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TRIBAL DEVELOPMENT IN THE FIFTH PLAN

Some Basic Policy Papers

Vol. I



MINISTRY OF HOME AFFAIRS
GOVERNMENT OF INDIA

PREFACE

In pursuance of the special responsibility, which the Indian Constitution enjoins on the State, the first systematic effort for the development of tribal areas was initiated in 1955 in the form of Special Multi-Purpose Tribal Development Blocks. A modified version of this programme was taken up on a larger scale during the Second Five Year Plan when the Tribal Development Blocks were started. This programme was further expanded during the Third Five Year Plan and all areas with more than two-third tribal concentration were covered by the end of this period. About 38% of the total tribal population of the country spread over 504 Tribal Development Blocks was covered. Although it was agreed in principle to extend the programme to all those areas which had more than 50% tribal population, it was not possible to do so during the Fourth Plan. The developmental effort in the then existing Tribal Development Blocks was consolidated by extending the period of their operation. The area coverage, therefore, remained practically unchanged upto the end of the Fourth Plan. In the meantime, this programme was reviewed on a number of occasions, notably by a Study Team appointed by the Planning Commission under the Chairmanship of Shri Shilu Ao. It was felt that the Tribal Development Block was too small a unit for planning and execution of long term developmental programmes. It was also found that the developmental effort from the general sector programmes was not adequate in these areas, particularly in the context of their comparatively lower economic base. It was, therefore, decided to evolve a new strategy for the development of tribal areas.

The first comprehensive study in this series was taken up by an informal Expert Committee on Tribal Development appointed by the Education Minister. The Committee went into the entire question. The Committee *inter alia* suggested, (a) precise definition of the total developmental effort at the national level; (b) an integrated area plan at an appropriate level comprising all developmental inputs with focus on the problem of the tribal communities; and (c) a suitable simple administrative and personnel structure within the comprehension of the people. In the meantime, the Planning Commission also appointed a Task Force on Development of Backward Classes which considered the problem in its numerous facets. The Task Force appointed a number of working groups, notably the one on Personnel Policies. The Task Force suggested a three-tier developmental structure at micro, meso and macro levels. The meso unit was suggested to be the main building block of this strategy. Area development and tribal development were to be suitably intermeshed in an integrated developmental programme. The strategy becomes clearer in the report of the Task Force and the various aspects needing special attention came into greater focus. The strategy clearly spells out the problem of tribal development into two parts: (a) that of areas having more than 50% tribal concentration and the scheduled areas; and (b) that of areas with dispersed tribal population. Besides these two broad categories, primitive tribal communities at pre-agricultural level of technology were identified as a special group.

The strategy for areas of tribal concentration culminated in the concept of a sub-plan for these areas. For this purpose the States and Union Territories have been grouped into 3 categories viz:

(i) States and Union Territories having more than 50% tribal population—Meghalaya, Nagaland, Arunachal Pradesh, Dadra & Nagar Haveli, L. M. & A. Islands.

(ii) States and Union Territories having large tribal population—Andhra Pradesh, Assam, Bihar, Gujarat, Himachal Pradesh, Madhya Pradesh, Maharashtra, Manipur, Orissa, Rajasthan and Tripura.

(iii) States and Union Territories having scattered tribal population i.e. Kerala, Mysore, Tamil Nadu, U.P., West Bengal, A. & N. Islands, Goa, Daman & Diu.

The State Plans of States/Union Territories in category (i) are really Tribal Development Plans and, therefore, no sub-plan has been considered necessary in their case. The Planning Commission requested other States, with some exceptions, to prepare sub-plans. A very broad frame of reference has been provided for the sub-plans in the note of the Planning Commission. The sub-plans are expected to (i) identify the resources for the sub-plan area; (ii) prepare a broad policy frame for the development of tribal areas and (iii) define a suitable administrative strategy for its implementation.

The sub-plan area in each State is to be divided into viable project areas taking into consideration administrative boundaries, topography, level of economic development, ethnic composition, natural resources and potential for development. For each of the units so defined, an Integrated Tribal Development Project with reference to the problems of that area is to be formulated within the policy frame provided by the sub-plan. A note on Project formulation spells out the various issues which may need special attention. It is expected that it will take about two years for the preparation of Integrated Tribal Development Projects. In some States the project formulation may spill over even to the year 1976-77. Policy frame, with reference to a number of aspects affecting the welfare and development of tribal communities, is currently on the anvil. Considerable progress has been made relating to the formulation of personnel policy and excise policy. The relevant papers, therefore, have been included in this volume.

The compilation of basic policy documents in the present volume aims at providing, at one place, all the relevant papers which give an insight in the process of evolution of the new strategy for Tribal Development on a long term basis. The project formulation exercise is not a once and for all exercise. It is the beginning of systematic delineation of areas of planning and execution, identification of problems and formulation of programmes with reference to the local problems. The most important feature in the new strategy is that it recognises that there is no uniform solution to the variety of problems facing the tribal areas and communities which are at different levels of socio-economic development. There cannot be any easy formulae. However, certain common features also cannot be missed which will need immediate attention though solutions will depend on the local situation. Elimination of exploitation is highest on the agenda. The Integrated Tribal Development Project will be a continuous effort for understanding the local situation, evolving suitable programmes, their effective implementation and a constant appraisal of the results on the touch-stone of their impact on the well-being of the most deprived sections in the community.

These papers and succeeding volumes may help in conveying essential elements of the new strategy to all those who are responsible for planning and execution of these programmes at the grass roots.

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I

A NOTE ON THE PREPARATION OF SUB-PLANS FOR TRIBAL REGIONS WITHIN THE STATE PLAN

Guide-lines issued by the Planning Commission

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INTRODUCTION

OBJECTIVES AND STRATEGY

PREPARATION OF SUB-PLANS

DATA BASE FOR THE SUB-PLAN

INTRODUCTION

The tribal situation in the country presents a varied picture. Some areas have high tribal concentration, while in other areas the tribal people form only a small proportion of the total population. There are some tribal groups which are still at the food-gathering stage; some others practice shifting cultivation; yet others may be persuing primitive forms of agriculture. Some areas are still inaccessible, while in others modern industry has created a crisis situation in the primitive life. The programmes for the welfare and development of the tribal people so far have had a limited coverage. Tribal development blocks have been started in areas with more than $\frac{2}{3}$rd tribal concentration. These programmes, in practice, became too rigid although varying conditions demanded different approaches to their problems. The T.D. Block area also proved to be too small a unit for large investments in infra-structures, economic development and social services.

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

3. Although the entire tribal population will be covered under the above two categories, certain extremely backward isolated smaller groups facing problem of their very survival will have to be treated as special category both within the areas of tribal concentration and outside and special group-oriented programmes may be formulated for them.

4. The region of tribal concentration, or the sub-Plan area, in each State will comprise a number of viable project areas. For each project, an intergated area development programme, focussing attention on the specific problems of the area and the people in that region, will have to be formulated. Preparation of sub-plan and project formulation will be two distinct exercises although preliminary steps for preparation of projects will have to be taken concurrently.

OBJECTIVES AND STRATEGY

5. The long term objectives of the sub-plan are :

(i) to narrow the gap between the levels of development of tribal and other areas; and

(ii) to improve the quality of life of the tribal communities.

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

6. A general strategy to achieve these objectives will have to be evolved in the sub-plan keeping in view the special problems of the tribal region in each State. Entire legal, administrative and institutional frame as also inter-sectoral and intra-sectoral priorities may need to be reviewed keeping the primary focus on the welfare and development of the people. In some cases it will be necessary to take suitable steps with a view to gain the confidence of the tribal communities so that there is a positive response to the renewed effort. The strategy will have to keep in view the constraint of resources in relation to the immense task to be performed. Full utilisation of the existing investments under different heads should be ensured and treated as the starting point of the new plan efforts. Some of the elements of this strategy will be as follows:

Prevention of Exploitation

7. No developmental activity for benefiting the tribal population will succeed unless expolitation in various forms is prevented. Integrated credit-cum-marketing services covering marketing of agricultural and minor forest produce, supply of inputs and essential consumer commodities, credit for production purposes as also for consumption and social needs etc. will have to be set up. Redemption of past debts through legislative and executive measures will have to be taken up. Suitable measures may also be considered for dealing with the resultant liability. Programmes for prevention of land alienation, restoration of lands already alienated, termination of practices like bonded labour, solution of the problems created in the zones of influence of modern industrial areas and review of excise and forest policies will need special attention.

Development of Tribal Economy

8. Tribals, by and large, depend on agriculture and forests for their livelihood. Hence development of agriculture will be given the highest priority. The most important components for development of agriculture are land ownership and its development, provision of irrigation and improved methods of cultivation. Completion of land records will have to be given a high priority. Shifting cultivators, forest villagers and forest labourers should get special attention.

Generation of Employment Opportunities

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

Provision of Basic Infra-structure

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

Special Groups and Problems

11. As the sub-plan will focus its attention on the welfare and development of the people, special attention will have to be given to areas and groups facing special problems. These will include primitive tribal groups in extremely backward pockets, shifting cultivators and tribals affected by major projects. Those communities, which have not received the benefits of development so far and are more backward amongst the tribal communities themselves, will need to be identified. The names of tribes so identified may be given along with other necessary particulars indicating clearly the criteria adopted for the purpose. Special assistance may be provided for such groups.

PREPARATION OF SUB-PLANS

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

(i) Identification and demarcation of areas of tribal concentration;

(ii) Identification of socio-cultural barriers and promoters of change and development;

(iii) Assessment of potentialities, special problems and felt needs of the tribal areas;

(iv) Assessing the resource availability for the sub-plans;

(v) Formulation of sectoral programmes; and

(vi) Devising a suitable administrative set-up.

(ii) *Identification and Demarcation of Areas of Tribal Concentration*

13. As a first step towards preparation of area based programmes, it will be necessary to identify taluks/tehsils, blocks with 50 per cent tribal concentration in addition to the scheduled areas. From these, suitable planning areas will have to be carved out at macro, meso and micro levels. These may be delineated keeping in view various considerations such as natural resources, physical features, level of development of the tribes inhabiting the region and other socio-economic considerations to suit the planning functions at these levels. To the extent possible, the existing administrative boundaries should be taken into consideration for the purpose of demarcating these areas. For instance, if it is possible to constitute macro areas in a manner in which they conveniently fall into separate revenue divisions, they could be so demarcated. Micro areas could normally coincide with development blocks. Meso areas could be co-terminus with districts/sub-divisions/tehsils.

14. The planning functions at the macro level will include overall planning and detailed project formulation for rural electrification, major and medium irrigation projects, arterial roads, apex cooperative organisations, processing industries etc. At the micro level, planning for social services, minimum needs programme, minor irrigation, agricultural extension and household industries could be undertaken. However, there need not be any rigidity about the carving out of these areas and when conditions so justify many of the planning functions envisaged at the macro level could be performed at the meso level.

(ii) *Identification of Socio-Cultural Barriers and Promoters of Change and Development*

15. For realistic formulation of a development plan, a clear understanding of the socio-cultural factors which might impede or accelerate the processes of change will be essential. Basic information on the various facets of the economic and social life of the tribal region, therefore, will be necessary for this purpose. A clear picture of the following aspects will be useful :

(a) the socio-cultural characteristics of the tribal communities;

(b) nature of the physio-geographical conditions;

(c) level of development of tribal area in general and of the tribal people in particular;

(d) the pattern and practice pertaining to various production activities of the tribal and non-tribal people

(e) pattern of ownership of means of production; and

(f) legal frame-work particularly in respect of land ownership, land tenure and transfer.

It will be necessary to identify the problems of the people arising from their unpreparedness to adapt to the sophisticated administrative structures, procedures or legislative frame-work. The problems of modernisation of the economy and their impact on the social, cultural and economic life of the tribal community should be clearly brought out.

(iii) *Assessment of Potentialities, Special Problems and Felt Needs of The Tribal Area.*

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

(iv) *Assessing The Resource Availability For The Sub-Plan*

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

(a) State Plan outlays;

(b) Sectoral outlays in the Central Ministries for tribal areas;

(c) Special central sector allocation for tribal areas; and

(d) Institutional finance.

18. The basic frame for the economic development of these areas will be provided by the share in the allocation of State Plan, the outlays from other sources being additive and supplemental. The quantum of outlay in the State Plan for these areas should be arrived at keeping in view (a) total population; (b) the geographical area;(c) the comparative level of development; and (d) the state of social services.The State Plan outlays will comprise a divisible and a non-divisible portion. Those investments whose benefit does not confine to any specific region will constitute the non-divisible portion. Within the divisible pool, which it is hoped will be as large as possible, a weightage should be given to the tribal areas depending on the level of social and economic development. The investments in the non-divisible portion should also be generally reviewed to ensure accrual of due benefits to the tribal regions. The flow of institutional finance will have to be determined keeping in view the total ceiling for the State and special problems, if any, in inducing its flow to the tribal region. The States may by now have a rough idea about the central sector programmes. The likely flow of benefits from these programmes to the tribal areas should be quantified. The special allocation for the tribal sub-plan from the central sector will attempt to supplement the total resources which can be mobilised by the State Plans, Central Ministries and the financing institutions. The reliance on this source will have to be kept at the minimum. The exact amount, however, can be arrived at only after a reasonable sub-plan is presented by the States maximising their own effort and keeping in view the general constraint on resources.

(v) *Formulation of Programmes*

19. While detailed programmes will have to be formulated at the project level, which will be a separate exercise, the sub-plan will have to be spelled out in detail giving inter-sectoral and intra-sectoral priorities and the phasing of developmental effort. As the development of the people has to be the central point of attention of the sub-plan, these priorities will have to be worked out keeping in view their effect on the economic conditions of the tribal people. The sub-plan must attempt in broad terms answers of the main issues facing the tribal communities in these areas and the problems of special groups mentioned earlier. It is at this level that a basic policy frame will have to be evolved which could be at variance from the general approach in the sectoral programmes. In many cases it may be necessary to look at the problem unfettered by the existing formal, procedural or the legal frame. The final course may be defined only after fully examining the impact of all the factors on the tribal life. The State may bring up these issues, where necessary, to the Union Government level so that they can be considered at the highest level before anything is allowed to stand in the way of fast development of these people.

20. Each sectoral authority should specially review all its programmes with a view to adapt them or evolve special programmes where necessary keeping in view the special conditions of the tribal areas. This will be the most important exercise and, therefore, should be done in consultation with the State Planning Department and the Tribal Welfare Department. The sub-plan should reflect the process of review undertaken to arrive at the final form of individual programmes. Mechanism for continuous evaluation and monitoring should be evolved so that progress can be assessed and correctives applied without any time lag.

21. Some of the points which will need special attention in various sectoral programmes are given below:

(*a*) *Agriculture and allied activities*

22. In the first instance, the various reasons which have stood in the way of development of tribal agricultural economy should be identified. The programmes should be so formulated that they benefit the common man, particularly the weakest group, are quick yielding and are easily assimilable by the average tribal. A special effort will have to be made in minor and medium irrigation. Land development and reclamation, specially with labour intensive methods, may be planned on a massive scale. Programmes for animal husbandry, dairying, piggery and poultry, alongwith adequate arrangements for marketing, will have to be formulated.

23. The problem of shifting cultivators should be fully assessed. The present approach of prohibiting shifting cultivation by executives orders should give way to attending to all aspects of their economic and social life. A substantial coverage during the Fifth Five Year Plan should be envisaged.

24. Credit and marketing have to be restructured with a view to provide all credit needs, including loans for production and non-production purposes and for social needs, marketing of agricultural and minor forest produce, supply of inputs and consumer commodities. Measures for ensuring adequate return for the produce of the tribals should be devised. All these services should, as far as possible, be available at one point.

25. As the communication gap is a major problem of agricultural extension in tribal areas, special training programmes for young farmers will have to be devised. Agricultural extension agency will need to be specially restructured and strengthened. Special programmes of agricultural research, particularly in minor millets and other crops of tribal areas, will have to be formulated. A time-bound programme for preparation of land records should be formulated as a basic infra-structure for agricultural development programme.

26. While preparing forestry pogrammes, it must be ensured that the forest dwellers become a partner in the benefits accruing from the development of the forest resources. In forest rich regions a forest based economy could be visualised, agriculture becoming a secondary activity. Land could be allotted on limited ownership right basis for this purpose. The problem of forest villages should be specially identified. Special programmes for the forest villagers and forest labourers should be formulated. Suitable arrangement for scientific management of forests standing on private or communal holdings in the tribal areas should be made.

(*b*) *Irrigation and power*

27. A review of the total irrigation potential available should be attempted in respect of the flow irrigation, lift irrigation from surface water resources and the availability of ground water. *Inter-se* priorities for developing different sources should be worked out for the next five years. Special attention should be given to the traditional methods of irrigation in the tribal areas and it should be ensured that these sources of irrigation are maintained. The resistance of tribals to use irrigation facilities should be specially studied. The structure of water rates should be specially devised particularly for the most backward areas.

28. Rural electrification programme should be planned with a view to exploit the developmental potential of the region. Lift irrigation programmes and rural electrification should go hand in hand. Similarly programmes of small scale industries, house-hold industries and rural electification should be planned in consonance with each other.

(c) *Small Scale and House-Hold Industries*

29. The special problems of those artisans, who are adversely affected by the opening up of these areas and consequent competition from machine made goods, should be identified and suitable programmes for them should be formulated. Endeavour should also be made that industrial activity is so planned that the local raw materials are exported to the extent possible in semi-processed forms.

(d) *Heavy Industries and Mining*

30. Many of the tribal areas are growing fast industrially. Past experience reveals that adequate benefits from these projects have not flown to the tribals. All areas where medium and major industries have been established or are likely to be established in the next 5 or 10 years should be identified and suitable programmes for the tribals affected by such projects should be formulated.

(e) *Minimum Needs and Allied Sectoral Programmes*

31. Under the Minimum Needs Programme, priority should be given to the tribal areas. For this purpose general norms will have to be relaxed. The quantum of people's participation may be varied wherever necessary. Some of the points which will need special attention are discussed below:

(i) *Communication*:—The first task in tribal areas is to connect the important markets and growth centres with the state and district roads within the next plan period. The sub-plan should clearly outline the policy for phasing of the rural roads programme on a functional basis. The first requirement will be to make the markets and growth centres approachable by jeeps during the rainy season within the first year or two. The strategy of road construction therefore will have to be considerably different from that for the general developed areas.

(ii) *Education*:—The targets for primary, middle and high school levels should be worked out on a realistic basis. The weak points in the educational structure should be identified and a package programme approach should be developed. Areas which are most sparsely populated and cannot support normal schools should be delineated and Ashram Schools network should be planned for these areas. In other less sparsely populated areas, the norms for supporting facilities like hostels should be worked out. Suitable programme of scholarships, stipends, free text books, etc. have to be formulated with a view to achieve the targets fixed. In some of the more backward areas assistance on a universal basis may be necessary at the elementary school level. Preparation of text books in tribal dialects should be a priority programme. Special citizen education programmes for communities extremely low on the literacy scale may be formulated to bring them to a minimum acceptable level by the end of the Fifth Plan. While planning school buildings, laboratories, teachers quarters etc. the scarcity of modern building materials and their unsuitability in the more backward areas must be kept in view. Use of local materials has to be encouraged and specifications varied accordingly.

(iii) *Health Services*:—The geographical spread and extent of benefit of the existing health facilities should be reviewed. The strategy for extension of health facilities during the Fifth Five Year Plan should be spelt out with a view to a better geographical distribution of the curative centres, adequate provision of medicines, programme for tackling special health problems of the tribal areas including eradication of communicable diseases. As in other areas, for maximising the programme impact, it will be necessary to integrate the health programmes with programmes of family planning and nutrition. Special institutional frame like mobile dispensaries or task forces should be developed wherever necessary.

(iv) *Rural Water Supply*:— The problem of water supply in tribal areas will have to be specially examined in the context of dispersed population and small size of the hamlets. The availability of water to each hamlet should, as far as possible, be ensured by the end of the Fifth Five Year Plan.

(f) *Core Programmes*

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

(i) Credit and marketing including regulation of tribal markets and money lending;

(ii) Preparation of land records including restoration of land alienated;

(iii) Crop husbandry, agricultural extension, training of farmers and horticulture;

(iv) Minor and medium irrigation programmes;

(v) Forest based programmes, problems of forest villagers and forest labourers;

(vi) The problem of special groups including shifting cultivators, extremely backward communities and those affected by major projects;

(vii) Primary road net work linking important markets and growth centres;

(viii) Problems of tribal artisans facing competition from organised sector;

(ix) Elementary education including citizen education;

(x) Rationalisation of administrative structure and personnel policies;

(xi) Strengthening of traditional panchayats and voluntary organisations; and

(xii) Techno-economic survey and evaluation studies.

(vi) *Devising a Suitable Administrative Set-up*

33. Due to the variety of physical and institutional conditions in different States, it will not be possible to indicate a common pattern of administrative organisation for the implementation of sub-plans. However, in evolving suitable administrative set-ups for the tribal areas, the States will, no doubt, fully take into account the local conditions and utilise the existing administrative structure and other institutions. In the first instance, it will be necessary to review the working of the various organisations in these regions and their inter-relationships. The administrative and institutional gaps will have to be identified and necessary corrective measures will have to be undertaken. Multiplicity of agencies has resulted in diffusion of responsibility, inadequate control, lack of coordination and, from the people's angle, difficulty in identifying the officials concerned with specific programmes. The pattern of administrative organisation will have to be worked out in detail for achieving functional coornidation and efficiency. Delegation of authority, specificity of responsibility and adequate flexibility should be built into the system so as to enable the implementing authority to effect changes in the on-going programmes on the basis of concurrent evaluation.

34. It will be necessary to keep in view the fact that at this stage of development, protective and developmental functions cannot be distinguished in the tribal areas particularly in view of the fact that in the new strategy elimination of exploitation has been accorded the highest priority.

35. For associating the tribal leaders and voluntary agencies with the programme formulation and implementation, Advisory Committees might be constituted at appropriate levels. These Committees could include tribal leaders, people's representatives, representative of voluntary organisations and other local institutions.

36. In view of the difficult conditions in the tribal areas personnel policies will need reformation. It will be essential for raising the level of administration of these areas. Special incentives such as educational allowances and accommodation will have to be provided. Services rendered in tribal areas should be specially recognised. Mechanism for periodical review of these policies at different levels should be clearly worked out.

37. The sub-plan should spell out clearly the general approach of the State regarding administrative reorganisation and personnel policies in the tribal areas.

DATA BASE FOR THE SUB-PLAN

38. As the sub-plan preparation is being done for the first time, there may be some initial difficulties in obtaining certain data particularly at the block level. However, much of the information is available at the tehsil level which will generally comprise a tribal development project area at the meso level. The number of isolated blocks will be extremely limited which could be ignored for which rough estimates could be used as a first order approximation. Attempt has to be made to prepare the sub-plan with the data readily available or can be made available within the time-limit. Steps may, however, simultaneously be taken to collect data for project formulation.

39. A set of tables is given in the annexures which will provide the minimum data-base for the sub-plan. States may add more relevant information if readily available. In the tables the present position in relation to each sectoral activity is sought to be identified at the tehsil/district level which when arranged systematically would present the position at the Meso or Macro level. In many States macro area will be the total tribal region, hence the presentation will generally need to be attempted at the meso level. The targets for the Fifth Plan, however, are sought for the sub-plan area as a whole because their break-up at the meso level will have to be done with great caution when the sub-plan size is finalised and more information has been collected at that level. The process of project formulation, however, need not await this exercise because much preliminary field work will be required for project preparation. Financial outlay will be a constraint but more important constraints are in the field of personnel, institutional frame and identification and formulation of programmes answering the specific needs of the area and the people.

40. Project preparation may be planned as a phased programme. At least one project per macro-region should be finalised during 1973-74 itself so that it can be started with the inauguration of the Fifth Plan. The rest of the project areas could be treated as shadow projects for one year i.e. 1974-75 and detailed projects could be prepared during that period so that the transitional stage is over quickly. The areas with higher tribal concentration should generally precede those with lower concentration in the programme* of project formulation.

**Note*: The programme of project formulation was reviewed in a seminar held in Delhi in April, 1974, when it was decided that the project formulation may be spread over two years, ie, 1974-75 & 1975-76. In some bigger States some projects may spill over to 1976-77 as well.

II

A NOTE ON THE PREPARATION OF INTEGRATED TRIBAL DEVELOPMENT PROJECTS

Guide-lines issued by the Ministry of Home Affairs

CONTENTS

INTRODUCTION.

SELECTION OF PROJECT AREA AND ITS GEOGRAPHICAL BOUNDARIES.

PRELIMINARY STEPS.

1. INTRODUCTION

1. The Fifth Five Year Plan envisages preparation of sub-plans for areas of tribal concentration. The Planning Commission have given some suggestions regarding the preparation of sub-plans for these regions in a note circulated by them early in December, 1973. The sub-plans are to be presented to the Planning Commission by the middle of January 1974. The note of the Planning Commission envisages that "the sub-plan area in each State will comprise a number of viable project areas. For each project an integrated area development programme focussing attention on the specific problems of the area and the people in that region will have to be formulated. Preparation of sub-plan and project formulation will be two distinct exercises, although preliminary steps for preparation of projects will have to be taken concurrently."

2. SELECTION OF PROJECT AREA AND ITS GEOGRAPHICAL BOUNDARIES

2. The first exercise which the States may have done is the demarcation of tribal areas and project areas. This demarcation will be tentative till such time as it is agreed to by the Government of India. However, the guidelines for carving out these areas are quite clear and difference of opinion may arise only in marginal cases needing a discussion for inclusion or exclusion of a specific area. Since areas having highest tribal concentration have to be taken up first for the purposes of project formulation there cannot be any difference of opinion about the areas chosen for the first few projects. Therefore, preparation of one project in each macro-region can be taken up straightaway with certainty.

3. A tentative demarcation of the project areas and macro areas will have been made by the State Government in the sub-plans. These regions generally will not intersect the existing administrative boundaries. The existing block will be lowest unit of administration wihtout the present schematic budget. A second look at the boundaries of these blocks, however, may be necessary in some cases when detailed project formulation is taken up. In some cases the block boundaries were drawn in early 60s. Many of the T.D. Block areas were not opened up at that time. New communication network may since have developed as a result of establishment of new townships and industrial undertakings or starting of some other modern economic activity. In this process perhaps the problems of hinterland may have gone unattended. It may be possible to reconstruct a balanced regional picture through development of a new communications network within the given administrative boundaries. But in some cases, the changes resulting from the new activity may have been so far reaching that the earlier configuration might have lost its meaning and the boundaries of this lowest unit of administration may be required to be redrawn. As we stand today on a new watershed, such a change should not be ruled out and a review may be undertaken by the State Governments, wherever necessary.

4. While delineating the project area it will be necessary to take into account the physical features, the level of development of different tribal communities and the natural resources of the area. As far as possible, people at widely different levels of development should not be included in the same project. Physical features are extremely important and this opportunity could be used to rationalise the existing anomalies in the administrative boundaries also, if any.

Policy Frame

5. The State sub-plan will define the general strategy for achieving the basic objectives in tribal area as a whole. The legal, administrative and institutional frame as also inter-sectoral and intra-sectoral priorities are expected to be reviewed in the sub-plan keeping the primary focus on the welfare and development of the people. However, that review will be in the nature of general enunciation and broad acceptance of a policy frame. The touch-stone of this frame will be its articulation in terms of concrete programmes and administrative action according to a well-drawn time schedule at the project level.

6. As we reach the project area, which will be the operational level for the purposes of planning and execution, the problem of the tribal people in that region must be presented in full relief. The special problems of the project area will have to be identified. It will not be sufficient to state these problems in general terms. Whatever information, documented or oral, is available on each aspect has to be put at one place. Thus, preparation of projects will be a rather detailed exercise and will require some more data base than stipulated for the sub-plan.

Special Sub-Regions

7. If in the project area there are certain clear distinctions between the levels of development of different blocks, or parts thereof, or between different tribal communities this should be clearly stated. Some special groups or areas within the project may require a distinct approach for their development. Four specific points may arise, viz. (i) a distinct economic level of a group, (ii) a special problem, (iii) emergence of a new economic activity in the region, and (iv) a distinct resource configuration. The following will be illustrative special groups/areas:

(a) Isolated small groups living at pre-agricultural level of technology;
(b) Zones of influence of a big mining or industrial enterprise;
(c) Hinterland of a big urban-centre; and
(d) A sparsely populated forest sub-region.

8. Some regions may have a mixed character which could be a class by themselves. These are just illustrative. It may be useful to carve out these areas as special sub-regions in the project area for special attention.

Linkages with other Areas

9. It will also be necessary here to identify the linkages of the local economy with the surrounding regions so that attention may be given to their implications for socio-economic development in project formulation. For example, the people in a particular region may be depending on a neighbouring region for seasonal labour in agriculture or forestry. Similarly, the undifferentiated tribal society in an area may be depending on some skills like, say, brick laying, of people in an other region. Unless this interdependence is clearly identified, programme formulation may not be realistic and some critical areas may be left uncovered.

3. PRELIMINARY STEPS

10. In some areas it may be necessary to take suitable steps with a view to gain the confidence of the tribal communities so that there is a positive response to the new effort. For example, there may be complaints of non-receipt of loans or non-adjustment of accounts even though the tribal may have actually paid back the loan. The terms and conditions of some programmes may not have been clearly stated in an anxiety to push up the programme which may have resulted in an unknown liability. Similarly, the tribal may have unknowingly incurred some legal liability as a result of some contract which was not of his voluntary seeking or whose terms were never explained to him. These minor odd items may be fresh in their memory and so long as they persist any new effort will be suspect. It will be necessary that these points are carefully noted and remedial measures to clean the slate are incorporated in the project report. No constructive liability should remain with the tribals and they should be explained the circumstances leading to the situation. This will be the best starting point of the project.

11. The developmental effort in tribal areas, in many cases, has been uncoordinated. There is over-lapping of organizational and personnel structure in a number of fields. Many a facility provided on a model evolved for the State may remain unutilised; even buildings may have remained vacant for long time. For example, in many backward tribal areas the indoor facilities provided with the Primary Health Centres remain unutilised. In some areas a building constructed for one purpose may have remained unused because the programme may have changed in character. It will, therefore, be necessary to take stock of the existing buildings and institutions in the project area irrespective of the fact whether they belong to a government department, an autonomous or cooperative institution. A realistic appraisal should be made about their actual use. In case they are not being put to full use their alternative use in the new frame should be examined. The State Governments may reach a working arrangement with all authorities and the technical issues regarding the ownership etc. could be deferred to a later date and full utilization of all buildings in the project area must begin immediately.

12. Similarly, the total number of personnel working under various organizations, government, semi-government and cooperative, may be assessed in the first instance. This exercise should give the exact amount of slack and under-utilised manpower available in the region. It is important to note that formal job-descriptions may not correspond with the actual situation in the field. It will be necessary that the work load is examined in the actual field conditions and rationalised so as to ensure full utilisation of available manpower before augmenting the strength of personnel in any region. Attention is invited to the recommendations of the Working Group on Personnel Policy which has recommended that in tribal areas finer specialization is not necessary in many fields; broad-based structures are required which can attend to the simpler needs covering a wide spectrum.

Identification of the Central Problem & Core Sector of Development

13. It will be necessary to identify (i) the central problems of the region and (2) the core sector of development with reference to the resource potential of the region. These two aspects are complementary in nature and basic to the project formulation.

Central Problems of the Region

14. In the wake of opening up of the tribal regions, numerous processes appear to be working to the disadvantage of the tribal economy. Exploitation is usually getting intensified and, therefore, its nature should be clearly understood. That is why, in the new approach, prevention of exploitation has been given the highest priority. The project, therefore, must lay bare all the practices which may be leading to exploitation or situation nearing exploitation. The more important aspects needing special attention are:

(a) Land alienation;
(b) Bonded labour;
(c) Indebtedness;
(d) Sale of agricultural and minor forest produce; and
(e) Supply of essential consumer commodities.

15. It will be necessary that all available information on these issues, whether documented or oral, is incorporated in the project report. Wherever information is wanting, the fact may be noted for further investigation after the project formally starts. The project will have to be kept flexible to enable any changes in the programme when the nature of these problems becomes clear and a possible solution evolved. The project, therefore, should have a dynamic model with provision for concurrent adaptation as more light is thrown on various issues.

Land Alienation

16. There are quite a few laws prohibiting transfer of land from tribals to non-tribals, or sometimes banning all transfers unless permitted by an appropriate authority. Some authorities could, however, use the discretion in such a way as to have the effect of nullifying the legal provisions. The criteria for according such permission followed in the region may be noted so that the real impact of legislation could be assessed.

17. There may also be some other practices which may have the effect of circumventing the law, such as, (a) benami transactions in the name of servants who may be tribals; (b) transfer or actual possession of land without any paper record; (c) owner himself cultivating the land as a crop-sharer in lieu of loan; or (d) transfers in the name of concubines who may have been enticed for facilitating the transfer and ownership of property. It will be necessary that one or more of these subterfuges are clearly identified in the report. Unless the disease is diagnosed no solution can be expected and solution of these problems has to be ensured whatever the difficulty.

18. Some of the other problems with reference to ownership of land, which may be noted, are:—

(a) Unrecorded sub-tenancy on the lands of absentee landlords and ex-zamindars;
(b) Cultivation of revenue lands for long without patta; and
(c) Cultivation of forest land without any formal record of rights.

19. The next question will be to examine the present state of land records. In some cases the lands may not have been surveyed at all; or the survey may have been only partial and based on eye-estimates; in other cases the survey may be very old and the actual situation in the field may be considerably different from the position on the record. There may also be large arrears of mutations; land may be continuing in the name of ancestors. Here, it will be necessary to understand special features of local customs, if any, in relation to the ownership of land, inadequate appreciation of the local situation could lead to considerable hardship. For example, in some cases the land may be recorded in the name of the head of a village while in actual practice according to the local custom each family may be entitled to an identified piece of land. The head of the village may be collecting the share of revenue from each cultivator. In this situation if the ownership were to be decided on the basis of record the entire village would legally be dispossessed of the land all of a sudden and a big zamindar would emerge where there was none. In certain areas, the community may recognise only limited ownership right, i.e., the individual may have the right to cultivate the land but may have no right to transfer it. The community may be exercising the right to allot the land to any other member of the group if the individual migrates to another village. The land laws in the country generally have been framed with reference to settled situation and presume contractual ownership. They may, however, be unsuited to a situation where the tribal community may not have finally settled and has not yet appreciated the value of land as property. In the transitional phase it will be necessary to recognise these variations so that the community is not suddenly faced with the tightening of the legal frame which it does not know.

Bonded Labour

20. Even though the practice of bondage in labour may have been abolished by law it may still be in vogue in some areas in one form or another. The practice as it obtains in an area should be recorded.

Bondage means servant-master relationship for an indefinite period on the basis of money advanced. It may not be possible to assess the total problem immediately. A survey may, therefore, be initiated so that adequate measures can be taken at a later stage to eradicate it in all forms by the end of the Fifth Plan.

Marketing

21. There are numerous malpractices in the marketing of agricultural and minor forest produce, which will need to be documented. In many areas advance sale of crops at prices 50% or even 25% of the market price is prevalent. Support price operations of government may extend to regulated mandies only which are very few. The effective level for influencing the market price of agricultural and minor forest produce and ensuring minimum price, therefore, needs to be clearly identified. In most cases, support price will have to be ensured at weekly market level. The local practice of sale of commodities in these markets may be noted and measures necessary for effective implementation of price support policy may be worked out.

22. The actual marketable surplus in various agricultural commodities in the region may be broadly assessed. It may be that the most important cash crop of the region may be a minor crop of the State and may not be considered important enough for support price. It will be necessary to identify these commodities, particularly the unconventional ones, so that adequate measures to ensure minimum price could be taken.

23. Similar examination will be necessary in respect of minor forest produce. The mere fact that the forest department or some other government or semi-government organization is making purchase should not be considered as a sufficient proof of remunerative price being paid to the tribal. There may be a vast difference between the purchase price and market price, the margin being claimed by the organisation or the government, even when support price is declared the effective price will depend on the number of collection centres. Long leads many a time make even their collection uneconomical particularly in case of heavier commodities. This factor has to be specially noted particularly in those areas where communication net-work is not well developed. A strategy should be evolved so that minimum price of minor forest produce is ensured to the tribal within a reasonable distance.

24. Weekly market is the centre of economic activity in the tribal areas. It may not be possible or desirable to formally regulate these markets. Legal provisions administered indifferently always hit the weaker sections. However, it will be necessary that the presence of administration is made to be felt in these marketing centres. Firstly, a limited number of essential consumer commodities should be ensured at a reasonable rate. Mere opening up a cooperative or a government depot cannot be considered as the solution of the problem. The price of the important commodities handled by the private trade may also have to be regulated. For example, the price could be stamped on standard cloth. In more backward areas, the price of essential commodities could be fixed for a year, the cooperative structure absorbing the temporary rise. Fixing the price for a period and making it known through schools, panchayats etc. could be an effective check against unauthorised sale at higher price. The communication, however, has to be in a form understood by the people.

25. There are some other malpractices in the tribal markets which do not claim due attention. For example, the tribals in some areas are extremely fond of gold and silver ornaments. In some of the princely States an institution of 'Dharm Kanta' was prevalent which certified the purity of metal. This system has got into disuse. The goldsmiths, by selling imitation goods, are draining the tribal areas of the new incomes generated through various developmental programmes. Necessary regulation of trade in ornaments, where the tribals are fond of them, has to be thought of.

26. It is also noted that the petty trader, in many cases, does not allow the tribal to reach his produce to the market and grabs it in the way itself. Some times even in the market the bargain is not without an element of compulsion. The transactions outside weekly market may be prohibited by regulations and fair bargains in the market area may be ensured through appropriate administrative measures.

27. It is also noted that a large number of spurious goods, particularly cheap cosmetics, are flooding tribal markets, and innocent tribal girl is deprived of the small money for almost nothing in exchange. These commodities need to be checked for quality and heavy penalties prescribed for sale of spurious goods.

28. Although traditional 'measures' have been banned they continue to be used in tribal markets. The tribal, in many cases, is unaware of the new weights and measures, is unfamiliar with weighing and does not have sufficient arithmetical skills to master the new method of exchange. He can sell his goods by measure or count alone. The regulation of market suggested above should not result in enforcement of new weights and measures and legal relaxation may be given, wherever necessary, for continuing use of traditional measures for a period of 5 to 10 years.

Indebtedness

29. The problem of indebtedness will need special attention. A number of laws have been passed to scale down the debts. However, in the absence of an alternative line of credit for non-production and social purposes

the hold of the money lender continues. In many areas institutions like 'Kangal Bank' have sprung up which charge as much as 300 to 400% interest and realize the loans with considerable harshness. The existing laws are inadequate to tackle the situation. It will be necessary that suitable regulations are made to check usurious practices in various forms. The alternative lines of credit should also be made available in selected areas to begin with which may be universalised in due course. It will be necessary that the local community is associated in this programme so that there is no possibility of misuse of the new flow of funds.

Excise Policy

30. The excise policy for tribal areas is being formulated at the national level. The policy frame for the State will be laid down as a part of the sub-plan. It will be necessary that this policy is reflected in the plan of the project as well. The present system of excise in the area and revenue therefrom may be noted.

Forest Policy

31. The forestry programmes will be crucial for the development of the tribal economy in many areas. The basic policy question will be settled in the sub-plan itself. However, necessary follow up action will have to be taken at the project level. The forest resources of the region should be identified, if possible, both under the direct control of the Forest Department and otherwise. Forestry programmes should be reviewed in the context of its impact on the tribal economy. The various rights of the people in the forests and its produce should be documented and the procedure for making those benefits available may be reviewed to see whether the concessions are in fact available. The areas which may be facing problem of fuel or *nistar* may be demarcated and forest programmes adapted to the needs of the people. The working plans could also be reconsidered so as to maximise continuity in the employment potential created in different regions. Manpower planning in these areas can be realistic only if the manpower requirement for the entire economic activity in each region is assessed in its totality and suitable programmes formulated. The practice of collection of minor forest produce should be documented. The working of the Forest Department should fall in line with the general policy of working through the co-operatives. The middleman has to be removed in all sectors of economic activity of the region.

32. In the forest rich regions, forest-based economy could be visualised for a group of villages. This could include suitable horticultural programmes, plantations and a complementary small scale or medium industry. Government-owned plantations, however, will not answer the two basic urges of an individual, namely, ownership of property and an assured future. The plantations, therefore, could be conceived on a limited ownership basis with heritable but unalienable rights. Such a programme may be acceptable to the tribal communities. It will help in relieving pressure of increasing population on the forests and will give a stake to the tribal community itself in the preservation of forests. Without such an involvement of the local community it may be difficult to withstand the pressure for long.

33. The planning of man-made forests has to be done with great caution and after taking the people in confidence. Experience in some areas has been that plantation of exotic varieties have disturbed the local economy. For example, tribals may be deprived of his right to collect minor forest produce. Difficulties in getting required *nistar* facilities for domestic and agricultural purposes including grazing land may also arise. All these elements put together account for substantial part of the tribal livelihood. It will not be in the interest of tribal economy of the region if all of a sudden this support is removed without an alternative arrangement. These aspects, therefore, should be built into the project report so as to provide a policy frame.

34. Formal concurrence of the people in tribal areas who do not understand implications, to a system of working forests, will not be adequate. It is the planning authority which must be responsible for assessing the impact of new policies on tribal economy and for arriving at necessary conclusions. Consultation with tribals will be necessary but decisions will have to be taken by the Project after taking all aspects into account.

35. The economic development of forest villages should be discussed separately in detail. All benefits of agricultural extension and social services should be made available to the forest villagers.

36. The problem of forest labourers may also be discussed separately. In case there are intermediaries and contractors between the Forest Department and the forest labourers, steps will have to be taken to ensure, in the first instance, a fair deal and eliminate them finally. Benefits due to organised labour in other sectors should be available to the forest labourers also. Forest department may also take suitable steps to give forest labour regular employment.

37. The working of the forest and its policies in the project area should be so construed that it helps in strengthening the local economy.

Core Sector of Development

38. The core sector of development for the project will have to be defined with reference to (a) the resource potential of the area, (b) the technological skills of the local population, and (c) the likely benefit which is likely to accrue to the tribal communities.

39. The Integrated Tribal Development Projects will be area development programme but with special concern for the development of the people. Therefore, each programme must be evolved keeping in view its likely benefits to the tribal communities and even amongst them to the weaker groups. Consequently, inter-sectoral and intra-sectoral priorities will be different than in the case where development of the area were the only concern. No one will be excluded from the benefits of development programme but the project formulation must take note of the likely accrual.

Review of Procedures

40. It must be ensured in all programmes that the liability of the tribal starts only when he begins to get the benefit. The tribal as yet does not appreciate the difference between a government organization or a semi-government organization. To him, even a plain city man is, in many cases, a representative of the authority. There are many cases in which this situation is exploited by the articulate. In this context, therefore, to expect tribal to distinguish between various organizations for the purposes of contractual liablity is not correct. For example, in the lift irrigation programmes there are generally three parties, viz., the Electricity Board, the marketing organization and the agricultural extension agency. In some cases, electricity line may reach the field of the tribal while the irrigation pumps may not have been supplied to him. Thus, he may incur the liability arising from the agreement with the Electricity Board without any benefit. Similarly in another case, he may have been supplied a pump though the electricity line may not have reached his field. Here, he becomes liable for payment of interest and the loan. With the unified administrative structure being evolved for the project area, such cases should not arise. But it must be recognised in principle that in the tribal areas the project or some other authority must assume the residual responsiblity for all commitments likely to arise because of non-coordinated action by various wings of the government and semi-government organizations.

Principle of Subsidy

41. While formulating agricultural programmes another principle could be useful, viz., subsidising the improvement. Any programme must satisfy the criteria of expansion at a fast enough rate within a given resource constraint. Therefore, subsidy should normally support only change and must not aim at replacing any of the existing commitments of an indiviual. In meeting expenditure of existing commitments he should be helped with adequate loan finance with interest. If it can be ensured that loan reaches the tribal without any cuts and at a reasonable interest that itself will be a great achievement considering the high rate of interest which he is now being required to pay. For example, in a programme of improved seed a system of exchanging the local seed with improved seed would satisfy this criteria. If an individual does not have even the local seed, then to the extent of cost of local seed he should be assisted by loan finance and the rest as subsidy. No subsidy should be made available for ordinary normal routine agricultural operations unless there is additional risk and an element of improvement.

Programmes for wide coverage

42. In the project formulation it is necessary to keep in view that the programmes satisfy the touch-stone of benefiting the weakest groups and the common tribal. Experience so far has been that the programmes start from the top and slowly reach a select group by which time the initial motive force is lost and yet another set of programmes may travel the same path. Thus, the spread-effect is extremely limited in all programmes. On the other hand, the various adverse processes have the tendency to affect the weakest amongst them since others, in many cases, are able to fend for themselves. The new programmes, therefore, should start from below and the extent of coverage by each programme should be the main concern of the project. There is no doubt that there has to be a starting point for each programme, but starting point and coverage should not be confused. For example, programme of ashram schools is generally considered as the answer to the educational problem in tribal areas but it is not appreciated that this is very costly and universal coverage by such a programme cannot be expected even in another 2 to 3 decades. Therefore, a different strategy will emerge if this universal coverage aspect, particularly amongst the weaker sections, is taken into consideration from the very beginning. Similarly, prestigeous programmes costing thousands of rupees per family, by their very nature, have only a limited coverage and, therefore, will not satisfy this basic criteria. Therefore, priorities have to be recast and an alternative approach evolved.

Agricultural Programmes

43. There are numerous isolated efforts for agricultural development made from time to time in different parts of the country. The first task, therefore, will be to bring to bear on the problems of the local area the lessons from success and failure stories which may be available. This can be done only if the agricultural practices of the local

community are properly understood. The main difficulty arises when prescriptions found suitable for more advanced areas are superimposed without understanding the local conditions. The agricultural practices of the tribal have been evolved through centuries and can be expected to be in a state of equilibrium with the local conditions. The effort has to be to assist the tribal agriculturists in what he is doing and give special attention to those points where his individual strength is not enough to overcome the difficulties. It will be worthwile to go alongwith him and experiment and risk a failure rather than to force another course of action about which he is not convinced. For example, in many areas the tribal exhibits great skill of training steep valleys by a network of small fields, allowing for the water to spill gradually from the higher fields to the lower. Here, sometimes his strength may fail in the lower fields because the earth work may be enormous for which his traditional methods are inadequate. The engineering skill should help him in solving this problem. Similarly, his traditional methods of utilizing the natural water flows could be considerably improved with small cost benefiting a large area. It may not be necessary to replace his method by a regular irrigation scheme with heavy investments. It will be useful to understand the local rotation of crops and the underlying logic before suggesting a new pattern. Instead of attempting to jump from a very low level of technology to the technology of hybrid seeds, it will be useful if some other intermediary stage is first adopted about which the tribal may have become familiar through his contacts with the neighbouring areas.

44. Before taking up a new minor and medium irrigation scheme in the project, it will be necessary to fully assess the potential of traditional methods of irrigation in the region. In some cases they might have got into disuse because their maintenance was neglected after the abolition of intermediaries and the alternative authority in the form of a local panchayat or government institution might have failed to take charge of it. The first stage, therefore, will be to put the existing works in good shape.

45. At this stage, careful documentation of the benefits which may have been accruing to the tribal communities from the natural sources and traditional sources is necessary. There should be no financial burden on an individual without an additional benefit accruing to him from the improvement. Sometimes, improvement of a traditional irrigation source may mean more than proportionate burden on the beneficiaries and, therefore, the whole developmental work may become suspect. The additional irrigation rates should be levied only on those who may be getting additional benefits from the improvement.

46. It should also be carefully stated whether the tribal community in the area is aware of the benefits from the irrigation practices. Since the total irrigation in many cases in tribal areas is less than 1% they may not be aware of its benefits. Also, it will take quite some time before they can be expected to put in the additional labour inputs in the more intensive methods of agriculture which goes with irrigation. Sometimes, irrigation facilites are not used because the tribal is not prepared for the agreement for payment of irrigation rates. This has been the story of a number of important irrigation projects in the new advanced areas also. Therefore, it will be necessary that for the first few years, say 5 years, irrigation might be free and thereafter irrigation levy could be started on graduated basis. It is not necessary that entire tribal area may be treated *at par* for this purpose. It could be presumed that if 5-10% of the tribal land is irrigated, the tribals are aware of the benefits of irrigation. In other cases irrigation facilities must be considered as an extension activity initially.

47. The programmes of land reclamation and setting up of colonies has to be formulated with caution. One of the main reasons for their limited success is that the schemes become too rigid and do not take into account the social, psychological and economic aspects of the local situation. In many cases, the tribal may not be prepared to move in a particular direction.Some times, reclamation work may be taken up departmentally with the assumed consent of the tribals who finally may find that the area does not suit them and the whole effort may go waste. It will be necessary that the tribal is associated in the process of land development and reclamation so that he gets emotionally attached to the land. If there are any likely difficulties, these can be known in the early stage of settlement programme thus avoiding considerable infructuous expenditure. The tribal situation requires considerable flexibility built into the programmes and the chief executive of the project should have sufficient authority to change the programmes wherever necessary to suit the local conditions. Reclamation and land shaping with machines should be exceptional and the last resort because in this process, by its very nature, tribal cannot be associated in the programme till the end. However, demands for mechanical land shaping and reclamation are loudest because it is the better off sections even among tribal communities owning large areas who are interested in such a programme because they cannot conceivably bring these lands under plough manually. Their demands give the appearance as if that is the genuine need of the people. An average tribal would be more happy if he is given the land and the necessary assistance for breaking the land himself rather than somebody else doing the job for him. In any case, that is the surer and the cheaper way.

48 The schematic pattern in these projects also tends to reflect priorities of the planners rather than that of the people. For example, in more remote areas housing is not a problem yet large sums are sanctioned for housing, though for essential items like purchase of bullocks money allowed in the scheme may be inadequate. If priorities could be carefully fixed and only essentials provided, the whole assistance programme would be cheaper and attuned to the need of the people. The first effort should be to give the tribal the bare minimum assistance so that largest number of people can be benefited. If the progremme succeeds, the pattern should not face financial constraints because of being too liberal. There can be no justification to provide for inessential items because it can be done only at the cost of wider coverage of higher priority items.

49. Animal husbandry, piggery and poultry programme also should be planned keeping in view the tradition of the local community. In a planning exercise from above there is over concern to link all these programmes to marketing as if the programmes are not for the tribal community but are being conceived as adjuncts to the urban economy. If the level of nutrition amongst the tribal communities is low, the first anxiety in all the programmes has to be to increase their level of consumption, In this context linking of these programmes to marketing as an essential ingredient is unrealistic and needs reconsideration. Many of the tribal areas are rich in forest and pasture resources. Animal husbandry programme could enable them to use this potential for their development. If after meeting the local demand, certain surpluses remain, their marketing should be taken care of. In fact, in many areas because of lack of marketing facilities, the local produce is being sold at a fraction of real price. This aspect may be carefully reviewed. As many tribal communities do not have inhibitions about using animal products, animal husbandry, piggery and poultry programmes can be planned on a rational basis. However, it will be necessary that local prejudices in any form, like the colour of pigs or birds in a locality or their own preference for a certain variety, should be noted so that there is no resistance in accepting the new ideas.

50. The problem of shifting cultivators in these areas has to be viewed in its totality. Settled cultivation is an art which cannot be acquired in little time. Also, shifting cultivation is a way of life and it will take time for the shifting cultivators to adjust a new technology. Effort, therefore, has to be made to reach, in the first instance, an intermediate level between shifting and settled cultivation. As the shifting cultivators are used to forests, suitable programmes of plantations could be taken up. Settled cultivation also could be introduced as a supplement to the shifting cultivation rather than to the complete exclusion of shifting cultivation so that in the next 5 years or so the selected group may learn the techniques of settled cultivation and get used to it. Slowly, the group should be weaned away from the shifting cultivation giving him an alternative means in plantations or other forest crops and settled cultivation. It may be noted that plantation without a permanent interest of the tribal in it may not be a lasting solution. Suitable programme of cattle rearing and animal husbandry could also be tried as supplemental programmes in these areas. Separate projects for each viable group of families should be prepared.

51. One of the major problem in agricultural extension work is the communication gap between extension agency and the tribal people. Many a time, the extension officers do not know local dialects and have little understanding of the local agricultural practices. This is a serious problem and much of the success in agricultural extension will depend on how far this gap can be bridged. There is no unique solution and different methods have to be adopted in different local conditions. The technical input in agricultural extension could be upgraded by sending selected officers to these areas. The post may be upgraded. Suitable incentives may be given for learning local dialects. It would also be useful if a person belonging to the local community is chosen as an extension agent who could serve as a contact point between the extension agency and the tribal community. How best this can be done in an area can be decided in individual cases. Another long term solution would be to pick up at least one family in each village which could be thoroughly oriented in the new agricultural practices. This could be done through a special training institution where the individual could spend one full year doing cultivation under expert supervision. This institution could be treated as an extension of middle or primary school education depending on the level of education in a particular area. Suitable and adequate stipend could be given for this period. The individual could be entitled to the net surplus in the production of the field he may cultivate as a trainee in the institute. It is important to note that in many of the tribal areas women play an important role in agricultual operations. Our agricultural extension agency comes in contact with the men folk only and, therefore, much of the information is not passed on to the actual worker. Therefore, husband-wife teams may be trained in these institutions. It will be useful if young couples are trained and both of them are given suitable stipends. This training institution should become an *alma mater* for the group who are so trained. The experts should get interested in the specific problems of trainees' own agriculture and assist them in preparing agricultural plans in actual field conditions. They could refer back their problems to this institution from time to time. The institution should develop as a nucleus of agricultural extension in the area.

Cooperation

52. The development of cooperation in the project should be reviewed. The special features of cooperative movement in these areas may be noted separately. If possible, the quantum of benefit to the members of the tribal community may also be identified. It may also be clearly noted whether the level of cooperative credit is uniform in the project. Areas needing special attention should be identified. The present structure of all types of cooperative societies should be clearly brought out in a map and their inter relationship indicated. This structure will need be redesigned on the lines of the recommendations of the Bawa Committee.

Irrigation and Power

53. The question of minor irrigation has already been discussed above. Medium and major irrigation works, even if taken up immediately, will not be operational during the Fifth Five Year Plan period. However, medium irrigation schemes, should be identified urgently in the project area and provision should be made for survey and

project formulation. Major irrigation schemes can not be included in the Integrated Tribal Development Project However, note should be taken of major irrigation schemes within the project area or outside with their likely benefits or adverse effects on the tribal economy. In both cases suitable programmes should be drawn up.

54. The traditional approach of giving compensation for rehabilitation of tribals uprooted by major projects is not satisfactory. The project must take care of the total problem of rehabilitation of the tribals so affected. The land in the command area of the new project will immensely benefit from the irrigation scheme and the effective acreage under agriculture will increase. A part of land being benefited could be compulsorily acquired for rehabilitating the uprooted people. In the more backward tribal areas this should not pose any problem because the people are used to such adjustments. Since the aqcuired land will be in the vicinity of the affected villages their migration will also not pose any psychological problems. All these aspects have to be built into the irrigation project programme. The tribal development project should, however, take note of these problems and the possible solution. The role of the tribal development agency may also be defined in this regard.

55. Rural electrification in tribal areas has to be planned carefully as the first result of rural electrification is likely to provide a more cogenial living condition to the stronger groups which, in a way, will help the process of exploitation. Once this character of rural electrification is appreciated it will be possible to harness this force for the benefit of the poorer sections by suitably adapting the programme. In these areas first priority should be given to electricity for irrigation purposes particularly along the rivers and rivulets. Areas of good ground water potential could also be located where rural electrification would help in lifting water. The second use of rural electrification has to be oriented to small industrial growth centres. Here again it may be noted that the difficulty of communication system was the first invisible tariff wall for the protection of local arts and crafts. This wall is being purposely and systematically pulled down. Where adequate countervailing forces are not planned the process results in large scale technological unemployment. Introduction of rural electrification for small scale industries will hasten this process because the distance in term of higher cost of transportation served as a second tariff wall for the local artisan which will be further pulled down by introduction of electricity in the region. Therefore, rural electrification programmes should be interwoven with suitable programme of assistance to those tribal groups of artisans who are likely to be affected by the new change. These groups should be helped to join the modern small industrial activity so that they become the bridge between the modern and the primitive. The project may attempt an outline of how this essential tie up is being proposed in the area.

Communication

56. In preparing the plan for communication, the first exercise will be to present on a map the existing communications system. The weekly market and growth centres should also be marked on it. The immediate objective of the road building activity should be to connect these centres with the district roads network so as to make them approachable throughout the year. In view of the immensity of task, it may be necessary to lay down inter-se priority amongst the weekly markets and growth centres. For some time it may do even if only the more important centres are connected. Similarly, selectivity may be necessary within each road and it will be useful to identify the bottlenecks in the communication system. For example, in a stretch of, say 15 miles, 13 miles may be muram stretch while 2 miles may be a patch of black cotton soil. Similarly three streams may be in the way but two of them may be blocking the road for a few hours at a time when it rains heavily, while the third may be dislocating the road communication for the entire rainy season. Realistic planning in the context of financial and physical constraints, therefore, will require that (a) only the most difficult river point should be attended to, and (b) the two mile stretch of black cotton soil is covered to make it jeepable during the rainy season. Even the crossing of this river will have to be so designed that it becomes serviceable early. A cement concrete project cannot be expected to be completed in a reasonable time because of scarcity of raw material, difficulty of obtaining contractors in the interior tribal areas and the dearth of technical manpower. A wooden bridge, perhaps, could be constructed with local know-how which may serve for the next 5 to 10 years. Similarly, where even a bridge is planned, it will be necessary to chose between flush-cause way, submersible bridge or a non-submersible bridge. In the first instance, flush-cause way will do if it helps in crossing the river during the rainy season except,say, for a couple of days when it rains heavily. Unless these elements are clearly identified in the roads plan of the project not much benefit from huge investments in roads can be expected to accrue to the region during the Fifth Five Year Plan period and agricultural extension cannot be taken to the interior areas.

Education

57. It will be necessary in the first instance to assess the level of enrolment in various parts of the project area. Block or a smaller geographical unit may be used for this purpose because the target for primary education has to be fulfilled at the village level. The available educational facilities should be reviewed in detail and gaps in the educational structure should be identified. It may be that in some areas even primary schools may not be available for long distances. Areas which are most sparsely populated in the region should be identified and ashram school network may be planned for those areas. It has to be clearly noted that ashram school should not be treated as an additional facility available to every tribal area and *ad hoc* planning on the basis of a number of units per block

should not be attempted. The ashram school must be taken as a necessary part of the strategy of even educational development of every part of the project area. Wherever the village or a cluster is big enough to warrant establishing a primary school there is no question of an ashram school being established. A detailed exercise on the map, therefore, for location of ashram schools will be needed in the project. As the primary level ashram schools cater to the children of the youngest age-group, it will be necessary that they are located centrally in the midst of the hamlets whom they are supposed to serve. If they are located far away, an average tribal may not be inclined to send his child and the more articulate may corner the benefits. It will also be impossible to ensure that really the target group is benefited.

