery system was not very satisfactory. Few villages are having medical facilities within the village. Most of the respondents had to travel a minimum distance of 3-4 kms in order to avail medical services. There is no family planning facility available in the nearby areas. The existing hospitals do not seem to be very well equipped. They were reported to have just 1-2 doctors, 2-3 nurses, 3-4 beds and very few or no medical equipments for diagnosis. The main ailments prevalent in the surveyed areas as reported by the respondents are skin disease, fever, malnutrition and cancer.

In PTG areas, some of the medical institutions like hospital were at a distance between 2 to 8 kms and the travel time varied between 30 minutes to 2 hours.

### **Public Distribution System**

Majority of the respondents said that the PDS shops did not exist within the village and the travel time approximately varied from 30 minutes to one hour. Major items sold in the fair price shops/co-operative societies are sugar, kerosene and wheat.

### **Communication Facilities**

By and large, modern means of communication like phone, fax internet etc. are yet to reach these remote villages.

### **Cleanliness**

Almost all the villages have clean and tidy surroundings.

### **Gram Sabha**

Though meetings were regular, follow up action was lacking.

### **Visit by Development Functionaries**

The officials visited the villages rarely

### **NGOs**

Voluntary agencies activities were very few.

### *Findings*

*Our study of PTGs has reinforced the general impression that much attention has not been paid to the development problems of these small groups. Among the three groups studied, the condition of Paniyans, inspite of being in the category of bonded labour is more pathetic. In general, none of the groups has received any substantial development input and they continue to be without any sustainable livelihood source.*

*We would recommend that much more attention through systematic, regular and purposive supervision and monitoring, the problems of PTGs must be attended to. It is necessary in this direction to sensitise the government functionaries and lend support to NGOs of credibility in order to improve the living and working conditions and quality of life of these deserving groups.*



**CONCLUSIONS AND RECOMMENDATIONS**

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The report of the Scheduled Areas and Scheduled Tribes Commission, 1961 mentions that A.S. Neill, an authority on the problem of children, began by writing a book entitled *The Problem Child*, but as his studies proceeded he found that justice to the child required that he should write two other books – *The Problem Parent* and *Problem Society*. Similarly, along with *The Tribal Problem* we have today *The Problem Society* and *The Problem Administration*.

The tribal problem cannot be studied in isolation and we should simultaneously examine the attitude of non-tribals towards the tribes. In a welfare state committed to social justice, the role and the approach of the Government is decisive. Thus, we find that the tribal and the non-tribal problems are both parts of the same phenomenon, whether the non-tribal is a Government official, politician, landlord, money-lender, forest contractor, administrator, anthropologist or social worker.

We stand at the threshold of a new era. The tribal people have made an entry into that era with other members of the society. Their only expectation is that the changes should not overwhelm and destroy the harmony of their life, and that the contacts should not result in suppressing their distinctive personality.

The approach to tribal affairs prescribed in the Constitution was the first attempt to bring this exceptionally talented but suppressed and exploited community within the fold of the vast Indian family, with adequate safeguards for smooth transition. The popular Governments were made responsible for the task. The Constitution arranged for the provision of resources and provided the required institutional apparatus; its basic framework certainly cannot be considered inadequate. Some of the safeguards for the tribals were originally only for ten years. In fixing this period, the Constitution had envisaged an effective follow-up programme which would have obviated the need for their continuance. This hope did not materialize and the period has been extended, but this has not been due to any deficiency in the Constitution itself. It is the result of deficiency in performance.

The issue of tribal development has been engaging the attention of the Government-planners, administrators and political leaders-since the beginning of the plan era. Nine Five Year Plans have gone by. Five TSP Five Year Plans have been completed. Still, the status and the stage

of tribal development with particular reference to the efficacy of the strategy followed remains an enigma. The Tribal Sub Plan strategy introduced during the Fifth Plan is basically still valid, though its implementation has been weak. It needs to be re-oriented to improve the quality of life of the tribals especially in regard to poverty eradication and restoring basic livelihood resources.

It has been found that apart from the fact that mostly, the TSP flow is notional, the programmes are not specifically attuned to cater to the felt needs of the tribals. Proper inter-sectoral prioritization is also not being attempted. TSP is an agglomeration of loosely knit sectoral departmental plans without any focus on the thrust areas. It has, therefore, been suggested to the State Governments and UTs concerned to operate the model which has already been adopted in Maharashtra, though its working has not been tested objectively. According to this model, the entire Tribal Sub-Plan funds are placed at the disposal of State Tribal Welfare Departments which is responsible for inter-sector prioritization and allocation of funds to various Departments.

It is found that TSP formulation has become routinised and no purposive evaluation is made to measure its impact on poverty reduction. It is often an exercise in mere quantification of notional funds devoid of any quality appraisal. People's participation is conspicuous by its absence in formulation and implementation of TSP.

It is a sad commentary of events that the instructions and parameters laid down at the beginning for formulation of TSP were not followed in letter and spirit though the initial enthusiasm aroused much hope. Later, the exercise was not monitored and had therefore an early exit. The present sub-plan documents and exercises are merely a list of schemes with no objective assessment of earlier efforts. They are, to put it bluntly, clerical statements of isolated financial provisions with listing of individual schemes devoid of implementation results or any pertinent narrations. There is acute absence of development oriented meaning and content relevant to tribal development. After about 30 years, when we endeavour to assess tribal development efforts, consequent to the tribal sub-plan strategy, we are confronted with the realization that yet another opportunity to assist the deserving tribal people to develop according to their need has again been lost and the story continues to be that of "lost opportunities".

The causes for erosion of TSP strategy – theoretically the best available – must be identified for correction, especially with reference to the urgent need to tackle poverty. In our analysis, the most important causes are the casual approach, lack of sincerity in implementation and absence of involvement of tribal people. The Panchayat set up in the States under 73<sup>rd</sup> Constitutional

Amendment - PESA 1996 is not applicable to Assam and Tamil Nadu - could be a great source and inspiration to improve implementation of TSP in a decentralised tribal participatory mode.

PESA1996 enjoins making the Gram Sabha strong, as traditionally it has been conducting the affairs of the tribal communities at that level, by whatever name known. The Gram Sabha should become the fulcrum of development activities. The official agencies should no longer be formulators and executants of the programmes with the potential groups standing by and watching. However, the scope and extent of the roles of each stakeholder would need to be defined and honoured in the light of the conditions prevailing in a particular tribal community. From the official side, adequate financial, managerial, technical and expert back-up should be provided.

It would be a welcome step if the States of Assam and Tamil Nadu could make local arrangements in the tribal sub-plan areas to entrust Gram Sabha / Panchayat in such areas to control tribal sub-plan resources and enforce implementation.

Majority of the surveyed households is engaged in agriculture and related occupations followed by daily wage labour. Further, in the case of supplementary occupation, many of the respondents did not answer the question because they were unsure of the relative grading of their occupations.

**Further, it was observed that poverty conditions prevailed in glaring manner in almost all the households. As is usual with most of the socio-economic surveys, especially among marginalised groups in remote areas, the correctness of income and expenditure cannot be guaranteed in all the cases because of inherent deficiencies in the response of the respondents. However, we feel that the study has more or less been able to portray the realities in relation to income and expenditure of the surveyed households.**

*The data reveal that majority of the households in Dhubri ITDP (Assam) are from the monthly income slab of Rs 700-1400, whereas 44.50 per cent in Morigaon was in the income slab of Rs. 1400-2100. Thus it turns out to be that majority of the households are in the 'Below Poverty Line' category.*

- The data clearly indicates that most of the families have a low income. They have limited skill and resources at their disposal. Consequently, they are engaged in informal and unorganised sectors where the wages are very low. As a result, their standard of living is also low.

*Dhubri ITDP households have not been able to avail of any reasonable assistance from poverty alleviation scheme. This is a matter which should engage serious attention of state government authorities.*

*The governmental assistance for BPL families were not availed of in any reasonable manner mainly due to ignorance of families and official apathy.*

*In the surveyed ITDPs, of Tamil Nadu majority of the households (60.10% in Salem and 64.71% in Dharmapuri) reported that they received assistance under poverty alleviation schemes.*

*However, the nature of assistance was described as free 30 kg rice per family per month and some assistance for housing facilities in a few cases. The survey has not been able to identify any family being assisted under IRDP pattern to create assets through self-employment ventures to ensure continuous income through self-employment ventures.*

*Both in Salem and Dharmapuri, majority of the households possessed ration card, 84.45 % in case of Kalrayan hills and 82.84 % in Sitteri hills. The exact reasons for non-possession of the ration card by others were not available.*

In the context of poverty eradication among the tribal groups, nutrition is a pre-requisite for survival and good health. In the present day context, nutrition has turned into a function of earning opportunities and, therefore, of the purchasing capacity of the individual as well as the availability of necessary infrastructure. The Scheduled Tribes in India are badly placed in regard to nutrition not only because most of them continue to live below the poverty line-notwithstanding the official estimates-but also because they often live in remote and inaccessible areas. Naturally, they have limited access to employment opportunities, health and educational facilities, safe drinking water sources, Public Distribution System outlets, ICDS centers etc. Lack of purchasing power makes it difficult for them to obtain access to adequate food grains even when the PDS or RPDS system is working in their vicinity.

The concept of nutritional surveillance for tribal areas particularly in TSP States is very important for prevention of deaths among tribals especially among tribal children in remote and backward tribal areas. The National Institute of Nutrition should undertake regular Nutrition surveillance of these areas with particular reference to the vulnerable areas.

Specific food security packages should be developed, tribe-wise and region-wise, for PTGs, many of whom are facing extinction. NGOs could be identified to take charge of the food security of specific tribes with direct assistance from the Ministry of Tribal Affairs from the scheme of grain banks in tribal areas, in conjunction with the scheme for running Balwadis and Anganwadis, mid-day meals etc.

*Surprisingly, in Kalrayan Hills 92.50 per cent of the surveyed households informed that they were not members of any cooperative society. This seems to be a serious handicap for extending development assistance to deserving families. This aspect needs to be verified for possible remedial measures. In the case of Sitteri hills in Dharmapuri 51.96 per cent of the households were members which means that almost 50 per cent of the households are out of reach of cooperative fold.*

*In the scheme of things under TSP in Tamil Nadu, LAMPS occupy a pivotal position and membership of cooperative societies is an important pre-requisite for availing TSP assistance. In view of the poor membership in cooperative societies in this area, a special drive for sensitisation and enrolment of members will need to be launched without any further loss of time.*

*In spite of various special schemes and incentives for educational development amongst STs, the impact has been marginal when we realise that these governmental schemes have been in vogue*

*for more than half a century. In particular and in spite of TSP, the spread of technical education is not satisfactory at all.*

In assessing the impact of governmental measures in raising the status of PTGs we cannot but mention what the Parliamentary Standing Committee on Labour and Welfare stated in their 28<sup>th</sup> Report submitted to Parliament in December 2002. It expressed displeasure over the efforts made by the Government for the uplift of the Primitive Tribal Groups (PTGs) and said that the progress made in relation to development of these groups “is negligible”.

The Primitive Tribal Groups (could be renamed as Primary Tribal Groups or any other expression avoiding the word primitive) are leading an extremely precarious existence and some of them are on the verge of extinction. Ongoing development programmes have not been able to improve their condition. Action Plan incorporating total food security, health cover, education facilities, in tune with their socio-cultural conditions should be prepared by the State/Central Government on a time bound basis. It is feared that the revised scheme (1998-99) of the Ministry of Tribal Affairs with hundred per cent Central funding may also not yield results without genuine involvement of State Government and local population. Therefore, the proposed Action Plan should have in-built flexibility to cater to the specific needs suited to the environment of each such tribe. Effective protection against neighbouring social groups should be ensured. Committed, responsible government functionaries, dedicated social workers and renowned social scientists should be associated with these programmes. But the primary agency for formulating and implementing the Action Plan should be the PTGs themselves. Specific resources may be allocated under various ongoing programmes including those under rural development for this purpose. The implementation of this Action Plan should be on the top of the agenda of the State Tribal Development Department and concerned District Collectors.

In the case of Tamil Nadu, it has been mentioned in the Performance Budget 2002 of Adi Dravidar and Tribal Welfare Department “ Since VIII Five Year Plan, the concept of Tribal Sub Plan has been changed extending the coverage to the entire Scheduled Tribe population. In other words the Tribal Sub Plan covers the entire State without restricting to the Integrated Tribal Development Project areas”. This statement is not clearly understood and needs further verification.

