

TFYP STEERING COMMITTEE SI. No. 5/2001

REPORT OF THE
STEERING COMMITTEE ON

EMPOWERING THE SCHEDULED TRIBES

FOR
THE TENTH FIVE YEAR PLAN
(2002-2007)



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**REPORT OF THE STEERING COMMITTEE ON
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TRIBES' IN THE TENTH FIVE YEAR PLAN (2002-07)**

CHAPTER - I

B A C K G R O U N D

In the context of the preparations for the Tenth Five Year Plan (2002-07), a **Steering Committee on 'Empowering the Scheduled Tribes'** was set up under the Chairpersonship of Dr. D.N. Tiwari, Member, Planning Commission. **While the Terms of Reference of the Committee are given below, its composition is available at Annexure-I :**

- i) to **review** the existing approach, strategies and priorities; the on-going policies and programmes for empowering Scheduled Tribes (STs) during the Ninth Five Year Plan; and **suggest** if and **wherever** necessary, alternative strategies, priorities, policies and programmes to accelerate the empowering process;
- ii) to **assess** the effectiveness of the implementation of 'Tribal Sub-Plan' strategy for STs and **suggest** specific measures and mechanisms to ensure that the 'population – proportion' funds flow from the other development sectors both at the Central and State levels and the Special Central Assistance (SCA) to TSP is utilized effectively ;
- iii) to **assess** the impact of the on-going economic reforms and progressive globalization / liberalization of economy on the socio-economic conditions of the Tribals, especially their economy and **suggest** effective strategies to cope up with the situation;
- iv) to **review** the effectiveness of the existing legislations relating to STs and their enforcement and **suggest** corrective measures; and
- v) to **review** the effectiveness of the existing Institutional Arrangements for implementation of policies and programmes relating to welfare, protection and development of STs and **suggest** improvements, if necessary;
- vi) to **assess** the role of NGOs and the status of devolution of powers and resources to Panchayati Raj Institutions / Local Traditional Tribal Councils and

Local Self Government Bodies as per the 73rd and 74th Constitutional Amendments of 1993 and 1996 and **suggest** specific measures for their effective involvement in the planning process ; and

- vii) to **suggest** an approach and necessary strategies, priorities, policies, and programmes under JFM, Forest Villages, shifting cultivation etc. along with physical and financial targets in pursuing the commitment of Empowering the Scheduled Tribes during the Tenth Five Year Plan (2002-07).

Simultaneously, Planning Commission has also set up a Working Group on the same Subject at the Ministerial level to undertake a detailed review of the progress of the implementation of all the on-going policies and programmes, not only within the Tribal Development Sector but also in the other related sectors; identify gaps; examine the effectiveness of the strategies, mechanisms and institutions; and to give necessary recommendations including the financial requirements to carry on the commitment of empowering the Scheduled Tribes during the Tenth Plan (2002-07). The Terms of Reference and the Composition of the Group are given at Annexure-II.

Further, the Steering Committee, while reviewing various governmental efforts that have gone into during the last nine Five Year Plans, felt very strongly the need for having a detailed review on various aspects of tribal development including strategies, plans, policies, programmes and legislations adopted not only within the tribal-development sector, but also in all the tribal-related sectors; with a special objective to examine as to how far they are in line with the commitments made in the constitution; what is their impact; why have they failed to solve the many un-resolved issues which are affecting the well-being of the tribals and lastly what strategies need to be adopted during the Tenth Plan which is on its anvil. **Accordingly, the Steering Committee set up 6 Sub-Groups, as per the details given below. A copy of the Office Order giving detailed Composition and Terms of Reference is at Annexure-III.**

<u>S.No</u>	<u>Sub-Group</u>	<u>Chairperson</u>	<u>Terms of Reference</u>
1.	Policies and Legislations relating to Protection, and Development of STs	Dr. Bhupender Singh, New Delhi	To review the existing policies and legislative measures; identify the gaps and to suggest necessary measures for Empowering Tribals.
2.	Implementation of the strategies of TSP and SCA to TSP and other developmental measures for STs	Dr. B.D. Sharma, New Delhi	To have a critical review of the implementation of the strategies of TSP and SCA to TSP and suggest measures for its effective implementation
3.	Development of Forest Villages and the Tribals living therein and the problems related to shifting cultivation.	Shri. R.P.S. Katwal DG, ICFRE, Dehradun	To review the existing conditions of the Forest Villages and the conditions of the Tribals living therein and suggest a definite Programme of Action for improving their improvement
4.	Economic Development of STs through the mechanisms available within ST-specific and ST-related Finance and Development Corporations (including Forest Corporations)	Shri S.K. Naik Secretary, M/Tribal Affairs, Govt. of India, New Delhi.	To review the functioning of various ST-specific and ST-related Finance and Development Corporations such as NSFDC, STDCs/ TDCCs, TRIFED, NCDC, MFPP, FDCs, MARKFED etc.
5.	Tribal Health with	Smt. Shailaja Chandra	To make an assessment of the magnitude of the health problems of Tribals/Tribal areas and suggest measures for promotion, processing and marketing of indigenous medicines/ medicinal plants and also

a special focus on the utilization of indigenous medicines/ medicinal plants in the tribal areas.

6.

**Secretary,
Department
of ISM&H, Govt. of
India**

to develop a special category of health workers for the tribal areas.

To review the role/functioning of NGOs in tribal development and suggest steps/measures towards their effective involvement.

Role of NGOs in
Tribal Development

Shri B.L. Gaur
**President, Bharatiya
Adimjati Sewak
Sangh, New Delhi.**

Keeping the Terms of Reference, in view the individual Sub-Groups, have transacted their business by touching all the related aspects of their individual subjects and came up with effective recommendations for Empowering the tribals during the Tenth Five Year Plan. **While a brief summary of the Issues dealt with by the respective Sub-Groups are annexed at Annexure-IV, their suggestions find a place as part of the total recommendations of the Steering Committee.**

As per the schedule, the Group as well as the Sub-Groups have submitted their Reports in the month of May 2001. The same were discussed by Steering Committee in their Third Meeting held on 25.5.2001. Based on the detailed deliberations that took place in all the 3 Meetings of the steering Committee and also taking into consideration the suggestions and recommendations of the Working Groups and of the 6 Sub-Groups, the Steering Committee finalized its Report.

CHAPTER - II

AN INTRODUCTION TO THE TARGET GROUP - 'THE SCHEDULED TRIBES' AND 'TRIBAL AFFAIRS'

According to the 1991 Census, the Scheduled Tribes (STs) account for 67.76 million, representing 8.08 per cent of the country's total population*. Of these, 1.32 million (1.95%) belong to Primitive Tribal Groups (PTGs). While STs, suffer as a Group and lag behind the rest of the society due to their social and economic backwardness, the conditions of PTGs are worse than the rest of the tribals.

Demographic Profile*

STs inhabit in all the States except Haryana, Punjab, Chandigarh, Delhi and Pondicherry. While the highest concentration of the ST population is found in the North-Eastern States of Mizoram (94.75%); Nagaland (87.70%); Meghalaya (85.53%); and Arunachal Pradesh (63.66%) and in the UTs of Lakshadweep (93.15%); and Dadra and Nagar Haveli (78.99%), there are high concentrations in the States of Madhya Pradesh (23.27%); Orissa (22.21%); Gujarat (14.92%); Assam (12.82%); Rajasthan (12.44%); Maharashtra (9.27%); Bihar (7.66%); and Andhra Pradesh (6.31%) and Andaman & Nicobar Islands (5.54%). **A statement showing the state-wise distribution of STs and PTGs, is annexed at Annexure-V.**

Constitutional Safeguards

Recognizing the special needs of various weaker sections including STs, the Constitution of India not only guarantees equality before the Law for all (Article 14), but also enjoins upon the State to make special provisions of affirmative discrimination for

*** Population of STs as per the Census 2001 is not yet available. However, the population of 67.76 million in 1991 has been estimated to have reached 83.19 million by 2001.**

the advancement of any socially and educationally backward classes, (Article 15(4)). It also empowers the State to make provisions for reservation in appointments or posts in favour of any backward class citizens which in the opinion of the State is not adequately represented in the services under the State (Article 16(4)). Further, it enjoins upon the State to promote with special care the educational and economic interests of the weaker sections of the people and, in particular,the STs and promises to protect them from social injustice and all forms of exploitation (Article 46). For promoting the welfare of STs and for raising the level of administration of the Scheduled Areas to that of the rest of the State (Article 244), and special financial assistance is ensured under the Constitution (Article 275 (1). Reservation of seats for the STs in the House of the people and in the State Legislative Assemblies; educational institutions; and in services is another measure of positive discrimination in favour of these Groups (Articles 330, 332, 335). It also empowers the State to appoint a Commission to investigate the conditions of the socially and educationally backward classes (Article 340) and to specify those Tribes or Tribal Communities be deemed to be as STs (Article 342).

Further, the Fifth Schedule to the Constitution refers to the administration and control of the Scheduled Areas and the Scheduled Tribes in any State, other than the States of Assam, Meghalaya, Tripura and Mizoram by ensuring submission of Annual Reports by the Governors to the President of India regarding the Administration of the Scheduled Areas and setting up of Tribal Advisory Council to advise on such matter pertaining to the welfare and advancement of the Scheduled Tribes (Article 244(1)).

The Sixth Schedule to the Constitution refers to the administration of Tribal Areas in the States of Assam, Meghalaya, Tripura and Mizoram by designating certain tribal areas as Autonomous Districts and Autonomous Regions and also by constituting District Councils and Regional Councils (Article 244(2)). It enables Autonomous District Councils and Regional Councils to be constituted in those areas with a fair amount of legislative and executive powers.

To ensure effective participation of the tribals in the process of planning and decision-making, the 73rd Amendment of the Constitution have been extended to the Scheduled Areas through the Panchayats (Extension to the Scheduled Areas) Act, 1996.

Tribal Affairs : An Independent Sector

Despite the fact that the needs of the Tribals being very different from the rest of their brethren, yet the development of Scheduled Tribes was made part of the Backward Classes Sector which handled the welfare and development of SCs, STs, OBCs and Minorities till very recently. It was only in October 1999, an exclusive Ministry of Tribal Affairs

was set up under the charge of a full fledged Cabinet rank Minister to attend to the following mandate:

- i) Tribal Welfare-Planning, Policy formulation, Research and Training.
- ii) Tribal development including scholarships to STs
- iii) Promotion of voluntary efforts in development of STs
- iv) Administrative Ministry with respect to matters concerning;
 - Scheduled Areas;
 - Autonomous districts of Assam excluding roads and bridge works and ferries thereon;
 - Regulations framed by Governors of State for Scheduled areas for Tribal areas specified in part A of Table appended to paragraph 20 of the Sixth Schedule to the Constitution;
 - National Commission for Scheduled Castes & Scheduled Tribes in so far as they relate to STs; and
 - Issue of directions with regard to drawing up and execution of Schemes essential for the welfare of Scheduled Tribes.

Thus, the newly set up Ministry of Tribal Affairs has become the Nodal Ministry and was made responsible for empowering STs and thus raise their over-all status on par with the rest of the society. The Ministry in its nodal capacity is expected to i) formulate policies and programmes; ii) enacts/amends legislations affecting STs and iii) co-ordinates the efforts of both governmental and non-governmental organizations working to improve the lot of STs in the country.

CHAPTER - III

DEVELOPMENT OF STs THROUGH VARIOUS FIVE YEAR PLANS (1951-97)

The Constitutional commitments prompted the Policy-Makers and the Planners to accord high priority to the welfare and development of STs right from the beginning of the country's developmental planning, launched in 1951. **The First Five Year Plan (1951-56)** clearly laid down the principle that 'the general development programmes should be so designed to cater adequately to the Backward Classes and special provisions should be used for securing additional and more intensified development'.

The **Second Five Year Plan (1956-61)** envisaged that the benefits of economic development should accrue more and more to the relatively less privileged classes of society in order to reduce inequalities. **As for the STs, 'Welfare Programmes have to be based on respect and understanding of their culture and traditions and an appreciation of the social, psychological and economic problems with which they are faced'**. This was in tune with "PANCHSHEEL" - the Five Principles of Tribal Development - enunciated by the first Prime Minister, Pt. Jawaharlal Nehru. **An important landmark during the Second Plan was the creation of 43 Special Multi-purpose Tribal Blocks (SMPTBs) later called Tribal Development Blocks (TDBs)**. 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. The Committee on SMPTBs set up under the Chairmanship of Verrier Elwin (1959) studied the working of these Blocks and found that they were providing very useful services.

The Third Five Year Plan (1961-66) advocated the principle to establish greater 'equality of opportunity' and to bring about reduction in disparities in income and wealth and a more even distribution of economic power. **While appraising the programmes of the Third Plan the Shilu Ao Study Team remarked that 'if progress is to be judged by what remains to be done to bring the tribals on par with the rest of the populations, the leeway is still considerable'**.

The Fourth Five Year Plan (1969-74) proclaimed that the 'basic goal was to realize rapid increase in the standard of living of the people through measures which also promote equality and social justice'. **An important step was setting up of six pilot projects in Andhra Pradesh, Bihar, Madhya Pradesh and Orissa in 1971-72 as Central Sector Scheme with the primary objective of combating political unrest and Left Wing extremism. A separate Tribal Development Agency was established for each project.**

The Fourth Plan outlay for each was Rs.1.50 crore for the core programmes of economic development and Rs. 0.50 crore for arterial roads. These agencies were later merged with Integrated Tribal Development Projects during the Fifth Plan.

The Fifth Five Year Plan (1974-78) marked a **shift in the approach as reflected in the launching of Tribal Sub- Plan (TSP) for the direct benefit of the development of Tribals.** The TSP stipulated that funds of the State and Centre should be quantified on the population proportion basis, with budgetary mechanisms to ensure accountability, non-divertability and utilisation for the welfare and development of STs. With this thrust the concept of Tribal Sub-Plan came into action during the Fifth Plan. There has been a substantial increase in the flow of funds for the development of STs under this arrangement, resulting in the expansion of infrastructure facilities and enlargement of coverage of the target groups in the beneficiary oriented programmes.

The Sixth Five Year Plan (1980-85) was sought to ensure a higher degree of devolution of funds so that at least 50 per cent of tribal families were provided assistance to cross the poverty line. Emphasis was on family-oriented economic activities rather than infrastructure development schemes. A "Modified Area Development Approach" (MADA) was devised for pockets of tribal concentration with population of 10,000, at least half of them being STs, and 245 MADA pockets were delineated. Also, 20 more tribal communities were identified as "primitive", raising the total to 72.

In the Seventh Five Year Plan (1985-90), there was substantial increase in the flow of funds for the development of STs, resulting in the expansion of infrastructural facilities and enlargement of coverage. Emphasis was laid on the educational development of STs. **For the economic development of SCs and STs, two national level institutions were set up viz., (i) Tribal Cooperative Marketing Development Federation (TRIFED) in 1987 as an apex body for State Tribal Development Cooperative Corporations; and (ii) National Scheduled Castes and Scheduled Tribes Finance and Development Corporation (NSFDC) in 1989.** The former was envisaged to provide remunerative price for the Forest and Agriculture Produce of tribals while the latter was intended to provide credit support for employment generation.

In the Eighth Five Year Plan (1992-97), efforts were intensified to bridge the gap between the levels of development of the STs and those of other sections of the society so that by the turn of the century, these disadvantaged sections of the population could be brought on par with the rest of the society. The Plan not only emphasised elimination of exploitation but also paid attention to the special problems of suppression of rights, land alienation, non-payment of minimum wages and restrictions on

right to collect minor forest produce etc. Attention, on priority basis, continued to be paid for the socio-economic upliftment of STs. A review of tribal development in early Nineties revealed that **'Though the TSP Strategy has yielded results, yet were not in a position to commensurate with the efforts put in and investments made'**. However, the allocation for development of STs was increased during this plan period also.

The Ninth Five Year Plan decided to empower the Socially Disadvantaged Groups including STs as agents of socio-economic change and development as under:-

i) Social Empowerment

Education being the most effective instrument for the socio-economic empowerment, high priority continued to be accorded to improve the educational status of STs, especially that of the women and the girl child. No doubt, there has been a visible increase in the literacy rates of STs during the last three developmental decades, but the gap between literacy rate of STs and that of the general population continues to persist, as shown in the table :

Literacy Rates of STs; The Gap between ST & General Population

Indicator	(1971)			(1991)		
	Total	ST	GAP (Col.2-3)	Total	ST	GAP (Col.5-6)
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Total Literacy	29.5	11.3	18.2	52.2	29.6	22.6
Male	39.5	17.6	21.9	64.1	40.7	23.4
Female	18.7	4.9	13.8	39.3	18.2	21.1
Gross Enrolment Ratios						
Classes I - V	(1990-91)			(1999-2000)		

Indicator	(1971)			(1991)		
	Total	ST	GAP (Col.2-3)	Total	ST	GAP (Col.5-6)
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Total	100.1	85.9	(-)14.2	94.9	97.7	(+)2.8
Boys	114.0	101.3	(-)12.7	104.1	112.7	(+)8.6
Girls	85.5	68.2	(-)17.3	85.2	82.7	(-)2.5
Classes VI- VIII						
			(1990-91)			(1993-94)
Total	62.1	32.2	(-)29.9	58.8	58.0	(-) 0.8
Boys	76.6	42.3	(-)34.3	67.2	70.8	(+) 3.6
Girls	47.0	21.9	(-)25.1	49.7	44.8	(-) 4.9
Drop-out Rates (Class I- VIII)						
			(1990-91)			(1993-94)
Total	60.9	78.6	(+)17.7	60.5	77.7	(+) 17.2
Boys	59.1	75.7	(+)16.6	58.3	75.4	(+) 17.3
Girls	65.1	82.2	(+)17.1	63.5	80.9	(+) 17.4

- Source : 1) Selected Educational Statistics, 1990-91 and 1998-99, Department of Education Government of India, New Delhi
- 2) Education in India 1992-93, Department of Education, Govt. of India, 1998.
- 3) Annual Report 2000-01, Dept. of Education, Govt. of India.
- 4) 2001 Census figures in respect of STs are not available.

As could be seen from the Table above, **the most discouraging sign was the increasing gap between the literacy rates of STs and of the general categories between 1971 and 1991, especially that of ST females, defeating the very effort of**

reducing the existing gaps/disparities. The female literacy rates of STs still continues to be very low requiring focused attention.

To supplement the efforts of the Department of Education, the nodal Ministry of Social Justice and empowerment and the Ministry of Tribal Affairs, also implemented a few exclusive programmes for the educational betterment of STs. They include PMS, Hostels for ST Boys & Girls; Ashram Schools, Residential Schools, Book Banks, Merit Scholarships, Coaching Centres etc.

The nation-wide scheme of Post-Matric Scholarships (PMS) for Scheduled Tribe students was revised in 1997-98 to extend its scope besides increasing the amount of scholarship and the ceiling of income limits of parents. The present coverage under this scheme is as high as 20 lakhs ST students. Recently, it came to the notice that as the State Governments are unable to meet the huge committed liability, therefore, the scheme of Post-Matric Scholarships is getting adversely affected by leaving the students to face hardships due to non-payment of scholarships under these schemes.

Tribal hostels and Residential Schools in remote interiors are poorly managed, plagued by badly maintained buildings with leakages and by delays in payments to students and purchases. The greatest failing has been in education in tribal schools. The stated tribal policy of 'integration' and 'enabling tribal communities to develop according to their own genius' would appear to have been entirely forgotten if mainstream school curricula are imposed wholesale on tribal schools. The problem is not merely the medium of instruction -- again contrary to stated national policy of enabling children at the primary level to study in their mother-tongue -- there are almost no tribal schools in which teaching is in tribal languages.

Although educational facilities were made available to the weaker sections, the quality of those facilities remained dismal and the content of education was neither found relevant nor meaningful to their socio-economic set-up and needs.

ii) **Economic Empowerment**

Economic backwardness amongst STs when compared to the general population is depressingly obvious as more than half of the ST population (51.14%) lived below poverty line (in 1993-94) as against the percentage of 35.97 amongst the general population.

The National SC & ST Finance Development Corporation - an apex level Organization for both SCs & STs was bifurcated in 2001 allowing the birth of an exclusive working Corporation at national level for ST with an Authorised share capital of Rs.500 crores. Thus, Corporation in collaboration with the State ST Corporations is expected to

work as the catalytic agent besides extending both 'forward' and 'backward' linkages of credit and marketing facilities to the micro-level agencies to improve the economic lot of STs.

In addition to the programmes of the Corporation, the nodal Ministry also extended Special Central Assistance as an additive to State TSP (Tribal Sub Plan) to promote family-based income generation activities to improve the economic conditions of STs. Unfortunately, these programmes also suffered from all those handicaps being faced by several poverty alleviation programmes.

Also the line Ministries of Rural Areas and Employment and Urban Affairs and Employment implement a few nation-wide poverty alleviation programmes viz - Swarna Jayanti Swa-Rozgar Yojana and Swarna Jayanti Shahari Rozgar Yojana to generate both wage and self-employment and income generation opportunities for the benefit of the socially and economically disadvantaged Groups. The impact of various poverty alleviation programmes put into action during the last two developmental decades has brought down the incidence of poverty from 63.14 in 1983-84 to 51.14 in 1993-94 in respect of STs as against 44.48 to 35.97 in respect of general category for the same period. The declining trend in the poverty rate amongst STs has been quite encouraging as the percentage decline of STs stood at 12.00, while it was 8.51 for the general category. However, the incidence of poverty amongst STs still continues to be very high as almost half of their population live below poverty line.

iii) **Social Justice**

As a first step in the process of instituting Social Justice, major structural changes were brought into the erstwhile Ministry of Welfare by setting up of two exclusive national machineries viz., the Ministry of Social Justice and Empowerment for SCs, OBCs and Minorities in 1998 and the Ministry of Tribal Affairs for STs in 1999. This was done not only to extend a focused attention to these groups but also to re-affirm the governmental commitment of ensuring social justice to the socially deprived.

Not only the disadvantaged groups lived in social and economic backwardness but they were also subjected to the persistent social discrimination, crimes and atrocities and exploitation. Areas that are endemic and have a dubious distinction of such crime/atrocities lie in States of Rajasthan, Uttar Pradesh, Madhya Pradesh, Gujarat and Andhra Pradesh. Therefore, there is an urgent need for effective enforcement of special legislations of PCR Act and POA Act and provisions of the Indian Penal Code (IPC) with more stringent measures. Also, a definite plan of action ensuring both investigative, preventive and rehabilitative measures needs to be taken up in those areas/districts where the incidence of crimes/atrocities/violence is high against the weaker sections. Despite the setting up of

Special Courts and Mobile Courts to expedite the pending backlog of cases, there still exist number of cases in the courts of law. States/UTs should review the existing arrangements to administer the protective legislations and strengthen/revamp them effectively to check the trend of crimes and atrocities and ensure speedy disposal of the pending cases. In this endeavour, NGOs should also be involved .

As a result of the policy of positive discrimination through reservations, STs in services have gained strength from 2.8 percent in 1974 to 5.5 percent in 1994 which is still below their population percentage of 8.1. Representation of STs in Group A and B Services, i.e., at the decision making level, has been far below the expected level. This implies that STs lack opportunities for acquiring quality education on par with the general population. Therefore, there is an urgent need to review the education programmes for STs to secure/ensure qualitative output with competence to suit the needs of higher jobs and services.

Yet another important area is the development of 75 Primitive Tribal Groups spread over 15 States/UTs, which demands both special and immediate attention of the Government. Besides living under the conditions which are unfit for human living, they are also said to face a major threat of extinction because of nutritional deficiencies and diseases and lack of basic health care. Although a programme for their survival, protection and development was launched in 1998 with a total Ninth Plan outlay of Rs.22 crore, not much progress appears to have been achieved. It is required to put through a carefully thought-out 'Plan of Action for Survival, Protection and Development' of Primitive Tribal Groups. Forest villagers have remained outside the purview of planned development. Special schemes should be formulated to alleviate their poverty. **A statement showing the physical and financial targets and the achievements made during the Ninth Plan is at Annexure-VI.**

Implementation of TSP, SCA to TSP & GIA under Article 275(1) of the Constitution

The two special strategies of Tribal Sub-Plan (TSP) for STs and the Special Central Assistance (SCA) to TSP have been receiving special attention right from their initiation during the early Seventies, as these are the most effective mechanisms to ensure additional flow of funds/benefits for STs from the other general development sectors in proportion to their population.

As per the information available, earmarking of funds under TSP is being followed by 25 Ministries/Departments at the Centre and at State level, only 23 States/UTs are adhering to this.

The SCA to TSP is an additive to TSP to strengthen the efforts of States in filling up critical gaps under the family-based income generation projects. Such assistance to TSP was also enhanced from Rs.1,479.84 crore in the Eighth Plan to Rs.2010 crore in the Ninth Plan, showing an increase by 35.8 per cent. **While the details of such flow of funds both at Central and State levels during the Ninth Plan are given in the following Table, Ministry-wise and State-wise details are appended at Annexures-VII, VIII.**

Flow of Funds through LTSP and SCA to TSP during Ninth Plan (1997-2002)

Item Percentage	Outlay	Flow to TSP	
(1)	(2)	(3)	(4)
Tribal Sub-Plan (TSP) for STs			
- Flow from Central Plan	110454.10	6462.00	5.85
(in respect of 25 Ministries/Departments)			
- Flow from State Plan	296911.20	22314.22	7.52
(in respect of 20 States/UTs)			
Special Central Assistance (SCA) to TSP			
- SCA to TSP (Outlay & Release)	2010.00	2009.61	99.98

Source : Ministry of Tribal Affairs, Government of India, New Delhi.

With regard to TSP, certain issues like non-earmarking of funds and its consequences have come to surface. Firstly, some Ministries/Departments which are regulatory in nature cannot earmark outlay for TSP; secondly, activities of some Ministries/ Departments are being non-divisible in nature, therefore, TSP cannot be earmarked; and thirdly, as a consequence, how far will it be justifiable not to approve the outlays of the Ministries/ Departments and States/UTs which do not earmark funds for SCP and TSP. These Issues require lot of debate.

In respect of SCA to TSP, non-release of SCA funds on time by the State Finance Departments to the nodal department has been adversely affecting the smooth running of income generating programmes that are undertaken for ST families living below the poverty line. Such delays not only frustrate the affected families but also cause predicament to the nodal department as they are not able to utilise the much needed funds which ultimately remain unspent. Often, such unspent SCA funds are diverted to other purposes leaving the earmarked/ intended purposes unattended. **A Statement showing funds released and utilized under SCA to TSP during the Ninth Plan period is appended at Annexure - VIII.**

To look into the above said issues of TSP and SCA to TSP, a Central Standing Tripartite Committee was set up by the Planning Commission in May 1999 with the representatives of the Planning Commission, National Commission for SCs and STs, the nodal Ministry of Tribal Affairs and the concerned Central Ministries/Departments. The Committee has already completed the task of reviewing the SCP and TSP formulations of the Central Ministries / Departments of Agriculture and Co-operation, Environment and Forest , Urban Employment and Poverty Alleviation, Rural Development, Indian System of Medicine and Homeopathy, Non-Conventional Energy Sources, Water Resources, Public Enterprises, Animal Husbandry & Dairying, Sugar and Edible Oils, Drinking Water Supply, Statistics and Programme Implementation, Food Processing and Power. Similar Committees are also coming up at the State level. So far, 6 States viz., Andhra Pradesh, Bihar, Madhya Pradesh, West Bengal, Punjab and Gujarat have already set up such committees.

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

Under Article 275(1) of the Constitution, grants from the Consolidated Fund of India is extended annually to various State Governments having Scheduled Areas. The major objective of the scheme is to raise the level of administration in the Scheduled Areas to that of the rest of the State, besides promoting the welfare of the Scheduled Tribes living therein. The scheme covers all the Tribal Sub Plan areas and also 4 tribal majority states in the country. Grants to the extent of 100% are released by the nodal Ministry of Tribal Affairs under a Central Sector Scheme. With a view to provide accessibility to quality education to ST students, it was decided to establish 100 Residential Schools under this scheme on the pattern of Navodaya Schools with a non-recurring grant of Rs.2.5 crore during the Ninth Plan period. Year-wise details of the allocations and releases during the Ninth Plan period, are given below :

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

(Rs. in Crores)

Year	Allocation	Grant-in-aid (Released)
1997-1998	75.0	75.0
1998-1999	75.0	75.0
1999-2000	100.00	100.00
2000-2001	200.00	200.00
2001-2002	300.00	300.00

Source : Ministry of Tribal Affairs, Government of India, New Delhi.