58. The ashram schools and the primary schools, taken together, should generally take care of the entire child population in 6-11 age group. However, even the concept of primary schools may require some adaptation in certain areas. Most of the primary schools in tribal areas will continue to be single-teacher schools in the foreseeable future. This single teacher school by itself will be an imcomplete unit. Therefore, in the primary education structure itself it may be worthwhile to establish a central primary school with attached schools. The central school may have two or more teachers and the attached school may be a single teacher school. The responsibility for the primary school education in the area served by this group of schools or the school complex should be that of the headmaster of the central primary school. In more sparsely populated areas the ashram school could function as a central school. The attached schools should generally provide instruction upto Class V, but some of them could also be sub-schools, i.e., in these schools instruction may be limited, say, only upto class III. The child could be expected to walk upto the nearest attached or central primary school in Class IV. The teachers in the central primary school could be expected to visit the attached school periodically. The Head Master of the central primary school should be authorised to grant leave, to make leave arrangements, and for disbursement of pay etc.

59. The institutional structure at the middle school level also will need to be carefully planned. The variation in the proportion of middle schools to primary schools should be noted. By 1981, all children upto the age of 14 have to be provided educational facilities and the plan has to gradually approximate to that requirement. In phasing the middle school programme the existing disparities may be removed initially. In the sparsely populated areas the question of providing hostel facilities will be important. The number of middle schools will depend on the total student population passing the primary school examinations in the relevant age group. Hostel facilities for all those who may be required to come from long distances will have to be provided. At the high school level also similar exercise will need to be done. In this way a high school, middle school and primary school complex should be developed so that the entire project is effectively covered by adequate facilities both for day-scholars and hosteliers.

60. The assistance programmes in the education will have to be worked out for the project keeping in view the state policy. In case universal coverage of children by suitable assistance programmes is not contemplated in the state policy, a rational scheme will have to be evolved for the project area. The level of backwardness in education with reference to an area or a community should be determined and wherever necessary assistance on universal basis may have to be provided. For example, the more backward isolated groups will require universal assistance and in some cases special institutions.

61. Special attention will have to be given to girls' education. Those areas, where education amongst girls is far below general level, will have to be given preference.

62. The literacy level of various tribal communities in the project areas should be identified. By the end of the Fifth Five Year Plan attempt should be made that no tribal community is below, say, 10% literacy level. Special citizen education programmes for this purpose should be formulated. The urgency with regard to citizen education arises from the fact that with the increased tempo of economic and social development in the wake of renewed effort it is the responsibility of the project to prepare the citizen to face the new situation. He must be told and made to understand the nature of the new social and economic processes which are being introduced in the tribal areas. He should know what are the local authorities, the powers of panchayats, legal assistance which are available to him, the duties of the Patwari or a police station, the method to approach the police, the principles of support price and the arrangements of the administrative force, the availability of co-operative credit etc. In short, he should have a general awareness of the nature of the new social and administrative structure which is slowly substituting the traditional structure. It will be necessary that suitable literature is prepared for this purpose in local dialects. Provision for this should, therefore, be made in the project report.

63. The most relevant age-groups for citizens education is 14-25. In many of the tribal areas traditional youth organisation are strong. The leadership of these youth organisations can be utilised with advantage for promoting citizen education particularly in the more remote and sparsely populated areas.

64. Pre-primary education is receiving greater attention during the Fifth Five Year Plan. The need of pre-primary education is appreciated but its precise role and coverage in the tribal areas have to be carefully defined. There are certain areas where primary and pre-primary institutions have been started on a liberal scale while

other areas are devoid of institution of any description on account of inaccessibility, sparse population etc. Where there are two institutions in the same village there is no clear demarcation of their functions and there is considerable overlap. The institutions located in the more interior areas face the problem of personnel. The pre-primary institutions are expected to have lady teachers who find it difficult to go to the more backward areas. The need for a pre-primary institution in the more backward areas is great particularly for encouraging girls, girl's education, since the girls are required to look after children at home. Therefore, if there is some arrangement where children below the age of six could also be brought that will help in the enrolment of girl students.

65. In the tribal areas, therefore, it will be useful to integrate pre-primary and primary education and plan combined institutions for the age group 3-9 or 3-11. Husband-wife teams could be recruited for these institutions. Such a provision will help situation in a number of ways. The teacher with a family becomes socially more acceptable. There is a greater communication between the community and the teacher. Finally, the problem of getting lady teacher for the pre-primary section is automatically solved. It will be necessary that the educational qualifications for the lady in this husband-wife team are kept flexible though remuneration could be planned on a graduated scale depending on educational qualifications.

66. The school timings and vacations also need to be fixed keeping the local conditions in view particularly in the primary schools. It will be unrealistic to expect the poorer people to forego the assistance which they get from children in their basic economic activities to enable the child to attend the school. Therefore, it is the educational institution which must think of changing its work-schedule. Morning and evening schools could be considered in some areas; vacations could synchronise with the agricultural season.

67. Sometimes, the population of a number of villages fluctuate seasonly because a large number of people may be migrating to some neighbouring area for labour. These situations also must be taken note of and, if necessary, the education plan may provide for one of the teachers to migrate with the migrating population so that the education of the children continues. Special allowance could be given to the teacher for the period of stay outside.

68. The school building, laboratories and teachers' quarters will have to be planned with great care. In many cases, it may be necessary to be satisfied with just huts of the traditional pattern for school buildings and teacher's quarters. It is not necessary that *pucca* buildings should be planned in all cases. Even the traditional *kuccha* structure should do for the next 5 to 10 years. If necessary, for this purpose *ad hoc* scheme may be drawn up. Standard of a building should be determined by its use. For example, science laboratories have to be given preference in a programme of *pucca* building as compared to class rooms, hostel, or office accommodations. When *pucca* or semi-*pucca* buildings are planned, suitable maintenance allowance should be made for their annual repairs.

Local Dialects

69. The Constitution provides that arrangement shall be made for elementary education in the mother tongue of the child. It is an accepted policy that as far as possible tribal dialects should be used for imparting instruction in the first two classes in elementary schools. The progress in this regard is extremely uneven. In many cases, even books have not been prepared. Teachers also do not know local dialects. In the meantime, the situation in some areas has also considerably changed because of their being opened up and educational effort in the regional language. In some cases it may not be necessary to introduce local dialects as medium of instructions at this stage. However, this question needs to be specifically considered in the context of local situation in each project. The difficulty is still being experienced by those tribal groups whose dialects are significantly different from the regional language and those who reside in inaccessible areas. It will be necessary to introduce teaching through local dialects upto the class II for these groups and areas. Suitable programmes, therefore, may be prepared.

Health Services

70. The present position of health services should be reviewed in the project area with reference to the following points:—

(i) The geographical distribution of curative units including primary health centres, allopathic and Ayurvedic dispensaries;

(ii) Geographical distribution of institutions like subsidiary health centres etc;

(iii) Indoor facilites and their geographical distribution;

(iv) Provision of higher level medical expertise and more sophisticated medical facilities and their geographical distribution.

71. A general review of the health situation of the project area should be made indicating clearly the state of general health based on surveys and studies, if any. Prevalence of any special diseases and ailments should be noted. The history of any special efforts made by the Government or other organization indicating the results and follow up, if any, should also be given. The extent of utilization of various facilities including the indoor facilities should also be reviewed. The reasons for under-utilisation may be identified. While examining the geographical distribution of benefits of curative institutes special mention may be made of those areas or tracks which remain cut off from these institutions for more than two months during the rainy season. Areas separated by difficult hill or forest terrain should also be marked out. Many a time, the initial decision for location of curative institutions was influenced by the then existing communication net-work. Consequently, there may be more than one institution within a few miles from each other on the main road while there may no curative institutions in the interior or even on new road links for scores of miles. Such anomalies, if any, should be brought out in the description of geographical distribution of medical facilities.

72. In more backward areas posts remain vacant for long periods. This situation may also be reviewed and all those institutions which have remained without a qualified medical doctor for a period of 4 months during the last two years may be noted.

73. The reasons, if any, for non-acceptance of modern medicine or resistance thereto, should also be clearly identified. In particular, it should be noted whether the supply of medicine, including patent medicines, hasbeen adequate in these areas and whether the non-acceptance arises from the requirement to pay, howsoever, nominal it may be.

74. In some cases indoor facilities are not used because of lack of accommodation for those who accompany the tribals over a long distance. Proposed measures for better utilisation of indoor facilities may be clearly stated.

75. In the existing pattern of P.H.C. there is a provision of two doctors, one for medical and the other for family planning purposes. The response of the tribals to family planning work should be realistically assessed. The approach in the tribal areas in relation to the family planning has to be a total family welfare approach. The curative and family planning aspects, therefore, cannot be separated. In view of the urgency to have a better geographical distribution of medical personnel it may be specifically considered whether the primary health centres needs to be splite up into two, one of the sub-centres being provided with qualified medical doctor but without any addition to other staff. It may be noted here that the entire staff provided in the schematic pattern is not necessary in the simple tribal situation. The whole structure, therefore, could be reviewed keeping in view the special simple tribal situation.

76. The medical net-work, even when fully developed, may still not effectively cover a large population in a sparsely populated area. A distinct approach for making available medical facilities to the far off places should be developed. Establishment of mobile dispensaries, not necessarily on jeeps, may be considered. Special problem areas and diseases should be tackled on a time-bound programme basis by deploying special task forces for the purpose.

77. A clear statement of priorities for medical services in the region will be essential as schematic approach will not do. Expansion of indoor facilities should follow adequate utilisation of existing facilities. Special measures, if any, to make the service more effective have to be devised.

78. In the tribal areas, school health programme should claim special attention. It is not necessary that a separate hierarchy for this purpose is created because in many areas the existing manpower remains under utilised. Also, in view of non-availability of techincal manpower for services in the tribal areas this additional burden should not be unwelcome. The medical personnel posted to these areas should be involved in the total health programme of the community including that of the children. A new concept of primary health centre should be evolved in these areas with the broad objectives suggested above.

Integrated Child Care Programme

79. There is a sizable programme for tribal areas under mid day meals, CARE and Integrated Child Care Programmes. In these programmes also there is a tendency for locating centres in more accessible areas denying the benefits to the more backward regions. The design of the programme also works against the more dispersed and backward population because the unit administration cost of a standard pattern becomes too high. Standard patterns of any description are unsuitable for the tribal areas, and Integrated Child Care Programme should also be adopted for these areas. The programme should be so devised that its benefit accrues first to the more backward areas and only when surplus is available they should be taken up in the more advanced regions. Special administrative arrangements, keeping in view the conditions of the most sparsely populated areas, should

be devised. There is an advantage in the more backward areas in so far as the community sprit is high and the people are more d sciplined and organized. The traditional panchayats could be entrusted with the implementation of the programmes taking care that there is not much procedural complexity. This will make the administrative cost lower and the effectiveness of programme greater. It will also provide a more acceptable form to the programme.

Rural Water Supply

80. The problem of rural water supply in tribal areas has to be reviewed in a non-traditional fashion. In many cases, the problem has not been fully identified because the basic unit of planning even for the purposes of water supply has been a revenue village which in this context has no meaning. It may not be possible to provide water supply to every group of huts in areas where there is no possibility of striking under-ground water with reasonable cost. The problem of each hamlet will have to be carefully gone into and a solution devised in the long run where feasible. Data may not be readily available for such programming. Collection of data in a short period may not be very useful. The project may, therefore, define in a broad way the problem of drinking water making specific mention of various constraints noted above. A systematic study for understanding the problem should be initiated as a part of the project. A satisfactory solution over a period of time could then be worked out. The drinking water programme, therefore, will have to be flexible for the time being ensuring the maximum effort and keeping the question open.

Small Scale and House-hold Industries

81. For planning the small scale and house-hold industries it will be necessary to assess:

(i) the availability of technical skills amongst the people; and

(ii) the raw material base.

82. Many of the tribal areas have vast natural resources much of which is exported as raw material. Attempt should be made to increase the share of semi-processed and processed goods in the exports from these regions. Programmes of development should be correlated to the technological skill available amongst the people or skills which can be easily acquired. Primitive technologies prevail in many areas. For example, even ghanies are unknown for oil-pressing in some areas. The effort, therefore, should be to upgrade gradually the general technological level of the people and introduce such professional specialisation which may be within reasonable approach of at least some local groups. Some of the tribal craftsmen are facing special problems because of competition of machine made goods. These groups should be specially identified and helped to rehabilitate in their traditional profession or professions technologically nearest to them. Perhaps it is these groups which, if properly trained, can prove to be the link between the modern and the tradi ional. In this context, programmes for these groups become crucial as a general spread-effect amongst the tribal communities can be expected through them.

83. The general small scale industries programme may also be so formulated that benefits may accrue to the tribal communities, particularly to the educated groups.

84. Marketing of handicrafts and local products should be given special attention. The possibility of tapping urban markets through state emporia, Khadi Bhawans, Super Bazars and other cooperative institutions should be fully explored. Besides these methods, attempt should be made to create automatic linkage between the local production and developmental activity in the region, for example, a certain percentage of total building costs is allowed for miscellaneous items like decorations and art pieces etc. which as a rule could be utilized for supporting local arts and crafts. This will bring these artists nearer to the modern activity and provide opportunity for innovation and make the process self-sustaining.

Heavy Industries and Mines

85. Many of the tribal areas have rich industrial and mineral resources and big industries are being established. The I.T.D. Project, by its very nature, will not be in a position to counter the influences of the big industries established in these areas. It will, however, be necessary to identify the zones of influences of the existing industries as also the areas of likely establishment of other major industries. Distinct approaches will be necessary for these two situations. A comprehensive programme for the areas of influence of existing industries will have to be separately prepared in which the role of the Tribal Development Project may be defined. Here the industrial unit will also have to assume the responsibility for the area of its influence and evolve a total perspective for the development of that region.

86. In the case of new undertakings, there are four distinct stages which have to be taken care of:—

(i) A preview of likely displacement of individual by the establishment of new industries;

(ii) Drawing up schemes for interim relief of displaced persons and adequate programming to synchronise with the actual displacement;

(iii) An alternative means of livelihood on permanent basis for individuals directly displaced and indirectly affected in the zone of influence; and

(iv) Planning for integration of these groups and others living in the zone of influence with the industrial economy and its subsidiary activities.

87. The policy in respect of employment in the secondary activities in and around the industrial complex should be specially reviewed.

88. The mineral potential of the area should be identified. The present benefits accruing to the various individuals and private and corporate organisation should also be noted. The future policy has to be so evolved that the local community become co-sharer in the benefits of the mining and industrial activity in the region. Suitable programmes for this purpose should be evolved. Suitable regulations, if necessary, may be suggested in the approach.

Employment Opportunities

89. The project should review the benefit accruing to the local tribal community from the various modern activities both in the private and the public sector. To what extent has urbanisation in the region been the result of immigration from other areas or from the immediate hinterland should be clearly brought out. The reasons for under representation of the members of tribal communities in the modern sector of economy may be reviewed and suitable correctives suggested.

Law and Order Administration

90. The existing arrangement of law and order administration may be reviewed. Special problems of any particular area should be clearly brought out. The role of local community organisation in settling their dispute, if any, should also be noted.

91. The law and order machinery in the tribal areas need not be a duplication of that in other areas. It will be necessary to have more higher level officers with better understanding of problems of the people and sympathetic attitude towards them. Special measures proposed to achieve this end should be indicated.

92. One of the main reasons for the weakness of the tribal community in its dealing with more articulate groups is its ignorance about the modern administrative process and the absence of any formal or informal jurisdiction of the traditional or local panchayats on the other groups residing in the area. The articulate, therefore, can even act irresponsibly with the implied protection which they can claim by approaching local administration or with the threat of dragging the tribal into a court of law on any pretext. This basic imbalance will need to be corrected by giving suitable powers to the local panchayats in respect of small offences as also civil and revenue matters. The traditional panchayat could provide an open forum where the aggrieved person could freely approach and put his case without any outside assistance. Suitable provision for this purpose, therefore, may be made.

Telegraph, Telephone etc.

93. The communications net-work in the area should also be reviewed. In many cases it is found that for large areas there is n adequate coverage of postal facilities and even disbursal of pay to the employees become a real problem. If any f the postal services may have been withdrawn from any areas in the past 5 years the fact may be noted. What arrangements will be necessary for upgrading the administration of these areas and making it an efficient instru ent for development should be clearly indicated.

Administrative Structure for the Tribal Areas

94. The administrative structure of the project should be worked out on the line suggested by the Working Group on Personnel Policies appointed by the Planning Commission. The Project should subsume within itself the entire developmental administrative structure in the project area. It does not mean that all organisations will lose their identity. However, each organization will be required to accept the complimentary role of a partner in the total developmental effort of the area. No individual programme, howsoever important from sectoral angle, can be accepted and supported unless it fits in the total approach evolved for the Project. effective coord.nation will be possible only if this position is fully accepted.

95. One of the most important aspects which will need attention is the extent of specialization necessary in the project area. Specialization should be a function of the level of economic activity in any area. In the advanced regions, with increasing tempo of development, at some stage a higher level of specialization becomes necessary which gets reflected in organisational change. However, the same stage may not have been reached in the less developed area. But in a big state, under the pressure of requirements of the largely advance regions a uniform structure may be evolved for the entire state. As the work-load in the tribal areas is generally smaller and communications are not developed, this step results in over specialization when the area may really need an integrated multi-functional structure. As pointed out by the Working Group, there could be one head at the project level for various engineering branches like Roads, Bridges, Buildings, Irrigation, Public Health Engineering etc. Similarly, the various medical branches may be under the charge of one officer and agricultural and allied activities under another. Thus, it will be possible to optimally utilize the technical man power and greater supervision of works and control of organisations could be ensured in the far off and sparsely populated areas. It may be noted that there is always a tendency to rationalise the existing structures. But the need for optimal utilization of available man power in tribal areas is urgent and underutilization or seasonal employment of any members of a team, whether formally working under government or a semi-government organization, must be eliminated. This will also help in upgrading the level of expert services available to these areas.

96. The extension service structure at the field level should also be reviewed. The existing gram sevak circles were established more than a decade back. The prescribed number of gramsevaks per block determined the areas of their jurisdiction. After the gram sevak circles were carved out, many more organizations like cooperative society, village school, panchayat etc. have reached the village level. There has also been a wider geographical spread of higher level services. At this point of time rationalization of these structures would be useful.

97. The jurisdiction of gram sevak has been defined on the basis of number of villages and patwari circle is generally taken as a basic unit. Village or patwari circle as a unit of planning have no significance in tribal areas as they are more a matter of historical accident. Hamlet, instead of village, therefore, should be taken as a unit of planning and consequently the baisc element in determining this jurisdiction. In one gram sevak circle the number of families should not normally exceed 500 and the number of hamlets should not exceed 15. It may be possible to have one or more branches of the cooperative society in each gram sevak circle. Their number will depend on the level of development and the total volume of business.

98. A group of gram sevak circles should have the benefit of a higher level of extension and social services. These services may be organised with the market place of the area as the centre or, in those areas where even weekly markets have not yet developed, around a growth centre. The plan should aim that the community in the group of hamlets should not be required to go beyond this point for any of its needs. Thus, the centre should have a bigger branch of cooperative and marketing society. Loans of all descriptions should be made available here. Agricultural imputs and essential consumer commodities may be supplied through the branch. All his agricultural and minor forest produce may be collected at this point though it could be purchased at smaller places also. A small health unit and a middle or a high school should form the nucleus of social services. The multi-functional team located at this centre could be headed by one of them depending on the chief acitivity of that area and the level of officers posted. Thus in some area, agricultural extension officer may be the leader, in another the cooperation or education or a forest officer. This team must jointly endeavour for all round development of this area and should be jointly responsible for answering all the problems which may arise.

99. These service centres or growth points so developed will need the organisational support from a higher level point. This point may be the existing block headquarter or some other place depending on the local situation.

100. The Three main channels of administration, viz., (a) general administration, (b) developmental administration, and (c) cooperative and marketing should get fully coordinated and integrated at the project level. The details of this structure, however, will depend on the conditions of each state and they will need to be discussed separately.

101. The personnel policies in tribal areas have to be reviewed as suggested above. However, it has also to be noted that in the absence of adequate check, quite a few persons in every department have reached these areas who may be below average and some of whom may have been posted as a matter of punishment. Before the project starts, it will be necessary that each department reviews the quality of the personnel in this area and it is ensured that only those who are not below average are retained there. It will also be necessary to evolve suitable disciplinary procedures to deal with deviant persons expeditiously. The screening procedure for different level of officers should be separately evolved.

Voluntary Organisations

102. The role of voluntary organisations in the developmental effort in the project area also needs to be clearly brought out. In the first instance, full stock should be taken of the existing voluntary activity in the region. This should include all activities whether formally aided by the government or not. It will also be useful to identify the precise role which can be expected from the voluntary organisations in the next five years. For example,

voluntary organizations in many areas played pioneering role in the educational field. Now a stage has been reached where perhaps boys' education in many an area has caught on and normal programmes can take care of it. Many areas are, however, extremely backward in women's education which calls for a similar pioneering effort of voluntary organizations. Therefore, the voluntary organisations could gradually withdraw from general education in the new scheme and utilize the limited available resources to mount an attack on the problem of women's education. Similarly, in the more backward communities requiring a delicate handling the complementary role of voluntary organizations will be more useful. These suggestions are just illustrative. Each project should work out its own profile of programme, wherever possible.

Format for Project Formulation

103. The Project may be prepared in two parts. The first part may bring into focus the basic problems of the region and key issues in the development of tribal communities. The special features of sub-regions, if any, needing special attention should be clearly brought out. The potential for development of the project area, including each sub-region, should be identified and a broad perspective in time demension of the developmental process should be defined. Basic policy questions needing attention may be spelled out. All outlays under different programmes and from different sources available for the project area should be put together in one chapter. The final chapter may give a broad outline of the development in the next five years.

104. The second part should deal with sectoral programmes. The two parts will be complementary in nature. The sectoral programmes will have to be formulated in the context of the broad strategy as may emerge from the general discussion in the first part. As elimination of exploitation is the key to the new strategy, the sectoral programmes should start with the discussion of protective measures including legislative action and time bound programmes. Other sectoral programmes may be outlined in one chapter each. The second part of the Project may conclude with the administrative structure, personnel policies and a scheme for integration of developmental, protective and economic functions of various organizations.

105. The above format is just suggestive and could be suitably adapted keeping in view the special problems of a particular area. For example, if there are other area development programmes, which need to be integrated in the tribal development project, the special characteristics of these programmes will need to be reflected in the Project. Thus, in the drought prone areas, greater attention to the various aspects of agricultural programmes in the light of guidelines issued by Ministry of Agriculture for D.P.A.P. will have to be given. The various chapters suggested in the D.P.A.P. could form independent sections in the Tribal Development Project chapters dealing with agriculture, animal husbandry, credit, cooperation etc. It will be necessary to indicate clearly that the pattern of investment suggested for the project does have a minimal component of an order as envisaged in the substantive programme of the D.P.A.P.

Maps and Tables

106. A set of maps and tables has also been suggested below. The visual representation in maps should attempt at better inter-relation of various social and economic activities and bring to focus deficiencies, if any, in sectoral programmes. It is with this end in view that a set of maps have been planned. The number of maps may be varied keeping in view the local situation. In those areas where economic differentiation is minimal and level of development low the number of maps could be reduced. In other areas where level of economic activity is comparatively higher if information suggested for one map needs more space more than one map may be prepared. Any scale could be chosen for these maps. However, it will be helpful if a uniform scale of 1"=4 miles is adopted. One of the maps could be on a bigger scale.

107. The tables suggested are elaboration of the set of tables in the Planning Commission's note for the preparation of sub-plans. Thus, they are logical extension of the sub-plan exercise. Here again, the tables are suggestive and could be varied, deleted, added or adapted according to the requirement of each area. In these tables the smallest administrative unit for which information is sought is a Block. If in some cases information is not available for the Block, theTehsil or any other unit, for which information is available, may be taken. Much of the information is by now available in the village directories prepared and published by the Census Organization. This information could be totalled up and compiled for the Block or any other sub-region which may be relevant for the purposes of project preparation.

108. In the tables wherever 'Block I', Block II' etc. have been mentioned, the names of the blocks may be given. It is intended that the information in respect of each block should be separately presented. In some tables like 'Development of Roads net-work', certain abbreviations have been suggested for use to indicate the type of communication link. Similarly, in Table Markets/Growth Centres in Integrated Tribal Development Project' various types of services available in each of the market/growth centres are to be represented by the standardised abbreviations suggested in the table.

FORMAT OF THE INTEGRATED TRIBAL DEVELOPMENT PROJECT

PART—I

Introduction

Chapter I — Project Resume

Chapter II — Problems and Earlier Attempts at the Solution

Chapter III — Potential for Development

Chapter IV — Resources and Perspective for Development

Chapter V — Project in Outline

PART—II

Chapter VI — Protective Measures including Legal Frame and Time - bound Programmes

Chapter VII — Agriculture and Allied Sectors

Chapter VIII — Forestry and Forest Based Programmes

Chapter IX — Credit and Marketing

Chapter X — Irrigation and Power

Chapter XI — Communications

Chapter XII — Education

Chapter XIII — Health Services and Rural Water Supply

Chapter XIV — Handicrafts and House Hold Industries

Chapter XV — Industries and Mining

Chapter XVI — Special Groups:

(i) Isolated Groups

(ii) Tribals Affected by Major Industrial Projects

(iii) Tribals Affected by Irrigation Projects

Chapter XVII — Personnel Policies and Administrative Structure

MAPS

1. Physical map showing topography, elevation, rivers, forests and rainfall.

2. Agricultural and forestry map showing predominant soil type, cropping pattern and forest types.

3. Educational map showing density of population; physical barriers; educational and residential institutions like:

   (a) Ashram Schools;

   (b) Primary Schools;

   (c) Pre-primary Schools;

   (d) Middle Schools;

   (e) High Schools;

   (f) Colleges; and

   (g) Middle School, High School and College Hostels.

4. Health map showing Primary Health Centres, Family Planning Centres, Sub-Centres; Ayurvedic Dispensaries, Allopathic Dispensaries, Indoor facilities, Veterinary Hospitals, Dispensaries, Outposts, Check Points etc.

5. Administrative and Infra-structure map showing:

   (a) Administrative boundaries and centres, police stations;

   (b) Roads by types;

   (c) Mandies, growth points and weekly markets;

   (d) Credit Cooperative Marketing Societies, Banks and their branches;

   (e) Godowns and storage facilities; and

   (f) Post-offices and telegraph offices.

6. Irrigation and Power map showing irrigation by sources, available flowing and open water sources, areas with proved underground water resources, powerline net work, villages electrified with size and type of economic activity of the electrified village.

III

REPORT OF THE EXPERT COMMITTEE ON TRIBAL DEVELOPMENT CONSTITUTED BY THE DEPARTMENT OF SOCIAL WELFARE

CONTENTS

1. Introduction
2. A review of the tribal situation
3. Strategy for tribal development
4. Protective measures
5. Economic development programmes-1 (Traditional Sector)
6. Economic development programmes-2 (Building up of Infra-structure)
7. Economic development Programmes-3 (Modern Sector)
8. Economic development Programmes-4 (Isolated small tribal communities)
9. Social Services
10. Administering of tribal development
11. Financing tribal development
12. Advance Action
13. Forwarding Letter from Dr. B. D. Sharma to the Additional Secretary, Department of Social Welfare

INTRODUCTION

The problem of tribal development has reached a critical stage and has assumed an added significance in the context of the high priority accorded to social justice in the new planning effort. Some of the tribal groups have remained completely untouched by the process of development and some have even been adversely affected by it. This cannot be allowed to continue. It is proposed, therefore, to take a fresh look at the tribal situation in the country, review the strategy of development, and define the total needed national effort with a view to making tribal communities equal partners in all spheres of national life as early as possible. It is also proposed to take up some key programme on a time-bound basis immediately and start preparatory work for the Fifth Five Year Plan.

2. The Indian Constitution enjoins on the State the responsibility to promote, with special care, the educational and economic interests of the scheduled tribes, and to protect them from social injustice and from all forms of exploitation. Their development is a special responsibility of the President; the Governors are responsible for reviewing the administration and development of tribal areas and for reporting to the President. The successive plans have been laying considerable emphasis on special development programmes for the tribals; the broad objective of planning has been defined as rapid economic development accompanied by continuous progress towards equality and social justice. In the light of the past experience, the Fourth Five Year Plan came to the conclusion that the problem of the Scheduled Tribes living in compact areas is essentially that of economic development of those areas and of integrating their economies with that of the rest of the country. Individual welfare approach or the approach of a schematic block is inappropriate in their case. Development plans must be formulated to suit the specific potentialities and levels of development of separate regions or areas.

3. Area development by itself will not be sufficient; area development must proceed in consonance with the development of the people of those regions. No section of any community should be allowed to be exposed to exploitation, and the benefits of development must diffuse as widely as possible. The task of tribal development can be defined, therefore, as social and economic development of the tribal people through phased and time-bound integrated area development and other programmes suiting the genius and the economic situation of the people, ensuring progressive elimination of all forms of exploitation and ensuring a move towards the goal of equality and justice. This should enable them to join the mainstream of national life as equal partners, enriching its variety and giving it a new strength. For achieving this objective, it will be necesary to articulate the objectives in terms of definite policies, administrative actions, and socio-economic programmes.

4. The following steps appear to be indicated:

(i) A review of the present tribal situation in as concrete a term as possible;

(ii) Defining the strategy of tribal development in the light of past experience;

(iii) Determining the total national effort required for tribal development, keeping in view both the tasks to be accomplished and the overall resource position for the Fifth Five Year Plan and fixing targets both long-term and for the Fifth Five Year Plan in the light thereof;

(iv) Reappraisal of national policies in areas affecting tribal life, such as forests, industries, mining, excise administration and so forth and to press them in the service of tribal development;

(v) Outlining an integrated programme of development indicating overall priorities;

(vi) Strengthening and streamlining administration in Tribal areas.

A REVIEW OF THE TRIBAL SITUATION

5. In pursuance of the provisions of Article 339 of the Constitution, which required the President to appoint a Commission on the expiry of 10 years from the commencement of the Constitution, a Scheduled Areas and Scheduled Tribes Commission was appointed under the chairmanship Shri U.N. Dhebar. The Commission came to the conclusion that tribal development plans have left a mixed impression on the minds of the people. In the absence of systematic and adequate studies it was not possible for them to quantify the progress made. They, however, made a pointed reference to some of the ills plaguing the tribal areas: loss of land, heavy indebted

ness, the usuary of money lenders, contractors, and traders, and the system of bonded labour that still prevailed in certain areas. They also pointed out the curtailment of forest rights and privileges and noted the absence of an integrated approach to the problem of economic development. They were hopeful, however, of the outcome of the Community Development programme and Panchayati Raj. It was envisaged that as these movements gain strength, heir latent potential can be used to tackle the vast and complex problem of human emancipation.

6. The Shilu Ao Committee, in 1969, again stated that while there was a consensus that position of the tribals has improved, in the absence of concrete data it was not possible to give a clear verdict on the extent of progress and say if it was appreciable or only marginal. They observed that the leeway to be made up was considerable and pointed out that the delay in protecting the rights of the tribals had worsened their position. There was a marked imbalance in the development of the tribal communities; some were still at the primitive stage and their problems needed urgent attention.

7. The Commissioner for Scheduled Castes and Scheduled Tribes has been reviewing continuously the progress of tribal development. The latest report (1969-70) has brought out pointedly the ill effects of sudden confrontation of the diverse economies with the opening of the tribal areas. Similar is the tenor of the reports of other Committees investigating other facets of tribal development.

8. In the absence of a systematic survey it is not possible to assess the level of overall development of the tribal people in the last 25 years. Economic indicators from isolated studies give an incomplete picture; they only indicate the broad dimensions of the problems. Thus, some groups are still at the food-gathering stage; shifting cultivation persists in large areas; much of the tribal land is marginal and capital inputs are insignificant; irrigation is less than one percent as against 21% national average; in some area literacy is still below 2%; health facilities have not reached many areas, and so on. The process of exploitation has been aggravated at least in some of the more backward areas and the gulf between the general economic level in the country and the level of these areas has widened. While the Fourth Five Year Plan put the per capita national income at Rs. 546 in 1968-69 and per capita consumption at Rs. 488, in some of the tribal areas the per capita income was reported as low as Rs. 132. The Fourth Five Year Plan stated that the level of consumption of the last ten percent of the rural population is less than 35% of the general level consumption. The tribal communities in some of the areas are even below this 35% line. It appears that in some areas the ratio of per capita income of the tribal communities to the per capita national income has moved adversely in the last 10 years.

9. These examples, however, should not be taken to mean that nothing has been done for the tribals. A total of Rs. 180 crores has been spent in the Four Five Year Plans in the Central Sector on tribal development. The State Sector, in certain cases has earmarked resources for tribal areas, though it is to be regretted that the general sector resources have not flown to these areas as they should have. The concept of integrated development approach could be put into practice, on pilot project basis, only towards the middle of the Fourth Five Year Plan. Tribal development activities were generally continued according to the old pattern, without any appreciable impact. It is clear, therefore, that the task which remains to be accomplished is tremendous and urgent, particularly in view of the decision to launch a massive attack on poverty.

A STRATEGY FOR TRIBAL DEVELOPMENT

10. In the light of our laudable objective but poor performance, it is evident that the entire question of tribal development needs a fresh look. A new strategy to attack this problem must be worked out. Tribal development can no longer be left to be tackled piecemeal at the convenience of a multiplicity of organizations, subject to availability of men and material and to the vagaries of out-of-context policy decisions. Tribal development should be treated as an integral part of social and economic development for which a purposive leadership should come from the national level. The national effort should be defined in concrete terms.

11. By the very nature of the problem, tribal development will have to be undertaken by different organisations, but it must be fully coordinated by a central organisation with adequate authority. It should be accorded a high priority in the programmes of every department in view of its urgency and multi-organisational character, for there is a danger that shortfall in one programme may throw out of gear the entire scheme.

12. The national effort should be broken up in constituent parts and the share of the Centre and the States should be clearly indicated. In all those areas where the States are likely to find it difficult to shoulder the responsibility, adequate central assistance should be built into the programme. For this purpose some definite indicators will have to be developed.

13. A review of high level policies in areas affecting the tribals should be taken up urgently with a view to bringing them in line with the objectives and requirements of integrated tribal development and social justice.

Subjects coming under this review include forest policy, industrial and mineral development policy and the policy of excise administration. There are certain other areas where policies are clear but legislative support is not complete, or where legislative support exists but implementation is not satisfactory. All aspects of protective measures will have to be fully explored with a view to ensuring their effective implementation as a time bound programme.

14. Individual welfare approach and schematic block development approach are inappropriate for these areas. An integrated development approach should cover the entire tribal area in the country. The problem, however, will be different for States which have a tribal majority and for those in which the tribals are in a minority. The tribal majority States in the North East are compact and viable units, whose plans in effect are plans of tribal development. No separate area development plans for tribals for these States are necessary. Their financial commitments are also underwritten by the Central Government.

15. In other States, the existing tribal development block may continue to be the smallest unit of development administration. Growth Centres may be identified in these blocks to be developed as key service points for the entire local economy. Above the block level, a two-tier planning and implementation superstructure may be envisaged. The T.D. Blocks may be grouped into compact Development Projects for the purposes of planning and execution. A Development Project should have a population of not more than 3 lakhs and should not cut across revenue district boundary. These Projects may be carved out keeping in view the physical features, natural resources, ethnic composition, level of development and other related factors. Development Projects, wherever possible, may be grouped into a Development Region having a population of not more than 15 lakhs. The Development Regions, as far as possible should be coterminus with tribal concentration belts in each State. A Development Region, however, may cover more than one district. A Regional Development Authority should be established for each of these Regions which should be fully responsible for planning and implementation of tribal development.

16. Area development, as outlined above, will have to be taken up as a phased programme so that integrated development plans cover the entire tribal area by the end of the Fifth Five Year Plan. As each Development Project may be at a different level of development and political consciousness, the administrative structure and the nature of participation of local leadership will have to be carefully worked out and inter-woven. In some of the advanced areas, a section amongst the tribals is rapidly coming up which can take up the leadership role in the economic and social development of the area. This new group has its special needs and aspirattions; full opportunity should be accorded to them to participate in policy formulation and implementation. However, on the other extreme are areas which need a different pattern at least for the next 5 to 10 years, local leadership generally has not outgrown the traditional forms. In their case, the traditional Panchayats may be strengthened and assigned a progressively increasing role in modern economic and developmental activities. Thus, in view of the urgency of tribal development, time-bound programmes and integrated area development plans will have to be pushed through the executive agency but at the same time ensuring stimulation of processes which will help in the growth of local leadership and an early effective participation of the forward looking tribal elite.

17. The integrated development plans must keep the development of the people as their central point of attention. It will be necessary to determine carefully the priorities in adopting various programmes.

18. All programmes which help in minimizing incidence of exploitation, such as those in the fields of marketing, credit, supply of consumer goods, and even informal rationing ensuring commodities at reasonable prices should have the highest priority. The second priority should be given to those programmes which help in building inner strength in the local communities, such as education and health. Economic development programmes are important and their importance should be adequately reflected in the new strategy. Programmes which are universalistic in extending benefits and are quick yielding should get priority over programmes for individuals only. Programmes in modern sectors of economy, which will help in initiating the process of transformation of the structure of the local community, will also have to be taken up but as a lower priority. This generalized version of priorities will have to be varied in view of the special needs of particular areas.

19. Special attention should be given to tribal communities and areas, which have been left untouched by the process of economic development in the country or which have been adversely effected by it. The integrated development projects should be started, as far as possible, in the first instance in those areas which are at the lowest rung of the economic ladder. The extremely backward areas should be a special charge on the Central Govenment during the Fifth Five Year Plan and special assistance may be given to them for integrated development programmes. The problems of the isolated and minor backward tribal communities will also have to be in the Central Sector programmes. The problem of confrontation of culture arising from location of gigantic industrial enterprises in extremely backward areas must also be attended to.

20. The time-bound task of tribal development, in accordance with the principles enunciated above, will require considerable strengthening and restructuring of administrative and economic institutions. This task should be given a high priority and taken up immediately. Continuous evaluation of the development

effort in relation to the goals so defined become an integral part of the administrative structure so that once again we are not forced to say, in respect of tribal development, "we do not know".

21. Thus the new strategy can be summarised as follows:—

(i) The problem of tribal development should be defined at the national level and the national effort required for tackling it should be worked out;

(ii) The precise part assigned to each State and to each department in this task should be fully defined and the Central sector should play an important role, though essentially one of supplemental assistance;

(iii) A review of important national level policies, especially those covering forest, industry, mineral development & excise administration should be taken up;

(iv) An integrated area development approach in consonance with the development of the people should be adopted. The development programmes should give high priority to programmes minimizing incidence of exploitation and help building up inner strength of local communities;

(v) Special schemes for extremely backward areas and for neglected and isolated tribes and also for tribals affected by major projects should be formulated; and

(vi) Strengthening and streamlining of administrative and economic institutions should be taken up urgently and evaluation should become an integral part of the administrative structure.

PROTECTIVE MEASURES

22. Exploitation in numerous forms has characterized all backward economies, but it is found at its worst in the tribal areas. Protective measures taken so far have been at best only partial success. The unfortunate aspect of the situation is that an evil cured in one place reappears in another place, may be, in another form. Elimination of exploitation, therefore, will have to be taken up as an integral part of the plan of social and economic development of the tribal people. All programmes which help in reducing the opportunity and incidence of exploitation should be given the highest priority. Time-bound programmes on a large enough scale should be taken up to eradicate or at least to check effectively the harmful practices. Resources should not come in the way of these programmes. Protective measures should be supplemented by citizens' education and also by economic support so that the tribal is enabled to visualize the nature of exploitation he has been subjected to, to assert his rights and to stand on his own.

(i) Land Alienation

23. Depriving the innocent tribal of his land, through fraud or through legal sale at nominal price, has been a common feature of tribal areas. State Governments have taken steps, both legal and administrative, for preventing such transactions. There has been some relief, yet the problem continues to grow in the wake of the opening up of backward areas. Certain States have decided even to reopen all the old transactions and examine their validity. In view of only partial success of protective measures and considerable damage to the tribal economy all the transactions after 1947 should be reviewed. It should not be left to the tribal to question these transactions but it should be the responsibility of the State to see if he has been deprived illegally and unreasonably of his land. Free legal aid for this purpose should be provided and the administration should be required to start *suo moto* proceedings. This review should be completed in the first two years of the Fifth Five Year Plan. An *ad hoc* provision of Rs. one crore for legal assistance may be made.

(ii) Marketing of agricultural and forest produce and supply of foodgrains and consumer commodities

24. The market, as the key point of economic and social life of tribal communities, has attracted some attention but has not been given a central position in economic planning. All economic transactions of a tribal area are concentrated in one place and are limited to a few hours in a week. The disadvantage of geographical dispersal of these centres in rugged country-side is more than compensated by this telescoping of economic activity both in space and in time which makes it amenable to control if suitable measures are taken. Exploitation in trade in tribal areas is phenomenal and effective measures to curb it have not been possible so far. Firstly, the problem of effective regulation of all market operations has not viewed in its entirety. Secondly, the efforts so far have been isolated, small and partial. Marketing operations of the public sector organisations, therefore, have been uneconomical and the tribal has continued to depend on traditional middle man for most of his needs. It is necessary now to work for effective control of tribal markets by bold initiative.

25. The tribal markets generally are outside the ambit of regulations framed for agricultural 'mandis'. Special enactments to regulate trading in tribal markets, therefore, will have to be made. As each local area may

have its own special problems, regulations will have to be worked out on a regional basis. The basic objective should be to transform gradually the pre-monetized practices into modern practices and reduce to the minimum the incidence of exploitation in various forms. It will be necessary to impose a sort of price control on items of daily necessity and cloth, institute a regular system of inspection, rationalize local taxes, if any, and put an effective end to all practices resulting in harassment even if it results in loss of revenue.

26. It will be necessary that the marketing of agricultural and forest produce is effectively covered by the cooperative sector so that a minimum price is ensured. These operations to be effective will have to be big enough to take care of at least 1/3rd of the total marketable surplus and for some commodities even 100% in case the traders prefer to withdraw in view of their operations becoming uneconomical as a result of competition by the cooperatives.

27. The Special Working Group on Cooperation for Backward Classes estimated in 1962 that the marketable surplus in a block may be of the order of Rs. 10 lakhs per annum. With the increase in prices as also increase in production this may now work to about Rs. 20 lakhs per block. Thus, total marketable surplus in 800 tribal blocks will be of the order of Rs. 160 crores. For 33% coverage of the turn over by cooperative sector, an annual trade of Rs. 50 crores will have to be envisaged. Capital outlay of about Rs. 10 crores as against Rs. 5 crores suggested by the Study Team in 1962 will be required to handle this volume. In addition Rs. 5 crores will be necessary for building up of the marketing infrastructure. As the cooperative sector will be required to cater to consumer goods and agricultural inputs also a further fund of Rs. 5 crores will be required. Thus a total of Rs. 20 crores may be made for developing marketing services and infrastructure in the tribal areas. Institutional finance upto Rs. 15 crores will be needed in addition to support these operations.

(iii) **Credit**

28. No firm figures for the non-productive credit needs of the tribals are available. Isolated studies show that about 60% of the tribal families are indebted and the average loan is about Rs. 300 per family. The total debt on tribals in the country may be of the order of Rs. 240 crores. Out of this loan 60% is estimated to have been advanced by money lenders. Thus, the total outstanding advances of money lenders in the tribal area, may be about Rs. 144 crores. These are rough estimates. Efforts made so far for debt reconciliation through various laws may have ameliorated the situation partially. However as no alternative source of financing has been introduced in these areas, the total non-productive outstanding loans on tribals cannot be less than Rs. 100 crores. A beginning with a nucleus fund of at least Rs. 5 crores and adequate credit from the Reserve Bank of India, say Rs. 20 crores, will have to be made in these areas.

29. It is estimated that 1% of the indebted families i.e. about 80,000 are bound by very adverse service relationships with their creditors. If average debt on this group is Rs. 300 per family, the total debt will be of the order of Rs. 2.4 crores. To liquidate those adverse service relationships, a provision of Rs. 2 crores will have to be made.

(iv) **Excise Administration**

30. Excise administration, as it has developed in the tribal areas, is reported to have turned into a new instrument of exploitation of the simple tribal communities. The excise revenue in some of the tribal areas has increased many fold in the last 15 years and the per capita excise revenue is reported to be as high as Rs. 5 or Rs. 6 per annum. The total incidence of the burden of the present excise policy on tribal areas in the States is very heavy. It is reported that liquor shops have also proved to be easy channels for introduction of anti-social elements in these areas. Therefore, it is essential to review the excise policy and, as far as possible, leave the tribals alone so far as the manufacture, distribution and sale of liquor in these areas is concerned. These steps will result in considerable fall in excise revenue to the States, which will, however, be more than compensated by the removal of one of the instruments of exploitation of the tribal communities. If necessary, the States may be compensated, partially or fully, for the loss of their revenue from tribal areas by the change in excise administration. Resources should not stand in the way of the desired reform in this sector. A review of the present excise arrangement should be urgently taken up in all the States. In this review, excise and general administrators, social workers, and tribal leaders should participate, and a policy suitable for each area should be evolved so that it be put into operation with the beginning of the Fifth Five Year Plan itself. A token provision of Rs. 25 crores for this purpose may be required.

(v) **Strengthening of Traditional Institutions**

31. One of the most important reasons for the alienation of tribal communities in some of the more backward areas from the new processes of change is their basic distrust of the "new world". This distrust arises from the tribals' ignorance of the new ways of life. He is confronted with a new code of conduct and, many a time, he is put to disadvantage for no apparent reason or fault of his own. The tribal communities run their affairs in their own ways. To them their own system does not appear to have relevance in the new administrative and legal frame which slowly descends on them. Unable to comprehend it, the tribal community finds itself

weak and defenceless. In this context, traditional institutions become non-functional and gradually lose their authority. They linger on having no relevance in the processes of social and economic transformation induced by forces generated at higher levels. New institutions fail to grow and a vacuum is created.

32. The dynamic situation of today requires effective steps for popular mobilization with a view to strengthening the local communities, enabling them to face adverse situations and reduce the incidence of exploitation by giving them more authority in a fashion which is within their comprehension and creating an urge for development and modernization. Here again, the situations may vary considerably in different tribal regions. Wherever it is necessary and feasible in the local context, traditional Panchayats should be strengthened and made a potent force for development and change. Their role in dealing with social problems should be formally recognized. They should be given sufficient authority to deal with the members of the tribal communities and others in the local area for minor offences, offences relating to the honour of women, land disputes, management of forests and so on. This will give them a new sense of pride and purpose even in the changing situation. At the same time, they should be associated with the programmes of education, social and economic development and their formal and informal authority used in furthering the new goals. They should be helped in slowly transforming themselves into modern institutions over the next 10 to 20 years so as to enable them to take over the entire developmental functions as in the rest of the country.

33. These institutions may be assisted by specially trained educated tribal young men who may form the core of a new voluntary effort in the tribal areas. Suitable training programmes in universities under expert guidance may be evolved. A provision of Rs. 2 crores for supporting the traditional Panchayats may be made.

(vi) **Preparing digests of Civil Codes**

34. The tribal communities are governed by their own traditions in social conduct as civil codes exclude them from their jurisdiction. In the dynamic situation of today it is necessary that a definite form is given to the social relationship particularly in the context of (i) weakening of traditional social structure, and (ii) emerging new urges which inform the enlightened sections of the community. In the first instance, Tribal Research Institutions and Universities in association with local tribal communities, should prepare a digest of the civil codes of local communities. This should be treated as an authorised version for civil practices in all disputes. The traditional tribal panchayats, which are proposed to be strengthened, should be enabled to amend this Code when they are of the opinion that a change is called for in the new context and the local community generally favours the change. Special provision for this task may be made in proposals for allocations of research in the Fifth Plan.

ECONOMIC DEVELOPMENT PROGRAMME-1

(Traditional Sector)

35. A vast majority of the tribals depend for their living on agriculture and collection of forest produce. Any programme which aims at giving maximum benefits to the largest number of people in a short span of time, therefore, will have to concentrate on the traditional economic activities of the tribals. Non-traditional activities are necessary for diversifying the economy. But at the present stage of development, they can be taken up only in some areas. The spread effect can be expected to benefit them only in the long run.

Agriculture

36. The problem of tribal agricultural are many and of diversified character. On the one hand there are shifting cultivators; on the other there are those working on marginal lands. In many areas land has not been surveyed and basic land records do not exist. There are unused and undeveloped irrigation potentials in certain areas, while in other areas even drinking water is a problem. In many areas no surveys of irrigation potential, possibilities of lift irrigation and underground water resources have been made. Benefits of agricultural credit and extension have not reached most of these areas. Even when institutions exist, the tribals are denied the benefit in the absence of a clear title on land. A concerted attack on these problems will have to be made.

(i) *Survey and Land Record*

37. Preparation of basic land records is the first pre-requisite of planned economic development. Land records in tribal areas are generally unsatisfactory. Therefore, record of rights should be prepared quickly for formal conferral of rights as also to enable the tribal to derive benefits of institutional finance. Extremely backward areas will need special care as in some cases law and practice may be different. The normal procedures and concepts may require suitable amendment. The Tribal Research Institutes should attend to this job and help the Revenue authorities in formulating definite schemes. Preparation of land records should be taken

up urgently and full survey of all tribal lands must be completed by the end of the Fifth Five Year Plan. A provision of Rs. 10 crores for this programme may be made.

(ii) *Research and Extension*

38. A break-through in the agricultural sector has been made at the national economy. The credit goes to research and extension. Researches in improved seeds, fertilizers, land use, agronomical practices have made long strides. However, conditions in agriculture vary considerably from one region to another and application of general findings have to be made very carefully particularly in backward tribal areas. Also, their special problems need a closer study. It will be necessary that greater attention is now given to the tribal areas and a research station under agricultural university is established in each of the Development Projects for study of local problems and evolving suitable practices. A provision of Rs. 5 crores may be made.

(iii) *General Agricultural Development Programmes*

39. It is reported that the average holding of a tribal house-hold is about 5 acres and about 80% of the house-holds own lands. Thus, the total land with the tribals is about 25 million acres. In the more advanced areas extension agencies have reached a very large section of the population except the extremely poor for whom special programmes like Small Farmers Development Agency or Marginal Farmers Development Agency have been started in the Fourth Five Year Plan period. 45% of the agricultural house-holds have been benefited by cooperative activity in 1968-69 and this level will attain 60% mark by the end of the Fourth Plan. SFDA & MFAL programmes also would have touched a sizable section of the poorer cultivators. In tribal areas even where cooperatives have recorded some progress, tribals have been left untouched by and large. A really massive effort will be needed to benefit a large percentage of tribal families under agricultural programmes. At least 20% of tribal house-holds should be covered during the Fifth Plan period.

40. Much of the assistance in comparatively more backward tribal areas will have to be of the nature of an out-right or substantial grant as the first problem is to convince the tribal about the utility of new methods of cultivation, the usefulness of fertilizer or even the use of water. This will need to be followed up by adequate credit complement in the second phase. If an investment of Rs. 200 per acre or about Rs. 1000 per family for various items like land improvement, seed, fertilizer, soil conservation is to be made, a twenty percent coverage will require a total outlay of Rs. 100 crores.

(iv) *Credit for Production Purposes*

41. To assess the requirement of credit for production purposes, it will be necessary to review the progress in general sector. In the year 1968-69, Rs. 610 crores was advanced as cooperative loan to about 45% of the rural house-holds. Thus outstanding credit per house-hold in 1968-69 was Rs. 169. The total advance in the year 1972-73 is anticipated to be of the order of Rs. 1,650 crores covering 60% of agricultural house-holds, which will take per house-hold credit to Rs. 350. Cooperative credit in tribal areas should reach at least the 1968-69 general level by the end of the Fifth Five Year Plan for which a total allocation of Rs. 60 crores may be made.

(v) *Landless Labourers*

42. Although the average agricultural holding in tribal areas is considerably higher than the average holding in the country, there has been a sharp decline in average tribal holding during the last decade. The number of landless labourers has been increasing. Some tribals have been deprived of their land for various reasons. Outlet for growing population in the virgin forests has been blocked by the tightening of forest administration. In 1961, there were about 3 million agricultural labourers belonging to Scheduled Tribes. About 5% of the tribal house-holds owned less than one acre of land. This problem must have been accentuated in the last 10 years for the above reasons. The State Governments are alloting available land to the landless but these families must be given additional help also for establishing as agriculturists. A target of covering at least 3 lakhs landless persons should be taken for the Fifth Five Year Plan. A provision of Rs. 1,600 as aid and loan per family will be necessary and the total cost in Fifth Plan will be Rs. 48 crores.

(vi) *Training Young Farmers*

43. Extension poses a special problem in tribal areas because of (i) subsistence agriculture, (ii) primitive techniques, (iii) difficulty of communication, (iv) sparseness of population, and (v) general lack of faith. Besides the normal programmes, it will be necessary to train young educated tribals, preferably couples, in modern techniques. Institutions where the trainees can stay and do agriculture in field condition for one full agricultural season may have to be established in each Development Project area. They should function under the overall guidance of Agricultural University and the local research station. The aim should be to train at least two such persons in each village during the Fifth Five Year Plan. A provision of Rs. two crores may be made.

Animal Husbandry, Dairying etc.

44. There is abundant cattle wealth in tribal areas. There are also extensive land and fodder resources. This potential, however, has not been developed mainly because there is no market, communications are difficult and problem of tribal areas have not been studied in that context. Barter in animals by traditional traders still continues. It will be necessary to take up various schemes of surveys, extension and development under animal husbandry, dairying and pissiculture. Adequate marketing infra-structure will also have to be developed. A provision of Rs. 50 crores under all these items should be made in the Fifth Five Year Plan.

Irrigation

45. Various estimates put the level of irrigation in tribal areas at less than 1% of the cultivated area. The All-India irrigation level in the year 1967-68 was about 17% which is expected to reach 21% of the cultivated areas by 1972-73. Even in the backward States, irrigation level is between 6 to 8 percent. By the end of the Fifth Five Year Plan the level of irrigation in tribal areas must be raised to a minimum of 3% by bringing under it an additional 5 lakh acres. A provision of Rs. 100 crores may be provided in the Plan.

46. It is reported that many of the old irrigation tanks have gone into disuse for lack of repairs, which has brought down the area under irrigation in some regions. Repairs and restoration of old irrigation tanks should be taken up on a priority basis for which a provision of Rs. 10 crores may be made.

47. Early survey of irrigation potential, sites for lift irrigation and ground water-resources should be taken up in the tribal areas. This will provide the foundation on which further programmes of development can be built up. A special provision of Rs. 5 crores may be made for this purpose.

Working of Forests

48. Forests continue to be the main stay of tribal economy. At least 10% of the tribal population persists in shifting cultivation. In subsistence agriculture, forests provide them warmth and shelter and minor forests produce are their only "cash crops".

49. Forests are important source of industrial raw materials. State revenue from forests continue to grow. The tightening up of administration of the forests and their intensive exploitation, in some cases, has resulted in compromising the interests of the tribals. Therefore, a careful review of the emerging situation should be urgently taken up with a view to removing all possibilities of clash of interest.

(i) *Forest Policy*

50. The integrated area development programmes should be able to provide the necessary frame for evolving a new approach to the working of forests. The problems and practices in the country are so varied that policy will have to be cast carefully for each local area. However, certain broad guidelines can be laid down in the light of observations of various Committees and Commissions:

(i) The Forest Department should consider itself responsible for the development of the tribals as well as the forest areas;

(ii) Working of forests should not be at the cost of well recognised interests of local communities;

(iii) The principle of participative management should be accepted in the working of forests so that tribals become an equal partner in formulating the policy for working and also its implementation;

(iv) Local needs should be fully taken into account while planning development of forest resources in any area; and

(v) The economic development of forest villages should be the responsibility of the forest department.

(ii) *Forest Villages*

51. Forest villages have a special problem as benefits of normal developmental activities do not reach tribals living in these villages. The total population of forest villages is reported to be about 2.5 lakhs. Special developmental programmes should be taken up for these villages. A provision of Rs. 5 crores may be made in the Plan of the respective Forest Departments.

(iii) *Development of Forests*

52. A number of factors have resulted in destruction of valuable forest outside reserved areas. The tribal economies have been adversely affected without any attendant benefits. The pressure on the remaining forests continues to grow which can be contained only if the tribal is got interested in the management and preservation by becoming a partner in the benefits thereof. Forest Plantations at present generally aim at their possible

industrial potential. This problem should be quickly considered by forest officers, representatives of tribals and revenue officers in each area. A beginning should be made urgently for developing forests in problem areas so identified for meeting the needs of the tribal economy.

(iv) *Forest Based Economies*

53. Even deep in the forests with increasing population, agriculture based economies are pressing hard against the 'green wall'. The tribal should be got interested in planting, tendering and protecting the forest produce instead of being content with just collection. Processing should come automatically once the passive approach gives way to active participation. Experiments on a new pattern of forest based economies in those areas, where not much pressure of population has developed as yet and which have large forest resources, should be made.

(v) *Management of Private Tribal Forests*

54. In some areas tribals own considerable forest land which has valuable forest growth and also a good potential to develop forestry as a profitable venture. They, however, do not know the real value of this forest wealth and unscrupulous persons have continued to deprive them of their property notwithstanding legal provision to protect their interests. One of the important lacuna has been that no programme to develop their possessions on scientific line has been taken up. A scheme for education, planning and development of these private tribal forests should be taken up in the Fifth Five Year Plan.

55. The programme outlined above should be made an integral part of forest development plans. 5% of the net profit from the forests should be earmarked for these schemes. At 1969-70 level of forest income a provision of Rs. 12.00 crores may be made.

Shifting Cultivation

56. Shifting cultivators can be said to be at the lowest rung of the tribal community. In 1961, their total population was estimated to be about 25 lakhs. There have been isolated efforts in some States to permanently settle these families but the problem largely remains to be solved.

57. Shifting cultivation is a complex issue. It can be tackled only by a joint effort of experts in forestry and agriculture and by integrating economic programmes with social services. In the Fifth Five Year Plan one Special Project for shifting cultivators in each of the Development Project areas, where such problem exists, should be taken up. It is estimated that in this way, it will be possible to cover one lakh families during the Plan period. The total cost of the Special Project may be about Rs. 2,000 per family. A provision of Rs. 20 crores, therefore may be made in the Plan.