The programmes being implemented for the benefit of PTG villages in the Nilgiri district include providing street light (outlay 25.02 lakhs for 2002-03) under Central Sector Scheme for development of PTGs. Under Hill Area Development Programmes for the year 2002-03 programmes like supply of colour TV; provision of street lights to Tribal Habitation; Documentation and preparation of Tribal culture; Health and legal awareness programme for Tribal

Adolescent Girls; Seminars and Construction of Houses. For these programmes a sum of Rs. 120.66 lakhs was provided. (Performance Budget 2003-04 of AD and TW Department). One could not find programmes in any reasonable measure about income generating schemes or skill development measures.

The one summary conclusion that can be drawn from the survey experience and results is that in both the States of Assam and Tamil Nadu, TSP implementation has not made any perceptible impact on poverty reduction of tribal families. The recommendation arising out of this conclusion would be that the state government machinery at every level responsible for TSP implementation must effectively coordinate efforts and ensure realization of end results through sustained supervision, control and directives.

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**CASE STUDY**  
**KALRAYAN HILLS ITDP (SALEM DISTRICT), TAMIL NADU**

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**Introduction**

*A rapid survey-cum-case study was undertaken in Kalrayan hills of Salem district of Tamil Nadu to assess the socio-economic conditions of the tribal people therein and the impact of tribal sub-plan in improving their level of living.*

*Kalrayan hills are low altitude hills with an average elevation of about 1000 feet. The region has luxuriant vegetation and the landscape is dominated by pine and coconut trees apart from banana and tapioca crops. The topography is undulating, yet there are quite a few plain patches to support settled cultivation sufficient for the present population. Villages are surrounded by forests. There are pucca forest roads but are narrow and full of pot-holes.*

*The dominant features of the villages in study area are:*

- (a) Natural resources of the region have largely remained unexploited and un-utilised;*
- (b) Level of technology is traditional and mostly primitive;*
- (c) People have a care-free disposition and are not amenable to sustained and strict disciplined work culture;*
- (d) There are a few stretches of plain land which offers good scope for water harvesting.*
- (e) Villages are devoid of transportation facilities and to some extent inaccessibility has kept the area backward. The concept of area development therefore is an important issue for this area.*

The hills are mainly inhabited by Malayali tribal group. Villages are small consisting of a mixture of pucca and semi-pucca houses. However, majority of the houses are kutchra and are very close to each other. Like any other hilly village, these villages too lack basic facilities. Fruits of development are yet to reach the village in a reasonable manner and there is acute inadequacy of schools, dispensaries, communication facilities etc. The tribes of the villages are very submissive, docile and timid and have accepted the absence or lack of facilities as a part of their lives and are living under conditions of poverty conditions (all families looked to be below poverty line).

**Socio-economic conditions of the Tribals: Impressions of Mr. Anthony Michael**

*Mr. Anthony Michael, an NGO activist stationed at Thumbal village is working among Thumbal village tribals of the Kalrayan hills for the past 10 to 12 years. An interview with him revealed the following:*

*Malayali tribes inhabiting the area are characterised by socio-economic backwardness, shyness, and primitiveness and live in isolation. Economic development of the people in the area has always posed problems/threat because of the following reasons:*

- Tribal communities are still at pre-agricultural level of technology.
- Hardships arise from an adverse impact of lack of communication.
- Money lenders and anti-social elements exploit their ignorance and innocence.

The imperative need for tribal development arises because of the gap between the economic and human resource development status of the tribal and non-tribal population in the area. These differences can be seen from the following significant socio-economic indices.

*Agriculture:* The tribal economy is mostly dependent on rain fed agriculture, and agriculture is the main stay of their life. Most of the tribal families owned agricultural land. Few years back, multi-cropping system was prevalent. Based on the amount of rainfall, soil types and other geographical factors crops like minor millets (e.g. Maize) Sunflower, Paddy etc. were grown by crop rotation method. This helped in maintaining the soil health and also in meeting their multiple needs. Some of the added advantages of this method were:

1. Satisfy the diverse needs of the farmers. Animals could be grazed in their own agricultural land.
2. Efficiently utilise the space and time dimension.
3. Effectively protect the soil from soil erosion by covering the soil throughout the crop period.
4. Growing of flowers attracted honey bees and honey extraction helped in raising additional income to some extent.

*However, the tribes were not able to make both ends meet, with what they earned from agriculture. Their economic situation further worsened under conditions of seasonal unemployment of long duration.*

*The absence of adequate earning and any savings, forced them to borrow money to meet expenses in fulfilling social obligations like festivals and life-cycle rituals and/or the need to repay old debts as also to meet current consumption needs. In the process, money-lenders exploited them on two counts, namely, perpetual indebtedness and land alienation. Moneylenders advanced usurious loans against their crops and wages.*

*Unable to bear the burden of poverty, male members of several families migrated to nearby cities like Bangalore and Mysore in Karnataka in search of employment, leaving behind other family members to fend for themselves. In the nearby states, the migrated tribes worked as construction or agricultural labourers. In spite of this, there was no substantial improvement in their economic condition.*

**Health and Nutrition:** *Health condition of the people in the area is not very satisfactory. People are afflicted by malnutrition, anaemia as well as other health disorders, like frequent abortions and gynaecological problems. The problem is aggravated because of lack of qualified doctors, specialised medical and health facilities, good dispensaries, proper communication network etc.*

*Though some stray efforts were made to improve medical facilities, they did not help in creating any impact beyond a few villages. In fact, there is one PHC in a village called Karumandurai and the surrounding 40 and odd villages are dependent on this PHC. However, there are no doctors on regular basis and no other facility is available. Thus, for obvious reasons not much perceptible impact on health is visible in the area.*

**Education:** *Educationally, the area is backward. Villages lack proper schools and other facilities though there are some primary schools in the vicinity. For higher studies, one has to go to Karumandurai where there is a higher secondary school. But, lack of transportation facilities restricts the movement of students, especially girls. Therefore dropout rate among girls is especially high. These schools were mostly single teacher schools.*

### **Tribal Sub-Plan**

There are far too many people (people of about 40 villages) for the given economic base and service infrastructure. The inputs are less, whereas the demands are high.

*For faster development of the area and mitigating the hardships of tribal people, an incisive approach to tribal problems was necessary in terms of their geographic and demographic consideration. Therefore, the Tribal Sub-Plan (TSP) was introduced. The TSP approach attached primary importance to poverty amelioration amongst the STs with a view to raise a substantial number of families above the poverty line. The main objectives of the Tribal Sub-Plan are:*

1. To enable the families to raise above poverty level.
2. Development of human resources and upgradation of education.
3. Elimination of exploitation of the tribals in the field of land alienation, money lending, debt-bondage etc.

*It is noteworthy that no family in the studied area has been identified as 'Below Poverty Line (BPL)', though they apparently deserved to be classified as such. The government gave loan for Tapioca cultivation and to buy goats. This led to a change in the cropping pattern, from multi-cropping system to mono-cropping system. Now the tribes cultivate only Tapioca.*

*Change to new 'mono-cropping system' brought about certain negative impact and a change in the lifestyle of the people. Some of the disadvantages were:*

- The tribal lands are sloppy and are in undulating rocky terrain. Due to soil erosion, fertility of the soil on the top is eroded continuously which also results in loss of nutrients. Thus the land becomes unproductive gradually.
- The continuous cultivation of tapioca in the same field results in absorption of nutrients from the same soil depths leading to fall in yield in subsequent years. This effect has been experienced by the farmers.
- Tapioca is generally raised without soil conservation methods in steep slopes. This leads to soil erosion.
- Absence of adequate storage facilities for rain water without any check dams also lead to soil erosion.
- Failure to utilise the land properly also leads to degradation of land and ecological imbalance.
- The crops in tribal areas are in lands in steep slopes and they are unable to retain water sufficiently for longer periods for the growth of the crops.

- Initially when multi-cropping system was prevalent, cattle were grazed in the nearby fields. But tapioca cultivation brought an end to this. Now the tribes have to go to distant locations, which means walking long distances. Moreover, the forest officials harassed them, as they did not allow the animals to graze in the forests.
- Mono-cropping system brought an end to honey extraction activities, as flowers are no longer available.
- *With the change in the cropping system, the method of cultivation also began to change. Initially bulls were used for tilling the land which took nearly 10 to 12 days. Now bulls have been replaced by tractors. (Of course, with mono-cropping system, they are not left with any money to even feed the bulls). Since tractors are less time consuming and involve less labour, people now prefer tractors. However, tractors do not till the lands that well as bulls.*

### **Tribal area backwardness**

*In spite of the best efforts put in by the Government, the area still lags behind. The reasons for this situation include:*

1. *Resistance to change: The tribal people are by nature tradition bound and value their mode of living and lack exposure. They favour development and want all modern facilities in their villages but do not know how to secure it or take initiative.*
2. *An NGO called Village Rural Development Programme (VRDP) is taking some steps to bring a change in outlook and instill confidence and inform of their rights. But they have severe financial limitations. When they are bullied over by the concerned official, they remain quiet or even blame the NGO. This shows their timid nature.*
3. *Some of the financial agencies are ready to provide limited finances for consumption purposes, but are un-willing to give finance for development works in the tribal areas.*
4. *Interaction with developmental field officials is very limited.*
5. *Panchayat and co-operative functioning has not made any reasonable impact on the lives of the tribal people.*

### **Visit to Rakode Village**

*Rakode is a small village in the Kalrayan hills located at a distance of about 15 kms from Thumbal village which is a central point for transport services to nearby villages. It consists of about 200 families and is dominated by Malayali tribes. Houses are small, with kutcha roofs and are mostly ill ventilated. Houses are located in each side of a narrow lane in a linear pattern. The lanes in between the houses are pucca, while the lanes surrounding the village are kutcha. The village is surrounded by agricultural field.*

*Agriculture is the main occupation of the people. Tapioca is commonly grown and is sold off in the nearby towns like Salem and Attur. There is no irrigation facility available and agriculture is mainly dependent on rain.*

*Since agriculture is a seasonal activity, male members of the family migrate to nearby towns/cities for employment during off-season. They very often take loan from money-lenders at an interest rate as high as 48 per cent per annum. The agricultural produce grown are forcibly taken away by the money lenders against the loans taken and the tribes often return home empty-handed. Thus most of the families live below poverty line. Many of the tribal people have even sold their*

agricultural land to money lenders and are working as casual and/or agricultural labourers in other's land.

*In order to improve the socio-economic conditions of the tribal people, government gave them subsidy and loans under TSP at low rates of interest to buy cows, goats, etc. For agriculture, cooperative societies gave them loan. However people are not satisfied with this kind of arrangement as it is not beneficial to them in the long run. Whatever little is earned with great difficulty is used to repay outstanding loans and they continue to remain backward. The loan system cannot be beneficial to the people unless they are taught to use it for productive purposes. Sensitisation, training etc programmes could be of help.*

*The village woefully lacks basic facilities. There is only one primary school which has upto 5th class. High school is about 3 kms away in another village called Karumandurai. In Rakode, there is only a single teacher who is also the headmaster to manage all the five classes. School strength is about 50. The head master comes to the school once or twice in a week. So the village people have themselves appointed a headmaster who is more regular. The educational level is very low in the village. Only about 10 persons have studied up to 10<sup>th</sup> class and only one person upto 12<sup>th</sup> class (12 class was called college by the villagers).*

*One peculiar thing noticed in the village was that under the mid-day meal scheme, school children are to be provided with ragi-malt powder. Instead the bags are alleged to be sold to the owners of pigs at the rate of Rs. 70 per bag. Children were thus denied of a basic facility.*

*There are no dispensaries or primary health centers (PHCs). To avail these facilities one has to travel to Karumandurai (about 3 kms from the village). However, there are no regular doctors in the centre. Health workers visit the area only 4 to 5 times in a year. Proper vaccination is also not given to children on time. Health of the mother is also generally very poor. Birth generally takes place at home under unhygienic conditions. Frequent abortion among them is also very common.*

Gram Sabha meetings are held very regularly. People also attend the meetings regularly. Head of the village generally record the grievances of the village people in a notebook. But later, there is no follow up action.

The village has the facility of drinking water (but not very dependable), electricity and a Panchayat TV for public viewing.

There are about 10 to 15 outsider families who have settled here. They own about 100 acres (all total) of agricultural land and they belong to higher castes.

Females of the village have started Self Help Groups (SHGs). Every week the members contribute Rs 10. This money is used to give loans to the people. The one and only benefit of the SHGs is that it is very easy to get loans.