From the current year, the releases are made against the specific developmental works/projects identified by the State Governments. One of the major constraints is the State Governments do not release funds on time to implement the projects. **A Statement showing the Grant-in-aid released and utilized during the Ninth Five Year Plan under the Article 275(1) is appended at Annexure IX.**

Resource Allocation & Utilization

To meet the ever-increasing needs of the Scheduled Tribes, there has been a progressive increase in the Central Plan allocations from Rs.1591.00 crore in the Eighth Plan to Rs. 3174.13 crore in the Ninth Plan. Over and above this, the Centre extends a Special Central Assistance (SCA) of Rs.2010.00 crores as an additive to State TSP and Rs.750.00 crore as the Grant-in-aid under the Article 275(1) of the Constitution for betterment of the administration of Scheduled Areas and the Tribal living therein, as per the details given below :

Outlays and Expenditure under the Tribal Affairs Sector in the Ninth Plan (1997-2002)

(Rs. in crore)								(ore)	
Sector/ Program me	IX Plan Outlay (1997- 2002)	(1997- 98) Actual s	(1998- 99) Actual s	(1999- 2000) Actuals	(2000- 01) Actual s	(1997- 01) Actua ls	(2001- 02) Outla y	Likely Exp. of the IX Plan (1997- 2002)	% Col.9 to Col.2

(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
- CS / CSS	414.13	61.80	73.84	60.72	123.78	320.1 4	240.00	560.14	135.26
- SCA to TSP	2010.00	329.61	380.00	400.00	400.00	1509. 61	500.00	2009.61	99.98
- GIA under Article 275(1)	750.00	75.00	75.00	100.00	191.29	441.2 9	300.00	741.29	98.84
TOTAL									

* Includes Rs.2092 crore for SCA to SCP and Excludes Rs.2010 crore (Provisional) as SCA to TSP; Rs.750 crore (Provisional) as Grant-in-aid under Article 275(1) of the Constitution; Rs.250 crore for Kasturba Gandhi Swatantrata Vidyalaya (KGSV); and iv) Rs.60 crore for Animal Welfare (Write-up on Animal Welfare is Available under the Chapter `Environment & Forests'.

Revised Estimates (1998-99)

Source : Mid Term Appraisal, Govt. of India, New Delhi.

CHAPTER -IV

IMPACT OF PLANS, POLICIES AND PROGRAMMES

Various developmental plans, policies and programmes have brought forth a perceptible improvement in the socio-economic status of STs. The achievements and the serious gaps under the three core sectors of education, health and economic development, are detailed below :

Educational Development

Literacy Rates of STs - The Gains and the Gaps (1971-91)

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

* Excludes 0-6 age-group.

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

Although, there has been a substantial increase in the literacy rates of STs during the last three developmental decades, **the gap between the literacy rates of STs and those of the general population is not only persisting but is also found to be widening.** Besides these there are the problems of intra and inter-State/ District and intra and inter-community variations in the literacy rates amongst STs.

Similarly, **Female Literacy'**, which is an important indicator in the field of education, has shown a progressive trend in respect of STs, as given below :

Female Literacy Rates of STs and General Population (1971, 1981 & 1991)

Category	1971	1981	1991	2001
Female Literacy Rates				
All Communities	18.69	29.85	39.29	54.16
Scheduled Tribes (STs)	4.85	8.04	18.19	Not
Gap between STs and All communities	4.85	8.04	18.19	Not

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

The data reveals that the female literacy rates in respect of STs have increased substantially from 4.85% in 1971 to 18.19% in 1991. However, the wide gap between ST females and the general population continued to remain the same except for a slight decline during the last two decades.

While considerable progress registered in the literacy rates amongst STs, their enrolment ratios when compared to the general population present a mixed picture, as per the details given in the Table below :

Gross Enrolment Ratios of STs and General Population

Levels/Years	General Population		Scheduled Tribes	
	Total	Girls	Total	Girls
<u>1990-91</u>				
I-V (6-11 Yrs)	100.1	85.5	85.9	68.2
VI - VIII (11-14 Yrs)	62.1	47.0	32.2	21.9
<u>1999-2000</u>				
I-V (6-11 Yrs)	94.9	85.2	97.7	82.7
VI-VIII (11-14 Yrs)	58.8	49.7	58.0	44.8
<u>Pace of Progress</u>				
- I-V (6-11 Yrs) (Primary level)	(-) 5.2	(-) 0.3	(+) 11.8	(+) 14.5
- VI-VIII (Middle level)	(-) 3.3	(+) 2.7	(+) 25.8	(+) 22.9

Source : Annual Report 2000-01, Deptt. of Education., New Delhi.

The overall increase in terms of enrolment ratios of STs at primary and middle levels between 1990-91 and 1999-2000, has been quite impressive, as compared to the general population. The other significant aspect is the good pace maintained by the ST girls, especially at primary level.

The drop-out rate, which is another crucial indicator in the field of educational development also shows that there has been a steady decline in respect of both general and ST categories as per the information given below :

Drop-Out Rates amongst STs in 1990-91 and 1993-94

Category	(Classes I – VIII)	
	1990 -91	1993-94
General	60.9	60.5
ST	78.6	77.7
GAP	17.7	17.2

Source: Educational Profile of Status/UTs., Dept. of Education, New Delhi.

The problem of drop-outs happens to be a common feature for both general population and STs. While both the categories have been showing a decreasing trend during 1990-91 to 1993-94, **the problem appears to be the worst with regard to STs as they have very high drop-out rates ranging from 77.7 to 78.6 during Classes I to VIII.** Also, the gap between the general population and STs was also found to be widening, which is a cause for much greater concern.

Economic Development

The strategy of promoting employment-cum-income generating activities to alleviate poverty amongst STs has proved effective in raising a large number of ST families from the level of 'Below Poverty Line' during the decade between 1983-84 and 1993-94, as quantified below:

Percentage of Population Living Below Poverty Line

Category	1983-84	1993-94	Percentage Decrease
General	44.48	35.97	(-) 8.51
STs	63.14	51.14	(-) 12.00

Source : Perspective Planning Division, Planning Commission

Note : The aggregate poverty ratio of ST population in 1983- 84 has been worked out as a weighted average of rural and urban poverty ratio using 1981 Census population of the respective Groups in rural and urban areas as weights. In a similar way, 1991 Census population are used to obtain aggregate poverty ratio for these two groups in 1993-94.

Along with the general population, the percentage of ST families living below the poverty line has also shown a declining trend during 1984-1994. It is very encouraging to note that - **i)** the rate of decline in respect of STs is much higher than that of the general population; and **ii)** the gap between the poverty rates of the general population and of the STs has also been reduced during the same period. **However, the incidence of poverty amongst STs still continues to be very high with 51.14 per cent when compared to 35.97 per cent in respect of general population in 1993-94.** This is primarily because a large number of Scheduled Tribes below poverty line are landless with no productive assets and also do not have access to sustainable employment and minimum wages. The women belonging to these Groups suffer from the added disadvantage of being some time denied even equal and minimum wages.

Participation of STs in Decision Making

Administration

Participation of STs in administration is another indicator of positive impact of developmental planning on the status of STs. The following two Tables reflect the representation of STs in the All India Services and other services.

Representation of STs in All India Services of Administration

Category	STs in the All India Services of IAS, IPS, IFS				IFS 2000
	IAS		IPS		
	1996	2000	1996	2000	
General	5047	5159	2947	3301	2070
STs	270 (5.3%)	261 (5.1%)	NA	229 (6.9%)	184 (8.8%)

Source : Deptt. of Personnel & Training, Ministry of Home Affairs, Govt. of India.

Representation of STs in Government Services during 1974 to 1999

Category	Groups				Total
	A	B	C	D	
<u>As on 1.1.1974</u>					
Total	33672	52343	1566796	1242548	2895359
ST	155	258	33383	47679	81475
	(0.46)	(0.49)	(2.13)	(3.84)	(2.81)
<u>As on 1.1.1984</u>					
Total	-	-	-	-	3303342
ST	-	-	-	-	149391
					(4.52)
<u>As on 1.1.1994</u>					
Total	59016	103198	2381613	1023285	3567112
ST	1727	2902	128228	62945	195802
	(2.92)	(2.81)	(5.38)	(6.15)	(5.48)
<u>As on 1.1.1999</u>					
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 & Pension, Annual Reports 1994 & 2000-01.

Note: i) Data refers to Government of India only

ii) Figures in parenthesis indicate percentage STs to the total Central Government Services

Although, the total representation of STs in services covering A to D Group has risen from 2.81% in 1974 to 5.48% in 1994, they are yet to reach their population-proportionate representation of 8.08%. Similar situation remains with regard to representation of STs in the all India services

However, the increasing participation of STs in Group 'A' Services, that is from a mere 0.46% in 1974 to 3.39% in 1999 reflects the impact of various affirmative measures taken in bringing them into the mainstream. At the same time, the data also reveals gaps that need to be bridged with effective interventions, if STs have to be brought on par with the general population, especially in respect of Group A Posts, the level at which the decision-making takes place.

Political

Affirmative discrimination through reservation for STs in the Lok Sabha, State Legislative Assemblies and in the PRSs has established the growing strength of STs not only in terms of their participation in the democratic processes of the country since independence, but also increased their representation in the political decision-making institutions i.e. Parliament, Legislative Assemblies and in the grass-root democratic institutions viz., Panchayats and local bodies, as shown below :

Representation of STs in Political Decision-Making Institutions (1995-2000)

Category	PANCHAYATRAJ INSTITUTIONS (PRIs)				State Legislative Assemblies	Lok Sabha
	Gram Panchayats	Panchayat Samithis	Zilla Parishads	Total PRIs		
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Total	2502621	131016	13620	2647257	543	4072
STs	252791	7249	1196	261236	41	530

Source : 1. Election Commission, New Delhi

2. Ministry of Rural Areas & Employment, Govt. of India, New Delhi.

CHAPTER - V

TRIBAL DEVELOPMENT : SOME SECTORAL PROBLEMS

Health And Nutrition

The tribal communities in general and primitive tribal group in particular have been disease-prone in certain respects and have little access to basic health facilities, despite the fact that norms for establishing of sub-centres, primary health center and community health center have been relaxed for tribal areas. Their misery is compounded by poverty, illiteracy, ignorance of causes of diseases, hostile environment, poor sanitation, lack of safe drinking water and blind believes etc. Some special diseases of tribal areas are sickle-cell, anaemia, tuberculosis, leprosy, G-6 PD and reproductive tract infection.

The tribals suffer from many chronic diseases but the most prevalent taking heavy toll of them are water-borne. This is mainly due to the very poor drinking water supply. Even when it is available in plenty, it is mostly dirty and contaminated and consequently the tribals are easily susceptible to intestinal and skin diseases. Diarrhoea, dysentery, cholera, guinea worm, tape worm, etc.

Decadal growth of Scheduled Tribe population is reported to be higher than that of the total population (26% is in STs as against 23.51% in total population 1991). Primitive tribal groups, however, have lower growth rate of population. TFR (1998-99) amongst scheduled tribe is 3.06 as against 2.66 for others.

In tribal areas percentage of girls marrying below 18 years is as high as 60%. Regular reliable national as well as State-wise estimation of maternal mortality is not available due to inadequate sample size covered in various demographic surveys. However MMR is the highest in the tribal areas and most of these deaths can be prevented by improving access to food and health care facilities and RCH services.

Infant mortality is higher in tribes as compared to non-tribes. About 79.8% of tribal children were anaemic and 50% of the children were under weight. Only 26% of the children in tribal areas received all vaccine. Thus tribal people need special attention for improving their health, reproductive and child health status.

The National Health Policy (1993) while recognizing the heterogeneous tribal population and their varied health problems, accorded a high priority for extending the health services to those residing in the backward rural areas, with a concentration of STs. It laid

special attention on the endemic diseases like Malaria, Tuberculosis, and Yaws etc. The strategy adopted for meeting the health care needs including provision of preventive, as well as curative services through the primary health care institutions and at the villages level through Health Guides and Trained *Dais*.

Due to local geographical and ecological conditions and relatively less accessible areas of tribal habitations, the mobile dispensaries and health centres shall be more purposeful than the static one. However, it is also not realistic to provide these mobile centers with ambulance or large vans which often cannot get along the rough roads/tracks even in fine weather. An ordinary jeep is quite sufficient to take a doctor with his staff and medicines to a number of outlying villages. It might even be considered that an improved type of bullock cart could be sometimes used for the mobile units. In the north-eastern region these units have to be in the most difficult countryside on foot, and doctors there perform successful operations under the most adverse circumstances in the village camps. It requires sincerity and dedication to work under such conditions.

Another very important problem concerning health in the tribal areas is the addiction of the tribals to spirits and highly intoxicating liquors and drinks. The indigenous liquor is prepared by fermentation of the rice, millets and other grains. This is the traditional liquor of the tribals which is prepared within the four walls of the home and consumed by all the family members. The second variety is the distilled liquor which the license holders from the government sell. It is really an intoxicant and carries little food value. The poor tribals, in most cases are coerced to discontinue the preparation of homemade liquor and made to purchase the distilled liquor from the contractors. After making them addicts of this variety of liquor they are made to part with the property or enter into exploitative bargains. The only practical solution is the banishment of liquor contractors and the harmful liquor from the tribal areas so that they may be left free to brew their own liquor and fulfil one of their important nutritional and cultural needs by themselves.

Drug addiction is another serious health problem with several tribes. Singpho tribe of Arunachal Pradesh is a case in point. From 40,000 about 150 years ago, the singphos have been reduced to around 1,000. Though recurring wars, disease and malnutrition have played a role but deadly addiction to opium is the chief culprit for their fast dwindling population. It is said that opium has diminished the tribe's fertility, increased the death and contributed to the vicious circle of poverty. Almost every house of the Singpho has a small hearth in one of the corners above which hang a blowpipe, a large spatula, and a packet of raw tea leaves, opium and tobacco. At any time of the day haggard, skinny tribesmen can be seen making tobacco-opium concoction that they smoke along with generous swigs of the bitter tea liquor. Opium has become inseparable part of Singpho life. One can detect a

Singhpo by smell. They have become too indolent to look after their cattle and lands yet they must have opium, mostly by selling the elephants they trap. They have smoked it for decades and their forefathers were induced to it by the British. Official agencies and more importantly some devoted and sincere reformist Singhpo and voluntary social organizations have begun a serious campaign to wean the addicts away from opium. Let us hope that they would succeed in their efforts.

The speedy spread of health education among the tribals is very crucial. As most of the tribals are illiterate, various audio-visual methods may be adopted to put across to them the basic principles of health and sanitation. Needless to say that for raising the standard of health of the tribals, cooperative endeavour is necessary among the States, the center the non-official organizations and the medical personnel.

The National Population Policy, 2000, therefore, recognized that these communities need special attention in terms of basic health, and reproductive and child health services and has spelt out operational strategies in the Action Plan for Tribal Communities, Hill Area Population and Displaced and Migrant Population as under:-

- Many tribal communities (Primitive Tribal Groups) are dwindling in numbers, and may not need fertility regulation. Instead, they may need information and counselling in respect of infertility.
- The NGO sector may have to be encouraged to formulate and implement a system of preventive and curative health care that responds to seasonal variations in the availability of work, income and food for tribal and hill area communities and migrant and displaced populations. To begin with, mobile clinics may provide some degree of regular coverage to outreach.
- Many tribal communities are dependent upon indigenous system of medicine, which necessitates a regular supply of local flora, fauna and minerals, or of standardized medication derived from these. Husbandry of such local resources and of preparation and distribution of standardized formulations should be encouraged.
- Practitioners of Indigenous System of Medicine are heavily dependent on the natural medicinal plants. Traditionally, tribes-people are also dependent on natural sources for other needs such as primary and supplementary nutrition, contraceptives and general livelihood. Hence, it is necessary to ensure availability of medicinal and nutritional herbs in the natural resources surrounding tribal habitats and prevent destructive over utilization of these natural resources.
- Health care providers in the public, private and NGOs sectors will have to be sensitized to adopt a "burden of disease" approach to meet the special need of tribal and hill area communities.

- Local practitioner of traditional medicines and traditional birth attendants (Dais) are required to be properly trained and equipped.
- Immunisation of all infants against six vaccine preventable diseases.
- Ensuring food supply by starting “Food for Work” schemes.
- Removing malnutrition and micro-nutrient deficiency.

Literacy and Education

Educationally the tribal people are at different levels of development but, on the whole, formal education made a very little impact on tribal groups. In the light of the past efforts it is not shocking because prior to 1950, the Government of India had no direct programme for the education of the tribals. With the adoption of the Constitution, the promotion of education of Scheduled Tribes has become a special responsibility of the Central as well as of the State Governments. The total picture of spread of education among the tribals is not very encouraging, **barring a few tribes of north-eastern region like the Khasi, Naga, Mizo & the Garo, etc., who benefited from the vast network of Christian missionary institutions.**

Barring the tribal communities of north-eastern region, it is still a widespread feeling among the tribals that education makes their boys defiant and insolent and alienate them from the rest of their society, while the girls turn modern or go astray. Since some of their educated boys felt alienated and cut off their bonds with their families and villages after getting education and good employment, some of the tribal groups vehemently oppose the spread of education in their midst. Besides, some of their superstitions and myths also play their part. Some tribal groups believe that their gods shall be angry if they send their children to schools run by ‘outsiders’.

Besides the social factors explained above, economic factors are also responsible for lack of interest shown by the tribal people in getting education. Since most of the tribal people are living in abject poverty under subsistence economy, it is not easy for most of them to send their children to schools thus losing two healthy hands in their struggle for survival. Varrier Elwin (1963) very appropriately summarised the situation in the following paragraph:-

“For a tribal family, to send its grown up girl or boy to school, is essentially a matter of economics; and entails dislocation in the traditional pattern of division of labour.....many parents cannot just afford to send their children to school.”

Srivastava (1968), on the basis of his survey of educational situation among the tribals, supports this view by saying poor economic conditions of tribal societies is a great hindrance to successful education. Almost all the tribes-whether food gatherers, hunters, fishermen, shifting cultivators, or settled agriculturists lack enough food to maintain the family for the whole year. Education, therefore, is a luxury to them which they can hardly afford. Each school going child in a tribal family is an economic unit and contributes to the family income. If the child is taken away from his normal economic work to attend school, the family is deprived of the little income which he brings. Instead, the parents have to feed the child out of their earnings which further reduces the economic stability of the family. According to the present system of education any economic benefit a tribal child can bring to his family will be only after ten or fifteen years of schooling. The parents have neither the patience nor the foresight to wait for such a long period. They can, however, be convinced easily if the education for them can be made productive right from the very beginning. It is in this context that we should provide adequate incentive to parents of economically poor tribals so that they send their children to school and the consequential loss of income is provided through the incentive.

Lack of interest in formal education

Sharma (1976) has rightly pointed out that the “urban middle class oriented educational system has got superimposed on the entire nation both in terms of its structure and content. In many states tribal children are taught through the same books which form the curriculum of non-tribal children of the urban and rural areas of the rest of the state. Obviously, the content of such books rarely appeals the tribal children who come from different cultural backgrounds. Stories of scientific and technological progress, founders of modern India, history and geography of the country, etc., of course, form necessary part of any curriculum but the situation demands that their education should start with the teaching of demography, history and ecology of their own region, their neighbourhood and the State. National consciousness should not be imposed from above or outside, but they should be made aware of it in a systematic manner.

Education in India has spread in a haphazard way without taking care of future needs. Tribal education also could not escape this anomaly and became instant failure due to apathy, indifference and lack of interest of the tribal people in formal education. S.N. Rath has put forward the following which is not only recommendatory in nature but also analyses the malady with clarity.

- Under the traditional tribal set up a child enters adulthood with confidence. He knows his environment thoroughly, knows how to construct his own house,

cultivate his field, weave his cloth; in short he acquires all the skills to lead a reasonably comfortable life within the limitations of his culture. The simple skill of reading and writing acquired in an over formal school is no match for this. We cannot afford to push him back to his environment naked. Therefore, a balance should be struck somewhere to evolve a system of curricula where the tribal school, in addition to being a part of the national scheme, should have a supplementary curriculum adapted to the specific local conditions.

- The supplementary curriculum should be biased towards crafts and should inculcate a sense of dignity of labour, qualities of cooperation and social discipline. Certain tribal activities like agriculture, dancing, hunting, tribal games and archery must be allowed to find fullest expression in the extra-curricular activities of the school, thus providing some continuity of the traditional values and forms of organization.
- A scheme is to be worked out through which the school children shall be able to link up the school and the teacher with their parents and the tribal activities. The school has to act as a center of dispersal of simple technical know-how beyond the skills of reading and writing to become an effective agent of social change. This student-teacher-parent continuum should be able to generate a congenial atmosphere, so that the broad purpose of education, which is to enable an average citizen to comprehend the social, political, economic and other processes and forces around him, is fully served.
- Needless to say this utopian scheme largely depends upon suitably trained and dedicated teachers.

Problem of Teachers

Lack of suitable teachers is another major reason for the slow growth of education in tribal areas. Most of the teachers employed for imparting education to the tribal children show little appreciation of tribal way of life and value system. They approach tribal people with a sense of superiority and treat them as 'savage' and 'uncivilized' and hence fail to establish proper rapport with their students. The Scheduled Areas and Scheduled Tribes Commission's report says that a teacher in the tribal areas must have a thorough knowledge of tribal life and culture. He must speak tribal language. Only so can he be in a position to act as a friend, philosopher and guide to the tribal people. Actually the gulf between teachers and taught can be best reduced by appointing teachers from the tribal community itself or a

separate cadre of teachers fro tribal areas, with some inducements, should be created to serve the educational needs of the tribal society needs of the tribal society.

Lack of Facilities

Following are some of the observations that need consideration:

- One of the major problems in tribal education is that of language. Most of the tribal languages and dialects are in the most rudimentary stage and there is hardly any written literature. Most of the states impart education to tribal and non-tribal children alike through the medium of the regional language, which makes the education uninteresting and also hurts sentiments for his own language.
- Nature of habitat: Most of the tribal villages are scattered. This entails long travels to attend schools. Unless the school is situated very close to their villages and its site approved by the local people the result shall not be encouraging.
- School building also plays an important role in the growth of education among the tribal folk. Due to mismanagement, bungling and sometimes financial constraints, the building is seldom suitable to run an educational institution.
- Number of teachers: Most of the primary schools run in tribal areas are “single teacher-managed whose presence in the school is more an exception than a rule”.
- The enthusiasm of tribal people in the education of their children also depends considerably on the timing of school hours in different seasons. It should not clash with their important socio-economic activities and events.

Stagnation And Wastage

To many observers of the situation, the problem of education in tribal areas is the problem of wastage. It is not that wastage and stagnation are peculiar to the tribal communities alone but the extent of wastage is much larger in their case. The problem of absenteeism is a serious one in tribal areas. One sees a large number of students on rolls but the actual attendance is really low, and the number of students passing out at the final examinations is even lower. The real problem is to create such economic conditions as could be conducive to the students developing sufficient interest in their studies.

Education being the most effective instrument of empowering the Socially Disadvantaged Groups, all-out efforts should be made to improve the educational status of these groups, especially that of the Women and the Girl Child. In fact, the educational backwardness, prevalent amongst these people, necessitates an added thrust on their education, training and skill upgradation as it will bring forth not only social empowerment but also economic empowerment. Therefore, the endeavour should be to provide suitable education keeping in view, their cultural milieu, their genius and their special needs, through:

- Universalisation of primary education by 2007 A.D. with a special focus on low-literacy pockets and on the educationally backward communities like STs 'Reaching the Unreached' through removal of the existing problem of inaccessibility by providing residential schools in the remote and the far-flung tribal areas, hostel facilities etc.
- Extending special concessions like free education; free supply of books; uniforms/stationery; scholarships/fellowships.
- Special efforts to vocationalise education both at the middle/high school levels which can equip the Disadvantaged Groups either for wage/self-employment.
- Encouraging higher and technical/professional education amongst these, through effective implementation of Post-Matric Scholarships with an added thrust and wider coverage.

Providing more opportunities for these Groups to appear in the competitive examinations and get into the stream of planning and decision making process through expansion of pre-expansion coaching services. In this context, the earlier initiative of the Government to start crèche facilities within the school campus or nearer to the school should be revived/intensified to ensure that the girl children are not deprived of education as they have to play the role of a mother-substitute in many respects, when the mothers go out for work to supplement the family income. Also, the much-needed nutritional support through the national feeding programme of Mid-Day Meals (MDM) should be expanded/universalized to reach the most interior and inaccessible rural, tribal and hill areas.

The spread of literacy through the efforts of the National Literacy Mission should be ensured so as to reach the backward rural, tribal where the incidence of illiteracy especially amongst women and girl children belonging to these weaker sections is very high residential schools and schools with attached hostel facilities right upto the block-level should be encouraged to solve the present problem of inaccessibility of schools being faced by the girls

in the backward rural and tribal areas. The recent launching of Kasturba Gandhi Swatantrata Vidyalayas in 1997 is one of such initiatives exclusively meant for the educational improvement of girl children belonging to SCs, STs, OBCs and Minorities.

Employment-oriented education and diversified vocational training, which has been recognized as the need of the day, should be given top priority. Special efforts should be made to vocationalise education both at the middle/high school levels, depending upon the need and demand. Also, job-oriented condensed courses should be accorded priority to extend functionally viable and productive education in tribal areas. Monitoring of the working of these institutions will be taken up through PRIs to ensure un-interrupted and smooth imparting of education to the target population, especially those living below the poverty line.

It is also essential that existing educational schemes of Ministry of Tribal Affairs need consolidation. It is suggested that ST boys and girls could be admitted in Navodaya Schools or other reputed educational institutions. All expenses for pursuing their studies may be met by State and Central Governments. This will help in integration of tribal society into mainstream. It will also develop competitive spirit among them since present educational schemes of Ministry of Tribal Affairs do not have satisfactory achievement since inception of this scheme.

While education upto class V as indicated above should be provided locally in local language with emphasis on vocations and traditional practices, through local teachers, education from class VI should be through residential hostels and in reputed schools in the state, so that the tribal may be exposed to general environment instead of the present system of segregating them through separate schools meant exclusively for STs. For this purpose admission should be provided in Navodaya Vidyalayas, Kendriya Vidyalayas and other reputed schools.

Protection And Development

The New Economic Policy and the Scheduled Areas

The Fifth Schedule of the Constitution was based on the very philosophy of socialistic pattern of society. The last decade has witnessed a reversal of this philosophy and the economic policies and reforms being taken up are leading towards a negative approach to the disadvantaged classes, especially the tribal communities. There has been a clear shift from the strong protection role of the State towards these communities to one of justification for their exploitation in the name of economic development. The laws and protective

safeguards as laid down in the Constitution for the tribal people are facing severe changes and amendments.

Land Alienation

The Nature of land alienation in the Scheduled Areas is broadly of two types.

- i) The first is the alienation of land to non-tribals and plains-men which has historically been the major form of transfer of land from tribals. The State was meant to play a pro-active role in ensuring that tribal lands are restored back from non-tribals in this kind of exploitation. Different state governments had framed different kinds of protective laws under this and the results have been varied. Andhra Pradesh has an exemplary land regulation called the Land Transfer Regulation Act of 1959 later amended in 1970. Despite such a strong legislation, there are a large number of pending cases where land has to be restored to the tribals. In order to effect this what is required are:
 - A strong political will to dispose of the cases.
 - Transparency and access to land records at the village level to tribals in the local languages, not only in English.
 - Speedy disposal of cases where tribals are involved and oral evidence to be considered where records are absent.
 - All pending land disputes should be settled immediately so that tribals do not face constant harassment from non-tribals, revenue and other departments.
 - Regular updating of land records, proper and regular conduct of Jamabandhi, display of revenue details at the village level should be implemented.
 - Where lands are restored to tribals, the non-tribals get stay orders from the courts. This should not be allowed as the lands are again in the enjoyment of non tribals.
 - Tribals and NGO's should be allowed to participate in the process of survey of lands.

- Villages with majority tribal population adjoining scheduled areas should also be included in scheduled areas; specific pockets of majority tribal (ST) population which have been excluded from scheduled area should be included.
 - Sufficient staff should be posted in the revenue department for speedy settlement of cases.
 - States which have specific pockets of tribal areas/population should demarcate these pockets as scheduled areas under the Fifth Schedule of the Constitution.
 - All States with Scheduled areas should have the prohibitory clause on transfer of lands from tribals.
 - All forest villagers should be given patta for the land which they are cultivating since ages.
- ii) The second important type of land alienation and which is an increasing trend in this decade is State induced tribal land alienation. The case of Samatha against the State of A.P. is a classic example of how the State has been violating its own constitutional duty in the Fifth Schedule areas. In the name of economic development through industrialization, the State has been alienating tribal lands to private industries and development projects like mining, hydro-electric projects, tourism and other projects (even for schools where no tribal child is admitted). Research studies, NGO's, local tribal revolts and campaigns have clearly brought out the evidence that these projects have far from resulted in any form of economic, social or political empowerment or progress to tribal communities affected by these projects. There are several serious and complex issues which need to be resolved in this connection.