58. In view of the very special nature of this problem, a Board on Shifting Cultivation at the national level should be established which can give undivided attention to this problem. This Board should be responsible for:—

(i) evolving a policy for economic development of shifting cultivators;

(ii) coordinating various aspects of research-agricultural, forestry and social—in relation to the problems of shifting cultivation;

(iii) approving area development plans for tracts of shifting cultivations; and

(iv) review of the progress made and reporting to the Central Government.

59. The Board should have an expert on Forests, an Agricultural Scientist, a Sociologist and a general administrator having experience of working in tribal areas as its members. It should be located in the Department of Social Welfare.

ECONOMIC DEVELOPMENT PROGRAMMES--2

(Building up of Infra-structure)

60. Much of the weakness of tribal areas arises from the fact that economic infra-structure has not been adequately developed. Therefore, even if a quicken pace of development is desired, there is a limit because of the assimilative capacity of these areas. In some regions, even block headquarters are not connected by all

weather roads. Electricity has not reached far into the interior. Topography makes the costs heavy. Also, the criteria adopted for advanced regions for extending the benefits of road communication and rural electrification have had the effect of leaving out of consideration most of the tribal areas because of small habitations and sparse population. Therefore, approach to planning of infra-structure in tribal areas has to be changed; it must be made functional. A group of villages or a compact geographical region should be treated as a unit for development of infra-structure. Market centre, the central communication point in tribal areas, should be given special attention in this regard.

Roads

61. All important weekly markets in the tribal areas must be connected with State highways by all weather roads during the Fifth Five Year Plan period. The precise estimates of costs will require detailed estimates which should be made soon. However, rough estimates can be worked out. A market of reasonable size serves on an average a population of about 10,000. Thus, about 3000 markets will require to be connected in all the tribal blocks. The average length of road for connecting these markets with State highway may be between 6 and 7 miles. Thus, 20,000 miles of *pucca* road at a cost of Rs. 100 crores will have to be constructed. Priority should have to be given to culverts and bridges.

Power

62. Electrification will be one of the most potent forces for development of tribal areas in the long run. A beginning must be made in the Fifth Five Year Plan. The programme should aim at reaching the power lines at least to block headquarters and some important growth centres. Electricity should also be provided to areas having good lift irrigation potential. As the transmission lines are capital intensive and the State Electricity Boards may have to incur losses, a special fund should be created to subsidize the Boards to the extent of their loss. An allocation of Rs. 100 crores may be made for various programmes of extending electricity in tribal areas.

ECONOMIC DEVELOPMENT PROGRAMMES—3

(Modern Sector)

63. Many of the tribal areas have rich natural resources and good industrial potential. Modern industries, therefore, will get attracted to these areas in due course. These industries will be instrumental in bringing about a structural change in the tribal economy. However, there are dangers of a sudden and unplanned imposition of industries in the extremely backward areas and it may result in social disruption without attendant benefits to the tribal society. Yet, the importance of industrial development in the national economy as also their catalystic role in economic and social change in these backward areas cannot be minimized. In this context, a review of industrial and mineral development policy in backward tribal areas is necessary. Instead of inhibiting the new processes, it will be desirable to harness the tremendous forces which are generated by the massive investment and sudden inflow of men and material for social and economic development of the tribals.

Industrial and Mineral Development Policy

64. The decision regarding establishment of industries and exploitation of minerals has to continue to be taken in the national context. However, the problem of confrontation of culures when such ventures are started in extremely backward areas should be given adequate attention. Measures so far taken for protecting the interests of the tribals have not been very effective and process of exploitation in many of these areas have got intensified in various forms. Many of the rights, privileges and incidental benefits enjoyed by the tribals are customary without sanction of a written law. In the process of industrialization, they are disturbed and the people are adversely affected both socially and economically. The concepts of payment of compensation, which have been evolved in the context of advanced areas, where all ights are written and the recipient culture is not at a marked disadvantage, will have to be reviewed in these areas.

65. The industrial development of the tribal areas should not be considered in isolation. It should be considered as a part of development of the area and the development of the people. Development of the zone of the influence of a new complex should form an integral part of its Project Report for which adequate financial provision should be made. If the cost of area development are heavy and cannot be borne by the industry alone, special subsidy or grant by the government should be given. As far as possible, when a heavy industry like a steel mill is proposed to be started in a comparatively backward area, a preparatory stage of long enough duration, say 10 years, should be envisaged. Special development programme should be taken up in the area. The people should be enabled to become co-sharers of the benefits accruing to that area. These programmes should be taken up even before a final decision of the locations has been taken as even if the industry is not finally established the effort would not go waste as it would have benefited one of the backward regions whose development has been accorded a high priority.

66. The intruding industrial culture generally expects the tribal culture to adapt itself overnight to the demands of the industry on a 'take it or leave it' basis. There is hardly any attempt to adapt the working of the industries to suit the local conditions. For example, for a considerable time tribal labour will continue to work as temporary since as soon as a new industry reaches a tribal area he cannot be expected to leave his home and hearth and cast his fate with that of the industry. He is suspicious and will continue to treat agriculture as his main stay for quite some time. In this context, a special provision, treating the services of a tribal as continuous if he provides a substitute during his temporary absence, will go a long way in benefiting him at least in unskilled jobs.

67. In the case of extremely backward areas, it is reported that private entrepreneurs indulge in unfair practices as also soon get interested in quick-yielding ventures with concomitant exploitation of the simple tribal situation. It is difficult to have effective regulation on the scattered enterprises particularly when the adventurers soon become influential. Therefore, public sector enterprises will have to be favoured for big industries in tribal areas. Even in the medium and small scale industries, as far as possible, cooperative institution or corporations with state participation should be started. This step will be necessary also because efforts so far to attract industrialists by providing fiscal incentives even in comparatively less backward areas have not been very fruitful. The more backward areas will have to wait indefinitely for the fruits of this induced flow. Viable industrial and mineral corporations should be started for a Development Project or a Development Region depending on the potential of development in each case.

68. The participation of tribals in the industrial development of the area should be conceived in dynamic terms. Suitable plans should be prepared for ensuring that they continue to share the benefits from the growing industrial economy of the region. The present approach of once and for all compensation should be abandoned. Industry in collaboration with the local government should be required to do extensive man power planning in these areas with a view to get the tribal continuing benefits from the industry.

69. Thus, the industrial and mineral development policy should have the following new elements:—

(i) The area development of the zone of influence of big industrial undertakings should be a part of the project report. Adequate financial provision should be made for area development;

(ii) In extremely backward areas, as far as possible, big industries should be started in public sector; for medium and middle scale industries cooperative institutions or corporations with state participation should be established. Special regulation should be made for controlling private industrial activity in these areas. If necessary rules for grant of mining leases should be urgently reviewed;

(iii) The working of industries should be adapted with a view to suit the local conditions and to enable the tribes to derive maximum benefits; and

(iv) Suitable plans for ensuring to the tribals a continuous share in the benefits from new developments should be prepared.

Small Scale Industries.

70. Many of the tribal communities have a rich tradition of handicrafts and have well developed household industries. However, some of them do not have much functional specialization while some continue to be at the food-gathering stage of economy. Some of the traditional industries are facing competition from cheaper machine-made goods and are becoming uneconomical. The opening up of the tribal areas has widened the market for minor forest produce but has done little to diversify their economy. Most of the forest produce continues to be exported in raw form. In a way, the level of technological skill of tribal communities is going down.

71. Isolated efforts have been made to help traditional art and crafts and house-hold industry. Some steps have been taken to organize collection of minor forest produce and do processing locally. These efforts, however, have failed to make an impact. It will be necessary to harness in a planned way whatever technical skill is available in the tribal communities, and to improve it. It is from amongst the artisans and "skilled" workers that innovators for the processes of new economic development can be had. The attempt should be that mere collection of forest produce gives way to production and processing. For example, in areas where wild *cosa* cocoons are just gathered, schemes for rearing *cosa* worms and for training in spinning *cosa* thread should be taken up. Similar attempts should be made in respect of honey, gum and other forest produce. Suitable schemes should be prepared for helping other traditional industries also.

72. A quick survey of viable small industries should be taken up jointly by the Forest, Industries and Tribal Welfare Departments in each State. Integrated small scale industries development programme should be taken up in compact areas on a large enough scale to cover a sizeable tribal population. At least one small industry complex should be established immediately in each of the Development Projects. More complexes should be taken up as the Fifth Plan proceeds.

73. Adequate institutional finance should be arranged to assist these small industries. The contribution required from tribals in the form of nucleus money should be provided by government on a grant-in-aid and/or loan basis in suitable cases. The total government outlay on small industries may be Rs. 10 crores. Financing Institutions may provide another Rs. 20 crores.

Medium Industries.

74. Medium Industries will play an important role in providing employment and in developing new centres of economic growth. In those areas where resource surveys have already been made, growth centres should be identified and feasibility studies taken up immediately. Medium industries should be started in the Public and/or Cooperative Sector. A wider participation of the people should be built into the structure of new industry. Suppliers of raw material should become partner on the same lines as cane growers in sugar industry. Thus a new relationship amongst entrepreneurs, workers and suppliers of raw material should be established in these areas. These industries should also adapt their working to the local conditions with a view to giving maximum benefit to the local community. A new industrial culture should be helped to develop in these backward areas.

Mineral Development.

75. Mineral development is also expected to play an important role in diversifying tribal economy in some areas. However, in the first stage, operation may be limited to extraction of minerals only. In the light of new policy suggested above, the role of local tribal communities should not be limited to that of providing unskilled labour. They must become equal partners in ownership and in profit sharing and the new industry should benefit the entire community. Smaller mining industries should be started in cooperative sector. For medium industries suitable corporations should be established.

76. The mining rules should be reviewed with a view to bring them in line with the concept of integrated development outlined here. The local communities should become a partner in any future venture in these back ward areas.

77. Adequate institutional capital should flow to those areas for developing mineral and forest based industries. Total requirement will be about Rs. 10 crores. Government should participate in the share capital of concerned organisation and should provide management subsidy on a tapering basis. A provision of Rs. 10 crores may be made in the Plan and the rest may be provided by financing institutions.

Special Programmes for Tribals Affected by Major Projects

78. Guiding principles for Industrial Policy suggested earlier should be adequate to take care of tribals in zones of influence of future industries. The problem of the tribal areas where already certain projects have been started will need special attention. Special programme for these areas should be taken up in the Fifth Five Year Plan. The following steps are necessary :—

(i) A quick survey to identify the problem faced by the tribals uprooted by the projects and those who are living in their vicinity;

(ii) Formulation of special programmes to make the tribal employable in the new townships and industries, help them in establishing suitable independent professions like dairying, small trade or help in diversifying his own agriculture;

(iii) Starting special health programmes to fight the diseases of civilization, if any; and

(iv) Special programmes for protecting women and their rehabilitation.

A provision of Rs. 10 crores on an *ad-hoc* basis to attend to these problems in the vicinity of big projects may be made.

79. It may be possible that concerned Ministries may find some difficulty in making special provision for tribal areas alone. In that case, the Social Welfare Department should initiate advance action in respect of those areas where industries are proposed to be set up in future. An additional allocation of Rs. 5 crores may be made for this programme.

80. The problem of industrialization of tribal areas will require continued attention of a body having representatives of different views. A Committee at the national level may be set up which may have representatives of Bureau of Public Enterprises, financing institutions, state industries departments, and Department of Social Welfare. The Committee should have the following functions:

(i) Review the progress of industrialization in tribal areas;

(ii) Review the flow of institutional finance;

(iii) Review the steps taken by various organisations to solve the problem of tribals affected by big industries; and

(iv) Report to the Central Government about the various aspects of industrialization in tribal areas.

ECONOMIC DEVELOPMENT PROGRAMMES-4

(Isolated Small Tribal Communities)

81. The various social and economic programmes outlined in earlier section will get integrated into the development plans. By their very nature, these plans will benefit tribals living in sizeable concentrations. The problem of minor tribes, which are numerically small and are also isolated in many cases, is sometimes acute as they tend to be forgotten. These tribal communities should claim special attention. Tribe-oriented development programmes should be prepared for them.

82. These tribes vary in size considerably, some of them may be as small as 500, others may have a strength of upto 10,000 or so. An average minor tribe for special assistance can be taken to comprise about 2,500 members. Development programmes envisaging per family investment of about Rs. 1,000 should be adequate to begin with. A provision of Rs. 5 lakhs per tribe for the Fifth Five Year Plan period is required. At least two hundred such tribal communities should be covered during the Fifth Five Year Plan period for which a total provision of Rs. 10 crores may be made.

SOCIAL SERVICES

83. Programmes which help to build the inner strength of tribal communities come next only to protective measures in priority in the integrated developmental approach. Investment in education, social education and public health are considered essential for economic growth of any community; they have an added significance in a situation where cultures at different levels of development face each other. Failure to invest adequately in these critical sectors has resulted in intensification of exploitation and in denying the tribal the benefits of opportunities generated by the opening up of these area and the establishment of new industries and trade channels. Social inputs, therefore, must become integral part of economic development programmes.

Education

84. Universalization of enrolment in the 6-11 age-group by the year 1975-76 and the age-group 11-14 by the year 1980-81 has been accepted as a national goal, and a plan of Rs. 3,200 crores has been prepared by the Education Department. The projected enrolment figures for tribal students in various stages as compared to general students will be as follows :

(Figures in lakhs)

	I-V		VI--VIII		IX-XI and above	
	Boys	Girls	Boys	Girls	Boys	Girls
Estimated number in the age-group	30·0	30.0	16·0	16.0	7·0	7·0
Enrolments	20·8	9·2	6·4	2.5	2·4	0·7

85. Thus, it is clear that the short falls at various levels are heavy for tribals. The Education Plan provides for opening up of institutions wherever necessary according to requirements. Programmes like supply of text books, free uniforms, and mid-day meals will be taken up for weaker sections of the community in the Education Plan itself. In all these assistance programmes, where such provision has been made, the first charge will be for students belonging to the Scheduled Tribes and Castes. The total expenditure on education in tribal areas in the Education Plan may work out to about Rs. 250 crores.

86. The provision of physical facilities and assistance as envisaged in the Education Plan will not be adequate to attract and retain in schools all the tribal children. Some supplemental efforts will also be necessary keeping in view the special problems of tribal areas. A number of these special programmes are suggested.

Primary Education

87. In the tribal areas primary education is free. There is also, in some cases, a provision for free mid-day meal, text books and stationery. In some sparsely populated areas residential schools with fully subsidized boarding and lodging facilities are functioning. Residential schools are, however, extremely costly and cannot be a normal feature of entire tribal belt. But at the same time assistance in the form of free mid-day meals and free text books is not adequate for comparatively more backward areas. In the context of the national policy for universal coverage, a new type of school, where principal meals will be provided free to all children, will be necessary for the comparatively more backward tribal areas and for children belonging to poorer tribal communities.

88. In the Education Plan, it has been suggested that one thousand additional residential schools should be opened which will enrol two lakh children. The total cost will be Rs. 60 crores which may be provided in the Plan. In addition, it will be necessary that 20% of the total primary school child population or about 10 lakh children should be covered by the new schools providing free principal meals. The total cost for supplemental meals in these schools will be Rs. 16 crores.

89. It will also be necessary that two sets of school uniforms for all school going children, particularly girls, in comparatively backward areas is provided. About 16 lakh children will come under this category and the total cost of the programme will be Rs. 22·5 crores. This commitment may be met from the Educational Plan.

Education at Middle and Higher Secondary Level

90. The tribal child has to leave his village for education even at the middle school level. The assistance programmes at this level vary considerably from State to State. In some States only nominal amount is given as stipend and a very small percentage of children is covered while in other States these programmes are big enough to cover a substantial student population. In these States there are two types of programmes : (i) stipend of Rs. 10 to 15 per month, and (ii) residential hostels with a stipend of about Rs. 30 to 35 p. m. The stipend for hostellers is generally adequate but a large number of students are not able to get admission in the hostels and, therefore, have to make good with the small scholarships. It is at the age of about 12 or so when a child enters the middle school, that he becomes an economic asset to his family. It will be difficult to draw him from his village if that means an additional economic burden on his parents. It will be necessary, therefore, to cover the entire student population at the middle and higher secondary level throughout, the nation by some assistance programme or the other. However, as the number of beneficiaries in the Fifth Five Year Plan is likely to increase phenomenally it may be necessary to have graded programmes for assistance at these levels which are outlined below.

(i) *Hostels*

91. Adequate living accommodation, where a tribal child can live comfortably and pursue his studies, is the first requirement particularly because most of them have to stay away from their homes. Residential accommodation is difficult to get for them in bigger villages and small towns as these are predominantly non-tribal. Construction of hostels, therefore, will have to be taken up in a big way. Not more than one lakh children have been provided with hostel accommodation in all the States so far. The objective should be to provide hostel accommodation for at least 25% of middle school children, 50% of high school children and 75% of post-matric students. The total cost of the hostel building at Rs. 1,000 per student will be Rs. 90 crores. Such a big outlay will be difficult to find in the Fifth Five Year Plan itself. Therefore, a provision of Rs. 50 crores only may be made.

(ii) *Pre-Matric Scholarships*

92. In all States at least 60% of the new entrants in middle schools and 80% of the new entrants at the higher secondary schools should be covered under some assistance programme or the other. As stated earlier, adequate hostel accommodation should be provided. Full stipends to 30% of middle school and 40% of the high school children should be provided. Another 30% of middle school children and 40% of the higher secondary school children should be given half stipends. The total outlay on this coverage will be of the order of Rs. 90 crores for which provision may be made in the Social Welfare and State Plans.

(iii) *Post-Matric Scholarships*

93. It is expected that the number of post-matric scholars will increase from 40,000 at the end of the Fourth Plan to about 80,000 at the end of the Fifth Plan. Excluding the committed expenditure and making an allowance for increase in the rate of scholarships to bring it at par with the national scholarships a total provision of Rs. 12 crores may be made.

Improvement of Standards

(i) ***Residential Schools and Hostels***

94. The Education Plan is a bold venture aimed at improving the standard of education at all levels. The problem of tribal areas continues to be very acute and it will need a much greater effort. The model schools at the block level and at the district level should be fully taken advantage of. Besides these model schools all the residential primary schools, which have necessary facilities, also should be developed on the model school pattern so that they become pace setters in the tribal areas. Some of these residential schools should be developed on the pattern of model higher secondary schools to be set up at the district level. No substantial additional expenditure is envisaged on this account as the existing provision itself should be adequate.

95. The hostel attached to a middle school in tribal areas is another point where standards should be consciously built up. These hostels should be equipped with good library. Special provision for providing facilities for supplemental instruction to enable tribal students to catch up on their studies and to equip them for higher study should also be made. This will be mostly an administrative effort and its cost will be around Rs. 5 crores. This is an urgently needed step.

(ii) *Special Coaching at Higher Secondary Level*

96. The problem of tribal children assumes another dimension when they join the general stream of children at the higher secondary and the college levels. It is necessary to provide special preparatory education for a period of 3 to 6 months at entry points in the higher secondary schools and in the colleges. The entire tribal student population should be covered under this scheme. The total cost will be Rs. 6 crores. Normal instruction, even at these stages, will continue to require supplemental effort.

Teaching in Mother Tongue at Primary Level

97. The Constitution directs that primary education for all children shall be provided in their mother tongues. In tribal areas for various reasons reading material has not been prepared in tribal dialects and also in many cases even teachers have no knowledge of tribal dialects. This has had a disastrous effect on the education of the tribal people.

98. It is proposed that the work of preparing text books for the first two classes in all tribal dialects in the script of the regional language, which have a viable number of speakers, may be taken up immediately. Regional language may be taught from Class III onwards so as to enable the child to switch over to the regional language schools at the middle level. All teachers may be required to learn the tribal dialect within a stipulated time for which adequate incentives may be provided. It should be ensured that no teacher working in tribal areas continues there in case he does not know the tribal dialect. Facilities for teaching in mother tongue in the first two classes at the primary school level should be provided in all tribal areas by 1975-76. A provision of Rs. 5 crores may be made for this purpose.

Extra Curricular Activities

99. The tribal students suffer from considerable disadvantage because of their isolation and no contact with their peers elsewhere. Programmes of conducted educational tours for all stages of education should be built into the educational system with a view to broadening their horizon and giving them a better understanding of the national life. A provision of Rs. 5 crores for this purpose may be made.

Physical Education

100. Children in tribal areas love to be outdoor and have tremendous stamina. Their potentiality should be fully utilized for games and sports. The educational plan makes a total provision of Rs. 10 crores out of which Rs. 2 crores may be earmarked for tribal areas.

High School and Middle School Buildings

101. It is necessary that adequate provision is made for buildings for schools particularly middle schools and high schools, in the context of new emphasis on science education for which at least a small laboratory is required. In advanced areas buildings can be got on rent whereas in extremely backward areas no building of any description suitable for an educational institution is available. The education plan provides a lump sum of Rs. 100 crores for buildings. The tribal areas will require a minimum outlay of Rs. 25 crores which may be earmarked in EDUCATION plan for these areas.

Education of Special Groups

102. As a result of slow spread of education in tribal areas, the youth in the age-group 15-25 has remained ignorant, susceptible to exploitation and subject to the same handicaps as the tribal of earlier generations. It is

this group which will assume local leadership in course of time and will continue there for another 20 years. Much of the developmental effort may be ineffective, if we fail to enlighten this group. The Education Plan provides for development of youth movement in the age-group 15-25. It is presumed that the first beneficiary of these schemes will be those living in the extremely backward areas and a provision of at least Rs. 5 crores will be earmarked for this group.

Citizen Education

103. Traditional education and the education of the adolescents and the youth will make their impact on the development of tribal areas only in the long run. It will be necessary in the meantime to have a special programme of citizen education which may enable the tribals to appreciate their surroundings better, to understand the nature of their rights as citizens and how they relate to administration especially in regard to the processes which can be started when their rights are affected and so on. Citizens' education should aim at preparing the tribals to face the outsiders when tribal areas are opened up. It should also enable them to become active partners in the democratic processes of the country. A total provision of Rs. 5 crores may be made for the programme including production of literature.

Incentive for Teachers Working in Tribal areas

104. Much of the educational effort has failed to achieve results because suitable teachers have not been attracted to the tribal areas. This is so because even minimal facilities have not been provided for them. The biggest problem which a teacher faces in these backward regions is the education of his children. Stipends to the children of teachers working in comparatively more backward areas should be provided if required educational facilities do not exist in those areas. The total cost of this scheme will be Rs. 2 crores. It is also envisaged that a special pay should be given to teachers working in extremely backward areas. The total cost of this provision will be Rs. 20 crores. Construction of residential facilities, particularly for women teachers, has also to be taken up in the interior of the tribal areas. An *ad-hoc* provision of Rs. 2·5 crores may be made.

Tribal Market as Centre of Cultural Activity

105. Market is the main centre of social activity and entertainment in tribal areas. It is also a centre for flow of information occupying a key position in the communication network. In the morning, the women folk walk to the market place and make small purchases; by the evening, it turns into a venue for cock fights, petty betting, social drinking and so on. No organized effort appears to have been made to introduce new forms of entertainment, organize youth club activities around these centres. Markets should be developed into a place humming with new activity and ideas. Inter-village sports and a variety of other inter-village social activities for all sections of society—men, women, young and old—could be encouraged. A regular net work of cultural and physical activities should be built up at still higher levels in the form of inter-market competitions and inter-regional competitions culminating at Development Project level sports and cultural competitions. This will enable the nation to draw upon the best in the youth of the tribal area, provide them a new form of expression and establish new centres of healthy competitive activity. All India events in those sports could be introduced in which tribal areas specialize. Competitions in archery, races and marathon walks should be instituted. A provision for prizes for regular events and small incidental expenses may be made @ Rs. 1,000 per year per market. In the Fifth Five Year Plan 2,000 such centres may be developed at a total cost of Rs. one crore. Efforts may be made also to utilize the full communication potential of the tribal markets.

Public Health

106. Primary Health Centres have been established in most of the tribal blocks. Their geographical distribution, however, has been uneven in a number of cases for a variety of reasons. The headquarters of many of the T.D. Blocks got established on the main roads existing at the time of their formation and, therefore, large geographical areas have been left unserved by primary health centres. According to the prevalent norms one fulfledged health centre should be established for 100,000 population. In view of the difficult terrain and sparseness of population, this criteria will need modification for tribal areas. For effective coverage for a population of 25,000 in each tribal block 3 health centres will be necessary. In the Fifth Five Year Plan at least one more health centre should be provided in each of the tribal blocks. Preference should be given to those blocks where geographical maldistribution requires to be corrected. The total cost of the programme will be Rs. 40 crores. This provision should be made in the Plan of the Public Health Department.

107. It is also noted that in many cases medical personnel have not reached the Primary Health Centres already established. This shortfall should be made good in the Fifth Plan. There is, however, another anomaly which needs to be corrected urgently. Although on an average Rs. 25,000 is spent on each Primary Health Centre per year, the allocations for medicines are meager, say, Rs. 500 to Rs. 1,000 per annum. In these areas, where the people are yet to be convinced about the usefulness of modern medicine, to expect them to pay for medicine means in effect denying them the benefits of modern medicine. Medicines in tribal areas should be provided free to begin with for the Fifth Five Year Plan period. The position may be reviewed thereafter. Without indicating the ceiling, an *ad-hoc* provision of Rs. 5 crores @ Rs. 10,000 per Block per year should be made.

108. Special needs of tribal areas, particularly inaccessible areas, should also get special attention. Special clinics for preventing diseases like V.D., Leprosy, Yaws and so forth should be started. Mobile dispensaries should be established for more inaccessible areas. Arrangements should also be made to cover all weekly markets by suitable medical aid. One hundred units of various descriptions should be provided in the Fifth Five Year Plan at a total cost of Rs. 5 crores.

Drinking Water Wells

109. Drinking water still continues to be one of the major problems of the tribal areas, particularly in view of the small size of their hamlets. The programme of boring hand pumps should be reviewed in view of its costs and limited success. A strategy to ensure safe water supply to all villages having a population of 100 or more should be worked out. At least 50% of all such hamlets should be covered in the Fifth Five Year Plan. A provision of Rs. 50 crores may be made in the Plan.

Housing

110. Housing as such is not a problem in tribal areas. In fact there has been a lot of wastage in duplicating urban type housing facilities for tribal colonies which proved unsuitable. Also little has been done for a proper evaluation of the existing tribal housing patterns and suggesting a better alternative use of local materials. A special cell in the Central Building Research Institute should be created for research on tribal housing and for evolving designs which can be used in these areas. In the first instance these designs should be adopted for public buildings which will have demonstration value and may later be adopted by the better off tribals. Technical guidance to the tribals, who propose to adopt the new patterns, should also be provided.

111. There is yet another dimension of the problem of housing in the tribal areas. Most of the growth centres are getting established in a haphazard fashion although considerable experience has been accumulated in numerous institutions on what a model village or town should be like. We give attention to our towns only when they have turned into slums and no one looks at those areas where almost laboratory conditions exist for experimentation as to what a town should be like. The Town and Country Planning Organisation, in collaboration with State authorities, should take up development of small model villages and towns in the tribal areas. A provision of Rs. 10 crores may be made for this purpose.

ADMINISTERING TRIBAL DEVELOPMENT

112. It is not financial resources which prove critical in tribal development; administrative structure and personnel hold the key to success of planning in these areas. Action on two fronts is necessary :

(i) Revision of personnel policy; and

(ii) Restructuring the administration.

(i) Personnel Policy

113. Posting of better officers in tribal areas has been an accepted policy of government. However, it has not been implemented satisfactorily in all cases. Posting in tribal areas does involve an element of hardship and, therefore, it is necessary to compensate adequately those working in these regions. They should also be provided minimum physical facilities like living accommodation. Special attention needs to be given to isolated and difficult tribal areas. These may constitute 10 to 20 percent of the total tribal areas in a state depending on local conditions. The Government of India should bear the cost of special pay of personnel working in such areas and it should assist State Governments in constructing houses in remote areas for their employees. The total commitment on special pay during the Fifth Five Year Plan will be about Rs. 25 crores. An *ad-hoc* provision of Rs. One lakh per block for construcing residential accommodation in remote and isolated T.D. Blocks, about 180 in number should be made. The total cost in the Fifth Five Year Plan will be about Rs. 18 crores.

114. Service rendered in tribal areas should be specially recognised for promotion; preference should be given to those who complete their tenure satisfactorily for posting in better stations; there should be adequate reservations in good schools for children of these employees; special leave rules may be framed for more difficult areas and so on. Special state level and national level awards should also be instituted for recognising service rendered in tribal areas.

115. The selection of key administrative personnel like Collector, Director and Secretary Tribal Welfare, Officers-incharge of Tribal Cooperative Development Corporations etc. should be made very carefully. It

is not that any young and enthusiastic officer can be assigned these jobs; only those officers who have acquired a vision of their own and who have shown a sense of dedication should be chosen for these assignments. A special committee should be set up in each State ,with Chief Secretary in the chair, to review periodically the posting of personnel in these areas and enforce the guidelines evolved for this purpose. Similar committees should also be set up at the Development Project level.

(ii) Restructuring of Administration

116. As the tempo of ecomomic development in the country increased the need for sepcialization in administrative organisation arose. Consequently, changes in the structure of administrative and financial institutions continue to be made. The tribal areas have been treated generally at par with other areas and sophistication has been introduced in adminsitrative system with considerable specialization of functions. Further, some institutions have been created for meeting the special problems of tribal areas which added to the multiplicity of organisations. This has resulted in high over-head administrative expenditure. The sophisticated machinery has failed to function efficiently primarily for want of a good communication net-work, the first pre-requisite of such a system, lack of high quality of personnel, long chains of command and lack of coordination.

117. The social situation in tribal areas is much too simple. The administrative structure for implementation of a development plan must be within the comprehension of the individual whom it is proposed to serve. The most important quality of such a system is its simplicity. The tribal should be required to deal with a limited number of persons with whom a confidence relationship can be developed. Therefore, all services, viz., credit both for consumption and productive purposes, agricultural inputs, facilities for marketing of forest and agricultural produce, supply of essential consumer goods and foodgrains etc. should be provided at one point and a single agency should be responsible for their handling.

118. Various organisations working in allied fields like public health including malaria eradication, health services and family planning could be integrated so that the thinly spread effort of each single organisation becomes substantial and is effectively supervised. Similarly, various branches of public works deptt., public health engineering deptt., minor irrigation may continue to have their identity at the Development Project level but may merge at lower level so that technical manpower available in these areas is optimally utilised. What is required is an all purpose generalist approach in each of the broad technical field. This was exactly the structure in rest of the country at a level of economic development comparable or even considerably higher than the present level in tribal areas. The validity of the same approach continues to hold goods in the backward regions.

119. There is yet another aspect which deserves special mention. Some of the tasks like marketing of agricultural and forest produce require total administrative effort as no single organisation howsoever big can handle the volume of work without being extremely uneconomical. Supervision, evaluation and timely feedback is impossible in sparsely populated difficult terrains of tribal regions. As the new strategy emphasises time-boundedness of programmes and specific achievement, elements of accountability, quick decision-making at the field level, feedback and evaluation have to be built into the system. This will require considerable restructuring of the administrative, financial and cooperative agencies in the tribal areas ensuring unified control.

Hamlet

120. The first basic departure form the prevalent practice should be to treat hamlet, instead of a revenue village, as the unit of development effort. In a number of tribal areas a 'village' does not represent anything except a conglomoration of hamlets for revenue purposes. Treating village as a basic unit for collection of data is responsible for unsatisfactory statistics and nondisclosure of relevant facts. Sometimes, a distorted picture of the rural situation is built up. Gram Sevak in tribal areas should attend to all aspects of tribal development. He should be assigned a specific number of families and as many hamlets as necessary on this criteria should be under his charge. The Patwari, though a revenue functionary, should be treated as a member of the developmental team. The teacher may also be assigned specific tasks without detriment to his teaching duties. Thus, it should be possible to pool all administrative resources in time of need.

Service Centre

121. The next administrative level should be the main cente of extension work for a well defined area. This point, as far as possible, should be the market centre also. It should have provision for all extension services, credit, marketing, supply point of foodgrains, consumer commodities and agricultural inputs. Normally, a tribal should not be required to go beyond this point for any of his necessities whatsoever. This point should be developed as a base camp for Operation Development. In many cases it will become the growth centre of that small economic region.

Development Project

122. The Development Project, where it has been carved, and the district in other cases as a temporary measure, should be developed as a critical level for planning and its execution. A special Agency or a Development Board should be constituted at the project or the district level, as the case may be, with adequate decision making powers. The Chief Executive of the Agency should be placed in overall charge of total governmental administration except judiciary. The Agency or the Board acting through the Chief Executive will not interfere in day-to-day working of other departments. However, all plans of other departments should be cleared by the Agency. The Chief Executive should have an authority to veto those schemes which, in his opinion, go against the interest, of the tribals. At the project level, a counterpart commercial institution should be established which should combine functions of marketing, credit of all descriptions, supply of foodgrains, essential consumer commodities and agricultural inputs. It should work under the overall supervision of the Project and should be designed to supplement its efforts in the economic field.

Regional Development Authority

123. Development Projects in the same tribal belt should be grouped and placed under a Regional Development Authority. The Regional Authority should coordinate the plans and policies of all fields organisations and should have full powers to sanction plans and supervise their implementation. Only high level policy matters should be referred to the Government.

State Government

124. With high powered Regional Development Authorities in the field, the State Headquarters should concentrate on review of performance, removal of bottle-necks, coordination of high level policies in different departments and ensuring flow of resources. Tribal Research Institutes should be required to play the assigned role. They should build up base-line data of development effort, particularly the time bound programme, chalk out a programme of qualitative evaluation, prepare digests of social codes of tribal communities and so on. Statistical & Evaluation Units should be set up where necessary and inspection machinery should be strengthened. The Department of Tribal Welfate should perform watch-dog functions ensuring the desired flow of general sector resources. It should also keep liaison with Central Ministries. An Official Level Committee should continuously review the progress of time-bound priority programmes, protective measures, general development of tribal areas and take high level policy decisions. A ministerial level committee with, Chief Minister in the chair, should also be set up for periodical review of the tribal situation.

Central Government

125. The Department of Social Welfare should assume a positive role of planning and review. It should have a strong statistical cell to continuously build up data to reflect the latest tribal situation in the country. Each project should be evaluated in detail at least once in five years.

126. Strong Cells should be established for follow up of specific time-bound programmes. The Department of Social Welfare should coordinate the flow of resources from different Ministries to the Project areas and ensure that it is timely and adequate. It should also be a watch-dog for the flow of general sector resources within the States. It should continuously review the ways and means position of each project and act as a trouble shooter.

127. Although Department of Social Welfare is mainly responsible for Tribal Development, some subjects are dealt in other Ministries. The Ministry of Home Affairs receive the reports from Governors in respect of adminstration of tribal areas prescribed under the Constitution. The Ministry of Agriculture has come to administer the six area development projects established in 1971-72. Now that the Department of Social Welfare will be required to take up the challenge of new strategy, it will be necessary that all functions relating to tribal development are transferred to it.

128. The rationalisation of administrative structure should result in overall economies. However, the increased tempo of work generated by the new thrust will be sufficient to keep everyone busy. The establishment of Regional Development Authorities and Development Project Agencies may, however, involve some added cost initially. It will be necessary to post higher level officers in charge of these intensive development programmes. A provision of Rs. 10 crores for streamlining and strengthening field administration in tribal areas may be made. The cost of strengthening headquarters organisation at the State and Central Government level including Research and Statistics Wing may be about Rs. 5 crores for which also provision may be made.

Commissioner for Scheduled Castes and Scheduled Tribes

129. The Commissioner for Scheduled Castes and Scheduled Tribes is appointed under Article 338 of the Constitution and it is his duty to investigate all matters relating to the safeguards provided for the Scheduled

Castes and Scheduled Tribes under the Constitution and report to the President upon the working of those safeguards. This Constitutional frame of his duties is comprehensive and it is necessary that his authority is fully used by building in an independent assessment on a continuing basis. The Commissioner should keep himself apprised with the latest tribal situation particularly in respect of protection by legal and administrative measures and in respect of the social situation arising in comparatively backward areas as a result of industrialization. It is not necessary that he should have a parallel field organisation. The present arragement of making available the services of Zonal Officers is satisfactory. However, he should be provided a small but independent evaluation machinery which could go into specific problem of high public importance.

Voluntary Organisations

130. Voluntary effort can pay rich dividend in tribal development. Voluntary organisations should be encouraged to undertake specific projects so that the results can be evaluated and a spirit of healthy competition can be inculcated. Specific projects should be treated as a part of the total effort in that particular area and its expenses may be met from the normal development budget. The agencies should, however, be given maintenance grants for their supportive and service organisations for which a total provision of Rs. 2 crores may be made in the Plan.

FINANCING TRIBAL DEVELOPMENT

131. The detailed schemes of various programmes outlined above for tribal development will have to be worked out. The figures given under each head are tentative and indicate the order of the effort which will be necessary rather than an exact amount. It appears from these estimates that the minimum investment in the Fifth Five Year Plan for tribal development will be about Rs. 1,600 crores. The consolidated item-wise break-up will be as shown below:—

(Rs. in crores)

1. *Protective Measures :*	
(i) Legal aid	1·00
(ii) Marketing agricultural and minor forest produce	30·00
(iii) Sale and supply of essential consumer commodities	5·00
(iv) Bonded labour	1·00
(v) Non-Productive credit	25·00
(vi) Reorganisation of excise administration	25·00
(vii) Strengthening of traditional panchayats	2·00
TOTAL	89·00
2. *Agriculture and Forests :*	
(i) Survey and land records	10.00
(ii) Agricultural research	5·00
(iii) General agricultural development	100·00
(iv) Credit for productive purposes	60·00
(v) Landless labourers	50·00
(vi) Training of young farmers	2·00
(vii) Forest villages	5·00
(viii) Development of forests & forest based economies etc.	12·00
(ix) Shifting cultivation	20·00
TOTAL	264·00
3. Animal husbandry	50·00
4. Irrigation	115·00
5. Communications	100·00
6. Electricity	100·00

7.	*Industry*	
	Small scale industry	30·00
	Medium industries and mining	60·00
	TOTAL	90·00
8.	Special programmes for tribals affected by major projects	15·00
9.	Isolated small tribal communities	10·00
10.	*Education*	
	(i) 100% coverage of children in age-group 6-11 and 75% in age-group 11-14 by 1980-81	200·00
	(ii) Residential schools	60·00
	(iii) Provision of principal meals and uniforms	38·50
	(iv) Hostel accommodation	50·00
	(v) Pre-matric scholarships	90·00
	(vi) Post-matric scholarships	12·00
	(vii) Improvement of standards	11·00
	(viii) Teaching in mother tongue	5·00
	(ix) Extra curricular activities	5·00
	(x) Physical education	2·00
	(xi) Construction of high school and middle school buildings	25·00
	(xii) Special programmes for youths in the age-group 15-25	5·00
	(xiii) Citizen education	5·00
	(xiv) Stipends to children of teachers	2·00
	(xv) Special pay to teachers working in extremely backward areas	20·00
	(xvi) Construction of residential facilities specially for lady teachers	2·50
	(xii) Reorientation programmes and refresher courses for teachers	2·00
	(xiii) Development of tribal markets as centres for cultural activities	1·00
	TOTAL	536·00
11.	*Public Health*	
	(i) New public health centres	40·00
	(ii) Free medicines	5·00
	(iii) Special clinics and mobile dispensaries	5·00
	(iv) Safe drinking water	50·00
	(v) Research on tribal housing	1·00
	(vi) Development of small model towns in tribal areas	10·00
	TOTAL	111·00
12.	*Administration and Voluntary Agencies*	
	(i) Strengthening administrative structure	15·00
	(ii) Housing for personnel in extremely backward areas	18·00
	(iii) Special pay for personnel belonging to development department working in extremely backward areas	25·00
	(iv) Aid to voluntary organisations	2·00
	TOTAL	60·00
13.	T.D. Programme	60·00
	GRAND TOTAL	1,600·00

132. This outlay of Rs. 1600 crores will have to be adequately integrated into area development programmes where possible. The flow of these resources will be in the following form:—

(i) General state sector schemes;

(ii) Centrally sponsored schemes to be borne by the Department of Social Welfare or the concerned Ministry;

(iii) General assistance in the form of T.D. programmes as a transitional measure; and

(iv) Integrated area development programmes for extremely backward tribal areas where resources both from the Central and State Governments will be provided as a lump sum.

133. The detailed exercise specifying programmes under items (1) and (2) above will have to be done after a dialogue with the concerned Ministries and State Governments. The general principle for determining the source of financing should be :

(a) funds for individual schemes should be made available, as far as possible, by the concerned Ministry;

(b) Provision in Social Welfare Department's Plan should be made for an item if

(i) it is of residual nature; or

(ii) it is not possible to place the responsibility for it on a single organisation; or

(iii) adequate resources in the appropriate departmental or state plan are not likely to be available for it; or

(iv) it is of a high priority to deserve special attention.

134. It is presumed that adequate resources for tribal development will flow from general sector in each State and in each Ministry and that they will be earmarked. A comparatively larger Central Plan for tribal welfare, however, will be necessary in the Fifth Plan for the following reasons :

(a) A vast majority of the tribals are concentrated in the four economically backward States, viz. Madhya Pradesh, Orissa, Bihar and Rajasthan. The general sector resources of these States will be inadequate to make an impact in the stipulated time;

(b) It is possible that a sizeable portion of State Plans is indivisible and is in the nature of infra strucutre building. These investments will benefit the tribal areas as well but only in the long run and may leave them untouched in the immediate future. Thus, the divisible part of general sector resources may be small and inadequate;

(c) A part of the general sector resources may have been committed to spill-over works in which tribal areas may not be having an adequate share;

(d) The level of general sector resources flowing into tribal areas so far has been rather low; the non-plan commitments are also nominal. The plan allocations, therefore, will represent almost the total investment in tribal areas;

(e) It is possible that the overall resource allocation to those sectors of economic activity which are of high priority in the tribal areas have receded to a lower priority at the national level, for that reason may be able to claim a smaller share in the National Plan. On *pro-rata* basis, the investment in these high priority sectors in tribal areas will fall short of their requirement; and

(f) Whereas the Plan envisages a sizeable private investment at the national level, there is no appreciable private sector investment in tribal areas. This imbalace will need to be corrected by a higher allocation for tribal areas in public sector investments.

135. These considerations will be specially relevant in the Fifth Five Year Plan period as it is only now that an integrated area development approach for tribal areas is being envisaged and the totality of national effort for tribal development is being defined. Once the flow of general sector resources to the tribal areas gets normalized over the next plan period, the Sixth Plan may not present the problem in such an acute form. However, considerations like the poor resource position of backward States having tribal concentrations and the urgent need to bridge the yawning gap between the general and tribal economies will continue to claim special attention and justify larger central sector allocations. In the Fifth Plan, a higher Central Sector Plan and some weightage on *pro-rata* share in sectoral and state plans will be essential to mobilize necessary reasources for tribal development.

136. The place of Tribal Development Block in the context of Integrated Area Development programme need some explanation. The present T.D. programme slowly should be converted into an area development programme. As and when area development programmes are ready, the grant in the form of *ad-hoc* T.D. allocations should cease to flow. Thus, the present T.D. pattern should gradually become a substructure of the area development structure and get assimilated in it. This process may take some time. In the transitional phase, T.D. assistance willl have to be continued in the present form.

137. At present T.D. Blocks have been started generally in areas having 66⅔ percent or more tribal concentration. Those blocks which have 50 percent or more tribal concerntation should be covered in the Fifth Five Year

Plan. There is an anomally in the assistance pattern to T.D. Blocks in different stages. In the first and the third stages, a T.D. Block is entitled to Rs. 2 lakh per annum while in stage II, the assistance gets reduced to Rs. 1 lakh only. This should be raised to Rs. 2 lakhs. Some of the T.D. Blocks will be completing the Stage III in the Fifth Plan period. Such of them which do not get covered under a Development Project for area development will need to be continued by adding another stage.

138. As the T.D. programme is envisaged to merge in area development programme it is not necessary to continue separate T.D. assistance to States and Union Territories having tribal majority. Their normal State Plans should be deemed to be area development plans and adequate provision of funds should be made therein. Financial commitment under T.D. programme to that extent will get reduced in the Fifth Plan.

139. The present quantum of assistance is considered to be inadequate, it should be increased to at least Rs. 4 lakhs per annum. As the T.D. programme will be of a transitional nature, the financial commitment will not be heavy. A higher allocation will help in preparing the necessary background for introducing area development programmes in due course. Taking all the factors into consideration, a total allocation of Rs. 60 crores may be made in the Fifth Plan.

140. It will be necessary to spell out the nature of special schemes for extremely backward areas also. Area development plans, when ready, will take into account the requirements of each area. Howerer, the first priority should be given to the extremely backward areas. Only when the first phase of this coverage of backward tracts is over, other areas should be taken up. About 10 to 20 percent of the T.D. blocks in each State should qualify for this special treatment depending on the level of tribal development there. Thus planning for about 150 blocks should be taken up immediately. About 10 to 20 percent of T.D. Blocks in each State will qualify. A total outlay of about Rs. 50 lakhs or so per block for the Fifth Five Year Plan will be necessary to cover various schemes of building up infra structure, social services and economic development. These figures are rough and the exact requirement should be worked out in the Plan. These resources should be found from various schemes outlined earlier. They should be made available to the Development Agency by the concerned departments and coordination of the flow of resource should be done at the central level by the Department of Social Welfare. No additional resources will be necessary for this programme in the revised pattern of development planning.

141. Thus, the total national effort for the tribal areas will be of the order of Rs. 1,600 crores, which will mean a *per capita* outlay of about Rs. 400 during the Fifth Five Year plan period. However, much of this investment will be in the form of building up of infra structure, education and minimum amenities which are so essential for quickening the pace of growth in these backward regions. Taking into account the fact of heavy investment on these items, which will not directly increase the production it may be presumed that this investment may generate an additional income of about Rs. 100 *per capita* in the tribal areas in the last year of the Fifth Five Year plan period. This is the minimum effort which appears to be essential if it is to be noted that in 1968-69 the *per capita* income in some of the tribal pockets has been reported to be as low as Rs. 132 when the *per capita* national income was Rs. 546.

Ensuring Flow of General Sector Resources

142. With a view to precisely assessing the effort made by various organisations for tribal development and also to ensure that adequate resources flow to these areas some checks at the planning and budgeting level appear to be necessary. At the time of preparation of the Fifth Five Year Plan the States and Central Ministries should be required to clearly indicate their proposed allocations for tribal areas. These allocations should be treated as earmarked. In this way, the overall national effort for tribal development should be clearly indicated in the Plan itself. The same procedure should be adopted at the time of preparation of annual plans in the States and at the Centre.

143. Another check at the annual budget stage also appears to be necessary. In the annual budget of the State Governments and Union Government, an explanatory note should be made obligatory under each major head indicating the distribution or proposed expenditure between tribal areas and non-tribal areas. If this is agreed, each State and Ministry will be required compulsorily to work out the benefits accruing to the tribal areas in its budget exercise itself. The criteria for deciding whether a scheme is to be shown in the tribal sector should not be its geographic location but the fact whether the benefit of that scheme accrues to the tribal area or not.

144. Another innovation for ensuring successful implementation of time-bound programmes of tribal development will be to prepare the plan of these areas in two parts: (i) Core Plan; and (ii) Auxiliary Plan. The Core Plan should aim at a minimum achievement level in key sections in the next 10 years. This should include enforcement of protective legislation, building up of economic infra structure and provision of minimum social inputs including health services. The Core Plan should have a longer span, say of 15 to 20 years. Finances for the Core Plan of each area should be underwritten by the Planning Commission. This should

imply that the minimum quantum for the 'Core' will be made available to the tribal areas whatever may be general ways and means position. The year-wise distribution of the 'Core' allocations over the five year plan period should also be indicated in the beginning itself. This will help the extremely backward areas to plan their programmes sufficiently in advance in high priority sector and work can be initiated with certainty.

145. There are some features of the proposed programmes which stand out and deserve a special mention :

(i) Marketing and supply of consumer goods in tribal areas will be taken up on a scale which will effectively influence and regulate the tribal economy; the trader will have a sway in these areas no longer;

(ii) Consumer credit will be provided on a sizeable scale. Special service relationships of indebted labours will be terminated as a time-bound programme;

(iii) Extremely backward areas and extremely backward tribes will be given special attention. Adequate resources have been provided for their development. The plan, therefore, will effectively ameliorate the position of those communities which are lowest in the ecomomic ladder;

(iv) Infra structure development has been planned on a functional basis. The market centres, the key points in tribal economy, will be connected by all weather approach roads, power lines and other basic facilities will also be provided at important growth centres;

(v) The educational effort will be a well integrated programme where 100 percent effective coverage in elementary schools is envisaged. Adequate assistance has been provided at all those points where weakness has appeared in the past arrangements; and

(vi) Streamlining and restructuring of administration, evaluation of plan efforts and effective supervision have been made an integral part of development plan itself. Adequate institutional arrangements have been worked out from the hamlet to the national level.

ADVANCE ACTION

146. Urgency is the key note of the new strategy of Tribal development. Programmes have to be time-bound. Therefore, preparatory exercises must be started immediately and advance action should be taken for a number of programmes without losing any time. The following steps appear to be necessary :—

(i) Appraising the Planning Commission, Ministries in the Central Government, State Governments and Union Territory Administrations about the broad strategy; requesting them to indicate separately allocations for tribal development in their draft plan proposals and holding discussions with a view to ensure adequate provision by all concerned;

(ii) Start collection of data on tribal areas with a view to carving out Development Projects in each State. The Tribal Research Institute may require some strengthening;

(iii) Identifying, in consultation with State Governments on the basis of available data, the more backward and isolated regions whose development is to be taken up on a priority basis. This exercise should be completed in 1973-74. Integrated development Plans should be prepared in 1973-74 to be launched with the inauguration of the Fifth Plan;

(iv) Identifying minor isolated tribes adopting the same procedure as in (ii) above;

(v) Establishment of a Board on Shifting Cultivation and identifying areas for special projects as in (iii) above. The Board should immediately start necessary inter-disciplinary action-studies as a support for planning for shifting cultivators;

(vi) Setting up of Committees at the Central and the State Government levels on (a) Personnel Policy and Structure of Administration, (b) Marketing, Credit and Debt Relief, (c) Land Legislation and Survey. These Committees should be required to work out legislative, structural and procedural changes necessary in each State to achieve plan objectives;

(vii) Starting a dialogue with State Governments on review of excise administration;

(viii) Starting a dialogue with State Governments and Ministry of Agriculture on administration of forests;

(ix) Establishment of a Committee on Industrialisation in Tribal Areas;

(x) Requesting the State Governments to initiate surveys and preparing concrete plans for (a) minor and medium irrigation, (b) old irrigation tanks, (c) market roads, and (d) small industries;

(xi) Strengthening and restructuring the existing marketing agencies in the States and helping them to increase their volume of trade;

(xii) Review of policy of pre-matric scholarships in various States and evolving a national strategy;

(xiii) Selecting schools for special attention and development on model lines;

(xiv) Selecting the tribal dialects (including their regional variations) in which primary school text books should be prepared. Commissioning the writing of manuscripts so that the books are ready in the next two years;

(xv) Preparation of literature of citizens' education in various tribal dialects; and

(xvi) Strengthening of the tribal wing in the Department of Social Welfare to enable it to shoulder the new responsibility.

147. The advance action will cost about Rs. 10 crores for which provision may be made in the present Plan itself.

DR. B.D. SHARMA
DIRECTOR
Tribal Development

GOVERNMENT OF INDIA
DEPARTMENT OF SOCIAL WELFARE
NEW DELHI

October 10, 1972

To

The Additional Secretary,
Department of Social Welfare,
Shastri Bhavan,
New Delhi.

Sir,

The Education Minister had informally constituted an Expert Committee under the Chairmanship of Dr. S.C. Dube, Director, Indian Institute of Advanced Study for advising of formulation of the new strategy for tribal development during the Fifth Five Year Plan. The other members of the Committee were as follows :

1. Dr. Kumar Suresh Singh — *Member*
   Nehru Fellow, New Delhi
2. Shri O.K. Moorthy, — *Member*
   Director (Nutrition), Dept. of Social Welfare
3. Dr. B.K. Roy Burman, — *Member*
   Dy. Registrar General of India
4. B.D. Sharma, — *Convenor*
   Director, Tribal Development

I am submitting herewith the report of this Committee for further necessary action.

Yours faithfully,

B.D. SHARMA
Convenor

IV

REPORT OF THE TASK FORCE ON DEVELOPMENT OF TRIBAL AREAS

CONTENTS

SETTING UP OF TASK FORCE ON DEVELOPMENT OF TRIBAL AREAS.

DEVELOPMENT OF TRIBAL AREAS— A REVIEW OF THE PROBLEM AND PERFORMANCE FROM FIRST PLAN TO FOURTH PLAN.

PERSPECTIVE.

PRIORITIES AND PROGRAMMES IN THE FIFTH PLAN.

The Planning Commission set up a Task Force on "Development of Tribal Areas" (vide Circular No. PC/S/53(1)/71 dated April 5, 1972) with the following terms of reference :

(i) To review the nature and level of development, identify the present bottlenecks and weaknesses in policies and programmes and suggest corrective measures.

(ii) To suggest a perspective of development from 1973—74 to 1988—89 in the light of the overall development perspective envisaged in the Fourth Plan.

(iii) To formulate proposals for the Fifth Plan in the light of the perspective indicating priorities, policies programmes and outlays. As far as possible contents of programmes with geographical coverage should be outlined.

Prof. L.P. Vidyarthi, Head of the Anthropology Department, Ranchi University was nominated as Chairman of the Task Force. The original list of members of the Task Force may be seen at Annexure I. The list was subsequently revised due to transfers of various officers. Revised list of members may be seen at Annexure II.

2. To facilitate working of the Task Force, the Planning Commission constituted five Working Groups on the following subjects :

(i) Working Group on Identification of Tribal Development Areas and less developed tribal communities (Chairman—Prof. L.P. Vidyarthi)

(ii) Working Group on Legislative and Administrative set-up (Chairman—Dr. B.K. Roy Burman)

(iii) Working Group on Tribal Development Programmes based on forests (Chairman—Shri S.A. Shah)

(iv) Working Group on General Programmes and area-wise programmes of Infrastructure and Social Services in Tribal Areas (Chairman—Shri K.V. Natarajan)

(v) Personnel Policy in Tribal Areas(Chairman—Shri R.N. Haldipur)

DEVELOPMENT OF TRIBAL AREAS

PART I

Review of the problem and performance from First Plan to Fourth Plan

Introduction

The problem of development of tribal areas is primarily linked with the backwardness of these areas, poverty of the people and the concept of integration of tribals with rest of the population. For promoting the welfare of Scheduled Tribes and for raising the level of administration of Scheduled and Tribal areas to the State level, Article 275 of the Constitution porvides for grants-in-aid from Consolidated Fund of India to States for implementation of developmental programmes. In Addition Article 46 lays down as a Directive Principle of State Policy that the State should promote, with special care, the educational, economic interests of weaker sections. Special funds have thus been provided in each Plan for welfare of Scheduled Tribes in the sector of Welfare of Backward Classes. The assumption behind such an arrangement is that these funds will be additive to general developmental outlays which will accrue to the tribal people and areas.

2. The dimension of the problem in all its aspects has to be kept in view while assessing the impact of programmes implemented in four plans. Taking the total tribal population which is 38.2 million according to census 1971, it will be noted that largest concentration of tribal population is in the north-east and central India. State-wise concentration of Scheduled Tribes may be seen in Annexure-IV. According to the Scheduled Areas Order 1950, certain tribal areas in Andhra Pradesh, Bihar, Gujarat, Madhya Pradesh, Maharashtra, Orissa, former Punjab and Rajasthan were scheduled.

3. Apart from concentration of population of tribes in different States, individual tribes and sub-tribes vary from bare handful to several thousands. For instance, the Andamanese, the Shompens, the Onges and the Todas were only 19, 71,129 and 714 souls, respectively while the Bhils, the Gonds and Santhals exceed two million each as per 1961 census. They subsist on a variety of economic activities, belong to several ethnic stocks and speak a large number of languages and dialects. They are also at different levels of political, economic and educational development.

4. Tribes of different areas face different problems. Handicaps of tribal people in different zones in the country may be summed up as follows:

(i) Northern zone stretching from Ladakh in north-west to Terai region of Uttar Pradesh have tribes who have been neglected by the authorities since British days mostly due to remoteness of their habitat and difficult climatic conditions. It is only since the Chinese invasion that along the Himalayan mountains, attention has been drawn to their plight.

(ii) In the north-eastern zone comprising hinterland between Assam and Tibet, live tribes whose economy was disrupted, because of severance of communication between rest of the country on account of carving out of East Pakistan (now Bangladesh). this led to almost total halt to their trade with plains areas and commercial centres in Bengal. The tribals of these zones are mostly shifting cultivators and have to resort to shifting cultivation (or jhuming) due to dearth of level land and steep hill slopes. Therefore, jhuming is a major problem in this zone.

(iii) In the eastern, central and western zones comprising States of West Bengal, Bihar, Orissa, Madhya Pradesh, Uttar Pradesh, Gujarat, Maharashtra and Rajasthan, problems of tribal development are related to pressure of population on land, problem of land tenure, indebtedness and right of tribals in forests and practice of shifting cultivation coupled with lower production level. Tribals of this area also suffer from chronic scarcity of food, water and employment. Added to these, is the problem of modernisation due to growth of industrial complexes in the heart of tribal areas which has disrupted the traditional style of life. This has also led to group tensions due to large scale population movement which industrialisation entails compounded by resettlement of refugees from erstwhile East Pakistan among the tribal people especially in Dandakaranya.

(iv) Problems of southern zone tribes are mostly based on their primitive economy of "Podu" culture (shifting cultivation), or food gathering habits and prevalence of "Muttadari" system of land tenure.

(v) Tribals living in the islands of Andaman & Nicobar, Laccadive & Minicoy have their problems arising out of their subsistence economy based on fishing and cultivation of coconut.

5. In spite of differences in problems between different zones there are a few common features of tribal economical and social life which merit consideration in formulating any developmental programme in tribal areas. Some of these common features may be listed as given below.—

(i) their habitats are in isolated and difficult terrains with primitive transport system and roads, bridges, culverts etc. are still scarce and do not link the tribal villages even to the nearest market available or the block headquarters;

(ii) agriculture and collection of forest produce together contribute major portion of the income of tribals;

(iii) barter system of services and commodities still exists in tribal areas, the market remains unorganised and commodities loans predominate making it easier for moneylenders to operate;

(iv) tribals still depend on natural growth of crops with a view to achieve self-sufficiency and lack motivation for making profits;

(v) tribals spend large amounts of their income on social and religious ceremonies as a result of which they are perpetually indebted to the moneylenders;

(vi) their low rate of literacy makes them vulnerable to the unscrupulous personnel in the bureaucracy or forest contractors.

6. Some of their specific problems as primitive agricultural practices, land alienation, shifting cultivation indebtedness and impact of industrialisation in the tribal areas, are elaborated below:

Tribal Agriculture

7. Tribal agriculture is characterised by uneconomic holdings which are cultivated according to tribal tradition with locally made simple implements.