### **Visit to Kovilkadu**

*Kovilkadu is another small village located at a distance of about 3 to 4 kms from Rakode. It is also inhabited by Malayali tribes and consists of nearly 70 families. Main occupation of the people is agriculture. Most of the families have dry agricultural land below 1 acre. They usually borrow money from money-lenders at high rate of interest. Against repayment, money lenders take away the agricultural produce. Thus there is very severe exploitation of the tribal people by the money*

lenders. The village has also no irrigation facilities. Since the agricultural land is less than 1 acre, government does not also give them any loan.

Like other villagers in the area, during agricultural off season male members migrate to the nearby towns/districts and work there as agricultural and construction labourers. Families are left behind to take care of themselves.

About 10 families from outside have migrated to this village and own about 100 acres of land (approximately 10 acres each). The agricultural produce is generally sold at Salem. They generally belong to the upper class.

Level of education and awareness is very low among the people. Very few people have studied up to 10th class. There are no hospitals, PHCs, dispensaries etc. Even in Karumandurai inadequate medical facilities prevail.

Gram sabha meetings are held very regularly. During the meetings, grievances of the people are generally recorded in a note book by the village panchayat or the head. However, there is no follow up action.

About 25 acres of fertile land nearby is with the forest department. It was gathered that they do not allow the tribes to graze their animals. Also, for repairing their houses, forest officials generally do not allow them to collect bamboos from the forests. They harass them to the extent that they even raid houses, threaten them and take bribe from them.

The village has the facility of electricity and water. Free "Hut light System" is not prevalent. These matters are repeatedly being brought to the notice of the Collector/Panchayat head, but so far nothing has been done, the villagers said.

Two SHGs have been started in which people contribute every week some amount which is utilised for giving loan to the people in time of need. The other socio-economic conditions are more or less the same as that of village Rakode.

### **Conclusion**

*In spite of the piecemeal efforts taken by the government, the TSP implementation has not improved the standard of living of the people. Their condition still remains backward and many are below poverty line level. In order to bring about a balanced development of the tribal areas vis-a-vis non-tribal areas, it is necessary to concentrate on two important aspects, namely:*

- Regional Development
- People's Development

People's development issues cannot be tackled in isolation. The eco-system and the environment in which they live, command enough resources and has future potential. The resource endowment of the region etc. have an intimate relationships with their socio-economic and cultural life and these also provide a frame for their development. Thus due emphasis has to be given to preserve and develop the natural resources. In addition to this, other infrastructure like roads, transport, schools, hospitals etc need to be strengthened.

To ensure regional development, since the area is predominantly agricultural, focus can be to develop agriculture and allied sectors, like horticulture, plantation and social forestry. As the potential for these activities is high, each of them will create sizeable demand for regular labour

force. However, minimal infrastructure has to be developed for the programmes in agriculture and allied activities which includes construction of roads, godowns and other facilities.

At present agricultural extension is confined to distribution of bullocks or giving vegetable seeds, but no proper strategy is yet available. Irrigation can be developed. New methods of water and soil conservation could be developed, such as construction of bunds, check dams. No doubt some efforts were made to help the people to bund the fields, but with little success.

It is felt that a substantive and sustainable developmental programme in agricultural and allied sectors can strengthen the tribal economy. But above all it is important that official machinery has to be sensitised to deal with tribal development problems not merely as 'paid jobs' but 'service' to community and nation building. The Panchayati Raj system can also play an important role in this regard, particularly in regard to elimination of exploitation of tribal people.



## *EPILOGUE*

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It has been argued that the absence of a viable comprehensive tribal policy has been one of the main reasons for not providing focussed attention to tackle tribal problems and implementing meaningful result oriented programmes. We do not consider this to be so. In fact, the special provisions in the Constitution for protecting and promoting the interests of the Scheduled Tribes and raising the level of administration in the Scheduled Areas are by themselves a viable comprehensive tribal development policy. In addition, various other national policies e.g. forests, health, women, etc. also spell out the policies in respect of such sectoral issues. Some national policies have a bearing also on tribal issues, and incorporate additional prescriptions for the scheduled tribes. Further, the well known Panchsheel for tribal development enunciated by the first Prime Minister Jawaharlal Nehru has all the components of a National Policy on Tribal Welfare and Development. In recent years, the tribal sub-plan approach has also laid down norms and procedures for determining developmental inputs necessary for the sustained development of the tribal people and the tribal areas in an integrated manner. The malady has been that in tribal development there is acute absence of sincere and honest execution of agreed policies and programmes. What is now needed is a codification or consolidation of various such measures/prescriptions advocated and / or implemented particularly because no serious short comings have come to the fore in such measures except of course, the all important issue of “implementation”.

In any case, it is more important to have an effective implementation, supervision and monitoring mechanism or formula rather than a mere declaratory policy statement, as such without fool – proof implementation strategy. The emphasis, to repeat, should thus be on implementation rather than continuous revision of programmes/schemes and plans and policies.

In the implementation of the TSP strategy not much attention has been paid to the provisions in Part IX of the Constitution regarding Panchayats and the Provisions of the Panchayats (Extension to the Scheduled Areas) Act 1996 (PESA). It may be recalled that the rationale behind the Extension Act was to empower Gram Sabha to approve and sanction all matters pertaining to tribal society and economy. The role of Panchayats at different levels was to execute decisions taken by the Gram Sabha. Some experts have hailed these provisions as revolutionary heralding an era of “self-rule” (Gram Swaraj) in the Scheduled Areas.

All the States having Scheduled Areas have amended their Panchayat Acts endowing the Gram Sabha/Panchayat with appropriate powers - in varying degrees and manner - to promote the

interests of the tribal people. But, these have not been largely operationalised. Follow up action in the shape of rules and regulations and executive orders for transfer of funds, functionaries and functions have either not been framed or not enforced.

In the above context, the following comments are relevant. The Committee appointed to make recommendations on Extending Provisions of the Constitution 73<sup>rd</sup> Amendment Act, 1992 to Scheduled Areas (Bhuria Committee) had recommended that:

“It is note-worthy that some tribal areas in the country are covered neither by the Fifth nor the Sixth Schedules of the Constitution. For instance, the hill areas of Manipur State comprising about 90% of the total geographical area of the State is predominantly tribal in demographic character. In Assam also, tribal areas of the State have been left out of both the Fifth and Sixth Schedules of the Constitution. The tribes of north plain of Brahmaputra have been unable to take advantage of constitutional provisions as per the two Schedules. The process of scheduling was commenced in the fifties and was resumed in the seventies as a part of making the Tribal sub-Plan and Scheduled Areas co-terminus. But some-how it has remained incomplete. It is necessary that the remaining Tribal sub-Plan and MADA areas, as well as similar pockets in West Bengal, Tamil Nadu, Kerala and Karnataka should be covered by Scheduled Areas notification”

It is also pertinent to mention that the Government of India has Constituted on 18 July 2002 the Scheduled Areas and the Scheduled Tribes Commission under the Chairpersonship of Shri Dileep Singh Bhuria under clause (1) of article 339 of the Constitution. One of the terms of reference of the Commission is to examine the socio-political and administrative set-up particularly with reference to Part IX of the Constitution relating to Panchayats and the provisions of the Panchayats (Extension to the Scheduled Areas) Act 1996, and suggest measures to make it effective for self-governance and socio-economic advancement of the tribal people. It is to be presumed that this Commission would examine the above recommendations relating to extending Scheduled Areas to States like Assam and Tamil Nadu.

According to the Extension Act, the State legislation shall endeavour to follow the pattern of the Sixth Schedule of the Constitution while designing the administrative arrangement for the Panchayat at district level. Adoption of Sixth Schedule Areas arrangement is very important for making panchayats, in real sense, institutions of self-government because under the Sixth Schedule, District Councils perform legislative, judicial and administrative functions in their jurisdiction. It also implies that the administrative machinery dealing with social and non-social sectoral programmes would be put under the control of Panchayats. This will enable Gram Sabha to

effectively deal with TSP and other issues for the good of the tribal people. The State governments have not paid enough attention in adopting of the Sixth Schedule Area arrangement for administrative structure and has ignored this provision completely while amending their Panchayat Acts. The Ministry of Tribal Affairs and also the Planning Commission have not shown enough enthusiasm in operationalising tribal sub plan programmes through Panchayats.

It would generally be agreed that of the many tribal problems the greatest of all is poverty. Ordinarily, in earlier days, tribal people did not face starvation because of plenty of basic resources, foremost among them being forests. Today, they are impoverished and by government's own assessment, majority of them are below poverty line. Much publicized IRDP, Minimum Needs Programmes and 20 Point Programme have all largely bypassed the majority of poor tribals. We have found that in these and other development programmes, ability to access benefits is a privileged skill beyond the reach of the ordinary, simple, unsuspecting tribals.

The remedy for tribal development ills is not more financial investments or more legislative support or policy statements or institution building. Empowerment of the tribals can pave the way for assured sustainable progress. PESA implementation promises this, but it has to be a part of the whole and not an isolated effort. Even in States like Assam and Tamil Nadu where there is no Scheduled Areas, Part IX of the Constitution on Panchayati Raj can be of much help in capacity building for the implementation of TSP.

The destiny of tribal people in our country will have to be reckoned in the context of liberalization, privatisation and globalisation also. The scope for state intervention in crucial social security network and especially food security and welfare measures as also gainful employment for unskilled labour will be negligible in the economic reform era, as the trend indicates. Consequently, the apprehension is that the Constitutional provisions will largely remain unimplementable, not that they have been implemented with any seriousness till now except perhaps filling up of seats in Parliament and State legislatures and to a limited extent in government services.

An apparatus is available to implement TSP at the grassroots level and tackle hunger, diseases, illiteracy, and unemployment, etc. The route to empowerment of scheduled tribes is through empowered Panchayati Raj. A high level body, perhaps the existing Standing Tripartite Committee to monitor the implementation of the strategies of the Special Component Plan (SCP) for SCs and the Tribal Sub Plan (TSP) for STs, both at the Central and State levels, could activate the working of TSP in a directed manner through Panchayat Raj Institutions. This is the last hope

and if we do not avail this opportunity, in historical perspective Tribal Development Planners and Administrators may be seen in poor light.

It is customary now, in Indian planning module, to periodically change the nomenclature, pattern, scope, eligibility criteria and procedure for allocation of funds, etc. to cover up patent lapses in realizing the envisaged physical targets under ongoing schemes. In the present context, these include revised guidelines for (1) identification of BPL families (2) allocation of Special Central Assistance for TSP (3) implementation of programmes for PTGs and (4) continuance of a large component of Centrally Sponsored Programmes. The institutional support system include (1) Ministry of Tribal Affairs (2) Separate ST Commission under Article 338 of the Constitution (3) NSTFDC (4) SA&ST Commission under Article 339 of the Constitution. Seen in this perspective, there is more centralization in Tribal Development matters while the national objective is decentralization. It is also worth mentioning that in recent times, at the Union Government level, a vast network of institutions have been created while implementation of tribal development programmes is with the States.



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# ANNEXURES

**Percentage of Population below Poverty Line by States – 1993-94  
(as per the Official Methodology)**

S. No.	States	Rural		Urban	
		Scheduled Castes	Scheduled Tribe	Scheduled Caste	Scheduled Tribe
1.	Andhra Pradesh	26.02	25.66	43.82	46.68
2.	Assam	45.38	41.44	14.34	7.11
3.	Bihar	70.66	69.75	55.16	35.76
4.	Gujarat	32.26	31.20	44.99	35.47
5.	Haryana	46.56	41.55	23.58	0.00
6.	Himachal Pradesh	36.89	63.94	18.52	0.00
7.	Karnataka	46.36	37.33	61.59	62.05
8.	Kerala	36.43	37.34	31.59	1.08
9.	Madhya Pradesh	45.83	56.69	65.00	65.28
10.	Maharashtra	51.64	50.58	52.56	61.06
11.	Orissa	48.95	71.26	47.45	64.85
12.	Punjab	22.08	27.00	27.96	0.00
13.	Rajasthan	38.38	46.23	48.63	13.21
14.	Tamil Nadu	44.05	44.37	61.50	30.08
15.	Uttar Pradesh	58.99	37.11	58.02	36.80
16.	West Bengal	45.29	61.95	37.73	19.41
	All India	48.11	51.94	49.48	41.14

*Source:* Planning Commission, New Delhi

- N.B. (i) The estimates are based on the methodology outlined in the Report of the Expert Group on Estimation of Proportion and Number of Poor.
- (ii) The poverty line for all population is used for SC's and ST's
- (iii) All India poverty ratio is worked out from the NSS distribution of persons and (implicit) all-India poverty line.