Displacement

Since Independence, tribals displaced by development projects or industries have not been rehabilitated to date. Research shows that the number of displaced tribals till 1990 is about 85.39 lakhs (55.16% of total displaced) of whom 64.23% are yet to be rehabilitated. (source: Walter Fernandes, 1994). Although accurate figures of displacement vary it is clear that majority of those displaced have not been rehabilitated. Those displaced have been forced to migrate to new areas and most often have encroached on to forest lands and are, on record, considered illegal. It is a known fact that displacement has led to far reaching negative social and economic consequences, not to mention the simmering disturbances

and extremism in most of the tribal pockets. Economic planning cannot turn a blind eye to these consequences in the light of displacement.

- State induced land alienation negates the very Fifth Schedule of the Constitution and also stands to question the control and ownership of land and natural resources which is so essential to tribal way of life. Alienation of land also leads to alienation of the surrounding livelihood resources which the tribals depend on. While setting up industries and other projects these connecting impacts have never been taken into account or compensated. This cannot be any longer ignored.
- While on the one side, tribals were alienated from their lands, there has not been any remarkable progress on health, education or infrastructure development. It has been a myth that industrialization would lead to a corresponding improvement in these sectors among the local tribals. It has only proved that they have been further marginalized from whatever rights and resources earlier enjoyed by them. There has been no attempt to improve the skills of the tribals to compete with the mainstream societies in taking up any responsible positions in the industries set up in their areas.
- All projects in tribal areas were considered 'public purpose' even for private mining industries. This is the biggest fallacy of our development paradigms in tribal areas.

Extremism, terrorism and political disturbances in the tribal areas are a result of either exploitation or neglect of these areas and the degradation is further exploited by these militant groups. Hence, it is the first primary duty of the state to address the actual socio-economic problems of the tribal people and not deal with it as an adhoc law and order problem. Ruling the regions with armed forces as in the Sixth Schedule areas or pouring in squads of police battalions cannot solve the problem of violence or unrest in these areas. It is repeatedly emphasized that political will to provide justice to tribals, ensure rights over their lands and forest resources, stop taking up any projects that would displace tribals is a pre-requisite to putting an end to the violence and unrest in these areas.

Other Important Areas

Reservations

- To maintain social justice within the tribal population, categorization of ST's under A,B,C, D categories as with SC's should be followed. Apart from this the criteria of reservation should extend to private sector undertakings in scheduled area.

Administration

- All States having Scheduled Areas should have Integrated Tribal Welfare Agencies or their equivalents and 30% of the revenue from excise and any other form of income should be allocated to these agencies.
- A periodic and independent review of tribal administration at the national, state and district/ITDA levels should be taken up.
- Officers posted in the tribal areas (IAS, IPS, IFS) should have a strong understanding, orientation and empathy to tribal rights and culture.
- The tenure of the officers should be fixed for at least a minimum period of 3 years so as to give consistency to the programmes/action initiated during their respective tenures.
- Awareness and sympathy of police department on understanding tribal problems, on taking action against atrocities on tribals, the laws relevant (SC/ST prevention of Atrocities Act and others), is poor. There is a growing violence against tribals especially State induced violence in the name of maintaining law and order. This should be curbed and police harassment on tribals should be stopped. Police should not refuse to register cases filed by tribals on any atrocities against them. (E.g.:PND Palem village in Natavaram mandal of Vizag district in A.P.)
- Elections to Gram Panchayats should be immediately conducted in Scheduled Areas.
- Primary Education should not be privatized or handed over to private institutions particularly in the tribal areas, as it is the primary responsibility of the State and a Fundamental Right of all citizens.

CHAPTER - VI

THE UNRESOLVED ISSUES OF TRIBAL DEVELOPMENT

While progress made by STs in terms of various achievements enumerated is a matter of satisfaction, yet a lot **more needs to be done with much more concentrated focus on the following Unresolved Issues which are crucial to raise the status of tribals on par with the rest of the population :**

i) Low Literacy and High Drop-out Rates

Despite the programmes for Universalisation of primary education, which have been in effective operation since 1986, the literacy rates of STs remain as low as 29.6%, while the general literacy rate reached 52.2% in 1991. Similarly, **the female literacy rate of STs stood at 18.2%** which is much lower in comparison to 39.3% in respect of general category. Further, **the gap between the general population and that of STs was found widening from 19.8% to 22.6% during 1981 to 1991.** Adding to this, are the problems of intra and inter-state/ district and inter-community variations in the literacy rates of STs. **Similarly, there are districts like Jalor in Rajasthan with as low as 0.6% of ST female literacy rate while Dibrugarh in Assam has female literacy rate as high as 89.5%.**

Although, **the drop-out rates** have been showing a declining trend amongst STs in Classes I to VIII from 78.6% in 1990-91 to 77.7% in 1993-94, yet the same is still very high when compared to 60.9% and 60.5% of general categories, respectively for the same years. Also, the gap is widening between the STs and the general population. This requires target oriented interventions.

ii) Inadequate/Inaccessible Health Services

The following have been identified as the major contributors to the increased disease burden amongst the tribal communities - i) poverty and consequent malnutrition; ii) poor environmental sanitation, poor hygiene and lack of safe drinking water, leading to increased morbidity from water and vector-borne infections; iii) lack of access to health care facilities resulting in increased severity and/or duration of illness; iv) social barriers preventing utilisation of available health care services; v) vulnerability to specific diseases like G-6 PD deficiency, Yaws, and other endemic diseases like malaria etc.

Also, the tribal population, being heterogeneous, there are wide variations in their health status, access and also utilization of health services. The tribal population of North Eastern States, being highly literate and health conscious, excel themselves in utilization of the available health facilities. Therefore, their health indicators are much better than those at the national level, despite the fact that the region is endemic for malaria. On the Other hand, Primitive tribes remain with inadequate access to both education and health care.

iii) Nutritional Deficiencies and diseases

The nutritional status of various Scheduled Tribes varies from tribe to tribe, depending upon the social, economic, cultural and ecological background. Though, no systematic and comprehensive research investigations have been carried out, it appears that **malnutrition amongst the tribals, especially tribal children and women is fairly common, debilitating their physical condition, lowering resistance to disease, and in the post-weaning period, leading, at times even to permanent brain impairment.** To quote the Ninth Plan Working Group on the Tribal Development, 'Experts have opined that **not a single tribe in the different States of India can be said to be having a satisfactory dietary pattern as Tribal diets are frequently deficient in calcium, vitamin A, vitamin C, Riboflavin and animal protein.**'

Further, **high incidence of malnutrition is observed especially among primitive tribal groups in Phulbani, Koraput and Sundergarh districts of Orissa as also amongst the Bhils and Garasias of Rajasthan, the Padhars, Rabris and Charans of Gujarat, Onges and Jarawas of Andaman and Nicobar Islands and Yerukulas of Andhra Pradesh etc.** Most tribal women suffer from anaemia which lowers resistance to fatigue, affects working capacity and increases susceptibility to disease. **Maternal malnutrition is quite common among tribal women and also a serious health problem, particularly for those having closely-spaced frequent pregnancies. The nutritional status of tribal women directly influences their reproductive performances and the birth weight of their children, which is crucial to the infant's chances of survival, growth and development. The Scheduled Tribes of India are thus caught in a vicious cycle of malnutrition and ill-health.**

iv) Agriculture and Shifting Cultivation

Shifting Cultivation is still being practiced by the tribal population on higher slopes of hilly areas of the country. **As estimated, more than 6 lakh tribal families in the States of North-East, Orissa, Andhra Pradesh, Bihar and Jharkhand practice shifting cultivation, which is ecologically un-sound.** The shifting cultivation is integrally linked to

the tribal economy in the areas where it is practiced and their social, economic and ritual activities are also centred around this practice. The problem of shifting cultivation is a very complex one involving economic, social and psychological aspects of the tribal communities. The Ministry of Agriculture has been implementing a scheme for control and transformation of Shifting Cultivation in the North-Eastern States, but the pace of its implementation has been very slow. Rehabilitation of shifting cultivators should be given priority for improving ecology and economy of tribal areas.

v) Inadequate Water Resources

Many tribal villages/habitations, and particularly those in interior hilly areas, are devoid of - safe drinking water; and irrigation facilities. **However, the National Water Policy adopted in 1987, inter-alia, focuses on the development of water management systems for both drinking purposes and irrigation**, based on an integrated approach, to fulfil the needs of the disadvantaged sections of the society.

Water for Drinking

Under the Accelerated Rural Water Supply Programme, especially through the Mission Mode Approach adopted in rural and tribal areas, **about 10.6 lakh (74.2%) habitations have been covered fully and 3.1 lakh (21.9%) habitations partially so far, with the provision of a safe drinking water source, as against the total 14.3 lakh identified habitations to be covered in the country.** This leaves behind only 3.9% of the Problem Villages/Habitations. But, unfortunately, no exclusive information is available about the number of tribal habitations covered under the programme. The problem of drinking water is more acute in hamlets located in higher level hills where ground water cannot be tapped and surface water is difficult and costly to be carried through the scheme to the habitation.

Water for Irrigation

According to the Agricultural Census of 1990-91, of the total net sown area of 143.84 lakh hectares in the tribal areas only 13.2% of the cultivated land is being irrigated through canals, tanks, wells/tube wells etc. Thus, the area of the un-irrigated land is very large. The provision of irrigation facilities is, therefore, the key to the improvement of their agriculture and for drought proofing.

vi) Deprivation of Forest Rights

Forest and Tribals have symbiotic relationship. Tribals continue to live in the forest areas, although in isolation, but in harmony with nature. **Recognising this dependency, the National Forest Policy of 1988 stipulated (See box) that all agencies responsible for forest management should ensure that the tribal people are closely associated with the regeneration, plantations, development and harvesting of forests so as to provide them gainful employment.** Despite these special safeguards, tribals continue to struggle for mere survival as they face formidable problems such as possession of land/house with no rights; restrictions in the collection of minor forest produce; exploitation by middlemen; displacement from national parks and wild sanctuaries, lack of any development in forest villages etc. The protection of rights of tribals in forest is the key to their amelioration.

National Forest Policy and Tribals

The holders of customary rights and concessions in forest areas should be motivated to identify themselves with the protection and development of forests from which they derive benefits. The rights and concessions from forests should primarily be for the bonafide use of the communities living within and around forest areas, specially the tribals.

The life of tribals and other poor living within and near forests revolves around forests. Rights and concessions enjoyed by them should be fully protected. Their domestic requirement of fuelwood, fodder, minor forest produce and construction timber should be the first charge on forest produce. These and substitute materials should be made available through conveniently located depots at reasonable prices.

Having regard for the symbiotic relationship between the tribal people and forests, the primary task of all agencies responsible for forest management, including the Forest Development Corporation, should be to associate the tribal people closely in the protection, regeneration and development of forests as well as to provide gainful employment to the people living in and around the forest, while paying special attention to the following:-

- ❑ Protection, regeneration and optimum collection of minor forest produce along with institutional arrangements for the marketing of such produce;
- ❑ Development of forest villages on par with revenue villages;
- ❑ Family-oriented schemes for improving the status of tribal beneficiaries;
- ❑ Undertaking integrated area development programmes to meet the needs of the tribals' economy in and around the forest areas, including the provisions of alternative sources of domestic energy on a subsidised basis, to reduce pressure on existing forest areas.

vii) Intellectual Property Rights

The tribal communities have a very close dependence on biological resources related to plants and animals/birds. Their livelihood and life style often depends upon and is shaped by these resources. Therefore, their survival and sustenance is intricately linked to conservation and utilisation of these resources. **Corporate protectionism in terms of patents and intellectual property rights (IPR) arising out of various international treaties/instruments on trade and common property resources such as TRIPS under WTO represents a real threat to economic livelihood of these communities as well as a source of potential exploitation of their resource base as bio-diversity expressed in life forms and knowledge is sought to be converted into private property and treated as an open access system for free exploitation by those who want to privatise and patent it.** There is an urgent need to provide appropriate legal and institutional arrangements for recognising and acknowledging the rights of tribal communities to such resources and knowledge.

viii) Land Alienation

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

ix) Displacement of Tribals

Rehabilitation of the Displaced Tribals is a serious problem which is yet to receive due attention. As per the information readily available, Andhra Pradesh, Bihar, Gujarat, Maharashtra, Madhya Pradesh, Rajasthan and Orissa alone, a total population of 21.3

million have been displaced during 1951-90. Of whom, 8.54 million (40%) are tribals and of those only 2.12 million (24.8%) tribals could be resettled so far. **(Details are appended at Annexure-XII).**

As documented by various research studies, **only a small percentage of tribal oustees could get the benefit of rehabilitation facilities. A vast majority of tribal people displaced by big projects are pushed into a vortex of increasing assetlessness, unemployment, debt-bondage and destitution. Women and children among them are the worst affected.** The payment of compensation in cash directly disempowers tribals as the exploiters in the area exhaust their money through various unproductive expenditure and fraudulent practices. **Any loss of access to traditional sources of livelihood viz - land, forest, water, river, pasture, etc. marginalizes women more than men in the labour market.** It is only when land and other sources are regained the tribals in general and tribal women in particular be empowered.

x) Indebtedness

The problem of indebtedness among tribals is not only an indication of their poverty but also reflects wider economic malaise, i.e., lack of education, low purchasing/bargaining power and lack of resources for engaging in gainful activity and meeting emergent expenditure. **Under the Fifth Schedule to the Constitution, the Governors of States with Scheduled Areas have been given powers for making regulations for placing restrictions on money-lending activities in such Scheduled Areas.** Relevant Laws/Regulations exist in 16 TSP States/UTs to regulate the business of money -lending and to give debt relief. **However, the legal measures to curb the activities of money-lenders and traders have failed to have much effect on the severity of the problem due to the ineffective enforcement machinery and lack of alternative source of credits for meeting consumption and productive needs.** Lack of a sound national policy to extend consumption credit to poor tribals has tended to make them dependent on usurious money-lenders, which also results in their debt-bondage.

xi) Bonded Labour

Bonded labour system stands abolished by law throughout the country with effect from 25 October, 1975 by an Ordinance which was later replaced by an Act of Parliament viz., the Bonded Labour System (Abolition) Act, 1976. The responsibility for identification, release and rehabilitation of bonded labourers rests with the State Governments. **As on 31.3.1993, the total number of bonded labourers identified in 12 States was 2,51,439 including STs (Details at Annexure - XIII).** However, no separate information on the number of tribal

bonded labourers identified, released and rehabilitated is readily available. It is essential that the Ministry of Labour monitors the progress of identification and rehabilitation of bonded labourers specifically in respect of STs. **Also, there should be efforts on a continuing basis to identify and rehabilitate bonded labourers in general and STs in particular.**

xii) Migrant Labour

Low agricultural productivity, erosion of natural resource base, lack of employment opportunities and increased restrictions on rights over forest produce have forced the tribal labourers to migrate to other areas in search of wage employment. Migration of tribal communities takes place towards agriculturally prosperous States, industrial areas or wherever temporary employment is available. **Tribal labourers in these areas are subjected to exploitation by contractors and middlemen through practices such as inadequate wage payment, non-provision of basic amenities and other violation of labour laws. Force is also exercised to retain them if they make attempts to leave the employment. Tribal women labourers are often subject to sexual exploitation etc.** The ST labourers on migration to States other than the States of their origin are not recognised as STs and do not get facilities as STs. Despite the enactment of Inter-State Migrant Workmen (Regulation of Employment and Condition of Service) Act, 1979, the exploitation of migrant labourers continues to persist and there are no labour organisations to take up the cause of such labourer.

xiii) Excise and Alcoholism

Tribal communities traditionally brew liquor from rice or other food grains for their consumption which is also related to certain rituals or social occasions and festivities. The initiation of **Commercial vending of liquor in tribal areas has started impoverishing of the tribal population leading them to suffer from indebtedness and exploitation of various types.** In 1975, the then Ministry of Social Welfare issued **guidelines to the States and UTs regarding Excise Policy in Tribal Areas** which included discontinuing commercial vending of liquor in tribal areas; permitting the tribal communities to brew traditional rice beer for their consumption; and weaning them away from the habit of alcohol consumption. **Although the States and UTs have broadly accepted the guidelines, effective follow-up action is not taken for their implementation.** More important, States with a view to augmenting their revenue tend to persist with and even extend commercial vending of liquor in the tribal areas ignoring the harmful effect on the tribal population.

xiv) Primitive Tribal Groups

Based on a 4-Point criteria viz - i) 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 18 States/UTs (Details at Annexure - XIII).**

There is a marked difference between the relatively advanced tribal groups and the primitive tribal groups. The latter live in more interior pockets which are generally inaccessible and the declining sources of sustenance have left them more vulnerable to food insecurity, malnutrition and ill-health. The cultural gap between the primitive tribal groups and the non-tribal societies is wide. The socio-economic conditions of PTGs are much worse than other tribal groups. **Outstanding examples in this context are the bay-Islanders like the Shompens, Jarawas, Sentinelese of A & N Islands. Even some of the mainland groups which can be cited in this context include the Bondos of Orissa, Cholanaickans of Kerala, the Abujmarias of Chattisgarh, the Birhors of Jharkhand.** As adequate information on the demographic, educational, health and economic aspects of individual primitive tribes is not available, immediate steps need to be taken for building up urgently a comprehensive information/data base on them and **wherever necessary to conduct intensive studies and prepare detailed Status Reports - which should eventually form the basis for need-based planning to improve their conditions.**

xv) Tribal Women - The Neglected Lot

Even though enjoying, by and large, a better status in family and society when compared to non-tribal communities, while at the same time sharing the load of livelihood earning on par with men folk, besides attending to household chores, tribal women are usually a vulnerable group within their community with poor health, nutritional and educational status. While the general female literacy rate in 1991 was 39.3% amongst the general female population, the same stood at as low as 0.6% amongst the tribal women of Jalor District in Rajasthan. The tribal women also suffer from high degrees of nutritional anaemia leading to low birth-weight amongst infants due to which high rates of IMR and MMR exist in various parts of tribal areas in the country.

In addition, as stated earlier, a very large number of tribal women who migrate to cities/towns or other regions as migrant labour are subjected to all types of hardships/indignity, besides becoming victims of sexual harassment and exploitation. The tribal culture, with more aggressive penetration of exogenous forces, also faces serious consequences on gender relations. For example, social organization and cultural values in Meghalaya are in a serious survival crisis with increasing male dominating structures and

processes on the ascendance. Also, the rise in witch-hunting is a veiled attempt by interested relatives and ignorant/superstitious members of the community to deprive widows, old and unmarried women of their rights to property and sustenance guaranteed to them under customary law.

xvi) Tribal Children & The Tribal Girl-Child

Tribal Children, suffer from ill-health and due to nutritional deficiencies, lack of safe-drinking water and sanitation facilities and poor access to health care. This is reflected in high rates of IMR/CMR, low enrolment ratios in schools, high drop-out rates etc, and low level of achievement. **Governmental efforts have focused on reaching a package of services to tribal habitations through ICDS comprising health care, immunization, supplementary nutrition, non-formal pre-school education and health and nutrition education. However, the coverage of these services is deficient in interior/inaccessible tribal pockets, despite the introduction of a new concept called 'Mini-Anganwadis'.**

xvii) Extinction of Tribal Culture

The principles of 'Panchsheel' specially adopted in the approach to tribal development recognise the importance of tribal culture and their traditions. As pronounced in the Second Five Year Plan, **'Welfare Programmes of Scheduled Tribes have to be based on respect and understanding of their culture and traditions and an appreciation of the social, psychological and economic problems with which they are faced'**. Thus, preservation and promotion of tribal culture has become the prime concern in formulating various developmental programmes for the well-being of the tribals. However, with accelerated development, tribals have been exposed /subjected to the rapid modernisation and industrialisation bringing them into sudden contact with non-tribal culture and social mores - which have had deep influence on the tribal life-style and culture, positive as well as negative. Therefore, **along with various developmental policies and programmes initiated to improve the socio-economic conditions of tribal people, there is also an urgent need to preserve and promote various aspects of tribal culture and heritage, including their values of cooperation, community feeling, music, dance, literature, language, festivals/ religion, knowledge and indigenous technology, skills, arts and handicrafts etc.** The uniqueness of the tribal culture which enriches the country's cultural mosaic, is fast disappearing and even getting distorted under powerful influences of the dominant culture.

xviii) Extreme Poverty and Tribal Unrest

The impact of various poverty alleviation programmes put into action during the last two developmental decades has brought down the poverty levels among STs. **Still, the incidence of poverty amongst STs continues to be very high and at 51.14%, it is much higher when compared to 35.97% in respect of general categories during 1993-94. Therefore, there has been increasing unrest amongst the tribals and in tribal areas in the recent past.** Radical/Extremist movements are already operating in some parts of the country, the root cause for which is the perceived dissatisfaction with their existing conditions and failure to access benefits and facilities promised to them. **There is an urgent need to critically review the approach and strategy of tribal protection and development followed so far, to reorient/ change it wherever needed to ensure flow of development benefits within a definite time-frame and restore their faith in the capability of the government to deliver.**

xix) Crimes/Atrocities Against STs

Despite the enactment and enforcement of two Special Laws viz - Protection of Civil Rights Act of 1955 and the SCs and STs (Prevention Of Atrocities) Act of 1989 and the Indian Penal Code (IPC), and other laws/legal provisions existing for their protection, crimes/atrocities against the tribals, especially against women and children continue to be very high. Also, a large number of crimes committed against STs remain unreported because of their isolation and their reluctance due to fear and apathy of the enforcement machinery. Tribals are most harassed by judicial processes when they are involved in criminal/civil cases which are alien to their system of conflict resolution, and drag on for years and sap their energy, resources and erode their self-confidence and morale. Appropriate alternative arrangements for disposal of cases arising out of not very serious offences locally with the help of community and without the aid of lawyers and formal court need to be evolved.

xx) Ineffective Implementation of TSP

The special strategy of Tribal Sub-Plan (TSP) has been under implementation since 1975 both at the Central and State levels with the objective of ensuring that the benefits from various developmental sectors do not by-pass STs and accordingly funds, in population proportion, are earmarked for the development of STs. Only 18 Central Ministries/Departments and 23 States/UTs, are earmarking the funds for TSP. The strategy of TSP, as it is implemented, has also become very routinised. Its impact on improving the conditions of STs, has declined.

CHAPTER - VII

EMPOWERING THE SCHEDULED TRIBES : AN APPROACH TO THE TENTH PLAN (2002-07)

Guided by the conclusions that were recorded in the Mid-Term Appraisal of the Ninth Five Year Plan (1997-2002) stating that 'A small bunch of bureaucratic programmes had done little to avert the precipitous pauperization, exploitation and disintegration of tribal communities and therefore, most of the persistent problems like poverty, indebtedness, land alienation, displacement, deterioration of forest villages and the tribals living therein, shifting cultivation etc., continue to persist even till today as the 'Unresolved Issues of Tribal Development', **the Tenth Five Year Plan lays down its first priority in finding solutions to these very Unresolved Issues. Solutions to this effect can best be found only when the deprivation and exploitation of tribals is eradicated. The Tenth Plan will, therefore, adopt eradication of deprivation/exploitation of tribals as the centre-point in its approach, while pursuing simultaneously the Ninth Plan commitment of empowering the tribals.**

Having realized the prevailing socio-economic backwardness of tribals as emerged through the very development process, the Tenth Plan will adopt a cautious approach not only in taking up new initiatives, but also in implementing the on-going programmes of both tribal-specific and tribal-related. **To this effect, all the concerned Ministries / Departments / Agencies at both Centre and State will be laid down with specific responsibilities towards upholding the protection of the interest of the tribal at the very fore-front. To this effect, the Tenth Plan will initiate an Integrated Approach by involving all the concerned governmental agencies along with the mediation of NGOs and involvement of tribal communities themselves in ensuring protection and provision of their basic subsistence and sustenance base consisting of land, water and forest which are their 'Life-Line'.**

In tribal areas food, fuel, fodder, water and other biomass play a crucial role in meeting daily survival needs. The environmental degradations in the tribal areas are the combination of the problems that have risen from low level of development, as well as impacts of recent industrial developments. The deforestation, desertification, destruction of biomass, fire, overgrazing etc. in the tribal areas are due to the poor inhabitants which become the agents of their own resources depletion as they struggle to ensure the survival of their own families. Poverty is both a cause and effect of environmental degradation.

Environmental degradation causes occurrence of drought and floods, reduction in the biomass production and land cover condition etc. which are directly and indirectly responsible for the degradation of soil and water resources. It affects both food production and food security in long-term. It also creates tremendous pressure on land resourced due to ever increasing demand for fuel and fodder.

The poor village women are most affected by environmental degradation. Fuel, fodder, water, medicinal herbs and even food are gathered to a certain extent from the immediate environment. But environmental degradation causes depletion of biomass which forces the tribal women to cover longer distance in search of them. Due to shortage of fuels, women are forced to cook at a time for one or two days. This reduces nutrients which cause risk of infection due to eating stale food.

Environmental degradation in tribal areas is a cause and effect phenomenon. Poverty, low income, lack of livelihood sources, non-awareness about the environment, etc. are causes of environmental degradation. Similarly, loss of biomass, soil degradation, loss of crop productivity etc. are the effects due to environmental degradation. Hence a two way approach is required. First to solve the rural problems through development process and second to protect environment through community participation by creating awareness among them.

Sustainability is not an opinion but imperative. Future development must be ecologically sound, self sustaining and equitable in distribution of resources and opportunities.

Circumstances warrant suitable action on following issues:-

- As a policy tribal communities living close to the forest should be involved in regeneration, afforestation, protection and management of forest areas under Joint Forest Management (JFM) by ensuring following conditions:-
Adequate forest areas are entrusted to well defined user groups;
Stake holders have voice and choice in decision making;
It is linked with “Food for work scheme”,
Security of tenure as well as long term access to benefits from the resources are assured.
- Forest villages should be intensively developed on the pattern of Primitive Tribal Groups. Heritable but inalienable rights on the lands should be given on priority basis.
- Rehabilitation of shifting cultivation should be planned by promoting eco-restoration under “Food for work” scheme. A holistic approach covering the socio-cultural and economic aspects and issues relating to land tenure and equity should be integral to the programme.

- Organised commercial cultivation and collection of medicinal plants should be encouraged to ensure “Herbs for all and Health for all”. Appropriate marketing will improve economy of the tribals.
- Wildlife conservation should harmonise its activities to ensure development of tribal communities also. No one should be displaced from the protected areas without appropriate resettlement and rehabilitation.
- Drought proofing should be ensured by developing critical areas under “Integrated watershed Management Programme”. Bamboo plantation should be encouraged and value addition may be ensured through product design and improved marketing by formulating special projects.

Having realized the fact that the individual beneficiary oriented welfare development programmes have neither lay in conformity with the traditional tribal community system nor helped the tribals to ameliorate their conditions, efforts in the Tenth Plan will be to involve the tribal community to implement those programmes which can attend to the individual needs through a community-based approach. **Such as JFM to this effect, it is necessary that decisions regarding the needs of the people to be attended and the programmes to be implemented including those of TSP are taken at the grass-root level, where the actual needs and the problems of the tribals can be assessed and understood through day to day interactions. Further, as effective implementation of any programme would largely depend upon the administrative mechanisms, it is time that the operative administrative system working for the welfare and development of the tribals especially in the Scheduled Areas, need to be evaluated and streamlined.**

The 75 Primitive Tribal Groups (PTGs) spread over 18 States / UTs and living in the most interior and inaccessible forests are subjected to extreme backwardness, when compared to the advanced tribals. Decline in their sustenance base and its resultant food insecurity, malnutrition and ill health forced them to live in the most fragile conditions and some of them are even getting extinct. Since it is the question of their very survival, the Tenth Plan, will therefore lay its priority in getting a National Plan of Action (NPA) prepared for the ‘Survival, Protection and Development’ of PTGs. While getting this Plan of Action prepared, every effort will be made to make it a need-based plan of action by taking into consideration all the necessary aspects viz., demography, health, economic, social / cultural etc. In line with this, individual States will also be encouraged to prepare their own Plans of Action to meet the specific needs of each PTG.