8. However, one rather heartening feature is that proportion of agricultural landless labourers, is considerably low among tribals as compared to Scheduled Castes. This may be seen from the table below:

	Percentage among total population	Percentage among cultivators	Percentage among agricultural labourers
Scheduled Castes	14·67	11·50	33·16
Scheduled Tribes	6·87	11·59	10·58

Landlessness is not thus as great a problem for tribals. Nevertheless, they have problems relating to rights on land such as occupancy rights, alienation of land rights etc. A Report on the situation in the Tribal Areas of Bihar 1968 points out that, "The revenue laws applicable to them impose severe restrictions on transferability of land; the cultivator has nothing else to offer as security for development finance of any kind. His own resources are slender. Thus, the provision of much-needed inputs for agricultural improvements, e.g., tube-wells, pumping sets, tractors, etc. is made difficult if not altogether impossible." This factor becomes a handicap in improving the quality of production. Further, the landless tribals are more hesitant to take up unfamiliar occupations because of the uncertainity and risks involved.

Problem of Land Alienation

9. The major hurdle to development of tribal agriculture is in the problem of land alienation. A considerable number of tribal land has been alienated to moneylenders, superior farmers and for industrial projects. This has accentuated conflict between landowners and the landless. The problem therefore has to be viewed in terms of legal reforms in land tenure system.

10. Most of the States and Union Territories have land tenure statutes to safeguard the interest of tribals A list of legislative and executive measures taken by the States/Union Territories, is appended at Annexure-V. The question of abolition of intermediary land tenure known as "muttadari" prevalent in some scheduled areas, and its replacement by "ryotwari" settlement has now been considered in some States. Also, the tribals are unable to benefit from credit facilities from Cooperative Land Mortgage Banks because either they happen to reside in notified villages or they do not have "pattas".

11. The land problem of the tribals has been further complicated by acquisition of tribal land by industrial projects in public sector. Most of displaced tribal families were paid compensation either in cash or alternate

and was allotted. It was found that in many cases the tribals lost in the transaction. The cash was frittered away, the tribals not knowing how to utilise it for investment and usually the alternative land allotted was far from original site leading to complete change in social and economic situation. This has led to wide-spread dis-satisfaction.

Shifting Cultivation

12. About 2.6 million tribals living in the interior hilly areas practise shifting cultivation. Area covered under this type of cultivation is estimated at 1.35 million acres, spread over Central, Eastern, Southern and North Eastern States and Union Territories. The problem of shifting cultivation, however, is more significant in Andhra Pradesh, Assam, Bihar, Orissa, Nagaland, Manipur, Tripura and in the Union Territory of Arunachal Pradesh.

13. Recent studies in India and abroad have led to a revised view on the subject of shifting cultivation and it is now being condemned no longer as an outright evil. At the hill tops, where other alternatives for cultivation are not possible, it does not seem desirable to abolish shifting cultivation wholly and immediately. There is thus need to control and direct shifting cultivation on scientific lines in order to improve the economy of the tribals. In the development plans, some efforts have been made to control shifting cultivation on scientific lines and to rehabilitate tribals practising shifting cultivation on agriculture. The impact, however, is not perceptible.

14. Changeover from the practice of shifting cultivation to settled agriculture is a long-term and expensive process and need concerted efforts. Experience of the five year plans with rehabilitation of shifting cultivators indicates that the process is a long drawn one. So, far, hardly 10 per cent of tribals practising this type of cultivation have been settled. The problem has to be tackled on various fronts in view of the tribal culture, non-availability of sufficient land for their rehabilitation, etc. For the time being the alternative appears to be regulation and improvement on scientific lines of cultivation practices. Wherever possible, terracing or other means of cultivation should be introduced. Depending on the availability of land and their acceptance of this way of life, tribals may also be persuaded to settle down to permanent agriculture.

Rights to Collect Minor Forest Produce

15. Almost all the tribes have a dual economy of agriculture on one side and forests on the other. Due to restrictions laid by the forest departments on use of forest products, the tribal economy has been greatly disturbed. They are not allowed to hunt for their food or collect wood, honey or bamboo without permission. Obtaining the permits from forest authorities itself is a herculean task for them. They are thus thrown completely at the mercy of minor forest officials who exploit them by charging unauthorised fees for allowing them to collect resin, fire wood and other forest produce. Besides, the existing practice of forest departments of exploitation of forest produce through contractors rather than through cooperatives of tribals results in the tribals being reduced to the status of wage earners with low wages.

16. In order to relieve tribals from shackles of traders and moneylenders, it becomes necessary to get their outstanding debts discharged, arrange for their day-to-day needs and to provide their development needs. To this end, a number of states and union territories have taken legislative and executive measures for controlling rates of interest and for providing debt relief to tribals. However, such measures can succeed only if accompanied by parallel provision of credit facilities, replacement of contractors, setting up of units for processing and marketing of agricultural and forest produce, thus generating higher income employment potential for tribals.

Problems of Indebtedness

17. Tribal economy still considerably rests on barter of commodities and services and most loan transactions are carried out not in money but mainly in labour and kind. Hence repayment of loans include both capital and interest thereon; and it is always expressed in ratios and times and not in absolute amounts of money. Due to lack of monetisation, direct exchange of present real goods (for example seed advanced by a landlord to his tenants in tribal areas) for future real goods is common. Commodity rate of interest goes with commodity loans which leads to indebtedness. Living in a subsistence economy, tribals fall into debt even for purchase of agricultural requirements like seed and implements, and especially for performance of their socio religious obligations, and occasionally for their daily requirements like cloth, salt and kerosene. This provides an opportunity for large scale exploitation of tribals by local moneylenders.

Impact of Industrialisation on Tribal Areas

18. With the coming into existence of large industrial complexes mostly in the heart of tribal areas, tribal life has been not only disturbed but many tribals got displaced from their habitats where they have been living for centuries.

19. Apart from the immediate effect of displacement, the tribals had to face competition from outsiders for the labour markets thus created. Moreover, being unaccustomed to construction work and having no skills for factory work, they were at a disadvantage vis-a-vis labour from outside. If at all employed, they got the lowest paid jobs.

20. Dr. L. P. Vidyarthi's 'Socio cultural implication of industrialisation of India' which is a case study of tribal Bihar, reveals the short sighted policy in dealing with indigenous population while building up an industrial complex. The displaced tribals had to face rehabilitation, alternate occupations, low rate of compensation, difficulty in realisation of compensation and ultimately ill directed use of compensation money. The tribals were engaged in agricultural work along with unskilled work at the industrial site during construction phase of the industry, and subsequently they failed to get absorbed in industrial occupations calling for industrial skills. This has caused frustration amongst these people. Establishment of big industrial complexes in the heart of tribal areas has thus contributed more to their destitution than helped in boosting their economy. The main problem of tribals in these areas is interwoven with the need for modernisation of their attitudes and giving them training to fit them into industrial life.

Plan Programmes—A Review

21. To begin with, generally there is an impression that much investments have been made for tribal welfare since the First Plan. These investments, however, are only identifiable (financial terms) under Welfare of Backward Classes sector. The latter is supplementary to whatever provision is available for development of tribal and scheduled areas under general sectors. Under the Welfare of Backward Classes, it is true that larger expenditures have been incurred for the scheduled tribes, but compared to total size of the Plans, the proportionate expenditure for this purpose has diminished. This will be clear from the table below:

(Rs. in crores)

Plan period	Total Plan	Scheduled Tribes	Percentage
First Plan	1960	19·93	1·0
Second Plan	4672	42·92	0·9
Third Plan	8577	50·53	0·5
1966—69	6756	32·32	0·5
Fourth Plan	15902·2 (outlay)	75·00	0·04

Plan-wise Expenditure

22. In the special sector for welfare of backward classes, the schemes under Centre and States can be categorised as those relating to education, economic uplift, health, housing and other schemes. Progress of expenditure from plan to plan under each category is given below:

(Rs. in crores.)

Group of Schemes	Expdr. in First plan	Expdr. in Second plan	Expdr. in Third plan	Expdr. in 1966-69	Estimated Expdr. in Fourth plan 1969-73
I. Education	5.10	7.84	13.51	9.32	
II. Eco. Development	4.59	20.00	30.71	24.07	
III. Health, Housing and others	10.14	15.08	6.31	1.93	
Total:	19.83	42.92	50.53	35.32	

The pattern of spending for Scheduled Tribes except for the First Plan, shows emphasis on economic development. This is on account of establishment of tribal development blocks in the Second Plan period. Highest expenditure of Rs. 30.71 crores in the Third Plan for economic development, not only includes tribal develop-

ment blocks but also for some major road construction in Assam, Andhra Pradesh and Madhya Pradesh. Major communication schemes after the Third Plan, were not debited to plan outlays in tribal welfare sector. This decision taken after Third Plan, reflects lower expenditure in 1966—69 and in Fourth Plan. Similarly, there was decrease in expenditure on health, housing and other schemes since the Second Plan, because of inclusion of more tribal areas under tribal block schemes which include provision for health, drinking water supply and similar items.

Development Programmes in the Plan

23. The pattern of Central assistance for plan programmes depends on whether these are Centrally sponsored or State Plan schemes. In case of Centrally sponsored schemes, States get 100% Central assistance and for those in the State Plan, Central assistance is available as block grants and loans. Classification of Centrally sponsored and State Plan schemes in Fourth Five Year Plan are as follows :

Centrally sponsored schemes :

1. Tribal Development Blocks
2. Cooperation
3. Girls' Hostels
4. Post-matric Scholarships
5. Coaching and pre-examination training schemes for competitive examinations
6. Research, training and special projects

State Plan schemes are :

Education	pre-matric scholarships, stipends, boarding grants, hostels, supply of free books, stationery, uniforms, mid-day meals etc.
Economic Development	subsidy for agricultural implements, seeds, fertilizers, etc., cottage industries, rehabilitation, communications, animal husbandry, horticulture, pisciculture, cooperation, minor irrigation, soil conservation.
Health, Housing and Others	housing, drinking water supply, medical and public health, social and cultural activities, aid to voluntary agencies, legal aid and miscellaneous.

24. These programmes and their impact have been studied from time to time by special committees set up by Government of India. Some of them are the Elwin Committee, The Dhebar Commission, the Renuka-Ray Team and the Shilu Ao Team. The last two committees were set up by Planning Commission. Beside these, annual reports of the Commissioner for Scheduled Castes and Scheduled Tribes give details of functioning of welfare schemes for tribals. A brief assessment of tribal welfare programmes currently being implemented is given in the following paragraphs.

Education

25. The problem of education in tribal areas is mainly a problem of wastage due to lack of motivation on the part of the tribals to send their children to school, lack of facilities to make transition from primary to middle and from middle to secondary stages, lack of competent teachers for primary education and not in the least, difficulty of producing text books in tribal dialects. According to census 1961* only 8.5 per cent of tribal population in India was literate as compared to 10.3 per cent of the scheduled caste population and 28·0 per cent of literacy among the general population as a whole.

26. There are variations in level of literacy among tribal population in different States. In all the States there is a sharp fall in the enrolment of students in matric and above. The extent of literacy among scheduled tribe females is only 3.16 per cent as compared to 13.8 per cent among scheduled tribe males. The gap on all India level of literacy between females and males is 10.67 per cent. However, during the last few decades school facilities have been extended in tribal areas and tribal children are increasingly attending educational institutions. At the primary level the percentage enrolment of scheduled tribes has slightly improved.

27. Most States have programmes to encourage primary and secondary education through such schemes as scholarships, stipends, hostel facilities, ashram schools, grants, mid-day meals, school uniforms and book-grants. All these programmes, however, do not really tackle in depth problems of scheduled tribes education. Education given is stereotyped and after schooling most of scheduled tribe students aspire for only white collar jobs. Accordingly, during the post-matric stage, they pursue studies mostly in humanities, and not in science or technology. The number of post-matric scholarships awarded to the tribal students has increased from 348 at the beginning of the First Plan to 30,000 at the end of 1969—70. But the extent of coverage of students who take to technical and professional courses is low.

*1971 census literacy figures for scheduled castes and scheduled tribes are not yet available.

28. The Panel for Welfare of Backwa:d Classes set up by Planning Commission in 1968 debated this problem. It was felt that unless scheduled tribe students were guided towards vocational and professional training, their employment problem would become colossal as of scheduled castes today. It was, however, noted that none of the State Governments had paid much attention to revising their educational schemes for scheduled tribes. An important aspect of policy relates to use of tribal language in educational institutions. Since use of tribal language at any stage beyond primary level is not practicable, tribal children have to be educated through regional languages. This creates special problem since these children have first to learn an alien tongue even to go through primary stage.

Tribal Development Blocks

29. The scheme of Special Multi-purpose Tribal Development Blocks was started during the Second Plan. These blocks were renamed as Tribal Development Blocks during the Third Plan, and certain changes made after the Elwin Committee Report and its recommendations. These blocks based on the general pattern of Community Development Blocks are more intensive in character. The objective was to bring about rapid improvement in economic and social standards of tribals. Till the end of 1966—67, 484 blocks have been started in various States and Union Territories. It was decided that no new blocks will be started during Fourth Plan until existing blocks were stabilised. In some of the States where the criteria laid down for formation of Tribal Development Blocks are not fulfilled, the system of sub-block schemes was initiated during the Third Plan. These sub-blocks schemes are located in West Bengal, Mysore, Kerala, Uttar Pradesh and ad-hoc assistance is being given on 100% basis to the State Governments. State-wise distribution of Tribal Development Blocks may be seen in Annexure-VI.

30. Outlay on each tribal development block according to stages is as follows:

(Rs. in lakhs)

Stage	No. of years	Financed by		Total outlay
		C. D. Deptt.	S. W. DEPTT.	
I	5	12	10	22
II	5	5	5	10
III	5	—	10	10
TOTAL	15	17	25	42

For the Tribal Development Blocks although there is no rigid schematic pattern, State Governments were advised to give 60 per cent of the funds for economic development programmes, 25 per cent for communications and 15 per cent for social services and other schemes in Stages I&II while in Stage III rigidity in budgeting was sought to be avoided. High priority given to communication programmes was in consideration of difficult terrain and inaccessibility of tribal areas. While in Community Development programmes, an element of voluntary contribution was accepted as peoples' participation, in case of tribals this condition was waived of due to their socio-economic conditions.

31. The provision made and the expenditure incurred on this programme was as follows:

(Rs. in crores)

Second Plan	7·16
Third Plan	15·53
1966—69	20·04
Fourth Plan (outlay)	32·50
1969—74 (estimated expenditure)	19·00

Lower expenditure during the Third Plan as compared to 1966—69 was due do late starting of some of the blocks in that Plan period and also because 30 new blocks were added in 1966—67.

32. An assessment of the programme indicates that this programme has fallen short of expectations although it has brought in a change in outlook of tribals, particularly in the field of education and agriculture. However, other tribal welfare programmes did not receive any significant support from general development provisions. The main reason of shortcoming of the programme appears to be smaller geographical entity of tribal blocks which cannot take schemes like soil conservation, major and medium irrigation schemes, education at secondary level, and technical education. These schemes should have perhaps formed part of the area development programmes.

33. Some findings of studies by Tribal Research Institutes show that tribal development block programmes succeeded in making only a limited impact due to certain inherent problems such as subsistence level of living of tribals, undeveloped infrastructure and high percentage of illiteracy among them. It was also noted that land alienation problem and shifting cultivation as practised by tribals hamper development of these blocks. Further, other problems are dearth of trained personnel to work among these people and frequent transfers of block level officials. The programme has also been adversely commented upon for the following reasons:—

(i) A large number of standardised schemes in vogue among advanced communities has been applied to tribal areas;

(ii) employment aspect of development has not been attended to;

(iii) settlement of land disputes at pre-extension stage was not taken up;

(iv) 60 to 70 per cent of the funds are spent on "brick and mortar" schemes; and

(v) in many cases cooperatives have been started by block officers without much education or preparation of the tribal people.

One of the problems of development of tribals has been that more advanced sections of tribal population are able to take away the lion's share of benefits of various schemes undertaken in blocks. There was also a tendency on the part of block authorities to start schemes in areas which were easily accessible and it was rarely that schemes are started after ascertaining the real needs of the people inhabiting that area.

34. Recently in view of the political unrest and spread of naxalism in certain tribal areas, it was decided to set up a few pilot projects with an aim to develop these areas by integrating various programmes implemented under general sectors and tribal welfare and pooling all resources for the project area. Thus, six pilot projects in four States were started in 1971—72. These are:

1 in Srikakulam (Andhra Pradesh)
1 in Singhbhum (Bihar)
2 in Bastar (Madhya Pradesh)
1 in Koraput (Orissa)
1 in Ganjam (Orissa)

The funds for these projects are in addition to Tribal Development Block outlays under Welfare of Backward Classes sector.

Cooperation

35. Keeping in view the necessity of cooperatives in tribal areas, special provisions were made under the Welfare of Backward Classes sector for their development both under Central and State Plans. Two singificant developments in regard to cooperatives in tribal areas during the First Plan were:

(i) The programme of forest labour cooperatives which was started in the composite State of Bombay during 1946-47, was extended to the States of Andhra Pradesh, Bihar, Madras and Rajasthan, where a few societies were established.

(ii) Cooperative grain golas were started by Government of Orissa.

An important development during the Second Plan period was formation of Andhra Scheduled Tribes Cooperative Finance and Development Corporation registered in April, 1956. The main objectives of the Corporation were to (i) make outright purchase of produce brought by members of the Scheduled Tribes through the Agency for primary marketing cooperative societies affiliated to the Corporation and to market to the best advantage and for this purpose take up forest contracts of bamboo coupes and procurement of minor forest produce, (ii) to supply the requirements of members (including domestic requirements), (iii) to take up simple processing of produce, (iv) to help members in discharging prior debts and (v) to provide working capital to affiliated societies by advancing loans and cash credit. After initial difficulties encountered, the Corporation being an effective competitor in the purchase of agricultural produce from the tribals and the sale of domestic requirements, has been able to hold the price line in the area. A similar Corporation was set up in Madyha Pradesh in the Third Plan. Madhya Pradesh Cooperative Development Corporation has the objective of working as a sponsoring agency for primary societies of tribals, coordinating and directing activities of multipurpose societies and forest labour cooperative societies providing managerial talent and financial assistance to societies taking up forest contracts and undertaking development work in all fields connected with forestry and social and economic life of the tribals. A study by Directorate of Tribal Welfare, Madhya Pradesh shows that "a fairly strong and extensive cooperative base has been built up in tribal areas. The primary societies have been freed from vested interest." From 1969-70 Bihar has also set up a Corporation while Orissa is in the process of converting its Apex organisation for sales, purchase and credit societies into a tribal development corporation.

36. The main reason for failure of cooperatives is attributable to faulty administration unsuitable to a society not used to such institutions. Being accustomed to getting loans from the *sahukars* for the asking, the tribal is repelled by cumberous procedures prescribed by societies and long time required to get the money in hand.

37. Understandably, there is a lack of comprehension of principles of cooperation on the part of the tribals. Even when the Chairman of a cooperative is a tribal, being ignorant of intricacies of the organisation, he remains largely a figurehead and the subordinate staff consisting of non-tribals run the show. The societies also lack finance for handling large stocks and credit facilities are meagre. Problems arise as tribals are not able to provide landed security. Sometimes non-tribals manage to get loans from these societies and lend them to tribals at higher rates of interest.* Cooperatives are unable to lend for social needs of the tribals. The tribals, therefore, go back to the moneylenders. The traditional relationship of the tribal with the moneylender is stronger, more personal and informal than with an impersonal agency like the cooperative society. However there are exceptions. Purchase, Sale and Fair Price shops set up in Orissa for tribals do cater to their needs, for social spending for a limited amount, by giving small loans and which are adjusted with their produce, which these shops purchase from them.

38. On forest cooperatives, it is observed by the Committee on Tribal Economy in Forest Areas (1967), that although adequate stress has been laid on welfare of tribals living in or around reserved forests by the National Policy Resolution of 1952, a liberal imterpretation and implementation of the policy on the part of those charged with this responsibility has not been forthcoming in adequate measures.

Other Economic Schemes

39. Other economic development schemes are mostly distributive in nature. Grants and subsidies are given for purchase of implements, bullocks, seed, fertilisers etc. In some States, outlays on land acquisition and distribution to landless tribals are also charged to this sector. Often agricultural colonies are set up exclusively for tribal population. Implementation of minor irrigation programmes in tribal areas is unsatisfactory and inadequate. Similarly, although a number of schemes like, horticulture, fisheries, animal husbandry have been implemented since First Plan, they were not formulated after assessing the needs or capacity of the tribals. There are no efforts to generate employment or to even increase productivity of the area. These schemes, therefore, do not have a real impact on their economy.

Communications

40. Another important scheme for development of tribal economy is development of communications. A small beginning was made in the first plan to open up some of the remote and isolated tribal areas. Roads of 2500 miles length including village roads, and bridle paths were constructed at a cost of Rs. 4.12 crores of which 3.31 crores were spent in Assam alone. In the Second Plan out of Rs. 9.5 crores, Rs. 7.29 crores were spent and the shortfall was due to lack of trained personnel. During the Third Plan, Rs. 5.1 crores were spent. In the Third Plan period it was felt that the problem of opening up remote tribal areas was far too complex and required greater investment, than was possible under tribal welfare. Efforts made under tribal welfare sector has not touched even the fringe of the problem since vast areas still remain inaccessible in rainy season or due to snow especially in northern zone. Leave alone surfaced roads whether bitumened or jeepable, there are no roads for linking villages with block headquarters or even the nearest market. No amount of inputs in agricultural sector is likely to be effective unless adequate roads and transport system is provided in remote tribal areas. Investment on communication in these areas has to be made from the general sector of development.

Medical and Public Health

41. The question of medical and public health in tribal areas is a matter of earmarking funds from the general sector so that special problems like endemic diseases and drinking water supply in these areas are solved. Unfortunately, most tribal areas are not properly served by State health and medical programmes and since funds earmaked for welfare of backward classes are supplementary to general sector funds, not much was done for tribals in this field. Lack of facilities to medical personnel in the form of low salaries and accommodation in tribal areas are hindering functioning of existing hospitals, dispensaries and primary health centres. State Governments are not able to attract suitable trained personnel to man these jobs due to lack of proper incentives to compensate for difficult working conditions.

Drinking Water Supply

42. Supply of drinking water in tribal areas remains unsatisfactory. This problem is far too complex and expensive to be implemented under the welfare of backward classes programme. The Shilu Ao Team made the following observations on this problem: "The need for supplying uncontaminated water for drinking purposes in the tribal areas has been recognised. The efforts so far may have fallen short of requirements and the leeway to be made up is considerable."

*Survey of villages in T.D. Blocks PEO 1966 pp. 13-19.

Progress Achieved

43. Report of the Shilu Ao Team on Tribal Development which is the latest in this field, has covered the entire ground. The Report categorically states that although much has been done, it is difficult to assess with any degree of precision the socio-economic development of tribals in the absence of socio-economic surveys prior to the implementation of plans. Had these bench-mark surveys been made, subsequent assessment would have been relevant and meaningful. The gist of Study Team Report on Tribal Development is given at Annexure VII.

Field level problem and development administration

44. Apart from the Union Department of Social Welfare and Planning Commission, the Ministries of Home, Education, Food and Agriculture and Community Development and Cooperation and Works, Housing and Urban Development are also concerned with the work relating to Scheduled Tribes in one way or the other. On the set up at the Centre, the Shilu Ao Team has emphasised the need for effective coordination between various agencies at the Centre. The administrative set up dealing with tribal programmes varies from State to State. Most of the State departments for tribal/Harijan welfare are coordinating departments and the actual execution of the schemes is carried out by such varied agencies as departments of Education, Agriculture, Public Works Cooperation, Community Development and Health. Tribal welfare departments mostly sanction the money to the rest to carry out the implementation. The result of such an arrangement is far from being conducive to tribal welfare, for the simple reason that most departments being under pressure on their budget, spend only little amounts on backward tribal areas and depend on the meagre grants made available by Tribal Welfare Departments. The latter funds were intended to supplement the normal budget of these departments. The Estimates Committee (Second Lok Sabha) in their 48th Report in 1959 suggested a comparative study of administrative machinery for the welfare of backward classes. However, such a systematic study is yet to be made. The Study Team on Tribal Development after scrutinising the functioning of the State level administration felt that a Directorate of Tribal Welfare should provide the necessary supervision and guidance to field staff.

Flow of funds for tribal development from the general sector

45. According to plan policy, the tribal areas are to have in terms of investment, the following: "a+x" where "a" is represented by funds from general sector of the plan and "x" is the additional amounts from Welfare of Backward Classes sector. This, however, has not happened in most tribal areas. To quote from the Central Study Team's Report on Scheduled and Agency Areas : "Generally speaking, the economy of this tribal area is without the basic infrastructure so necessary for economic progress. Communications are poor. There are no communications between block headquarters and even the forest roads are inadequate. Lack of proper revenue administration at the village level is not conducive to improved agriculture which is most backward. Due to lack of adequate irrigation facilities, soil conservation, land-levelling etc., and ineffective regulation of forest areas, 'podu' cultivation is in vogue almost throughout the areas, and is destroying forests over large tracts. The forest authorities do not appear to have any plan of their own for improving the conditions in these areas."*

46. Meagre flow of funds from general sectors for tribal areas can be illustrated by the following cases:—

Andhra Pradesh

Indicators of development	*Unit*	*Plains*	*Sch. Areas*
1. Road length	per 100 sq. mls. of area	38 miles	6·7 miles
2. Irrigation	percentage	31	6·2
3. Villages electrified	,,	21·9	1·3
4. Average yield of agricultural produce	per acre	507 kgs.	10 kgs.
5. (a) Literacy	percentage	21·2	4·4
(b) Area covered by each school	sq. miles	2·85	6·0
6. Beds for patients	per lakh of population	66	14
7. Income (per capita)	Rs.	394·3	134·8
8. Expenditure (per capita)	Rs.	286·8	141·1

*Report of the Central Committee on Srikakulam and Agency Areas in Andhra Pradesh.

Madhya Pradesh

Economic Indicators	*For entire State*	*Bastar*	*Jhabua*	*Mandla*
1. % of rural population	85·7	83·7	93·1	95·2
2. % of Scheduled Tribe population	20·6	72·3	84·7	61·8
3. % of primary sector workers	82·2	92·3	93·1	91·4
4. % of gross area irrigated	5·62	1·81	1·04	0·57
5. Per capita gross value of agricultural output (rural)	Rs. 204·65	Rs. 163·14	Rs. 185·61	Rs. 204·39
6. % of literacy male	27·0	11·7	9·1	23·4
7. % of literacy female	6·7	2·2	2·9	5·0
8. Length of surfaced roads per 100 sq. kms. of area	5·5	2·3	4·2	7·6
9. Railway route km. per 100 sq. kms.	1·18	0·05	0·07	0·53

Although information relating to all States and Union Territories is not available, it can be stated that the task of building up infrastructure in tribal areas has not been done satisfactorily. In tribal areas requirements as roads, culverts, bridges, if not railway lines, are still poor. Such basic institutions as high schools, hospitals and primary health centres are absent. Under backward classes sector these programmes are few and scattered and even left incomplete for want of funds, trained personnel, or the mere fact of difficulty in organising an institution. It is far easier to distribute grants or subsidies and consequently institution based programmes are prone to be neglected.

47. Past experience has also shown that, wherever additional funds had been provided for tribal development under a special programme, it led to corresponding reduction of benefits accruing to the tribal areas from the normal programmes and provisions under State Plans.

PART II

PERSPECTIVE

48. In spite of investments for tribal development in the special sector of Welfare of Backward Classes, in the successive plans, specific problems of the tribals, as primitive methods of agriculture, land alienation, indebtedness, adverse effects of industrialisation, low rates of literacy, poor health and nutrition etc. have not been solved. Reviewing the policies and programmes of the preceding five year plans, we are of the view that the efforts so far made for social and economic development of Scheduled Tribes did not bring about appreciable changes in their condition. One of the important factors for lack of impact so far, is that the development of Scheduled Tribes and tribal areas has been looked upon as a problem of "welfare" as distinguised from development. The Task Force observes that welfare of Scheduled Tribes has continued to depend on small outlays under the special sector of Development of Backward Classes and not on the general sector outlays. Plan programmes formulated so far have largely failed to take into account actual needs of tribal people who are at varying socio-economic levels in different parts of the country. Even apparently, comprehensive economic development programme such as Tribal Development Block (which is area based), is too small an area for larger investments on infrastructure like communications, medium and large irrigation, high school etc. Further, there has been a tendency to rely on schematic patterns in Tribal Development Block programme in place of adopting a flexible strategy suiting the needs of each Tribal Development Block area. The elite among tribals tend to take away all benefits of developmental programmes, thus creating vested interests. Therefore, more backward among tribes have been denied the benefits of plan programmes. Lastly, as a result of historical reasons, the administrative structure in tribal areas has continued to lack simplicity and thereby defying comprehension of the tribals and has failed to evoke any response from them. Such a structure of administration may not therefore be suitable for carrying out integrated development of tribal areas.

Approach in the Fifth Plan

49. To ensure balanced socio-economic development of tribal areas a different approach would be necessary for the Fifth and subsequent plans. From Fifth Plan onwards, it is suggested that a policy of integrated development for tribal areas may be emphasised. As pointed out, block area is too small for comprehensive developmental programmes. Therefore, there are distinct advantages in marking out larger tribal development areas by grouping contiguous Tribal Development Blocks and other areas with high concentration of tribal population. These development areas, however, should be geographically and administratively viable. This would require selection of areas, where tribal population is concentrated. Such tribal areas may be macro-area which could generally correspond to a sizeable Scheduled area, meso-area may be coterminus with district or taluk boundaries and micro-area may be a tribal development block. Apart from macro, meso and micro areas, there are small pockets of tribal population throughout the country. These need special attention and their development will necessarily have to be given priority in multi-level planning at district level. In the last analysis, a combination of ecological, occupational and social parameters have to be properly assessed and taken into account in policy formulation and implementation of programmes so as to ensure steady flow of benefits to the weakest among Scheduled Tribes.

Plan Programmes

50. While formulating economic development programmes in tribal areas, obvious emphasis would have to be on primary sector of economy. Therefore, policies of land reform and provision of infrastructure must reflect customary rights of the tribal people on land and forest. This would necessitate speeding up survey and settlement of land records, restoration of alienated land, protection against usurious practices of money-lenders and provision of credit, marketing, warehousing facilities as well as provision for agricultural inputs.

51. The administrative structure for implementation of area development programmes will have to be evolved in a simplistic manner with limited number of functionaries who could undertake multiple jobs. Various services offered by functionaries both engaged in regulatory and development work, will need to be integrated. Most important point to be kept in mind while administering tribal areas is to gain confidence of the tribal people and establish a rapport with them. In this matter services of experts in tribal culture would be necessary to have a better comprehension of the overall developmental problems of tribal areas.

People's Participation

52. In order to implement developmental programmes effectively, it is desirable to maximise people's participation. Cross currents of politico-social changes and the process of industrialisation, urbanisation and introduction of Panchayati Raj institutions have many a times disrupted the traditional pattern of leadership and their institutions. However, it is observed that in a large number of tribal areas, traditional panchayats

still have a hold on the society. Therefore, developmental administration would have to be made fully conscious of the pattern of leadership and decision making among different types of tribal communities for fully drawing them into developmental activities.

Short-term and Long-term Priorities

53. For integrated development of tribal areas short-term and long-term planning would be necessary. In the short-term planning priority must be given to programmes such as completion of land records, debt redemption, elimination of practice of bonded labour. Provision of infrastructure of the extension of credit, marketing, market link roads and inputs for the development of agriculture will have to be accorded high priority. Importance for carrying out minimum needs programme would have to be emphasised as a short-term measure, i.e. preprimary, primary and ashram schools, nutritious feeding of children, health centres etc.

54. In the long-term plan a concerted drive is necessary for implementing and enacting legislative measures regarding land alienation and restoration of land for tribal people. It is suggested that efforts would have to be intensified for diversification of employment opportunities, development of institutional frame-work, growth centres, communications and provision made for research and evaluation and training of personnel appointed to work in tribal areas.

PART III

PRIORITIES AND PROGRAMMES IN THE FIFTH PLAN

55. In the Fifth Plan, priority will have to be accorded to identifying specific tribal areas and backward tribal communities and for reviewing legislative measures regarding land alienation, indebtedness etc. Tribal right for collection of minor forest produce will have to be ensured. The problem of shifting cultivators, provision of infrastructure for economic and social services and lastly modification of personnel policy in tribal areas will require greater attention.

Identification of Tribal Areas

56. According to 1971 Census, the population of Scheduled Tribes is 6.94 per cent of total population of India, and largest tribal population is in Madhya Pradesh followed by Orissa and Bihar. Population of Scheduled Tribes in these States are 8.38 millions, 5 millions and 4.95 millions respectively. Gujarat, Maharashtra, Rajasthan, Assam, West Bengal and Andhra Pradesh have over one million tribal population. However, the tribals are in majroity in the Union Territories of Laccadive and Amindive Islands, Dadra and Nagar Haveli, Arunachal and Mizoram; and among States Nagaland and Meghalaya have 88 and 80 per cent tribal population. Over 90 per cent of total tribal population are in rural areas and majority of them in different isolated hills and forests. Ninety-one per cent workers are engaged in primary sector, 3 per cent in secondary and 5 per cent in tertiary sector of economy. Though the average literacy of Scheduled Tribes is 8.5 per cent as against 24 per cent general literacy, State-wise literacy position varies from 27 per cent to 4 per cent. Of 427 Scheduled Tribes listed over 65 communities have less than 5 per cent literacy. The tribal areas could thus be identified mostly by tribal population concentration and backwardness of tribal groups judged from the literacy rates.

Scheduled Areas

57. Already some districts/talukas etc. have been scheduled under Scheduled Area Order 1950 in the States of Andhra Pradesh, Bihar, Gujarat, Madhya Pradesh, Maharashtra, Orissa, former Punjab (now included in Himachal Pradesh) and Rajasthan. These are distinct identifiable tribal areas covering approximately 1000 sq. miles and nearly two-thirds of tribal population. Apart from these, the Report of the Scheduled Areas and Scheduled Tribes Commission listed some more areas in the States of Gujarat, Kerala, Madhya Pradesh, Maharashtra, Orissa, Rajasthan, Himachal Pradesh, Manipur and Andaman and Nicobar Islands for scheduling since tribals living in these areas have similar conditions as of those in scheduled areas under 1950 Order. While delineating existing 484 Tribal Development Blocks, a criterion for the presence of 66 and two-third per cent tribal population was adopted. Many of these blocks fall within the Scheduled areas. In the Fourth Plan, a decision was taken not to start new blocks, although many a State have been pressing for opening of Tribal Blocks with areas of tribal population of 50 per cent. Lists of tribal areas with 50 per cent plus tribal population concentration are available with the States.

58. On the basis of 1971 Census, the districts can be classified according to the tribal concentration therein. There are 17 districts having 70% or more tribal population (Laccadive and Minicoy Islands and Mizoram have 90% tribal population), 13 districts with 50—69%, 18 districts of 39—49%, 46 districts of 10—29%, and 89 districts with 1—9% tribal population. Thus all the districts which have more than 50% population will automatically be the areas of tribal concentration. In other districts certain tehsils can be identified which have more than 50% tribal population. Similarly in certain tehsils having less than 50% tribal population certain blocks can be identified having 50% plus population. These regions of 50% plus tribal concentration can be suitably grouped into compact development zones and thus compact tribal areas macro, meso or micro can be identified.

59. As part of advance action, each State/Union Territory concerned should draw up their lists of identifiable tribal areas and indicate tribal population concentration. Since it is not possible for the Task Force to identify smaller isolated pockets of tribal population, States/Union Territories may be asked to list these separately.

Categorising Tribal Area as Backward

60. It is necessary to grade identified tribal areas for backwardness or otherwise according to certain limited criteria. This would help accord priority to backward areas while drawing up an integrated area development plan. Tribal areas like Arunachal Pradesh, Nagaland, Meghalaya, Mizoram and Laccadive and Minicoy Islands should be excluded from the list of backward tribal areas, because these areas are co-terminus with State/Union Territory boundaries and the entire development plan is for the tribals.

61. Tribal areas may be categorised as (a) extremely backward and (b) backward on the basis of the following criteria :

(i) density of tribal population in relation to arable land;

(ii) position of literacy (less than 5% or less than 50% literacy of the district/State average);

(iii) arable land, forest resources, irrigation facilities, etc.;

(iv) occupation of the tribals, like hunting, fishing, food gathering, etc.;

(v) availability of agricultural infrastructure—land reforms, agricultural outputs, credit, marketing, warehousing, etc.; and

(vi) development of infrastructure (facilities like schooling, medical facilities, communications and transport, etc.)

Identifying less developed tribal communities

62. The development of tribes being uneven there was need to identify less developed communities for channelising benefits of developmental programmes. A major difficulty in identifying these groups is encountered since out of 427 Scheduled Tribes listed, very few have been studied comprehensively and it is not known what economic stage has been reached by them. Also, some of those tribes who are not confined to one area but spread over more than one specified territory tend to be more backward in one State than in another. Some of these isolated pockets of tribal people fail to attract attention of authorities at the time of formulation of developmental programmes. It is suggested that, an available list of tribal communities may be graded as backward on the basis of economic status in a district and their literacy rates as compared to the general level of literacy in the district. The latter factor should be in relation to State average literacy. Less than 5 per cent literacy being taken as backward. Some of the backward tribes with less than 5 per cent literacy are Saoras, Koyas, Baigas, Gond, Bhil etc.

Alienation of land

63. Since tribal communities primarily depend on land, relationship of the tribals with land legislative and administrative measures so far taken require to be examined. It is observed that often the relationship between tribals and their lands is not purely of economic nature. Frequently, legislative and administrative measures are adopted overlooking the peculiar relationships between tribal communities and their lands leading to complications. A thorough understanding of the customary rights of the tribal communities in respect of land and pattern of land distribution and organisation of such rights will be necessary for evolving any programme based on land. After undertaking an assessment of the changes which are taking place in the socio-economic land tenure system in the tribal areas due to social contact between tribals and non-tribals and changes in governmental policy, a review of the legislative and executive measures, seem imperative. It is suggested that, customary rights of tribals in land and forests may be recognised. It is inevitable that many of the customary rights of the tribals would require change in course of time for a larger national interest. However, it must be kept in mind that the tribal interests were not trampled upon. The specific conditions to be considered are of three categories, viz., communal ownership, land settled with Chief on behalf of the community, and lastly individual ownership.

Completion of land records

64. It has not been possible to ensure a uniform approach in different parts of the country in identifying the problem of tribal rights on land and forests. Therefore, detailed information about specific conditions prevailing in specific tribal areas will have to be obtained for formulating appropriate policy. It is noted that survey of settlement operations and preparation of records of rights and in some parts of the country cadastral surveys have not been made and records of rights do not exist. In the absence of such surveys, tribals find it difficult to obtain loans from cooperative societies or commercial banks. Therefore, records should be prepared as early as possible. In order to take administrative and legal measures for preparation of records of land ownership an atmosphere of confidence need to be created among the tribal people. Certain measures like survey and settlement operations and preparation of land records, protection against alienation of land, restoration of alienated land since 1947, priority given to tribals to settle on distributed land, concessional facilities for development of land, elimination of exploiting class of moneylenders, etc. are measures to be adopted to solve economic destitution of tribals.

Legislative measures

65. In most of the States with sizeable tribal population legislative measures mainly restrict alienation of tribal land. These legislations are of various types: (1) restirction of transfer by sale of tribal land to non-tribals without any restriction against transfer to other tribals (Orissa, Rajasthan); (2) restricting transfer of tribal land to any person, whether tribal or non-tribal with a slightly flexible approach, in case of transferee belonging to the same tribe (West Bengal); (3) restricting transfer of tribal land from any person, whether

tribal or non-tribal (Scheduled Areas of Andhra Pradesh); (4) restricting transfer of land of Scheduled Castes, Scheduled Tribes and other backward classes to others (the tribal belts in the plains of Assam); (5) declaration of reserved areas, where acquisition of interest by a person other than members of the local tribes, except with the previous sanction of Chief Commissioner is prohibited (Andaman, Nicobar and Minicoy Islands).

66. It is noted, however, that these restrictive legislations often create buyers' market for the more affluent sections among the tribes. Also, it is felt that all these legislations are being circumvented by (1) not registering in the transfers, (2) by concealing the name of the community. The transfer of land actually had different connotation in different situations in tribal areas. It is not a question of merely exploitation of innocent tribals by cunning people. Since the operation of restrictive legislation, a new class has emerged from among the tribals who are exploiting the weakest. Further, in some cases, improvement in standard of living of the tribals in various parts of the country has also contributed to large scale transfer of their lands. It is noted that when transfer of land takes place through acquisition by the Government the tribal community tended to look on the progress as alienation. Therefore, mere administrative or legal approach cannot meet the problem of alienation of land. It should be the endeavour of the Government to restore all lands alienated from tribal people since 1947.

Problem of indebtedness

67. Linked with the alienation of land is the problem of indebtedness among tribals who pledge their lands to obtain agricultural inputs in cash and kind to the moneylenders. Legislative and executive measures for controlling moneylenders in tribal areas operate in most of the States and Union Territories which have sizeable tribal population. But it is doubtful if rules for enforcement of the legislations have been framed in all cases. Specific provisions of these legislations require to be reviewed. (For example, Bihar Moneylenders Act 1959 has a limited value since it does not apply to moneylenders whose credit does not exceed Rs. 500 during a year). Also, the provisions of the Act do not apply to loans made in kind. Apart from these loopholes, moneylenders also adopt devious methods to circumvent the protection given by the existing laws and regulations. This is a most difficult problem to solve, since most transactions between tribals and the moneylender are oral and even if records do exist they are manipulated with a view to evade the law. Therefore, comprehensive review of the legal frame work regarding indebtedness is necessary.

Credit facilities

68. The other remedy to tackle the problem of indebtedness lay in providing wider coverage of institutional credit in tribal areas. Financial institutions would require to orient their methods of operation to suit the special needs of tribals. Lastly, social education of tribals should be undertaken on these aspects with the assistance of official and non-official agencies who have the confidence of the tribals. It is suggested that credit requirements of the tribals must cover both unproductive and productive purposes. It will be necessary to work out suitable schemes and devise procedures which take into account the special features of tribal areas. The quantum of subsidy and loan under each programme may be defined. The subsidy or loan portion of any scheme ultimately may be financed from different sources at the State or the national level but it should be channeled through one point at the field level. Similarly schemes for long term, medium term and short term loans both for productive and non-productive purposes may be prepared. The ultimate financing at the State or the national level may be done by different institutions but again at the field level they should be channeled through a single point.

Exploitation of tribals through excise policy

69. Excise Administration as developed in the tribal areas is reported to have turned into a new instrument of exploitation of the simple tribal communities. The excise revenue has increased many fold in the last 15 years and per capita incidence in tribal areas is very heavy. Liquor shops have also proved to be easy channel for introduction of anti-social elements in these areas. It is, therefore, essential to review the excise policy and leave the tribals alone so far as manufacture, distribution and sale of liquor in these areas is concerned. The Task Force notes that this was also the considered opinion of Dhebar Commission which remains to be implemented. The fall in excise revenue will be much more than compensated by the benefits accruing to the tribal communities. If necessary, States may be compensated partially or fully by the Central Government for the loss of revenue from tribal areas by change in excise administration. Resources should not stand in the way of the desired reform in this sector.

Dependence of tribal people on forests

70. Dependence of tribal people on forests is well known, but it is not known as to what percentage of them have their economy predominantly dependent on forests. Of 75 million hectares of land under forests in India, about half is categorised as reserved forests, one-third as protected forests and the remaining unclassified forests. The Indian Forest Act now covers the bulk of forest areas and forest settlement operations have been completed in most of these areas. Also, codification of rights, privileges and concessions

of the local people has been completed in most areas. However, in remaining areas settlement operations may be expedited so that rights, privileges and concessions of tribal people are codified in the entire forest areas. Care has to be taken to see that tribal rights are not abridged except when there are over-riding national considerations to do so, in which case, they should be suitably compensated.

Forest policy and tribals

71. Forest Policy Resolution specifically lays down that "public welfare is the firm foundation on which forest management rests". Though the policy as such is commendable, the hardships that are being experienced by the tribals stem mainly from faulty operation and implementation of forest policy. Therefore, government should take an area-wise comprehensive review of the operational aspect of the matter. It has been noted that the ignorance of tribals of forest policy resolution are causing hardship to them. Wide publicity of this policy through various channels of communication is suggested to solve these problems. The staff engaged in the forest management in tribal areas would have to be given re-orientation training to ensure that welfare aspects of forest policy are not ignored. Tribals should be engaged as a policy in various services especially at the field level. If necessary, minimum educational and physical standards may be relaxed.

Shifting cultivation problem

72. The problem of shifting cultivation will have to be tackled with sympathy and understanding. It is virtually impossible to put a stop to this practice overnight and as such the least that could be done without any further delay, would be to make the practice of shifting cultivation more productive by introducing better agricultural practices and less destructive. It is also suggested that growing of trees for commercial purposes such as bamboos and horticulture might be taken up in these areas to enable the tribals to supplement their incomes. Short-term rotation crops like pulses which require less irrigation and fertilizers may be introduced in these fields. Also, pilot projects for demonstrating better economics of improved shifting cultivation should be undertaken. A special Board would have to be set up for tackling the entire problem of shifting cultivtaion and promoting research in methods of shifting cultivation, development of horticulture and others.

Other measures

73. Basic amenities such as drinking water, medical facilities will have to be provided to various forest villages; forest based industries will have to be located in these areas for diversification of employment opportunities; Minimum Wage Act might be extended to forest labour and enforcement machinery created for this purpose. Forest cooperatives may be set up to exploit forest areas and promote cottage and processing industries. The permit system for collection of raw material for these industries should be abolished and tribals be allowed to collect minor forest produce free of charge. Tribals displaced due to large scale deforestation should be rehabilitated properly in the surrounding areas. It is also necessary to develop communication in forests on a priority basis. Lastly, there is a need to set up Forest Working Advisory Committees at various levels in different economic zones to seek cooperation of tribal people in management of forest areas.

Impact of industrialisation

74. The decisions regarding establishment of industries and exploitation of minerals have been taken in isolation. The problems arising from confrontation of two different cultures have not claimed adequate attention. Measures so far taken for protecting the interest of the tribals have not been effective as the process of exploitation in many of these areas have got intensified in various forms. Many of the rights, privileges and incidental benefits enjoyed by the tribals are customary and undocumented. In the process of industrialisation they are disturbed and the people are adversely affected both socially and economically. Compensation in the present form cannot be adequate to meet the new situation.

75. The industrial and mineral development of tribal areas should be considered as a part of development of the area and development of the people. The development of the zone of influence of a new industrial complex should form an integral part of the project report for which adequate financial provision should be made. Preparatory action both in terms of providing social services and initiating economic development activities suiting to the new context should be taken well in advance. Special plans financed by the concerned industry, State Government and Central Government should be prepared. In case of big industries preparatory action may have to be of a long enough duration, say 10 years or so. The people should be enabled to become co-sharers to the benefits accruing to these areas. Special programmes for tribals already affected by major industires, irrigation projects and other modern activities, which have not been attended so far, should be taken up in the Fifth Five Year Plan.

76. In the extremely backward tribal areas private entreprenuers indulge in unfair practices and get interested in quick-yielding ventures with concommitant exploitation of the simple tribals. Public sector enterprises should, therefore, be favoured in tribal areas so far as big industries, including minor industries, are concerned and for medium and small scale industries, cooperative institutions and corporations with State participation should be established. The participation of tribals in industrial development of the

area should be conceived in dynamic terms. Suitable plans should be prepared for ensuring that they continue to share the benefits from the growing industrial economy in the region. Advance personnel planning should also be done and training of local youth should be started well in advance so that they are available to man even technical posts when a new industry gets established in these areas. A Committee at the national level may be set up which may have representatives of public enterprises, financing institutions, State Industires Departments, Department of Social Welfare and Planning Commission which may review the impact of industrialization in tribal areas and the steps taken to remedy the situation.

Providing economic and social services infrastructure

77. The problem of providing infrastructure in tribal areas may be defined as the provision of socio-economic and political organisational frame work for the development of an area. The economic infrastructure required in tribal areas broadly are:

1. *Agriculture*—which includes tenancy rights, land records, land development, irrigational facilities and other inputs as implements, traction animals, seeds, fertilizers, pesticides etc.
2. *Institutional Marketing*—availability of credit facilites, rules and regulations of money lending, cooperatives, warehousing, godowns etc. including recognised site with sheds etc.
3. *Communications*—linkages of local hats to block headquarters and district headquarters and all weather roads, culverts etc. for easy transport of agricultural produce.
4. *Social Services*—educational institutions (primary, middle and high schools, hostels, vocational training centres, libraries) health and family planning centres, drinking water supply, housing, nutrition feeding of tribal children etc.
5. *Socio-political Organisations*—traditional panchayats, tribal councils, youth dormitories, *akharas* etc.

78. About 88 per cent (1961 Census) of the tribals are engaged in agricultural activities. Soil in most of tribal agricultural land is of poor quality. Land holdings are non economic with little or no irrigation facilities and primitive technology is employed in cultivation. Also, the problem of land alienation is serious. To remedy such a situation, the following measures would be necessary:

(i) immediate survey and record of rights;

(ii) reclamation of land;

(iii) survey of irrigation potential;

(iv) adaptation of research to suit the needs of cropping practices, peculiarities of marketing in tribal areas;

(v) proper guidance for cultivation wherever improved variety of crops is introduced;

(vi) wherever irrigation is made available water rates should be relaxed;

(vii) easy terms of institutional loans for minor irrigation may be provided; and

(viii) rural electrification mainly for irrigational purposes may be extended to the tribal areas.

79. Elimination of moneylenders and organisation for marketing and credit facilities will have to be accorded priority. Also, weekly hats should be developed as commercial and social centres. To develop such markets following steps would be necessary:

(i) linking hats with all weather roads to the main arteries of communications in the district and especially to block headquarters;

(ii) provision of sheds should be made along with godowns and if possible electricity connections should be providied;

(iii) branches of cooperatives for credit, sale and purchase should be located in these market places;

(iv) rules of credit may be simplified and credit cooperatives allowed to give loans for consumption and non-productive purposes also; and

(v) reasonable prices, correct weights and measures should be ensured to wean away tribals from local moneylenders.

80. Linkages of tribal areas with roads was till now thought to be fraught with some risk of exploitation by outsiders who can reach these areas more easily if improved communications are available. It is, however, found that even without much communications moneylenders would reach these people. On the other

hand, lack of communication hampered procurement of tribal agricultural produce and even law and order could not be ensured effectively. In this regard, the following steps may be taken:

(i) During Fifth Plan every hat centre serving 10,000 population should be connected with main roads.

(ii) Often lack of coordination between various departments like PWD, Forest, Zila Parishad etc. results in unfinished roads or these are not maintained properly. It is, therefore, suggested that Road Construction Boards may be set up where more than one agency exists.

(iii) It may be expedient to make the panchayats responsible for small road works but in tribal areas where it is not possible to raise resources by panchayats, it may be necessary to subsidise them for maintenance.

81. All economic development activities described above have to be implemented through a single agency since multi-agency implementation of development programmes has been unsuccessful on account of lack of coordination between various departments responsible. It may, perhaps, be worthwhile to entrust the tribal development corporations to take up most of the marketing activities in tribal areas.

82. The Task Force on Education is expected to give detailed report on education of tribals. Therefore, no specific recommendations are made in this report on the subject. It would suffice to say that, more residential schools, proper educational incentives, coaching and guidance schemes, network of night schools would be needed to raise the literacy rate and to bridge the gaps in the education between tribal boys and girls on the one hand and the rest on the other, in next decade.

83. Other programmes of social services requiring special attention will be the following:

I. *Health*

(i) As far as possible local persons should be trained in tribal areas to work as medical personnel except doctors;

(ii) Specialisation in tribal areas by doctors should be avoided. One doctor as a general physician and family planning should suffice;

(iii) Number of sub-centres attached to primary health centres should be increased and these should be located near tribal *hats;*

(iv) More mobile dispensaries should be introduced with whatever mode of transport available;

(v) Special medicine requirements should be taken care of and there should be sufficient stock of simple medicines, free medical aid should be provided in specially backward areas for a period of not less than five years; and

(vi) Emphasis in tribal areas should be on prevention of diseases and health education; also where the birth rate is low, family planning should be oriented towards decreasing infant mortality etc.

II. *Drinking Water Supply*

(i) Survey of drinking water facilities should be undertaken; and priority given to scarcity areas while planning the programmes; one water source for each tribal hamlet may be aimed at;

(ii) Provision may be made for repair of wells, tanks, hand-pumps etc. Also it will be necessary to give rudimentary training to local people to do repair work; and

(iii) Special hilly construction work agency may be devised to suit local needs.

III. *Nutrition feeding*

(i) It is necessary to provide mid-day meals to school going children and special nutrition feeding of children 0-5 years of age; and

(ii) Nutrition programme should be implemented through the integrated child care services.

Administrative and personnel policy

84. The administrative problems of tribal areas have already been indicated in Part I of the paper. paper. The administrative and personnel policies in tribal areas were examined at length. The Task Force members are agreed that at field level there should be single agency administration. On the whole there is need to rationalise the entire administrative machinery in tribal areas. The administrative structure in these areas

require to be simplified to be within the comprehension of the tribal, whom the administration intends to serve. The tribals should be required to deal with limited number of persons who should have their confidence. The administrative structure has to be integrated at an appropriate level so that regulatory and developmental funtionaries work in a coordinated manner for speedier economic development. It is also felt that, too much of specialisation in services in these areas create unfilled vacancies or conflicts. There is need to have a high level officer who can attend to numerous narrow specialisations in a broad group and who can be assisted by suitable staff. For example, there need be no separate engineering staff exclusively attending to specialisations such as irrigation, road construction, buildings etc. At the field level the same engineer with proper orientation could attend to these tasks. He could thus provide effective control and necessary guidance. Further, since Fifth Plan programmes are to be time-bound, specific accountability should be built-in the administrative system so that quick decision could be taken at field level. There should also be adequate mechanism for evaluation and feed-back so that corrective steps are taken in time.

85. As pointed out earlier Tribal Development Blocks are too small in size for planning integrated economic development of a tribal area. It is, therefore, suggested to group these into Tribal Development Areas or agencies. At such level, there should be unification of functions with Chief Executive Officer having full overall control. The Chief Executive Officer could be assistd by an expert on tribal culture (for example, Anthropologist/Sociologist). The expert's role should not be confined to giving advice but he should be required to assist the Chief Executive Officer in project formulation and implementation of programmes. These Tribal Development Areas could be grouped into viable Development Regions co-terminus with a district or group of districts. At this level, a high powered development authority should have the administration of these areas under its full control, with sufficient decision-making powers so that related small matters need not be referred to the State Government. These recommendations, however, are merely indicative of a desirable pattern and each State must develop its own machinery keeping in view the need to have single line agency.

86. Any personnel policy for tribal areas is a sub-system of the general personnel policy of the State. In tribal areas often key personnel are transferred frequently, and are placed at a low level in the heirarchy. Often, there is no proper demarcation between developmental and regulatory functions. Other problems pertain to reluctance of personnel to be posted in tribal areas because of lack of social service amenities for their families. Some of these areas are still climatically unhealthy, lack adequate communications with neighbouring towns and lastly but most importantly, working in tribal areas or department is considered lower in prestige value among official groups. The monetary compensation if they exist, are invariably inadequate to attract really intelligent and willing persons to come forward to work in these areas.

87. Of the three levels of personnel all-India service cadre, district level State service and local cadres there may be advantages in prescribing different types of compensation. For the first category, raising the status of all posts connected with tribal development may be necessary. For the second, effective monetary incentives, and recognising special postings in tribal areas should be made a plus point in their career. In the third category monetary incentives and adequate social service amenities like housing, schooling, health facilities would be necessary. However, each State Government should work out an adequate compensation system in tribal areas. The following graded scale of payment of compensation is recommended depending upon:

(i) the general backwardness of the tribal area;

(ii) healthiness of the area;

(iii) the distance of headquarters from pucca roads; and

(iv) availability of social services like education and health.

On the basis of these indicators a 5-point scale may be worked out in each State according to which every person posted to the tribal area gets a minimum of 10 per cent and a maximum of upto 50 per cent depending on the place of his actual posting. If providing incentive for the States with heavy tribal population concentration, is too heavy a burden for a State, the Central Government will have to bear the extra expenditure.

88. The question of forming a special cadre of officials for serving tribal areas had been under discussion since Third Plan period. However, considering the difficulties in career building of personnel belonging to such cadre at higher administrative levels, this course of action is not recommended. However, at middle level, e.g. medical personnel etc. special cadre may be created where necessary, but it would be essential to build in provisions for integration of such cadres with State medical cadre. It is also suggested that an element of compulsion should be introduced for service in tribal areas for a tenure of 4 to 5 years. As far as possible, lower cadres should be recruited locally. Further, certain proportion of post in tribal areas should be reserved for tribals. The percentage of reservation should be in proportion to the tribal population in a district.

89. All personnel should undergo training for work in tribal areas. The existing training programmes of the Tribal Research Institutes require evaluation in order to revise and correct training imparted. It should also be insisted upon, that each officer working in tribal area should be conversant with the tribal dialect of the area. Advance personnel planning in tribal areas is necessary. Also, it is necessary to build suitable institutional framework for implementation of policies accepted in principle for tribal areas.

Flow of funds to tribal areas

90. It has been repeatedly pointed out to the State Governments that adequate funds from general ral sectors do not flow for the tribal areas and the special fund under Welfare of Backward Classes merely supplarts the former. Only a few States have made conscious attempts to remedy the situation. Earmarking of funds in general sector programmes has not been too successful. In the absence of a clear-cut mechanism, the recommendation of the Committee on Plan Projects, Study Team on Tribal Development (1969) on this matter may be considered. The Study Team suggested that the State departments concerned should surrender a proportion of their budget provision, depending on the size of their tribal population in an area, to be merged with the special provision under Backward Classes sector. Task Force felt that a committee should be constituted at the State level to ensure flow of funds to the tribal areas at least in proportion to the tribal population in a district.

A summary of recommendations is given at Annexure-III.

ANNEXURE-I

COPY

No. PC/SW/53(1)/71
Government of India
PLANNING COMMISSION

(Social Planning Division)

Yojna Bhavan,
Parliament Street,
New Delhi,
April 5, 1972.