**Percentage of Population below Poverty Line by States for 1999-2000**

S. No	States	Rural			Urban		
		Schedule d Castes	Schedule d Tribe	All	Schedule d Caste	Schedule d Tribe	All
1.	Andhra Pradesh	16.49	23.82	11.14	41.42	44.99	26.53
2.	Assam	44.00	38.73	40.20	19.99	2.70	7.47
3.	Bihar	59.81	59.68	44.22	51.91	39.47	32.95
4.	Gujarat	17.77	29.11	13.17	29.13	36.66	15.59
5.	Haryana	19.03	-	8.27	25.38	-	9.99
6.	Himachal Pradesh	13.15	5.73	7.94	6.74	-	4.63
7.	Karnataka	26.22	25.49	17.36	47.01	51.37	25.25
8.	Kerala	14.64	24.20	9.38	24.15	-	20.27
9.	Madhya Pradesh	41.29	56.26	37.09	54.24	52.59	38.54
10.	Maharashtra	33.27	43.56	23.82	39.88	42.98	26.91
11.	Orissa	51.83	73.93	48.13	70.59	59.59	43.13
12.	Punjab	12.39	17.99	6.44	11.30	12.95	5.80
13.	Rajasthan	19.62	25.27	13.65	41.82	20.71	19.85
14.	Tamil Nadu	32.59	43.20	20.55	44.94	5.22	22.17
15.	Uttar Pradesh	43.65	34.06	31.22	43.51	13.27	30.90
16.	West Bengal	35.10	50.02	31.82	28.15	31.88	14.86
17.	All India	36.25	45.86	27.11	38.47	34.75	23.65

*Source:* Planning Commission, New Delhi

- N.B. (i) The Poverty Line for all population is used for SCs and STs  
(ii) All India poverty ratio is worked out from the NSS distribution of persons and (implicit) all-India poverty line

**Extracts from a note of the Planning Commission on the  
preparation of sub-plans for tribal regions within the State Plan**

In the Fifth Five Year Plan, attention has to be focused on the specific problem of each identifiable group and area so that a definite perspective emerges for the course of their development. Broadly speaking, the situations in regions of tribal concentration and in areas of dispersed tribal population are quite distinct which require different approaches. In the regions of tribal concentration area development approach has to be adopted, keeping focus on the problems of the tribal people. A sub-plan should be drawn up for these areas which may present an integrated view of their problems, the broad objectives and strategies, an outline of the various programmes, physical inputs, financial outlays, legislative and administrative frame. All activities of government and semi-government organizations, financing and credit institutions and special sectoral programmes may be fully integrated in the sub-plan which should present a total picture of the development of the region.

1. The long term objectives of the sub-plan are:
  - (i) to narrow the gap between the levels of development of tribal and other areas;  
and
  - (ii) to improve the quality of life of the tribal communities.

Among the immediate objectives will be elimination of exploitation in all forms, speeding up the processes for social and economic development, building up inner strength of the people and improving their organizational capabilities.

A general strategy to achieve these objectives will have to be evolved in the sub-plan keeping in view the special problems of the tribal region in each State. Entire legal, administrative and institutional frame as also inter-sectoral and intra-sectoral priorities may need to be reviewed keeping the primary focus on the welfare and development of the people.

2. No developmental activity for benefiting the tribal population will succeed unless exploitation in various forms is prevented.

Tribals, by and large, depend on agriculture and forests for their livelihood. Hence development of agriculture will be given the highest priority.

The level of economic activity in tribal areas is very low yet the potential of their resource endowment is only partially utilized. Opportunities for better utilization of available manpower should be created through programmes of horticulture, animal husbandry, piggery and allied occupations. Cottage industries based on the local raw materials should be developed with a view that the proportion of semi-processed and processed goods is maximized in the export-mix of the region.

For speeding up the socio-economic development basic infrastructure, legal, institutional and physical, will require to be developed on a priority basis. Growth centers, communication network, schools, rural health centers, marketing and credit organizations, rural electrification, manpower resources and training will have to be planned in an integrated fashion keeping in view the special conditions of the tribal areas.

3 As the sub-plan will focus attention on the welfare and development of the people, special attention will have to be given to areas and groups facing special problems. These will include primitive tribal groups in extremely backward pockets, shifting cultivators and tribals affected by major projects.

Preparation of the sub-plan will involve the following steps:

- (i) Identification and demarcation of areas of tribal concentration;
- (ii) Identification of socio-cultural barriers and promoters of change and development;
- (iii) Assessment of potentialities, special problems and felt needs of the tribal areas;
- (iv) Assessing the resource availability for the sub-plans;
- (v) Formulation of sectoral programmes; and
- (vi) Devising a suitable administrative set-up.

The sub-plan should present a clear picture of the resource configuration of these areas based on the available data with the State Government, techno-economic surveys and other research studies. This will help in identifying the scope for and the direction of the general development of these areas. The dynamic relationship between the resource potential, economic activity, socio-economic situation of the tribal people and the institutional frame may be spelled out. The special problems of the tribal areas should be clearly identified particularly those leading to incidence of exploitation in various forms. Identification of the felt needs and aspiration of the tribal should be attempted which will help in formulation of sectoral programmes.

4 It will be necessary to arrive at a first order projection with regard to the level of investment from various sources in the tribal region during the Fifth Plan period. All sectors including the financing institutions and autonomous organizations will have to give a higher priority for programmes of these areas. The resources for the sub-plan will comprise—

- (a) State Plan outlays;
- (b) Sectoral outlays in the Central Ministries for tribal areas;
- (c) Special central sector allocation for tribal areas; and
- (d) Institutional finance.

The basic frame for the economic development of these areas will be provided by the share in the allocation of State Plan, the outlays from other sources being additive and supplemental. The special allocation for the tribal sub-plan from the central sector will attempt to supplement the total resources which can be mobilized by the State Plans, Central Ministries and the financing institutions. The reliance on this source will have to be kept at the minimum. The exact amount, however, can be arrived at only after a reasonable sub-plan is presented by the States maximizing their own effort and keeping in view the general constraint on resources.

With a view to ensure that a dent is made in the basic problems facing these regions during the Fifth Five Year Plan the programmes may be categorized into core and other programmes. The core programmes will comprise the following:

- (i) Credit and marketing including regulation of tribal markets and money lending;
- (ii) Preparation of land records including restoration of land alienated;
- (iii) Crop husbandry, agricultural extension, training of farmers and horticulture;
- (iv) Minor and medium irrigation programmes;
- (v) Forest based programmes, problems of forest villagers and forest labourers;
- (vi) The problem of special groups including shifting cultivators, extremely backward communities and those affected by major projects;
- (vii) Primary road net work linking important markets and growth centers;
- (viii) Problems of tribal artisans facing competition from organized sector;
- (ix) Elementary education including citizen education;
- (x) Rationalisation of administrative structure and personnel policies;
- (xi) Strengthening of traditional panchayats and voluntary organizations; and
- (xii) Techno-economic survey and evaluation studies
- (vi) Devising a suitable administrative set-up.

5. As the sub-plan preparation is being done for the first time, there may be some initial difficulties in obtaining certain data particularly at the block level. However, much of the information is available at the tehsil level which will generally comprise a tribal development project area at the meso level.

6. A set of tables is given in the annexures (not included in this extract) which will provide the minimum data-base for the sub-plan. States may add more relevant information if readily available.

Project preparation may be planned as a phased programme. At least one project per macro-region should be finalized during 1973-74 itself so that it can be started with the inauguration of the Fifth Plan.

## Annexure-III(2)

## EARMARKING OF FUNDS UNDER TSP STATES/UTs DURING THE NINTH FIVE YEAR PLAN (1997-2002)

(Rs. in crores)

Sl. No.	State / UTS	% of STs (1991 Census)	Ninth Plan															Total @		
			1997-98			1998-99			1999-2000			2000-2001			2001-2002			1997-2002		
			State Plan Outlay	Flow to TSP	% age to Col.4	State Plan Outlay	Flow to TSP	% age to Col.7	State Plan Outlay	Flow to TSP	% age to Col.10	State Plan Outlay	Flow to TSP	% age to Col.13	State Plan Outlay	Flow to TSP	% age to Col.16	State Plan Outlay	Flow to TSP	% age to Col.19
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
1.	Andhra Pradesh	6.3	3533.0	191.9	<b>5.4</b>	4678.9	158.1	<b>3.4</b>	5479.5	152.6	<b>2.8</b>	-	NA	-	-	NA	-	13691.44	502.6	<b>3.7</b>
2.	Assam	12.8	1193.0	132.7	<b>11.1</b>	1128.7	108.7	<b>9.6</b>	1306.2	126.4	<b>9.7</b>	1210.3	136.5	<b>11.3</b>	1210.3	136.5	<b>11.3</b>	6048.6	640.7	<b>10.6</b>
3.	Bihar	7.7	-	NA	-	2348.4	726.8	<b>30.9</b>	3630.0	1044.5	<b>28.8</b>	-	NA	-	-	NA	-	5978.4	1771.3	<b>29.6</b>
4.	Chhattisgarh	FIGURES ARE NOT AVAILABLE																		
5.	Gujarat	14.9	4500.0	489.1	<b>10.9</b>	5450.0	666.7	<b>12.2</b>	6550.0	853.1	<b>13.0</b>	7800.0	916.5	<b>11.8</b>	7800.0	916.5	<b>11.8</b>	32100.0	3841.9	<b>12.0</b>
6.	Himachal Pradesh	4.2	1008.0	90.7	<b>9.0</b>	1440.0	122.7	<b>8.5</b>	1600.0	135.0	<b>8.4</b>	1720.0	146.1	<b>8.5</b>	1720.0	146.1	<b>8.5</b>	7488.0	640.6	<b>8.6</b>
7.	Jammu & Kashmir	11.0	1550.0	231.1	<b>14.9</b>	-	NA	-	522.3	56.9	<b>10.9</b>	-	NA	-	-	NA	-	2072.3	288.1	<b>13.9</b>
8.	Jharkhand	FIGURES ARE NOT AVAILABLE																		
9.	Karnataka	4.3	4545.0	85.0	<b>1.9</b>	5353.0	76.2	<b>1.4</b>	5888.0	88.3	<b>1.5</b>	7274.0	89.9	<b>1.2</b>	7274.0	89.9	<b>1.2</b>	30334.0	429.3	<b>1.4</b>
10.	Kerala	1.1	2855.0	19.4	<b>0.7</b>	3100.0	61.2	<b>2.0</b>	3250.0	60.1	<b>1.9</b>	-	NA	-	-	NA	-	9205.0	140.7	<b>1.5</b>
11.	Madhya Pradesh	23.3	3657.2	622.2	<b>17.0</b>	3700.0	634.3	<b>17.1</b>	4000.1	847.3	<b>21.2</b>	2490.0	631.2	<b>25.4</b>	2490.0	631.2	<b>25.4</b>	16337.3	3366.3	<b>20.6</b>
12.	Maharashtra	9.3	5836.2	550.0	<b>9.4</b>	11600.7	561.0	<b>4.8</b>	6641.8	580.6	<b>8.7</b>	5798.0	525.0	<b>9.1</b>	5798.0	525.0	<b>9.1</b>	35674.8	2741.6	<b>7.7</b>
13.	Manipur	34.4	410.0	160.8	<b>37.7</b>	-	NA	-	-	NA	-	682.0	257.5	<b>37.8</b>	682.0	257.5	<b>37.8</b>	1363.9	515.1	<b>37.8</b>