Education being the most effective instrument for Empowering Tribals, all-out efforts will be made to improve the educational status of the tribals, especially that of

the tribal women and the tribal girl children belonging to these Groups. Education provided to these STs will be made relevant and suitable to their milieu and their genius. Vocationalisation of education at high school/higher secondary level, will be given high priority so that the local youth would be gainfully engaged within their own villages with the added strength gained through advanced knowledge and technology. In view of the impediments faced in extending educational infrastructure and services, efforts will be made to mobilize locally available resources especially that of human resources to help participate actively in the educational up-liftment of the tribals. Panchayats and Gram Sabhas would effectively be involved in the implementation of all the educational activities. **Special efforts for improving the educational status of PTGs and nomadic tribes will be made especially through mobile schools, residential schools and community based educational programmes. Efforts will also be made towards developing teaching material and instruction medium in their own languages / dialects upto primary level so that the tribal children will not only feel at ease to understand but also comfortably communicate in the process of learning.**

It is an established fact that the living conditions of the tribals reflect their poor health and nutritional status, owing to several deficiencies and diseases originating from hunger, malnutrition and under-nutrition. Also abject poverty, illiteracy, poor environmental conditions, difficult terrain, traditional belief and customs, ignorance about modern medicine and non-availability and non-utilization of health services, further compound the depressing health situation of the tribals, especially that of PTGs. Health and survival being the fundamental requirement of the tribals to survive persist and develop, special strategies with preventive cum curative cum remedial measures with improved / assured extension of health knowledge, infrastructure, immunization services will be made especially focusing on those tribal areas and the tribals viz. Forest villages and the PTGs who are subjected to high risk. Indian System of Medicine especially the indigenous medicines along with the traditional knowledge and methods of healing and the traditional medicinal men attending to tribal health needs will be encouraged and supported. Further, health services in tribal areas will be extended by involving Gram Sabhas and local NGOs in an assured way covering all terrains in all seasons and focusing on the most vulnerable viz., women, children and PTGs. Also special schemes in close collaboration with the Department of Indian System of Medicine & Homeopathy will be developed to involve tribals not only for preserving/ growing medicinal plants but also in processing the much wanted indigenous medicines.

The Integrated Child Development Services (ICDS) holistically addresses health, nutrition and development needs of young children, adolescent boy and girl and pregnant mothers. However, at present it has been extended to only 750 blocks of tribal areas but it should cover all the tribal blocks of the country

Further, not only the tribals need to be supported to accomplish economic development but they also need to be protected from the adverse effects of the on-going liberalization policies and market expansionism. Promotion of the activities of national, multi-national and transnational Corporations needs to be attended very cautiously keeping in view the special interests of the tribals, viz., their habitat, resource-base Intellectual Rights especially with regard to indigenous medicines and their very existence is not subjected to undesirable onslaught of the modern economic activities. Economic empowerment of the tribals will be promoted through employment-cum-income generating activities with an ultimate objective of alleviating their poverty. **All strategies and agencies including the tribal-specific and tribal-related Corporations and Cooperatives working for prevention of their exploitation by middlemen and promoting self-employment and income-generating activities will be further strengthened and streamlined through improved measures so that their deficiencies can neither affect their functioning nor the economic development of the tribals.** These Corporations should also be able to develop both forward and backward linkages to extend credit and marketing linkages through the medium of Self Help Groups.

Economic development of tribals, especially those living below the poverty line, is mainly relied upon the apex level financial organizations viz. the Corporations (NSFDC, TDCs) and large Cooperative Marketing Federations (LAMP and TRIFED) as these were exclusively set up to cater to the economic upliftment of the tribals in specific terms while they are functioning as viable and self-sustaining financial institutions. As pointed out in the Mid-Term Appraisal of the Ninth Plan, these Corporations have never functioned as Corporations nor have they helped the tribals to improve their own economic status, as expected. It is, therefore, time that these financial institutions are geared to function not only as self-sustaining and reliable mechanisms but also to help support in developing market linkages keeping in view the demand for tribal products in the world market. To this effect, cultivation and production of indigenous herbal medicines, and bamboo products having a growing demand in the external / export market, will be promoted in the tribal areas by involving tribals in cultivation of medicinal plants/bamboos and their scientific processing, value addition and marketing etc. While the tribals and their forest eco-system will be put into gainful use for producing qualitative indigenous herbal medicines, the existing NSFDC, TRIFED and other concerned Corporations will be made to function as supporting mechanisms for providing all the necessary marketing facilities especially in the export market.

When the recent market expansion and activism sponsored through the process of liberalized economy subjected many developing countries to

marginalisation and deprivation of their due rights on commodities and terms of the trades, the interest of the weaker and vulnerable sections such as the tribal communities do not even surface as an issue of concern at all. The tribal people having lived closely with forest have constantly interacted with various flora and fauna and have developed invaluable body of indigenous knowledge both in regards to their 'properties' and 'application' - including methods of cultivation, conservation, collection, utilization, treatment / processing methods and techniques. The indigenous knowledge amongst tribal communities is passed from generation to generation through the medium of oral tradition, folklore and practice finding place and application in various life cycle events in including treatment of diseases / ailments without any codified text or rights to accredit their legitimate ownership. Due to the recent rise and growth of corporate protectionism, the indigenous knowledge of the tribals acquired through the generations has been at the risk of being stripped off from their rightful / legitimate ownership. It is in this context, special efforts will be made during the Tenth Plan to accord appropriate legal and institutional arrangements for recognizing and acknowledging the rights of tribal communities to such resources and knowledge as pronounced under the parlance of Intellectual Property Rights (IPR) especially with regard to knowledge, process and products relating to various medicinal plants and other exotic species. This would not only provide the tribals with the legal recognition and protection of their legitimate ownership rights over the rich bio-diversity and their indigenous knowledge and practice but also prevent exploitation of the tribal indigenous knowledge by the outside commercial agencies.

Social justice to the tribals is realized primarily through measures that categorically address to their physical, social and economic protection and security. With the growing industrialization and consequent inflow of outside non-tribal exodus into the tribal area, the native tribals are being subjected to exploitation, deprivation, atrocities and crimes inflicted by the immigrant outsiders and the resulting acculturation. Being subjected to abject poverty and also devoid of depletion in the resource base, the tribals especially the tribal women who migrate to urban areas and other regions as migrant labourers are exposed and victimized to various hardships, sexual harassment and exploitation and bondage. As protection, security and normal conditions for survival are the fundamental pre-requisites to formalise the process / activities related to welfare and development of tribals, efforts will be made towards stringent enforcement of all the tribal specific and tribal related legislations viz. PCR Act, 1955; SC / ST POA Act, 1989; Bonded Labour System (Abolition) Act, 1976; Inter-state Migrant Workmen (Regulation of Employment and Condition of service) Act, 1979; Indian Penal Court (IPC) etc. both within the State of domicile of the affected tribal(s) and outside.

The process of developmental planning seems to have undermined the role of target people themselves and heavily relied upon the bureaucratic dealings. This has resulted in the development being centred around the administrative machinery, rather than the tribals for whom the programmes are meant for. The land-mark achievement brought through the 73rd and 74 amendments to the Constitution in 1993 and the enactment of the PESA Act in 1996, there has been a definite shift in the strategy of the Government to bring the tribal people into the main arena of planning and implementation of various development programmes as the means for achieving social justice and empowerment at the very level, where their life activities operate and their communities function.

Also through the PESA Act of 1996, the Fifth Schedule Areas have also been brought under the Panchayati *Raj* System with specific powers and responsibilities to *Gram Sabhas* to ensure closer and effective participation of the tribals in their own development by harmonizing with their culture. The *Gram Sabhas* as the institutions of self and good governance will effectively be given functional powers by the concerned States Governments through passing necessary legislations to legitimize the tribal people's involvement in the process of their own empowerment as active participants rather than passive beneficiaries.

Notwithstanding the shortcomings in the implementation of the TSP strategy, efforts in the Tenth Plan will be to motivate and gear all the concerned Ministries/Departments both at Centre and State-levels to play their due roles meaningfully in the socio-economic development of the tribals through effective earmarking of funds / benefits and not merely on the basis of the proportion of tribal population, but on the basis of their actual needs. To this effect, the sectoral departments need to go beyond the tribal population proportionate quantification/ earmarking of funds but by adopting an integrated approach in assessing the totality of funds required at the very outset of the planning so that the actual needs and priorities are met with an ensured way of accomplishing all-round development through an effective inter-sectoral approach. Also, the support mechanisms and institutions such as ITDPs/ITDAs and PRIs/Gram Sabhas could be geared to perform their role effectively in bringing about the most wanted socio-economic development / empowerment of tribals and thus raise their status on par with the rest of the society.

Absence of a comprehensive national policy for empowerment of the tribals has been the most obvious missing link and also a big gap in the entire planning process of empowering the tribals. Therefore, the efforts of the Tenth Plan will be to expedite the process of formulating a National Policy for Empowering the Tribals of

India. No doubt, the pronouncement of a National Policy with set objectives and time-bound targets will definitely activate all the concerned to maximize their efforts with a much clearer vision and direction towards achieving the Constitutional commitment of raising the status of tribals on par with the rest of the society.

CHAPTER – VIII

RECOMMENDATIONS

Keeping in view the on-going process of Empowering the Scheduled Tribes on one side and on the other the Tenth Plan commitment of finding solutions to the Un-resolved Issues of Tribal Development, the Steering Committee recommends the following :

A. Policy / Plan - related

1. National Policy for Empowering Tribals (NPET)

The best efforts made through various development programmes over a period of four and a half developmental decades could not bring forth the expected results in improving the lot of the tribal population spread all over the country. Therefore, the need of the day is to adopt a Comprehensive Tribal Policy generated through a Consultation Process involving both Governmental and Non-Governmental Agencies working for the development of tribals, tribal leaders, experts, social scientists and others concerned. The policy so adopted should be able to provide a perspective beyond the Tenth Plan and be able to ensure that the status of the tribal population is raised to that of the rest of the society and they get their due share of benefit from development.

2. National Resettlement & Rehabilitation Policy(R&R)

The National Policy for Resettlement & Rehabilitation of the Displaced tribals needs to be finalised expeditiously. The Policy should have a special focus on the resettlement and rehabilitation of the displaced tribals. It should not only ensure that no deterioration takes place in the living conditions of tribals that existed prior to their displacement, but should also provide for betterment. **The thrust of such a R&R policy should centre around provision of `land for land' lost in acquisition etc.**

3. Personnel Policy

There should be a definite Personnel Policy for tribal areas to ensure that - i) all the Officers and the staff who are posted with the Ministries/ Departments handling the welfare/development work of STs, should necessarily undergo, as a pre-requisite, the

sensitization training programmes at the State Tribal Research Institutes; ii) The training programme should be made mandatory as has been done for the IAS officers by the Department Of Personnel Training; iii) serving in the backward tribal areas for a period of 5 years should be made compulsory for all the concerned Officers in States which have tribal population; iv) Officers working for the welfare and development of STs should not be disturbed before the completion of a minimum period of 5 years, unless their conduct is detrimental to the interests of STs; and v) provision of incentives like free accommodation, medical facilities, special allowances etc., as already indicated above, they should also be provided training through the Tribal Research Institutes, and where TRIs are not existing in a particular State, they should be given training in neighbouring State Tribal Research Institute to enable them to familiarize themselves with the schemes and procedures and also about the problems of the tribals. This would also enable them to develop an empathy for the tribal community and they would be able to function more effectively.

4. A National Plan of Action for PTGs

As the Primitive Tribal Groups are struggling for their survival, some of them are even on the verge of extinction, there is an immediate need for preparation of an **“Action Plan for Conservation and Development of each PTG**. Keeping in view their socio-cultural conditions and special needs, the proposed Action Plan should have an in-built flexibility to cater to the specific needs of each such tribe and its environment besides **ensuring** the basic minimum services of food security/nutrition; drinking water supply; primary health care; primary education, housing, habitation & environment etc.

5. Special Strategies

The **Tribal Sub Plan (TSP)** strategy should continue to be the main plank of tribal development, despite its shortcomings. The administrative reorganization of the TSP areas should also be taken up so that there are viable administrative units through which the protective measures and developmental programmes can effectively be implemented.

- The **Special Central Assistance (SCA)** should be provided so as to supplement the overall plan effort of the State after due assessment of its financial situation and the needs of development.
- Development programmes, including family-oriented programmes taken up under SCA to TSP should be so designed and implemented that differences within the

community should not be allowed to grow and the egalitarian structure of the community is maintained.

- Intensive development of forest villages to be ensured by formulating special projects and financed through grant-in-aid under the Article 275(1) of the constitution.
- All tribal communities to be involved in Joint Forest Management with Transparent Memorandum of Understanding (MOU) on the roles, responsibilities, security of tenure, benefit sharing etc. Detailed projects should be prepared by ensuring linkage with “Food for work” scheme.
- Drought proofing should be ensured in all critical areas (such as KBK area in Orissa) by implementing “Integrated Watershed Development Programme”.

B. Development - oriented

6. Health Care

- The Health Policy to meet the special needs of the tribal areas should provide the following : **i)** extension of primary health infrastructure to cover both remote and inaccessible areas with relaxed norms; **ii)** evolving a new strategy of combining the indigenous tribal medicines with that of the ISM&H so as to reach the health care to interior tribal areas and also allowing the tribals to contribute their traditional knowledge; **iii)** training of motivated tribal youth as Village Health Guides; **iv)** health education and health awareness amongst the tribals, **v)** area-specific strategies to improve access to and utilization of health services; **vi)** specific agenda for medical research in case of killer or debilitating diseases tribals suffer from; **vii)** focused programmes for eradication of Malaria, Leprosy, Blindness Control, TB and HIV in respect of tribals; and **viii)** provision of PHCs, CHCs, Sub Health Centres etc. should also form part of the spatial planning with block as a unit. NGOs should undertake health schemes preferably where delivery system is weak. RCH programme and PHCs in such cases may be transferred to qualified and competent NGOs.
- In the field of health, the status of tribals stands very precarious. The health infrastructure and its staff in the tribal areas remains not only inadequate but also very unresponsive to the health needs of the tribals. Therefore, special efforts need to be made to establish the necessary health infrastructure in tribal areas with most relaxed norms. Also, an intensive health education programme with ISM&H health system and strategies should be launched in tribal areas relating to preventive, curative and rehabilitative health services, as the alternative health

systems viz., indigenous medicines which are very much in vogue amongst the tribal.

- Home remedy kits containing ISM&H Medicines may be made available to Panchayat Leaders/Teachers/Health/Anganwadi Workers for use. All Research Councils of ISM&H, Tribal Research Institutes, Population Research Centres and ICMR research centres should work jointly on a regional basis to record the efficacy of herbal drugs traditionally used by tribals.

7. Food and Nutrition

- **Food and Nutrition Security is of vital importance to Tribals, especially to PTGs, as some of them are getting extinct due to starvation and malnutrition. Therefore, special efforts need to be made to reach the programmes of SNP, MDM and TPDs to the far-flung tribal areas. Large scale opening of Mini-Anganwadis with much relaxed norms and expansion of Village Grain Banks are some of the practical strategies to 'Reach the Un-Reached' in the tribal areas.** All the tribals should also be assured of total food security by linking with "food for work" scheme under Joint Forest Management programme.

8. Education

As education triggers all-round development, the thrust for education should be continued vigorously with special emphasis to female education and with the emphasis on vocationalisation of tribal education enabling tribal youths to take to employment and self-employment.

- Keeping in view the special commitments made by the **National Policy on Education of 1986 (revised in 1992) for raising the educational status of STs on par with others**, action needs to be initiated not only for strengthening the ongoing programmes, but also for taking additional steps to tackle the persistent problems of low literacy and high drop-out rates through - **i)** easy access to residential schools with assured minimum standards and trained teachers (preferably local tribals wherever feasible); **ii)** appropriate and adequate support services like hostels for tribal girls and ensuring proper linkages with supplementary nutrition; **iii)** extension of special incentives like scholarships, financial assistance, free books, free uniforms, travel costs etc; **iv)** introduction of local tribal dialects as the medium of instruction, especially at the lower primary

level, so as to make education socially acceptable for tribals; **v)** improvement in the educational status of tribal girls with priority focus on the pockets/low female literacy rates by setting up Residential Schools exclusively for girls with basic amenities and money incentives to their parents; and **vi)** vocationalisation of education at middle/high school levels and promote employment-oriented courses through CTIs, ITIs and Polytechnics; and **vii)** subjects offered at the under graduate level should be related to the local economy such as forestry, horticulture, pisciculture, bee-keeping, piggery, poultry etc.

- Education facilities should form part of the overall Area Planning of the Government. However, if there is any gap in the services, then only NGOs should be allowed to run schools at primary level as non-recognition of NGO schools has been creating problems to students at a later stage. However, schools beyond sixth class should be allowed only, if they are recognized by the respective State Governments. In this regard, it is pertinent to mention that West Bengal as a matter of policy is not recommending any primary school to be set up by NGOs on the ground that it is not part of the state policy.

9. Basic Minimum Services

- **A Special Package of basic minimum services** starting from food security to safe drinking water; nutrition supplementation; primary health care; primary education; and employment-cum-income-generation activities with full back-up support of inputs and both backward and forward linkages needs to be designed/developed for STs. **People's participation through PRIs especially that of the traditional tribal leaders and institutions** in the formulation and implementation of various programmes and schemes, should become an essential ingredient of all these programmes.

10. Employment and Income Generation

- **Employment and income generation opportunities should be ensured, either through wage or self employment for a minimum period of 300 days a year to raise their economic status and thus liberate them from the shackles of poverty and indebtedness. Efforts should also be made to extend micro-credit for self-employment ventures and consumption credit when no work opportunities are available.**

11. Micro-Credit Facilities

- One of the major problems in tribal areas is that of money lending. The PESA Act of 1996 has a special provision for exercising power to control money lending by Gram Sabhas. **The State Governments should amend their existing legislations in this regard to provide that money lenders firstly should be registered with the Gram Panchayats and secondly the amount of interest that they can charge should be specifically indicated in the State Acts** for the purpose so that no money lenders charge more than this rate under any circumstances. Unless the amount of interest to be charged and the mode of repayment is clearly laid down and that interest should be calculated in a simple manner, the tribals will continue to be exploited notwithstanding the provision of PESA Act.
- **Financial Institutions need to be sensitised and motivated to extend micro-credit facilities to Tribals.** There is also a need to simplify the lending procedures and make the formalities customer-friendly. NTFDC and State Level Tribal Development Corporations should take lead in this regard.

12. Agriculture & Shifting Cultivation

- **There is an urgent need to - i)** expand agricultural extension programmes in the tribal areas to wean the tribals away from unremunerative agricultural practices and training them, especially the youth, in the application of modern methods and techniques and other inputs towards achieving more remunerative agricultural production; **ii)** develop coarse grains seeds with longer shelf-life; and higher yields; **iii)** improve the productivity of their agriculture with better inputs, expose them to diversified agriculture; use of hybrid seeds for increased production; organic manure and improved farming practices to utilize the bio-mass available in tribal areas etc. **iv)** to study the agricultural practices and the crops grown by the tribals in various parts of the country and target various research projects on their improvement by the ICAR; and **v)** accelerate the pace of settlement of shifting cultivation.

13. Forestry Development

Forest & trees have to address environmental challenges, livelihood security and sustainable development. Deforestation has been responsible for soil erosion, dwindling of aquifers, floods and droughts, desertification, declining farm productivity, non-availability of forest produce, pollution and impoverishment of tribals. Forest degradation and economic

decline are feeding on each other leading to pollution, poverty, poor health, political upheaval and unrest. The best way to arrest environmental degradation and promote sustainable use of natural resources is to ensure participation of people particularly the tribal women. A holistic approach and lasting solutions may include:-

- Increase in green cover under JFM programme by ensuring: i) suitable forest patches are entrusted to the tribal communities; ii) security of tenure and access to benefit guaranteed; iii) linkage with “Food for work scheme”; iv) appropriate marketing of the produce, and; v) appropriate institutional financial mechanism and legal support.

- As a policy tribal should not be displaced from the “Protected Forest Areas” Resettlement and rehabilitation of tribals should be ensured by adopting eco-development around protected areas.

- Agroforestry and social forestry should be promoted for meeting the food, fodder, fuelwood, timber, bamboo requirement of the people. Commercial forestry should be promoted for economic development of the tribals. All restrictions on felling of trees, logging, transport and marketing of forest produce should be removed. Marketing assistance should be provided to the tribals.

- Cultivation of bamboo should be encouraged for improving the economy of the tribals. There is a vast spectrum of bamboo products which has not been attempted so far; either on account of awareness or non development of markets for these products. Tribals should be encouraged to grow the bamboo to take the advantage of international market since the growth of value added bamboo products trade may grow upto Rs. 33,000 crores annually.

- **Cultivation of medicinal plants**

The global trade of medicinal plant is exceeding 65 billion US\$. Government of India has decided to take advantage of this trade and has set up a National Medicinal Plant Board. The tribals should be encouraged to collect the medicinal plant from wild and also cultivate suitable species for their self consumption as well as for sale.

- **Collection of minor forest produce and their marketing to be encouraged**

- Watershed Programmes should be allowed to continue and expand in the next Plan as well. Construction of Water Harvesting Structures need to be encouraged especially in critical areas such as KBK in Orissa for ensuring drought proofing.

- Shifting cultivations should receive special attention for their socio-economic development and sustainable livelihood security.

14. Water Resources

- **There should be a more effective operationalization of the National Water Policy in tribal areas, so as to cover extension of irrigation facilities and provision of drinking water with a special thrust on - i)** watershed management, rain water harvesting and water saving practices; **ii)** promotion of micro-irrigation systems; **iii)** management of irrigation projects by the local tribal farmers; **iv)** involvement of Water Users' Associations; **v)** supply of safe drinking water to all the tribal habitations; and **vi)** mass education and public awareness amongst the rural and tribal population for effective water resource management and protecting the water resources from pollution.

15. Tribal Women

- **Effective measures should be taken to improve the lot of tribal women, through - i)** promoting leadership role in Joint Forest Management; **ii)** issue of Joint Pattas in the name of both husband and wife; **iii)** protecting the rights of tribal women in the customary laws regarding share in property and obligations to look after their interests and to enforce the same with the help of the community and social sanctions; **iv)** training of tribal women to take up leadership role and occupy elected posts in Panchayati Raj Institutions to ensure that the 33 1/3 % of the reserved seats are filled up and the interests of tribal women are taken care of; **v)** legal and administrative measures to check the practice of victimizing women suspected of witchcraft, along with a massive campaign for social awareness and rehabilitation of victimized women, preferably through women's organizations; **vi)** effective legal and rehabilitative measures to check sexual exploitation of tribal women, especially the migrant women at work place; **vii)** organising poor and assetless tribal women into Self-help Groups for accessing micro-credit and income generation activities; **viii)** opening of Sale Outlets to make the essential commodities and other raw materials required in their day to day life easily accessible; and **ix)** population proportionate percentage of benefits flow to tribal women from the women-specific/women-related Ministries/ Departments of women and child development, education, health and family welfare, rural development, labour etc.

16. Tribal Youth

- The Tribal youth should be given job-oriented education/training so that their services can be made the best use for the good of their own community. This would also help reduce the problem of non-availability of officers/workers to serve in the Tribal areas for eg. Indigenous Health Workers; Trained Ayahs; ANMs, Primary School Teachers etc. For this, atleast one member from each family should be made use of for preparing a band of grass-root/village level workers.

17. Tribal Children and the Tribal Girl-Child

- Special efforts need to be made to expedite Universalisation of ICDS by covering all the tribal Development blocks/tribal pockets and habitations all over the country. The innovative concept of `Mini-Anganwadis' specially adopted in 1997 with the sole objective of `Reaching the Unreached Tribal Pockets' should receive special thrust during the Tenth Five Year Plan.

C. Implementing Machinery

18. Central Level

- The newly set up Ministry of Tribal Affairs, being the nodal agency is made responsible for empowering the tribals. **Accordingly, it should exert itself to - i) formulate need-based policies, plans and programmes; ii) review existing legislation which impinge upon interests of tribals and to amend them, wherever necessary, to protect their interests/persuade the States also to do so; iii) ensure the flow of funds and benefits under TSP in proportion to their population from the general development sectors both at Central and State levels; iv) guide and co-ordinate both governmental and non-governmental organizations working for the welfare and development of tribals; and v) monitor the implementation of policies and programmes/laws related to STs to ensure their effective enforcement.** To assist the Ministry to perform its functions effectively, it has the following **support structures** :
 - The existing **National Commission for SCs and STs, New Delhi**, should be geared **to safeguard the rights and interests of the Tribals more effectively through appropriate restructuring.**
 - The recently set up **National ST Finance & Development Corporation (NSTFDC), New Delhi**, should work in close liaison with the State Tribal Development Corporations and other Channelising Agencies so as to develop a good spread of net working all over the country to facilitate effective functioning of

the Corporation. Also the Corporation should be equipped with the Professionals/Experts to make the organization worthy of being a self-sustaining Corporation.

- The **Tribal Co-operative Marketing Federation (TRIFED), New Delhi**, should be thoroughly revamped for effective enforcement of its mandate and **ensuring payment of remunerative prices to tribals**. It should explore all the possibilities of maximizing the gains in respect of Bamboo and medicinal plants trades. To this effect, it should be able to strengthen its own structures and systems besides developing its own linkages with other alike agencies active in the field.

19. State Level

- Efforts should be made to ensure for setting of exclusive Departments for **Tribal Development**, just as on the lines as it exists at the centre to give a continuous and focused attention on the development of tribals, as effective implementation plays the crux of the problem.

20. The State Tribal Research Institutes

The 14 Tribal Research Institutes in the states of Andhra Pradesh, Assam, Jharkhand, Gujarat, Karnataka, Kerala, Maharashtra, Madhya Pradesh, Orissa, Rajasthan, Tamil Nadu, Uttar Pradesh, Manipur and Tripura needs to be activated as most of them are not able to fulfil their objectives due to ineffective functioning and negligence on the part of the respective State Governments.

21. District/Block Level

The State Government should provide both developmental and financial powers to ITDPs where the Chairman of the DRDA is also Project Director of the ITDP. It is also said that since the Collector is a very busy person with other functions, a Senior Officer other than Collector heading the DRDA should coordinate the working of all the other District officials of the Line Departments working in ITDPs Areas. This approach alone would enable the Administration to pay adequate attention to the well-being of tribals and the development of tribal areas.

22. Village Level

People's institutional infrastructure at the grass-root level refers to the Gram Sabha through the Gram Panchayats, Intermediate Panchayats and district Panchayats to state and national legislatures. These institutional mechanisms should be fully utilized by the people to usher in an era of development of their own conception. The tribal people should be made fully aware of the facilities and options available to enable them to make their own choices.

23. Merger of DRDAs and ITDPs

- The present system of devolution of funds through the State Government for Central Sector and Centrally Sponsored Schemes leaves much to be desired. The State Governments face resource crunch and do not release funds on time. As a result the developmental schemes suffer. It is therefore, recommended that in the Tribal area, where ITDAs have already been set up the same should be restructured so that each ITDP is co terminus with the district. The District Rural Development agencies in these districts should then be merged with ITDPs and the poverty alleviation schemes in such areas should be implemented by newly merged DRDA which should have preponderance of tribal benefit schemes in accordance with the population of STs. This should be initially implemented in scheduled areas during the Tenth Plan and the results thereof to be watched.

D. Legislative Support

24. Land Alienation

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

25. Money Lending Menace

- Despite the best governmental efforts, the existing laws have failed to prevent the extortion of money-lenders. In fact, while some States are yet to enact laws on the subject, the money-lending laws in other Scheduled Areas States contain loop-holes which need to be plugged out. The legal frame is provided by Para 5(2)(c) of the Fifth Schedule of the Constitution and Section 4(m)(v) of the Provisions of the Panchayats (Extension to Scheduled Areas) Act 1996. In fact, it is time that the concerned State Governments enact fool-proof laws in conformity with them.

26. Forest Policy/Tribal Rights

- All agencies responsible for forest management, including the Forest Development Corporations should associate the tribal people in protection, regeneration and development of forests as well as to provide gainful employment to people living in and around the forests. The following measures need to be taken - i) to confer heritable but inalienable rights on tribals cultivating lands in forest villages as per Government decision in 1984; ii) enforcement of guidelines/circulars on purchase of MFP from Panchayats/Gram Sabhas and market reforms; iii) removal of restriction on tribals' rights of access, collection of forest produce - clearly define their rights in JFM and community forestry schemes; iv) involve tribal panchayats in processing of MFP to give them benefit of added value; and v) collection of forest and public lands of forest produce to be enhanced; and vi) no displacement from sanctuaries and national parks.

27. Intellectual Property Rights

- **There is an urgent need to provide legal and institutional framework for recognizing and acknowledging the Intellectual Property Rights of tribals to such resources and knowledge**, by limiting the rights of corporate/other agencies to access and exploit this resource base and according these communities legal recognition and protection of their ownership rights over such bio-diversity and indigenous knowledge and means of utilization consistent with it under any legal and institutional arrangements brought into force in the country as a result of international treaties and obligations. Various measures need to be identified most urgently to give effect to this intent in view of the fast depleting bio-diversity, large scale bio-piracy and seduction of tribal people by commercial agencies for exploitation of their traditional knowledge.

28.73rd and 74th Amendments of the Constitution and its Extension to Scheduled Areas

- **Necessary legislations to give effect to the provisions of the Panchayats (Extension to the Scheduled Areas) Act of 1996 need to be enacted by the concerned State Governments** to ensure effective participation of tribals in the process of planning, implementing and monitoring various developmental measures/programmes, besides ensuring the accountability of public functionaries for their actions.
- The Panchayat Raj (Extension to Scheduled Areas) Act of 1996 already bestowed upon certain rights on the Village/Gram Panchayats and Gram Sabhas. The provisions of this Act should be implemented by all the State Governments and release of plan funds every year to the State Government by the Planning Commission should be made contingent upon the State certifying that they are implementing the provision of PESA 1996. Unless it is insisted upon, the provisions of PESA - an effective legislation both in sense and spirit will only remain on Paper.