ORDER

Subject: *Setting up of Steering Group and Task Forces for Welfare of Backward Classes and Social Welfare*

The Planning Commission have decided to constitute a Steering Group to guide and coordinate the formulation of policies and programmes in the Fifth Plan for welfare of backward classes and social welfare with the following terms of reference: (i) to review the development in regard to social welfare and welfare of backward classes by the end of the Fourth Plan; to identify the present bottlenecks and weaknesses in policies and programmes and suggest corrective measures; (ii) To suggest a perspective of development from 1973-74 to 1988-89 in the light of the over all development perspective envisaged in the Fourth Plan; (iii) To formulate proposals for the Fifth Plan in the light of the perspective, indicating priorities, policies, programmes and outlays.

2. The Planning Commission have also decided to constitute four Task Forces to assist the Steering Group. These Task Forces will be concerned with (1) Child Welfare, (2) Social Security for the aged and other handicapped categories, (3) Development of Tribal Areas, (4) Education and Employment of Backward Classes with the following terms of reference in their respective fields: (i) To review the nature and level of development, identify the present bottlenecks and weaknesses in policies and programmes and suggest corrective measures, (ii) To suggest a perspective development from 1973-74 to 1988-89 in the light of the overall development perspective envisaged in the Fourth Plan, (iii) To formulate proposals for the Fifth Plan in the light of the perspective, indicating priorities, policies, programmes and outlays.

3. The membership of the Steering Group will be as at Annexure 'A' and the membership of the Task Forces as at Annexures B', 'C', 'D' and 'E'.

4. The Steering Group/Task Forces may, for their studies, constitute Working Groups and co-opt members.

5. It has been decided with the approval of competent authority that the non-official members of the Steering Group/Task Forces including co-opted members will be entitled to claim T.A./D.A. for their journeys in connection with attending the meetings, as admissible to First Grade Officers of the Government of India.

6. The Steering Group/Task Forces as a whole or in part may meet as often in New Delhi or any other place as may be decided by the Chairman of the Steering Group/Task Forces.

(Sd/-)

(K.V. NATARAJAN)

Chief (Nutrition & Social Planning)

ANNEXURE-I (*contd.*) (ANNEXURE-D)

Task Force on Development of Tribal Areas

1. Dr. L.P. Vidyarthi, — CHAIRMAN
Professor & Head of Anthropology Deptt.,
Ranchi University,
Lalit Niketan,
Adivasi Hostel Road,
Ranchi (Bihar).

2. Shri R.C. Soni, — *Member*
Inspector General of Forests,
Department of Food and Agriculture,
Krishi Bhavan,
New Delhi.

3. Shri P.S. Appu, — *Member*
Joint Secretary and Land Reforms Commissioner,
Land Reforms Unit,
Department of Food & Agriculture,
Krishi Bhavan,
New Delhi.

4. Shri Anand Sarup, — *Member*
Chief (State Plans),
P.A. Division,
Planning Commission,
New Delhi.

5. Shri S.K. Palit, — *Member*
Secretary,
Rural and Tribal Welfare Department,
Government of Orissa,
Bhubaneswar.

6. Shri S.K. Kaul, — *Member*
Officer on Special Duty,
Department of Social Welfare,
Shastri Bhavan,
New Delhi.

7. Shri V. Chandra Mowli, — *Member*
Managing Director,
Girijan Cooperative Corporation Ltd.,
Visakhapatnam (Andhra Pradesh).

8. Dr. Surajit Sinha, — *Member*
Joint Director,
Anthropological Survey of India,
Indian Museum,
27, Jawaharlal Nehru Marg,
Calcutta-13.

9. Dr. A. Vaidyanathan, — *Member*
Director,
Perspective Planning Division,
Planning Commission,
Yojna Bhavan,
New Delhi.

10. Dr. B.K. Roy Burman, — *Member*
Deputy Registrar General,
Social Studies Unit,
Office of the Registrar General, Census,
R.K. Puram,
New Delhi-22.

11. Shri D.R. Pratap, *Member*
Director-in-charge,
Tribal Cultural Research and Training Institute,
Basheer Bagh,
Hyderabad.

12. Miss K. Dutt, *Convener*
Senior Research Officer,
Social Welfare Unit,
Planning Commission,
New Delhi.

NOTE: Annexures A, B, C, and E not included in this volume.

ANNEXURE-II

REVISED LIST OF MEMBERS OF TASK FORCE ON DEVELOPMENT OF TRIBAL AREAS

1. Dr. L. P. Vidyarthi,
Professor & Head of Anthropology Deptt.,
Ranchi University, Lalit Niketan,
Adivasi Hostel Road,
Ranchi (Bihar). — CHAIRMAN

2. Shri S.A. Shah,
Secretary (CEF),
Department of Food & Agriculture,
Krishi Bhavan,
New Delhi. — *Member*

3. Shri Anand Sarup,
Joint Secretary (State Plans),
P.A. Division,
Planning Commission,
New Delhi. — *Member*

4. Shri K.V. Natarajan,
Chief (N&SW),
Planning Commission,
New Delhi. — *Member*

5. Shri S.K. Palit,
Additional Secretary,
Political and Services,
Government of Orissa,
Bhubaneswar. — *Member*

6. Shri B.D. Sharma,
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7. Shri R.K. Misra,
Director,
Tribal Development Projects,
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8. Dr. Surajit Sinha,
Director,
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9. Dr. B.K. Roy Burman,
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Office of the Registrar General, Census,
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New Delhi-16. — *Member*

10. Shri S.K. Kaul,
Deputy Commissioner,
Office of the Commissioner
for Scheduled Castes & Scheduled Tribes,
R.K. Puram,
New Dlehi. — *Member*

11. Shri D.R. Pratap,
Director-in-charge,
Tribal Cultural Research and
Training Institute,
Basheer Bagh,
Hyderabad. — *Member*

12. Miss K. Dutt,
Senior Research Officer,
Social Welfare Unit,
Planning Commission,
New Delhi. — *Convener*

ANNEXURE-III

SUMMARY OF RECOMMENDATIONS OF THE TASK FORCE ON DEVELOPMENT OF TRIBAL AREAS

Para No. 49

Approach in the Fifth Plan

1. To ensure balanced socio-economic development of tribal areas a different approach would be necessary for the Fifth and subsequent plans. From Fifth Plan onwards, it is suggested that a policy of integrated development for tribal areas may be emphasised.

Do. 2. There are distinct advantages in marking out larger tribal development areas by grouping contiguous T.D. blocks and other areas with high concentration of tribal population. These development areas, however should be geographically and administratively viable. This would require selection of areas, where tribal population is concentrated. Such tribal areas may be macro-areas which could generally correspond to a sizeable Scheduled area, meso-areas may be co-terminus with district or taluk boundaries and micro-area may be a tribal development block.

Do. 3. Apart from macro, meso and micro areas, there are small pockets of tribal population throughout the country. These need special attention and their development will necessarily have to be given priority in multi-level planning at district level.

Do. 4. In the last analysis, a combination of ecological, occupational and social parameters have to be properly assessed and taken into account in policy formulation and implementation of programmes so as to ensure steady flow of benefits to the weakest among Scheduled Tribes.

Para No. 50

Plan Programmes

5. While formulating economic development programmes in tribal areas, obvious emphasis would have to be on primary sector of economy. Therefore, policies of land reform and provision of infrastructure must reflect customary rights of the tribal people on land and forest.

Do. 6. It would be necessary to speed up survey and settlement of land records, restoration of alienated land protections against usurious practices of money-lenders and provision of credit, marketing, warehousing facilities as well as provision for agricultural inputs.

Para No. 51

7. The administrative structure for implementation of area development programmes will have to be evolved in a simplistic manner with limited number of functionaries who could undertake multiple jobs.

Do. 8. In this matter services of experts in tribal culture would be necessary to have a better comprehension of the overall developmental problems of tribal areas.

Para No. 52

Peoples' Participation

9. In order to implement developmental programmes effectively, it is desirable to maximise people's participation.

Do. 10. Therefore, developmental administration would have to be made fully conscious of the pattern of leadership and decision making among different types of tribal communities for fully drawing them into developmental activities.

Para No. 53

Short-term and Long-term Programmes

11. In the short-term planning priority must be given to programmes such as completion of land records, debt redemption, elimination of practice of bonded labour. Provision of infrastructure for the extension of credit, marketing, market link roads and inputs for the development of agriculture will have to be accorded high priority.

Do. 12. Importance for carrying out minimum needs programme would have to be emphasised as a short-term measure, i.e. pre-primary, primary and ashram schools, nutritious feeding of children, health centres etc.

Para No. 54

13. In the long-term plan a concerted drive is necessary for implementing and enacting legislative measures regarding land alienation and restoration of land for tribal people.

Do. 14. Efforts would have to be intensified for diversification of employment opportunities, development of institutional frame-work, growth centres, communications and provisions made for research and evaluation and training of personnel appointed to work in tribal areas.

Para No. 59

Identification of tribal Areas

15. As part of advance action, each State/Union Territory concerned should draw up their lists of identifiable areas and indicate tribal population concentration. Since it is not possible for the Task Force to identify smaller isolated pockets of tribal population, State/Union Territories may be asked to list these separately.

Categorising Tribal Areas as backward

Para No. 60 16. It is necessary to grade identified tribal areas for backwardness or otherwise according to certain limited criteria. This would help accord priority to backward areas while drawing up an integrated area development plan.

Do. 17. Tribal areas like Arunachal Pradesh, Nagaland, Meghalaya, Mizoram and Laccadive and Minicoy Islands should be excluded from the list of backward tribal areas, because these areas are co-terminus with State/Union Territory boundaries and the entire development plan is for the tribals.

Para No. 61

18. Tribal areas may be categorised as (a) extremely backward and (b) backward on the basis of the following criteria:

(i) density of tribal population in relation to arable land (tribal population more than 50 per cent);

(ii) rate of literacy (rate of literacy less than 5% or less than 50% literacy rate of the district/State average);

(iii) arable land, forest resources, irrigation facilities, etc;

(iv) occupation of the tribals, like hunting, fishing, food gathering, etc.

(v) availability of agricultural infrastructure—land reforms, agricultural inputs, credit, marketing, warehousing, etc.; and

(vi) development of infrastructure (facilities like schooling, medical facilities, communications and transport etc.).

Para No. 62

Identifying less developed tribal communities

19. The development of tribes being uneven, there was need to identify less developed communities for channelising benefits of developmental programmes.

Do. 20. An available list of tribal communities may be graded as backward on the basis of economic status in a district and their literacy rates as compared to the general level of literacy in the district.

Para No. 63

Alienation of Land

21. A thorough understanding of the customary rights of the tribal communities in respect of land and pattern of land distribution and organisation of such rights will be necessary for evolving any programme based on land.

Do. 22. After undertaking an assessment of the changes which are taking place in the socio-economic land tenure system in the tribal areas, due to social contact between tribals and non-tribals, and changes in governmental policy, a review of the legislative and executive measures, seems imperative.

Do. 23. Customary rights of tribals in land and forests may be recognised. It is inevitable that many of the customary rights of the tribals would require change in course of time for a larger national interest. However it must be kept in mind that the tribal interests are not trampled upon.

Para No. 64

Completion of land records

24. It has not been possible to ensure a uniform approach in different parts of the country in identifying the problem of tribal rights on land and forests. Therefore, detailed information about specific condition prevailing in specific tribal areas will have to be obtained for formulating appropriate policy.

Do. 25. It is noted that survey of settlement operations and preparation of records of rights and in some parts of the country cadastral surveys have not been made and records of rights do not exist. In the absence of such surveys, tribals find it difficult to obtain loans from cooperative societies or commercial banks. Therefore, records should be prepared as early as possible.

Do. 26. Certain measures like surveys and settlement operations and preparation of land records, protection against alienation of land, restoration of alienated land since 1947, priority given to tribals to settle on distributed land, concessional facilities for development of land, elimination of exploiting class of moneylenders etc. are measures to be adopted to solve economic destitution of tribals.

Para No. 66

Legislative Measures

27. Mere administrative or legal approach cannot meet the problem of alienation of land. It should be the endeavour of the Government to restore all lands alienated from tribal people since 1947.

Para No. 67

Problem of Indebtedness

28. Comprehensive review of the legal framework regarding indebtedness is necessary.

Para No. 68

Credit Facilities

29. To tackle the problem of indebtedness the remedy lies in providing wider coverage of institutional credit in tribal areas. Finance institutions would require to orient their methods of operation to suit the special needs of tribals.

Do. 30. Lastly, social education of tribals should be undertaken on these aspects with the assistance of official and non-official agencies who have the confidence of the tribals.

Do. 31. It is suggested that credit requirements of the tribals must cover both unproductive and productive purposes It may be necessary to devise methods of financing which would take into account proportion of funds to be given as loan and proportion of funds which should be given as subsidy and the proportion which has to be given as long, medium and short-term loans respectively.

Para No. 69

Excise Policy

32. It is essential to review the excise policy and leave the tribals alone so far as manufacture, distribution and sale of liquor in these areas is concerned.

33. The fall in the excise revenue to the States resulting from this may be compensated partially or fully by the Central Government for the loss of revenue from tribal areas by change in excise administration.

Para No. 70

Dependence of tribal people on forest

34. Codification of rights, privileges and concessions of the local people in the forest has been completed in most areas. However, in remaining areas settlement operations may be expedited so that rights, privileges and concessions of tribal people are codified in the entire forest areas.

Do. 35. Care has to be taken to see that tribal rights are not abridged except when there are overriding national considerations to do so.

Para No. 71

Forest Policy

36. Government should take an area-wise comprehensive review of the operational aspect of the forest policy. It has been noted that the ignorance of tribals of forest policy resolution are causing hardship to them.

Do. 37. Wide publicity of this policy through various channels of communication is suggested to solve these problems.

Do. 38. The staff engaged in the forest management in tribal areas would have to be given reorientation training to ensure that welfare aspects of forest policy are not ignored.

Do. 39. Tribals should be engaged as a policy in various services especially at the field level. If necessary, minimum educational and physical standards may be relaxed.

Para No. 72

Shifting Cultivation

40. It is virtually impossible to put a stop to shifting cultivation practice overnight and as such the least that could be done without any further delay, would be to make the practice of shifting cultivation more productive by introducing better agricultural practices.

41. It is also suggested that growing of trees for commercial purposes such as bamboos and horticulture might be taken up in these areas to enable the tribals to supplement their incomes.

42. Short-term rotation crops like pulses which require less irrigation and fertilizers may be introduced in these fields.

43. Also pilot projects for demonstrating better economics of improved shifting cultivation should be undertaken.

44. A special Board would have to be set up for tackling the entire problem of shifting cultivation and promoting research in methods of shifting cultivation, development of horticulture and others.

Para No. 73

Other Measures

45. Basic amenities such as drinking water, medical facilities will have to be provided to various forest villages; forest based industries will have to be located in these areas for diversification of employment opportunities; Minimum Wage Act might be extended to forest labour and enforcement machinery created for this purpose.

Do. 46. Forest cooperatives may be set up to exploit forest areas and promote cottage and processing industries.

Do. 47. The permit system for collection of raw material for these industries should be abolished and tribals allowed to collect minor forest produce free of charge.

Do. 48. Tribals displaced due to large scale deforestation should be rehabilitated properly in the surrounding area. It is also necessary to develop communication in forests on a priority basis.

Do. 49. There is a need to set up Forest Working Advisory Committee at various levels in different economic zones to seek cooperation of tribal people in management of forest areas.

Para No. 75

Impact of Industrialisation

50. The development of the zone of influence of a new industrial complex should form an integral part of the project report for which adequate financial provision should be made.

51. The people should be enabled to become co-sharers to the benefits accruing to these areas. Special programmes for tribals already affected by major industries, irrigation projects and others should be taken up in the Fifth Plan.

52. A Committee at the national level may be set up which may have representatives of Public Enterprises, Department of Social Welfare, State Industries Department, Social Welfare Department and Planning Commission.

Para No. 78

Infrastructure

53. To remedy the problem of land alienation, the following measures would be necessary:

(i) immediate survey and preparation of record of rights;

(ii) reclamation of land;

(iii) survey of irrigation potential;

(iv) adaptation of research to suit the needs of cropping practices and facilities of marketing in tribal areas;

(v) proper guidance for cultivation wherever improved variety of crops is introduced;

(vi) wherever irrigation is made available water rates should be relaxed;

(vii) easy terms of institutional loans for minor irrigation may be provided; and

(viii) rural electrification mainly for irrigational purposes may be extended to the tribal areas.

Para No. 79

54. Elimination of money-lenders and organisation for marketing and credit facilities will have to be accorded priority.

Do. 55. Also, weekly hats should be developed as commercial centres. To develop such markets following steps would be necessary.

(i) linking hats with all weather roads to the main arteries of communications in the district and especially to block headquarters;

(ii) provision of sheds should be made along with godowns and if possible electricity connections should be provided;

(iii) branches of cooperatives for credit, sale and purchase should be located in these market places;

(iv) rules of credit may be simplified and credit cooperatives allowed to give loans for consumption of non-productive purposes also; and

(v) reasonable prices, correct weights and measures should be ensured to wean away tribals from local money-lenders.

Para No 80

56. For linkage of tribal areas with roads, the following steps may be taken:

(i) During Fifth Plan each hat centre serving 10,000 population should be connected with main roads;

(ii) Often lack of coordination between various departments like PWD, Forest, Zila Parishad etc. results in unfinished roads or these are not maintained properly. It is, therefore, suggested that Road Construction Boards may be set up where more than one agency exists.

(iii) It may be expedient to make the panchayats responsible for small road works but in tribal areas wher it is not possible to raise resources by panchayats, it may be necessary to subsidise them for maintenance.

Para No. 81

57. It may, perhaps, be worthwhile to entrust the tribal development corporations to take up most of the marketing activities in tribal areas.

Para No. 83

58. As far as possible local persons should be trained in tribal areas to work as medical personnel except doctors.

Do. 59. Specialisation in tribal areas by doctors should be avoided. One doctor as a general physician and family planning should suffice.

Do. 60 Number of sub-centres attached to primary health centres should be increased and these should be located near tribal *hats*.

Do. 61. More mobile dispensaries should be introduced with whatever mode of transport available.

Do. 62. Special medicine requirements should be taken care of and there should be sufficient stock of simple medicines.

Do. 63. Emphasis in tribal areas should be on prevention of diseases and health education; also where the birth rate is low, family planning should be oriented towards decreasing infant mortality etc.

Do. 64. Survey of drinking water facilities should be undertaken and priority given to scarcity areas while planning the programmes; one water source for each tribal hamlet may be aimed at.

Do. 65. Provision may be made for repair of wells, tanks, hand-pumps etc. Also it will be necessary to give rudimentary training to local people to do repair work.

Do. 66. Special hilly construction work agency may be devsied to suit local needs.

Para No. 83 (*Contd*)67. It is necessary to provide mid-day meals to school going children and special nutrition feeding of children 0-5 years of age. Nutrition programme should be implemented through the integrated child care services.

Para No. 84

Administrative and Personnel Policy

68. The Task Force recommends that at field level there should be single agency administration. On the whole there is need to rationalize the entire administrative machinery in tribal areas.

Do. 69. The administrative structure in these areas require to be simplified to be within the comprehension of the tribal, whom the administration intends to serve. The tribals should be required to deal with limited number of persons who should have their confidence.

Do. 70. The administrative structure has to be integrated at an appropriate level so that regulatory and developmental functionaries work in a coordinated manner for speedier economic development.

Do. 71. There is need to have a high level officer who can attend to numerous narrow specialisations in a broad group and who can be assisted by suitable staff.

Do. 72. Since Fifth Plan Programmes are to be time-bound, specific accountability should be built-in the administrative system so that quick decision could be taken at field level.

Do. 73. There should also be adequate mechanism for evaluation and feed-back so that corrective steps are taken in time.

Para No. 85

74. It is suggested to group Tribal Develolpment Blocks into Tribal Development Areas or agencies.

Do. 75. At such level, there should be unification of functions with Chief Executive Officer having full overall control.

76. The Chief Executive Officer could be assisted by an expert on tribal culture (for example, Anthropologist/ Sociologist). The expert's role should not be confined to giving advice but he should be required to assist the Chief Executive Officer in project formulation and implementation of programmes.

Do. 77. These Tribal Development Areas could be grouped into viable development regions co-terminus with a district or group of districts.

Do. 78. At this level, a high powered development authority should have the administration of these areas under its full control, with sufficient decision-making powers so that related small matters need not be referred to the State Government.

Para No 87.

79. Of the three levels of personnel all-India service cadre, district level State service and local cadres, there may be advantages in prescribing different types of compensation. For the first category, raising the status of all posts connected with tribal development may be necessary. For the second, effective monetary incentives and recognising special postings in tribal areas should be made a plus point in their career. In the third category monetary incentives and adequate social services amenities like housing, schooling, health facilities would be necessary.

Do. 80. Each State Government should work out an adequate compensation system in tribal areas.

Do. 81. The following graded scale of payment of compensation is recommended depending upon:

(i) the general backwardness of the tribal area;

(ii) health conditions of an area;

(iii) the distance of headquarters from pucca roads; and

(iv) availability of social services like education and health.

82. On the basis of these indicators a 5-point scale may be worked out in each State according to which every person posted to the tribal area gets a minimum of 10 percent and a maximum of upto 50 per cent on the place of his actual posting.

Do. 83. If providing incentive for the States with heavy tribal population concentration, is too heavy a burden for a State, the Central Government must have to bear the extra expenditure.

Para No. 88

84. Considering the difficulties in career building of personnel belonging to special cadre at higher administrative levels, forming a special cadre is not recommended. However, at middle level, e.g. medical personnel etc. special cadre may be created wherever necessary, but it would be essential to build in provisions for integration of such cadres with State medical cadre.

Do. 85. It is also suggested that an element of compulsion should be introduced for service in tribal areas for a tenure of 4 to 5 years.

Do. 86. As far as possible, lower cadres should be recruited locally. Further, certain proportion of posts in tribal areas should be reserved for tribals. The percentage of reservation should be in proportion to the tribal population in a district.

Para No. 89

87. All personnel should undergo training for work in tribal areas.

Do. 88. The existing training programmes of the Tribal Research Institutes require evaluation in order to revise and correct training imparted.

Do. 89. It should also be insisted upon, that each officer working in tribal area should be conversant with the tribal dialect of the area.

90. Advance personnel planning in tribal areas is necessary. Also, it is necessary to build suitable institutional framework for implementation of policies accepted in principle for tribal areas.

Para No. 90

Flow of funds to tribal areas

91. In the absence of a clear-cut mechanism for ensuring flow of funds from general sectors, the recommendation of the Committee on Plan Projects/Study Team on Tribal Development (1969) on this matter may be considered. The Study Team suggested that the State departments concerned should surrender a proportion of their budget provision, depending on the size of their tribal population in an area, to be merged with the special provision under Backward Classes sector.

Do. 92. Task Force felt that a committee should be constituted at the State level to ensure flow of funds to the tribal areas at least in proportion to the tribal population in a district.

PART V

REPORT OF THE WORKING GROUP ON PERSONNEL POLICY FOR TRIBAL AREAS

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INTRODUCTION

1. The Planning Commission have constituted a Task Force on Development of Tribal Areas with the following terms of reference:

(i) To review the nature and level of development, identify the present bottlenecks and weaknesses in policies and programmes and suggest corrective measures;

(ii) To suggest a perspective of development from 1973-74 to 1988-89 in the light of the overall development perspective envisaged in the Fourth Plan; and

(iii) To formulate proposals for the Fifth Plan in the light of the perspective indicating priorities, policies, programmes and outlays.

2. To facilitate working of the Task Force, the Planning Commission have decided to constitute a Working Group on "Personnel Policy for Tribal Areas", *vide* their letter No. PC/SW/53(4)/71 dated October 28, 1972 which had the same terms of reference as that of the Task Force on Development of Tribal Areas. The compositor of the Working Group is given in Annexure 'A'.

3. This Working Group was constituted at a late stage. A meeting was convened immediately after a formal decision was taken to constitute the Group. The various issues enlisted for consideration of the Working Group were discussed in their meeting on 12-10-1972. On the basis of these discussions a draft report was drawn up which was considered by the Group in their final meeting on 27-11-72.

A RESUME OF THE PRESENT SITUATION

4. The tribal scene in India presents a very complex picture. Different regions have had different administrative history and, therefore, they are having different administrative structures. Since personnel policies are complementary to the administrative structure they also present an equally varied picture. The tribal areas can be broadly divided into 4 categories:

(1) Those States and Union Territories which have tribal majority like Nagaland, Meghalaya, Arunachal Pradesh, Mizoram, Andaman and Nicobar Islands;

(2) Those States which have large concentrations of tribal population which, however, are a minority like states of Madhya Pradesh, Bihar and Orissa;

(3) Those States which have a substantial tribal population but are in a small minority, as in the States of Maharashtra, Andhra Pradesh, Himachal Pradesh and Gujarat; and

(3) Those States in which there are no tribal concentrations but which have scattered tribal population as in Tamil Nadu, Kerala and West Bengal.

5. The tribal areas have a widely differing historical legacy. Many of them formed part of the old princely States which were generally backward and where modern administration was introduced rather at a late stage. The process of assimilation of these areas in the general administrative stream of the country started only after independence and they still continue to have the imprint of the older systems. At the other extreme are areas which were 'excluded', where single line administration was purposely introduced and special attention was given to their problems. The administrative system in these regions may have changed to some extent but, by and large, it conforms to the old patterns. Historically, areas which have emerged as tribal majority regions got special attention and their problems appear to have been better appreciated and to have received due consideration. Certain sensitive areas in other States have also claimed special attention. However, in the cae of a vast majority of tribal population, which fall in States in all categories except category 1 mentioned above, their special problems do not appear to have been given adequate attention. *Adhoc* solutions have been attempted as and when a problem arose. The resulting situation is not a very happy one.

6. The process of change in the wake of democratisation of administrative structure in the country has also affected the tribal areas considerably. Here again, the treatment given to the tribal areas has been different in different States. In some States Panchayati Raj has been introduced in tribal areas, in some others only reservation for members belonging to the Scheduled Tribes has been provided; in yet other cases like Bastar in M.P. the tribal areas have been excluded from the operation of Panchayati Raj. The impact of Panchayati Raj has also been uneven. The Commissiner for Scheduled Castes and Scheduled Tribes in his report for the year 1969-70 has

observed, "In the matter of administration of Tribal and Scheduled Caste welfare programme, the process of democratic decentralisation of development function at the village level has resulted in a set back. Zila parishads and Panchayat Samities, who have been entrusted with tribal development blocks, are dominated by powerful vested interests composed mostly of non-tribals. The landlord, the money lender, the forest and public works department contractor and the liquor vendor—all agents of exploitation of the tribals—dominate the tribal scene and are not enthusiastic about the programmes for the weaker sections".

7. In this rather complex administrative situation in the tribal areas of the country, the personnel problems are equally complex. In the tribal—majority States, personnel policy does not pose a special problem as the policy of the State itself is the policy for tribal areas. In the case of States in category 2, where there are sizeable concentrations, various experiments have been tried. In some cases special cadres have been created for tribal areas for certain functions. For example, in Madhya Pradesh and Orissa education in tribal areas is entirely managed by the Tribal Welfare Departments and there are separate cadres of teachers for these areas. Yet in these States for a large number of functions no special personnel policies exist. In the case of States in category 3, the intensity of the problem has evoked specific response from the authorities. For example, in Andhra Pradesh because of the prevailing situation in tribal areas attempts are made to hand pick officers for these areas. In other States the position is not so clear. It appears that in those States which have a scattered tribal population the policy for tribal development and administration has still to evolve on a satisfactory and long-term basis.

SCOPE OF THE TERMS OF REFERENCE

8. Although the tasks of the Working Group suggest that it has to formulate its proposals within the ambit of policies concerning personnel working in these areas, the Working Group felt that it will be necessary to consider generally the administrative structure since the two cannot be always separated. It, however, took note of the fact that the Task Force itself is actively considering the problems of administrative structure. The suggestions of the Working Group, therefore, are supplemental and will have to be integrated in the structure of the discussions of the Task Force and the report which may emerge after taking into account the recommendations of various other Working Groups. To that extent it may also be necessary to suitably amend the recommendations relating to personnel policies.

FRAME OF REFERENCE FOR ADMINISTRATIVE STRUCTURE FOR TRIBAL AREAS

9. Some of the points which will need special consideration, while discussing the suitability of an administrative structure for these areas are dealt with in the paragraphs which follow.

10. The social situation in tribal areas is relatively simple. The administrative structure for implementation of a developmental plan has to be within the comprehension of individuals whom it is intended to serve. The most important quality of such a system, therefore, has to be its simplicity. The tribal should be required to deal with as limited a number of persons as possible with whom a relationship of confidence can be developed.

11. The development of these areas at the present juncture not only requires positive economic programmes but also protective measures which, in many cases,are more important if it is to be ensured that the tribal is able to enjoy the fruits of his own labour. The programmes like regulation of market or supply of credit in the simple economies are both protective and developmental in nature. The administrative structure, therefore, has to be integrated at an appropriate level so that regulatory and developmental functionaries work in unison for speedy economic development.

12. It is to be noted that the tribal areas have been acquiring all the specialisation in their administrative organisation, as has been introduced in the rest of the country in response to the new economic needs. Special organisations have also been set up to attend to the special problems of these areas. This has resulted in a multiplicity of organisations. For example, in the field of agriculture in a tribal area one may find various financing institutions like the Govt., Central Cooperative Bank, Land Mortgage Bank, Nationalised Banks, Special Tribal Corporations, all distributing loans for different purposes. Similarly, marketing may be looked after by a Marketing Federation, by a Tribal Cooperative Organisation or by a Marketing Cooperative. The distribution of seed may also be the responsibility of two or three organisations, while the extension agency may be working under Agriculture Department, or the Tribal Welfare Department. This complex structure in sparsely populated areas, where communication system, both telephones and roads, has not developed, creates its own problems. This is particularly so in a context where a number of posts remained unfilled in these areas or persons of indifferent quality are posted. It also results in heavy overhead administrative expenditure. What the tribal areas require is a treatment similar to the rest of the country some 20 years back when an integrated functional approach was envisaged. These areas have not yet out-grown the early stages of economic development, and hence do not require sophistication in administrative structure similar to that prevalent in the rest of the country.

13. The specialization of functions also results in under-utilisation of scarce technical man power, laxity in administrative control and high over-head administrative expenditure. For example, an engineer of the roads branch can easily attend to small minor irrigation schemes since the degree of specialisation required for small works is not high. Similarly under various health programmes, workers in narrow specialisations are not necessary and if integrated services are made available the personnel could be better utilised. The multiplicity of organisations and narrow specialisations have also made it difficult to place the responsibility squarely on one individual. There is a tendency to pass the buck and a chain reaction tends to set in each one trying to put the responsibility on the other. Moreover, the level of services in various specialities made available to these areas is rather low because large geographical areas need to be covered. In case an integrated approach can be adopted for providing technical services, it will be possible to have persons of higher level to serve in these areas and this will be both economical and technically more sound. It is necessary to have a high level officer who can attend to numerous narrow specializations in a broad group and who in his turn could be assisted by suitable staff. He can thus have an effective control and provide necessary guidance. Unless this approach is adopted, the quality of personnel in the tribal areas may continue to be of a very low level.

14. It is also necessary that the financial and administrative powers and work norms in these areas are adequately adopted to the prevailing special conditions in these areas. It is noted that the work norms of advanced areas are adopted for sparsely populated tribal areas where working condition are difficult. Thus the jurisdiction becomes unweildy and the level of responsibility very low. Much of the time of an officer is spent in just moving about, leaving him little energy for actual work. The work-norms in P.W.D., Health and all extension departments should be suitably revised for each area. To some extent the suggestion in the previous paragraph of combining related technical departments under the same head will help in adjusting the norms without much addition to the administrative over-heads. It will also be desirable to delegate adequate powers in favour of officers working at the field level. Since specially selected officers would be serving in these areas, it should be possible to entrust them with greater responsibility. One of the important attractions for an officer to work in these areas is the satisfaction which he can derive from accomplishing a given task and being more effective; this can happen only when he is given sufficient financial and administrative powers. The grouping of subjects, rationalising of work norms and adequate delegation of powers will considerably help in toning up the administrative apparatus to serve the needs of these areas.

15. The economic activity in tribal areas is not evenly distributed throughout the year or, for that matter, throughout a season or even throughout a week. Markets are held for a few hours in week in a central village to serve a group of villages. This focal point comes to life in a matter of hours. To cater to this type of economic activity, where a large number of transactions of a very small monetary value take place in a limited period of time, a number of persons will be required to provide different types of services. A large number of small traders or their agents move from market to market covering long distances overnight, purchasing and selling a larger variety of commodities. They really cannot be substituted. But their monopoly can be considerably curbed by providing an alternative channel of marketing with adequate coverage both in terms of commodities and in terms of area. This will require special administrative arrangements. It will be necessary to establish one multipurpose organisation, which, however, cannot depend only on its own agency in each maket to cater to all requirements in a limited period of time. It will need to have a nucleus in each market and a mobile unit for re-enforcing the local effort and for providing the link and the channel for flow of finances and commodities. In addition, it will be necessary that manpower resources of all Government and Semi-Government organisations working in the specified area are fully utilised for the duration of the market. Only when such an arrangement is made the multipurpose organisation, without a large staff of its own, can muster the required complement of supervisory as well as executive manpower in that area without incurring a heavy cost. High level supervision can also be provided by different government organisations in each local area. Thus, a total administrative effort for a limited period of time and a high level of supervision are necessary for operating in tribal areas because of their special situation. This is possible only if administration is structured on the model of a single line agency.

16. The Tribal Development Blocks are the smallest administrative units which have been delineated on a rational basis after taking into considerations population, area and the physical features. These units, however, are too small for planning integrated economic development of an area. It will be necessary that for purposes of planning, these Tribal Development Blocks are grouped into Development Projects. It is at the level of the Development Project that unification of functions—administrative extension, financing—should emerge in the form of an Executive Board which may have a Chief Executive Officer having full overall control over all administrative agencies. Within the Project and at the field level, the functions of marketing credit should be entrusted to one organisation. Similarly, the extension agency should be multipurpose as in the case of C.D. pattern were the Gram Sevak was a friend, philosopher and guide to a group of people. Other technical departments also should be similarly organised so that at the Block level and at the Project level there are senior general purpose technical officers who have full control of a group of subjects. Similarly, the extension agency should be multipurpose at the village level and Gram Sevak should be an all purpose man. It is true that a higher level of competence than that of the general run of gram sevak in advance areas is required for the tribal areas but the most important pre-requisite for the grass-root functionary is his identification with the people and gaining their confidence. We are suggesting elsewhere that personnel at and just above the village level should belong to the local area. It will not be possible to get highly qualified people from these areas. Also the next technical level above the

Gram Sevak is that of the Extension Officer which at present is located at the Block Level. As we are suggesting that the Gram Sevak should have under his jurisdiction a limited number of hamlets, which itself is a departure from the present pattern where a big area is under the charge of a Gram Sevak, it would be sufficient if the second supervisory-cum-technical level is above the village but below the Block level. This may be called a 'Service Centre' which may provide to all adivasis living in a specified area all the necessary services of marketing, credit, education and health. At this level an officer of the level of present Extension Officer should be posted who should have overall charge of the entire area. Complementary staff for attending to other functions may also be provided at this level. The basic idea in developing the 'Service Centre' is that an Adivasi in that region should not be required ordinarily to go beyond this level for any of his necessities.

17. Development Projects may be grouped into viable Economic Development Regions which may be co-terminus with an existing district or a group of districts. There should be a high-power development authority which should have the entire administration of these areas under its full control. This authority should have sufficient decision making power so that important matters are not required to be referred to the State Government. Adequate resilience should be built into the system so that it can respond to the requirements of developmental administration spontaneously.

18. The structure suggested above is merely indicative of a pattern and cannot be a rigid proto-type for all areas and for all States. The central point of the system is the single line of administration with responsibility for specific achievements and sufficient authority to implement the economic plans. It has to be simple so that it is within the comprehension of the tribal people.

19. The question of association of local people with various tiers of administration was also considered. It is noted that each region may be at a different level of political consciousness. It is necessary that participation of local communities in the development programmes should be encouraged in all areas including even the most backward areas. In fact more backward an area, the more is it necessary to have a closer interaction between the administration and the people. However, participation in the formal administrative process of the people's representatives will have to be carefully worked out and inter-woven in the administrative system. In some of the advanced areas enlightened groups which have come up through various processes can easily take up the leadership role in economic and social development of their areas. Full opportunity should be accorded to them to participate in policy formulation and implementation. However, on the other extreme there are areas where the people are hardly conversant with the new processes and their economic level is too low. The local leadership still has the traditional form. In their case the highest priority has to be given to making up the leeway in social, educational and economic development of the area in the least possible time. The new unfamiliar patterns, should not be super-imposed in haste as it is likely to be misused by vested interests and retard the possible rate of growth. In these cases also the traditional panchayats must be strengthened and assigned a progressively participative role in modern economic and developmental activities. Thus, in view of the urgent problem of tribal development and the necessity to formulate time-bound programmes, development plans must be pushed through an executive agency. At the same time it is necessary to ensure stimulation of processes which will help in the growth of social leadership and enable them to become active partners in the processes of economic and social transformation in the near future.

20. The administrative structure outlined above can be conceived only for States where there are sizeable tribal concentrations. In the case of those States where tribal population is found only in scattered groups it will be necessary to devise other special structures. In some States sub-blocks have been carved out for areas less than that of a T.D. block. Special schemes could be prepared for smaller geographical regions where some backward communities are localised. It will be necessary to have an officer who is specially appointed for overall supervision of the programmes in this region, the level of the officer depending on the problems in the area. It should not be a duplication of existing administrative structure but a redesigning of it with a view to meeting the special situation. In suitable cases this officer could report directly to the Chief Executive of the district who may have the final responsibility for implementing the economic development plans. In a sense an arrangement which will have the effect of translating single line agency idea in special circumstances of scattered tribal pockets should be devised.

PERSONNEL POLICIES

21. It is no exaggeration to say that whatever the administrative system a dedicated group of people can always deliver the goods. It will be idealistic, however, to conceive of a system manned by members all of whom are really first rate. It is for this reason that considerable stress has been laid on an administrative structure so that, given an average quality of personnel, the system can work.

REVIEW OF PRESENT POSITION

22. Any personnel policy for tribal areas can be visualised only as a sub-system of the system of the general personnel policy in a State. It is to be noted that the personnel policies have received very little attention in the

past decade or so resulting in abhorism. The key personnel in administration are frequently transferred with the result that much of the continuity in administration is available only at a very low level in the hierarchy. Also there has been no clear distinction between policies adopted for developmental functions and those relating to regulatory functioning. In fact, little has been done to adopt these personnel policies to the emerging needs. For regulatory departments a tenure of 3 to 5 years for an officer was envisaged as normal. This has been reduced considerably. The same standards are adopted for developmental and technical fields as well. In view of the considerable disparity in the availability of social services like education and health in different areas and spiralling prices which makes it difficult for fixed income groups to keep to the expected standards of living, transfers and postings, ineffect, have come to be a part of the reward and punishment system in personnel administration. This is not a happy situation. Elements of punishment which have crept in must be eliminated by suitable built in elements of compensation. Unless the whole system of personnel administration is reformed not much can be expected for a sub-system which will continue to be affected by the same disease.

SPECIAL PROBLEMS OF TRIBAL AREAS

23. It is further noted that even within the parameters of the prevailing situation in personnel administration, the tribal areas suffer from special disabilities because of their special problems. These can be summarised as follows:—

(a) The tribal areas lack special services like education and health. This entails an extra financial burden on all categories of personnel, particularly these working outside the main towns and in the more interior areas. The children's education becomes a real burden and many are forced to maintain double establishments.

(b) Many of the tribal areas are still unhealthy as diseases like malaria may not have been eradicated. This adversely affects the personnel.

(c) The communications generally are not well developed requiring individuals to walk long distances before they can reach even the rail-heads. It also results in a higher cost of living because the commodities, to which this group is used to, may not be available in these far-off lands. Lack of communication also means more stringent working conditions for which people may not be prepared without adequate compensation.

(d) Housing facilities are conspicuous by their absence in the interior areas and accommodation of any description is not available even on rent. The alternative is to descend to the level of general living conditions which may require considerable psychological adjustments.

(e) Working in tribal areas or in departments connected with tribal development is considered to have a low prestige value. This feeling is enhanced when if there is no compensation.

MONETARY INCENTIVES

24. Notwithstanding the special problems of tribal areas, there is no adequate compensation system in the salary structures in most of the States except in those cases where special allowances have been provided traditionally as in Arunachal and Andaman. The problem is particularly acute in the States in category 2 which have sizeable tribal area and which are themselves economically backward. The total financial commitment for any special provision for persons working in the tribal areas in these states is bound to be sizeable. The problem, therefore, for all practical purposes has been overlooked if for no other reason than mere expediency. Similarly, although in principle there appears to be a general agreement that only better officers should be posted to these areas in effect many placements really turn out to be punitive postings.

25. The problem of personnel can be divided into three parts:—

(i) Personnel at higher level, generally belonging to all-India services or higher State Services;

(ii) Personnel at the district level belonging to State services or junior levels in all-India services; and

(iii) Personnel in local cadres.

26. The problem in each category is different and calls for a different solution. In the case of higher level positions, the remedy primarily lies in raising the stature of all posts connected with tribal development. There is no reason why assignments connected with this vital problem should not find a higher place in the general hierarchy. In view of the traditional apathy to postings connected with tribal development or tribal areas, these should be graded higher so that better persons can be really attracted. The Director, Tribal Welfare in States having large concentration of tribal population should have the same status as the senior-most head of the Department, preferably that of a Commissioner. The Secretary Incharge of Tribal Welfare Department should be a senior Secretary so that he is able to have an over-view of the working of the departments like Agriculture, Irrigation, Animal Husbandry in the tribal areas.

27. In the case of personnel of the middle category like Collectors or Executive Engineers there may be some compensation by merely recognising specially postings in tribal areas though monetary incentives will still be necessary. The non-monetary incentives cannot really work at the lower level. It will be necessary, that all those who are posted in these areas are suitably compensated. There are no short-cuts and the situation has to be faced boldly by the Central Government and the State Governments. Unless the Govt. adequately compensates those who are posted to those areas and thus provides them with a contented bureaucracy which can work for their development whole-heartedly the workers may not put heart on their work and may resort to illegitimate method to compensate for their hardships.

28. Various alternative proposals were considered and the inevitable conclusion is that each State should work out an adequate compensation system for the tribal areas. It will not be desirable to have uniform compensation system for the entire tribal area because some of the places like district headquarters may have all modern facilities and some of the most interior areas may have all the disadvantages mentioned above. There should be a graduate scale for payment of compensation depending on :

(i) the general backwardness of the tribal area;

(ii) health condition in the area;

(iii) the distance of headquarters from pucca road; and

(iv) availability of social services like education and health.

On the basis of these indicators a 5 point scale may be worked out in each State according to which every person posted to the tribal area gets a minimum of pay 10% and a maximum of upto 50% depending on the place of his actual posting. As already stated, the bulk of the tribal area is in the economically backward States which may not be in a position to carry the heavy burden of this extra financial commitment on account of the personnel. The Central Government, therefore, must fully neutralise the extra administrative cost in this account. Under Article 275 of the Constitution it is incumbent on the Central Government to provide out of the Consolidated Fund of India as Grant-in-aid of the revenue of the State such capital and recurring sums as may be necessary to enable the State to meet the cost of raising the level of administration of the Scheduled Areas therein to that of administration of the rest of the area of that State. It is, therefore, recommended that adequate provision for this purpose be made in the Fifth Five Year Plan.

OTHER INCENTIVES

29. Besides monetary incentives, certain other facilities could also be provided to personnel working in tribal areas. They are as follows:—

(a) Reservation of seats in institutions of higher learning for children of personnel working in tribal areas should be made.

(b) Adequate compensation may also be paid for higher studies for children of officers, in case appropriate facilities are not available in the place of their posting.

(c) Special additional casual leave should be given to personnel working in backward areas and the leave of all description should count from the nearest rail-head. The journey time from the place of posting to the rail-head should be treated as duty.

30. It was also considered whether the financial incentives and the extra facilities suggested above should be applicable to all categories of personnel or only to some. For a clean administration it is necessary that persons belonging to all departments are compensated and provided those facilities. Thus all individuals working in tribal areas should be eligible for these benefits. The case of those persons who belong to the area itself is, however, slightly different. For example, a teacher who comes from an interior village and is posted in an area nearabout does not suffer from any disadvantage but in fact is enjoying a privilege. But in his case also, the problem of children's education is as real as for others. Therefore, in the compensation system, personnel belonging to the area of his posting may not be eligible for some items like special pay component for general backwardness but can be given other compensations.

SPECIAL CADRES FOR TRIBAL AREAS

31. The question whether separate cadres for tribal areas should be formed was also taken up. The suggestion has some advantages as well as some disadvantages. If a separate cadre is constituted there may arise problem of promotion opportunities like in the Indian Frontier Administrative Service and also problems arising from continued posting in more backward areas when the health and other circumstances of the individual may not permit him to do so. The choice of personnel in this case will be done initially and the cadre may have to carry the load of individuals who may prove to be unsuitable for the special assignment. Thus, the flexibility in

selection which is possible if the choice is from a bigger cadre will be lost. In the light of these facts no rigid stand can be taken in this case for all situtations and for all specialisations. In some cases even a separate cadre may be useful. For example, in case integrated area development approach is adopted and the blocks again become the main hub of economic activity it will be necessary to have a cadre of Block Development Officers specially for the tribal areas. Similarly in view of the persistent unwillingness of medical personnel to move into the tribal areas it may be necessary to create special cadres. While creating these, however, it will be necessary to build in provisions for their integration with the bigger cadres so that after satisfactory service in the tribal areas, say, for a period of 10 years, options are open for these persons to migrate to the State Medical Cadres. This will make these special cadres attractive and individual will willingly opt to serve in these cadres, because they can look forward to the prospect of merging into the general administrative stream of their specialisation. It is necessary that while tackling the problem of tribal areas, the existing rigid concepts of life long membership of cadres, which are irreversible, are suitably changed.

32. In the case of middle level personnel, however, it will be better to have a sub-cadre within the bigger cadres with an element of flexibility. The incentives, which have been suggested above, will help in attracting to the sub cadres persons who can leave them when their circumstances no longer allow them or when it is found that they are not suitable for these assignments.

33. In those cases where a special cadre or a sub-cadre is not feasible an element of compulsion could be introduced for service in the tribal areas for a tenure of 4 to 5 years. It may be incorporated in the service rules that no promotion or increments after a certain stage will be allowed to the individuals in those cadres if they fail to serve in tribal areas for the stipulated period.

34. The field functionaries like the Gram Sevak and Extension Officer will necessarily have to be grouped in small cadres as is by and large the position today. It is not necessary to have any change in this structure.

PERSONNEL IN THE FIELD LEVEL CADRES

35. With the increasing tempo of development in the entire country and the rising level of education in the country as a whole, the job opportunities in backward areas are comparatively better and the competition less severe. This has resulted sometimes in the migration of a large number of unwilling persons in search of jobs, to the tribal areas. One of the unhappy consequences is that many of them tend to identify themselves with the vested interests and in the peculiar socio-economic situations in the tribal areas this phenomenon inhibits the development of a confidence relationship between the people and the administration. It is also difficult for many of them to identify themselves with the problems of the tribals and implement the policies of the Govt. In this context it is necessary that in the lower cadres, personnel should be drawn from the local communities, as far as possible. The present rigid cadre structures for lower functionaries which are district based or sometimes even block based stand in the way of mobility of these personnel to other areas. It has to be recognised that an unwilling person is a liability to the whole process of economic development. In categories like patwaris, Forest Guards, Revenue Inspectors, Extension Officers the replacement of outsiders by local persons may be facilitated by giving adequate facilities to those who want to opt for their own home districts or other areas. This single step will go a long way in developing a new relationship between the administration and the tribal communities.

QUALIFICATIONS FOR RECRUITMENT

36. The question of qualifications for recruitment for posts in tribal areas was also considered. For all persons who belong to a state-level cadre or a sub-cadre of a state level cadre, qualifications have to be the same. However, in case of the cadres at the district level state-wide uniformity is not essential. It is to be noted that the general level of qualification-requirement for all posts has been rising with the general level of education in the country or in each State as a whole. The tribal areas have lagged behind in education and, therefore, even in block based or district based cadres the local representation is small. For example, not long back middle pass was the prescribed qualification for teacher in primary schools. With the general level of education going up, the minimum qualification in some States is now second class higher secondary. In competition even graduates and post-graduates appear and qualify for these posts. If the general level of education in the tribal areas is low, there is no reason why there should be unnecessary inflation of qualifications in these areas as well following the national pattern. The minimum qualifications could be pegged to the minimum actually required. For example, a middle pass can easily teach in primary school and if necessary suitable training could be provided for selected persons. It is, therefore, recommended that qualifications for posts in block-based and district based cadres in tribal areas should be prescribed on the basis of actual recruitment and should also be in consonance with the level of education in these areas so as to enable a local candidate to qualify for them.

RESERVATIONS

37. The question of reservation in services for tribals has also been considered. At present reservation in services at all levels correspond to the proportion of tribals in the total population of the State. This principle is logical in the case of State Services where the competition is at the State level. In the case of All India Services

also the reservation for Scheduled Tribes has naturally to be on the basis of their total proportion in the country's total population. The application of the same principle for the district and lower level cadres, however, acts adversely against the tribal representation in the services. For example, in a State where tribal population is say 15% the reservation for tribals in teaching posts in a district which may have say 90% tribal population will be only 15%. Thus for 85% of the post of teachers the tribals have to compete with others which have a better socio-economic background and, so, even in their own areas of concentration they are able to find little representation. In a distant district in the same State where there may not be any tribal population, this 15% reservation in district and lower level cadres will go unfilled because at this stage the tribals are generally not mobile and cannot be expected to go to for off lands to seek employment. They are also economically weak and cannot afford to travel to these areas and to support themselves for some time, just in search of a job. It is, therefore, recommended that for district level cadres, reservation for Scheduled Tribes should be the same as their proportion in the local population. Similarly, in block-level cadres also, reservation may be fixed on the same principle. This will help in changing the complexion of the personnel structure in the lower echelons and will be conducive to the fast economic development of these areas.

POLICY FOR TRANSFER

38. As stated earlier, transfers have become a part of the reward and punishment system which has adversely affected personnel administration of the tribal areas. In fact, the average tenure in tribal areas tends to be shorter than in other areas. In view of the low prestige value of jobs connected with tribal welfare, there is disinclination on the part of many to continue for long in these assignments. Unfortunately on the other extreme the tenure of individuals particularly of lower cadres continues to be extra-ordinarily long, either because no replacements are available or there is no conscious effort to do so. Officers get stuck up in these assignments. The peculiar position occupied by lower bureaucracy has also to be noted. A Patwari or a Forest Guard in general areas is a part and parcel of the same social system which he serves. He does not wield an undue influence in these areas. In tribal areas, however, these functionaries belong to a different social group and, in fact, are a part of the administrative and economic elite. They wield considerable power and authority. It is necessary that these functionaries are changed before they get entrenched in a locality.

39. In view of the above situation it is recommended that there should be a minimum tenure of not less than 4 years in case of senior and middle level officers. Beyond the first tenure only those who are willing to serve should be retained; for others, suitable substitutes must be found after the stipulated period. Junior Officers in regulatory departments should not stay in the same areas for more than 5 years. In exceptional cases, where an officer may be doing good work and is involved is long term planning and development programmes of these areas, the tenure should be liberally extended.

40. It is also noted that some times an officer may have to leave a position because he is due for promotion and a higher post is not available in the area. The principle of promoting a person at the post where he is working should be adopted for tribal areas. No change before the completion of tenure should be made, only to provide a promotion opportunity. In suitable case this arrangement may be continued even beyond the initial tenure.

TRAINING

41. The necessity of suitable training programmes for officers working in tribal areas has been recognised for long. A number of institutions are conducting reorientation training programmes for officers working in tribal areas. It is, however, felt that in the absence of proper evaluation and follow up programmes, training in a number of cases has got routinized. Each institution and each State appears to be working in isolation. Training programmes for Senior Officers are sporadic and are not followed in all cases. The whole training programme for tribal areas needs to be reviewed and reinforced. The Tribal Research Institutes should take up this work urgently. Appropriate guidelines for training of senior officers should be formulated at the national level. The Department of Social Welfare should have a special unit for reviewing the training programmes and facilities for personnel working in tribal areas. This unit should work under the overall guidance of the training division in the Department of Personnel.

KNOWLEDGE OF LOCAL DIALECTS

42. It is noted that officers working in tribal areas are, many a time, not conversant with the local dialects. In regulatory administration this results in a deep gulf between the people and the administration and is exploited by vested interests and intermediaries. In developmental administration, extension of any kind cannot even be imagined in the absence of an easy communication channel between the extension agent and the people. This lack of communication has proved disastrous so far as the spread of education in the more backward communities is concerned. The Students learn by note. They are familiar only with the alphabet and do not even know the meaning of the words they learn. In some States, incentives are given for learning local dialects. However, in some areas the dialects recognised are very few in number. In some cases, the recognised dialect version may be the standardised version which may be different from the local version. For example,

in Madhya Pradesh Gondi is one of the recognised dialects for the purpose of incentives but Abujhmari, a variation of Gondi, is not recognised and, therefore, there is no incentives for persons working in Abujmar to learn that dialect. Similarly, the dialects of some of the smaller groups are not recognised at the State level and the problem becomes still more pressing. For example, Dorli is not one of the recognised dialects in Madhya Pradesh and very few teachers know this dialect in South Bastar with the result that education has hardly made any head-way amongst the Dorlas. It is, therefore, recommended that adequate incentives by way of cash awards should be introduced for learning of local dialects by officers belonging to all departments working in a tribal area. All tribal dialects irrespective of the number of its speakers should be recognised for purposes of the incentive scheme.

43. It is felt that incentives by themselves will not be sufficient. There should also be an element of compulsion for learning tribal dialects. Every individual, who joins a local cadre, should be expected to learn the local dialect within a period of one year. This should be incorporated as a condition of his appointment. Failure to learn the dialect should automatically result in termination of his service. Officers belonging to State and all India Cadre posted to these areas should also be expected to learn the local dialect within one year. In case of failure to do so, an adverse entry in their character roll should be made and further increments may be stopped.

EMPLOYMENT EXCHANGE

44. One of the important difficulties which the tribals face in getting suitable employment even in the areas of their own concentration is the lack of adequate facility for knowing the vacancy position in various establishments, difficulty in getting application forms, submitting them in time, and when all this is done, in getting timely communication for interview and appearing before the Board. There are very few tribals in the urban areas even in the regions of tribal concentration. Even educated tribals do not have a foot-hold in the urban centres where all the employment opportunities arise and the information about them is easily available. After completing his education a tribal makes an attempt or two and when he fails to get a job he has no other alternative but to go back to his village as he cannot afford to stay in a city without adequate financial support. It is necessary that employment exchanges should devise special procedures keeping in view their difficulties, should prepare separate lists of tribals and make special offer to keep them informed about the job opportunities. They should also give them more advance notice. They should keep in touch with the employing authorities and impress upon them to keep in view their special problems. It should be made incumbent on all public enterprises to pay for the travelling expenses of tribal coming for interview. The State should help the tribals by meeting their expenses for appearing at an interview for jobs in private establishments. The Tribal Welfare Department should be made responsible to see that the employment exchanges and the public sector enterprises in each district are taking necessary steps.

45. The question of establishing special employment exchanges exclusively for tribals was also considered. No rigid view in this regard for the country as a whole can be given. In suitable cases, however, it may be useful to have separate employment exchange for tribals. For example, in the vicinity of new industrial enterprises located in a tribal area, such an employment exchange can look after the special interests of the tribals and also provide them with special facilities noted earlier.

PERSONNEL POLICY IN PUBLIC SECTOR ENTERPRISES

46. The personnel policy for the public sector enterprises was also discussed. There are Government directives for adequate reservations for scheduled tribes in the public sector enterprises. These reservations by themselves have not benefitted the people because the problem has not been considered in its totality. Reservation can be helpful only when the required skills are available. The industrial culture and the simple tribal culture are so different that in the initial stages the local people may not be in a position even to provide the regular unskilled labour in a manner insisted on by the industry. So far it has been a one-sided affair. The industry is concerned with its own working economically and on sound commercial lines. It expects everyone, who wants to take advantage of its presence, to adapt himself to the new ways. There is no doubt that there has to be a process of acceleration. But to expect a simple community to transform itself overnight simply because an industry is established, is a little too much. The industry which steps into these backward areas must look around and be concerned not only with the success of the limited industrial venture but should also be interested in the integrated development of the hinterland as well. The modern industrial activity should not stand like a long and narrow spike in an even low landscape but should be like the culmination of a gradually rising summit of a beautiful mountain. It should attempt to get fully integrated into its background and for this purpose, the planning has to be comprehensive.

The present approach of industrial enterprises and the rules for their working are cut dry and formal. This approach should change. In fact there should be an advance personnel planning as soon as an industry in an extremely backward area is conceived. The social inputs like education should begin to flow more speedily to enable the people in the hinterland of the prospective industry to stand on their own and be aware of the process

of change and the new climate in which they will be required to live. Advance action should be taken for the forthcoming structural change in their economy which will have to become complementary to the new industrial enterprise. Their educated young men should be trained in advance for the jobs which are likely to come up in these areas. Some of them may be picked up for floor level as well as supervisory jobs and trained in similar enterprises elsewhere so that they can migrate to their own home-land when the new industry goes into operation. The concept of once for all benefit by payment of compensation by the industry has to be given up. The industry must undertake a continuous review of the socio-economic situation around it, and should have the responsibility of grooming and training of young tribals who can take up appropriate positions in the expansion phase of the industry. Each Industrial enterprise in tribal areas should have a high-power cell under the Chief Executive to work on the above lines and review continuously its achievements in this important dimension of socio-economic development of the region. The State Governments and the Central Government also should have special cells to review the process of integration of industrial enterprises with their hinterland in the extremely backward areas. Finance should not come in the way of these programmes because if the industry is responsible for causing dislocation of the socio-economic life of the simple communities in these areas, the industry itself or the State must underwrite fully at least these programmes which even when successful can only partially mitigate the suffering of the people. There should be suitable training programmes for officers of public sector enterprises which may help them in having correct prospective of tribal problems.

INSTITUTIONAL FRAME FOR IMPLEMENTING PERSONNEL POLICIES

47. The last question is how to ensure the implementation of personnel policies even when accepted in principle. For example, it is conceded by everyone that better officers should be posted to tribal areas. It is also accepted that tribal areas should not be used as places for punishment postings. Such a posting is not only a punishment to the officer but a raw deal to the people whom the administrative machinery is supposed to serve. There are cases where responsible positions are filled by person who may be known to be undesirables or against whom serious allegations may be pending for investigation with regard to their conduct in earlier positions. It is regretable that there is indifference, if not acquiescence, to this aspect of personnel management in respect of tribal areas. One of the important reasons for this appears to be that after acceptance of high principles of personnel management for these areas, they are not articulated in terms of concrete procedures and there is lack of institutional support. It is, therefore, necessary to build up suitable institutional frame work for implementation of policies accepted in principle for tribal areas.