14. Orissa	22.2	2684.0	576.6	<b>21.5</b>	2071.2	643.9	<b>31.1</b>	2488.9	627.9	<b>25.2</b>	2906.7	818.0	<b>28.1</b>	2906.7	818.0	<b>28.1</b>	13057.5	3484.4	<b>26.7</b>
15. Rajasthan	12.4	3504.1	390.2	<b>11.1</b>	3800.0	384.6	<b>10.1</b>	5022.3	427.3	<b>8.5</b>	4219.8	133.9	<b>3.2</b>	4219.8	133.9	<b>3.2</b>	20766.0	1469.8	<b>7.1</b>
16. Sikkim	22.4	51.6	11.6	<b>22.4</b>	193.6	17.2	<b>8.9</b>	90.8	25.0	<b>27.5</b>	133.9	31.2	<b>23.3</b>	133.9	31.2	<b>23.3</b>	603.7	116.3	<b>19.3</b>
17. Tamil Nadu	1.0	4000.0	42.5	<b>1.1</b>	4500.0	46.2	<b>1.0</b>	5251.1	58.5	<b>1.1</b>	5700.3	58.6	<b>1.0</b>	5700.3	58.6	<b>1.0</b>	25151.7	264.4	<b>1.1</b>
18. Tripura	31.0	437.0	125.9	<b>29.1</b>	440.0	120.5	<b>31.8</b>	-	NA	-	355.5	172.9	<b>48.6</b>	355.5	172.9	<b>48.6</b>	1588.0	592.2	<b>37.3</b>
19. Uttaranchal	FIGURES ARE NOT AVAILABLE																		
20. Uttar Pradesh	0.2	7080.0	32.0	<b>0.5</b>	10261.0	49.1	<b>0.5</b>	11400.0	42.5	<b>0.4</b>	9025.0	46.8	<b>0.5</b>	9025.0	46.8	<b>0.5</b>	46791.0	217.1	<b>0.5</b>
21. West Bengal	5.6	3922.3	102.8	<b>2.6</b>	4594.9	79.9	<b>1.7</b>	5787.3	424.2	<b>7.3</b>	5977.6	138.1	<b>2.3</b>	5977.6	138.1	<b>2.3</b>	26259.6	883.2	<b>3.4</b>
22. A & N Islands	9.5	255.0	25.5	<b>10.1</b>	320.0	41.2	<b>12.9</b>	400.0	62.5	<b>15.6</b>	410.0	54.7	<b>13.3</b>	410.0	54.7	<b>13.3</b>	1795.0	238.7	<b>13.3</b>
23. Daman & Diu	11.5	59.6	2.7	<b>4.6</b>	33.4	1.4	<b>4.2</b>	34.1	2.7	<b>8.0</b>	34.1	1.2	<b>3.6</b>	34.1	1.2	<b>3.6</b>	195.1	9.3	<b>4.8</b>
<b>Total</b>	<b>8.1</b>	<b>51081.0</b>	<b>3882.6</b>	<b>7.6</b>	<b>65013.8</b>	<b>4499.6</b>	<b>6.9</b>	<b>69342.2</b>	<b>5615.3</b>	<b>8.1</b>	<b>55737.1</b>	<b>4158.3</b>	<b>7.5</b>	<b>55737.1</b>	<b>4158.3</b>	<b>7.5</b>	<b>296911.2</b>	<b>22314.2</b>	<b>7.5</b>

\* Tentative figures for 2001-2 other States/UTs.

@ Likely financial achievement during Ninth Plan

Note: TSP is not applicable in

Source: Ministry of Tribal Affairs

**ANNEXURE - III**

**EARMARKING OF FUNDS UNDER TSP STATES/UTs DURING THE EIGHTH FIVE YEAR PLAN (1992-1997)**

(Rs. in crores)

Sl. No	States/UTs	% of ST Population	1992-93			1993-94			1994-95			1995-96			1996-97			Total (1992-97)		
			State Plan Outlay	Flow to TSP	% age	State Plan Outlay	Flow to TSP	% age	State Plan Outlay	Flow to TSP	% age	State Plan Outlay	Flow to TSP	% age	State Plan Outlay	Flow to TSP	% age	State Plan Outlay	Flow to TSP	% age
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21
1.	Andhra Pradesh	6.31	2744.05	158.51	<b>5.78</b>	1851.00	86.45	<b>4.67</b>	2130.00	78.76	<b>3.70</b>	3159.00	125.88	<b>3.98</b>	3159.00	125.88	<b>3.98</b>	13043.05	575.48	<b>4.41</b>
2.	Assam	12.82	682.01	130.88	<b>19.19</b>	580.19	102.95	<b>17.74</b>	973.83	109.75	<b>11.21</b>	1326.40	147.00	<b>11.08</b>	1326.40	147.00	<b>11.08</b>	4893.83	637.58	<b>13.03</b>
3.	Bihar	7.66	2200.00	580.52	<b>26.39</b>	2315.00	800.21	<b>34.57</b>	2310.00	597.02	<b>25.85</b>	2400.00	687.02	<b>28.63</b>	2400.00	687.02	<b>28.63</b>	11625.00	3351.79	<b>28.83</b>
4.	Gujarat	14.92	1783.00	192.47	<b>10.79</b>	2137.00	217.77	<b>10.19</b>	2240.00	237.75	<b>10.61</b>	2160.00	308.76	<b>14.29</b>	2160.00	308.76	<b>14.29</b>	10480.00	1265.51	<b>12.08</b>
5.	Himachal Pradesh	4.22	534.53	48.12	<b>9.00</b>	550.00	49.50	<b>9.00</b>	650.00	58.50	<b>9.00</b>	750.00	67.50	<b>9.00</b>	750.00	67.50	<b>9.00</b>	3234.53	291.12	<b>9.00</b>
6.	Jammu & Kashmir	11.00	279.41	61.18	<b>21.90</b>	880.00	49.92	<b>5.67</b>	950.00	87.87	<b>9.25</b>	1165.00	119.57	<b>10.26</b>	1165.00	119.57	<b>10.26</b>	4439.41	438.11	<b>9.87</b>
7.	Karnataka	4.26	1800.00	18.06	<b>1.00</b>	3025.00	39.94	<b>1.32</b>	3275.00	47.85	<b>1.46</b>	3575.00	67.68	<b>1.89</b>	3575.00	67.68	<b>1.89</b>	15250.00	241.21	<b>1.58</b>
8.	Kerala	1.10	913.00	15.68	<b>1.72</b>	1003.00	19.37	<b>1.93</b>	1260.00	24.65	<b>1.96</b>	1550.00	24.32	<b>1.57</b>	1550.00	24.32	<b>1.57</b>	6276.00	108.34	<b>1.73</b>
9.	Madhya Pradesh	23.27	2503.50	580.36	<b>23.18</b>	2400.00	535.05	<b>22.29</b>	2754.00	627.72	<b>22.79</b>	2900.00	685.66	<b>23.64</b>	2900.00	685.66	<b>23.64</b>	13457.50	3114.45	<b>23.14</b>
10.	Maharashtra	9.27	3476.16	226.56	<b>6.52</b>	3804.00	265.00	<b>6.97</b>	4400.00	330.00	<b>7.50</b>	5500.00	412.50	<b>7.50</b>	5500.00	412.50	<b>7.50</b>	22680.16	1646.56	<b>7.26</b>
11.	Manipur	34.41	307.51	106.00	<b>34.47</b>	235.13	100.73	<b>42.84</b>	240.00	85.72	<b>35.72</b>	300.00	119.86	<b>0.00</b>	300.00	119.86	<b>0.00</b>	1382.64	532.17	<b>38.49</b>
12.	Orissa	22.21	1750.00	481.93	<b>27.54</b>	1450.00	423.86	<b>29.23</b>	1950.00	348.40	<b>17.87</b>	1732.00	568.85	<b>32.84</b>	1732.00	568.85	<b>32.84</b>	8614.00	2391.89	<b>27.77</b>
13.	Rajasthan	12.44	1630.51	143.36	<b>8.79</b>	1700.00	143.96	<b>8.47</b>	2450.00	187.12	<b>7.64</b>	3200.00	305.45	<b>9.55</b>	3200.00	305.45	<b>9.55</b>	12180.51	1085.34	<b>8.91</b>
14.	Sikkim	22.36	48.88	11.69	<b>23.92</b>	105.88	17.21	<b>16.25</b>	97.95	17.00	<b>17.36</b>	81.41	13.12	<b>16.12</b>	81.41	13.12	<b>16.12</b>	415.53	72.14	<b>17.36</b>
15.	Tamil Nadu	1.03	1751.35	19.33	<b>1.10</b>	2101.00	22.48	<b>1.07</b>	2750.75	28.33	<b>1.03</b>	3200.00	36.39	<b>1.14</b>	3200.00	36.39	<b>1.14</b>	13003.10	142.92	<b>1.10</b>

16.	Tripura	30.95	360.60	131.91	<b>36.58</b>	310.00	111.77	<b>36.05</b>	290.00	88.75	<b>30.60</b>	329.00	93.84	<b>28.52</b>	329.00	93.84	<b>28.52</b>	1618.60	520.11	<b>32.13</b>
17.	Uttar Pradesh	0.21	3458.00	2.75	<b>0.08</b>	4200.50	2.03	<b>0.05</b>	3842.00	2.60	<b>0.07</b>	4520.00	2.87	<b>0.06</b>	4520.00	2.87	<b>0.06</b>	20540.50	13.12	<b>0.06</b>
18.	West Bengal	5.59	1834.33	83.40	<b>4.55</b>	1550.00	75.33	<b>4.86</b>	1706.00	77.03	<b>4.52</b>	2200.40	75.67	<b>3.44</b>	2200.40	75.67	<b>3.44</b>	9491.13	387.10	<b>4.08</b>
19.	A & N Islands	9.54	182.41	25.25	<b>13.84</b>	1556.50	22.60	<b>1.45</b>	205.00	24.19	<b>11.80</b>	15.52	2.33	<b>15.01</b>	15.52	2.33	<b>15.01</b>	1974.95	76.70	<b>3.88</b>
20.	Daman & Diu	11.54	30.29	1.50	<b>4.95</b>	24.70	1.70	<b>6.88</b>	26.26	2.22	<b>8.45</b>	35.53	2.80	<b>7.88</b>	35.53	2.80	<b>7.88</b>	152.31	11.02	<b>7.24</b>
	<b>Total</b>	<b>8.08</b>	<b>28269.54</b>	<b>3019.46</b>	<b>10.68</b>	<b>31778.90</b>	<b>3087.83</b>	<b>9.72</b>	<b>34505.79</b>	<b>3061.23</b>	<b>8.87</b>	<b>40099.26</b>	<b>3867.07</b>	<b>9.64</b>	<b>40099.26</b>	<b>3867.07</b>	<b>9.64</b>	<b>174752.75</b>	<b>16902.66</b>	<b>9.67</b>

\* 8<sup>th</sup> Plan total arrived by clubbing year-wise outlay and flow of funds

Source: Annual Report 1995-96, Ministry of Welfare

Information beyond 8<sup>th</sup> Plan is incomplete

**Extracts from letter No. 14020/5/2003-SG& C dated 02/05/2003 from the Ministry of Tribal Affairs to the Secretaries in charge of Tribal Development in the States/UTs and others.**

Sub: Guidelines for Release and Utilisation of Special Central Assistance (SCA) to the Tribal Sub-Plan (TSP)

In supersession of the circulars/Letters/Guidelines issued earlier on the subject, the following guidelines are hereby laid down for the use of SCA to TSP funds.

**Introduction**

*Resource inadequacy affecting the effective implementation of various programmes undertaken under the Tribal Sub-Plan (TSP) has prompted the Government of India to supplement the efforts of the State Government by extending Special Central Assistance (SCA) as an additive to the State TSP. Accordingly, a scheme called SCA to TSP was launched as early as in 1997-98.*

(Note: SCA to TSP has been in vogue since the beginning of TSP strategy in the Fifth Plan).

**SCA to TSP and its objective**

*SCA to TSP has been extended by the Government of India to State Governments since 1997-98, as an additive to their state plan efforts of Tribal Development and thus constitutes part of the overall strategy of the TSP. The objective and scope of SCA to TSP which was originally meant for filling up of the critical gaps in the family-based income generation activities of the TSP, will now be expanded to cover the employment-cum-income generation activities and the infrastructure incidental thereto not only family-based, but also run by the Self-Help Groups (SHGs)/ Community. The ultimate objective of extending SCA to TSP is to boost the demand based income-generation programmes and thus raise the economic and social status of Tribals.*

**Guidelines**

9. The tribal population living below poverty line should alone be covered under SCA-financed activities, with a special emphasis on raising their socio-economic status to that of the rest of the population in the Blocks/District/State.
10. SCA to TSP should be utilised for filling up of critical gaps in both the primary schemes supporting Family/SHG/Community based employment-cum-income-generation activities and the infrastructure incidental thereto. However, not more than 30 per cent of SCA received can be permitted for the purpose of developing infrastructure.
11. While planning for Family/SHG/community based employment-cum-income—generation activities, every effort should be made to converge the services/resources, manpower and infrastructure already available under various tribal sectors.
12. While formulating SCA-funded TSP activities, priority should be given to the development of the most neglected tribals living in the Forest Villages.
13. Innovative projects for creating employment-cum-income generation activities based on the felt needs of the local tribals should be given priority. To this effect, the ground level functionaries should also be geared up effectively so as to attract optimal institutional finance.
14. Long-term Area-specific micro-planning by taking into consideration ITDPs/ITDAs and the blocks/clusters therein as geographical units should be taken up under SCA to TSP. Multi-

disciplinary agencies could be entrusted with the task of preparing such long term plans indicating estimates of the flow of funds from the State Plan (TSP), the Central Plan (SCA to TSP) and through Grant-in-aid under Article 275 (1) of the Constitution.