29. Crimes/Atrocities Against STs

- **There should be effective enforcement of Indian Penal Code (IPC) and the other two Special Legislations viz., Protection of Civil Rights (PCR) Act of 1955; and SC & ST (Prevention of Atrocities) Act,1989 and also other relevant laws through appropriate institutional arrangements to curb the ever increasing crimes/atrocities against STs.** Also special efforts need to be made to extend both timely and adequate financial relief as compensation/ rehabilitation to ST victims and legal aid where necessary to defend their interests.

E. Voluntary Action & Voluntary Organizations

- The Voluntary Organizations will have to realize that they being the facilitators and their primary task is to locate and develop the local leadership till it becomes capable of handling the community's affairs. They are also expected to promote both Voluntary action in the far-flung inaccessible areas, as they are the medium to reach the unreached and also develop and experiment alternative project models to match the local people and their needs.
- Voluntary Organizations should be encouraged in the functional areas of afforestation, watershed development, education, women and children, awareness generation, health, nutrition, environment, human rights, employment generation, techno-vocational training, promotion of cooperatives, culture and sports,

strengthening traditional, panchayats and social values to assist counter militancy and promote national integration etc.

- No doubt, Voluntary Organizations have an important role in promoting empowerment of tribals. However, the same should be subjected to the following safeguards - **i)** rigorous screening of Voluntary Organizations working in tribal areas to ensure that those with good track record, experience, aptitude and commitment are selected; **ii)** promote voluntary organizations of tribals themselves through training and organization; **iii)** strict monitoring of the Voluntary Organizations working in tribal areas to see whether their work is benefiting tribals by laying down progress indicators for this purpose; **iv)** developing mechanisms of accountability of Voluntary Organizations in tribal areas empowering the community and Panchayat for this role; **vi)** decentralized system of selection of Voluntary Organizations, disbursal of funds and monitoring; **vii)** identifying critical activities in which NGO involvement should be encouraged; and **viii)** develop mechanisms for managing Voluntary Organizations run programmes and assets built with government funds, if financial assistance is stopped to NGO on account of unsatisfactory work etc.

F. Tribals Sub Plan-Flow of funds

- Flow to the Tribal Sub Plan out of State Plan should be atleast equal to the Scheduled Tribe population percentage in the State/Union Territory. It should be mandatory for the State Governments to create an exclusive budget head to be operated by the Tribal Welfare Department of the State Governments. In States where single line administration of ITDAs is in vogue e.g. the State of Andhra Pradesh, this will ensure complete non-divertability of funds provided under the separate demand head. In States where the schemes/ projects continue to be implemented by the line Departments, funds will be released by the Tribal Welfare Department for activities based on demands generated from the grass root level and their execution/monitoring will ensure not only proper utilization, but also effective monitoring by the Tribal Welfare department.
- Similarly, with regard to Central Ministries/Departments, a separate budget head in Tribal Sub Plan component should be created and the scheme to be operated in the Tribal Sub Plan areas thereof should be financed in prior consultation with the Ministry of Tribal Affairs. This is the only way to ensure that all Departments/Ministries not only earmark the TSP component but also utilize it for the purpose, which would benefit the tribal communities. Presently, their reflection of TSP in their plan document is notional. It is also recommended that those of the Ministries/Departments who are not in a position to execute the schemes under the TSP and spend the budgeted amount should be made to surrender the unspent

balance to a separate TSP pool on the pattern of North East non-lapsable pool, which will be created under the aegis of the Planning Commission with the Ministry of Tribal Affairs as the nodal agency to utilize the same for priority schemes in other sectors.

- Special Central Assistance to TSP and grants under Article 275(i) should be released as an additive to the State Government efforts.

CHAPTER - IX

FINANCIAL REQUIREMENTS

Allocation of Plan Resources for the Tribal Affairs Sector (referred to as Tribal Development in the past), although not very substantial in terms of size and percentage to the total Public Sector Outlay, yet the same has been progressively increasing from Plan to Plan in terms of actual amount especially during the last two developmental decades. As could be seen from the data given below, the outlay of 1157.67 crore with Fifth Plan (1974-79) has been raised to Rs. 32,087.26 crore in the Ninth Plan (1997-2002), which is almost an increase of 27 times. It is amply evident in the following Table that the introduction of TSP in the Fifth Plan has given a good fillip to the meagre outlays for STs. This proves that the allocation of resources for the Tribal Affairs has been responding to the demands of the emerging needs of the Scheduled Tribes as is evident from the data given below :

Plan Allocations for Tribal Affairs (1969-2002)

(Rs. in crores)

Plan Period (1)	Total Plan Outlay (2)	Outlay for Tribal Affairs (3)	Percentage (Col. 3 to 2) (4)
Fourth Plan (1969-74)	15902.00	79.85	0.5
Fifth Plan (1974-79)	38853.00	1157.67	3.0
Sixth Plan (1980-85)	97500.00	3640.25	3.7
Seventh Plan (1985-90)	180000.00	6744.85*	3.8
Eighth Plan (1992-97)	434100.00	22409.65*	5.2
Ninth Plan (1997-2002)	859200.00	32087.26*	3.7

* Also includes flow of TSP (Central+States), SCA to TSP and GIA under Article 275(1) of Constitution.

Source: Indian Planning Experience - A Statistical Profile, Planning Commission + Ministry of Tribal Affairs

Taking into consideration the expansion of the On-going Programmes and the New Starts in the Tenth Plan, the Working Group on Empowering the Scheduled Tribes has recommended a total outlay of Rs. 10470.00 crore against the Ninth Plan Outlay of Rs.3174.13 crore and the likely expenditure of Rs.3311.04 crore. The outlay recommended by the Working Group is more than 3.3 times than that of the Ninth Plan outlay, recording a substantial increase in respect of the SCA to TSP and GIA under Article 275(1), as shown below :

Outlay and Expenditure for Welfare and Development of STs during the Ninth Plan (1997-2002) & Proposed Outlay for the Tenth Plan (2002-07)

(Rs. in Crores)

Item	Ninth Plan (1997-2002)		Tenth Plan (2002-07)			
	Outlays	Likely Expenditure	Outlay as recommended by the W.G.	%age increase over Ninth Plan Outlays (Col.4 to Col.2)	Outlays as suggested by the Steering Committee	%age increase over Ninth Plan Outlays (Col.6 to Col.2)
(1)	(2)	(3)	(4)	(5)	(6)	(7)
<u>Development of Sch. Tribes</u>						
I. Ongoing Schemes	414.13*	560.14*	2470.00	496.4	923.78	123.1
II. SCA to TSP	2010.00	2009.61	5000.00	148.8	4422.00	120.00
III. GIA under Article (275(1))	750.00	741.29	3000.00	300.0	1650.00	120.0
Total (I+II+III)	3174.13	3311.04	10470.00	229.9	6995.78	120.4

- Exclude the outlay and expenditure incurred on the common schemes for SCs & STs viz., PMS, Coaching and Allied Scheme for SC/ST Students, Book Bank Scheme for SC/ST Students, Upgradation of Merit of SC/ST Students and NSFDC for the year 1997-98 to 1999-2000 as these were common schemes under the M/SJ&E

Note : The proposed allocation for the Tenth Five Year Plan for the Tribal Development Sector will be Rs.5720.00 crore, in accordance with the instructions of the P.C. to raise the outlay of Annual Plan for the last year of the Ninth Plan (2002-02) by 5-1/2 times.

Thus, the Steering Committee, as could be seen from above (Col.6), projected a total requirement of Rs.6995.78 crores in the Tenth Plan for the Tribal Affairs Sector as against the Working Group's recommendation of Rs.1407 crore. This shows an increase of 229.9% over and above the Ninth Plan outlay of Rs.3174.13 crore.

.....

No. H-11013/3/2000-BC
Government of India
Planning Commission
(BC & TD Division)

Yojana Bhavan, Sansad Marg,
New Delhi – 110 001.
Dated : December, 2000.

OFFICE MEMORANDUM

**Sub : Tenth Five Year Plan (2002-2007) – Setting up of a Steering Committee on the
`Empowerment of Scheduled Tribes`.**

In the context of the formulation of the **Tenth Five year Plan (2002-2007)**, it has been decided to set up a **Steering Committee on the Empowerment of Scheduled Tribes** with the following Composition:

1. **Dr. D.N. Tewari**
Member
Planning Commission
New Delhi – (110 001). **Chairperson**
2. Secretary
Ministry of Tribal Affairs
Shastri Bhavan
New Delhi-(110 001). **Member**
3. Secretary
Department of Elementary
Education & Literacy
Shastri Bhavan
New Delhi – (110 001). **Member**
4. Secretary
Department of Secondary Education
& Higher Education
Shastri Bhavan
New Delhi - (110 001). **Member**
5. Secretary
Department of Health
Nirman Bhavan
New Delhi – (110 001). **Member**

6. Secretary
Department of Family Welfare
Nirman Bhavan
New Delhi – (110 001). Member
7. I.G. Forests & Special Secretary
Ministry of Environment & Forest
Paryavaran Bhavan
CGO Complex, Lodhi Road
New Delhi - (110 003). Member
8. Secretary
Ministry of Labour
Shram Shakti Bhavan
New Delhi – (110 001). Member
9. Secretary
Deptt. of Rural Development
Krishi Bhavan
New Delhi - (110 001). Member
10. Secretary
Department of Agriculture &
Cooperation
Krishi Bhavan
New Delhi - (110 001). Member
11. Secretary
Ministry of Social Justice &
Empowerment
Shastri Bhavan,
New Delhi - (110 001). Member
12. Secretary
Department of Women and
Child Development
Shastri Bhavan
New Delhi – (110 001). Member
13. Secretary
Department of Indian System of Medicine
& Homeopathy
Red Cross Building
New Delhi - (110 001). Member

14. Director General
ICFRE
P.O. New Forest,
Government of Uttranchal
Dehradun – (248006) Member
15. Special Secretary
Department of Tribal Development
Government of Andhra Pradesh
Hyderabad – (500 022). Member
16. Commissioner & Secretary
Department of Welfare of Plain Tribals &
Backward Classes (WPTBC)
Govt. of Assam
Assam Secretariat
Dispur – (781 006). Member
17. Pr. Secretary
Tribal, Harijan & Backward
Classes Welfare
Govt. of Chhattisgarh
Raipur. Member
18. Secretary,
Department of Tribal Development
Govt. of Jharkhand
Ranchi Member
19. Secretary,
Department of Tribal Welfare
Uttranchal
Dehradun Member
20. Prof. P.K. Nayak
Director
Department of Harijan & Adivasi Training
& Research Institute
Government of Orissa
Bhubaneswar -(751007). Member
21. Shri K. Pradhani
(Ex-MP)
Village : Patraput, Via - Mangra
Navarangpur Distt.,
Orissa. Member
22. Dr. B.D. Sharma
11A, Nagli Rajapur,
East Nizamuddin
New Delhi – (110 013). Member

23. Dr. Bhupinder Singh
Ex-Special Commissioner for STs
Sector –C, Pocket-8/8680,
Vasant Kunj
New Delhi. Member
24. Prof. V. Xaxa
Head Department of Sociology
Delhi School of Economics
Delhi University
Delhi. Member
25. Prof. Mrinal Miri
Vice-Chancellor
North-Eastern Hill University
Nongthymm
Shillong - (793 014). Member
26. Shri H. S. Saksena
Consultant (TD)
Ethnographic & Folk Culture Society
L-II/31, Sector B, Aliganj
Lucknow - (226 024). Member
27. Shri S. Chatterjee
Representative
Rama Krishna Mission
Narain Pur, Bastar
Madhya Pradesh – (464 661). Member
28. Chairman
Akil Bhartiya Adivasi
Vikas Parishad,
15, Canning Lane,
New Delhi. Member
29. Shri B.L. Gaur
Vice President
Bhartiya Adimjati
Sevak Sangh
Dr. Ambedkar Marg (Link Road)
New Delhi – (110 055). Member
30. Representative
Banbasi Sewa Samithi
AT / P.O.-Balliguda
P.O. Bhanjpur (762103)
Kandhamal Dist
Orissa Member

31. Representative
Society for Rural Industrialisation
146, H.B. Road ,Lalpur
Ranchi - (834 001)
Bihar Member
32. Dr. Kaushal Kumar
General Secretary, Utthan
18-A, Auckland Road
Allahabad. Member
33. Prof. Surendra Kumar
Professor of Chemical Engineering
Deptt. of Chemical Engineering & Technology
Institute of Technology
Banaras Hindu University
Varanasi
Uttar Pradesh Member
34. Prof. Brij Gopal
Jawahar Lal Nehru University
New Delhi Member
35. **Smt. T.K. Sarojini**
Adviser (BC)
Planning Commission
New Delhi- (110 001). **Member-Secretary**

2. The Terms of Reference of the Steering Committee will be as follows :

- i) to **review** the existing approach, strategies and priorities; the on-going policies and programmes for empowering Scheduled Tribes (STs) during the Ninth Five Year Plan; and **suggest** if and **wherever** necessary, alternative strategies, priorities, policies and programmes to accelerate the empowering process;
- ii) to **assess** the effectiveness of the implementation of 'Tribal Sub-Plan' strategy for STs and **suggest** specific measures and mechanisms to ensure that the 'population – proportion' funds flow from the other development sectors both at the Central and State levels and the Special Central Assistance (SCA) to TSP is utilized effectively ;
- iii) to **assess** the impact of the on-going economic reforms and progressive globalisation / liberalization of economy on the socio-economic conditions of the Tribals, especially their economy and **suggest** effective strategies to cope up with the situation;
- iv) to **review** the effectiveness of the existing legislations relating to STs and their enforcement and **suggest** corrective measures;

- v) to **review** the effectiveness of the existing Institutional Arrangements for implementation of policies and programmes relating to welfare, protection and development of STs and **suggest** improvements, if necessary;
- vi) to **assess** the role of NGOs and the status of devolution of powers and resources to Panchayati Raj Institutions / Local Traditional Tribal Councils and Local Self Government Bodies as per the 73rd and 74th Constitutional Amendments of 1993 and 1996 and **suggest** specific measures for their effective involvement in the planning process ; and
- vii) to **suggest** an approach and necessary strategies, priorities, policies, and programmes along with physical and financial targets in pursuing the commitment of Empowering the Scheduled Tribes during the Tenth Five Year Plan (2002-07) ;
- viii) to **suggest** programmes under JFM, Forest Villages, shifting cultivations etc.
3. The Chairman of the Steering Committee, if necessary, may **constitute Sub-Groups** on any specific area / problem and also **co-opt additional Members**.
4. **The Steering Committee shall submit its Report positively by 31, May 2001.**
5. The expenditure on TA/DA in connection with the meetings of the Steering Committee will be borne by the parent Department / Ministry Organization to which the officers belong. Non-official members will be entitled to TA / DA as admissible to Grade-I Officers of the Government of India and this will be paid by the Planning Commission.

Sd/-
(T. R. Meena)
Deputy Secretary (Admn).

To :

Chairman and all Members of the Steering Committee.

Copy to:-

1. PS to Deputy Chairman
2. PS to Member
3. PS to Secretary
4. All Heads of Divisions
5. Addl. Adviser (PC & Admn.)
6. Adviser (SD&WP)
7. Administration I Branch / Accounts I Branch
8. Guard File

Sd/-
(T. R. Meena)
Deputy Secretary (Admn)

No. H-11013/3/2000-BC
Government of India
Planning Commission
(BC & TD Division)

Yojana Bhavan, Sansad Marg,
New Delhi-110001
Dated 16 January, 2001.

OFFICE MEMORANDUM

Sub: Tenth Five Year Plan (2002-07) – Setting up of a Steering Committee on the ‘Empowerment of Scheduled Tribes’

In continuation of Planning Commission’s O.M. of even number dated 8-12-2000, on the subject cited above, the following inclusion of new Members/change of address may be noted:

New Members

1. Shri S.S. Boparai, K.C.
Pr. Adviser,
Planning Commission,
Yojana Bhavan,
New Delhi-(110001)
2. Secretary
National Commission for SCs & STs
5th Floor, Lok Nayak Bhavan
Khan Market
New Delhi – (110 003)
3. Dr. Ram Dayal Munda
(Former Vice-Chancellor)
Deptt. of Regional Language
Ranchi University
Morbadi Campus
Ranchi – (834001)
4. Dr. A.M. Kurup
Consultant (TD)
550, Gandhipuram
Sree Kariyam
Trivandrum – (695017)
(Kerala)
5. Shri R.L. Java
No. 1 Rajnagar Society
Behind Gujarat Electricity Board

Abota Stadium Road
Vadodara

6. Shri G.P. Bharal
Expert (BCW)
113, Masjid Moth
Behind South Extension Part II
New Delhi – (110049)

Change of Addresses

1. S. No. 12 - the address may be read as : **Dr. B.D. Sharma**
Village-Mavalibhata,
P.O. Dilimili, Distt. Baster,
Raipur, Chattisgarh.
2. S.No. 29 – the address may be read as : **Shri B.L. Gaur**
President,
Rajasthan Adimjati Sevak Sangh,
Ajmer Road, Sodhala (Rajasthan),
Jaipur-(302006).

Sd/-
(**T.R. Meena**)
Deputy Secretary (Admn.)

To

Chairman and all Members of the Steering Committee

Copy to

1. PS to Deputy Chairman
2. PS to Member (DNT)
3. PS to Secretary
4. All Heads of Divisions
5. Addl. Adviser (PC&Admn.)
6. Adviser(SD&WP)
7. PS to Deputy Secretary (Admn.)
8. Administration I Branch / Accounts I Branch.
9. Guard File.

Sd/-
(**T.R. Meena**)
Deputy Secretary (Admn.)

No. M-11013/3/2000-BC
Government of India
Planning Commission
(BC & TD Division)

Yojana Bhavan, Sansad Marg,
New Delhi-110001

Dated : 23 April, 2001.

OFFICE MEMORANDUM

**Sub: Tenth Five Year Plan (2002-07) - Setting up of a Steering Committee on the
'Empowerment of the Scheduled Tribes'**

In continuation of Planning Commission's O.M. of even number dated 8-12-2000, on the subject cited above, the following inclusion of Members may be noted :

New Members

1. Dr. J.N. Sekhari
Hony. Controller of Programmes
for the North East
DAV College, Managing Committee,
III-C/46, Nehru Nagar,
Ghaziabad, U.P.
Tel. No. 91-4796065

Sd/-
(T.R. Meena)
Deputy Secretary (Admn.)

To

Chairman and all Members of the Steering Committee.

Copy to

1. PS to Deputy Chairman
2. PS to Member (DNT)
3. PS to Secretary
4. All Heads of Divisions
5. Addl. Adviser (PC&Admn.)
6. Adviser(SD&WP)
7. PS to Deputy Secretary (Admn.)
8. Administration I Branch / Accounts I Branch.
9. Guard File.

Sd/-
(T.R. Meena)
Deputy Secretary (Admn.)

ANNEXURE-II

M-12052/4/2000-BC
Government of India
Planning Commission
(BC & TD Division)

Yojana Bhavan, Sansad Marg,
New Delhi – 110 001.

Dated : December, 2000.

OFFICE MEMORANDUM

Sub: Tenth Five Year Plan (2002-07) - Setting up of a Working Group on `Empowering the Scheduled Tribes`.

In the context of the formulation of the Tenth Five Year Plan (2002-07), the Chairman of the Steering Committee on the Empowerment of Scheduled Tribes has decided to set up a Working Group on `Empowering the Scheduled Tribes`. The Composition of the Working Group is as follows :

1. **Dr. Ram Dayal Munda**
(Former Vice-Chancellor)
Deptt. of Regional Language
Ranchi University
Morbadi Campus
Ranchi - (834 001). Chairperson
2. Representative
National Commission for SCs and STs
5th Floor, Lok Nayak Bhavan
Khan Market
New Delhi –(110003). **Member**
3. Representative
Department of Indian System of
Medicine and Homeopathy
Red Cross Building
New Delhi – (110 001). **Member**
4. Representative
Department of Family Welfare
Nirman Bhawan
New Delhi – (110 001). Member

5. Representative
Department of Elementary
Education & Literacy
Shastri Bhavan
New Delhi – (110 001). Member
6. Representative
Department of Secondary
Education & Higher Education
Shastri Bhavan
New Delhi – (110 001). Member
7. Representative
Ministry of Environment & Forest
Paryavaran Bhavan
CGO Complex, Lodhi Road
New Delhi -(110 003). Member
8. Representative
Ministry of Labour
Shram Shakti Bhavan
New Delhi – (110 001). Member
9. Representative
Deptt. of Rural Development
Krishi Bhavan
New Delhi - (110 001). Member
10. Representative
Department of Agriculture & Cooperation
Krishi Bhavan
New Delhi -(110 001). Member
11. Representative
Ministry of Social Justice & Empowerment
Shastri Bhavan,
New Delhi - (110 001). Member
12. Representative
Department of Women and Child Development
Shastri Bhavan
New Delhi -(110 001). Member
13. Representative
BC & TD Division
Planning Commission
New Delhi – (110001). Member

14. Director General
Anthropological Survey of India
West Block, 2-Wing, 6th Floor,
R.K. Puram
New Delhi – (110 066). Member
15. Pr. Secretary
Deptt. of Tribal Development
Govt. of Madhya Pradesh
Bhopal – (560 001). Member
16. Secretary
Department of SC & ST Welfare
Govt. of Jharkhand
Ranchi. Member
17. Secretary
Deptt. of Tribal Development
Govt. of Uttaranchal
Dehradun-(248006) Member
18. Secretary
Deptt. of Tribal Development
Govt. of Chattisgarh
Raipur. Member
19. Secretary
Deptt. of Tribal Development
Govt. of Rajasthan
Civil Secretariat,
Jaipur - (302 001). Member
20. Managing Director
National SC/ST Finance
& Development Corporation
Plot No. 8, Balaji Estate
Guru Ravi Das Marg, Kalka Ji
New Delhi – (110 019). Member
21. Director
Tribal Research Institute
Gauhati
Assam. Member
22. Dr. L.K. Mahapatra
(Former Vice-Chancellor)
Sahid Nagar,
Utkal University
Bhubaneshwar. Member

23. Dr. N. Mohan Rao
Ex-Director (TRI)
C /o A.P. Tribal Research Institute
Masab Tank
Hyderabad. Member
24. Prof. G. Prakash Reddy
Head, Department of Anthropology
S.V. University, **Tirupathi**
Andhra Pradesh Member
25. Dr. (Ms.) Neeti Mohanti
Jigyanshu Tribal Research Centre
J-21, Hauz Khas
New Delhi – (110 066). Member
26. Representative
Rama Krishna Mission
Rama Krishna Beach
Visakhapatnam – (753 003). Member
27. Representative
Akhil Bhartiya Adivasi
Vikas Parishad
15, Canning Lane
New Delhi. Member
28. Shri M. Shankar Rao
Jana Chetana
Palakonda
Srikakulam Dist.
Andhra Pradesh Member
29. Dr. Hari Mohan Mathur
(Retd. Chief Sec. Rajasthan)
C-95, Jaganpath Marg
Jaipur – 300 001. Member
30. **Joint Secretary**
Ministry of Tribal Affairs
Shastri Bhavan
New Delhi – (110 001). **Convener**

2. The Terms of Reference of the Working Group will be as follows :

- i) to **review** the existing approach, strategies, priorities; the on-going policies and programmes and their implementation for the welfare, development and empowerment of Scheduled Tribes (STs) and **suggest** rationalization minimization of the on-going programmes and effective inter-sectoral convergence;

- ii) to **identify** neglected areas and groups; gaps, weaknesses and bottlenecks in the implementation; and take note of the persisting and emerging problems / situations related to welfare, protection, development and empowerment of STs in the changing scenario and **suggest** necessary interventions;
- iii) to **review** the progress of the implementation of the Tribal Sub-Plan (TSP) to ensure flow of `population - proportionate' funds from other developmental sectors to STs and utilization of Special Central Assistance (SCA) to TSP and the GIA under Article 275 (1) of the Constitution and **suggest** necessary measures to improve their effectiveness;
- iv) to **review** the implementation of the existing legislations related to STs and mechanisms for their enforcement and **suggest** corrective measures ;
- v) to **review** the functioning of the existing Institutional Arrangements, both at the Central, State and Project levels for implementation of policies and programmes for empowering STs with a special reference to ITDPs and **suggest** measures to make them more effective ;
- vi) to **review and assess** the involvement of Panchayati Raj Institutions /Local Self Government Bodies and NGOs in the implementation of the programmes for empowering STs and **suggest** specific measures for their effective involvement in the planning process; and
- vii) to **review** the physical and financial achievements in relation to the targets fixed under various programmes for STs during the Ninth Plan and **project** programme-wise requirements, both physical and financial for Empowering the Scheduled Tribes during the Tenth Five Year Plan (2002-07).
- viii) To suggest programmes under JFM, shifting cultivation & development as first village etc.

3. The Chairman of the Working Group, if necessary, may **constitute Sub-Groups** on any specific area / problem and also **co-opt additional Members**.

4. **The Working Group shall submit its Report positively by 28 February, 2001.**

5. The expenditure on TA/DA in connection with the meetings of the Working Group will be borne by the parent Department / Ministry Organization to which the officers belong. Non-official members will be entitled to TA / DA as admissible to Grade-I Officers of the Government of India and this will be paid by the Planning Commission.

Sd/-
(T. R. Meena)
Deputy Secretary (Admn).

To :
Chairman and all Members of the Working Group.

Copy to:-

1. PS to Deputy Chairman
2. PS to Member
3. PS to Secretary
4. All Heads of Divisions
5. Addl. Adviser (PC & Admn.)
6. Adviser (SD&WP)
7. Administration I Branch / Accounts I Branch
8. Guard File

Sd/-
(T. R. Meena)
Deputy Secretary (Admn).

M-12052/4/2000-BC
Government of India
Planning Commission
(BC & TD Division)

Yojana Bhavan, Sansad Marg,
New Delhi – 110 001
Dated : 13 February, 2001

OFFICE MEMORANDUM

Sub: Tenth Five Year Plan (2002-07) - Setting up of a Working Group on `Empowering the Scheduled Tribes`.

In continuation of Planning Commission's O.M of even number dated 8 December, 2000 on the subject cited above, the following **changes in Para 5** may be noted :

Para 5 may be read as :

The expenditure on TA/DA in connection with the meetings of the Working Group and its Sub-Groups will be borne by the parent Department / Ministry/ Organization to which the officers belong to. Non-official members will be entitled to TA / DA as admissible to Grade-I Officers of the Government of India and the same will be paid by the Ministry of Tribal Affairs.

Sd/-
(T. R. Meena)
Deputy Secretary (Admn).

To :
Chairman and all Members of the Working Group.

Copy to:-

1. PS to Deputy Chairman
2. PS to Member P
3. PS to Secretary
4. All Heads of Divisions
5. Addl. Adviser (PC & Admn.)
6. Adviser (SD&WP)
7. Administration I Branch / Accounts I Branch
8. Guard File

Sd/-
(T. R. Meena)
Deputy Secretary (Admn).

No. H-11013/8/2000-BC
Government of India
Planning Commission
(BC & TD Division)

Yojana Bhavan, Sansad Marg
New Delhi-110001
Dated: 15 January, 2001

OFFICE MEMORANDUM

Sub: Tenth Five Year Plan (2002-2007) - Setting up of Sub-Groups of the Steering Committee on 'Empowerment of the Scheduled Tribes'.