48. A unified single line administrative system for tribal areas has been recommended earlier in this report. The leader of this administrative team, by whatsoever nomenclature he may be called, should be made responsible for the implementation of these policies in the field and should be given sufficient authority to get it complied by various organisations. In concrete terms, the Collector should be kept informed about postings of all officers to the tribal areas in the district by Divisional Heads of the Departments. In case he finds that a person with below average record of work, doubtful integrity or having any other trait not suitable for the tribal areas has been posted, he should have the authority to have such postings cancelled and his decision should be final. Similarly, in the case of all senior postings as heads of the Departments, the Commissioner of the Division should be associated. His opinion about postings in tribal areas, similar to those suggested in the case of a Collector, should be final. The Commissioner should also review the appointments and transfers made by the Collectors and ensure that the policies laid down have been adhered to by them. These cases, where appointments and postings are made by the Government in various departments or by the Commissoner, should be reviewed by a Committee consisting of Chief Secretary, Secretary, Tribal Welfare and Secretary, Planning. The Secretary, Tribal Welfare should be Secretary of this Committee and it should be one of his functions to scrutinise all postings proposed or made by various Departments to the tribal areas.

49. The above institutional checks should normally be adequate for implementation of personnel policies for tribal areas. The Union Government, however, has a specific responsibility under the Constitution for good governance of tribal areas. In view of this specific responsibility, the Union Government must review the implementation of personnel policies in tribal regions or else one of the important constitutional directives will tend to be ignored. A Committee in the Personnel Department should be specially constituted for this purpose. This Committee should also review the postings to key positions in Tribal Welfare Department in various States. This review should be done every quarter and its observations, if any, should be communicated to respective State Governments for their consideration.

CONCLUSION

50. In conclusion, it is noted that personnel policies in the tribal areas are reaching a critical stage. Each new project and each new programme of social or economic development adds to the numerical strength of the personnel working in these areas. The personnel structure as yet, has not become a part of the local social ethos and, to a large extent, the two behave as exclusive systems. The local tribal situation in most of the areas is different in its social reaction from other advanced areas. The experience of an individual in the group become the experience of the whole group and the reactions generated at one point soon find sympathetic response throughout the

tribal social system. On the other hand, the communication between the two systems is imperfect and, time and again, it is found that some vital information, which might have become the common property of the whole tribal group, remains a secret from the administration. The tensions continue to build up and get released in the form of unrest and the tribal group may sometimes find themselves pitched against the administration. The resistance may be removed by force but it creates a climate which retards the assimilation of the tribal people in the main stream of the national life.

51. The steps suggested above are the bare minimum and should be implemented early. The central theme of all action has to be that the administration should not become a burden to the local people. The personnel in these areas must be adequately compensated so that there are no temptations for exploiting the simple socio-economic situation. Individuals with sympthy for the people could be sent to these areas and the structure so redesigned that there is direct contact between responsible levels and the people. Once a face-to-face relationship, based on confidence and mutual regard, is built up, a solid foundation for fast socio-economic growth of these communities would have been laid.

ANNEXURE 'A'

Composition of the working group on personnel policy for Tribal Areas

1.	Dr. R. N. Haldipur, Joint Secretary, Department of Personnel, Cabinet Secretariat, New Delhi.	*Chairman*
2.	Dr. B. D. Sharma, Director, Tribal Development, Department of Social Welfare, New Delhi.	*Member*
3.	Dr. D. P. Sinha, Prof. of Behavioul Sciences, Institute of Management, 56—A, B. C. Road, Calcutta.	*Member*
4.	Shri J. S. Mathur, National Institute of Administration, Mussoorie.	*Member*
5.	Shri K. N. Bhutani, Director, Institute of Applied Manpower Research, Indraprastha Estate, Ring Road, New Delhi.	*Member*
6.	Shri R. Vasudevan, Deputy Secretary, Ministry of Home Affairs, New Delhi.	*Member*
7.	Shri K. V. Natarajan, Chief (Nutrition & Social Welfare), Planning Commission, New Delhi.	*Member*
8.	Shri H. S. Saxena, Deputy Director, Backward Classes Welfare, Ashok Bhavan, 7-Mall Avenue, Lucknow.	*Member*
9.	Dr. P. R. Sirsalkar, Chief Research Officer, Tribal Research Unit, Directorate of Social Welfare, 28, Queens Garden, Poona.	*Member*
10.	Shri C. B. Sharma, Analyst (Welfare Statistics), Department of Social Welfare, New Delhi.	*Convenor*

VI

SUMMARY REPORT OF THE STUDY TEAM ON COOPERATIVES IN TRIBAL DEVELOPMENT PROJECTS

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INTRODUCTION

The Government of India have sanctioned six projects for Tribal Development in the States of Andhra Pradesh Bihar, Orissa and Madhya Pradesh. The districts selected are: Srikakulam in Andhra Pradesh, Singhbhum in Bihar, Ganjam and Koraput in Orissa and Bastar-I (Dantewada) and Bastar-II (Konta) in Madhya Pradesh. The outlay on the core programme of economic development is Rs 1.50 crores for each project and another Rs. 50 lakhs for each project for arterial roads. As provision of credit for various production programmes and arrangements for marketing of agricultural and forest produce on cooperative basis for the benefit of the tribals are of crucial importance to their economic development, the Government of India in the Ministry of Agriculture, appointed a Study Team on Cooperative Structure in Tribal Development Project Areas with Shri K. S. Bawa, Joint Secretary in the Union Department of Cooperation as the Chairman.* The Study Team's terms of reference are:

(a) to examine the working of the cooperative organisations in the concerned States with particular reference to the Project areas and to give its recommendations for strengthening the cooperative structure in these project areas; and

(b) to examine if, in the interest of speedy and efficient implementation of the tribal programmes, some specialised agencies could be set up/utilised to channelise credit to the tribals and to link marketing functions with it.

2. The Team visited all the six project areas in the four States. To facilitate follow-up action on the recommendations by the concerned authorities and institutions, the Team submitted individual reports for each project. Four reports have been submitted on (i) Srikakulam in Andhra Pradesh; (ii) Ganjam and Koraput in Orissa; (iii) Singhbhum in Bihar: and (iv) Dantewada and Konta Projects in Bastar district in Madhya Pradesh. These reports have been considered by the Secretaries' Committee in consultation with the concerned State Governments, the Reserve Bank of India and others, and the recommendations have been broadly accepted.

3. The objective of this Summary Report is two-fold : Firstly, our basic approach to the reorganisation and strengthening of cooperative structure to support the economic activity of tribals in these project areas is spelt out. Secondly, we have made certain recommendations regarding debt relief etc., in our last individual report on Bastar, and meanwhile we have also received a copy of the Report of the Study Group on Relief of Indebtedness, Land Alienation and Restoration in Tribal Development Agency areas. We therefore consider, whether in the light of those developments, some more suggestions could be added to our earlier reports on these projects.

BASIC APPROACH

4. The basic features of our approach to cooperative development for tribals in the project areas are :

(i) A tribal requires a package of services, the main components of which are credit—production as well as consumption credit, supply of seeds and other agricultural inputs, supply of consumer goods, and marketing of produce both agricultural and minor forest. These activities constitute the major areas of exploitation of tribals. The cooperative structure should therefore provide integrated credit and other services to the tribals.

(ii) A tribal should not be required to approach too many institutions for assistance. The primary society which deals with individual tribals should, therefore, provide all the important services required by him namely, provision of short and medium term production credit, and consumption credit to be recovered from sale of minor forest produce, distribution of inputs and consumer goods, marketing of minor forest and agricultural produce. These services should be organised at 'hat' level as the tribal comes to the 'hat' periodically.

(iii) Suitable higher level organisations should be pressed into service to support, supervise and guide the activities of societies at the primary level.

(iv) Within the framework of the integrated approach mentioned above, we have examined how far the existing cooperative structure in these areas could be pressed into service. We have suggested setting up of new organisations only when we considered that the existing structure cannot be depended upon to cope with the demands of the emerging situation.

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* A copy of Ministry of Agriculture (Department of Agriculture OM. No. F-20 (16)71 Project dated 3rd December, 1971 appointing the Team is at Annexure III.

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(v) The cooperative banking institutions, the Reserve Bank of India, the National Cooperative Development Corporation etc. should make available adequate funds for supporting the economic programmes for tribals in these project areas. They may also consider modifying their existing norms and procedures so as to ensure smooth flow of funds for the various programmes in these tribal areas. Assistance from the funds of TDA should be made available to the cooperatives to the extent necessary to enable them to have access to various institutional sources of finance.

(vi) Minor forest produce is a major source of income to the tribals, and this also constitutes a major area of exploitation of tribals by middlemen. It is, therefore, important that cooperatives of Adivasis should have the exclusive right of collection of minor forest produce and the Adivasis should be assured, through their cooperatives, a reasonable price for the minor forest produce collected by them.

(vii) The economic activities, both at the level of individual tribal as well as his cooperative, will have a long gestation period before it could satisfy the viability criteria normally demanded by the financing institutions. A built-in system of subsidy—either by the State Government or from the project funds or both—is necessary to make these activities viable propositions.

(viii) It is important to ensure that the benefits flowing from various schemes undertaken with assistance from TDA, and Government really flow to the deserving tribals and are not intercepted by others in the project areas. For this purpose: Firstly, the byelaws of the primary societies should provide that at least 60-70% of the loans given by them should be in favour of the tribals. Secondly, the non-tribals should, as a general rule, not be eligible to be elected to the Boards of Management of these societies in the project areas where tribal population is preponderant. The non-tribals should, however, be allowed to become members of these societies for the purpose of production credit, inputs and also for marketing of agricultural produce. The Secretaries' Committee has accepted that in areas where the tribal population exceeds 70% of the total, only tribals should be eligible to be elected to the Board of Management of primary societies, but in other areas the representation to the tribals on the Board of Management of primary societies should not be less than two-thirds of the strength of the Board of Management.

(ix) For effective implementation of various cooperative programmes in those project areas, suitable administrative arrangements should be evolved for the administration of societies as also for better supervision over, and guidance to, the societies.

STRUCTURAL PATTERN

Primary Level

5. Our basic recommendation for all the six project areas is that the primary society which deals directly ectly with individuals should provide all the important services required by the tribals. This primary society should be serviced by appropriate higher level functional organisations. We have carefully examined as to how far the existing primary cooperative structure in these project areas could be utilised with expanded functions.

6. We have suggested that, in Srikakulam district, the existing primary marketing societies which are ı arc dealing directly with the Girijans through their depots, should serve as primary service societies in the future set up also.

7. In the case of Dantewada and Konta projects in Bastar district, the existing multi-purpose credit societies which were organised only recently, should be the primary service societies in the reorganised set up also, and their functions expanded to include credit, marketing, supply of inputs and consumer goods.

8. In the case of Singhbhum in Bihar and Ganjam and Koraput in Orissa, we have recommended setting up of new large-size multipurpose societies (LAMPS) at Block level. LAMPS will generally cover a block and will have a number of branches. These are to be organised by converting some of the existing good working primary cooperative marketing societies/forest cooperative marketing societies or by organising new societies by amalgamating good working primary societies in the area. The existing good working primary credit societies which merge with the LAMPS may become the depots or the branches of the LAMPS. The functions of all these primary societies will be the same, namely, provision of short and medium term agricultural production credit, provision of consumption credit, supply of inputs, distribution of consumer goods and marketing of agricultural and minor forest produce. The structural pattern of LAMPS suggested above, it may be noted, more or less conforms to the model of block/tehsil level primary society, recommended by the National Commission on Agriculture in its Interim Report on Credit Services for Small and Marginal Farmers and Agricultural Labourers.

Secondary Level

9. Taking into account the overall performance of the existing secondary level societies operating in these areas, and their suitability for servicing the proposed reorganised primary structure, we have suggested different structural patterns of secondary level cooperatives for different project areas.

10. In respect of Srikakulam, we have recommended that the existing Girijan Cooperative Corporation, which has a creditable record of service to the tribals, should be the focal point of development of various co-operative activities and should service the entire range of activities of the primary reorganised service societies. The Girijan Cooperative Corporation should combine in itself credit, commercial and welfare functions. In respect of its primaries, it will function as a central bank as well as a marketing organisation. The RBI has recognised the Corporation as a central financing agency for routing Reserve Bank's financial accommodation to the primary cooperatives in its area.

11. In Madhya Pradesh, there is a State level Tribal Cooperative Development Corporation; but, due to huge losses accumulated it has practically become dormant. We have, therefore, preferred organisation of a Tribal Development Cooperative Federation for the whole of the Bastar district which will function like the Girijan Cooperative Corporation, supporting the entire range of functions of the primary service societies in the area. To begin with, its activities will be confined to the project areas. The advantages of such an organisation are : Firstly, there could be a comprehensive approach to the development of economic activities for the tribals in the area. The central agency could plan, initiate and promote economic programmes. Secondly, from the administrative point of view, supervision and control over the entire range of activities of service societies could be rendered effective. Thirdly, all common facilities like godowns, processing units as also the administrative personnel for the primary societies could be provided by the central organisation.

12. Although we prefer the above arrangements, we have suggested an alternative that, as in the normal cooperative system, the multi-function primary society may be serviced by the specialised institutions at the secondary and apex levels. The practical implications of this suggestion in so far as the project area is concerned are : The credit activities of the primary societies will be supported and supervised by the higher level cooperative banking structure. We have suggested that as the Bastar District Central Cooperative Bank might not be able to provide the necessary support, the apex bank might operate in the project areas through a branch. The non-credit activities relating to marketing of agricultural produce and supply of inputs will be serviced by the normal cooperative marketing structure. However, as the State cooperative marketing society does not deal in minor forest produce and consumer goods, the marketing societies in the project area will not have any support from higher level organisations for the activities relating to consumption credit, supply of consumer goods and marketing of minor forest produce.

13. In respect of Koraput and Ganjam, we have suggested that the LAMPS will be serviced by the Central Cooperative Banks for credit functions, by the regional cooperative marketing societies for marketing of agricultural produce and supply of inputs, and by the regional office of the State Level Tribal Cooperative Corporation for marketing of minor forest produce, consumption credit and consumer goods.

14. For Singhbhum, we have suggested that the LAMPS will be supported in their credit operation by the central cooperative bank, and the State Cooperative Marketing Federation for marketing of agricultural produce. The State Level Tribal Development Corporation in Bihar has not yet begun operations in purchase and sale of minor forest produce in the project area. We have, therefore, suggested that it should enter the fields of marketing of minor forest produce, comsumption credit and consumer goods, and operate through the LAMPS. Till then, the LAMPS will have to perform these functions without any support from a secondary organisation.

15. For long term credit to tribals, we have suggested that the Land Development Banks might consider operating through the primary service cooperatives. We have also suggested separate functional societies for dairy, poultry and animal husbandry activities in areas wherever there is suitable response from the tribals and which are accessible to consumer centres. Chart showing the basic structural pattern for the various projects are given in Annexure II.

OPERATIONS—DIMENSIONS AND PROCEDURES

Size of Operations

16. In our individual reports, we have indicated broad targets for the important activities of co-operative structure in these project areas. We envisage the following revised broad targets for different activities in these project areas :

(Rs. in lakhs)

	Production & consumption credit			Marketing of Agri. and minor forest produce			Supply of inputs		
	A	B	C	A	B	C	A	B	C
1. Srikakulam	20	60	100	18	65	110	NA	8	20
2. Dantewada	4.37	10	50	2.04**	10	60	Negligible.	1	10

	A	B	C	A	B	C	A	B	C
3. Konta	4·18	10	50	0·50	5	60	Do.	2	10
4. Ganjam	2	20	35	7	20	40	Nil	2	8
5. Koraput	3·3	30	50	17	35	60	X	2	10
6. Singhbhum	2·66*	25	50	0·35	20	55	1·30	10	15

A—Level of operations in 1970-71/1971-72

B—Projections for 1973-74.

C—Projections for 1978-79.

*including grain golas.

**including consumer articles.

Short-term Production Credit

17. Agriculture as also collection of minor forest produce constitute the economic base of tribals. A tribal will need credit both for agricultural operations and consumption purposes. For agricultural production, our recommendations applicable to all project areas are :

(a) Substantial part of the resources available to a cooperative will need to be earmarked for giving loans to tribals. For this purpose, byelaws of primary societies should provide that at least 60-70% of loans given to these societies, should be for tribals depending on the tribal population and tribal land holdings in the area.

(b) For agricultural production purposes, a scale of finance may be fixed for various crops block-wise or if possible societywise.

(c) Seasonality in lending and recovery of loans should be observed.

Consumption Credit

18. For consumption as also for social purposes, cash credit accommodation may be made available to the tribals. In the earlier reports on Srikakulam etc. we suggested that, to begin with, such accommodation may be fixed at about Rs. 50 per tribal member to be recovered from the price payable to him from the minor forest produce to be delivered by him to the society. In our Bastar Report we have suggested that this amount may be increased to Rs. 100 and in the light of the experience gained the amount may be varied. This minimum amount of Rs. 100, we recommended, may be made applicable in all the project areas. The tribals should also be encouraged to make payment at as frequent intervals as possible.

Existing Overdue Loans

19. In our Report on Bastar, we referred to some reported instances where due to inadequacy of management and supervision, the amounts repaid by some members, particularly the tribals were not credited to their respective accounts. To provide relief to the tribals and also create in them a confidence in the cooperative institutions, we suggested that some relief may have to be thought of in respect of these overdues. We, therefore, recommended that the amount of overdues outstanding for more than three years against tribal members might be converted into medium term interest free loan repayable in five annual instalments. The amount outstanding under principal and interest, may be consolidated as on a particular date. The TDA should provide interest subsidy to the apex bank at the rate of 4·5%, that is, the rate at which the apex bank lends money to the Central Cooperative Bank. The remaining amount of interest may be absorbed by other tiers.

We suggest that the recommendation might be applied to other project areas wherever necessary. We are making this recommendation as an experimental measure with a view to assessing the impact of such debt relief mechanism on the programme of credit expansion for economic activities of tribals.

20. Regarding provision of relief to tribals in respect of their debts to moneylender etc., the Appu Committee on Relief of Indebtedness, Land Alienation and Restoration in Tribal Development Agency Areas has recommended that the cooperative institutions "should provide medium term loans (not exceeding five years) to the tribals to enable them to pay off their old debts and free themselves from the clutches of the moneylenders. If necessary, the Tribal Development Agency may initially provide a sum upto Rs. 5 lakhs from out of its resources to the cooperative institutions as a loan at low rate of interest."

21. The Secretaries' Committee made the following recommendations on the above matter :

"*Debt-Relief Loan :* The cooperative institutions should provide medium-term loans (not exceeding 5 years) to the tribals to enable them to pay off their old debts. The Cooperative Society may take the assistance of the traditional village council of tribals in finding out the indebted persons. The quantum of old debts may be got determined through a competent court or reliable authority. The M.T. Debt-Relief loan may be advanced to the indebted tribals at a preferential rate of interest not exceeding 6%. The proposal to grant risk-fund to the CCB etc. at 3% of the additional loans given to tribals for this purpose was not agreed to. Instead, in order to enable to the Cooperative Societies to advance the M.T. Debt-Relief Loans to indebted tribals, the TDAs may make available an interest-free advance of Rs. 5·00 lakhs in each case to the CCB (or the district level Cooperative Institution, concerned with advancing medium term loans) to operate the same as a revolving fund.

The State Government should also provide a similar amount to the CCB (or the district level cooperative institution concerned with advancing medium term loans) to operate its revolving fund for debt-relief loans.

In advancing amounts to the Cooperative Societies out of this revolving fund for debt-relief loan, the CCB (or the district level cooperative organisation concerned with advancing medium term loans) should not charge interest exceeding 2%.

Post Debt-Relief Care : After providing for debt-relief, the TDAs may ensure that the tribals freed of indebtedness do not again become indebted to private moneylenders. The cooperative form of organisation is best suited to help such tribals in follow-up measures after debt-relief i.e. grant of assured credit for consumption and production purposes (including development of subsidiary occupations). An attempt may be made to prepare suitable composite credit plans for such tribals. To begin with it may be taken up in at least one Block in each TDA Project."

22. The cooperatives will thus have two types of functions in respect of prior debts of tribals—(i) to provide relief to the tribals in respect of loans overdue to the cooperatives themselves for over 3 years and (ii) to take over the responsibility of providing relief to tribals who are indebted to others. In the former case, cooperatives will receive grants from TDA to the extent of 4·5% per annum of the consolidated interest free loans and in the latter, the central financing agency will receive interest free medium term loan of Rs. 5 lakhs each from the TDA and the State Government to be used as a revolving fund.

Medium term Credit

23. One of the reasons for overdues in the tribal areas, we noticed, was that short term loans were given for medium term purposes like purchase of bullocks etc. It is, therefore, important that adequate medium term loans should be made available to tribals for purchase of cattle, sinking of wells, installation of pumpsets etc. The subsidy that would be made available by the TDA to individual tribals for these purposes could be treated as tribals' own involvement and the remaining amount may be provided by the cooperatives as loans.

Long-term Credit

24. At persent, long term loans are not given in most of the project areas as the tribals do not have pattas and rights to alienate land. In this connection, the Appu Committee on Relief of Indebtedness, Land Alienation and Restoration in Tribal Development Agency areas has recommended :

"Each Tribal Development Agency should study the position of land records in the project area and locate areas where the records are not up-to-date. Since survey and settlement operations take time, a quick on-the-spot enquiry may be conducted and on the basis of such enquiry the records may be made up-to-date within a period of six months. The State Government should give top priority to this item of work and appoint the necessary additional staff forthwith. In cases where the State Governments are unable to do so, they should put up specific proposals to the Central Government for assistance so that the work is taken on hand and completed quickly.

When land is allotted to tribals it should be given on a long-term basis, with certain rights of occupation, so that they could procure long-term finance for development purposes or medium-term loans for agricultural purposes. Necessary legislative protection should also be provided to such assignees of land".

In areas where tribals are given pattas and have the right to alienate land in favour of a cooperative, long term loans could be provided by the land development banks on the basis of such mortgages. However, in cases where the tribals have no pattas or cannot alienate their land, the State Government can extend a general gurantee for such loans. In such cases, it may not be possible for the State Land Development Bank to float debentures on the basis of mortgaged property. We have, therefore, recommended that funds for such loans may come from the State Land Development Bank concerned from out of its internal resources. To strengthen the resources

of the Central Land Development Bank, we have also suggested that the State Government may, instead of investing in the ordinary debentures of the land development bank, make a loan to it and the Central Government may take into account such assistance provided by the State Government to the land development bank while making its matching contribution to the debentures of the Central Land Development Bank.

25. The Appu Committee referred to above, had recommended that if the tribals in the tribal areas come forward or propose to purchase ownership rights in lands from non-tribals, the land development bank should make available necessary long term finance to such tribals for purchasing their lands. We endorse this suggestion of the Committee. On this recommendation, the Secretaries' Commmittee observed that:

> "LDB may advance long term loans to tribal tenants, at preferential rates of interest not exceeding 6% to acquire ownership rights of land from their non-tribal landlords. The proposal that the TDAs may provide risk fund contribution at 3% of the loans to the LDB for such loans advanced to tribal beneficiaries for the purpose was not agreed to. Instead, in order to enable the LDB to advance this loan, it was agreed that the TDAs may provide an ad hoc sum of Rs. 2.00 lakhs to each LDB to be operated as a revolving fund for the purpose. The State Governments may similarly provide a sum of Rs. 2.00 lakhs to each LDB for the purpose."

Marketing of Minor Forest Produce

26. Minor forest produce is a major source of tribals' livelihood; it also contributes a major area of exploitation of the tribals. A central theme of our recommendation is that the cooperatives of Adivasis should have the exclusive right of collection of minor forest produce and that the Adivasi should be assured, through his cooperative a reasonable price for the produce collected by him.

27. In Srikakulam, the Girijan Corporation enjoys monopoly rights for purchase of minor forest produce and it pays the rentals to the Forest Department. The Girijans are allowed to collect minor forest produce free of cost and the Girijan Corporation buys from the tribals and arranges to sell the produce in the open market.

28. In Bastar, some of the items like Harra, Tuluga and Tendupata have been nationalised and the collection of these products are done through departmental depots or through appointed agents. The other minor forest produce usually collected by the tribals are Mohua, Tamarind, Broomsticks etc. We have suggested that, for nationalised items, cooperatives could be made the authorised agencies and the price at which they should be bought might be fixed and also the commission to the cooperatives pre-determined. For collection of other non-nationalised items, a system of auction is in force. We have recommended that the cooperatives may be given monopoly rights of collection of minor forest produce through the tribals.

29. In Koraput and Ganjam, the State Government in the Tribal Welfare Department has been running a scheme for purchase and sale through fair price shops (PSFS) of minor forest produce and sale of consumer articles. In terms of the scheme, small cash loans are also given to the tribals and these loans are recovered in kind from the price payable to them for the minor forest produce handed over to the PSFS centre for sale. The purchase rate is fixed keeping in view the prevailing market rate, royalty to be paid to the Forest Department and other expenditure like payment of taxes, transport charges, octroi duty etc. The sales are effected generally through tenders. There is a Committee with the Collector of the District as Chairman for fixation of both purchase and sale prices. We have suggested that the PSFS scheme should be handed over to the proposed Tribal Development Cooperative Corporation, that this Corporation should open regional office/offices in the project areas and operate through the LAMPS.

30. In Bihar, there is already a TDC. We have suggested that on the lines recommended for Orissa TDC should support the activities of LAMPS in the project area.

31. It is important that an effective pricing policy should be evolved for minior forest produce to be purchased by the cooperatives in the project area. In this connection, we would like to refer to the pricing policy adopted by the Girijan Corporation in Andhra Pradesh in 1971-72. The Government of Andhra Pradesh ordered that the Girijan Corporation should fix the price at which it will purchase minor forest produce from the tribals without making any deduction on account of forest rentals and establishment charges. If the Corporation incurs loss on the transaction relating to minor forest produce and if such losses are the result of no deductions having been made on account of forest rentals and establishment charges, the State Government agreed to subsidise the Corporation to the extent of such losses. In other words, the State Government have agreed to subsidise forest rentals and establishment charges subject to the extent of loss sustained by the Corporation in the business of minor forest produce.

32. The basic considerations underlying the pricing policy for minor forest produce should be: (a) the Adivasis should receive a remunerative price for the minor forest produce collected by them and (b) the marketing of these products undertaken by these cooperatives for the benefit of the tribals, should not undermine the economic viability of these organisations. The price to the tribals should be a derivative of and depending on the

average market price of the commodities. In case the derivative price does not give a remunerative return to the Adivasis if the entire overheads of the cooperatives due to forest rentals and establishment charges are included in the cost, then to the extent necessary, these overheads should not be taken into account for determining the price to the Adivasis. The State Government should agree to subsidise that part of the forest rentals and establishment charges which were not taken into account for determining the price to be paid to the Adivasis subject however to the extent of losses sustained by the cooperatives in the business of minor forest produce.

Dairy and Poultry Activities

33. Dairy, poultry and animal husbandry activities depend for their success on accessibility to the market. If any of these activities is to be taken on a moderate scale with facilities for processing etc. near the markets, we have suggested that separate cooperatives may be set up for these activities.

Storage Facilities

34. For large scale expansion of the programme of supply of consumer goods and agricultural inputs as also for marketing of minor forest and agricultural produce, it is necessary that adequate storage capacity should be created in the cooperative sector in these project areas. For this purpose :

(a) the existing incomplete godowns, as in Singhbhum, should first be completed ;

(b) major repairs for existing godowns, should also be undertaken on priority basis ;

(c) godowns in these areas owned and operated by various government departments/local bodies, should be handed over to cooperatives free of cost, as cooperatives will be taking over the economic functions of these organisations in these areas ; and

(d) a phased programme of construction of new godowns should be drawn up and implemented.

For completion of, and repairs to, existing godowns, we recommend that grants should be provided by the TDA. For new godowns, assistance may be obtained from the NCDC through the State Governments. Loan assistance will be available from the NCDC to State Governments for construction of godowns by cooperatives, upto 62½% of the cost of the godowns. The State Governments may obtain this assistance from the NCDC and, in turn, provide to cooperatives 50% of the cost of godowns as loan and 25% of the cost as subsidy. The TDA may provide the remaining 25% of the cost as subsidy to the cooperatives.

Finances for the Programme

35. The three main postulates underlying our approach to finances for the cooperative programmes for tribals are : Firstly, a tribal should be provided full finance for his economic programmes including some finance for consumption purposes, without requiring him to meet any part of the production requirements from his own resources. At the same time, he should be also encouraged to save gradually and invest in the society. Secondly, the normal scale of assistance applicable to general cooperative schemes will be totally inadequae for effective implementation of cooperative programmes for the tribals. While institutional approach is eminently suited for economic development of tribals, their economic base and low level of economic activity—which by itself is not viable—cannot, perhaps, for some time to come, bear the overhead expenses of the institutions providing services to them. Thirdly, the assistance provided by the TDA and State Governments for various schemes by way of loan, share capital contribution and subsidy should be used as a base for attracting institutional finance from cooperative banks, NCDC etc., for financing the working capital as also block investment of these cooperatives.

36. The sources of finance for cooperative programmes for tribals could be broadly divided into the following categories :

(i) resources of tribals which will include assistance provided to them by the TDA by way of subsidy for various economic programmes ;

(ii) Loan and subsidy for various purposes from TDA ;

(iii) loan, share capital and subsidy for various purposes from the State Government ;

(iv) loan assistance from cooperative banks ; and

(v) loan assistance from national level organisations like the Reserve Bank of India, NCDC etc.

Contribution from Tribals

37. We indicated earlier that our basic premise is that a tribal, to begin with, should not be expected for these economic programmes to meet any part of the requirements of his production programme from his own resources. The subsidy made available to him by the TDA for various economic programmes should be

considered as his contribution and, for this purpose, such susidy may be routed through the cooperatives The remaining amount for various programmes may be provided aslioan by the cooperatives. Three per cent of the loan given to a tribal may be collected as share capital (by way of deduction from loans) and, in addition 1% of the value of the total produce marketed by a tribal every year, may be collected as additional share capital. The Secretaries' Committee has suggested that:

"For loans given for agricultural production purposes, certain percentage of loans may be collected from the tribals as share capital every year by the reorganised primaries. It may be 3% annually in the first and second year and 2% annually in the third and fourth year so as to make up a total of 10% over the 4 year period.

In addition at least 1% of the total agricultural and minor forest produce marketed by a tribal through the reorganised primaries during a year may be collected as additional share capital and retained by the primary. This may be done only when the total turn-over of the individual for the year exceeds Rs. 100.

Assistance from TDA

38. We have suggested following types of assistance from the Tribal Development Agency to the cooperative structure in the project area :

(a) The TDA should provide medium term loans to the central cooperative banks as non-overdue cover to ensure that the channel for credit to tribals is not blocked by overdues. We have recommended that the quantum of non-overdue cover may be upto a reasonable level of 25-30% of the outstandings. We have recommended this assistance in respect of all central cooperative banks in the project areas excepting Ganjam because the Ganjam Central Cooperative Bank is financially strong. In respect of Srikakulam and Baster, we have recommended that the Girijan Corporation/Bastar Tribal Cooperative Development Federation should combine in themselves the function of central financing agency as also of secondary marketing organisation. The medium term loan from TDA for non-overdue cover should be extended to these organisations also.

(b) The TDA should contribute to the risk fund of cooperatives to encourage them as also to enable them to absorb losses in servicing the tribals. The contribution will be 11% of the additional short term loans given in a year to tribals at the rate of 8% to the primary society and 3% to the central bank. In respect of marketing operations, the TDA should contribute to the price fluctuation fund of the marketing organisation at the rate of 5% of the value of the produce marketed in a year. We have also suggested that the TDA may contribute to the Price Fluctuation Fund of dairy and poultry cooperatives at the rate of 5% of the value of such produce marketed by them.

In Srikakulam, where the Girijan Corporation undertakes, through primaries, both credit and marketing functions, we have suggested that the TDA might contribute to the risk-cum-price fluctuation fund of the Corporation at 3% of the total turn over of the Corporation every year. For long term credit, contribution at the rate of 3% of long term loans disbursed may be provided by the TDA to the land development banks.

(c) The TDA should provide subsidy to cooperatives for creating common facilities like godowns. The subsidy may be to the extent of 25% of the cost.

(d) In the case of Ganjam and Koraput projects in Orissa, we have suggested that the TDA might provide assistance to the central bank for employing at the rate of one supervisor for each of the block level societies for supervising the branches. We suggest that this may be made applicable to the Singhbhum project also. The Secretaries' Committee has agreed that the subsidy may be on tapering basis—100% for the first year, 66⅔% for the second year and 33⅓% for the third year. As the State Cooperative Bank/Tribal Development Corporation will be dealing with the credit functions in Srikakulam and Bastar districts, we have not recommended this subsidy for these project areas. The State Cooperative Bank may not need subsidy for 4 or 5 supervisors. For Tribal Development Corporations, we have suggested a separate pattern of staff subsidy.

(e) The TDA, we have recommended, should make available staff subsidy to primary societies in Singbhum, Dantewada and Konta projects on a tapering scale for 5 years—100% in the first and second years, 75% in the 3rd year, 50% in the 4th and the 5th year. In respect of other three projects, we have recommended that the State Government should provide such subsidy. In Srikakulam, the State Government is already meeting the cost of the entire staff of primaries. In Ganjam and Koraput, the State Government is maintaining a large staff for implementing departmental programmes for tribals. When the cooperatives take over these functions, there will be a saving to Government which may be utilised to subsidise cooperatives. The assistance from TDA in these project areas, we have considered, should not supplant State Government's existing commitments in the project areas.

(f) As already indicated in paragraph 19, we have recommended that the TDA in Bastar might provide subsidy at 4.5% of the overdue loans of the tribals so that these loans could be consolidated into medium-term interest-free loans. We recommend that this pattern of assistance may be extended to all the projects. We have made this recommendation as an experimental measure with a view to assessing the impact of such debt-relief mechanism on the programme of credit expansion for economic activities of tribals. The commitment to the TDAs on this account will be only marginal.

(g) In respect of Dantewada and Konta projects, we have recommended that the TDA might give subsidy at the rate of Rs. 10,000 per primary society to enable it to contribute to the share capital of TDCF which, to begin with, will operate in the two projects only. In other States, as the Tribal Development Cooperative Corporation operates for the entire State, we have not suggested similar assistance towards their share capital. The Secretaries' Committee has, however, agreed that the TDAs in Srikakulam, Koraput and Ganjam may give medium term ways and means loans—Rs. 2 lakhs by Srikakulam TDA and Rs. 5 lakhs each by the Koraput and Ganjam TDAs—to the respective TDCs for undertaking marketing of minor forest produce and provision of consumption credit. As Bastar has immense potentialities for developing marketing of forest produce and as the TDCF will be operating mainly in the project areas, we would prefer permanent assistance to the TDCF for its marketing activities.

(h) As suggested by the Secretaries' Committee, the TDA may provide a medium term loan of Rs. 5 lakhs to the central financing agencies for each project for being used as a revolving fund for debt-relief operations and another Rs. 2 lakhs to the Land Development Bank in each project area for giving loans to tribals for purchasing ownership rights in land.

Assistance from State Government

39. We have recommended the following pattern of assistance from the State Governments to the co-operative institutions in the project areas.

(a) As the TDCF in Bastar district will, to begin with, operate in Dantewada and Konta projects, we have recommended that the State Government may contribute Rs. 5 lakhs to the share capital of the Federation.

(b) We have mentioned earlier that the TDA should subsidise the cost of staff of all primary societies in Singhbhum, Dantewada and Konta project to a maximum of loss sustained by them in a year. In all other projects, the cost of staff of primary societies and of secondary level organisations—TDCF in Bastar district, the regional office of TDCF in Ganjam and Koraput, and Girijan Corporation in Srikakulam—should be met by the State Government. The State Government subsidy to the secondary level organisations should cover the entire cost of staff and also forest rentals, or the actual loss sustained by them, whichever is less. When the TDC of Bihar operates in Singhbhum project area, we recommend that a similar subsidy may be made available by the State Government to the TDC. For primary societies also, subsidy from the Government may be subjected to the maximum of loss sustained.

(c) For constructing godowns, we have suggested that State Government may give loan upto 50% of cost of construction and subsidy of 25%, the remaining 25% being got from TDA as subsidy. We have also recommended that State Government might obtain a loan upto 62½% of the cost of godowns from the National Cooperative Development Corporation.

(d) As suggested by the Secretaries' Committee, the State Government may provide a medium term loan of Rs. 5 lakhs to the central financing agencies for each project for being used as a revolving fund for debt relief operations and another Rs. 2 lakhs to the Land Development Bank in each project area for giving loans to tribals for purchasing ownership rights in land.

Assistance from RBI, NCDC etc.

40. Funds for credit and marketing programmes have to be obtained mostly from the RBI. We envisage the following two lines of credit from the Reserve Bank :

(a) Production credit at concessional rate through State/Central Cooperative Bank/Tribal Development Cooperative Corporation/Federation.

(b) Accommodation under Section 17(4)(c) of the RBI Act to the TDC through the State Cooperative Bank at bank rate for marketing of minor forest produce which will also be linked to consumption credit.

In addition, we also envisage loan assistance from the Reserve Bank from its Long Term Operations Fund to State Government to enable them to contribute to the share capital of primary societies in the project areas.

41. The National Cooperative Development Corporation is increasingly interesting itself in developing and financing programmes for tribals. We have suggested that State Governments may avail themselves assistance available from the NCDC for :

(a) contributing to the share capital of societies undertaking marketing activities in project areas ;

(b) providing margin money to marketing organisations for procurement of inputs as also for marketing of minor forest produce ;

(c) assisting the godown programme of cooperatives ; and

(d) assisting the processing programmes and other allied activities of cooperatives.

The expertise available with the NCDC could also be utilised for preparing specific project reports for marketing and processing of agricultural and minor forest produce in the project areas. We hope that the NCDC, on its part, will re-align its norms of and procedure for assistance to suit the special needs of the tribal cooperatives.

42. A statement indicating estimates of assistance that would be necessary from various agencies to cooperatives in the project areas is given in Annexure I. Contribution to risk fund and staff subsidy are calculated upto the end of 1973-74. With all this assistance, it is expected that, within the next 4-5 years, the credit and marketing activities in all the project areas together may be of the order of Rs. 6 crores and this level of operations, when reached, should render the cooperative organisations financially viable.

ADMINISTRATIVE ARRANGEMENTS

43. For effective implementation of various cooperative programmes in the project areas, it is important that adequate administrative arrangements should be made. We have considered the following specific aspects in this regard :

(a) constitution of the board of management ;

(b) chief executive and staff of cooperatives ; and

(c) arrangements for coordinating the activities of various developmental and financial agencies in the project areas.

44. In Andhra Pradesh, the Chairman of the Girijan Corporation is the Member of the Board of Revenue, Government of Andhra Pradesh. We have suggested that a senior officer at State level may be appointed as the Chairman of the proposed TDC in Orissa also. For the Tribal Development Cooperative Federation recommended for Bastar district, we would suggest that the Collector of the district may be the Chairman.

45. For large-size multipurpose societies in Ganjam, Koraput and Singhbhum, we have suggested that BDO/Asstt. Registrar or a Deputy Registrar/Sub-Divisional Officer should be the president of the society. We have also recommended that the representative each of TDA, TD Cooperative/Federation and central bank should be on the Board of Management of these lagre size societies. Regarding elected representatives, our recommendation is that non-tribals should not generally be eligible for election to the Board of Management in any of the primary societies in the project areas. The Secretaries' Committee has, however, indicated that where the population of tribals is over 70% of the total in a project area, only tribals should be eligible for election to the Board of Management of Cooperative and that in other areas, the representation to the tribals on the Board of Management should not be less than two-thirds. Chairman of the elected Board of Directors of a primary society should, however, always be a tribal.

46. Large-size multipurpose socities in Koraput, Ganjam and Singhbhum project areas, we have recommended, should have Sub-Assistant Registrar/Senior Inspector as Manager. The small service societies and branches of LAMPS and depots of primary societies in Srikakulam should each have a minimum of two employees, one exclusively for credit operations.

47. To bring about effective coordination between various departments functioning in the project areas, we have suggested in respect of Ganjam, Koraput and Singhbhum projects, the functionaries of the Cooperation, Agriculture, C.D. and Tribal Welfare Department, should function under the overall supervision of the project office of the TDA. In Srikakulam, the Managing Director of the Girijan Corporation, who is a senior officer of the State Government should be in a position to effect this coordination. The MD of the proposed Tribal Development Cooperative Federation or the project officers of the TDA in Bastar might be made responsible for such coordination.

Acknowledgement

48. We would express our grateful thanks to the concerned State Governments, Registrar of Cooperative Societies, Collector of the Districts, the Project Officers of the Reserve Bank of India, Cooperative Institutions and others who, as mentioned in our Reports on individual projects, sent us replies in response to our questionnaries, furnished useful information we needed or, in some cases, took pains to give us the benefit of their experience on matters connected with our enquiry.

49. We are thankful to Shri A.J.S. Sodhi, formerly Director in the Ministry of Agriculture, Shri R.K. Mishra, Director (Area and Tribal Development Projects), Ministry of Agriculture, Shri B.D. Sharma, Director, Department of Social Welfare, Sh. N. Gopalakrishan, Director, NCDC, who associated themselves with our field visits and made significant contributions to the finalisation of the Report as well as our Reports on individual projects. We are also thankful to Shri P.N.T. Chary, Joint Chief Officer, Reserve Bank of India, who participated in our meeting held to finalise this Report.

50. We should record our appreciation of the service rendered by Shri H.N. Bhowmik, Deputy Director in the Department of Cooperation, Ministry of Agriculture, who visited all the project areas, studied the working of some of the cooperatives of these projects, collected detailed information from all the projects and prepared background papers for our use. We place on record our sincerest gratitude to our Member-Secretary Shri K. Sundararajulu. Even though he was deputed to Rural Electrification Corporation during the midst of the work of this Study Team he continued to act as its Secretary. He gave full devotion to its work and was mainly responsible for drafting the various reports in a competent manner.

Sd/- K.S. Bawa
Chairman

Sd/- Dr. C.D. Datey
Member

Sd/- V.K. Malik
Member

Sd/- R. Vengu
Member

NEW DELHI,
September 24, 1973.

Sd/- K. Sundararajulu
Member Secretary

ANNEXURE–I

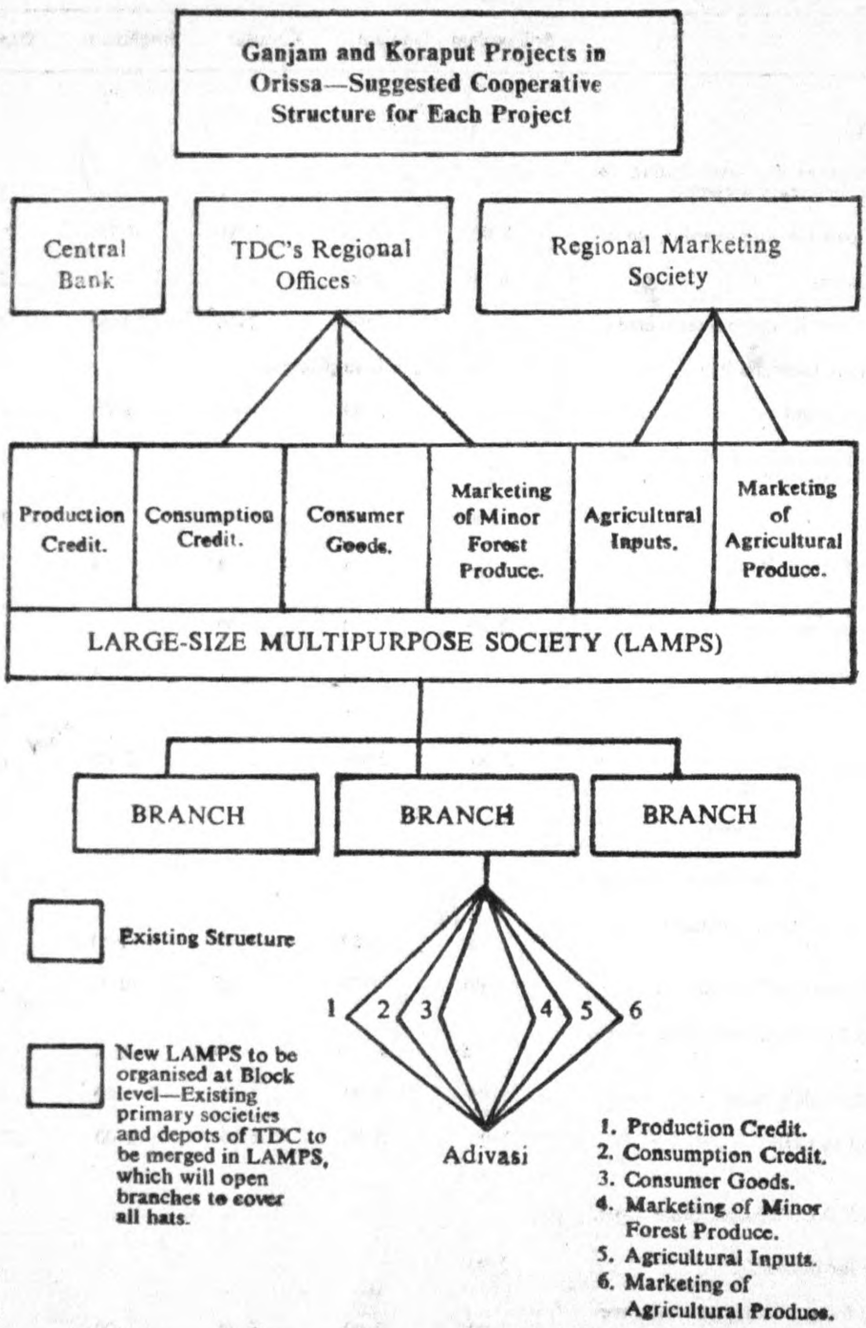
Financial Assistance to Cooperatives in Project Areas Estimates

(Rs. in lakhs)

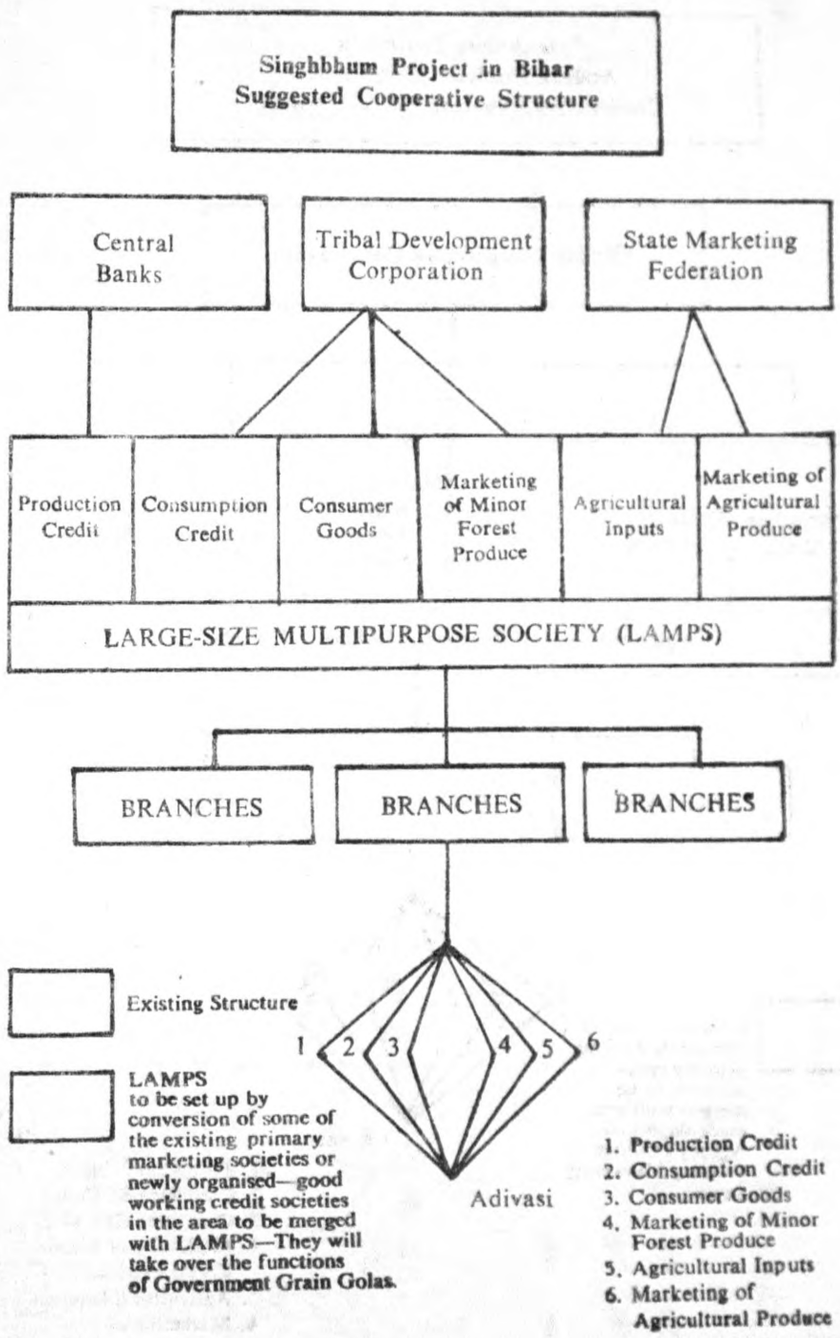
	Srikakulam	Ganjam	Koraput	Singhbum	Dantewada	Konta
Assistance from TDA						
1. Subsidy to primaries for contributing to share capital or secondary societies	..	..	..	..	4·00	4·00
2. Medium term loan for non-overdue cover	7·00	..	5·00	6·25	7·60	7·00
3. Subsidy for godowns	6·00	1·25	1·25	1·25	2·00	2·00
4. Risk Fund for short & medium term credit	..	1·00	2·16	3·00	2·00	1·50
5. Risk fund for long term credit	..	3% of loan disbursed		..	..	..
6. Price Fluctuation Fund	..	3·00	3·00	0·75	1·00	0·50
7. Risk-*cum*-Price Fluctuation Fund as a percentage of total turn-over	3%	..	..	..	..	..
8. Interest subsidy	a	a	a	a	0·60	0·50
9. Staff subsidy to Central Bank	..	a	a	a	..	..
10. M.T. loan for consumption credit & marketing or minor forest produce	2·00	5·00	5·00	..	..	..
11. Staff subsidy to primaries	..	..	..	a	a	a
12. Revolving Fund for debt relief	5·00	5·00	5·00	5·00	5·00	5·00
13. Revolving Fund to LDB	2·00	2·00	2·00	2·00	2·00	2·00
Assistance from State Government						
1. Share capital to TDCF/Marketing Society	..	..	..	..	5·00	..
2. Share capital to primary societies (Loans from RBI)	a	2·80	3·80	2·50	3·00	3·00
3. Subsidy for godowns and rentals	6·00	1·25	1·25	0·75	2·00	2·00
4. Staff subsidy subject to a maximum of loss sustained	a	a	a	a	a	a
5. Revolving fund for debt relief	5·00	5·00	5·00	5·00	5·00	5·00
6. Revolving Fund to LDB	2·00	2·00	2·00	2·00	2·00	2·00
Assistance from N.C.D.C. through State Govt.						
1. Margin money for inputs	2·00	..	..	..	..	..
2. Margin money for marketing of consumer goods	3·00	3·00	6·00	1·00	3·00	3·00
3. Loan assistance for godowns	15·00	3·12	3·12	1·89	5·00	5·00

NOTE.—a No precise estimates made.

ANNEXURE—II A.

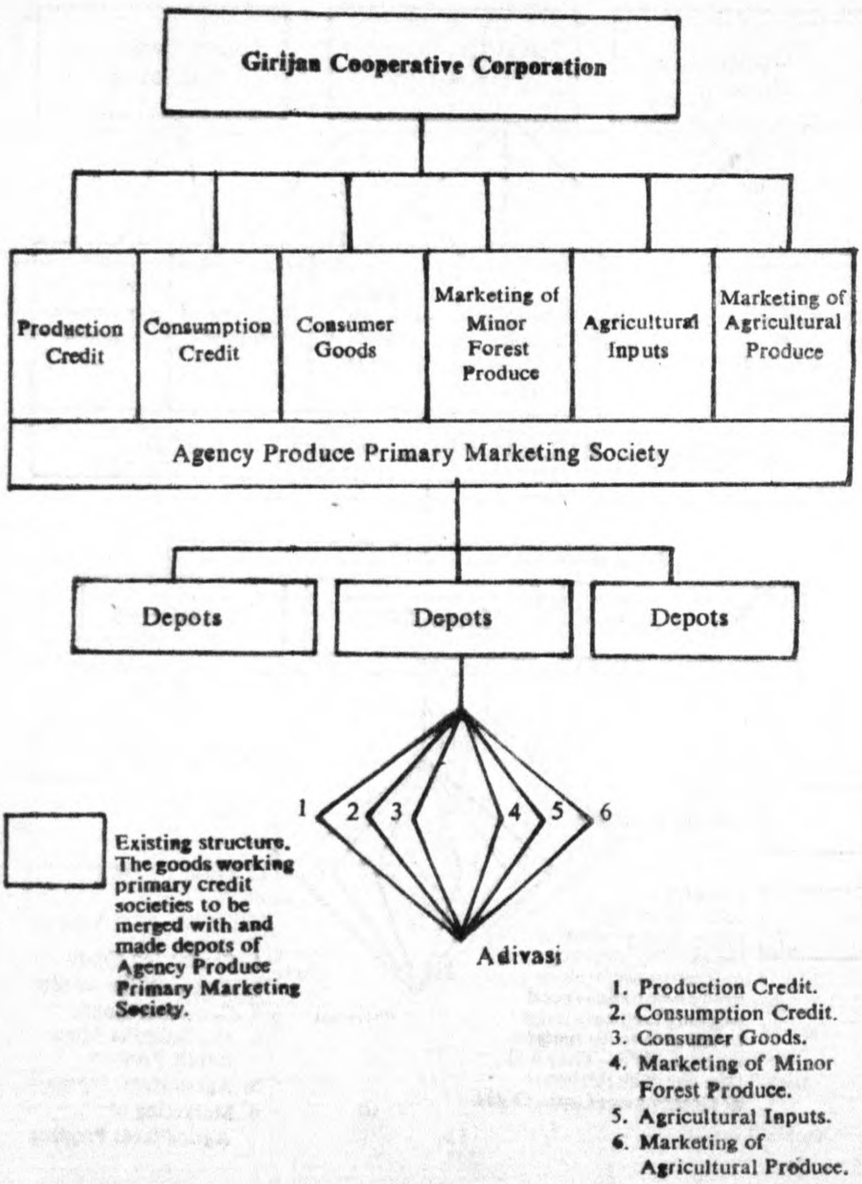


ANNEXURE—II B.



ANNEXUREII— C.

Srikakulam Project in Andhra Pradesh—Suggested Cooperative Structure for the Project

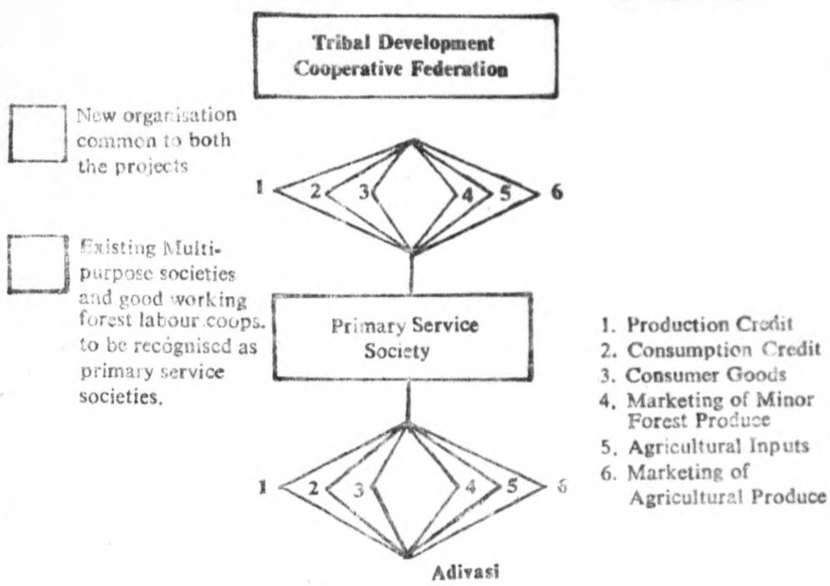


1. Production Credit.
2. Consumption Credit.
3. Consumer Goods.
4. Marketing of Minor Forest Produce.
5. Agricultural Inputs.
6. Marketing of Agricultural Produce.

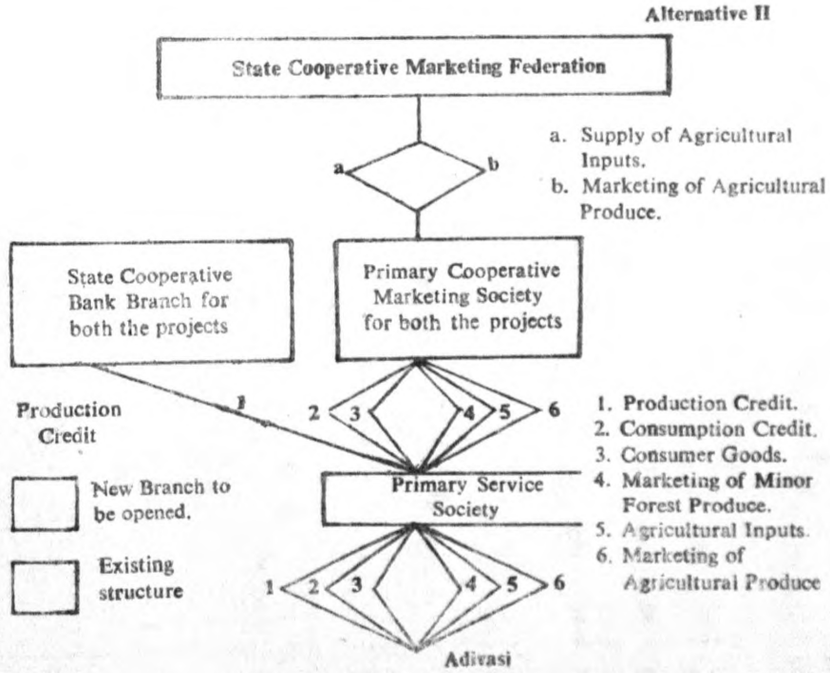
ANNEXURE—II D.

Dantewada and Konta Projects in Madhya Pradesh—Suggested Cooperative Structure for the Projects

Alternative I



Alternative II



ANNEXURE III

COPY OF LETTER NO. F 23(16)/71-PROJECTS DATED THE 3RD DECEMBER 1971 FROM THE DIRECTORATE OF EXTENSION, DEPARTMENT OF AGRICULTURE, MINISTRY OF AGRICULTURE, GOVERNMENT OF INDIA, NEW DELHI.