15. Since SCA to TSP is additive to the State Plan, the State Government/UT administration should indicate the Department/Scheme-wise details of activities funded out of the Annual State Plan. As the SCA to TSP is to be utilised as gap filler to the schemes being taken up out of the TSP funds earmarked under the Annual State Plan, adequate justification should be given to show that the schemes being funded out of SCA to TSP are actually supplementary to schemes being taken up out of TSP funds earmarked in the Annual State Plan.
16. Wherever a conjunctive flow of funds can be ensured from the other ongoing development programmes of Central and State Plan activities, every effort should be made to dovetail all the ongoing programmes so as to have a better spatial and demographic coverage. The Ministry encourages a more focussed approach leading to perceptible change in the tribal areas rather than resources being spread too thin under various sectors, in a disintegrated fashion.
17. Projects/schemes drawn up on issues affecting tribal women should be brought centre stage and their participation, right from the stage of formulation to implementation of various development projects needs to be ensured. To this effect, a fixed portion of SCA funds should be kept apart and shown under the 'Women's Component'.
18. Before sanctioning the SCA to TSP, it is a pre-requisite to formulate specific schemes/programmes that have a direct bearing on the economic development of tribals as suitable to their social, economic and ecological situation. The schemes/programmes thus formulated should be sent in advance as proposals to the Ministry for examination/discussion and approval.
19. The special programmes/schemes thus formulated/proposed should necessarily reflect physical and financial targets with a specific time frame, to facilitate monitoring in implementation of the same, from time to time.
20. In view of the diverse and varied physical and socio-economic conditions of the tribals, the SCA funds directed especially to the poverty alleviation should necessarily support such innovative income-generating and employment activities/programmes with sustainable relevance/utility to the tribal beneficiaries.
21. While utilising the SCA funds for the development of Forest Villages and the tribals living therein, it is essential not only to identify their specific problems but also to propose specific package for their development by specially formulating specific schemes that are not only suitable to the prevailing conditions but also ensuring their effective synchronisation with the programme of the Forest Department viz. JFM. Similar special attention should also be accorded to the shifting cultivators by devising suitable/alternative income generating and self-employment activities to be supported with SCA funds.
22. Detailed information about all the projects sanctioned/funded under SCA to TSP along with the progress of their implementation needs to be kept up to date at the Centre, from time to time to facilitate effective monitoring.
23. People's participation is a thread that runs across the tribal fabric and the approach towards tribal development should, therefore ensure that their strength is harnessed.
24. The ground-level mechanism should be effectively geared up so as to attract optimal institutional finance for enhanced income generating activities.
25. **Adherence to the provisions of the Panchayati Raj Act of 1992 and the Provisions of the Panchayats (Extension to Scheduled Areas) Act of 1996 in planning and implementation of TSP, including the SCA funds, should be ensured in letter and spirit.**

26. The TSP component should be prepared along with the Five Year/Annual Plans of the State and SCA should form an integral part of the overall TSP. Also, the entire TSP of each state should be discussed and approved at the time of the finalisation of the Five Year/Annual Plans of the state and necessary earmarking for the flow of SCA funds to the relevant sectors in each state should also be determined and approved accordingly.
27. Out of the total SCA allocation for a financial year, 10 per cent of the funds will be utilised for the purpose of extending incentives to States for effective implementation of TSP and the same will be released as per the criteria given at item (iv) and part IV of this document. (Not included in this extract).

### **Norms for release of SCA to TSP**

- i) SCA should be released to States/UTs normally in a maximum of two instalments and the entire amount is expected to be made available by the end of the second quarters. However, release of SCA would be entirely based on the utilisation/performance by the State governments.
- ii) SCA funds earmarked by the Ministry to ITDPs should be released directly to the ITDPs by the State Governments/UT Administrations and no part of SCA should be released directly to any Department at the State level. However, transfer of funds to implementing departments/agencies, if required should be done by the ITDPs.
- iii) SCA is released for the economic development of the following:
  - a) **Integrated Tribal Development Projects (ITDPs)** are generally contiguous large areas of the size of one or more Development blocks in which the ST population is 50% or more of the total population.
  - b) **Modified Area Development Approach (MADA):** These are identified pockets with a concentration of 50% tribals or more ST population within a total population of a minimum of 10,000 persons and above.
  - c) **Clusters:** These are identified pockets of tribal concentration containing 50 % or more ST population within a total population of about 5000 or more.
  - d) **Primitive Tribal Groups (PTGs):** Identified isolated communities among the STs characterised by a low rate of population, a pre-agricultural level of technology and extremely low levels of literacy. (so far 75 PTGs have been identified.).
  - e) **Dispersed Tribal Population:** Outside (a), (b), (c), and (d) of the above.
- iv) The TSP component of various Department/Sectors under the State Plan should be put in a separate Budget Head of the Tribal Development Department of the State. Of the total allocation under SCA to TSP, an amount of 10 % will be released to the states based upon a system of weighted criteria, listed below:-
  - a) Adoption of the TSP approach in letter and spirit by ensuring that the entire TSP funds at least in equal proportion to the population of the tribals in the state, are placed in one Budget Head under the administrative control of the tribal development department of the State Government for more integrated and focussed planning and implementation of projects/schemes.
  - b) Thereafter, at least on an average 75% of the approved Tribal Sub-Plan funds are actually utilised/released to the implementing agencies in the previous three financial years through the budget head of the Tribal Development Department of the State; and
  - c) Funds awarded, as incentives to the State, should be utilised for employment and income generating activities benefiting the tribals.
- v) The remaining 90 % of the total allocation under SCA will then be further allocated amongst the States on the basis of the share of the programmes under the broad strategy of the Tribal

- Sub-Plan, namely, Integrated Tribal Development Projects (ITDPs), Modified Area Development Approach Pockets (MADA), Clusters and Primitive Tribal Groups (PTGs) and is calculated in proportion to the Scheduled Tribe population under each programme.
- vi) State-wise allocation of amount available for programmes under ITDPs, MADAs, Clusters and PTGs and Dispersed Tribals are made as under:-
- a) **Integrated Tribal Development Projects (ITDPs):** for allocation of SCA to ITDPs, the states are grouped into two categories:
- Category A** consists of states with substantial area predominantly inhabited by tribals such as Andhra Pradesh, Chhatisgarh, Gujarat, Himachal Pradesh, Jharkhand, Madhya Pradesh, Maharashtra, Manipur, Orissa, Rajasthan, Sikkim.
- Category B** consists of having a dispersed tribal population with some areas of tribal concentration such as Assam, Bihar, Jammu & Kashmir, Karnataka, Kerala, Tamil Nadu, Tripura, Uttar Pradesh, Uttaranchal, West Bengal and the UTs of Andaman and Nicobar Islands and Daman & Diu.
- The total outlay of SCA for ITDPs is allocated to the above two categories of States on the basis of tribal population of the States/UTs included in each group.
- The funds allocated to Category A is then distributed to the states on the basis of the following criteria:
- 70 % on the basis of ST population in ITDP/ITDA area.
  - 30 % on the basis of geographical area of ITDP/ITDA

Whereas the funds allocated to the Category 'B' States is then distributed to the States only on the basis of ST population in the ITDPs.

**b) MADA Pockets, Clusters and Dispersed Tribals**

100 % on the basis of ST population in MADA Pockets, Clusters and Dispersed Tribals.

**c) Primitive Tribal Groups –** The distribution formula is as follows:

- 70 % of the amount on numerical size of the Primitive Tribal Communities.
  - 30 % of the amount according to number of PTGs in the States and UTs.
- vii) After calculating the entitlement for each of the State on the basis of the norms, the amount so calculated for MADAs, PTGs, STs in Clusters and Dispersed Tribal Groups (PTGs), SCA will be separately earmarked for each State and placed at the disposal of the State Governments for implementing projects/schemes for the benefits of MADAs, PTGs, STs in clusters and PTGs in a focussed and well targetted manner.
- viii) The rest of the SCA allocation of each of the State meant for ITDPs will then be further earmarked by the Ministry of Tribal affairs for each of the ITDPs of each state in equal proportion to the population of the STs in these respective ITDPs as a percentage of the total ST population of the ITDPs in a particular State.

**Utilisation of SCA**

*Keeping in view the specific guidelines, prescribed under of this document, every effort should be made by all the State Governments/UTs to ensure that the SCA funds received under SCA to TSP are worth utilised for the purpose they are sanctioned for. Simultaneously, efforts should also be made to avoid the following:*

- i) SCA should not be used for any major infrastructure development; rather flow from the TSP should be supplemented for this purpose.
- ii) If funds are provided for any TSP project under any Central/Centrally Sponsored Scheme, SCA funds should not be utilised for the same purpose.

- iii) Demonstration unit should not be financed out of SCA. However, the follow-up of demonstration projects can be catered to, keeping in view the special disadvantages that the tribals cope with.
- iv) If a specific project is financed by outside agencies, national or international, a part of the expenditure is expected to be borne by the concerned State Government. Such contribution should normally flow from the State Plan, but not from SCA.
- v) The equity base of the State Government Organisations like the Tribal Development Cooperative Corporations (TDCCs) or Forest Development Corporations (FDCs) dealing with schemes related to the welfare and development of the tribals should not be financed out of SCA.
- vi) Expenditure on items such as establishment, vehicles and recurring in nature is strictly prohibited.

### **Monitoring and Progress Reporting**

*To ensure effective monitoring and progress report, all States/UTs should ensure the development of an information system for a smooth flow of information, both vertical and horizontal, about all the projects sanctioned/implemented/completed with the funds of SCA to TSP, from time to time. “Assessment of actual programmes/schemes implemented under TSP on the socio-economic conditions of the tribal covered under ITDPs, MADAs, Clusters, PTGs, as the case may be should specifically be undertaken”. In fact, this would not only enable the State Governments/UTs to regulate the otherwise defunct system of reporting on the subject – right from the village level to the Block/District/State to the Central level, but would also help avoid the existing major problem of diversion of funds of SCA to TSP to the other general developmental/infrastructural projects. Progress reporting to the Center by States/UTs, as visualised, should be both half-yearly/and on annual basis, while projects to districts/States should be on quarterly basis. To this effect, the Formats indicating allocation and utilisation of TSP funds by the State Governments/UTs, for Reporting Progress from the Project/Block level to the State/UT and the State/UT to the Ministry of Tribal Affairs, Government of India have also been prescribed (not included in this extract).*

Over and above, the proposed in-built monitoring system, the State Tripartite Committees will also, as per their mandate, review the progress of both releases and utilisation of SCA to TSP on an half-yearly basis and send their report to the Central Standing Tripartite Committee.

**Extracts from the Notification No. TAD/ACB/72/67 dated 2<sup>nd</sup> May, 1967 of the T.A. & W.B.C. Department, Government of Assam. In supersession of Rules published with the Department Notification Nos. TAD/GA/67/58, dated 23<sup>rd</sup> July, 1958 TAD/ACB/6/62/16, dated 13<sup>th</sup> August, 1962, TAD/ACB/6/62/47, dated 17<sup>th</sup> November, 1962 and TAD/ACB/6/62/73, dated 10<sup>th</sup> September, 1963 the Governor of Assam is pleased to publish the following Rules for the constitution of the Advisory Council for the Welfare of the Scheduled Tribes living in the Plains districts of Assam.**

These Rules shall be called The Advisory Council for the Welfare of the Scheduled Tribes living in the Plains Districts of Assam Rules, 1967.

Those Rules shall come into force at once.

There shall be an Advisory Council consisting of the following members:

A member or members of Lok Sabha and of the Assam Legislative Assembly belonging to the Scheduled Tribes of the Plains districts of Assam representing any constituency from Assam.

Member or members of the Central Advisory Board for Tribal Welfare from Assam.

Commissioner of Agricultural Production, Assam, Ex-Officio.

President or a representative of the All Assam Tribal Sangha.

Development Commissioner, Assam, Ex-Officio.

Commissioner of Plains Division, Assam, Ex-officio.

Secretary to the Government of Assam, Tribal Areas and Welfare of Backward Classes Department, Ex-officio.

Deputy Commissioner for Scheduled Castes and Scheduled Tribes incharge of Plains Districts of Assam Ex-Officio.

Such other members as may be nominated by the Government.

The Council shall have a Chairman and a Vice-chairman. The Minister-in-charge, Tribal Areas and Welfare of Backward Classes Department shall be the Chairman. The Vice-chairman shall be elected from amongst the non-official members by majority of votes of the Council.

The Council shall have a secretariat staff consisting of Secretary and such other officers and staff as the Governor may consider necessary to appoint. The office of the Council will be located at Dispur and will form part of the Tribal Areas and Welfare of Backward Classes Department.