In continuation of the Planning Commission's O.M. No. H-11013/3/2000-BC, dated 8 December, 2000 on the subject cited above and to inform that the Steering Committee in its first Meeting held on 2 January, 2001 has decided to set up 5 Sub-Groups with the following Composition and Terms of Reference:

<u>S.No</u>	<u>Sub-Group</u>	<u>Terms of Reference</u>	<u>Composition</u>
1.	Policies and Legislations relating to Protection, and Development of STs	To review the existing policies and legislative measures; identify the gaps and to suggest necessary measures for Empowering Tribals.	1. Dr. Bhupinder Singh (Chairperson) 2. Representative, M/ Tribal Affairs (Member) 3. Representative, M/ Social Justice & Empowerment (Member) 4. Spl. Secy & I.G. Forests, M/Environment & Forests (Member) 5. Shri H.S. Saksena Consultant, Ethnographic & Folk Culture Society (Member) 6. Secretary, D/Tribal Development, Govt. of Andhra Pradesh Andhra Pradesh (Member) 7. Shri B.L. Gaur, Bhartiya Adimjati Sewak Sangh (Member) 8. Shri Ravi Bebbu Pragada Executive Director - 'SAMATHA' 1249/A, D.No. 62, Jubilee Hills Hyderabad, A.P. (Member)
2.	Implementation of the strategies of TSP and SCA to TSP and other developmental measures for STs	To have a critical review of the implementation of the strategies of TSP and SCA to TSP and suggest measures for its effective implementation	1. Dr. B.D. Sharma (Chairperson) 2. Representative, M/Tribal Affairs (Member) 3. Representative, M/Social Justice & Empowerment (Member) 4. Representative, Deptt. of Rural Development (Member) 5. Pr. Secretary, D/Tribal Development, Govt. of Madhya Pradesh, Bhopal (Member)

6. Dr. A.M. Kurup
Consultant, Environment
Resources Research Centre
Thiruvanthapuram. (Member)
7. Shri S.Chatterjee, R.K. Mission
Narainpur, Bastar, Chattisgarh (Member)
3. **Development of Forest Villages and the Tribals living therein and the problems related to shifting cultivation.** To review the existing conditions of the Forest Villages and the conditions of the Tribals living therein and suggest a definite Programme of Action for improving their improvement
1. **Shri. R.P.S. Katwal, DG, ICFRE (Chairperson)**
 2. Representative of the M/Agriculture (Member)
 3. Representative, M/Environment & Forests (Member)
 5. Representative, M/Tribal Affairs (Member)
 5. Shri Shekhar Dutt, Pr. Secretary(TD) Govt. of M.P, Bhopal (Member)
 6. Representative, Banbasi Sewa Samiti, PO - Balliguda (Bhanjpur) Kandhamal Distt., Orissa (Member)
4. **Economic Development of STs through the mechanisms available within ST-specific and ST-related Finance and Development Corporations (including Forest Corporations)** To review the functioning of various ST-specific and ST-related Finance and Development Corporations such as NSFDC, STDCs/TDC Cs, TRIFED, NCDC, MFPP, FDCs, MARKFED etc.
1. **Secretary, M/Tribal Affairs (Chairperson)**
 2. Managing Director, NCDC (Member)
 3. Managing Director, NSFDC, (Member)
 4. Managing Director, TRIFED, (Member)
 5. Managing Directors of State Tribal Development Corporations of AP, MP and Orissa (Members)
 6. Managing Director, MFP Federation (Member)
 7. Managing Director, Forest Dev. Corporation (Member)
 8. Managing Director, MARKFED, Gujarat (Member)
5. **Tribal Health with a special focus on the utilization of indigenous medicines/ medicinal plants in the tribal areas.** To make an assessment of the magnitude of the health problems of Tribals/Tribal areas and suggest measures for promotion, processing and mktg. of indigenous medicines/medicinal plants and also to develop a special category of health workers for the tribal areas.
1. **Secretary, Deptt. of ISM&H, Govt. of India (Chairperson)**
 2. Representative, D/Health (Member)
 3. Representative, D/Family Welfare (Member)
 4. Representative of M/Environment & Forests (Member)
 5. Dr. Kaushal Kumar General Secretary, Uttahan, Allahabad (Member)
 6. Representative of Forest Corporation, U.P. (Member)

2. The Chairpersons of the above-mentioned 5 Sub-Groups are requested to coordinate with the Members of their Groups, organize meetings and prepare the report for submission to the Steering Committee **positively by 28.2.2001.** In the case of those Chairpersons, who are outside the Government, will be provided with necessary secretarial and meeting facilities by the Planning Commission.

3. The expenditure on TA/DA of the Government Officials for attending the meetings of the above-mentioned 5 Sub-Groups of the 'Steering Committee on the Empowerment of the Scheduled Tribes' will be borne by their respective Ministries/Departments, State Governments and Centre/State-affiliated Organizations. The Non-Official Members will be entitled to TA/DA as Grade I Officers of the Government of India, and will be paid by the Planning Commission.

Sd/-
(T.R. Meena)
Deputy Secretary (Admn.)
Tel.: 3714078

To:

All Chairpersons and Members of the Sub-Groups of the Steering Committee.

Copy to:

1. PS to Deputy Chairman
2. PS to Member
3. PS to Secretary
4. All Heads of Divisions
5. Additional Adviser (PC&Admn.)
6. Adviser (SD&WP)
7. Administration I Branch / Accounts I Branch
8. Guard File
9. PS to Deputy Secretary (Admn.)

Sd/-
(T.R. Meena)
Deputy Secretary (Admn.)

No.H-11013/8/2000-BC
Government of India
Planning Commission
(BC & TD Division)

Yojana Bhavan, Sansad Marg
New Delhi-110001
Dated: 26 March, 2001

OFFICE MEMORANDUM

Sub: Tenth Five Year Plan (2002-2007) - Setting up of Steering Committee Sub-Group on 'Role of NGOs in Tribal Development'.

In continuation of the Planning Commission's O.M. No. H-11013/3/2000-BC, dated 8 December, 2000 on the subject cited above and to inform that the Steering Committee in its First Meeting held on 2 January, 2001 has decided to set up the following Sub-Group with the Composition and Terms of Reference as given below :

<u>S.No</u>	<u>Sub-Group</u>	<u>Terms of Reference</u>	<u>Composition</u>
1.	Role of NGOs in Tribal Development	To review the role/functioning of NGOs in tribal development and suggest steps/measures towards their effective involvement.	1. Shri B.L. Gaur (Chairperson) 2. Shri P.P. Shrivastav Adviser (BAJSS) Adya Katyani Mandir Shakti Peeth Chhatarpur, Mehrauli <u>New Delhi</u> 3. Shri N.C. Hembrun Bhartiya Adimjati Sewak Sangh Qtr. No. 15/1, V-A Unit-II, Ashok Nagar <u>Bhubaneshwar – 751009</u> 4. Shri Shyam Manohar Gen. Secretary Bhartiya Adimjati Sewak Sangh Thakar Bapa Smarak Sadan Link Road <u>New Delhi – 110055.</u>

2. The Chairperson of the above-mentioned Sub-Group is requested to coordinate with the Members of their Groups, organize meeting and prepare the report for submission to the Steering Committee positively by 15.4.2001.

3. The expenditure on TA/DA of the Government Officials for attending the meetings of the above-mentioned Sub-Group of the `Steering Committee on the Empowerment of the Scheduled Tribes' will be borne by their respective Ministries/Departments, State Governments and Centre/State-affiliated Organizations. The Non-Official Members will be entitled to TA/DA as Grade I Officers of the Government of India, and will be paid by the Planning Commission.

Sd/-
(T.R. Meena)
Deputy Secretary (Admn.)

To:

All Chairpersons and Members of the Sub-Groups of the Steering Committee.

Copy to:

1. PS to Deputy Chairman
2. PS to Member
3. PS to Secretary
4. All Heads of Divisions
5. Additional Adviser (PC&Admn.)
6. Adviser (SD&WP)
7. Administration I Branch / Accounts I Branch
8. Guard File
9. PS to Deputy Secretary (Admn.)

Sd/-
(T.R. Meena)
Deputy Secretary(Admn.)

No. H-11013/8/2000-BC
Government of India
Planning Commission
(BC & TD Division)

Yojana Bhavan, Sansad Marg,
New Delhi-110001
Dated : 15 February, 2001.

OFFICE MEMORANDUM

Sub: Setting up of Sub-Group on Policies and Legislations relating to Protection and Development of STs under the Chairpersonship of Dr. Bhupender Singh.

In continuation of Planning Commission's O.M. of even number dated 15-1-2001, on the subject cited above, the following inclusion of new Members may be noted :

New Members

1. Prof. B.N. Das
Member
National Commission for Backward Classes
2. Dr. B.N. Sahay
Ex-Adviser (SD & WP)
Planning Commission

Sd/-
(**T.R. Meena**)
Deputy Secretary (Admn.)

To
Chairman and all Members of the Steering Committee.

Copy to

1. PS to Deputy Chairman
2. PS to Member (DNT)
3. PS to Secretary
4. All Heads of Divisions
5. Addl. Adviser (PC&Admn.)
6. Adviser(SD&WP)
7. PS to Deputy Secretary (Admn.)
8. Administration I Branch / Accounts I Branch.
9. Guard File.

Sd/-
(**T.R. Meena**)
Deputy Secretary (Admn.)

**BRIEF SUMMARY OF THE ISSUES DEALT WITH BY 6 SUB-GROUPS
OF THE X PLAN STEERING COMMITTEE ON EMPOWERING TRIBALS**

I Policies and Legislations relating to Protection and Development of STs

The Sub-Group on 'Policies and Legislations relating to Protection and Development of STs' identified certain critical, issues that are detrimental to the tribal life and development and requiring immediate attention of the Government. They include - implementation of various Constitutional provisions including Fifth and Sixth Schedules, legislations and policies especially that of the Panchayats (Extension to Scheduled Areas) Act of 1996 and related to land, forest, displacement, indebtedness and development of primitive tribal groups etc.

- i) Land :** Agriculture being the primary economic occupation of the tribals, land is the only basic source for their livelihood and subsistence as 87.19% of STs (1991 Census) are engaged in this primary sector of the economy. The significant change recorded during 1961 Census to 1991 Census is in respect of the percentage of tribal cultivators which has declined from 68.18% in 1961 to 54.5% in 1991 and a relative increase in the agriculture labour amongst STs i.e. from 19.71% to 32.69% during the same period. The dynamics of change in the percentage of ST workers over three decades i.e. from 1961 to 1991 implies – i) an increasing landlessness; ii) stagnation of industrial workers at 12 to 13%; and iii) little occupation diversification / mobility. This also indicates the increasingly ongoing tribal land alienation which is leading to their pauperization and their economy to a precarious situation. Further, shifting cultivation which is one of the prime source of living for the tribals has also been severely restricted.

Cultivable land holdings amongst the tribals are also systematically deprived by the non-tribals resulting in tribal assetless destitution. The dispossession of tribal land mainly results due to – i) entry of exploitative and unscrupulous plains-man into the tribal areas; and ii) unprecedented growth of industrialization and urbanization in the mineral ore / forest rich tribal areas and establishment of development projects in the tribal areas. In fact, the rebels and insurgencies which have taken place during the last two centuries particularly against the colonial administration can be traced mostly to loss or apprehension of loss of land and forest. In this context, the Fifth and Sixth Schedules and other provisions of the Constitution relating to Scheduled Tribes can

play a big role on this aspect. Although there is no authentic survey based data on tribal land alienation, it however felt and acknowledged that there persists continuing increase in the tribal land alienation, while the restoration of the alienated tribal land is far too dismal – resulting in tribal landlessness and destitutions. The aforesaid scenario contrasts strangely and sharply with the solicitude which legal enactments and policy pronouncements expressed in offering protection to scheduled tribe people. In fact, Para 5(2) of the Fifth Schedule casts a special responsibility on the Governor of the State to make regulations prohibiting or restricting the transfer of land by or among members of the STs, as well as regulating the allotment of land to members of STs in Scheduled Areas. Similarly as per para 3 of the Sixth Schedule, the autonomous District Council are bestowed with the power to make laws with respect to the allotment, occupation or use, or the setting apart of land other than which is reserved for forest, graining, residential or other agricultural purposes. In addition, the States having sizable ST population has also made regulations and passed enactments not only to curb land alienation among tribals but also restore illegally transferred tribal land.

ii) Forest : Almost all the Committees starting from Dhebar Commission of 1961 and various Study Reports observed that forest is one of the most important resource of the tribal people, though next to agriculture. Therefore, it is both an integral and vital part of the way of the life of the tribals and their very existence. Thus, all the forest areas found in the country are inhabited by various tribals manifest a symbiotic relationship between forest and the tribals living in. Tribals historically depend on forest for various subsistence and material items viz., food, edible leaves, honey, fruits, wild games, material including wood for constructing house and making various artifacts. Thus evidently there exists a harmony between forest ecology and tribal culture and production system evolved through age old process of adaptation, synchronization and mutual sustenance. Having intricately related to forest habitat, the tribals are yet to comprehend and appreciate the concept of right on forest land resources as pronounced in the parlance of the forest and forest related acts. Recognizing the importance of forest to the tribals, the National Forest Policy of 1988 pronounced very categorically the following:

‘The life of tribals and other poor living within and near forests revolves around forests. The rights and concessions enjoy by them should be fully protected. Their domestic requirements of fuelwood, fodder and minor forest produce and construction timber should be the first charge on forest produce. These and substitute materials should be made available through conveniently located depots at reasonable prices.’

The age old colonial legislation related to the ownership of forest viz. the Indian Forest Act (IFA), 1927 has undergone little change to accommodate and appreciate the changing scenarios. Some of its Clauses and Sections (Clause 5 and Section 10) unequivocally recognize the practice of shifting cultivation is the privilege subject to the control, restriction and abolition by the State Government. Similarly, Section 11 confers inordinate powers on the Forest Settlement Officer to divide claims, in or over any land for the purpose of acquisition of the land under Land Acquisition Act (IFA), 1984. Similarly, some provisions of the existing Forest & Land Acquisition Acts are adversely affecting the interest of the tribals who are custodians of Forests for cultivation. Thus, there is a need to scrutinize this legislation and bring about necessary amendments in the interest of tribals and to conform to the democratic spirit of our times.

Some of the provisions of IFA, 1927 do not appear to be consistent / in conformity to both 1988 Forest Policy Resolution and PESA Act, 1996. The conflict of provisions under mentioned Acts and Ministry of Environment & Forests and Department of Rural Areas and Employment arises mainly with the empowering of Gram Sabhas (as per PESA Act, 1996) as the locus Institutions for necessary consultation as regards acquisition land for development projects, rehabilitating the displaced tribals and in planning and implementation of developmental programmes / projects in Fifth Scheduled Areas. The difficulties in recognizing and implementing PESA Act, 1996 also due to the power and authorities bestowed upon the Gram Sabha, through appropriate State Legislation especially as regards – i) the ownership of MFP; ii) the power to exercise control over institutions and functionaries in all social sectors; and iii) the power to control local plans and resources for such plans including tribal sub-plans.

The Constitutional mandate in terms of 73rd and 74th Constitutional Amendments and the PESA Act 1996 are of paramount importance so far as empowerment of the local governance and tribals are concerned, hence should be given effect with due prominence. Further, the seventy-decades old colonial Indian Forest Act and even the Forest Conservation Act 1980 should be brought in line with the realities of the present day situation, while preserving their essentially laudable objectives. The political, economic and social developments of Scheduled Areas warrant changes in different spheres, including legislation. Only then, rights and interests of the tribals as regards collection of MFP and marketing of the tribal produce without getting subjected outside exploitation agents can be accomplished by having proper linkages with the Provision of PESA Act, 1996.

The functioning and performance of the Cooperatives viz., Large-Sized Multi Purpose Societies (LAMPs) and TDCCs, TDCs, Forest Development, Cooperatives, TRIFED that are created for marketing of tribals produce has left much to be desired so far as purchasing surplus tribal produce with remunerative prices and protecting the tribals from the unscrupulous-exploitative middlemen. In fact, some of the activities of these organizations imply they are at cross-purposes. These include – i) state's monopoly rights on commodities with number of restriction; ii) no uniform pricing (MFP prices vary from State to State); iii) Forest Department's restrictions on tribals to collect certain MFP; iv) operating increasingly with commercial perspective rather than cooperative lines; v) according exceeding importance to procurement of agriculture produce over others; vi) out of tune MFP unit prices when compared to the prevailing market price; vii) confusion and complication faced by tribals due to multiplicity of agencies viz., FDCs, TDCs, Panchayat Organizations, Agencies of Agriculture Departments; and viii) persisting dependence of agencies.

iii) Planned Development and the Constitutionally Mandated Empowerment : In the beginning of the Plan era till Seventies, upliftment of the backward and weaker sections was conceived through the concept of Community development and the block development structure were thus created as the agency to achieve the same. However during Sixties, the participation of the people in Community development decreased affecting both quality and quantity of development achievements. It is in this context and background, the Tribal Sub-Plan strategy (1974) was adapted both at State and Centre towards earmarking funds and benefits in various development sectors and making use of them in a projectised approach in tribal majority areas through Integrated Tribal Development Projects (ITDPs) or Integrated Tribal Development Agencies (ITDAs) - a new administrative structure for implementing TSP. However, like the general Plans, the TSP also relied highly on the bureaucratic machinery. The result it has become subject to a number of skills chief amount being lethargy indifference, apathy and even corruption. In fact, the total result of efforts at tribal development has been that notwithstanding the staggering investment the physical achievements have been incommensurate. Although some visible achievements can be seen in the form of re-enforcement of infrastructure or creation of new items of infrastructure, the impact of the TSP on the socio-economic betterment of tribals households seems to have been almost imperceptible. The TSP thus seems to have lost its spirit, getting boggiest down in mechanical and ritualistic routine.

After having depended on the bureaucratic machinery for development to occur among the tribal people for too long and having not achieved expected achievements, it is now realized that development should be the prerogative of those who suffer its

consequences. To this effect, the 73rd and 74th Constitution Amendment Act and PESA Act, 1996 are the landmark achievements in so far as conferring powers and authority to the Panchayats and Gram Sabhas is concerned. However, effective implementation of PESA Act, 1996 is hampered due to reluctance in the part of the State Government to enact a State law that conform to the letter and spirit of PESA. The need of the day is, therefore, that the concerned States should enact legislations or if already enacted, it should be in total conformity with the PESA Act, 1996 in letter and spirit. Although the PESA Act also ruled control of the Gram Sabha and the Panchayat 'over institutions and functionaries in all social sectors', full-scale tie-ups have not been worked out as yet between Panchayats at different levels and the corresponding executive machinery. In fact, there is a multiplicity of deliberative as well as administrative and technical organizations at different levels within a district as well as within a State, creating confusion, dis-functionality and inefficiency.

The one weakness of the Sixth Schedule has been that the Autonomous District Councils (ADCs) have been dependent on the concerned State Governments. In cases where State Government does not take favorable view, the ADCs have not been able to give a good account of them. In the implementation of TSP, diversion of funds at State and even lower levels has also adversely affected the tribal development programmes.

iv)Poverty : There has been an impressive decline in the percentage of ST population living below poverty line from 55% in 1973-74 to 36% in 1993-94 indicating a definite improvement accrued through various economic growth- oriented strategies adopted, especially through poverty alleviation programmes, however, a relatively high growth of economy was registered during nineties. This, however, did not commensurate with the decrease in the proportion of ST population. The situation and character of poverty amongst the ST population, besides the classical view point also reflect certain depressing scenarios specific to the tribals viz., - i) slippage / lack of viable means of production in their possession; ii) shrinking employment, particularly for the unskilled labour due to the expansion of capital / technology-intensive industry, trade and commerce; and iii) the ubiquitously spiraling curve of inflation.

Although the special strategy of Tribal Sub-Plan is primarily intended to bring economic upliftment amongst the tribals and thus raise them above poverty line, but the same could not be implemented, as expected. The delivery system in all its hierarchical formations has failed the Tribal Sub-Plan objectives as well as the people it was targeted to serve. Further, the manipulation of subsidy and loan elements in various schemes aimed at economic improvement of the tribals has worked in grotesque ways. The subsidy element has substantially been siphoned off by the development agents,

while the tribal family has been left burdened with loans. The new innovations and technological advancement although have transformed mainstream society progressively but unfortunately these remain still out of bound of the tribals living in hinterland. Effective promotion and induction of advanced technology / innovations in the tribal areas suitable to their environment, mode of production and capacity, qualitative and quantitatively in the tribal areas, would increase productivity and consumption.

A vital component of the poverty-alleviation strategy among tribals is prevention of erosion of their subsistence-based economy and restoration to them of their land, forest, river, sea, water, pasture and air life-support systems. Other components could, of course, be added: education, vocational education, health, nutrition, safe drinking water, housing, sanitation, and hygiene. However, the priority should be assigned to prevention of exploitation. Second, the environment should be conserved. Other measures should supplement.

v) The Dissonance, Displacement and Distress : The prime aim of the TSP strategy is to increase productivity levels in Scheduled Areas and tribal areas encompassing agriculture, horticulture, animal husbandry forestry, fisheries etc. through provision of various inputs and supportive measures. On the other hand, the national plans seek to give impetus to the national economy through establishment of mega-projects like mining complexes, industries, hidel projects/dams/irrigation projects, new townships and other development projects which require resources like land, mineral, water etc. Incidentally most of the resources are concentrated in tracks which are predominantly inhabited by the tribal people. Hence, with the result, the tribals have been pushed out to enable location location of the different projects for stimulating national economy. This situation ostensibly established that the special strategy of TSP and the national plans are working at cross-purposes. Since 1950, as many as 50 million people have been displaced due to various development projects, of them 40% are tribals. This indicates about 20 million tribals accounting to 25% of the total ST population have been dislocated from their base. The modern industrialization process which utilizes various resources and endowment available in tribal areas and displacing the tribals from their own base is yet to give a serious thought for the rehabilitation or employment. Besides several tribal generations facing displacement have been totally ill equipped by AF schooling, education, training etc. to take advantage of the new developments. This has rendered the displaced tribals to destitution and pauperization. This has posed an ethical question whether to sacrifice one section of people who are otherwise backward and vulnerable for the sake of other sections of the society? An answer to this, is to have a clear cut Rehabilitation Policy for the Displaced Persons,

more suitable to the displaced tribals. The draft of the Policy is yet to be finalized / adopted.

vi) Tribal Indebtness : As tribals generally live up hands and not ensured of guaranteed agricultural production due to various ecological and physical risks, restrictions and uncertainties involved, they are not assured of round the year supply of necessary subsistence requirements for sustenance. With the result, they have no other option but to borrow periodically from the most exploitative moneylenders at exorbitant rates of interest and eventually end up in the syndrome of the debt-trap. This is where the tribal land comes to the market or to the moneylenders, causing permanent economic disability to the tribals as they once for all had disposed off their land which is the primary source of their subsistence. Under the Fifth Schedule of the Constitution, the Governors of the States with Scheduled Areas have been given powers to restrict private moneylenders. However, existing legal measures to curb the money lending to the tribals have failed to extension of moneylenders. The situation of tribal indebtedness has further aggravated and compounded with the Governments subsidy-cum-loan schemes that extend loans as these schemes faced the tribals into further indebtedness, while there is a little or no gain accrued from the on-going schemes of economic development.

vii) Primitive Tribal Groups : The 75 so-called “primitive tribal groups” cry for action. No amount of mere legislation and unimplemented policy is going to i) save those on the brink of extinction; ii) provide food to those who live on the edge of starvation; and iii) pull back to health those suffering from ailments resulting from lack of proper nutrition. The 75 groups are diverse in character and live in totally different environments but share in very fragile condition and some of them are under the threat of getting exist, as they live in extreme conditions of backwardness and deprivations. Broadly, these groups fall in the following few categories: i) Hunters and gatherers e.g. Jarawa, Sentinelese, Shompen, Birhor; ii) Shifting cultivators e.g. Konda Reddi, Korwa, Pahariya, Saora; iii) Artisans e.g. Kotwalia, Asur; iv) Agriculturists e.g. Chenchu, Birjia; v) Miscellaneous workers like wage-labourers. Although, the Government of India has been generous in funding their planned development. But the results, so far, have hardly been fruitful. One of the causes may be the lack of suitable agency of execution of the programmes. Preponderantly, the programme has been entrusted to official agencies. But, little work seems to have been done. Since many of these small PTGs are now poised on the edge of time, the agency or agencies deployed to look after them should possess a degree of empathy, sensitivity and integrity.

viii) The North-Eastern Region : When issues concerning tribals in India are discussed, the North-Eastern Region needs special mention due to its geographical and strategic location, rich mosaic of demographic and ethnically and also for the tribal unrest and insurgency. Although the Government has been keeping 10 per cent plan funds from the budgets of the Central Ministries/Departments for the North-Eastern areas and to continue as non-relapsable funds this alone would not help improve the situation of the tribals. The on-going ready-made developmental programmes and schemes are not filling the bill in the region. The tribal issues in North-Eastern Region are, in fact, complex in nature, as they all represent a mix of political, ethnic, economic, socio-psychological, cultural etc. Adding to this, the continued influx from outside has aggravated the otherwise disturbed situation.

ix) Socio-economic Development : Tribal education and tribal health are two major issues call for close attention in so far as the socio-economic development of STs are concerned. Some of the issues that concern tribal education are as follows:

- The question of inequitous achievements in educational status of tribals - while some of the five hundred odd tribal groups are advanced, some are in the middle stages and some are still at the very backward end. Further universalistic education pattern to all tribes on equal terms do not help all e.g. The system of education for the Mizo may not suit the Jarawa or the Onge as they are at different stages of development owing to their respective evolutions of social systems.
- According to census figures, the tribal groups in the country have more than hundred languages. Tribologists are aware that many of these groups are not able to comprehend any language other than their own, though some of them may be bilingual or even trilingual. The most advanced amongst them are able to compete even with the non-tribal sections of the society. But for the majority of these groups, the basic question is what ought to be the medium of instruction. Even a more thorny question is whether it is practicable to undertake a venture of preparing text-books in the scores of different languages that the tribal groups speak.
- In modern education prevalent among the educated classes of the Indian society, a certain pedagogical procedure is followed which is certainly not suitable for the tribal youth. However, wherein they are trained in different facets of life following their own unique pedagogy. Little study has been done in this matter. Should extensive work be done, we would benefit not only for tribal education but also even for general education.

- Teachers absenteeism in tribal schools has been a chronic and well known problem. The teachers are able to getaway with it due to lack of local supervision. Departmental supervision is distant and ineffective. The absenteeism has to be remedied. One way could be to invest management of the educational institutions in the local tribal communities so that they can take care.

Along with education, health is reckoned as one of the basic necessities. The National Health Policy (1983) devoted a small niche to the hill and tribal people of India, calling for special measures for them. The Bhuria Committee the architect of PESA Act of 1996 recognized the importance of health and education in the tribal areas and recommended that they should be made the first charge on the finances of the Panchayats in Scheduled Areas and tribal areas, indicating the importance the sector deserves. Considering the vast heterogeneity of environmental, demographic, socio-economic, socio-cultural and other conditions among the myriad tribal groups, the interacting factors include - (a) the effect of environment inhabited by the tribal community (b) behavioral pattern, cultural pattern and life-style of the community (c) hereditary and genetic determinants and (d) health care delivery service, particularly with reference to cultural constraints, need to be analyzed and appreciated clearly. In fact, the issues concerning tribal health, nutrition and genetical-environmental aspects have been obscure, not having received adequate research attention.

x) **The Need for a National Policy for Tribal Development : There are policies that exist today with a direct bearing on the welfare and development of the tribals. They include - Education Policy (1986), Health Policy (1983), Forest Policy (1988), Excise Policy (1974) and Rehabilitation Policy (still a draft) etc., These sectoral policies, no doubt, can help improve the conditions of the tribals in their respective sectors, but cannot bring a holistic impact. Therefore, there lies an immediate need for adoption of a comprehensive national policy for the development of tribals. No doubt, Panchsheel has provided the much needed prelude and philosophy for the welfare and development of tribals, but, there is a need for going beyond the foundations of Panchsheel to have concrete structure of traditional tribal policy framework. The need for a National Policy thus becomes all the more an urgent need in the context of the effective implementation of PESA Act of 1996 which gives a ‘cause and effect’ realization to accomplish all round development of tribals in India within a comprehensive framework.**

II Implementation of the strategies of TSP, SCA to TSP and GIA under Article 275(1) of the Constitution and other development measures for STs

A special strategy of Tribal Sub-Plan was introduced in the early Seventies to extend focused attention to the tribals as per their special distribution viz.- i) tribals living areas with their concentration; and ii) dispersed tribals. While the Scheduled Areas with more than 50% population are brought and attended to under the Tribal Sub-Plan, the dispersed tribals are expected to be covered under general programmes with special and modifying versions of the same keeping in the specific requirements of the tribals concerned. As the tribal situation manifest inter and intra regional variations, TSP strategy was to have no straight jacketing of programmes, rather to evolve the same with reference to the specific situations in each area and need there be for even small groups located therein. The strategy of TSP essentially aims at - **i)** elimination of exploitation in all forms to improve the quality of life and building the inner strength of the community with recognition of the community as a basic unit; **ii)** executing welfare and development programmes with both traditionally universalistic problem addressing to the community as a organic whole without disrupting its community structure; and **iii)** supporting individualistic programmes addressing to individual families as per their specific needs subject to the overall constraints of i) and ii). Over the years, however, an individualistic programme have come into prominence in expansion of the community as a whole, thus loosening the fabric of organic network and weakening its inherent sustaining strength.

The Fifth Schedule of the Constitution is the instrument which provides special protective measures to the Scheduled Areas, vis-a-vis, the tribals living therein, towards accomplishing peace and good governance. It is in this context, the Fifth Schedule was amended to ensure coverage of all TSP areas in the Scheduled Areas. After the first face of identification of Tribal majority areas, the process of rationalization of the Sub-Plan Areas was discontinued in 1981. The result is that all the States that are substantial majority areas which are covered under TSP, but are not scheduled. Besides, the States with tribals in small numbers such as Karnataka, Kerala, Tamil Nadu and West Bengal, there areas not being scheduled and hence devoid of the Constitutional protection i.e. as provided under the Fifth Schedule. This has left the task of extending Constitutional protection to all the tribals unfinished. Now, since the enactment of PESA Act, 1996, it is necessary to reorganize the administrative units in these areas so that the programmes for development and protection can effectively be implemented acknowledging and upholding the competence of the community to manage its affairs in accordance with its customs and traditions. This is necessary to ensure that the natural resources including the land in the scheduled / tribal areas and the natural functioning of the community to handle its own affairs are not in touch for any purpose without consulting the Gram Sabha which is otherwise has the ability and legitimate authority to handle its own affairs.