Subject:—Pilot Projects for Tribal Development Committee to study the working of the Cooperative Organisations in the States concerned.

It has been decided to establish the following six pilot projects for Tribal Development in the States of Andhra Pradesh, Bihar, Madhya Pradesh and Orissa:—

	State	*District(s)*	*No. of Projects*
1.	Andhra Pradesh	Srikakulam	1
2.	Bihar	Singhbhum	1
3.	Madhya Pradesh	Bastar	2
4.	Orissa	Ganjam & Koraput	2

A Study Team comprising the following officers of the Planning Commission, Ministry of Agriculture and the Reserve Bank of India is hereby set up:—

1. Shri K. S. Bawa, Joint Secretary, (Department of Cooperation) — *Chairman*
2. Shri V. K. Malik, Deputy Secretary, Ministry of Agriculture, Department of Agriculture. — *Member*
3. Shri R. Vengu, Deputy Secretary, Planning Commission, Yojana Bhawan, New Delhi. — *Member*
4. A representative of the Reserve Bank of India, New Delhi.* — *Member*
5. Shri K. Sundararajulu, Director (Cooperation), Department of Cooperation, Ministry of Agriculture. — *Member-Secretary*

The function of the Study Team will be to examine the working of the cooperative organisations in the concerned States with particular reference to the Project areas and to give its recommendations for strengthening the cooperative structure in these projects. The Committee would also examine if in the interest of speedy and efficient implementation of the Tribal Development Programmes, some specialised agencies could be set up and utilised to channelise credit to the tribals and to link marketing functions with it. The Team, will consult the State Governments by associating/coopting their experts/officers in its deliberations.

The Study Team should submit its report within a period of three months.

Sd/- M.A. QUARAISHI
Additional Secretary (W)

*Dr. C.D. Datey, Chief Officer, Agriculture Department represented the Reserve Bank of India on the Team.

VII

REPORT OF THE STUDY GROUP ON RELIEF OF INDEBTEDNESS, LAND ALIENATION AND RESTORATION IN TRIBAL DEVELOPMENT AGENCY AREAS

CONTENTS

INTRODUCTION .
APPOINTMENT OF THE GROUP
DEBT RELIEF
LAND RECORDS
LAND ALIENATION
MAIN CONCLUSIONS & RECOMMENDATIONS

SECTION I
INTRODUCTION

1.1. Government of India is implementing a Central Sector Scheme of Tribal Development Projects in six selected areas e.g. (1) Srikakulam in Andhra Pradesh, (2) Singhbhum in Bihar, (3) Dantewada, and (4) Konta in Madhya Pradesh, (5) Ganjam and (6) Koraput in Orissa. The Central assistance earmarked for each of the six projects, during the Fourth Plan period is Rs. 1.50 crores for the core programmes on economic development and Rs. 0.50 crore on communication for development of arterial roads. A Tribal Development Agency, has been set up to administer the programme. The basic objective of the projects is economic development of tribals with a view to their integration with the rest of the community, on a footing of equality, within a reasonable time. No programme of economic development is likely to have any impact on the tribal economy unless vigorous measures are taken to free the tribals from the clutches of the money lenders and other exploiting classes.

APPOINTMENT OF THE GROUP

1.2. It was against this background that the Government of India, in the Ministry of Agriculture, constituted a Study Group in December, 1971, with the following as members :—

1. Shri P. S. Appu,
   Joint Secretary, Department of Agriculture,
   Ministry of Agriculture. — *Chairman*

2. Shri T. C. A. Srinivasavaradan,
   Joint Secretary,
   Ministry of Home Affairs. — *Member*

3. Shri A. J. S. Sodhi,
   Director (TAD),
   Ministry of Agriculture. — *Member*

4. Shri R. Vengu,
   Deputy Secretary,
   Planning Commission. — *Member*

5. Shri S. P. Malik,
   Deputy Secretary (LR), Ministry of Agriculture. — *Member*

6. Shri V. K. Balakrishnan,
   Deputy Commissioner (Agril. Credit),
   Ministry of Agriculture. — *Member (Convenor)*

Shri Sodhi attended the first meeting of the Group. When he relinquished charge of the post of Director (TAD), he was succeeded by Shri R.K. Mishra, who attended the subsequent meetings of the Group and helped the Group in its deliberations. The Government of India Memorandum setting up the Study Group is at Annexure I.

1.3. The terms of reference of the Study Group were :

1. To consider the existing legislation, available in the concerned States, for debt redemption and land restoration and to suggest necessary modifications/improvements to make them more effective and purposeful.

2. To consider the necessity of a model bill to be made available to the concerned State Governments to handle the twin problems mentioned above.

3. To make as accurate an estimate as possible of the amount that would be required for debt redemption in the Project areas/districts and to advise on the need for and extent to which the loans should be scaled down.

4. To recommend necessary steps for having minimum land records so that the credit programmes can be effectively put through in the project areas.

19—1D of SW/74

Visits & Discussions

1.4. At its first meeting, held on 15-2-72, the Study Group considered and approved a questionnaire to be sent to the concerned State Governments and the Project Directors of the six Tribal Development Agencies for eliciting detailed information about (i) Debt Relief ; (ii) Land Alienation: and (iii) Land Restoration. The questionnaire is at Annexure II. This was forwarded to the Agencies and States concerned on 8-3-1972. By 31st July, replies were received from the four Agencies of Bastar, Singhbhum, Srikakulam and Koraput. A summary of the replies received is at Annexure III. The Study Group at its meeting held on 19-7-1972, considered the replies received and formulated its views for incorporation in the report. On the basis of the working of the debt relief court and staffing pattern of debt relief organisation in Bastar, the Group also considered the issue of evolving an effective administrative machinery for debt relief in the other Project areas. The draft report then prepared was considered and approved by the Group on 12-10-1972. Since Shri T.C.A. Srinivasavaradan, Joint Secretary, Ministry of Home Affairs, who was a Member, could not attend the last two meetings of the Committee, in which the report was finalised, the draft report was shown to him and his comments have been incorporated in the Report.

Acknowledgements

1.5. We are grateful to the Project Officers of the four Agencies i.e. Bastar, Singhbhum, Srikakulam and Koraput, who responded readily to the questionnaire and to Sh. R.P. Gupta, Research Officer, in the Agricultural Credit Division of the Ministry of Agriculture, for collection and compilation of the data for the use of the team. He also analysed the questionnaire and legislative provisions in various States for the benefit of the Group and thus helped the Group to complete its deliberations in a short period.

SECTION II

DEBT RELIEF

2.1. In the report (Sept : 1962) of the Special Working Group on Cooperation for Backward Classes, ses, appointed by the Ministry of Home Affairs and of which late M.P. Bhargava, Additional Cooperation Commissioner, Union Department of Cooperation, was the Chairman, it was indicated that :

> "The present burden of indebtedness has far outgrown the repaying capacity of the debtors in the tribal areas and is acting as a serious drag on their economic development. According to the report of the Committee on Special Multipurpose Tribal Development Blocks, the present efforts to improve his (tribal's) economic earning through development programmes has not helped in ameliorating his conditions."

The Committee had then pointed out that :

> "The Central Advisory Board for Tribal Welfare, which considered the question in October, 1957 had recommended that all Adivasi's debts (all debts of Tribals) which are more than three years old, should be written off and the debts of the last three years should be paid up after allowing interest not exceeding six per cent in any case. This matter came up again in April, 1959, at the Fourth meeting of the Board which felt that the progress made in this respect in different States was not satisfactory. The Board reiterated its previous recommendations and directed that the attention of the State Government might be invited again to this fundamental need for tribal development programme".

It was also pointed out by that Committee that :

> "The Fifth Schedule to the Constitution empowers the Governor to regulate the business of money-lending in Scheduled Areas. Such regulations have to be made in consultation with the Tribal Advisory Council and assented to by the President. They need not come before the State Legislature or the Parliament.. Through these regulations the Governor can repeal or amend the existing laws and also introduce new features. Inspite of this provision debt relief regulation has been introduced only in Andhra Pradesh and has been enforced from 15-5-1960. Rules under this Regulation have also been brought into force with effect from 1-1-61".

It would thus be seen that as far as debt relief is concerned the regulations brought forward by the Andhra Pradesh State Government have been in line with the recommendations of the Central Advisory Board and can be suitably adopted in other States. We have also, during our examination, of the various legislative provisions in the States, for debt relief as in Annexure III, found that these regulations of Andhra Pradesh were made upto date in 1970. In Singhbhum of Bihar it was reported that there was no special provision for scaling down of the debt of tribals. In Orissa some provision exists for scaling down of debts, as in Annexure III, but it is not considered effective enough. In Andhra Pradesh, the Scaling down of the debts would be possible only where the total amount paid by the debtor falls short of twice the amount of principal. But in Madhya Pradesh under Section 14(4) of the Madhya Pradesh Anusuchit Jan Jati Rini Sahayata Adhiniyam (Act, 12), 1967 if the Deb

Relief Court finds that the loan was originally advanced prior to the 1st January, 1964, then it shall reduce the principal, determined as under :—

(i) If the debt was incurred on or before the 31st December, 1943.	30%
(ii) If the debt was incurred after the 31st December, 1943, but on or before the 31st December, 1947.	20%
(iii) If the debt was incurred after the 31st December, 1947, but on or before the 31st December, 1949.	15%
(iv) If the debt was incurred after the 31st December, 1949, but on or before the 31st December, 1954.	10%
(v) If the debt was incurred after the 31st December, 1954, but on or before the 31st December, 1963.	5%

This provision in the Madhya Pradesh Act is very favourable and could be incorporated in the Andhra Pradesh legislation, given in Annexure IV, before adoption by all the States concerned so as to be of better advantage to the tribals in the Tribal Development Agency Areas.

2.2. The important provisions of Andhra Pradesh Regulation are :—

(i) The basic objective of the Regulation is to render all loans granted by unlicensed money lenders null and unenforceable in any court of law ;

(ii) All recognised debts outstanding on the date of the commencement of the Regulation are to be scaled down as prescribed ;

(iii) The amount of debt shall be limited to the unpaid portion of principal on the date of the enforcement of the Regulation ;

(iv) No interest shall be payable for the earlier period;

(v) If an amount equal to principal, or by way of part of principal and interest thereon, has been paid, the debt may be termed as discharged ;

(vi) In any proceedings for recovery, after the commencement of the Regulation interest shall not exceed 9% per annum, simple, if it is a secured debt ; and not exceed 12% per annum, simple, if it is an unsecured debt ; and

(vii) The need for appointment of a special officer for enforcement of the same has been recognised.

We consider that these provisions are also essential and should be incorporated in the Regulations framed to be framed/by all concerned States.

2.3. After making a comparative study of the adminstration of Debt Redemption Laws in the different States, we have come to the conclusion that the best results have been achieved in Bastar. In that district, 276 cases were pending disposal in 1968 and of this number, 269 were disposed of during the year. In 1969, there were 118 cases pending out of which 101 were disposed of. In 1970 the number of cases that came up for disposal was 132, of which 94 were disposed of. In all the other projects the progress of disposal of cases has not been satisfactory. We are inclined to think that the method adopted in Madhya Pradesh for setting up of Debt Relief Courts and appointment of the Debt Relief Inspectors would be a better solution for relief of indebtedness in Tribal Development Agency Areas. Majority of us, therefore, recommend that as far as possible this may be adopted in the other project areas.

2.4. Bastar District consists of tehsils of which two tehsils, consisting of seven blocks, are included in the two Tribal Development Agency Areas. There is only one Debt Relief Court for the entire district. The presiding officer is the Deputy Collector, working under the Tribal Welfare Department. He is assisted by six Debt Relief Inspectors of the status of Revenue Inspectors (Class III), for the entire district. The Debt Relief Inspectors bring up cases to the Debt Relief Court either through *suo moto* action, or on the basis of cases brought to them by individuals. Direct applications from individuals were very few. Out of the sanctioned strength of 6 Inspectors, only one post has been filled up. The existing staff is inadequate to deal with the problems effectively. We are of the view that all the sanctioned posts should be filled immediately.

2.5. We are also of the view that the Andhra Pradesh Regulation as given in the Annexure IV, would have to be amended to provide for setting up of Debt Relief Courts and appointment of Debt Relief Inspectors for the enforcement of the legal provisions.

2.6. It has been brought to our notice that the entire Tribal Development Agency area has not been declared in some cases as a 'Scheduled Area' for enforcing Legislation on Debt Relief, Land Alienation or Land Restoration and that it would facilitate the work of the Agencies if this could be done. Inasmuch as the Tribal Development agencies aim at, among other things the economic development of the tribals in their area of operation, majority of us consider that the entire area of operation of the Tribal Development Agencies may be declared as 'Scheduled Area' for enforcement of such legislative provisions to the extent possible.

2.7. We have indicated earlier that staff should be appointed on the pattern adopted in Bastar. The number of Inspectors has to be adequate enough to ensure that *suo motto* action is taken in as many cases as possible. This additional staff would have to be provided by the State Government from out of its own resources. In cases where the State Government finds it difficult to do so, as a last resort, the Central Government may come in, to assist the State.

2.8. Debt Relief alone will not go far enough. Once a tribal is freed from the clutches of the money lender, he has to be assured of credit for production (including subsidiary occupations,) land development, and even for consumption purposes. Unless adequate arrangements are made to meet his full credit requirements, the tribal will again have to go to the money lenders. The Committee on Cooperative Structure in Tribal Areas is examining the form of cooperative organization best suited for these areas. This Group, therefore, has not gone into this aspect in detail. Now that the Tribal Development Agencies are operating in selected areas, we, however, felt that it would be worthwhile to prepare a composite credit plan for selected educated individual tribal farmers. Such a plan should take into account the old debts of the farmer, the outlay required for the development of the land, and the short-term production credit needs including those for subsidiary occupations. The consumption loan requirements may also have to be reflected in such a Credit Plan. The financing institutions should look after the entire credit needs of a tribal farmer based on such a plan. The Group considered that while this is an ideal suggestion it is difficult to implement the same in practice, in a large area for want of adequate trained and qualified staff. It was, therefore, felt that a few selected and progressive tribal farmers in each village, in the project area, could be identified by the Agency and provided with such a Plan. It could even be confined to one or two blocks to start with. An attempt may be made to meet the overall credit requirements of at least a selected number of tribal farmers (educated or progressive) in the project areas. We feel that such a step would serve as an extension tool for wider application later.

2.9. Even though we made an attempt to make an estimate of the total indebtedness of the tribals in these project areas, it was found that in the absence of any specific survey it would not be possible to come to any exact conclusion in this regard. Rural Debt and Investment Survey (1961-62) covered all the rural households and did not specifically cover the tribals alone. The Agencies have also reported that no estimates are available as far as debts from private money lenders are concerned. Information was available only about the loans from institutional sources. This was not sufficient to arrive at any reliable estimate. The extent of indebtedness was also considered by the Study Team on Tribal Development Programmes (Shilu Ao Committee, 1966-69) for the Tribal Development areas as a whole. That Committee had pointed out that a detailed study of indebtedness in the scheduled area of Madhya Pradesh by the Tribal Research Institute showed that 52.5% of the families were indebted, the extent of indebtedness being as high as 82.9%, in Ratlam district, while the average debt per family was Rs. 367. Eighty seven per cent of the amount borrowed was obtained in cash. Loans were given in two thirds of the cases on personal security and in one third of the cases on the security of land/house/ornaments. 34.5 per cent of the loans were for domestic consumption, 13.2 per cent for social and religious needs and 43.6 per cent for productive purposes. The sources from which loans were taken were Government (13.5%), cooperatives (18.6%), money lenders (63.8%) and others (4.1%). In 63 per cent of the cases the rate of interest was more than 25%. A survey by Reserve Bank of India in 1962 in Gujarat had also revealed that 72% of the tribals reported outstanding loans. A similar survey undertaken by the Directorate of Statistics, Tamil Nadu in the Tribal Areas of Salem district showed that 68.3% household were in debt. Thus some broad aspects of the extent of indebtedness alone are available. Data about the extent of indebtedness in the six project areas were not available in the absence of any detailed survey.

2.10. We would, therefore, suggest that the Bench Mark Survey being conducted in the Tribal Development Agency areas, should also cover the problem of indebtedness of the tribals. In cases where the Bench Mark Survey has been completed or is in the process of completion, it might be necessary to undertake a quick survey on indebtedness of tribals, especially in relation to money lenders for which no records could be available in most cases. Unless such a detailed survey is undertaken, the magnitude of the problem cannot be measured in depth. Each Agency may get this detailed survey conducted, if necessary, by providing necessary financial assistance to any institution which is competent to do this work.

SECTION III

LAND RECORDS

3.1. According to information furnished to us, the land records are reported to be complete in most of the project areas except in certain pockets. The land records have to be made uptodate, if the financing institutions

are to provide loans to the tribals on the security of the land cultivated by them. It might be necessary in certain project areas such as Bastar, where only in one-fourth of the total number of villages in the project area the land records have been made uptodate, to appoint additional staff to complete this work. Each Agency should study the position and locate the areas where the records are yet to be made uptodate. Survey and settlement operations would take time. In the interest of effective implementation of these projects, a simple on-the-spot enquiry has to be made quickly in the project areas and the land records made uptodate on the basis of such an enquiry. This work should be completed within six months. The State Government should give priority to this item of work and appoint the necessary additional staff forthwith. In cases where the State Governments are unable to do so, they should put up specific proposals to the Central Government for assistance so that the work is taken on hand and completed quickly.

3.2. We were informed that in some of the project areas surplus land or land in the possession of Government have been leased to tribals or landless people. In some cases land taken from non-tribals could also be distributed to tribals. In such cases it is necessary to ensure that the plots of lands are given on a long-term basis, with certain rights to the occupants, so that they could procure long-term finance for developmental purposes or medium-term loans for agricultural purposes. In such cases, it is also desirable to make the allotment on a group basis or cooperative basis rather than on an individual basis. The land can be allotted to the group or the cooperative society, which could sublease the land to landless tribals. Necessary legislative protection should also be provided to such tenants and cooperative societies that financing institutions may readily come forward to finance development of such lands.

3.3. The Committee on Cooperative Structure in Tribal Areas (Bawa Committee) has recommended that in cases where the Tribals have no 'Pattas' or cannot alienate their land, the Government could extend a general guarantee for such loans; that the land development banks should issue long term loans from out of their internal resources; and the State Government should make available long-term loans to the Land Development Bank for the purpose. The Committee has also suggested that the Tribal Development Agency might contribute to the risk fund of the Land Development Bank at the rate of 3% of the loans granted to the tribals. We endorse these recommendations for immediate necessary action.

SECTION IV
LAND ALIENATIO N

4.1. In all the four projects from which replies have been received, land alienation by tribals to non-tribals is prohibited. In our view, the principles underlying the Bihar Scheduled Areas Regulation, 1969, and the amendments made in 1969 to the Chhota Nagpur Tenancy Act as given in Annexure V should serve as a model for adoption by other States. Legislation of control for land alienation should provide for :

(a) restriction on transfer of land of tribals to non-tribals ;

(b) restoration of land to tribals in case of all unauthorised alienations ;

(c) enabling provisions for prescribed authorities to inquire into the merits of alienation even *suo motto* ;

(d) appropriate amendments to the law limitation so as to enable a scrutiny of alienations in the past, say 30 years ; and

(e) exemptions in favour of financial institutions so as to facilitate grant of land development as well as agriculturists' loans to tribals on the basis of simple mortgages, subject to (a) in case of auctions of tribal land in default of repayment.

4.2. The Committee on Cooperative Structure in Tribal areas (Bawa Committee) has recommended that long term loans may be provided to tribals by Land Development Banks, for development of land with assistance from Tribal Development Agency and State Government. We understand that several loans of small amounts have been taken by tribals either on registered or on oral mortgages of the land cultivated by them. Since the tribals scrupulously honour even oral agreements, a suggestion was made that the Tribal Development Agency or Government should either provide medium-term loans at low rates of interest or encourage the co-operatives to provide such medium-term loans for restoration of land to the tribals. The amount can be paid by the institutional agency concerned direct to the money lender or the private company to relieve the tribal of his mortgage, so that he can obtain further developmental loans for improving his land etc. We have examined this aspect and have come to the conclusions that it is better that the concerned cooperative institution is allowed to provide medium term loans (not exceeding five years) to the tribal to be passed on to the money lender or the private company etc., to free the tribal from the clutches of the money lender. Each Tribal Development Agency may initially provide a sum of Rs. 5 lakhs, from out of its resources, to be placed with the cooperative institutions as a loan at a suitable rate of interest, so that the cooperative institutions concerned may provide such medium-term loans at a rate of interest *not exceeding six per cent* per annum. The rate of interest may be prescribed by Agency in consultation with the cooperative institution concerned. This amount should be used to repay loans taken both on recorded and on oral mortgage agreements. We would also suggest that this loan amount may be channelled by the Agency directly through the primary society instead of routing the same through the Central Cooperative Bank to minimise the rate of interest payable by the borrower.

4.3. Inasmuch as the loans issued by the cooperatives would involve certain risk, we would recommend that as in SFDA/MFAL areas, the Agency may provide a risk fund contribution to the cooperatives, to face the risk involved. The risk being higher in this case, the contribution may be at the rate of ten per cent of the loan provided by the primary cooperative concerned.

4.4. We would also suggest that where tribal tenants of non-tribal landlords come forward to purchase ownership rights of land there may be a provision for the financing institution, especially the Land Development Banks to provide loans at reasonable rates of interest repayable over a long period. The Tribal Development Agency should provide risk fund contribution of 3% on such long-term loans as suggested in para 3.3 above. The State Government or the Agency should place funds with the State Land Development Bank to facilitate issue of such loans. The rate of interest on such loans to tribals should not exceed 6%. Since such loans will be few and small, the resultant interest subsidy should be met by the Tribal Development Agency concerned.

4.5. In some of the Tribal Development Project areas it has been suggested that legal assistance may be given to the tribal farmers to fight out land restoration proceedings under the different protective legislations. In some of the States, however, provisions exist in the existing legislations to debar lawyers from appearing in Revenue Courts considering such land restoration cases. As appearance of lawyers usually result in prolonging the cases and the tribal farmers are not in a position to engage their own lawyers, we are of the view that such a provision should be included in the existing legislations in all the concerned States. Moreover, experience has shown that disposal of such cases at spot or at camps could be encouraged as this procedure has the advantage of *de facto* eliminating the lawyers, who are usually to go to places in the interior.

4.6. Our study revealed that the State Governments were taking various legislative measures from time to time to relieve indebtedness of tribals and also to ensure that lands of tribals are not taken over by non-tribals. There is need to further amend some provisions in certain States as indicated in this report. But the measures taken to enforce the legal provisions were generally inadequate. We suggest that the State Government should take early steps to strengthen the administrative machinery in the Tribal Development Agency areas adequately to enforce the existing legal provisions in an effective manner. The Government of India can only supplement the efforts of the State Government in this regard where necessary.

SECTION V

MAIN CONCLUSIONS/RECOMMENDATIONS

Debt Relief

5.1. The Andhra Pradesh Legislation for debt relief with a provision as in Madhya Pradesh for scaling down of debts may be adopted by all other concerned States with modifications as suited to local conditions.

5.2. The method adopted in Madhya Pradesh for setting up of Debt Relief Courts and appointment of Debt Relief Inspectors can be emulated by other concerned States for relief of indebtedness in Tribal Development Agency areas. The Andhra Pradesh Legislation may also be amended to provide for appointment of staff on the Madhya Pradesh pattern.

5.3. The entire area of operation of the Tribal Development Agencies can, if possible, be declared as 'Scheduled Area' for enforcement of the legislative provisions on debt relief, land alienation and on land restoration.

5.4. Primarily, the responsibility for appoinment of additional staff for Dedt Relief should be that of the State Government. The State Government should give top priority for this work in the Agency areas in cases where the State Governments are unable to do so, they should put up specific proposals to the Central Government for assistance so that the work is taken on hand and completed quickly.

5.5. A cooperative form of organisation is best suited to help the tribals in follow up measures after debt relief has been provided viz., for grant of assured credit for production (including development of subsidiary occupations), land development and even for consumption purposes.

5.6. It would be worthwhile to prepare a composite credit plan for each individual tribal farmer taking into account his debts, the outlay required for the development of the land for subsidiary occupation the short-term credit needs and even the consumption loans required. A few selected and progressive tribal farmers in each village in one or two blocks of the project area to start with, could be located by the Agency and provided with such a plan. This is to serve as an extension tool.

5.7. The Bench Mark Survey being conducted in the Tribal Development Agency areas should also cover the problem of indebtedness of the tribals. In case such a Bench Mark Survey has been completed or is in the process of completion, it might be necessary to undertake a survey on indebtedness of tribals, especially in relation to money lenders for which no records are available in most cases. The Agency may get this done by institutions competent to undertake such a study.

Land Records

5.8. Each Tribal Development Agency should study the position of land records in the project area and locate areas where the records are not upto date. Since survey and settlement operations take time, a quick on-the-spot enquiry may be conducted and on the basis of such enquiry the records may be made upto date within a period of six months. The State Governments should give top priority to this item of work and appoint the necessary additional staff forthwith. In cases where the State Governments are unable to do so, they should put up specific proposals to the Central Government for assistance so that the work is taken on hand and completed quickly.

5.9. When land is allotted to tribals it should be given on a long-term basis, with certain rights of occupation, so that they could procure long-term finance for development purposes or medium-term loans for agricultural purposes. Necessary legislative protection should also be provided to such assignees of land.

Land Alienation

5.10. Under the Chotanagpur Tenancy Act and Bihar Scheduled Areas Regulations, as amended from time to time, comprehensive provisions exist in Bihar for prohibition of land transfers from tribals and competent authorities have been vested with the powers to restore such transferred land back to the tribals. Amendment has also been made to the Law of Limitation so as to enable scrutiny of alienations upto 30 years. Necessary exemption has also been provided to enable tribals to obtain loans from financing institutions, corporations etc., by simple mortgage of their lands. All other concerned States should adopt similar legislation for the purpose.

5.11. The cooperative institution concerned of the area should provide medium-term loans (not exceeding five years) to the tribals to enable them to pay off their old debts and free themselves from the clutches of the money lenders. If necessary, the Tribal Development Agency may initially provide a sum upto Rs. 5 lakhs, from out of its resources, to the cooperative institution, as a loan, at low rate of interest.

5.12. The loans to tribals may be provided by the Agency directly through the primary cooperative (and not through Central Cooperative Bank). The Tribal Development Agency may provide a risk fund contribution at the rate of 10% of the additional loan given by the primary cooperative for covering risks.

5.13. In the tribal areas, if tribal tenants, come forward to purchase ownership rights of land from non-tribal land lords, there must be a provision for the financing institution, especially the land development banks to provide such loans at reasonable rates of interest (not more than 6%) repayable over a comparatively longer period. The Tribal Development Agency should provide risk fund contribution of 3% as also the resultant interest subsidy, on such long term loans. The State Government or the Agency should place some funds, initially as loan with the Land Development Bank to facilitate issue of such loans.

5.14. Legal provisions exist in some States to debar lawyers from appearing in Revenue Courts considering land restoration cases of tribals, as appearance of lawyers usually result in prolonging the cases. Similar provisions may be included in the legislations of all the concerned States.

5.15. The State Governments may also take early steps to strengthen the administrative machinery in the Tribal Development Aegncy areas adequately to enforce the existing and proposed legal provisions in an effective manner. The Government of India can only supplement the efforts of the State Government in this regard where necessary.

5.16. Legislation undertaken in different States for providing relief to the tribals in the matter of land alienation, debt relief, etc., has given rise to considerable dilatory litigation. Grant of interim stay orders of sometimes been very liberally allowed. The progress of implementing the laws in this respect has not, therefore, been satisfactory. In order to avoid dilatory litigation, it is suggested that legislation designed for the benefit of tribals should be made to secure the protective umbrella of Article 313 of the Constitution. This, if the Ninth Schedule to the Constitution were to be so enlarged in scope as to include important items of legislation protecting the interests of tribals, such enactments cannot be challenged on the ground that provisions thereof are violative of any fundamental rights. Further it would be useful if the jurisdiction of ordinary civil courts were to be completely excluded in the matters relating to the implementation of laws protecting the interests of tribals.

ANNEXURE I

COPY OF LETTER NO. 23(20)/71-PROJECTS DATED MARCH, 1973 FROM KRISHI VIBHAG (DEPARTMENT OF AGRICULTURE) KRISHI MANTRALAYA (MINISTRY OF AGRICULTURE), GOVT. OF INDIA, NEW DELHI.

Subject:— Pilot Projects for Tribal Development Group—to study the problems of debt redemption and land restoration in the Project areas/Districts.

It has been decided to establish the following six Pilot Projects for Tribal Development in the States of Andhra Pradesh, Bihar, Madhya Pradesh and Orissa:—

	State	*District(s)*	*No. of Projects*
1.	Andhra Pradesh	Srikakulam	1
2.	Bihar	Singhbhum	1
3.	Madhya Pradesh	Bastar	2
4.	Orissa	Ganjam & Koraput	2

The problems of rural indebtedness and land alienation in tribal areas are generally known to have thwarted normal programmes of agricultural development. It is important that these problems are studied in depth in the project areas/concerned districts and possible solutions suggested. For this purpose, a Study Group comprising the following officers of the Ministries of Agriculture, Home Affairs and the Planning Commission is hereby set up: —

1. Shri P. S. Appu,
Land Reforms Commissioner,
Department of Agriculture. — *Chairman*

2. Shri T. C. A. Srinivasavardhan,
Joint Secretary,
Ministry of Home Affairs. — *Member*

3. Shri R. Vengu,
Deputy Secretary,
Planning Commission. — *Member*

4. Shri S. P. Malik,
Deputy Secretary, (Land Reforms),
Ministry of Agriculture. — *Member*

5. Shri A. J. S. Sodhi,
Director (Tribal & Area Development Project),
Ministry of Agriculture. — *Member*

6. Shri V. K. Balakrishnan,
Deputy Commissioner (Credit),
Ministry of Agriculture. — *Member-Convener*

The terms of reference of the Study Groups would be as follows:—

1. To consider the existing legislation available in the concerned States for debt redemption and land restoration and to suggest necessary modifications/improvements to make them more effective and purposeful.

2. To consider the necessity of a model bill to be made available to the concerned State Governments to handle the twin problems mentioned above.

3. To make as accurate an estimate as possible of the amount that would be required for debt redemption in the project areas/districts and to advise on the need for and extent to which the loans should be scaled down.

4. To recommend necessary steps for having minimum land records so that the credit programme can be effectively put through in the project areas.

The Study Group should submit its report in 3 months' time

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The representatives of the concerned State Governments should be associated by the Group while looking into the problems of respective States.

(Sd.) T. P. SINGH

Secretary to Government of India

1. All members of the Group.
2. Chief Secretaries to the Governments of Andhra Pradesh, Bihar, Madhya Pradesh and Orissa.
3. Agricultural Production Commissioners/ Development Commissioners of concerned States.
4. Secretary to the Department of Agriculture/Revenue/Welfare of concerned States.
5. Secretary to the Planning Commission, Yojna Bhavan, New Delhi.
6. Secretary, Ministry of Home Affairs.
7. Additional Secy., Department of Social Welfare.
8. All Additional and Joint Secretaries in the Ministry of Agriculture.
9. Director, Tribal and Area Development Projects, Ministry of Agriculture.

Questionnaire

I. Extent of Indebtedness

(a) Has any estimate been made of the extent of indebtedness of the tribals in the Project area/or the district? If so what are the estimates? Please attach a copy of the report or at least give in detail its findings.

(b) If no such survey has been made, is it possible to give a rough estimate? If so, furnish the estimate taking into account the available information in the Registration Office, about secured debts through mortgage of land etc. and also any other type of information on cases pending with courts relating to Money lending etc.

(c) The incidence of indebtedness source-wise: (last 3 years)

1. Amount due to Cooperatives

	As the end of (*Rs. in* '000)		
	1968	1969	1970
(a) Current	(a)		
(b) Overdues	(b)		
(c) Amount for which award proceedings are under way	(c)		

2. Amount due to Commercial Banks

(a) Current	(a)		
(b) Overdues	(b)		

3. Amount due to Government

(a) Current	(a)		
(b) Overdues	(b)		

4. Amount due to Private Moneylenders

*(a) Secured loans			
(i) Less than 10 years old	(i)		
(ii) Over 10 years old	(ii)		

5. Insecured

(i) Less than 10 years old	(i)		
(ii) Over 10 years old	(ii)		

6. Amount due to Others (specify)

(i) Less than 10years old	(i)		
(ii) Over 10 years old	(ii)		

II. Debt Relief Legislation

(a) Is there any debt relief legislation in force for the district or for the State as a whole? Enclose a copy of the relevant legislation, together with a copy of the Rules and upto date amendments, If any.

(b) If so, what are the provisions for dealing down debts?

(c) What is the maximum rate of interest chargeable under the legislation? Can the moneylender collect interest in excess of the principal? If so, how much?

(d) What are the penal provision?

(e) Who is the competent authority to enforce this legislation?

(f) An estimate of the number of cases taken up, decided, pending etc. and the amount involved:—(Last 3 years).

(*) (Through mortagages etc. If possible specify separately for items like land, movable etc. If not, only give the total).

(Rs. in 000)

	1968	1969	1970
(i) Number of cases brought forward at the beginning of the year			
(ii) The amount involved in item (i)			
(iii) Number of cases disposed of during the years			
(iv) The amount involved under item (iii)			
(v) Balance of number of cases at the end of the year			
(vi) The amount involved under item(v)			

(g) Is there adequate enforcement machinery? Give details. Do you have any suggestions to make it more effective.

(h) Do you consider that modification/amendments to the existing legislation would meet the problem? If so, what are your suggestions for such modifications?

Note.—Under item (i) and (v), the number of cases of more than 3 years old may be given in brackets, under the main figures.

III. Suggestion to Reduce Incidence of Indebtedness:

(a) What are your suggestions for scaling down the debt of tribals?

(b) What would be the estimate of the amount required for scaling down debts of tribals?

(c) During what period (No. of years) that the debt can be scaled down?

(d) Would you consider that organisation and strengthening of cooperative credit structure would help effectively replace moneylenders in the area? If not, what alternate credit agency—commercial banks, Tribal Development Corporation or any other Agency—can be considered as best solution to effectively meet production and consumption loan requirements.

(e) Would the commercial banks or the Tribal Development Agency be in a position to open branches at such interior places to help the tribals?

(f) Would it be necessary for Government or the Tribal Development Agency to provide loans at concessional rates for Debt Redemption and Land Restoration.

(g) Do you consider that Debt Redemption and Land Restoration has to be given priority before, any other loan is given to tribals? If so, why?

IV. Land Records

(i) Give a brief description of the nature of land tenure in the area?

(ii) Have Cadastral Survey and settlement been done in the Project area/distt. concerned? If so, When?

(iii) What is the position of land records in the project area? Do the records show the names of all the persons having interest in the Land? Are they upto dates? How are the records continuously made upto date, what special steps are necessary to make them upto date within a short time?

(v) In case the land records cannot be made upto date soon, what steps are to be taken, to ensure adequate credit flow both short and term loans to tribals for ameliorating their economic conditions? Would it be possible to ensure this by administrative measures? If so, what are your suggestions?

(vi) Is surplus land allotted to tribals? What are the existing instructions in this behalf?

V. Land Restoration

(i) Is there a law prohibiting land alienation? If so, give a copy of rules and executive instructions and uptodate amendments, if any.

(ii) Is adequate legal protection available for the tribals in regards to restoration of their land from moneylenders, petty traders or other non-tribals?

(iii) Do you consider that the existing legislative provisions in this regard are adequate? If not what are your suggestions for improvement of the existing provision?

(iv) Details of present enforcement machinery : (Last 3 years)

Rs. in thousands

	1968	1969	1970
(a) Number of cases brought forward at the beginning of the year.	(a)		
(b) The amount involved in item (a)	(b)		
(c) Number of cases disposed of during the year	(c)		
(d) The amount involved under item (c)	(d)		
(e) Balance of number of cases at the end of year.	(e)		
(f) The amount involved under item (c)	(f)		

NOTE.—Under item (a) and (c) the number of cases of more than 3 years old may be given in brackets, under the main figures.

(v) Have you any special suggestions to give to enable the tribals to restore their lands for-self-cultivation or development?

(vi) Would long-term loans at cheap rates for purchase of ownership rights help solve the problem of land restoration by tribals?

(vii) Which Agency is best suited to provide such long-term loans to tribals? Give reasons for your suggestions.

VI. General

(i) What are the methods adopted by the moneylenders, commission agents etc. to keep the tribals under their control? What are your suggestions to overcome such difficulties?

(ii) Any other suggestions you have on the problems of:

(a) Debt redemption;

(b) Improvement of land records, and

(c) Land restoration.

Abstract of Replies Received from The Tribal Development Agencies to The Questionnaire Issued by The Department of Agriculture.

1. Extent of Indebtedness

(a) Has any estimate been made of the extent of indebtedness of the tribals in the Project area/or the district? If so what are the estimates? Please attach a copy of the report or at least give in details its findings.

1. (a)

(1) *Srikakulam*

No survey of Srikakulam District as a whole. However survey conducted in Bhadaragi Tribal Development Block during 1971-72 brings out the following.—

1. Average debt per household	Rs. 157
2. Percentage of indebted household	Rs. 57
3. Percentage of amount borrowed purpose	
(i) Agriculture	57.4%
(ii) Purchase of Bullocks	36.2%
(iii) Family maintenance	6.4%
4. **Sources**	
(i) Sahukars/Money/lenders	7.5%
(ii) Coops. & Girijan Coop. Corporation	90·2%
(iii) Block Office	1·5%
(iv) Taluk Office	N.A.

2. *Singhbhum :*

Survey conducted by Bihar State Welfare Department but report not available with Tribal Development Agency. However, the incidence of indebtedness among the tribals in the Project area is 26.72%, whereas it is 30·70% amongst non-tribals.

3. *Bastar :*

No estimate.

4. *Koraput :*

No estimate.

Q. 1 (b)

If no such survey has been made, is it possible to give a rough estimate? If so, furnish the estimate taking into account the available information in the Registration Office, about secured debts through mortgage of land etc. and also any other type of information on cases pending with courts relating to Moneylending etc.

1. (b)

(1) *Srikakulam :*

The moneylenders do not register themselves and any estimate of indebtedness is considered as hazardous. However, the special staff appointed from time to time in the scheduled areas—roughly 1/2 of the total area of the District—the followinge cases of indebtedness have been detected :—

Year	*Total No. of Tribals detected indebted*	*Total amount of debts (Rupees)*
1969	37	5,162
1970	12	602
1971	24	1,030
1972	677	1,13,995

(2) *Singhbhum :*

No information.

(3) *Bastar :*

Tribals incur debts for the following purposes;

(i) Last rites of their orderly relatives.

(ii) Marriages.

(iii) Paddy seed.

No cases of registration of mortgages have come to notice. Most of the transactions pertain to sale of land.

(4) *Koraput :*

No survey. Sample Survey reports of two tribal villages reveal *inter-alia*;

(i) Government loans preferred by tribals but these are neither available in adequate quantity nor in time.

(ii) Rate of interest of private loan, in a specimen case is one bag of paddy per year for every Rs. 100 i.e. 45% per year. The Sahukaras insist more on interest than for the capital and lift the crop every year.

Q. 1. (c)

The incidence of indebtedness source-wise (last 3 years).

1. *Srikakulam :*

(i) Cooperatives :	1970
(a) Current	12.51 lakhs
(b) Overdues	Rs. 5.21 lakhs
(c) Award proceeding under way	—
(ii) Commercial Banks	
(iii) Government :	
(a) Current	Rs. 3.56
(b) Overdues	Rs.1.64
(iv) Private Moneylenders :	

(2) *Singhbhum :*

(i) **Cooperatives :** Rs. 1.84 lakhs in 1970 both current and overdue. Roughly 20% to 25% of the amount relates to non-tribals.

(ii) **Commercial Banks :** No estimate. Very little financing by Commercial Banks in Tribal Project area and whatever the scale, it is to persons other than tribals.

(iii) **Government :** Rs. 1·18 lakhs in cash and 4230 quintals in kind from graingola dues. The figures include roughly 38% to 40% loaning to non-tribals.

(iv) Private moneylenders : No figures available but generally loan from private moneylenders amongst the tribal prople is rather very small.

(3) *Bastar :*

(i) **Amount due to Cooperatives :**

		As at the end of (Rs. in '000)		
		1968	1969	1970
(a) Current	(a)	213	45	311
(b) Overdues	(b)	342	456	359
(c) Proceedings under way	(c)	95	..	73
(ii) **Due to Commercial Banks :**				
(a) Current	(a)	..	14	14
(b) Overdues	(b)	..	..	14
(iii) **Due to Government :**				
(a) Current	(a)	72	88	82
(b) Overdues	(b)	161	118	107

(iv) **Moneylenders :** No Estimate

(4) *Koraput :*

	1968	1969	1970
		(*Rs. in lakhs*)	
1. **Amount due to Cooperatives :**			
(a) Current	4.05	2.64	2.05
(b) Overdues	10.14	12.21	12.59
(c) Award proceedings under way	1 .55	4.82	0.06
2. Amount due to Commercial Banks	NA	NA	NA
3. Amount due to Government	NA	NA	NA
4. Amount due to moneylenders	NA	NA	NA

5. Amount due to others : No estimate. However, private unsecured loan is much higher than other secured loan of local businessman.

II (a) Debt Relief Legislation :

Is there any debt relief legislation in force in the district or for the State as a whole? Enclose a copy of the relevant legislation, together with a copy of the Rules and uptodate amendments, if any.

1. *Srikakulam :*

Andhra Pradesh Scheduled Tribes Debt Relief Regulation, 1970 (applicable to Scheduled areas) and Andhra Pradesh (Andhra area) Agriculturists Relief Act, 1933 (in plains) Project area lies both in scheduled areas and in plains.

2. *Singhbhum :*

Bihar Moneylenders' (Regulation of Transaction) Act and Bihar Moneylenders Act, is to regulate money lending.

3. *Bastar :*

Madhya Pradesh Scheduled Tribes Debt Relief Act, 1967 (Act 12 of 1967) in force in this District (Copy available).

4. *Koraput :*

Yes, Orissa Scheduled Area, Debt Relief Regulation (1/68).

II (b)

If so, what are the provisions for scaling down debts?

1. *Srikakulam :*

The debt shall be deemed to have been discharged if the tribal debtor has paid any amount in excess of or equal to the amount of principal either by way of principal or interest. If the amount already paid falls short of the principal such amount as would make up such shortage shall become repayable. The maximum interest rate allowed is 9% per annum simple interest on secured and 12% on unsecured debts. All debts which have been scaled down carry out more than 5% per annum simple interest upto the date of the commencement of the Act of 1970.

Under Agriculturist Relief Act, 1938, no special provisions were made with regard of scaling down of debts of non-agriculturist tribals residing in Plain areas. The provisions of this Act with regard to scaling down of debts in respect of tribal agriculturists as well as non-tribal agriculturists, as follows:—

Where the debtor has paid twice the amount of the principal by way of interest of principal before 1-10-1937 such debt is deemed to be discharged wholly. If the amounts already paid by the debtor fall short of twice the amount of the principal such amount as would make up the shortage, or the principal or part thereof as is outstanding, whichever is smaller shall remain repayable. Interest 5% (of the scaled down) (upto the commencement date of the Act) and 5% 6.1/4% thereafter.

2. *Singhbhum :*

No provision for scaling down.

3. *Bastar :*

As per sanction 14 & 15 of the Act, the principal amount advanced by the creditor is ascertained and it is scaleddown as per schedule-II of the Act if the debt had been contracted before 1964.

4. *Koraput :*

(i) If the debt was incurred before 31-12-1960, 50% of the principal is reduced.

(ii) If the debt was incurred, between December, 1950 to December, 1958, 40% is reduced.

(iii) If the debt was incurred between December, 1958 to December, 1961, 30% is reduced.

II. (c) What is the maximum rate of interest chargeable under the Legislation? Can the moneylenders collect interest in excess of the principal? If so, how much?

1. *Srikakulam :*

5% on outstanding debts upto the date of scaling down. Thereafter, 6.1/4% under Agricultural Relief Act; 9% on secured debts and 12% on unsecured loans under Debt Relief Regulation, 1970 moneylender cannot collect interest in excess of principal.

(2.) *Singhbhum :*

12% on unsecured loans.

(3.) *Bastar :*

6% for unsecured debts, 4% for secured debts, moneylender cannot collect interest in excess of the amount asrtained by the Court according to the provisions of this Act. The Act applies to tribal debtors only and collection of debt or interest is regulated only in these cases which came to the Court.

(4.) *Koraput :*

(i) Under Debt Relief Regulation Act (1 of 1968) secured debts 4½% and unsecured debt 6%.

(ii) Under Moneylender Act (2 of 1968) secured 9% and unsecured 12% moneylenders do collect excess interest.

II. (d) What are the penal provisions?

(1.) *Srikakulam :*

Any person who lends money without due authorisation or who lends money in contravention of the Rules prescribed in the licence is liable Punishment—imprisonment upto 6 months or fine Rs. 100 or both.

(2.) *Singhbhum :*

Non-licensed moneylenders cannot get Court's assistance for realisation of the loan. Licence liable to cancellation on fraudulent practices or on contravention of the provision of the Act.

Penal provision—imprisonment for one year or fine upto Rs. 500/- or both.

(3.) *Bastar :*

Cognizable offence under Section 27 of the Act. Those found collecting discharged loans can be prosecuted.

(4.) *Koraput :*

Under Moneylending Act specific penal provision has been made.

II. (e) Who is the competent authority to enforce this Legislation?

(1.) *Srikakulam :*

Deputy Tehsildar. The Judicial Courts have jurisdiction to deal with the cases under Agriculturists Relief Act.

(2.) *Singhbhum :*

Licensing authority i.e. Sub-Registrar.

(3.) *Bastar :*

Presiding Officer, Debt Relief Court is the competent authority. Debt Relief Inspectors have been appointed to detect cases of contravention of the provisions of the Act.

(4.) *Koraput :*

An Officer not below the rank of sub-ordinate Judge or a Deputy Collector.

II. (f) An estimate of the number of cases taken up, decided, pending and the amount involved.

	1968		1969		1970	
	Srikakulam	*Bastar*	*Srikakulam*	*Bastar*	*Srikakulam*	*Bastar*
(i) Cases brought forward at the beginning of the year.						
(a) Number	37	276	37	118	12	1.32
(b) Amount (Rs. in lakhs)	50·00		50.00	0·43	6.00	0.48
(ii) Cases disposed						
(a) Number	..	269	25	101	..	94
(b) Amount (Rs. in lakhs)	..	1.09	44·00	01.34	..	0.32
(iii) Cases pending at the end of year.						
(a) Number	37	..	12	17	12	38
(b) Amount (Rs. in lakhs)	50·00	0·04	6·00	0·09	6.00	0.16

(2.) *Sinbhghum :*

No cases of scaling down dues during 1968-70. Some cases instituted by the private moneylenders for recovery of loan amounts but mostly these do not concern the tribal people.

(3.) *Koraput*

Not readily available.

II. (g) Is there adequate enforcement machinery? Give details. Do you have any suggestion to make it more effective?

(1.) *Srikakulam :*

Special Deputy Collector with Headquarters at Eloinpet (Bhandragiri), Srikakulam Distrist. These special Deputy Tehsildars are also appointed to implement the protection legislations. They have to be continued for one more year to detect the remaining cases and to take follow up actions to get the debts scaled down in these cases.

(2.) *Singhbhum :*

Enforcement machinery is neither adequate nor it is considered necessary to strengthen it as there is no incidence of last dues amongst tribals.

(3.) *Bastar :*

Presiding Officer, Debt Relief Courts, Debt Relief Inspectors.

There should be a comprehensive provision in the Act to provide for adjudication of all debts contacted before and after 1-4-1967 and the regular Civil Courts should be entrused the work on a permanent basis. Revenue Officers should be empowered to take *suo moto* action to bring the dispute regarding extortion, harrasment of debtors, excessive recoveries etc., to the Court of Law.

(4.) *Koraput :*

Yes, the Sub-Div. Officer, is the competent authority within his jurisdiction to enforce that Regulation, Legal assistance to the tribals should be given.

II. (h) Do you consider that modification/amendments to the existing legislation would meet the problems? If so what are your suggestions for such modifications?

(1.) *Srikakulam :*

The Debt Relief Regulation (1970) which is at present appliable to scheduled areas may be extended to non-scheduled area also to cover the scheduled tribes living in Plain areas.

It is also necessary to make a provision on the Debt Relief Regulation that the moneylenders should declare the particulars of tribal debtors within three months from the date of advancing loans to the Agency Munsiff and the undeclared loans should be deemed to have been discharged fully.

(2.) *Singhbhum :*

Nil

(3.) *Bastar :*

As in previous question.

(4.) *Koraput :*

Yes.

III. Suggestions to Reduce Incidence of Indebtedness.

(a) What are your suggestions for scaling down the debt of tribals?

(1.) *Srikakulam :*

For repaying the scaled down debts, loans be given to the tribals through cooperatives. An Agency be set up to give weekly money and to accept repayments in cash and kind.

(2.) *Singhbhum :*

No incidence ; no suggestions.

(3.) *Bastar*

No suggestions.

(4) *Koraput :*

1. Social education of tribals along with economic development programmes.
2. Opening of Credit Cooperative Societies.
3. Loans from Commercial Banks to tribal agriculturists.
4. Tribal Development Corporation to meet the financial requirements of tribals for cultivation, collection of minor forest produce etc. and provide for marketing of the produce of the tribals. Also supply consumer goods to the tribals.

III (b) What would be the estimate of the amount for scaling down debts of tribals ?

(1) *Srikakulam :*

Rs. 15 lakhs spread over a period of five years.

(2) *Singhbhum :*

No estimate.

(3) *Bastar :*

No estimate.

(4) *Koraput :*

No estimate.

III (c) During what period (No of years) that the debt can be scaled down ?

(1) *Srikakulam :*

About 5 years.

(2) *Singhbhum :*

No suggestions.

(3) *Bastar :*

If M.P. Scheduled Tribes Act, 1967 is made applicable to the loans contracted after 1-4-1967 as well it will take about 5 years to finalise such debt relief cases and scale down the debts.

(4) *Koraput :*

Does not arise.

III (d) Would you consider that organisation and strengthening of cooperative credit structure would help effectively replace moneylenders in the area? If not , what alternative credit agency—commercial banks—Tribal Development Corporation or any other Agency—can be considered as best solution to effectively meet production and consumption loan requirements?

(1) *Srikakulam :*

Girijan Cooperative Corporation Ltd., Viskhapatnam is the best Agency for granting production and consumption loans to the tribals through its primaries.

Sufficient funds be placed at the disposal of the Corporation.

The Corporation be allowed to lend for paying the debts of private moneylenders. Such loans should not stand in the way of his getting production loans.

(2) *Singhbhum :*

Organisation and strengthening of the credit structure would help in replacing the private moneylenders.

(3) *Bastar :*

A plan which meets both the productive as well as non-productive needs of the Adivasis (marriages or the last rites of elders, social needs and sometimes subsistence can give the confidence of the people and show healthy results. The Government would go to the extent of reducing the debts of Adivasis themselves, in suitable cases.

(4) *Koraput :*

Tribal Development Corporation can effectively meet production and consumption loan requirements of tribals.

III (e) Would the commercial banks or the Tribal Development Corporation be able to provide loans at concessional rates for Debt Redemption and Land Restoration?

(1) *Srikakulam :*

Girijan Cooperative Corporation, Vishakhapatnam through its net-work of primaries is operating in the area and is in a position to help the tribals.

(2) *Singhbhum :*

Cooperatives will meet the requirements. Opening of Commercial Banks or Tribal Development Agencies Branches in interior not necessary.

(3) *Bastar :*

Commercial Banks will not have any difficulty. State Bank of India has already spread branches in the interiors of the District.

(4) *Koraput :*

Yes.

III (f) Would it be necessary for Government or the Tribal Development Agency to provide loans at concessional rates for debt redemption and land restoration ?

(1) *Srikakulam :*

Concessional loans necessary for debt redemption. In the non-scheduled areas land restoration can be taken up by long term credit.

(2) *Singhbhum :*

No loan for debt redemption but for land restoration loans on easy terms may be necessary. No estimates possible.

(3) *Bastar :*

It may be necessary and will involve a very small amount.

(4) *Koraput :*

Yes.

III (g) Do you consider that debt redemption and land restoration has to be given priority before any other loan is given to tribals?

(1) *Srikakulam :*

Priority is necessary, (i) to save the tribals from paying higher rates of interest resulting into accumulation of indebtedness (ii) to restore his land and to prevent the moneylenders from sapping out the economic resources through usuary and mortgage with possession of land. The moneylenders harass the tribals and compel them to sell the agricultural and minor forest products at nominal prices because of the latter's indebtedness.

(2) *Singhbhum :*

No priority necessary.

(3) *Bastar :*

Grant of loans for debt redemption and land restoration and for other purposes should be a simultaneous process. The farmers would bring the beneficiaries nearer take-off stage and the latter will help them take-off.

(4) *Koraput :*

Yes, provided the land restoration and debt redemption is given priority before any loan is sanctioned to them.

IV Land Records : (i) Give a brief description of the nature of land tenure in the area.

(1) *Srikakulam :*

All lands in the district are taken over under the Estate Abolition Act, 1948. The project area comprises both settled and yet to be settled areas. The areas of Parvatipuram and Salur Taluks. Settlement operations are going on in the scheduled areas of Parvatipuram Taluk.

(2) *Singhbhum :*

Tenancy holdings, Mandavi Khunthati (Tenant clearing the jungle and making land cultivable) which are neither tenure nor raiyati holdings; village headman (Mund or Pradhan) collects the rent, deposits 74% with Govenment, retain 16% for himself and 10% for Mantri (Superior headmen of the number of villages).

(3) *Bastar :*

(a) Bhoomiswami	2,17,460 hectares
(b) Government Lessee	832 hectares
(c) Village Servants	916 hectares
(d) Bhoodan Dharaks	5 hectares

(4) *Koraput :*

Land held by tribals were surveyed and settled on raiyoti tenure on fair and equitable rent by abolishing the intermediaries.

IV (ii) Have Cadastral Survey and settlement been done in the project area/district concerned? If so, when?

(1) *Srikakulam :*

The scheduled areas of Salur Taluk not managed due to Inter-State dispute between Andhra Pradesh and Orissa. The agency area of Palakonda Taluk was settled in 1941. Plain area of Ichapuram in 1908 and in other areas in 1960 under the Estates Abolition Act, 1948.

(2) *Singhbhum :*

Provisional settlement operations conducted in entire project excepting 39 villages of Kuchai block, in 1964-65.

(3) *Bastar :*

Cadastral survey operation in 94 villages Dantewala Tehsil completed in 1963-64 and 1965-66. The Cadastral survey of 273 villages of Kont Tehsil has been completed during 1967-68 but the records of 206 villages need finalisation.

(4) *Koraput :*

The plain table survey and settlement has been done in the project area. Survey in 1956-57 and settlement with effect from 1-7-1961.

IV (iii) What is the position of land records in the project area? Do the records show the names of all the persons having interest in the land? Are they upto date? How are the records continuously made upto date?

(1) *Srikakulam :*

Land records complete except in Salur Agency area. In Parvatipuram, provisional Pattas are given. The village officers and the revenue staff are making land records upto date from year to year.

(2) *Singhbhum :*

Mostly upto date land records. In new settlement, settlement is done by the village headman to resident raiyats of the villages. As far recorded holdings, mutation takes place in the local Anchols at transfer or sale, exchange or otherwise.

(3) *Bastar :*

Land records of 67 villages of Konta Tehsil are upto date and the records of 206 villages are incomplete. Dantewad Tehsil is a tribal area. M.P.L.R. Code 1954 conferred powers upto the Tehsildars to record the names of co-sharers as well (previously Nambardars name only was recorded).

(4) *Koraput :*

Land held by tenants were recorded in the name of each individual in the Records of Rights and land records maintained upto date.

IV (iv) If they are not made upto date, what special steps are necessary to make them upto date within a short time?

(1) *Srikakulam :*

Does not arise.

(2) *Singhbhum :*

It will be desirable to amend the survey entries suitably by way of correction both in respect of tenants' holdings as well as freshly reclaimed holdings on recorded Gair—Mazrua. The village headman should report periodically the particulars of settlement made by him.

(3) *Bastar*

The land records can be made upto date by recording the names of all such persons who have certain interests and any tillers in the holdings. The mutation work can be completed soon if the powers regarding mutation are delegated to all the officers of Land Records Department apart from the officers of the Revenue Department.

(4) *Koraput :*

Does not arise.

IV. (v) In case the land records cannot be made upto date soon what steps are to be taken to ensure adequate credit flow both short and term loans to tribals for ameliorating their economic conditions? Would it be possible to ensure this by administrative measures? If so, what are your suggestions

(1) *Srikakulam :*

Credit facilities can be extended to the tribals of Salur agency also on the basis of land records such as Adangal maintained by the Revenue Department and by localising the holdings of tribals on field through special survey staffwhe never doubt arises regarding ownership and issue of temporary land certificates.

(2) *Singhbhum :*

Land records are almost upto date and so no difficulty of credit flow.

(3) *Bastar :*

In the absence of separate *Khatas* loans to individuals cannot be sanctioned on mortgage basis. Administrative measures applied for advancing loans to the tribals will not be of much use.

(4) *Koraput :*

Does not arise.

IV. (vi) Is surplus land allotted to tribals ? What are the existing instructions in this behalf ?

(1) *Srikakulam :*

Tribals are being assigned waste lands at 5 acres wet and 10 acres dry in Agency areas and at 2½ acres wet and at 5 acres dry in plain areas. Over 15,000 acres assigned in the lst 2 years.

(2) *Singhbhum :*

All surplus lands available is allotted to landless persons or persons with smaller holdings. Priority being given to Scheduled Castes and Scheduled Tribes.

(3) *Bastar :*

Yes, 547,52 acres of surplus land allotted to tribals in Dantewala Tehsil, 3887,75 acres in Konta Tehsil.

(4) *Koraput :*

Surplus land found in lease open villages, after reservation proceedings are completed, are being allotted to landless persons with preference to tribals.

V Land Restoration (i) Is there a law prohibiting land alienation? If so, give a copy, together with a copy of rules and executive instructions and upto date amendments, if any.

(1) *Srikakulam :*

A.P. (S.A.) Land Transfer Regulation 1 of 1959 prohibited alienation of lands in the scheduled areas.

(2) *Singhbhum :*

Yes, Section 46 of C.N.T. Act. Scheduled Castes or Scheduled Tribes can transfer land only to persons of his caste or class resident within the police station and with the permission of Deputy Commissioner.