The Council unless so.....dissolved by the Governor shall continue until the dissolution of the existing Assembly, and shall be reconstituted as soon as possible after the general elections to the Assembly.

(i) *It shall be the duty of the Council to advise the Government of Assam, generally on all matters pertaining to the Welfare of the Scheduled Tribes in the Plains Districts of Assam, as may be referred to it by the Governor.*

In particular, and without prejudice to the generality of subrule (1) the Council shall –

- (a) assess the requirements of the Scheduled Tribes in the plains districts of Assam and formulation of schemes for their welfare.
- (b) review from time to time the working of the schemes sanctioned for the welfare of the Scheduled Tribes of the plains district of Assam, appraise and evaluation of the benefits derived therefrom with a view to suggesting improvements or changes where necessary.
- (c) advise Government on any matter affecting the interest of the Scheduled Tribes of the Plains districts of Assam.

The Council shall meet at least once a year at such a place and on such date or dates as the Secretary may appoint with the approval of the Chairman.

The quorum shall be five or one-third of the total number of members of the Council, whichever is less.

The recommendations of the Council shall, as far as possible be unanimous but if at any time, no unanimous recommendation can be arrived at in respect of any particular matter before it, the Chairman shall ascertain the recommendations of the majority by taking the vote of the members present by show of hand, and the recommendations of the majority so determined shall be deemed to be the recommendation of the Council. Provided that the views of the dissenting members present and voting shall be recorded by the Secretary to form as record of the proceedings.

The Governor may, from time to time, amend these Rules.

Sd/- B.N. Das  
Deputy Secretary to the Government of Assam  
T.A. & W.B.C. Department

## Panchayat Acts Provisions

### Assam

The Gaon Sabha shall perform the following functions namely:

- (a) *mobilizing voluntary labour and contribution in kind and cash for the Community Welfare Programmes;*
- (b) identification of beneficiaries for the implementation of development schemes pertaining to the villages:

Provided that in case the Gaon Sabha fails to identify the beneficiaries within a reasonable time, the Secretary of the Gaon Panchayat in consultation with the President of the Gaon Panchayat and the Block Development Officer concerned will identify the beneficiaries including the beneficiaries under Integrated Rural Development Programme;

Provided further that if the Secretary fails to convene the Gaon Sabha in time for selection of beneficiaries for Rural Development Programme, the Block Development Officer shall convene the Gaon Sabha for such specific purpose:

### Functions of Gaon Panchayat

Subject to such condition as may be specified by the Government from time to time, the Gaon Panchayat shall perform the functions specified below:-

#### I. General Function:

- (1) Preparation of Annual Plans for the development of the Gaon Panchayat area.
- (2) Preparation of Annual budget of Gaon Panchayat
- (3) Mobilisation of reliefs in natural calamities.
- (4) Removal of encroachments on public properties
- (5) Organising voluntary labour and contribution for community works.
- (6) Maintenance of essential statistics of villages.

#### II. Agriculture Including Agriculture Extension:

- (1) Identification and implementation of various Agricultural Schemes amounting not exceeding rupees fifty thousand for agricultural development in the Gaon Panchayat Area with technical assistance from Agriculture, Co-operation, Irrigation and other concerned departments.
- (2) Development of waste lands.
- (3) Development and maintenance of village grazing lands and preventing their unauthorized alienation and use.

III. Animal Husbandry, Dairy Development and Poultry

- (1) Improvement of breed of cattle, poultry and other livestock.
- (2) Promotion of Dairy farming, poultry and piggery.
- (3) Grassland development.

IV. Fisheries

- (1) Development of fisheries in the villages.

V. Social and Farm Forestry / Minor Forest Produce, Fuel and Fodder:

- (1) Planting and preservation of trees on the sides of roads and other public land under its control.
- (2) Plantation of firewood trees and fodder development.
- (3) Promotion of farm forestry
- (4) Development of social forestry

VI. Khadi, Village and Cottage Industries

- (1) Promotion of rural and cottage industries
- (2) Organisation of awareness camps, seminar and training programme, agriculture and industrial exhibition for the benefit of the rural people.

VII. Rural Housing

- (1) Distribution of house sites within its jurisdiction
- (2) Maintenance of records relating to the houses, sites and other private public properties.

VIII. Drinking Water

- (1) Construction, repairs and maintenance of drinking water wells, tanks and ponds and tube-wells.
- (2) Prevention and control of water pollution.
- (3) Maintenance of rural water supply scheme.

IX. Roads, Buildings, Culverts, Bridges, Ferries, Waterways and Other means of Communication:

- (1) Construction and maintenance of village roads drains and culverts.
- (2) Maintenance of buildings under its control or transferred to it by the Government or any public authority.
- (3) Maintenance of boats ferries and water ways.

X. Rural Electrification

Including identification of locality for distribution of electricity, providing for and maintenance of electricity, providing for and maintenance of lighting of public streets and other places.

XI. Non-Conventional Energy Sources:

- (1) Promotion and development of Non-conventional energy sources.
- (2) Maintenance of Community Non-conventional energy device, including bio-gas plants.
- (3) Propagation of improved chulhas and other efficient energy devices.

XII. Poverty Alleviation Programme

- (1) Promotion of public awareness and participation in implementation of poverty alleviation programme for fuller employment and creation of productive assets for the community.
- (2) Selection of beneficiaries under various programmes including IRDP through Gaon Sabha.
- (3) Participation in effective implementation of various schemes and monitoring thereof.

XIII. Education Including Primary Schools

- (1) Promotion of public awareness and participation in Primary and Secondary Education.
- (2) Ensuring full enrollment and attendance in Primary Schools and its management including the attendance of the Primary School teachers.

XIV. Adult and Non-Formal Education

- (1) Promotion of Adult Literacy

XV. Libraries

- (1) Organisation of village library and reading rooms.

XVI. Cultural Activities

- (1) Promotion of social and cultural activities

XVII. Markets and Fairs

- (1) Regulation of fairs including Cattle Fairs and Festivals

XVIII. Rural Sanitation

- (1) Maintenance of general sanitation, cremation and burial grounds.
- (2) Clearing of public roads, drains, tanks, ponds, wells and other public places.
- (3) Maintenance and regulation of burning and burial grounds.
- (4) Construction and maintenance of public latrines.
- (5) Disposal of unclaimed corpses and carcasses.

(6) Management and control of washing and bathing ghats

XIX Public Health and Family Welfare

- (1) Implementation of family welfare programme
- (2) Prevention and remedial measures against epidemics
- (3) Regulation of sale of meat, fish, and other perishable food articles.
- (4) Participation in programmes of human and animal vaccination.
- (5) Licensing of eating and entertainment establishment.
- (6) Destruction of stray dogs.
- (7) Regulation of curing, tanning and dyeing of skins and hides.
- (8) Regulation of offensive and dangerous trades.

XX. Women and Child Development

- (1) Participation in the implementation of women and child welfare programme.
- (2) Promotion of school health and nutrition programmes.

XXI Social Welfare Including Welfare of Handicapped and Mentally Retarded

- (1) Participation in the implementation of the social welfare programme, including welfare of the handicapped, mentally retarded and destitutes and distribution of foodstuff on social welfare programmes.
- (2) Selection of beneficiaries and monitoring of the old age and widows pension schemes.

XXII. Welfare of the weaker sections and in particular the Scheduled Castes and Scheduled Tribes

- (1) Promotion of public awareness with regard to welfare of Scheduled Tribes and other weaker sections.
- (2) Participation in the implementation of the specific programmes for the welfare of the weaker section.

XIII. Public Distribution System

- (1) Promotion of public awareness with regard to the distribution of essential commodities.
- (2) Monitoring the public distribution system including keeping sharp vigilance to ensure full and equitable distribution of essential commodities allotted by the State Government.

XXIV Maintenance of Community Assets

- (1) Maintenance of Community Assets
- (2) Preservation and maintenance of other community assets.

XXV Construction and maintenance of Dharmasalas and Similar Institutions

XXVI Construction and maintenance of cattlesheds, ponds, and carts stands

XXVII Maintenance of public parks and play grounds

XXVIII Construction and maintenance of slaughter house

XXIX Maintenance and regulation of manure

XXX Such other functions as may be entrusted from time to time by order of the Government in the Department of Panchayat and Rural Development

Assignment of Functions:

- (1) The Government may, by notification and subject to such conditions as may be specified therein, -
  - (a) Transfer to any Gaon Panchayat the management and maintenance of a forest situated in the Panchayat area;
  - (b) Make over to the Gaon Panchayat the management of waste lands, pasture lands or vacant lands belonging to the Government situated within the Panchayat area;
  - (c) Provided that when any transfer of the management and maintenance of a forest is made under clause (a), the Government shall direct that any amount required for such management and maintenance or an adequate portion of income from such forest be placed at the disposal of the Gaon Panchayat.
- (2) The Government may, by notification modify any functions assigned in this Section.

*Source:* Assam Act No. XVIII of 1994 (Received the assent of the Governor on 5<sup>th</sup> May 1994) The Assam Panchayat Bill 1994

### **Tamil Nadu**

- (a) The Grama Sabha shall, -
  - (i) approve the village plan;
  - (ii) approve the village budget for the year;
  - (iia) approve the audit report on the village panchayat accounts of the previous year; and)
  - (iii) review the progress of the implementation of all schemes entrusted to the village panchayat.
- (b) The Government may, by notification, entrust to the Grama Sabha such other functions as may be specified.

The village panchayat shall give due consideration to the recommendations and suggestions of the Grama Sabha.

*Source:* Tamil Nadu Panchayat Act, 1994 Act No. 21 of 1994.



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**Schedule 1**

*Study on Impact of Tribal Sub-Plan Implementation in Improving the Socio-Economic Condition of the Tribal People, with Special Focus on Reduction of Poverty Level.*

*ASSAM AND TAMIL NADU.*

**Sponsored by the Planning Commission, New Delhi**

**Discussion at State Level**

**I. Identification**

- a). Name:
- b). Designation:
- c). Department, etc.  
of the officer with whom discussions held.

**II. Key themes/areas for discussions**

<b>1.</b>	<b>Concept of Tribal Sub-Plan</b>	
	Has the State Government any reservations/suggestions for improvement, etc. on:	
a)	Delineation of TSP areas	
b)	Priorities	
c)	Programmes	

d)	Quantification of sectoral outlays	
e)	Accountability/non divertibility/budgeting mechanism for TSP funds.	
f)	TSP as an instrument for poverty level reduction.	
g)	Any other	
<b>2</b>	<i>Administrative Setup</i>	
	Obtain a chart of official – non-official set up.	
a)	Criteria for selection and posting of officers such as Project Officer ITDP	
b)	Control by Tribal Development Department of personnel working in ITDP areas:	
	- Integration	
	- Supervision	
	- Entry in CR etc	
	- General comments	
C.	Any special incentives for personnel posted in tribal areas – factual and views	
<b>3.</b>	<i>Planning</i>	
a)	ITDP as a unit of planning, is it in vogue – if not the present set up.	
b)	Comments on special central assistance for TSP from Ministry of Tribal Affairs- Criteria/Adequacy etc, and utilization.	
c)	Funds under article 275(1) Proviso for tribal development- any comments, utilization areas etc.	

d)	Centrally sponsored schemes of Ministry of Tribal Affairs – Matching grant provisions, any problem, utilization, etc.	
<b>4.</b>	<b>Poverty Alleviation</b>	
a)	Any comment on criteria for determining BPL families - rationale, appropriateness	
b)	What are the major projects/ schemes for poverty reduction - Elucidate	
c)	Institutional arrangements for supervision, control and monitoring of programmes, especially poverty alleviation schemes.	
d)	Contribution for Tribal Development from Financial Institutions like ST Finance Corp, Banks, etc. and specialized Corporations, like TRIFED/State TDC etc.	
e)	Is periodical evaluation of TSP programmes an accepted methodology.	
	Collect latest evaluation reports or at least some major findings recommendations	
<b>5.</b>	<b>Advisory Councils/Committees</b>	
a)	Is there any coordination committee for tribal development programmes, if so constitution, function, etc.	
b)	Is there a TAC if so its contribution towards tribal development	

Obtain details of the working of these committees for the last three years.	
<b>6.</b>	<b>Investigators Observations</b>
<b>7.</b>	<b>Supervisors Remarks</b>
<i>Note:</i> Please collect all secondary data/information, as available.	