While the ITDPs to function as the basic unit for planning and implementation of protective measures as well as development programmes, the development blocks are expected to function as a micro unit of special planning wherein the needs of each village is taken care of. However, since the provision has been made in this regard in PESA Act vide Section – 4(m). Sub-section (vii) of this Section envisages the Gram Sabha / Panchayats shall be endowed with “power to control over local plans and resources for such plans including Tribal Sub-Plan”. This being a Constitutional provision supersedes all other provisions in this regard including rules and guidelines, which may be issued by the Ministry / Department of the Centre or a Department in a State. To this effect, the legal frame work for planning at the appropriate level could be the block or the village, which is now part of the Constitutional scheme.

Planning for tribal development has been envisaged as a holistic process with a clear focus on the community and with no rigid frames of any description whatsoever. In fact, this is the message of the Fifth Schedule itself. While the need of the tribal areas has to be assessed in organic and holistic terms, the working of the State is highly sectoralised. Moreover, there are also other formal divisions, such as, plan and non-plan activities. A beginning was made on the planning side with the pooling of all plan resources in the TSP on the basis of disaggregation of outlays in different departmental activities. The Central Ministries were also expected to earmark certain provisions in their Plans for the TSP.

As regards the implementation of TSP, it is a matter of concern that the TSP has been prepared on the basis of sector-wise disaggregation exercise all through and the second stage of deciding about the outlays in the beginning of the Plan has not been taken so far. Thus, the process of planning in TSP has remained disaggregational and integrated projects for the meso areas could not be prepared. In fact, even the Integrated Tribal Development Projects have remained notional and the Project Officers in many cases are unable to perform their coordinating role effectively because of the lack of authority and commitment at higher level. Further, the question of preparing block wise plans in keeping with the needs and priorities of each area has remained a far cry.

The artificial dividing line between the Plan and non-plan activities also creates many other problems / predicaments especially in accomplishing planning in a holistic frame in vital sectors of education and health. Often the States, due to prevailing resource constraints, indulge in questionable practice of using funds for plan activities for making good of the shortfall on the non-plan side. Notwithstanding the prevailing constraints, a beginning as necessary, need to be made by bringing in the non-plan activities in the TSP areas of all Departments under the same budget Head as for the plan programmes (plan and non-plan

outlays shown separately). This will facilitate to have an overall view of the investment in the concerned sector under TSP and help see that there are no invisible cuts are made.

The Provision of Special Central Assistance (SCA) and its use by the concerned States leave much to be desired. In the TSP frame, the Special Central Assistance is envisaged as supplement to the outlays from the State and Central plans as also the institutional funds. The initial sanctions of SCA shall depend on the overall performance of the State at the end of the year i.e. the eligibility of the State will depend on the overall expenditure during the year against this outlay. If the total expenditure during the year was less than the outlay, the State will not be eligible for any SCA during that year. However, if the expenditure exceeds the outlay provided, SCA equivalent to differential amount between outlay provided and expenditure aimed in the year would be the amount that the State gets eligible to entitlement. Such an exercise would require a single demand for the TSP and its proper accounting as a part of the normal exercise. The system, however, has not been operationalised.

In fulfilling the Constitutional responsibility, the Union Government extends grant-in-aid to States under Article 275(1) of the Constitution for the purpose of promoting welfare of STs and for raising the level of administration of the Scheduled Areas to the rest of the areas of the State. As the Scheduled Areas remained outside the purview of the Finance Commission, the special grants provided to the States for the Scheduled Areas as per the provision of Article 275(1) are accordingly not the concern of the Finance Committee. However, notwithstanding the fact that the special grant does not fall under the purview of the Finance Commission, the Seventh and Eighth Finance Commissions provided ad-hoc grants. The Government of India, while making its submission to the Seventh Finance Commission, stated that “a continuous review would be necessary for fixing the base investment in each State from year to year, for providing supplementation as may be decided by the Finance Commission and for identifying further gaps in terms of the first proviso to Article 275(1). The periodical review should lead to a clearer presentation of the tribal situation before the next Finance Commission”. This review, however, has not been started even after twenty years and four Five year Plans have already rolled by. The Plan exercise without a simultaneous exercise in respect of raising the level of administration, which is specifically mentioned under Article 275(1), will remain incomplete and the effectiveness of plan programmes may itself be in jeopardy.

The Provision of Article 275(1) about individual programmes being approved relates to a situation in which there was no role for Planning Commission. This provision, therefore, has to be interpreted with reference to the well-established process of planning in our country, i.e. through the Planning Commission which is now half a Century old. The outlays

under this Proviso have to be supplemented and should aim at ensuring that the total plan for the tribal areas acquires an organic form and the supplementation is used for filling the gaps and adapting the general programmes. Under the special scheme of GIA under Article 275(1), there can be no contingencies in which funds may be found wanting for tribal development as the need has to be fulfilled, in toto. These outlays are to be charged on the Consolidated Fund of India.

Although the tribal areas are located at the margin of administrative boundaries including that of the States, the social, economic and geographical parameters remain unchanged across the boundaries. It is time that the planning for economic development should follow the resource region contours. The tribal areas on the borders of Andhra Pradesh, Chhatisgarh, Orissa and Maharashtra are known to be comprising of one resource region which was even formally designated as Dandakarnya region. Similar resource regions in the sub-plan areas of Rajasthan, Western Madhya Pradesh, Gujarat and Northern Maharashtra as also of Jharkhand, Chhatisgarh, Orissa and West Bengal need to be identified. Also, regional development bodies need to be constituted for coordinating the developmental efforts.

A special programme was taken up for the PTGs as part of the tribal sub-plan strategy. The entire expenditure for the welfare and development of these communities was being borne by the Union Government. However, the programmes have not picked up and many a groups are on the verge of extinction. The key to success in these programmes is the identification of groups facing the challenge of survival rather than going by generalized programmes for the entire community as a whole. The programmes should aim at removing the critical obstacles. Moreover, the work should be taken up by the specially trained small teams equipped with special skills.

It is a matter of deep concern that education has suffered a set back as the tribal people got disillusioned and disinterested in the wake of educated boys inability to get employment for which they are supposed to be groomed from the beginning. Moreover they also get maladjusted back home since they miss the period of acculturation in their traditional activities because of schooling. It is high time that the education system in the tribal areas is reoriented to the reality of life. This reorientation has to be all through right from Class 1 to University education.

The Tribal Research Institutes have lost their initial vigor and got involved with routine type of work. In many cases they are headed by administrators just as stopgap arrangement. One of the major problems is lack of leadership at the national level. This issue had been discussed from the very beginning. A central institution away from the field may

tend to become dysfunctional. It was, therefore, decided at one stage that the TRI of Madhya Pradesh which accounted for about one-fourth of the tribal population should be given national status, while it continues to devote to the problems of the State. However, the decision was not implemented. Now, two new States of Jharkhand and Chhatisgarh have come up. As Jharkhand already has a TRI, a new start will have to be made by Chhatisgarh. Therefore, the TRI in Chhatisgarh can be established as a national Institute.

Similarly, at the national level, though the Government could succeed in setting up of exclusive Ministries/Departments to ensure focussed attention for various individual Groups like Tribals Women and Children; SCs, OBCs and Minorities; yet the very same Division in the Planning Commission with no support staff and headed by an Adviser continues to takes care of SCs, STs, OBCs and Minorities. Besides, there are women, children, disabled, destitutes, social deviants, drug addicts, aged etc. to be taken care of by the very same Division. The Sub-Group, therefore, strongly feels that there should be at least two full-fledged Divisions each handed by an independent Adviser, one dealing exclusively with SCs, STs, OBCs and Minorities and the other with all other disadvantaged Groups mentioned above.

III Development of Forest Villages and the Tribals living therein and the problems related to shifting cultivation

Development of Forest Villages inhabited by the tribal population has been a neglected area in the process of developmental planning. Although, the development of Forest Villages and the tribals living therein has been identified, as an area of priority, but the same has never received any attention of the Government. At present, there are about 5000 Forest villages in the country which are under the control of the Forest Department. While Maharashtra, has the maximum number of 3500 forest villages and holds the credibility of converting all those into Revenue Villages, the two States of Madhya Pradesh and Chhattisgarh account for about 2000 Forest Villages. The rest of the States account for varying numbers, with the majority of the forest villages being concentrated in Orissa; Bihar; Jharkhand; Andhra Pradesh and Tamilnadu, besides some of the North Eastern States (Assam-524; Meghalaya-26; and Nagaland-1). Arunachal Pradesh, Manipur, Mizoram and Tripura States have also reported to have converted all their Forest Villages into Revenue Villages.

As the Forest Villages are located in the interiors of the forests and not being declared as revenue villages, the inhabitant of these villages who are around 2.50 lakh families are complete by deprived of even the basic minimum services that are otherwise made available to the people in the Revenue Villages. While the forest resource base on which village

inhabitants traditionally subsisted upon is fast eroding and adversely affecting the very survival of the tribals living therein, the alternative sources of income extended through the implementation of various Social Forestry activities by the Forest Department are also not ensured of through out the year. Some of the major problems faced by the Forest Villages are as listed below:

- Lack of infrastructure facilities viz., Approach roads, electricity, drinking water, Schools, Hospitals, and Irrigation Tanks and other basic facilities;
- Lack of Fair Price/Food Grain shops.
- Poor productivity of agriculture land and Unproductive cattle population.
- Lack of forward and backward linkages etc., and
- Lack of proper credit facilities and Bank loans as the inhabitants do not have the papers related to the land, which are necessary in getting the loans sanctioned. Therefore, the problem of indebtedness;
- Lack of stable Land Tenure System. The Patta of the land is basically having leased status and not treated at par with the Patta of revenue land. This is due to the fact that the land, which is occupied by these settlers is having the status of a Reserved Forests attracting the Indian Forest Act, 1927 and especially the Forest (Conversion) Act, 1980.
- the departmental rivalry between the Forest and Revenue Departments resulting in the complete exploitation and negligence.

In addition to the above, the practice of Shifting Cultivation (jhumming) by the people living in the Forest Villages in North-Eastern States, Orissa, Maharashtra, Andhra Pradesh and Tamil Nadu, is another major problem which hampers the economic development of the people living therein.

Shifting Cultivation : The practice of Shifting Cultivation although ecologically hazardous, is still being practiced by the tribal population on higher slopes of hilly areas of the country. About 22.78 lakh hectares of Forest Land is affected by the practice of shifting cultivation spread over ten States, viz.- Andhra Pradesh, Arunachal Pradesh, Assam, Manipur, Nagaland, Orissa, Himachal Pradesh and Tripura. Tamil Nadu also has a small

shifting cultivators population in the hilly areas of Kalrayn, Panchamalai and Anamalai Hills. Although ecologically unsound, shifting cultivation is integrally linked to the tribal economy in the areas where it is practiced and the social economic and ritual activities are also centered on this practice.

Shifting cultivation is practiced in areas especially where the tribals hold traditional right over large chunks of revenue lands which are either in the process of notification as Reserved Forests or the lands which were not taken up for notification as Reserved Forests. Of this, around 83.7% of the total area i.e. 19.91 lakh hectares is located in the North Eastern region. As per the Task Force Report on Shifting Cultivation (1983), about 44 lakh tribal jhumia families were found to be engaged in the practice of jhumming in the NE region.

Studies conducted by the various Committees / Task forces from time to time on Shifting Cultivation have observed that the problem of Shifting Cultivation is a very complex one involving economic, social and psychological aspects of the tribal community and hence viewed that it should not be considered in isolation but should be addressed with an integrated area plan approach.

In Fifth Five Year Plan the Ministry of Agriculture launched a Pilot project, i.e. in 1976-77 to control the practice of shifting cultivation in Andhra Pradesh, Orissa and the whole of North East. This scheme continued to be implemented with main objectives to protect the hill slopes of shifting cultivation areas / jhum areas through different soil and water conservation measures on watershed basis and reduce further land degradation process; encourage relocation shifting cultivating families by providing developed productive land and improved cultivation packages; to improve the socio-economic status of the families practicing shifting cultivation through household / land based activities; and to mitigate ill-effects of shifting cultivation by introducing appropriate land, as per the capability and improved technology.

Some of the problems causing impediments in the implementation of weeding away programmes of Shifting Cultivation in the 5,000 odd forest villages include - i) the universal / straightjacket top down approach to ethnically culturally and regionally diversified people practicing shifting cultivation often failed as they do not categorically address to the specific micro situation; ii) partial coverage instead of complete coverage of villages practicing shifting cultivation have neither help control shifting cultivation nor fully helped the shifting cultivators; iii) training and skill development of the beneficiaries in the chosen field of interest has been badly neglected in many of the developmental schemes adversely affecting successful acceptance of alternative vocations by the

shifting cultivators; iv) promotion of horticulture with special and exclusive thrust while no efforts were made to promote other sectors such as silvi-pasture and social forestry; v) piecemeal approach instead of sustained effort for considerable period as may be required to tackle the problem; and many technologies / treatments offered were not acceptable to the tribals as these were not suitable / acceptable or cost effective.

IV Economic Development of STs through the mechanisms available within ST- specific and ST- related Finance and Development Corporations

Economic development amongst the tribals is of paramount importance for ensuring their well-being and empowerment, especially in the context of the specific depressing situations that STs are in viz. – outsiders exploitations, indebtedness, abject poverty, assetlessness, poor productive capabilities, primitive technology, lack of marketing linkages etc. Thus, among others, various Corporations and Cooperatives both at the Centre and State levels have been functioning to mitigate the above said critical situation.

The Financial Institutions that are functioning at both at Centre and State levels for the economic development of Tribals include - i) National SCs and STs Finance and Development Corporation (NSFDC); ii) National Scheduled Tribes Finance and Development Corporation (NSTFDC); iii) National Cooperatives Development Corporation (NCDC); iv) State Tribal Development Corporations (STDCs); and v) Tribal Cooperative Marketing Development Federation of India Ltd. (TRIFED).

The NSFDC was established on 1989 with the broad objective of financing, facilitating and mobilizing funds from various sources for economic development of the SCs/STs, those are living below the poverty line. After the formation of New Ministry of Tribal Affairs, the National Scheduled Tribes Finance and Development Corporation (NSTFDC) was set up with an authorized share capital of Rs. 500 crore for promotion of human resources and economic development activities of STs. It operates through the State level ST Development Corporations and other channelising agencies for providing concessional financial assistance to income generation schemes. It also provides grants for skill development-cum-training programmes for both backward and forward linkages.

The National Cooperatives Development Corporation (NCDC) is a national level institution to promote in development of tribal cooperatives in the field of processing, storage and marketing of agricultural and forest produces. The NCDC has extended financial assistance to the State TDCs including the LAMPs for purchase of transport vehicles, cold

storage, setting up of small / medium processing units of agriculture, horticulture, forest produces etc. and also provides the margin money and share capitals.

The State level Tribal Development Corporations are acting as channelising agencies of National Scheduled Tribe Finance Corporations. Of these, functioning of Andhra Pradesh ST Finance & Development Corporation is summarized below :

i) TRICOR aims at providing financial assistance towards margin money to enable the poor Scheduled Tribe beneficiaries to mobilize the required institutional credit to take up the income generating economic activities. The margin money is provided to the extent of 20% of the unit cost limited to Rs.2,400/- under Economic Support Scheme (ESS) and Rs.30,000 under Self Employment Schemes and NSFDC Schemes. In order to provide assistance for taking up economic activities by the ST beneficiaries, the Corporation aims at mobilizing financial resources like subsidy from the agencies involved in the poverty alleviation programmes and institutional finance from Commercial Banks, Andhra Pradesh State Finance Corporation, Regional Rural Banks and Cooperative Societies.

ii) Tribal Cooperative Marketing Development Federation of India Ltd. (TRIFED)

: A National level, multipurpose financial institution to check the exploitation of tribals by the middlemen in the field of MFPs, surplus agricultural produces of tribals. It has national network for procurement, processing and marketing of forest and agricultural produces in tribal areas of the country. Although these supporting financial institutions were expected to function optimally to cater to the economic development of STs they face certain impediments that contribute to their non-viability and sustainability viz., - i) low recovery rates; ii) no direct supervision of the National Level institution (Finance) on the State Channelising Agencies (SCA); iii) non-taking up sector specific lending schemes those are viable and feasible for economic development of beneficiaries; and iv) lack of no direct-correlation with the SCA and the beneficiaries with inadequate funds to meet the project cost undertaken etc. Besides the above problems identified by the Sub-Group on the functioning of the Corporations working for the economic upliftment of STs, the following observations recorded in the Mid-Term Appraisal Ninth Plan throws some light on the effectiveness of these Corporations :

"A critical assessment of the working of all these Corporations over a period of five to ten years would show that none of these Corporations justifies the name of being a Corporation; they are heavily dependent upon governmental assistance. Generally, the Corporations are expected to become self-reliant over a period of 2-3 years of their establishment. Instead, these organizations are

becoming more and more dependent upon the Government and demanding hike in the Authorized Share Capital from time to time, which is not a healthy sign. This calls for an urgent study of the working of all these six Corporations with a major objective of introducing necessary reforms, both business and managerial, so as to make them effective financial instruments in empowering the disadvantaged. If such action is not taken, there is every danger of these Corporations becoming a permanent burden on the Government. Action to this effect needs to be completed during this Plan period.

V Tribal Health with a special focus on the utilization of indigenous medicines/medicinal plants in the tribal areas

Besides the problem of physical isolation and socio-economic backward-ness, tribals suffer from certain illnesses/diseases reflecting their poor and fragile health status. The major contributors to the increased disease burden amongst the tribals are – **i)** poverty and the consequential problems of under nutrition and mal-nutrition; **ii)** poor environmental sanitation, poor hygiene and lack of safe drinking water, leading to increased morbidity from water and vector-borne infections; **iii)** lack of access to healthcare facilities resulting in increased severity and / or duration of illness; **iv)** social barriers preventing utilization of available health care services; **v)** vulnerability to specific diseases like G-6 PD deficiency, Yaws, and other endemic diseases like malaria etc. The intensity and the magnitude of the diseases prevailing in the tribal areas requires both constant and concentrated efforts to mitigate the health problems of the tribals. Amongst others, promotion of indigenous knowledge in terms of utilization of home remedies / medicines, herbs and medicinal plants abundantly available will go a long way as an alternative and accessible / available system of health. The importance of the indigenous knowledge of cure and use of medicinal plants are of vital importance especially in the context when the modern medical infrastructure and services either not available in the inaccessible and isolated tribal areas or not acceptable due to lack of awareness of modern medicine system and or not affordable due to their economic backwardness.

Health being the State subject, the primary responsibility in providing general health care lies with the State. The Department of Indian System of Medicine and Homeopathy (ISM&H), while promoting Ayurveda, Homeopathy, Siddha and other indigenous healing systems accords importance to tribal health. Also, the Research Council through the various units under Tribal Health Care Research Programme has been providing health care to tribal people. The Central Government Institute for Research in Ayurveda and Siddha (CGRAS) has a number of Tribal Health Care Research Projects located in the prominent places in tribal areas viz., - Palamau, Jhabua, Jagdalpur, Carmco-bar, Imphal, Leh-Ladakh, Ziro,

covering 478 tribal pockets with a population of 4.21 lakhs and imparted medical and to about 3.15 lakh patients and recorded 600 tribal folk medicines. Similarly, Central Government for Research in Homeopathy (CGRH) and National Institute of Naturopathy (NIN) also takes up research activities with a special focus on tribal health.

i) Health Programmes in Tribal Areas: Although Health care of the tribals is extended through the three-tier system of village Health Workers, ANMs and PHCs, yet in many parts of the country there is no integration of ISM&H with the modern Allopathy system of medicine. Only in the States of Tamil Nadu, Himachal Pradesh, etc. have made some progress in integrating the indigenous system also. Further, non-availability of adequate staff on a continuous basis in tribal areas is another reason for not being able to address optimally to the tribal health needs. Thus, there is an immediate need for improvement or making alternative arrangements to ensure an effective health care delivery mechanism in the tribal areas. However, there are as many as 6 lakh ISM&H qualified practitioners and village health workers, Services of these staff should be optimally utilized through upgradation of their knowledge, suitable training modules and thus bring them into the main-stream of health care delivery system.

The folklore remedies, which have lost prominence in the modern times but are found most acceptable and effective could be identified on a region specific basis and further validation could be undertaken by KMR, New Delhi, Research Councils of the Department of ISM&H, State Tribal Research Institutes and Population Research Centre, etc. This would help validating some of the more popular claims which can be further developed for use in the locality and its acceptance by the tribals would be much better as it has roots in their own culture. The Research Councils of ISM&H alone have recorded as many as 11,000 tribal remedies (folk claims) which are used in different parts of the country. However, validation of the folk claims will take a long time but efficacy of folk claims to treat some common ailments is not in doubt.

ii) Utilisation of Indigenous / Traditional Medicines and Medicinal Plants : The rural and tribal population which constitute nearly 80% of the total population, resides in the remote villages / forest areas and largely depends upon the natural resources around them, particularly the forests and minor forest produce. The tribals especially have their own way of treatment which is being practiced through generations by the tribal practitioners since Vedic period. Their way of treatment differs from place to place. Various herbs, plants and parts them of are utilized by the tribal communities often closely linked with magico-religious rites / ritual in their healing system, to treat disease / ailment viz. fever, cough, wound healing, urinary trouble, diarrhea, dysentery, skin diseases, snake bite and scorpion sting, gynecological problems besides aphrodisiacs, birth-control measures etc. Which almost cover

all types of diseases. On the whole, the tribals manage health care through the tribal practitioners utilizing local medicinal plants. However, their system needs to be given importance and also to be validated. They could be given training also, so that it can be utilized in other parts of the rural population.

iii) Promotion and development of medicinal plants : As tribals form an integral part of the eco system that they inhabit, they are functionally and inseparably associated with every natural and man-made components of the environment. The bulk of medicinal plants for preparation of drugs is collected from wild. However, the tribal collectors are not well versed with the techniques of collecting them through sustainable harvesting and they also need some training in identification. The over-exploitation and depletion of the medicinal plants can be checked by insitu conservation, creating awareness and imparting knowledge among tribals about cultivating medicinal plants. Short camps of 1-2 days can be arranged in the tribal pockets, with a view to educate the tribals about the local medicinal herbs / trees, their utility, method of collection, post harvesting and processing techniques through the use of audiovisual aids.

The schemes of the Department of ISM&H for training tribals in collection, cultivation, processing and preparation of products of medicinal plants can be expanded. The Department of ISM&H can finance such activities, which could ensure an assured income to the tribals and at the same time provide sustainable use of medicinal plants from the wild. It is a known fact that the best possible use of medicinal plants available in the tribal areas has not been made. The Medicinal Plants Board which has been set up recently is contemplating to launch special schemes to conserve, cultivate and develop the medicinal plant sector in a sustainable way. However, accurate information relating to demand and supply of the species of medicinal plants that are in high demand has not been forthcoming inspite of best efforts. The Committee on demand & supply under the Medicinal Plants Board is making efforts to get this information on 72 species which are commonly used, have been identified by the sub-committee convened by Department of Agriculture and Cooperation (Ministry of Agriculture) under the Horticulture Commissioner. This information will go a long way in planning strategies for development of medicinal plants in the country. The information already available in the 'Task Force Report' of the Planning Commission on 'Conservation and Sustainable use of the Medicinal Plants' gives a list of plants which are in high demand and which can be propagated for cultivation.

VI Role of NGOs in Tribal Development

Historically, NGOs have played a vital role in the advancement of the society especially through their catalytic role in promoting socio-economic development of the

socially disadvantaged groups like that of the tribals. Thus recognizing the credible contribution of the NGOs in uplifting the weaker sections, they have all along been encouraged to do their bit in the developmental process especially in view of their direct involvement at the grass root level that which ensures effective community participation and triggers attitudinal changes amongst the tribal people who are otherwise remained for too long outside the development taking place in the mainstream society.

Upholding the guiding philosophy that the tribal development should go along with the lines of his own genius and in tune with his cultural background, the State while exerting itself for the welfare and development of tribals also supported NGOs to supplement their catalytic role. Towards upholding the democratic spirit in planning and implementing various welfare and development programmes, NGOs necessarily need to be involved to ensure active, effective and purposeful participation of the tribal people. Promotion of voluntary action with ensured assistance from the government can ensure all round development especially amongst the primitive tribal groups and nomadic tribal groups who still remain unreached so far as extending welfare and developmental efforts are concerned.

NGOs are best suited to undertake and promote welfare programmes on family and community basis. Since the essential feature of voluntary action is problem / need-oriented, it is the most appropriate mechanism for solving the problems or satisfying the needs of tribal individuals, groups and communities. Voluntary workers and organizations are the best sources for mobilizing resources – both human and material with best of human approach and personal touch and intimate relationship. In tribal areas and communities, personal touch is the key for harnessing the latent energies of the people for their own well-being. On the one hand the Government needs to use the Voluntary organizations to penetrate the tribal communities, remote and diverse as they are, and to stitch them together with the thread of the governmental schemes into a beautiful mosaic in keeping with their respective traditional backgrounds. On the other hand, the voluntary organizations will have to realize that they are facilitators and their primary task is to promote voluntary/community action, besides locating and developing the local leadership till it becomes capable of handing the community's affairs.

Nowadays, there exists a proliferating number of NGOs in the same geographical areas reflecting duplication and overlapping of activities and often unhealthy competition. This need to be rationalized and streamlined through defining areas / activities for NGOs with a supporting system of monitoring and networking. To this effect, functional areas that need to be attended by NGOs on promoting basis viz. – education, health, environment, economic development, exploitation and activities, strengthening PRIs etc. There are some well established NGOs who have credible experience and expertise in working tribal areas, they

can be helpful in extending their expertise through extending proper training to other NGOs working / extend to work in tribal areas.

Genuine, honest and sincere social workers who have identified themselves with the host tribal community can be expected to maintain accounts truthfully but they cannot be expected to doctor them to fit into the lower echelons of the audit machinery insist upon. Rules have to be simplified and flexibility has to be built in to cater to the unconventional needs of inaccessible and difficult tribal areas where welfare workers are located. Genuine NGOs would need assistance in the field of administration and account keeping. Paper work should be reduced to the irreducible minimum in order to keep the cut down the cost of accounting / administration, which is considerable in the Government.

Over the years there is an unprecedented upsurge in the number of NGOs in the country, which is uneven in its distribution. Many NGOs doing credible work with genuine interest and commitment feel frustrated when they passively witness that the stage taken over by new glamorous NGOs who lack commitment or interest in tribal welfare or even sustained presence in tribal areas. Now since the PESA Act 1996 has come into force the NGOs should necessarily be made accountable and certified by the Gram Sabha or the Panchayats so that their credibility, commitment and effectiveness is judged by the tribals at their own end at the grass-root institution level (Gram Sabha / PRIs) which has the legitimate power and authority to do so.

**STATE-WISE DISTRIBUTION OF THE POPULATION OF SCHEDULED TRIBES AND PRIMITIVE
TRIBAL GROUPS IN 1981 AND 1991**

(Figures in Million)

Sl. No.	States/UTs	Total Population		Population of Scheduled Tribes (STs)		Population of Primitive Tribal Groups (PTGs)		
		(1991 Census)	1981	1991	% of STs (1991) [§]	1981	1991	% to Col. 4 or 5
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1	Andhra Pradesh	66.51	3.18	4.20	6.3	0.19	0.29	6.9
2	Arunachal Pradesh	0.86	0.44	0.55	63.7	Nil	Nil	-
3	Assam	22.41	NA	2.87	12.8	Nil	Nil	-
4	Bihar	86.37	5.81	6.62	7.7	0.33	0.19	2.9
5	Goa	1.17	0.00	376*	Neg.	Nil	Nil	-
6	Gujarat	41.31	4.85	6.16	14.9	0.06	0.08	1.3
7	Haryana	16.46	Nil	Nil	-	Nil	Nil	-
8	Himachal Pradesh	5.17	0.20	0.22	4.2	Nil	Nil	-
9	Jammu & Kashmir**	7.72	NA	NA	-	Nil	Nil	-
10	Karnataka	44.98	1.83	1.92	4.3	0.04	0.04	2.1
11	Kerala	29.10	0.26	0.32	1.1	0.01	0.02	6.3
12	Madhya Pradesh	66.18	11.99	15.40	23.3	0.43	0.61	3.9
13	Maharashtra	78.94	5.77	7.32	9.3	0.36	NA	6.2
14	Manipur	1.84	0.39	0.63	34.4	0.01	NA	2.6
15	Meghalaya	1.77	1.08	1.52	85.5	Nil	Nil	-
16	Mizoram	0.69	0.46	0.65	94.8	Nil	Nil	-
17	Nagaland	1.21	0.65	1.06	87.7	Nil	Nil	-
18	Orissa	31.66	5.92	7.03	22.2	0.05	0.06	0.9
19	Punjab	20.28	Nil	Nil	-	Nil	Nil	-
20	Rajasthan	44.01	4.18	5.48	12.4	0.04	NA	0.9
21	Sikkim	0.41	0.07	0.09	22.4	Nil	Nil	-
22	Tamil Nadu	55.86	0.46	0.57	1.0	0.15	0.03	5.3
23	Tripura	2.76	0.58	0.85	30.9	0.08	NA	13.8
24	Uttar Pradesh	139.11	0.23	0.29	0.2	0.03	0.04	13.8
25	West Bengal	68.08	3.07	3.81	5.6	829*	NA	0.03
26	A & N Islands	0.28	0.02	0.03	9.5	624*	561*	2.1
27	Chandigarh	0.64	Nil	Nil	-	Nil	Nil	-
28	Dadra & N. Haveli	0.14	0.08	0.11	78.9	Nil	Nil	-
29	Daman & Diu	0.10	0.01	0.01	11.5	Nil	Nil	-
30	Delhi	9.42	Nil	Nil	-	Nil	Nil	-
31	Lakshadweep	0.05	0.04	0.05	93.2@	Nil	Nil	-
32	Pondicherry	0.81	Nil	Nil	-	Nil	Nil	-
TOTAL		846.30	51.57	67.76	8.1	1.78	1.36	2.0

* : Actual Number

NA : Not Available

** : Projected population

Neg.: Negligible

@ : Actual ST population is 48163 against total population of 51707

§ : Percentages given at Column 6 are based on the Census **absolute figures** and not calculated on the basis of figures at Columns 3 & 5 which are given in millions.**Source:** Census of India, 1991. Primary Census Abstract, Scheduled Tribe Population, Office of the Registrar General, India, New Delhi, 1995.

Sl. No	Schemes/Programmes	FINANCIAL PERFORMANCE (Rs.in crores)												PHYSICAL PERFORMANCE							
		Ninth Plan (1997-2002)		Annual Plans										Units	Ninth Plan(1997-2002)		Annual Plans				
		Outlay	Likely Exp.	(1997-98)		(1998-99)		(1999-2000)		(2000-2001) @		(2001-02) @			Targets	Likely achievements	Achievements				Likely Ach.
				Outlay	Actuals	Outlay	Actuals	Outlay	Actuals	Outlay	Actuals	Outlay	Likely Exp.				(1997-98)	(1998-99)	(1999-2000)	(2000-01)	
3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22		
II. Centrally Sponsored Schemes (CSS)																					
17	Post-Matric Scholarship for ST students	*	132.70	(16.35)	(12.64)	(16.35)	(41.32)	(62.75)	(76.81)	70.00	63.10	69.60	69.60	No.of studetns (in lakhs)	19.81	21.34	4.48	4.86	4.00	4.00	4.00
		(230.25)	(95.45)											Hostels	300	289	106	83	29	11	60
18	Girls Hostels for STs	36.77	30.73	4.00	3.77	8.00	7.69	12.00	3.93	13.00	2.34	13.00	13.00	(No.of studetns)	(12000)	(10649)	(1661)	(3111)	(1728)	(574)	(3575)
19	Boys Hostels for STs	36.53	32.12	4.00	3.53	8.00	8.30	12.00	6.98	12.00	2.51	10.80	10.80	(No.of studetns)	(12000)	(13958)	(2677)	(3361)	(4070)	(670)	(3180)
20	Ashram Schools in TSP areas	44.86	33.57	5.00	4.86	9.00	9.39	15.00	5.32	15.00	0.00	14.00	14.00	Res.hostels (No.of studetns)	250	294	101	97	36	0	60
21	Coaching and Allied Scheme	*	1.40	*	*	*	*	*	*	1.50	0.00	1.40	1.40		-	(14310)	(1270)	(3400)	(3640)	-	(6000)
22	Book Bank Scheme for ST	*	0.90	*	*	*	*	*	*	1.00	0.00	0.90	0.90								
23	Upgradation of merit of ST students	*	0.40	*	*	*	*	*	*	0.50	0.00	0.40	0.40	No.of studetns	-	-	-	-	-	-	-
24	Research and Training for STs	25.90	17.62	6.25	2.87	7.00	3.92	8.00	1.78	8.00	1.25	7.80	7.80	Res. Fellowship Res. Projects	125	118	25	24	23	23	23
		150	93	9	46	38	-	-	-												
25	G.I.A. to Scheduled Tribes Devp. & Finance Corporation	*	7.01	*	*	*	*	*	*	2.00	5.00	2.41	2.60		-	-	-	-	-	-	-
Sub-Total (CSS)		144.06	256.45	19.25	15.03	32.00	29.30	47.00	20.01	126.00	71.61	120.50	120.50								
Grand Total of M/TA		3174.13	3311.04	479.00	466.41	551.00	528.84	630.00	560.72	810.00	715.07	1040.00	1040.00								

@ Includes the provisions for NER. * Outlays and expenditure under these schemes were common for SCs & STs upto the Annual Plan 1999-2000 under the M/SJ & E.

() Figures in parenthesis indicate outlays and actuals under PMS for STs when it was combined for SC/ST under the M/SJ & E upto 1999-2000

Source: Ministry of Tribal Affairs & Ministry of Social Justice & Empowerment

ANNEXURE-VII

FLOW OF FUNDS TO TRIBAL SUB PLAN (TSP) FROM THE CENTRAL MINISTRIES/DEPARTMENTS DURING THE NINTH PLAN (1997-2002)

		(Rs. in crores)																		
S. No.	Ministry/Depts.	Ninth Plans															Total *			
		(1997-98)			(1998-99)			(1999-2000)			(2000-01)			(2001-02)			(1997-2002)			
(1)	(2)	Total Outlay	Flow to TSP	%age to Col.3	Total Outlay	Flow to TSP	%age to Col.6	Total Outlay	Flow to TSP	% age to Col.9	Total Outlay	Flow to TSP	% age to Col.12	Total Outlay	Flow to TSP	% age to Col.15	Total Outlay	Flow to TSP	% age @ Col.15	
1	M/o Agriculture	1011.4	1011.4	1011.4	1011.4	1011.4	1011.4	1011.4	1011.4	1011.4	1011.4	1011.4	1011.4	1011.4	1011.4	1011.4	1011.4	1011.4	1011.4	1011.4
2	D/o Drinking Water	9896.3	9896.3	9896.3	9896.3	9896.3	9896.3	9896.3	9896.3	9896.3	9896.3	9896.3	9896.3	9896.3	9896.3	9896.3	9896.3	9896.3	9896.3	9896.3
3	D/o Biotechnology	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
4	D/o Food & Civil Supplies	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"
5	M/o Environment & Forest	610.5	610.5	610.5	610.5	610.5	610.5	610.5	610.5	610.5	610.5	610.5	610.5	610.5	610.5	610.5	610.5	610.5	610.5	610.5
6	M/o Non-Conventional Energy Sources	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"
7	M/o Rural Areas & Employment	4827.0	4827.0	4827.0	4827.0	4827.0	4827.0	4827.0	4827.0	4827.0	4827.0	4827.0	4827.0	4827.0	4827.0	4827.0	4827.0	4827.0	4827.0	4827.0
8	M/o SSI & ARI	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"
9	M/o Labour	293.0	293.0	293.0	293.0	293.0	293.0	293.0	293.0	293.0	293.0	293.0	293.0	293.0	293.0	293.0	293.0	293.0	293.0	293.0
10	M/o Health and F.Welfare	932.6	932.6	932.6	932.6	932.6	932.6	932.6	932.6	932.6	932.6	932.6	932.6	932.6	932.6	932.6	932.6	932.6	932.6	932.6
11	D/o ISM & Homeopathy	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"
12	D/o Education	4095.2	4095.2	4095.2	4095.2	4095.2	4095.2	4095.2	4095.2	4095.2	4095.2	4095.2	4095.2	4095.2	4095.2	4095.2	4095.2	4095.2	4095.2	4095.2
13	M/o Youth Affairs & Sports	9687.0	9687.0	9687.0	9687.0	9687.0	9687.0	9687.0	9687.0	9687.0	9687.0	9687.0	9687.0	9687.0	9687.0	9687.0	9687.0	9687.0	9687.0	9687.0
14	D/o Culture	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"
15	M/o Sc.& Technology	346.0	346.0	346.0	346.0	346.0	346.0	346.0	346.0	346.0	346.0	346.0	346.0	346.0	346.0	346.0	346.0	346.0	346.0	346.0
16	D/o Electonics	418.0	418.0	418.0	418.0	418.0	418.0	418.0	418.0	418.0	418.0	418.0	418.0	418.0	418.0	418.0	418.0	418.0	418.0	418.0
17	M/o Commerce	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
18	M/o Textiles	70.0	70.0	70.0	70.0	70.0	70.0	70.0	70.0	70.0	70.0	70.0	70.0	70.0	70.0	70.0	70.0	70.0	70.0	70.0
19	M/o Power (Kutir Jyoti Scheme)	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"
20	D/o Steel	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"
21	M/o Coal	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"
22	M/o Infor.& Broadcasting	707.5	707.5	707.5	707.5	707.5	707.5	707.5	707.5	707.5	707.5	707.5	707.5	707.5	707.5	707.5	707.5	707.5	707.5	707.5
23	D/o Telecommunications	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"
24	D/o Posts	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"
25	M/o Social Justice & Empowerment	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"	"
Total		32894.4	32894.4	32894.4	32894.4	32894.4	32894.4	32894.4	32894.4	32894.4	32894.4	32894.4	32894.4	32894.4	32894.4	32894.4	32894.4	32894.4	32894.4	32894.4

* Likely financial achievement during Ninth Plan

@ percentage indicate for the years where both total outlay and TSP flow are given.

Source: Ministry of Tribal Affairs

ANNEXURE-VIII

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

(Rs. in crores)

Sl.NO	States/U.Ts	% of STs (1991 Censuses)	Ninth Plan															Total @ (1997-2002)		
			1997-98			1998-99			1999-2000			2000-01			(2001-02) *			State Plan Outlay	Flow to TSP	% age to Col.19
			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			
(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	5.4	4678.9	158.1	3.4	5479.5	152.6	2.8	-	NA	-	-	NA	-	13691.44	502.6	3.7
2.	Assam	12.8	1193.0	132.7	11.1	1128.7	108.7	9.6	1306.2	126.4	9.7	1210.3	136.5	11.3	1210.3	136.5	11.3	6048.6	640.7	10.6
3.	Bihar	7.7	-	NA	-	2348.4	726.8	30.9	3630.0	1044.5	28.8	-	NA	-	-	NA	-	5978.4	1771.3	29.6
4.	Chhattisgarh					FIGURES ARE NOT AVAILABLE														
5.	Gujarat	14.9	4500.0	489.1	10.9	5450.0	666.7	12.2	6550.0	853.1	13.0	7800.0	916.5	11.8	7800.0	916.5	11.8	32100.0	3841.9	12.0
6.	Himachal Pradesh	4.2	1008.0	90.7	9.0	1440.0	122.7	8.5	1600.0	135.0	8.4	1720.0	146.1	8.5	1720.0	146.1	8.5	7488.0	640.6	8.6
7.	Jammu & Kashmir	11.0	1550.0	231.1	14.9	-	NA	-	522.3	56.9	10.9	-	NA	-	-	NA	-	2072.3	288.1	13.9
8.	Jharkhand					FIGURES ARE NOT AVAILABLE														
9.	Karnataka	4.3	4545.0	85.0	1.9	5353.0	76.2	1.4	5888.0	88.3	1.5	7274.0	89.9	1.2	7274.0	89.9	1.2	30334.0	429.3	1.4
10.	Kerala	1.1	2855.0	19.4	0.7	3100.0	61.2	2.0	3250.0	60.1	1.9	-	NA	-	-	NA	-	9205.0	140.7	1.5
11.	Madhya Pradesh	23.3	3657.2	622.2	17.0	3700.0	634.3	17.1	4000.1	847.3	21.2	2490.0	631.2	25.4	2490.0	631.2	25.4	16337.3	3366.3	20.6
12.	Maharashtra	9.3	5836.2	550.0	9.4	11600.7	561.0	4.8	6641.8	580.6	8.7	5798.0	525.0	9.1	5798.0	525.0	9.1	35674.8	2741.6	7.7
13.	Manipur	34.4	410.0	160.8	37.7	-	NA	-	-	NA	-	682.0	257.5	37.8	682.0	257.5	37.8	1363.9	515.1	37.8
14.	Orissa	22.2	2684.0	576.6	21.5	2071.2	643.9	31.1	2488.9	627.9	25.2	2906.7	818.0	28.1	2906.7	818.0	28.1	13057.5	3484.4	26.7
15.	Rajasthan	12.4	3504.1	390.2	11.1	3800.0	384.6	10.1	5022.3	427.3	8.5	4219.8	133.9	3.2	4219.8	133.9	3.2	20766.0	1469.8	7.1
16.	Sikkim	22.4	51.6	11.6	22.4	193.6	17.2	8.9	90.8	25.0	27.5	133.9	31.2	23.3	133.9	31.2	23.3	603.7	116.3	19.3
17.	Tamil Nadu	1.0	4000.0	42.5	1.1	4500.0	46.2	1.0	5251.1	58.5	1.1	5700.3	58.6	1.0	5700.3	58.6	1.0	25151.7	264.4	1.1
18.	Tripura	31.0	437.0	125.9	29.1	440.0	120.5	31.8	-	NA	-	355.5	172.9	48.6	355.5	172.9	48.6	1588.0	592.2	37.3
19.	Uttaranchal					FIGURES ARE NOT AVAILABLE														
20.	Uttar Pradesh	0.2	7080.0	32.0	0.5	10261.0	49.1	0.5	11400.0	42.5	0.4	9025.0	46.8	0.5	9025.0	46.8	0.5	46791.0	217.1	0.5
21.	West Bengal	5.6	3922.3	102.8	2.6	4594.9	79.9	1.7	5787.3	424.2	7.3	5977.6	138.1	2.3	5977.6	138.1	2.3	26259.6	883.2	3.4
22.	A&N Islands	9.5	255.0	25.5	10.1	320.0	41.2	12.9	400.0	62.5	15.6	410.0	54.7	13.3	410.0	54.7	13.3	1795.0	238.7	13.3
23.	Daman & Diu	11.5	59.6	2.7	4.6	33.4	1.4	4.2	34.1	2.7	8.0	34.1	1.2	3.6	34.1	1.2	3.6	195.1	9.3	4.8
Total		8.1	51081.0	3882.6	7.6	65013.8	4499.6	6.9	69342.2	5615.3	8.1	55737.1	4158.3	7.5	55737.1	4158.3	7.5	296911.2	22314.2	7.5

* Tentative figures for 2001-02

@ Likely financial achievement during Ninth Plan

Note: TSP is not applicable in other States/UTs.

Source: Ministry of Tribal Affairs

ANNEXURE-IX

SPECIAL CENTRAL ASSISTANCE(SCA) TO TRIBAL SUB-PLAN RELEASED TO STATES/UTs DURING NINTH PLAN (1997-2002)

(Rs. In crore)

Sl.No.	States/U.Ts	Ninth Plan					Total
		(1997-98)	(1998-99)	(1999-2000)	(2000-01)	(2001-02)	(1997-2002)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1.	Andhra Pradesh	25.82	27.28	21.82	21.83	27.33	124.08
2.	Assam	14.60	20.70	24.43	24.44	30.59	114.76
3.	Bihar	0.00	0.00	47.79	17.11	5.57	70.47
4.	Chhattisgarh	-	-	-	36.95	46.26	83.21
5.	Gujarat	26.33	36.90	31.40	31.40	39.31	165.34
6.	Himachal Pradesh	5.22	6.89	5.14	5.14	6.44	28.83
7.	Jammu & Kashmir	5.22	7.39	7.76	7.76	9.72	37.85
8.	Jharkhand	-	-	-	34.23	58.70	92.93
9.	Karnataka	5.00	6.87	6.16	6.16	7.71	31.90
10.	Kerala	1.96	4.08	2.19	2.19	2.74	13.16
11.	Madhya Pradesh	92.08	94.76	97.97	62.57	78.33	425.71
12.	Maharashtra	34.01	35.32	29.74	29.75	37.24	166.06
13.	Manipur	9.50	7.79	6.07	6.09	7.62	37.07
14.	Orissa	55.76	59.12	58.06	51.88	64.95	289.77
15.	Rajasthan	23.41	34.76	29.15	29.15	36.50	152.97
16.	Sikkim	0.60	0.60	0.86	0.86	1.08	4.00
17.	Tamil Nadu	2.44	2.96	2.58	2.58	3.23	13.79
18.	Tripura	8.85	9.78	8.32	8.32	10.41	45.68
19.	Uttaranchal	-	-	-	0.58	0.93	1.51
20.	Uttar Pradesh	1.13	0.58	0.99	0.42	0.32	3.44
21.	West Bengal	16.00	22.22	16.58	17.59	22.03	94.42
23.	A&N Islands	1.18	1.34	2.55	2.34	2.00	9.41
24.	Daman & Diu	0.51	0.66	0.44	0.66	0.99	3.26
TOTAL		329.61	380.00	400.00	400.00	500.00	2009.61

Source: Ministry of Tribal Affairs

ANNEXURE-X

RELEASE OF GRANTS-IN-AID UNDER ART.275(1) OF THE CONSTITUTION TO STATES/UTs DURING NINTH PLAN(1997-2002)

(Rs. in crores)

S. No.	State/U.Ts	Ninth Plan					Total
		(1997-98)	(1998-99)	(1999-2000)	(2000-01)	(2001-02)	(1997-02)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1	Andhra Pradesh	4.54	6.07	6.14	4.61	15.35	36.70
2	Arunachal Pradesh	1.20	0.60	0.80	3.77	2.00	8.37
3	Assam	3.05	2.10	4.20	4.43	10.50	24.29
4	Bihar	6.42	4.84	9.67	0.00	2.09	23.02
5	Chhattisgarh	-	-	-	15.30	20.89	36.19
6	Gujarat	6.25	4.50	9.01	22.50	22.50	64.76
7	Himachal Pradesh	1.08	0.16	0.32	1.00	0.80	3.35
8	Jammu & Kashmir	1.32	0.64	1.24	1.91	3.18	8.27
9	Jharkhand	-	-	-	13.20	22.08	35.28
10	Karnataka	2.70	1.40	2.80	4.20	7.00	18.10
11	Kerala	1.12	1.24	0.47	0.00	1.18	4.00
12	Madhya Pradesh	12.63	21.25	22.51	20.58	35.36	112.33
13	Maharashtra	6.67	5.35	10.70	16.04	26.73	65.48
14	Manipur	1.23	0.69	0.92	6.50	2.30	11.64
15	Meghalaya	2.56	1.67	2.22	4.77	5.55	16.76
16	Mizoram	1.24	1.08	0.96	0.72	2.40	6.39
17	Nagaland	1.39	3.16	1.55	9.50	3.88	19.48
18	Orissa	6.57	5.14	10.28	29.57	25.70	77.26
19	Rajasthan	6.00	7.00	8.00	17.00	20.00	58.00
20	Sikkim	1.03	0.10	0.13	3.28	0.33	4.87
21	Tamil Nadu	1.21	0.42	0.84	0.63	2.10	5.20
22	Tripura	2.31	1.63	1.25	2.88	3.13	11.18
24	Uttaranchal	-	-	-	0.47	0.78	1.25
23	Uttar Pradesh	1.11	0.21	0.42	0.10	0.27	2.10
25	West Bengal	3.39	5.79	5.57	8.36	13.93	37.03
	100 Modern Res.Schools	-	-	-	-	50.00	50.00
TOTAL		75.00	75.00	100.00	200.00	300.00	750.00

Source: Ministry of Tribal Affairs

ANNEXURE - XI**STATE-WISE TRIBAL LAND ALIENATION AND RESTORATION**
(AS ON JANUARY, 1999)

(Area in Acres)

Sl. No.	States/UTs	<u>Area Alienated</u>		<u>Area Restored</u>	
		No. of Cases	Area	No. of Cases	Area
(1)	(2)	(3)	(4)	(5)	(6)
1	Andhra Pradesh	66338	279419	26551	106315
2	Assam	2023	5174	1609	448
3	Bihar	86291	104893	44649	47034
4	Gujarat	38213	116629	31685	100492
5	Himachal Pradesh		Negligible		
6	Karnataka	42582	130373	22040	69465
7	Madhya Pradesh	53806	158398	1707	48398
8	Maharashtra	45634	NA	20906	105628
9	Orissa	102186	95015	43187	53245
10	Rajasthan	593	3446	213	364
11	Tripura	27623	24243	7684	6221
Total		465289	917590	200231	537610

Source: Annual Report 1998-99. Ministry of Rural Development, Government of India
NA: Not Available

ANNEXURE-XII

ESTIMATE OF THE TOTAL NUMBER OF PERSONS AND TRIBALS DISPLACED AND RESETTLED BY VARIOUS DEVELOPMENT PROJECTS IN INDIA DURING 1951-1990

(Number in Lakhs)

Sl. No.	Type of Projects	Total			Tribal			% Tribal to the Total	
		Displaced	Resettled	% Col. 3 over Col.2	Displaced	Resettled	% Col. 6 over Col.5	Displaced (Col.5 over 2)	Resettled (Col.6 over 3)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
1	Dams	164.0	41.0	25.0	63.2	15.8	25.0	38.5	38.6
2	Mines	25.5	6.5	25.5	13.3	3.3	24.8	52.2	50.8
3	Industries	12.5	3.8	30.0	3.1	0.8	25.6	25.0	21.3
4	Wild-Life	6.0	1.3	20.8	4.5	1.0	22.2	75.0	80.0
5	Others	5.0	1.5	30.0	1.3	0.3	20.0	25.0	16.7
Total		213.0	54.0	25.4	85.4	21.2	24.8	40.1	39.3

Source: Ministry of Rural Development, Government of India

ANNEXURE - XIII

STATE-WISE POSITION OF BONDED LABOURERS (AS ON MARCH, 1993)

Sl. No.	States	Identified/ Released	Rehabilitated	% of Col. 3
(1)	(2)	(3)	(4)	(5)
1	Andhra Pradesh	36,289	27,333	75.3
2	Bihar	12,986	11,843	91.2
3	Gujarat	64	64	100.0
4	Haryana	544	21	3.9
5	Karnataka	62,708	54,960	87.6
6	Kerala	838	710	84.7
7	Madhya Pradesh	12,804	11,897	92.9
8	Maharashtra	1,382	1,300	94.1
9	Orissa	49,971	46,800	93.7
10	Rajasthan	7,478	5,953	79.6
11	Tamil Nadu	38,886	38,054	97.9
12	Uttar Pradesh	27,489	27,469	99.9
TOTAL		251,439*	226,404	90.0

* : Of the total Bonded Labourers reported, STs are estimated to be 25 %.

Source: Report of the Working Group for the Welfare and Development of STs during the Ninth Five Year Plan (1997-2002)

ANNEXURE- XIV

STATE-WISE LIST OF PRIMITIVE TRIBAL GROUPS (PTGs) AND THEIR POPULATION IN 1961, 1971, 1981 AND 1991 (Estimate)\$

(Figures in Actual)

S.N	States/UTs	No.of Tribes	Name of Tribe	Population in				
				1961	1971	1981	1991*	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	
1.	Andhra Pradesh	12	1. Chenchu Gadaba	17609	24178	28434	30680	
			2. Bodo Gadaba	}	21840	25108	27732	35182
			3. Gutob Gadaba Khond					
			4. Dongria Khond	}	21754	34382	39408	63154
			5. Kuttia Khond					
			6. Kolam	16731	26498	21842	39457	
			7. Konda Reddi	35439	42777	54685	64841	
			8. Kondasavara	-	28189	-	35309	
			Porja					
			9. Bondo Porja	}	9350	12347	16479	20721
			10. Khond Porja					
			11. Parengiperja					
12. Thoti	546	1785	1416	1696				
Total	123269	195264	189996	291040				
2.	Bihar	9	13. Asur	5819	7026	7783	8345	
			14. Birhor	2438	3464	4377	7671	
			15. Birjia	4029	3628	4057	4106	
			16. Hill Kharia	108983	127002	141771	83591	
			17. Korwa	21162	18717	21940	20221	
			18. Mal Paharia	45423	48636	79322	14078	
			19. Parhaiya	12268	14651	24012	6765	
			20. Sauria Paharia	55606	59047	39269	7767	
			21. Savar	1561	3548	3014	36450	
			Total	257289	285719	325545	188994	
3.	Gujarat	5	22. Kolgha	-	29464	25030	33096	
			23. Kathodi	-	2939	3665	4285	
			24. Kotwalia	-	12902	16130	18835	
			25. Padhar	-	4758	12731	13446	
			26. Siddi	-	4482	5600	6896	
Total	54545	63156	76558					
4.	Karnataka	2	27. Jenu Kuruba	3623	6656	29092	26608	
			28. Koraga	6382	7620	12041	16422	
			Total	10005	14276	41133	43030	

*Estimate of the Ministry of Social Justice & Empowerment

\$ - Since the formation of 3 New States namely Jharkhand, Chhattisgarh and Uttranchal wherein PTGs are also distributed the number of States is now increased from 15 to 18

S.N States/UTs		No. of Tribes	Name of Tribe	Population in			
(1)	(2)			(3)	(4)	1961	1971
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
5. Kerala	5	29. Cholanaikayan		-	306	234	360
		30. Kadar		-	1120	1503	1521
		31. Kattunayakan		-	5565	8803	11001
		32. Koraga		-	1200	1098	1300
		33. Kurumba		-	1319	1283	1267
		Total				9510	12921
6. Madhya Pradesh	7	34. Abujh Maria		11115	13000	15500	17016
		35. Baiga		-	6194	120387	134357
		36. Bharia		-	1589	1614	2012
		37. Birhor		513	738	561	925
		38. Hill Korwa		23606	67000	19041	27109
		39. Kamar		-	13600	13500	13110
		40. Sahariya		174320	207174	260816	417171
		Total			209554	309295	431419
7. Maharashtra	3	41. Katkari/Kathodi		-	146785	174602	-
		42. Kolam		-	56061	118073	-
		43. Maria Gond		-	53400	66750	-
		Total			256246	359425	-
8. Manipur	1	44. Maram Naga		-	5123	14524	-
9. Orissa	13	45. Chuktia Bhunjia		-	-	-	1579
		46. Birhor		-	248	142	-
		47. Bondo		-	3870	4431	5050
		48. Didayi		-	3055	3654	5990
		49. Dongria-Khond		-	2676	6067	7666
		50. Juang		-	3181	2834	5774
		51. Kharia		-	1259	1259	1438
		52. Kutia Khond		-	3016	4735	6479
		53. Lanjia Saura		-	4223	8421	10644
		54. Lodha		-	1598	1598	2052
		55. Mankirdia		-	133	133	130
56. Paudi Bhuyan		-	4424	8872	10926		
57. Saura		-	2845	2917	3420		
Total				30528	45063	61148	
10. Rajasthan	1	58. Seharia		23125	26796	39808	-

*Estimate of the Ministry of Social Justice & Empowerment

S.N States/UTs	No. of Tribes	Name of Tribe	Population in				
			1961	1971	1981	1991*	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
11. Tamil Nadu	6	59. Irular		79835	89025	4354	
		60. Kattunayakan		6459	5042	363883	-
		61. Kota		833	1188	604	-
		62. Kurumba		1174	2754	105757	-
		63. Paniyan		4779	6093	6393	-
		64. Toda		714	930	875	-
		Total		93794	105032	481866	30000
12. Tripura	1	65. Riang		56597	64722	84004	-
13. Uttar Pradesh	2	66. Buksa		-	-	34198	42027
		67. Raji		-	-	371	494
		Total				34569	42521
14. West Bengal	3	68. Birhor		-	-	154	-
		69. Lodha		-	45906	-	-
		70. Toto		-	-	675	-
		Total			45906	829	
15. A & N Islands	5	71. Great Andamanese		-	-	28	28
		72. Jarawa		-	-	200	200
		73. Onge		-	-	102	98
		74. Sentinelese		-	-	80	100
		75. Shom Pen		71	212	214	135
		Total		71	212	214	561
All India	75	Grand Total		773704	1403174	2124472	1361001

* Estimate of the Ministry of Social Justice & Empowerment

Note: The figures given for Madhya Pradesh in 1991 is as per Survey conducted in 1992-93

Source : 1) Census of India, 1961, 1971 & 1981

2) Ministry of Social Justice & Empowerment and Ministry of Tribal Affairs.