**Additional points for Primitive Tribal Groups (PTGs)**

1	Views on special treatment for PTGs in developmental matters –	
2	Any comments on PTG identification criteria.	
3	Does all the six identified groups deserve special treatment, are there any more such groups qualified to be categorized as PTGs, comments.	
4	Special arrangements for development of PTG in the shape of :	
a)	Special staff	

b)	Additional funds	
c)	Distinct schemes	
d)	Any other feature	
5	Assessment of the programmes Agency, periodicity, etc.	
6	Any need for modification	
7	General comments on implementation of schemes for PTGs.	



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## **Schedule 2**

***Study on Impact of Tribal Sub-Plan Implementation in Improving the Socio-Economic Condition of the Tribal People with Special Focus on Reduction of Poverty Level.***

*ASSAM AND TAMIL NADU*

**Sponsored by the Planning Commission, New Delhi**

***Discussion at District /ITDP level***

### **I. Identification**

- a) Name:
- b) Designation:
- c) Department/Organisation, etc.  
of the officer with whom discussion held.

### **II. Key themes/areas for discussion.**

*These may be canvassed among others, District Collector/Commissioner, Project Officer ITDP, District Heads of development departments like tribal development, women and child development, rural development (poverty alleviation), DRDA, forest, education, etc.*

1	The role of District Collector/Commissioner in implementing TSP programmes. Any special area of importance / interest / conflict – Elaborate	
2	Role of Project Officer in planning, implementing, controlling, supervising, etc. of ITDP programmes, within his/her jurisdiction.	
3	Relationship with other line departments – areas of	

	concerns/conflict	
4	Any special arrangement for ensuring timely completion of work / project, release of funds etc. in the ITDP.	
<b>5</b>	<b>Poverty levels</b>	
a)	Authority which draws up the list of BPL families at the ITDP / Block/village level.	
b)	Role of Panchayat/Gram Sabha in the above exercise.	
c)	The assessment method for classifying as BPL family (quantification of - labour, MFP collection, house hold crafts etc.) in terms of money value.	
d)	Are you satisfied with norms/ assessment procedure, etc. If not, reasons.	
e)	Are there any special identification document given to BPL families.	
<b>6.</b>	<b>Schemes / Projects</b>	
a)	Full details of schemes, implemented Result achieved (financial and physical)	
	(Obtain secondary data for 3 years (1999-2000, 2000-2001 and 2001-2002).	
b)	Important schemes with special reference to poverty alleviation.	

a)	Inputs:	

Scheme	Total Government Assistants			Remarks
	Loan	Subsidy	In Kind	
Any periodical assessment of families crossing poverty line. Obtain details and data.				

c)	Any comment on programme implementation with reference to: (i) appropriateness of scheme  (ii) adequacy of loan/subsidy  (iii) yield / return from assets created  (iv) approach and attitude of tribal family/beneficiary.	
d)	Community works undertaken, any special schemes in the last three years for draught / flood hit villages.	
<b>7.</b>	<b>Monitoring</b>	
a)	Mechanism for monitoring BPL families assisted:	
b)	Has any instance of serious lapse in implementation come to the notice in recent times, if so details.	
c)	Are there any successful/ programmes - details	
d)	How mid-term appraisal and corrections are effected.	
e)	Grievances redressal	

	arrangements	
	– statistics for last three years; complaints received, nature, action taken, etc.	
g)	How many days, on an average per month, the District Heads/ Project Officer – ITDP visit villages / work sites / blocks and other institution like school, PHC. Etc.	
h)	Are tribal people included in the Committees at ITDP level – details.	
i)	Financial and physical achievement at the ITDP level	
	(Obtain data for the last 3 years.	
j)	Any major issue with regard to: (i) under- utilization (ii) unspent balance (iii) diversion of funds (iv) lapsing of budget fund (v) programme wise BPL families assisted for last 3 years.	
8.	Any general comments on TSP implementation with special reference to programmes for Poverty reduction of tribal families.	
<b>9</b>	<b>Investigators Observations</b>	
<b>10</b>	<i>Supervisors Remarks</i>	

**Additional points for Primitive Tribal Groups (PTGs)**

1)	Are there any special staff for	
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	looking after the interests of PTGs, if so details such as, Head Quarters, number of personnel, nature of duties, supervisory arrangement, special powers, etc.	
2)	Details of special schemes under taken during the last 3 years – including location, PTGs families involved, number of beneficiaries and physical and financial achievements.	



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### **Schedule 3**

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***Village Survey***

#### **I. Identification**

a) District /ITDP / Panchayat/Village

#### **II. Key themes/areas on which information is to be collected .**

1	Nature of Village- Revenue/Forest/others specify.	
2	Area in Sq.Km	
3	<b>Population</b>	
a)	Total	
b)	Schedule Tribes	
c)	Others	

#### 4 Infrastructure

(i) Roads

a)	Link Roads in Sq.Km	
b)	Distance from main road	
c)	Is any state or national highway passing through village	

(ii) Drinking water

Source	Availability (throughout the year/seasonal)	Quality	Distance from village	Travel time
1 Tap water				
2 Tube well				
3 Open well				
4. River				
5. Other sources, specify,				

(iii) Sanitation

	Types	Yes/No
a)	Flush Latrines	
b)	Open Defecation	
c)	Drainage	
d)	Garbage disposal	
e)	Others (Specify)	

## 5. Educational Institutions

Nature and number of institutions	Number	Capacity (No. of seats)	Actual enrollment Current Academic year (2002-2003)		Dropout details		Location	
			Boys	Girls	Boys	Girls	Within the village	Distance Outside the village
Primary								
Middle								
Secondary								
Higher Secondary								
Others								
Hostels								
Ashrams								

(i) Availability of qualified teachers, especially locally Yes / No

### Teachers

Total	STs		General	
	Male	Female	Male	Female

(ii) Teacher – student ratio

(iii) Reasons for drop-out rates

(iv) Availability of infrastructure in schools, like blackboards, classrooms, etc

Other Facilities – Free text books, stipend, scholarship, mid day meals etc.

## 6. Health

Health institutions	Nos.	Availability of			Distance from the village (kms)	Travel time to reach the institution (Hrs)
		Doctors	Para medical staff			
			Nurses	Others (Specify)		
Hospital						
PHC						
Sub-centre						
Any other (specify)						

(i) Population – Bed Ratio:

(ii) Doctor – Population Ratio:

(iii) Availability of medicines in dispensaries: Yes/No

(iv) No. of

Qualified doctors:

RMPs:

Traditional tribal medicine men

(v) Availability of specialized equipments in hospitals

(vi) Family planning facilities available

(vii) Any alternate system of medicines

Ayurveda / Homeopathy /Any other traditional method

(viii) Any major disease, epidemic or malnutrition in the area in the last three years (Specify)

## 7. PDS

No.of fair Price shops/cooperative societies within the village.	
If not, distance from the village.	
Travel time	
Major items sold	

## 8 Other Facilities

Facilities	Within the village	Distance from the village
Post Office		
Telephone Booth, fax, internet		
Bank		
Cop. Society		
Ration Shop		
Others		

## 9 Resource Endowment

1.Land in h.a.:	
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10. Traditional Household crafts and cottage industries	
11. Any special feature by which the village is known	

**10. Visits by development functionaries during the last one year.**

Name & Designation	
Date and duration of visit (No. of hours/days/night halt)	
Purpose of visit	
Results	
<b>11. Investigator's Observations</b>	
<b>12 Supervisors Remarks</b>	

**Additional points for Primitive Tribal Groups (PTGs)**

1)	Is the village wholly populated by PTGs, if not population of PTG families in the village and number of households with name of the group.	
2)	Total population of PTGs	
3)	Name of the PTGs	
4)	Special features of the PTGs	
5)	Details of schemes exclusively undertaken in the village for PTGs during the last three years – physical and financial achievements.	
6)	General Assessment of implementation of programmes for PTGs.	



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#### Schedule 4

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#### Household Survey

##### I. Identification

- a) District/ ITDP/ Village
- b) House Number:

##### II. Key themes/areas on which information is to be collected

1.	Name of the head of the household	
2.	Name of the Tribe	

3. Number of family members	Male	Female	Total
Children			
Adults			
Aged (60 & above)			

<b>Total</b>			

4. Educational status of the family

Educational level	MALE		FEMALE	
	Adult	Children	Adult	Children
a) Literate without educational level				
b) Primary				
c) Middle				
d) Secondary and above				
e) Other technical qualifications				

f)	No. of children currently attending school				Total
		Level	M	F	
		Primary			
		Middle			
		Other			
g)	Number attending adult literacy class	Male	Female	Total	

--	--	--	--	--

5. Socio-economic condition of the households

<b>Housing</b>	<p><b>Pucca / Kutchha</b></p> <p><b>Constructed by him / government</b></p> <p><b>If government, amount of assistance; loan and subsidy,</b></p> <p><b>Any repayment outstanding.</b></p> <p><b>Do you have electric connection</b></p>
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6. Occupation

<b>Main occupation of HH members</b>	
<b>Supplementary occupations (wage labour, MFP collection etc.)</b>	

7. Total monthly household income of the family

Source	Amount (Rs.)
Main Occupation, (specify)	
Subsidiary Occupations	
Casual Occupation	
Others (specify)	
Total	

8. Total monthly expenditure

Item	Amount (Rs.)
Food	
Clothing	

Medical	
Education	
Fuel for cooking	
Electricity	
Social ceremonies: Marriage Others (Specify)	
Liquor	
Any other	
Total	

<b>9</b>	<b>Do you possess a ration card?</b>	
<b>10</b>	<b>Are you an identified BPL family (if so do you possess any special identification record)</b>	

<b>11</b>	<b>Loans: Did you take any loan during the last 3 years.</b>	<b>Year</b>	<b>Amount</b>	<b>Source (Govt. Bank, Money Lender etc.)</b>
<b>12</b>	<b>Loans outstanding</b>			
<b>13</b>	<b>Rate of Interest</b>			

14. Food and other household items

Staple Food items (rice, wheat, jowar, minor millets, etc.	
Use of forest items like tubers, roots, wild fruits, etc.	
Use of non-veg items. (Item and frequency)	
Kitchen: Medium of cooking	
Fuel wood, Kerosene oil, LPG, others	
Medium of cooking oil	
Groundnut, Mahua, Til, Mustard, etc.	
Kitchen Wares	
Earthern and ware	
Aluminum	
Steel	
Bedding	
No. of meals per day: Morning/Evening/Night	
Household item: Radio, fan, TV, bullock cart, cycle, etc.	
Lighting- K. oil, Electricity, any other	

15. Land ownership (Hectares)

	Wet	Dry	Podu (Shifting cultivation)	Total
Owned				
Assigned				
Leased in				

Leased out				
Whether Patta (title deed) granted.				
Do you pay any land revenue, if so annual rent				

16 Assets

Possession of:					
a. Cattle- No.and variety					
b. Poultry					
c. Ornaments		Gold	Silver	Others	Approximate value
17	<b>Do you know anything about BPL families and poverty alleviation programmes</b>				
18	<b>Did anybody in your village get any assistance under the above scheme (if so details)</b>				
19	<b>Did your family members during the last three years get any govt. assistance under any programme, if so details.</b>				

Type of Scheme	When sanctioned	Amount received		Utilisation- income from		Loan outstanding	Remarks
		Date	Loan subsidy	Assets	Scheme		



	<b>cooperative society.</b>	
<b>26</b>	<b>Did you take any assistance from the society during the last three years.</b>	
<b>27</b>	<b>Do you attend Panchayat/Gram Sabha meetings If yes, topics discussed during the last three meetings</b>	
<b>28</b>	<b>Does the Panchayat take active part in promoting welfare of the families in the village.</b>	
<b>29</b>	<b>Are you in the voter's list</b>	
<b>30</b>	<b>Have you ever voted? If so when, during which election, etc.</b>	
<b>31</b>	<b>What are the traditional crafts of the village and your household</b>	
<b>32</b>	<b>Approximate annual income from the craft.</b>	
<b>33</b>	<b>Do you or your family members possess distinct skill, if so explain</b>	
<b>34</b>	<b>Did any development official visit your household if so who, when and</b>	

	<b>purpose during the last 3 years.</b>	
<b>35</b>	<b>Do you have any complaint about govt. schemes implemented in your village. If so details.</b>	
<b>36</b>	<b>Investigators Observations</b>	
<b>37</b>	<b>Supervisors Remarks</b>	

**Additional points for Primitive Tribal Groups (PTGs)**

1	Name of the Group to which the family belongs	
2	When was the family identified as a PTG family	
3	Is the family aware of special treatment in developmental assistance for PTGs	
4	If yes, the source from which it was known	
5	Additional benefits, such as name of scheme amount of assistance, additional income	

	derived etc. for the last three years.	
6	Is the family practising any traditional avocation, if so details.	
7	General impression about the economic/social status of the family.	