(3) *Bastar :*

Land alienation by tribals to non-tribals is prohibited under M.P.L.R. Code 1959 and C.P. and Berar Land Alienation Act, 1916.

(4) *Koraput :*

The alienation of land is prohibited under Orissa Scheduled Area Transfer of Immovable Property Act of 1956 and O.L.R. Act. The tribals cannot dispose of their lands without obtaining prior permission from the competent authority.

V (ii) Is adequate legal protection available for the tribals in regard to restoration of their land from moneylenders, petty traders or other non-tribals?

(1) *Srikakulam :*

Yes; under A.P. (SA) Land Transfer Regulation I of 1959 with regard to all transfers of land since 1917.

(2) *Singhbhum :*

Yes

(3) *Bastar :*

For land transferred in contravention, the Sub-Divisional Officers have been empowered to get it restored.

(4) *Koraput :*

Protection is available with regard to the restoration of lands to tribals, More protection required from moneylenders petty-traders and non-tribal.

V (iii) Do you consider that the existing legislative provisions in this regard are adequate? If not what are your suggestions for improvement of the existing provisions?

(1) *Srikakulam :*

The existing Regulation does not attract the following non-tribal claims in the scheduled areas:—

(a) Lands held by non-tribals prior to 1917.

(b) Transferree from one landholder to another even though they are non-tribals.

(c) Transfers by non-tribals to other non-tribals in Agency areas till February, 1970 ; when the amending Regulation 1970 was passed.

(d) Lands in respect of which the landholders have admitted to non-tribals ryots into possession under the Estates Land Act 1909 prior to notified date.

It is desirable that a regulation empowering the State Government to acquire lands ending the occupation of the non-tribals in the scheduled areas is made.

(2) *Singhbhum :*

Adequate. No suggestions.

(3) *Bastar :*

Adequate.

(4) *Koraput :*

Yes, adequate.

V. (iv) Details of present enforcement machinery (last 3 years) :

(1) *Srikakulam :*

One Deputy Collector, three Deputy Tehsildars and four UD Revenue Inspectors-Head quarters in Elvinpeta for the enforcement of the Legislation in addition to tribal welfare activities.

(2) *Singhbhum :*

No figures for the year 1968-69. Number of cases instituted during 1970 and remaining undisposed at the end of 1970 were 19 (amount not known) (rest of the information nil). There is no case over 3 years old.

(3) *Bastar :*

No such cases during 1969-1970.

	1968		1969		1970	
	Gunupur	*Rayagoda*	*Gunupur*	*Rayagoda*	*Gunupur*	*Rayagoda*
(4) *Koraput :*						
(a) No. of cases brought forward	26	..	104	2180	162	2556
(b) Amount involved	..	..	..	..	..	..
(c) Cases disposed of during the year	33	..	247	629	470	1295
(d) Amount involved : Rs.	..	..	..	60,000	..	..
(e) Balance of cases at the end of the year	104	..	262	151	658	1261
(f) Amount involved (Rs.)	..	..	..	44,000	..	..

V. (v) Have you any special suggestions to give to enable the tribals to restore their lands for self-cultivation or development?

(1) *Srikakulam :*

No suggestions except those given earlier on Item III above.

(2) *Singhbhum :*

No suggestions.

(3) *Bastar :*

Though there is a bar to giving land on annual rent or 'Adhiya', it is not being enforced. The field staff of L.R. Department should be vigilant and guard against malpractices in this regard. Similarly ban against usufructuary mortgage for more than six years should also be enforced vigilantly and Revenue Officers should be given powers to take *suo moto* action to restore possession of land to tribals.

(4) *Koraput :*

1. Wide-scale education programme.
2. Economic development programme.
3. Legal assistance to the tribals.

V. (vi) Would long-term loans at cheap rates for purchase of ownership rights help solve the problem of land restoration by tribals?

(1) *Srikakulam :*

Grant of Long-term loans may help the tribals to purchase the ownership rights of land in the Agency area if provision is made in land transfer Regulation for acquisition of holding under non-tribal occupation by the Government and their re-assignment on payment of value or sale to the tribals.

(2) *Singhbhum :*

Loan on cheap rates and easy terms will help in land restoration but not estimates of the amount required can be made at this stage.

(3) *Bastar :*

Long-term loans not necessary. Land can be restored under Section 170 of the M.P.L.R. Code 1959 without any payment. The Debt Relief Court is taking action to scale down debts of tribals and to facilitate payments in instalments.

(4) *Koraput :*

Yes. It will also help the tribals in restoration of land and to improve the economic condition of the tribals.

V. (vii) Which Agency is best suited to provide such long-term loans to tribals? Give reasons for your suggestions.

(1) *Srikakulam :*

Land Mortgage Banks because they can advance sizeable amounts for reclamation of land and for minor irrigation works. The Land Development Banks should extend their activities to the scheduled areas.

If Land Development Banks cannot cover the needs of the scheduled area, the Girijan Cooperative Corporation, Vishakhapatnam can be entrusted with the work.

(2) *Singhbhum :*

Government because of long-term nature of loans; or Tribal Development Agency, if it functions as a permentnt or semi-permanent institution.

(3) *Bastar :*

Cooperative Societies; because

(i) Members are local people and have correct and intimate knowledge of the applicants.

(ii) Consider demand in realistic manner and ensure econmy in grant of loans.

(4) *Koraput :*

Tribal Development Agency, as it will come in close touch with the tribals.

VI. General (i) What are the methods adopted by the moneylenders, commission agents etc. to keep the tribals under their control ? What are your suggestions to overcome such difficulties ?

(1) *Srikakulam :*

The moneylender advances small amounts and keeps him under his obligation of n ot only repayment of the loan at a high rate of interest but also to sell all produce brought by the tribal at cheaper rate in lieu of accrued interest on loan.

Girijan Coop. Corpn. should arrange advances to the needy tribals at short-intervals, even weekly, and take repayments through purchase of produce sold by the tribals.

The non-tribals should be prohibited to conduct business in the tribal aereas and Girijan Cooperative Societies be encouraged to set up all kinds of business on an extensive scale.

(2) *Singhbhum :*

Incidence of indebtedness is not much. The Commission Agents make part payment in advance to the tribals against promised sale of their produce including minor forest products.

It is necessary to set up a marketing organisation and educate the tribals to market their produce through this organisation. Secondly the tribals may be provided some consumption loan during loan period.

(3) *Bastar :*

The tribals are very poor and honest and have blind faith in moneylenders accounts. The loans (Rs. 50-200) are beyond the repaying capacity of the tribals.

(4) *Koraput :*

Sahukars advance petty loans to the tribals throughout the year when they approach them. The entire crop paddy ragi' tobacco etc. of the tribals is taken away by the Sahukars even if it is in excess of the actual loan taken on one pretext or the other. Tribal can be freed from private moneylenders by advancing him interest-free loan from Government.

VI. General : (ii) Any other suggestions you have on the problems of :

(a) Debt redemption :

(b) Improvement of land records; and

(c) Land Restoration :

(1) *Srikakulam :*

Nil.

(2) *Singhbhum :*

Nil.

(3) *Bastar :*

(a) It is necessary to make the provisions of the M.P. Rini Sahaita Adhiniyam applicable to all cases of loans contracted even after 1-4-67.

(b) Drive by tribal staff and the Land Records Department, Tehsildars, etc. to make a village to village tour and correct land records. It is necessary that officers competent to settle the land with tribals are appointed in sufficient number and settlement of cases on Govt. land and Protected and Reserved forests, are decided early on spot.

(c) No specific suggestion.

(4) *Koraput :*

(a) Social education is necessary. Any Sahukar giving loans without prior permission of local Tehsildar should be punished. Loan on liberal terms should be given to tribals by Government machinery liberally without pledging of land or other security. The loans should be available at village level.

The present Regulation 2/56 is sufficient.

(b) If it is enforced rigidly.

Andhra Pradesh Regulation 2 of 1960 as Amended by Regulation 3 of 1970

A Regulation to provide for the relief of indebtedness among the members of the Scheduled Tribes in the State of Andhra Pradesh

WHEREAS economic and educational backwardness of the members of the Scheduled Tribes in the Scheduled areas in the State, has led to wide-scale exploitation of those members by moneylenders resulting in high incidence of indebtedness among those Tribes;

AND WHEREAS there is reason to believe that there is large scale contravention and circumvention of the provisions of laws relating to money-lending and moneylenders as applicable to the Scheduled Areas in the State by the moneylenders, including unlawful practice of obtaining promissory notes for amounts greater than those actually advanced to the Tribes;

AND WHEREAS for the peace and good government of the Scheduled Areas, it is expedient to relieve indebtedness among the members of the Scheduled Tribes by further scaling down their debts and by barring legal proceedings for the recovery of debts for a period of two years;

AND WHEREAS for the effective enforcement of the provisions relating to money-lending in the Scheduled Areas it is expedient to amend the Andhra Pradesh (Scheduled Area) Money-lenders regulation, 1970 so as to render all loans granted by unlicensed money-lenders null and void, and unforceable in any court of law;

NOW, therefore, in exercise of the powers conferred by sub-paragraph (2) of paragraph (5) of the Fifth Schedule to the Constitution of India, the Governor of Andhra Pradesh, with the assent of the President, hereby makes the following Regulation in the Twentyfirst year of the Republic of India, namely:

1. (1) This Regulation may be called the Andhra Pradesh Scheduled Tribes Debt Relief Regulation, 1970.

(2) It extends to all the Scheduled Areas in the State of Andhra Pradesh.

(3) It shall come into force in all or any of the Scheduled Areas on such date, as the Govt. may, by notification in the Andhra Pradesh Gazette, specify, and the Government may cancel or modify any such notification.

2. In this Regulation, unless the context otherwise requires :

(i) 'Agent', Agency Divisional Officers', or 'Agency Munsif', means the person designated as such by the Government in respect of the Scheduled Areas or any part thereof :

Explanation : The expression (Agency Munsif) includes an Additional Agency Munsif.

(ii) 'Creditor' includes his heirs, legal representatives and assigns;

(iii) 'debt' means any liability in cash or kind whether secured or unsecured, due from a member of a Scheduled Tribe whether payable under a decree or order of a Civil or Revenue Court or otherwise;

(iv) 'debtor' includes his heirs, legal reprsentatives and assigns;

(v) 'Government' means the State Government;

(vi) 'interest' means any amount or other thing paid or payable in excess of the principal sum borrowed or pecuniary obligation incurred, or where anything has been borrowed, by whatsoever name such amount or thing may be called, and whether the same is paid or payable entirely in cash or entirely kind or partly in cash and partly in kind and whether the same is expressly mentioned or not in the document or contract, if any ;

(vii) 'Mortgage' includes his heirs, legal respresentatives and assigns;

(viii) 'Mortgager' includes his heirs, legal respresentatives, assigns;

(ix) 'Scheduled Areas' mean the areas which, immediately before the 1st November, 1956, were comprised in the State of Andhra and which have been or may be declared to be Scheduled Areas by the President under sub-paragraph (1) of paragraph 6 of the fifth schedule to the Constitution ;

(x) 'Scheduled Tribes' means any tribe or tribal community or part of, or group within, any tribe or tribal community resident in the Scheduled Areas and specified any such under Artfcle 342 of the Constitution;

(xi) 'Special Officer' means the Special Officer appointed under Section 9.

3. Certain debts and liabilities not to be affected. Nothing in this regulation shall affect debts and liabilities of a member of a Scheduled Tribe falling under the following heads:

(a) any revenue, tax or cess payable to any State Govt. or the Central Government including the Government in a Union Territory or any other sum due to them, by way of loan or otherwise;

(b) any tax or cess payable to any local authority or other sum due to it, by way of loan or otherwise;

(c) any liability in respect of any sum due to any cooperative society, including a land mortgage bank registered under the Andhra Pradesh Cooperative Societies Act, 1964. (Act 7 of 1964)

(d) any liability in respect of any sum due to a bank.

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Explanation : For the purposes of this Regulation, 'bank' means a banking company as defined in Section 5 of the banking Regulation Act, 1949 (Central Act 10 of 1949), and includes the State Bank of India, constituted by the State Bank of India Act 1955 (Central Act 23 of 1956), a subsidiary bank as defined in the State Bank of India (Subsidiary Bank) Act, 1959 (Central Act 38 of 1959) and a corresponding new bank as defined in the Banking Companies (Acquisition and Transfer of Undertakings) Act 1973 (Central Act 5 of 1970) and any other financial institution notified in tnis behalf by the State Government.

4. *Scaling down of debts*—(1) Notwithstanding anything in any law, custom, contract, decree or order of a court to the contrary, all debts incurred by a member of a Scheduled Tribe before the date of commencement of this Regulation and outstanding as on that date whether such debts are incurred with or without the Scheduled Areas, shall be scaled down in the manner mentioned in sub-section (2) and in accordance with the provisions of this Regulation.

(2) (a) The amount of debt shall be limited to the amount of the principal as originally advanced; and only the principal or such portion thereof as may be outstanding shall be deemed to be the amount repayable by such member on that date;

(b) no interest shall be payable and all interest outstanding on such date, in favour of any creditor, of a member of a Scheduled Tribe, whether the same be payable under any law, custom or contract or under decree or order of a court, shall be deemed to be discharged;

(c) where any member of a Scheduled Tribe has paid to any creditor any amount in excess of or equal to the amount of the principal, whether by way of principal or interest or both, such debt including the principal, shall be deemed to be wholly discharged;

(d) whether the sums repaid by way of principal, or interest or both fall short of the amount of the principal, such amount only as would make up that shortage shall be repayable.

Explanation I : In determining the amount repayable by a debtor under the sub-section, every payment made by him shall be credited towards the principal.

Explanation II : Where a debt has been renewed or included in a fresh document executed before or after the date of commencement of this Regulation, by the same debtor or by any other person acting on his behalf or in his interest, in favour of the same creditor or of any other person acting on his behalf or in his interest, the principal originally advanced together with such sums, if any, as have been subsequently advanced as principal shall alone be treated as the principal sum repayable under this sub-section.

(3) For the purposes of this section :

(i) nothing in sub-section (1) shall be deemed to require the creditor to refund any sum which has been paid to him;

(ii) where the principal was borrowed in cash with an agreement to repay it in kind, the debtor shall, notwithstanding such agreement, be entitled to repay the debt in cash, after deducting the value of all payments made by him in kind at the rate, if any, stipulated in such agreement, or at the market rate prevailing at the time of each payment whichever is higher;

(iii) where a debt has been split up whether before or after the commencement of this Regulation, among the heirs, legal representatives or assigns of a debtor or of a creditor and fresh documents have been executed in respect of the different portions of such debt, the provisions of this Regulation shall continue to apply in respect of each of such portion;

(iv) the burden of proving that the amount of debt has been lent to a member of a Scheduled Tribe shall be on the creditor, notwithstanding the fact that such amount of debt is undertaken to be paid under a promissory note.

5. *Special provision in respect of mortgages with possession*—(1) This section shall apply to every mortgage, which was executed by a member of a Scheduled Tribe at any time before the date of commencement of this Regulation and by virtue of which the mortgage is in possession of the whole or a portion of the property mortgaged to him :

(a) where no rate of interest is stipulated; or

(b) where a rate of interest is stipulated in respect of the principal amount secured by the mortgage or any portion thereof, in addition to the usufruct from the property or in respect of any other sum payable to the mortgage by the mortgager in his capacity as such.

Explanation : A mortgagee shall be deemed to be in possession of the property mortgaged to him notwithstanding that he has leased it to the mortgager or any other person.

(2) The provisions of Section 9-A of the Andhra Pradesh (Andhra Area) Agriculturists Relief Act, 1938 (Act IV of 1938) other than those relating to the payment of interest shall, so far as may be, apply in relation to the mortgages referred to in sub-section (1) as they apply in relation to mortgages with possession governed by the said Act, subject to this variation that for the words 'thirty years' wherever they occur in the said section 9-A, the words 'fifteen years' had been substituted. 38)

6. Where a debt payable by a member of a Scheduled Tribe includes any sum decreed as costs by a Court, or sums lawfully expended by a mortgagee or other persons, in order to preserve the property mortgaged, such sum or sums, shall be recoverable in addition to the sum recoverable under the provisions of Section 4 and 5.

7. (1) In any proceeding for recovery of a debt, Court shall not allow interest on any debt incurred by a member of a Scheduled Tribe after the commencement of the Andhra Pradesh Scheduled Tribes Debt Relief Regulation 1970, at rate exceeding:

(a) Nine per cent per annum, simple interest if it is a secured debt;

(b) twelve per cent per annum, simple interest, if it is an unsecured debt.

(2) Notwithstanding anything in sub-section (1), the Govt. may by notification in the Andhra Pradesh Gazette, alter, from time to time, the rate of interest specified in clause (a) or clause (b) of that sub-section. ım

8. All debts which have been scaled down in accordance with the provisions of this regulation carry from the date up to which they have been scaled down, interest on the principal amount if any, due on that date at the rate previously applicable under any law, custom, contract, or otherwise.

Provided that the rate of interest shall not in any case exceed five per cent per annum simple interest.

9. As soon as may be after the commencement of this Regulation, the Govt. or any authority or Officer empowered by them in this behalf, may, by order, appoint an officer, not lower in rank than a Deputy Tehsildar to be a Special Officer for the purposes of this Regulation and may specify in such order the local limits of his jurisdiction.

10. Where any debt is payable by a member of a Scheduled Tribe on the date of the commencement of this Regulation, the creditor, the debtor or the Special Officer on behalf of the debtor may apply to the Court of the Agency, the Agency Divisional Officer, or the Agency Munsiff, having jurisdiction, for a declaration of the amount of the debt, as scaled down in accordance with the provisions of the regulation, due by the debtor.

Provided that in respect of a decree debt such application shall be made to the Court in which a suit for the recovery of the said debt was instituted.

11 (1). When an application for a declaration of a debt under Section 10 is made, the Court shall after giving the parties concerned a reasonable opportunity of being heard, pass an order declaring the amount of the debt, as scaled down in accordance with the provisions of this Regulation due by the debtor or declaring that the debt has been discharged, as the case may be. In case the Court passes an order declaring the amount of the debt due it shall also pass an order that the said amount shall be paid in such number of instalments as it may deem proper having regard to the circumstances of the debtor and the amount declared due.

(2) If any instalment of the debt so fixed is not paid within three months from the date on which it falls due, the creditor may apply to the Court for a decree in respect of the entire amount remaining payable to him under the order irrespective of the instalments filed and the court, shall on payment by the creditor of the Court fee payable on a suit for such amount, grant a decree to the creditor for such amount.

Provided that the creditor may, on his application be granted a decree for a lesser amount on paying the appropriate Court fee.

Provided further that the Court shall not grant a decree for the attachment and sale of moveable property, cattle and dwelling house of the debtor.

(3) The Court fee, if any, paid by the creditor under sub-section (2) shall be recoverable by him from the debtor in addition to the amount decreed.

(4) If the debtor or the Special Officer on his behalf deposits with the Court, the amount declared to be due under sub-section (1) before an application for a decree is filed by the creditor under sub-section (2) or the amount of the decree granted under sub-section (2) together with the costs including the court fee the court shall grant to the debtor a certificate that the debtor has been discharged, and shall pay the amount to the creditor.

(5) The procedure laid down in the Code of Civil Procedure 1908 (Central Act V of 1908) as applied to the Scheduled areas, for the trial of suits, shall apply to the applications made under Section 10.

(6) No court shall entertain or proceed with a suit or an execution proceedings by the creditor for the recovery of a debt:

(i) If an application has been made under Section 10 in respect of such debt and is pending disposal with the Court;

(ii) if the Court has made an order under sub-section (i) in respect of such debt; or

(iii) if a certificate has been granted under sub-section (4).

12. The Special Officer shall have power to apply and obtain loans on behalf of a member of a Scheduled Tribe from any Cooperative Society or any authority duly authorised by the Government in this behalf and deposit the same with the Court for the repayment of the debts declared under Section 11 by the said Court.

13. No Court fee shall be levied on an application made under this Regulation by or on behalf of a member of a Scheduled Tribe in his capacity as debtor.

14. Nothing in this Regulation shall apply to any debt payable by a member of a Scheduled Tribe who has been adjudicated an insolvent.

15 (1). Any person aggrieved by any original order made under this Regulation may prefer an appeal within two months from the date on which notice of such order is given :

(a) If made by the Court of the Agency Munsif to the Agency Divisional Officer having jurisdiction ;

(b) If made by the Agency Divisional Officer, to the Agency.

(c) If made by the Agent to the High Court.

(2) Every order made in appeal under this section shall be final and no second appeal shall lie therefrom.

16. (1) The Agency may *suo moto* at any time or an application by an aggrieved party, call for and examine the record of any order made or proceedings recorded by an Agency Divisional Officer under this Regulation, for the purpose of satisfying himself as to the legality or propriety of such Order or as to the regularity of such proceeding and after examining such record, may pass such order in reference thereto as the Agency may deem fit.

(2) Every application under sub-section (1) shall be preferred within two months of the making of the Order or the recording of the proceedings.

17. *Bar of suit and applications*—(1) No suit for the recovery of a debt shall be instituted, no application for the execution of a decree for payment of money passed in a suit for the recovery of a debt shall be made, and no suit or application for the eviction of a tenant on the ground of non-payment of a debt shall be instituted or made, against any debtor in any court before the expiration of two years from the date of commencement of this Regulation.

(2) All further proceedings in suits and applications of the nature mentioned in sub-section (1) in which relief is claimed against a debtor, not being proceedings for the amendment of pleadings or for the addition, substitution or the striking off of parties, stand stayed until the expiration of two years from the date of commencement of this Regulation.

Provided that, in regard to property under attachment, the Court may pass such orders as it deems necessary for the custody or preservation of the property or for the sale of such property if it is subject to speedy or natural decay, or, if in respect of it, the expenses of custody or preservation are considered expensive.

(3) In computing the period of limitation or limit of time prescribed for a suit for the recovery of a debt or an application for the execution of a decree passed in such suit, the time during which the institution of the suit or the making of the application was barred by sub-section (1) or during which the plaintiff or his predecessor in title, believing in good faith that this section applied to such suit or such application, refrained from instituting the suit or making the application shall be excluded.

(4) Every transfer of immovable property by a debtor entitled to the benefit of this section made after the date of commencement of this Regulation and before the expiration of two years from such commencement shall, in any suit or other proceeding, with respect to such transfer be presumed, until the contrary is proved, to have been made with intent to defeat or delay the creditors of the transferer.

18. *Power to Make rules.*—The Govt. may, by notification published in the Andhra Pradesh Gazette, make rules for carrying out all or any of the purposes of this Regulation

ANNEXURE V

Some Important Provisions in the Bihar Legislation

I. *Bihar Scheduled Areas Regulation* 1969.

Under this Regulation, the Limitation Act xxxvi of 1963 has been amended to extend the period of limitation to 30 years in respect of immovable property belonging to a number of Scheduled Tribes as spcified in Part III to the Schedule to the Constitution (Scheduled I Tribes) order 1950. The following provision has also been made in the Regulation to restore possession to member of the Scheduled Tribes over land, unlawfully transferred to others :

> "If at any time it comes to the notice of the Deputy Commissioner that transfer of land belonging to a 'raiyat', who is a member of the Scheduled Tribes, has taken place in contravention of Section 46 or any other provision of the Chhota Nagpur Tenancy Act or by any fraudulent method, he may, after giving reasonable opportunity to the transferee, who is proposed to be evicted, to show cause and after making necessary enquiry in the matter, evict the transferee, from such land without payment of compensation and restore it to the transferor or his heir, or in case the transferor or his heir is not available or is not willing to agree to such restoration, resettle it with another raiyat belonging to the Scheduled Tribes according to the village custom for the disposal of an abandoned holding ;

Provided that if the transferee has, within 30 years from the date of transfer, constructed any building or structure on such holding or portion thereof, the Deputy Commissioner shall, if the transferor is not willing to pay the value of the same, order transferee to remove the same within a period of six months from the date of the order, or within such extended time not exceeding two years, from the date of the order, as the Dy. Commissioner may allow failing which the Deputy Commissioner may get such building or structure removed.

Provided further that where the Deputy Commissioner is satisfied that the transferee has constructed a substantial structure of building of such holding or portion thereof before coming into force of the Bihar Scheduled Areas Regulation 1969, he may, notwithstanding any other provisions of the Act, validate such a transfer, where the transferee either makes available to the transferor an alternative holding or portion thereof, as the case may be, of the equivalent value in the vicinity or pays adequate compensation to be determined by the Deputy Commissioner for rehabilitation of the transferor.

Provided also that if after an enquiry the Deputy Commissioner is satisfied that the transferee has acquired a title by adverse possession and that the transferred land should be restored or resettled he shall require the transferor or his heir or another raiyat, as the case may be, to deposit with the Deputy Commissioner such sum of money as may be determined by the Deputy Commissioner, having regard to the amount for which the land was transferred for the market value of the land, as the case may be and the amount of any compensation for improvements effected to the land, which the Deputy Commissioner may deem fair and equitable".

There is also a provision to punish those, who contravene the provisions under law in this regard. The relevant provision is as under:—

> "If any land is transferred in contravention of Section 46 or any other provision of this Act or by fraudulent method and is held or cultivated by any person with the knowledge of such transfer, he shall be punished with imprisonment of either description for a term, which may extend to three years or with fine, which may extend to one thousand rupees or with both and, in the case of a continuing offence, to a further fine not exceeding fifty rupees for each day during which the offence continues.

II. *The Chhotanagpur Tenancy (Amendment) Act* 1969 : *Section* 46 (*c*) *of this Act provides that :*

> "Any occupancy 'raiyat' who is a member of the Scheduled Tribes or Scheduled Castes may, with the previous sanction of the Deputy Commissioner, transfer by simple mortgage his right in his holding or any portion thereof to a society or bank registered or deemed to be registered under the Bihar and Orissa Cooperative Societies Act 1935 or to a Company or a Corporation owned by or in which not less than 51% of the share capital is held by the State Government or the Central Government or partly by State/Central Government and which has been set up with a view to provide agricultural credit to cultivators".

After sub section (3) of Section 46 of the same Act, it is also inserted that "the Deputy Commissioner shall be a necessary party in all suits of a civil nature relating to any holding or portion thereof, in which one of the parties to the suit is a member of the Scheduled Tribes.

The Deputy Commissioner has been given very wide powers to enforce certain provisions. The relevant clauses in the Act are as under:—

(a) "The Deputy Commissioner may, on his own motion or on an application filed before him by an occupancy raiyat, who is a member of the Scheduled Tribes, for annulling the transfer on the ground that the transfer was made in contravention of clause of the second proviso to sub section (1) hold an enquiry in the prescribed manner to determine if the transfer had been made in contravention of clause (1) of the second proviso to sub-section (1) :

Provided that no such application shall be entertained by the Deputy Commissioner unless it is filed by the occupancy tenant within a period of twelve years from the date of transfer of his holding or any portion thereof;

Provided further that before passing any order under clause (b) or clause (c) of this sub-section, the Deputy Commissioner shall give the parties concerned a reasonable opportunity to be heard in the matter.

(b) If after holding the inquiry referred to in clause (a) of this sub-section, the Deputy Commissoiner finds that there was no contravention of clause (a) of the second proviso to sub-section (1) in making such transfer, he shall reject the application and may award such costs to the transferee to be paid by the transferor, as he may, in the circumstances of the case deem fit.

(c) If after holding the inquiry referred to in clause (a) of this sub-section, the Deputy Commissioner finds that such transfer was made in contravention of clause (a) of the second proviso to sub-section (1) he shall annul the transfer and eject the transferee from such holding or portion thereof, as the case may be, and put the transfer in possession thereof.

Provided that if the transferee has constructed any building or structure on such holding or portion thereof the Deputy Commissioner shall, if the transfer or is not willing to pay the value of the same, order the transferee to remove the same within a period of six months from the date of the order, or within such extended time not exceeding two years from the date of the order, as the Deputy Commissioner may allow, failing which the Deputy Commissioner may get such building or structure removed.

Provided further that where the Deputy Commissioner is satisfied that the transferee has constructed a substantial structure or building on such holding or portion thereof before the commencement of the Chhotanagapur Tenancy (Amendment) Act, 1969, he may, notwithstanding any other provisions of this Act, validate such a transfer made in contravention of clause (a) of the second proviso to sub section (1) if the transferee either makes available to the transferor an alternative holding or portion of a holding, as the case may be, of the equivalent value, in the vicinity or pays adequate compensation to be determined by the Deputy Commissioner, for rehabilitation of the transferor".

In Section 49 of the said Act, the following has been inserted after sub-section (4) :

"The State Government may, at any time within a period of twelve years from the date in which written consent is given by the Deputy Commissioner in regard to the transfer of any holding or part thereof, belonging to an occupancy raiyat, who is a member of the Scheduled Tribes, either on its own motion or on an application made to it in this behalf, set aside such written consent and annul the transfer, if after holding an enquiry in the prescribed manner and after giving reasonable opportunity to the parties concerned to be heard, in the matter, if finds that the consent had been obtained in contravention of the provisions of sub-section (1) and (2) by misrepresentation or fraud, and in case any holding or part thereof has been transferred on the basis of such written consent, direct the Deputy Commissioner to take further necessary action under clause (c) of sub-section (4A) of Section 46".

In Section 47 of the said Act, clause (bb) has been substituted with the following :

"(bb) any holding or portion of a holding belonging to any occupancy raiyat may be **sold**, under the procedure provided by the Bihar and Orissa Public Demands Recovery Act, 1914 (Bihar and Orissa Act IV of 1914), for the recovery of a loan granted by a society or bank, registered or deemed to be registered under the Bihar and Orissa Cooperative Societies Act, 1936 (Bihar & Orissa Act IV of 1935), or a company or a corporation owned by, or in which not less than fifty-one per cent of the share capital is held by the State Government or the Central Government, or partly by the Central Government and which has been set up with a view to provide agricultural credit to cultivators; so, however, that if such holding or portion thereof belongs to a member of the scheduled tribes or scheduled castes, it shall not be sold to any person who is not a member of the Scheduled Tribes, or as the case may be, of the Scheduled Castes"

Extracts of Major Recommendations of different Committees, Study teams on Debt-Relief, Land Alienation & Land Restoration concerning Tribal People

(A)

Main Conclusions and Recommendations of the Committee on Debt Relief and Land Restoration

Debt Relief

5.1. The Andhra Pradesh Legislation for debt relief with a provision as in Madhya Pradesh for scaling down of debts may be adopted by all other concerned States with modifications as suited to local conditions.

5.2. The method adopted in Madhya Pradesh for setting up of Debt Relief Courts and appointment of Debt Relief Inspectors can be emulated by other concerned States for relief of indebtedness in Tribal Development Agency areas. The Andhra Pradesh Legislation may also be amended to provide for appointment of staff on the Madhya Pradesh pattern.

5.3. The entire area of operation of the Tribal Development Agencies can, if possible, be declared as 'Scheduled Area' for enforcement of the legislative provisions on Debt Relief, Land Alienation and on Land Restoration.

5.4. Primarily, the responsibility for appointment of additional staff for Debt Relief should be that of the State Government. The State Government should give top priority for this work in the Agency areas. In cases where the State Government are unable to do so, they should put up specific proposals to the Central Government for assistance so that the work is taken on hand and completed quickly.

5.5. A cooperative form of organisation is best suited to help the tribals in follow up measures after debt relief has been provided viz., for grant of assured credit for production (including development of subsidiary occupations), Land Development and even for consumption purposes.

5.6. It would be worthwhile to prepare a composite credit plan for each individual tribal farmer taking into account his debts, the outlay required for the development of the land for subsidiary occupation, the short-term credit needs and even the consumption loans required. A few selected and progressive tribal farmers in each village in one or two blocks of the project area to start with could be located by the Agency and provided with such a credit plan. This is to serve as an extension tool.

5.7. The Bench Mark Survey being conducted in the Tribal Development Agency areas should also cover the problem of indebtedness of the tribals. In case such a Bench Mark Survey has been completed or is in the process of completion, it might be necessary to undertake a survey of indebtedness or tribals, especially in relation to moneylenders for which no records are available in most cases. The Agency may get this done by institutions competent to undertake such a study.

Land Records

5.8. Each Tribal Development Agency should study the position of land records in the project area and locate areas where the records are not up-to-date. Since survey and settlement operations take time, a quick on-the-spot enquiry may be conducted and on the basis of such enquiry the records may be made up-to-date within a period of six months. The State Governments should give top priority to this item of work and appoint the necessary additional staff forthwith. In cases where the State Governments are unable to do so, they should put up specific proposals to the Central Government for assistance so that the work is taken on hand and completed quickly.

5.9. When land is allotted to tribals it should be given on a long-term basis, with the certain rights of occupation, so that they could procure long-term finance for development purposes on medium-term loans for agricultural purposes. Necessary legislative protection should also be provided to such assignees of land.

Land Alienation

5.10. Under the Chhotanagpur Tenancy Act and Bihar Scheduled Areas Regulations, as amended from time to time, comprehensive provisions exist in Bihar for prohibition of land transfers from tribals and competent authorities have been vested with the powers to restore such transferred land back to the tribals. Amendment has also been made to the Law of Limitation so as to enable scrutiny of alienation upto 30 years. Necessary exemption has also been provided to enable tribals to obtain loans from financing institutions, corporations etc., by simple mortgage of their lands. All other concerned States should adopt similar legislation for the purpose.

5.11. The cooperative institution concerned of the area should provide medium-term loans (not exceeding five years) to the tribals to enable them to pay off their old debts and free themselves from the clutches of the moneylenders. If necessary, the Tribal Development Agency may initially provide a sum upto Rs. 5 lakhs, from out of its resources, to the cooperative institutions, as a loan, at low rate of interest.

5.12. The loans to tribals may be provided by the Agency directly through the primary cooperatives (and not through Central Cooperative Bank). The Tribal Development Agency may provide a risk fund contribution at the rate of 10% of the additional loan give by the primary cooperative for covering risks.

5.13. In the tribal areas, if tribal tenants, come forward to purchase ownership rights of land from non-tribal landlords, there must be a provision for the financing institution, especially the land development banks to provide such loans at reasonable rates of interest (not more than 6%) repayable over a comparatively longer period. The Tribal Development Agency should provide risk fund contribution of 3% as also the resultant interest subsidy, on such long term loans. The State Government or the Agency should place some funds, initially as loan with the Land Development Bank to facilitate issue of such loans.

5.14. Legal provisions exist in some States to debar lawyers from appearing in Revenue Courts considering land restoration cases of tribals, as appearance of lawyers usually result in prolonging the cases. Similar provisions may be included in the legislations of all the concerned States.

5.15. The State Governments may also take early steps to strengthen the administrative machinery in the Tribal Development Agency areas adequately to enforce the existing and proposed legal provisions in an effective manner. The Government of India, can only supplement the efforts of the State Government in this regard where necessary.

5.16. Legislation undertaken in different States for providing relief to the tribals in the matter of land alienation, debt relief etc., has given rise to considerable dilatory litigation. Grant of interim stay orders has sometimes been very liberally allowed. The progress of implementing the laws in this respect has not, therefore, been satisfactory. In order to avoid dilatory litigation, it is suggested that legislation designed for the benefit of tribals should be made to secure the protective umbrella of Article 31B of the Constitution. Thus, if the Ninth Schedule to the Constitution were to be so enlarged in scope as to include important items of legislation protecting the interest of tribals, such enactments cannot be challenged on the ground that provisions thereof are violative of any fundamental rights. Further it would be useful if the jurisdiction of ordinary civil courts were to be completely excluded in the matters relating to the implementation of laws protecting the interest of tribals.

(B)

Summary of Recommendations on Problems of Indebtedness in the Interim Report on Whole Village Development Programme of the National Commission of Agriculture

Problem of Indebtedness

7. In order that the small and marginal farmers can participate in the programme, the State should take steps to free them from the pressure of their debts. The State should provide sufficient funds to the Project (Implementation) Committee at the village level for the settlement of the debts of the small farmers with the moneylenders. These funds should be given to the Committee at a very low rate of interest or at no interest.

8. The Project (Implementation) Committee should go into each case of debt of small and marginal farmers, settle the accounts with the moneylenders and buy off the loans. The cultivators whose debts are thus settled would have the obligation to repay the amount to the Committee in suitable instalments. Where repayment of debt is beyond the capacity of the cultivator even after development, redemption should be considered.

9. In extreme cases where past exploitation has been glaring and the illiteracy and low level of knowledge of the backward classes and special tribes in financial matters has encouraged exploitation, it will be necessary for the State to provide legally for debt redemption.

10. There should be provision for advancing consumption loans by the Committee at the village level. A nucleus fund of about one year's needs may have to be provided by the State which will go into the gramkosh and can be utilised as a revolving fund to meet the urgent consumption needs of the small and marginal farmers. In a bad agricultural year, this fund can be used for general relief with the concurrence of the Committee.

(C)

Report of the Task Force of the Planning Commission on Development of Tribal Areas for the 5th Plan on Debt Relief and Land Restoration

I. *Problem of Indebtedness*

17. Tribal economy still considerably rests on barter of commodities and services and most loan transactions are carried out not in money but mainly in labour and kind. Hence repayment of loans include both capital and interest thereon; and it is always expressed in ratios and times and not in absolute amounts of money. Due to lack of monetisation, direct exchange of present real goods (for example seed advanced by a landlord to his tenants in tribal areas) for future real goods is common. Commodity rate of interest goes with commodity loans which leads to indebtedness. Living in a subsistence economy, tribals fall into debt even for purchase of agricultural requirements like seed and implements, and especially for performance of their socio-religious obligations, and occasionally for their daily requirements like cloth, salt and kerosene. This provides an opportunity for large scale exploitation of tribals by local moneylenders.

67. Linked with the alienation of land is the problem of indebtedness among tribals who pledge their lands to obtain agricultural inputs in cash and kind to the moneylenders. Legislative and executive measures for controlling moneylenders in tribal areas operate in most of the States and Union Territories which have sizeable tribal population. But it is doubtful if rules for enforcement of the legislations have been framed in all cases. Specific provisions of these legislations require to be reviewed. (For example, Bihar Moneylenders Act 1959 has a limited value since it does not apply to moneylenders whose credit does not exceed Rs.500/- during a year). Also, the provisions of the Act do not apply to loans made in kind. Apart from these loopholes, moneylenders also adopt devious methods to circumvent the protection given by the existing laws and regulations. This is a most difficult problem to solve, since most transactions between tribals and the moneylenders are oral and even if records do exist they are manipulated with a view to evade the law. Therefore, comprehensive review of the legal framework regarding indebtedness is necessary.

Credit Facilities

68. The other remedy to tackle the problem of indebtedness lay in providing wider coverage of institutional credit in tribal areas. Financial institutions would require to orient their methods of operation to suit the special needs of tribals. Lastly, social education of tribal should be undertaken on these aspects with the assistance of official and non-official agencies who have the confidence of the tribals. It is suggested that credit requirements of the tribals must cover both unproductive and productive purposes. It will be necessary to work out suitable schemes and device procedures which take into account the special features of tribal areas. The quantum of subsidy and loan under each programme may be defined. The subsidy of loan portion of any scheme ultimately may be financed from different sources at the State or the National level but it should be channeled through one point at the field level. Similarly, schemes for long term, medium term and short term loans both for productive and non-productive purposes may be prepared. The ultimate financing at the State or National level may be done by different institutions but again at the field level they should be channeled through a single point.

II. *Problem of Land Alienation*

9. The major hurdle to development of tribal agriculture is in the problem of land alienation. A considerable number of tribal land has been alienated to moneylenders, superior farmers and for industrial projects. This has accentuated conflict between land-owners and the landless. The problem, therefore, has to be viewed in terms of legal reforms in land tenure system.

10. Most of the States and Union Territories have land tenure statutes to safeguard the interest of tribals. A list of legislative and executive measures taken by the States/Union Territories, is appended at Annexure-V. The question of abolition of intermediary land tenure known as "muttadari" prevalent in some scheduled areas, and its replacement by "ryotwari" settlement has now been considered in some States. Also, the tribals are unable to benefit from credit facilities from Cooperative Land Mortgage Banks because either they happen to reside in notified villages or they do not have "pattas".

63. Since, tribal communities primarily depend on land, relationship of the tribals with land legislative and administrative measures so far taken require to be examined. It is observed that often the relationship between tribals and their lands is not purely of economic nature. Frequently, legislative and administrative measures are adopted overlooking the peculiar relationships between tribal communities and their lands leading to complications. A thorough understanding of the customary rights of the tribal communities in respect of land and pattern of land distribution and organisation of such rights will be necessary for evolving any programme based on land. After undertaking an assessment of the changes which are taking place in the socio-economic land tenure system in the tribal areas due to social contact between tribals and non-tribals and changes in governmental policy, a review of the legislative and executive measures, seem imperative. It is suggested that, customary rights of tribals in land and forests may be recognised. It is inevitable that many of the customary rights of the tribals would require change in course of time for a larger national interest. However, it must be kept in mind that the tribal interest were not trampled upon. The specific conditions to be considered are of three categories, viz., communal ownership, land settled with Chief on behalf of the community, and lastly individual ownership.

Completion of Land Records

64. It has not been possible to ensure a uniform approach in different parts of the country in identifying the problem of tribal rights on land and forests. Therefore, detailed information about specific conditions prevailing in specific tribal areas will have to be obtained for formulating appropriate policy. It is noted that survey of settlement operations and preparation of records of rights and in some parts of the country cadastral surveys have not been made and records of rights do not exist. In the absence of such surveys, tribals find it difficult to obtain loans from cooperative societies or commercial banks. Therefore, records should be prepared as early as possible. In order to take administrative and legal measures for preparation of records of and ownership in atmosphere of confidence need to be created among the tribal people. Certain measures like survey and settlement operations and preparation of land records, protection against alienation of land, restoration of alienated land since 1947, priority given to tribals to settle on distributed land, concessional facilities for development of land, elimination of exploiting class of moneylenders etc. are measures to be adopted to solve economic destitution of tribals.

Legislative Measures

65. In most of the States with sizeable tribal population legislative measures mainly restrict alienation of tribal land. These legislations are of various types: (1) restriction of transfer by sale, of tribal land to non-tribals without any restriction against transfer to other tribals (Orissa, Rajasthan); (2) restricting transfer of tribal land to any person, whether tribal or non-tribal with a slightly flexible approach, in case of transferee belonging to the same tribe (West Bengal); (3) restricting transfer of tribal land from any person, whether tribal or non-tribal (Schedule Areas of Andhra Pradesh); (4) restricting transfer of land of Scheduled Castes, Scheduled Tribes and other backward classes to other (the tribal belts in the plains of Assam); (5) declaration of reserved areas, where acquisition of interest by a person other than members of the local tribals, except with the previous sanction of Chief Commissioner is prohibited (Andaman, Nicobar and Minicoy Islands).

66. It is noted, however, that these restrictive legislations often create buyers' market for the more affluent sections among the tribes. Also, it is felt that all these legislations are being circumvented by (1) not registering the transfers, (2) by concealing the name of community. The transfer of land actually had different connotation in different situations in tribal areas. It is not a question of merely exploitation of innocent tribals by cunning people. Since the operation of restrictive legislation, a new class has emerged from among the tribals who are exploiting the weakest. Further, in some cases, improvement in standard of living of the tribals in various parts of the country has also contributed to large scale transfer of their lands. It is noted that when transfer of land takes place through acquisition by the Government the tribal community tend to look on the progress as alienation. Therefore, mere administrative or legal approach cannot meet the problem of alienation of land. It should be the endeavour of the Government to restore all lands alienated from tribal people since 1947.

(D)

Recommendations made in the Report of the Expert Committee on Tribal Development.

I *Credit.*

28. No firm figures for the non-productive credit needs of the tribals are available. Isolated studies show that about 60% of the tribal families are indebted and the average loan is about Rs. 300/- per family. The total debt on tribals in the country may

be of the order of Rs. 240 crores. Out of this loan 60% is estimated to have been advanced by moneylenders. Thus, the total outstanding advances of moneylenders in the tribal areas, may be about Rs. 144 crores. These are rough estimate. Efforts made so far for debt reconciliation through various laws may have ameliorated the situation partially. However, as no alternative source of financing has been introduced in these areas, the total non-productive outstanding loans on tribals cannot be less than Rs. 100 crores. A beginning with a nucleus fund of atleast Rs. 5 crores and adequate credit from the Reserve Bank of India, say Rs. 20 crores,will have to be made in these areas.

29. It is estimated that 1% of the indebted families i.e- about 80,000, are bound by very adverse service relationship with their creditors. If average debt on this group is Rs. 300 per family, the total debt will be of the order of Rs. 2.4 crores. To liquidate those adverse service relationships, a provision of Rs. 2 crores will have to be made.

41. To assess the requirement of credit for production purposes, it will be necessary to review the progress in general sector. In the year 1968-69 Rs. 610 crores was advanced as cooperative loan to about 45% of the rural households. Thus outstanding credit per household in 1968-69 was Rs. 169/-. The total advance in the year 1972-73 is anticipated to be of the order of Rs. 1650 crores covering 60% of agricultural households, which will take per household credit to Rs. 350/-. Cooperative credit in tribal areas should reach atleast the 1968-69 general level by the end of the Fifth Five Year Plan for which a total allocation of Rs. 60 crores should be made.

II. *Land Alienation*

23. Depriving the innocent tribal of his land, through fraud or through legal sale at nominal price, has been a common feature of tribal areas. State Governments have taken steps both legal and administrative, for preventing such transactions. There has been some relief, yet the problem continues to grow in the wake of the opening up of backward areas. Certain States have decided even to reopen all the old transactions and examine their validity. In view of only partial success of protective measures and considerable damage to the tribal economy all the transactions after 1947 should be reviewed. It should not be left to the tribal to question these transactions but it should be the responsibility of the State to see if he has been deprived illegally and unreasonably of his land. Free legal aid for this purpose should be provided and the administration should be required to start *suo moto* proceedings. This review should be completed in the first two years of the Fifth Five Year Plan. An *ad hoc* provision of Rs. One Crore for legal assistance may be made.

III. *Survey and Land Record*

37. Preparation of basic land records is the first prerequiste of planned economic development. Land records in tribal areas are generally unsatisfactory. Therefore, record of rights should be prepared quickly for formal conferral of rights as also to enable the tribal to derive benefits of institutional finance. Extremely backward areas will need special care as in some cases law and practice may be different. The normal procedures and concepts may require suitable amendment. The Tribal Research Institutes should attend to this job and help the Revenue authorities in formulating definite schemes. Preparation of land records should be taken up urgently and full survey of all tribal lands must be completed by the end of the Fifth Five Year Year Plan. A provision of Rs. 10 crores for this programme should be made.

VIII

BACKGROUND PAPERS ON EXCISE POLICY

CONTENTS

EXCISE ADMINISTRATION IN TRIBAL AREAS—A PAPER FOR CONSIDERATION OF THE SUB-COMMITTEE OF PROHIBITION ADVISORY COUNCIL.

MINUTES OF THE MEETING OF THE SPECIAL COMMITTEE (OF THE CENTRAL PROHIBITION COMMITTEE) ON EXCISE ADMINISTRATION IN TRIBAL AREAS HELD ON THE 21st MAY, 1973.

EXCISE ADMINISTRATION IN TRIBAL AREAS—A PAPER FOR CONSIDERATION OF THE SUB-COMMITTEE OF PROHIBITION ADVISORY COUNCIL

Perspective

1. Under Article 46 of the Constitituion it is the duty of the State to protect the members of Scheduled Tribes from social injustice and *all forms* of exploitations. The Constitution not only enjoins upon State this special responsibility but also gives the executive adequate authority for effective and expeditious action. In the approach to the Fifth Five Year Plan, removal of poverty has now been accepted as a major task to be accomplished. The first pre-requisite for the removal of poverty is elimination of exploitation. In the new approach to the problem of tribal development, highest priority has been accorded to all those programmes which help in elimination of exploitation which should become an integral part of the plan for tribal development.

2. One of the worst forms of exploitations, which is reported from tribal areas, is the prevalent practice of liquor vending. The Problem, therefore, needs urgent examination in all its facets and tackled effectively.

Historical Review

(a) *Pre-independence Era*:

3. Drinking in tribal areas has been widely prevalent. The Mahua tree is treated as sacred by most of the tribals and is worshipped. However, drinking can be said to be a part of their social milieu and has to be considered in that context. In an essentially subsistance non-monetized economy, a healthy drink is as much a produce of the land as any other article of food. Most of the local beverages are not intoxicant. It has an invigorating effect and has some food value also. In a social structure, based on non-monetised economic relationships, drinking cannot become an unbearable burden nor can one indulge in it at the cost of other essentials of life. In this stage and form it can be said to have acclimatized to their social situation.

4. This was the delicate balance in the beginning. This balance was disturbed by the introduction of system of liquor administration alien to the areas. The government and the liquor vendor became interested parties in the drinking of the tribal. Although the rapacious colonial administration claimed that its policy did not aim at increasing revenue, in practice the tribal was almost forced to drink. As early as 1930s, Shri W.B. Grickson, in his famous book "Marya Gones of Bastar" stated that introduction of an alien system of outstill in Bastar not suitable to the local condition introduced the contractor who was interested in maximising his profit. The old system of a village servant who prepared a drink when the village community so desired was discontinued. The result was a level of drinking unparalleled anywhere else and untold misery. Another enquiry in Bombay Presidency in 1938 by Mr. D. Symington noted that "the excise policy of British Administration, in making the sale of liquor a source of revenue in the State, had devastating effect on the tribal people".

(b) *Post-independence period :*

5. In pursuance of our socialistic aims and concern for the weakest sections it was but natural that all aspects of tribal economy should have come under close scrutiny of the Government and various Commissions and Committees appointed from time to time. The Scheduled Areas and Scheduled Tribes Commission (Dhebar Commission), which was appointed in 1960 under Article 339 of the Constitution, examined this problem in great detail. They were surprised to find that in some places distilled liquor has entered tribal areas after independence. They observed that "we do not understand the need for this type of arrangement when the tribals have their own favourite beverage which, from social as well as ceremonial point of view, they regard as quite sufficient". In the latest report (1970-71) of the Commissioner for Scheduled Castes & Scheduled Tribes, late Prof. N. K. Bose describes liquor vendors as agents of exploitation in the tribal areas. The Dhebar Commission recommended that "sale of distilled liquor should be discontinued forthwith".

6. The recommendations of the Dhebar Commission were forwarded to the various State Governments. It appears that the impact of existing excise administration on the economic conditions of the tribal has not claimed the attention of State Governments and this important recommendation has remained unimplemented.

7. It is reported that in some areas the revenue from excise did not rise appreciably in the decade 1950-60 but has become three to four times in the decade 1960-70. (The data requested from various States has not been received. A supplementary note will be forwarded after the figures are received). This is ominous as for every rupee the State earns as revenue from the excise, the actual burden on the tribal is four to five times.

8. The adverse effect of liquor policy has been causing concern at various levels. A large section of Members of Parliament have severely criticised this policy many times on the floor of the House. Some Members of Parliament submitted a memorandum to the Prime Minister on 22-12-1972 who strongly urged that the sale and use of distilled liquor should be discontinued forthwith in the tribal area and the system of liquor contracts must be abolished. The Members of Parliament were emphatic in their suggestion. According to them, the total harassment to the people and the effect on the socio-economic conditions of the people of the present excise policy is so great that we would prefer a shorter allotment on development expenditure if a cut is a must to make good the revenues of the State Governments. This shows the intensity of their feelings on this subject. The Prime Minister has also been concerned with this continued exploitation of tribals. She has commended the suggestion of Members of Parliament given in the above memorandrum. The Central Advisory Committee on Prohibition, in its meeting has expressed grave concern about the situation in tribal areas and given this important task to this sub-committee for consideration.

Liquor Contractor and the Tribal

9. The present system of liquor vending, both outstill and supply, is proving to be a disaster to the tribal economy. The liquor shops, of whatever variety, when opened in an extremely backward area inhabited by simple communities result in introduction of most undesirable elements. It has been observed that the liquor shops have served as a funnel through which anti-social elements from the advanced areas of the country find easy way into these backward communities. They indulge in all undesirable activities. The owners of these shops are reported to engage 'lathaits' and create a state of terror in the region. It is alleged that they forcibly enter Adivasi huts without any fear of authority, sometimes under the guise of helping the authority, to check and detect illicit distillation. The licenced shops are also alleged to engage a large number of 'Ferry wales' who go from village to village and establish informal sub-shops in almost all villages. This practice has been referred to even by the Dhebar Commission. The tribal community has no relief against these illegal activities. These illegal shops in almost every village become a great temptation to the Adivasi youth. A tribal gets into debt, sometimes real and sometimes imaginary. Land alienation begins notwithstanding the laws against it. There are allegations of informal official pressure on the contractors to raise their auction bid. Once the contractor obliges the administration, he takes the administration for granted and does anything he likes in these areas. It is reported that in certain areas there are almost compulsory levies per family or per plough or per marriage in the form of minimum consumption of liquor on the point of threat that if he fails to pay he will be hauled before law for real or imaginary cases of illicit distillation. The strong men of the liquor trade are able to keep on the right side of lower bureaucracy belonging to various departments including excise, police, revenue, forest. The tribal considers himself to be alone against this alien group. Some recent studies tend to show that higher state revenues of excise are positively co-related to higher incidence of indebtedness and land alienation.

Excise Administration in Tribal Areas and Prohibition

10. A distinction has to be made between prohibition and excise administration in tribal areas. The central question in these areas is that of sale and consumption of distilled liquor as distinct from the use of indigenous beverage. This distinction must be clearly appreciated. All the observers of the tribal scene, right from the days of British Administration in the early thirties to the Dhebar Commission, have severely criticised the policy of government regarding the sale and distribution of distilled liquor. When it is stated that drinking is a part of tribal life, the reference is not to the distilled liquor but to the indigenous liquor. It will be necessary to consider our policy clearly in terms of distilled liquor and the liquor contractor. That can be achieved through administrative measures.

11. In the simple socio-economic situation, introduction of distilled liquor and contract system are most likely to result in the evils which have been mentioned above. It may be argued that tightening of administration may alleviate to some extent the conditions of the people. The experience of more than 40 years is against such a possibility. Any proposal to tighten the administration without attacking the root cause of the problem will be tantamount to ignoring the problem. Whatever may be the policy, in the context of limitless opportunities to amass easy money in these simple societies, if once the type of people who generally are found in liquor trade are allowed a foot-hold in these regions, the associated exploitation is inevitable. Therefore curbing exploitation by mere administrative fiats has to be ruled out completely.

Problem of Illicit Distillation

12. Another question which has to be considered is whether abolition of the contract system will not give rise to illicit distillation. The answer to this question is a clear 'no'. Firstly, even now, notwithstanding the law, local communities do prepare their own beverages sometimes surreptitiously and sometimes in league with local officials. If the preparation of local beverage is allowed, it will no longer be illicit. Once the tribal can get his own brew, there will be no possibility of illicit distillation as that product will have no buyers. The question in the context of bigger towns and industrial complex in these areas, however, is on a different footing which needs a separate consideration.

Distribution through Governments Shops

13. If liquor contractor is the problem, the sale and distillation through Government agency could be considered. In this case also, the question of local beverages will still continue and tribals will continue to be harassed by the lower bureaucracy. It is extremely doubtful if the excise administration will be able to keep a watch over a vast sparsely populated area having no means of communications. Excise contractor being personally interested party is able to spread his own net of informers and keep a check which results in other type of excesses and exploitation. Government shops, however, will not be able to exercise vigilance and harassment will continue. Thus, this system will not yield much revenue, yet will continue to leave the tribal at the mercy of lower officials for consuming local beverages which is their custom. This alternative also thus is not satisfactory.

It is thus clear that preparation, distribution and consumption of distilled liquor through any agency in tribal areas should be discontinued.

Effects on Consumption

14. Whether the abolition of contract system is likely to increase in the incidence of drinking? It is well considered view that a social norm tends to be within limits. In these circumstances the local community will decide when to prepare the beverage. It is likely to be limited to special occasions only. No individual will have the freedom of going and getting the liquor as and when he chooses. Also the very physical limitation of availability of mahua and its alternative uses will impose an upper limit on its consumption. The experience of Maharashtra and Gujarat, quoted by Dhebar Commission, of prohibition also points in the same direction.

15. The above is not an isolated case of tribal's awareness of the problem of drinking. In a number of tribal areas strong movements have arisen from time to time which have dissuaded the tribals from drinking distilled liquor. The Bhagat movement in Gujarat, the Mohani Devi movement in Madhya Pradesh, the Tana Bhagat movement in Bihar are only a few instances. It is also reported that in Northern Bastar a strong reformist movement arose some fifteen years back and the liquor consumption went down steeply. Again, recently in Bastar a new movement got wide currency mainly on the platform of leaving distilled liquor and taking only indigenous beverages. However, as the local beverage is illegal, the whole administration comes heavily against such moves particularly because a strong vested interest is always there to prompt it. It is, therefore, necessary that the vested interest must be eliminated if the healthy social forces are to gain ground in these areas. Also, once the local beverage is no longer illegal, there is no chance for illicit distillation.

Future policy regarding local beverage

16. Having thus considered the various aspects of supply and sale of distilled liquor in the tribal areas it is for consideration as to what future policy has to be with regard to the local beverage. What is required is better educational effort so that there is a general atmosphere of temperance among the people. This is the general argument of those who advocate free sale of liquor in other areas. An educational programme in tribal areas is bound to succeed as these community are highly organised. Once their leadership is convinced about a particular line of action its implementation is easy unless some vested interests try to interfere. In a number of tribal areas, the local leadership has succeeded in imposing almost a ban on use of liquor or even local beverages on social occasion. In some areas they have made rules prohibiting individuals appearing in public in a state of intoxication, except on festive occasion. In a number of cases, some tribal communities have opted for prohibition under the declared policy of State Government to close liquor shops where more than 60% opt for the same. It is reported that in many areas as many as 99% people opted for closure of liquor shops. This shows clearly the prevailing mood the tribal communities in relation to the distilled liquor. If these spontaneous social forces are supported by a healthy educational programme in the tribal areas, there is no doubt that even consumption of the local beverage will go down. Thus, the new policy will not only eliminate one of the most important sources of exploitation but also lead the tribal community on the path of a happier and healthier life.

17. In respect of the local beverages, it may be made clear that it is meant only for personal and social consumption. It shall not be allowed to be sold in the tribal *hats* on a commercial basis. The enforcement of this regulation should be made the responsibility of the Panchayat of the village in which the *hat* is situated. The Tehsil Panchayat should have the full responsibility of administering these regulations in all the tribal *hats* of the tehsil. If the Panchayats are given these responsibilities and they are made to realise its importance, particularly with reference to the present system, there is no doubt that they will effectively enforce it specially because the tribals have a very bad taste of the present system. In fact they are prepared to sacrifice anything, if they can be saved from this exploitation.

Towns and Industrial Areas

18. Lastly, is the question of non-tribal urban and industrial complex in the tribal regions. A different policy would have to be followed in their case. Supply system may be introduced and effective administrative machinery in these small complexes may be deployed so that these shops do not become base for illicit liquor trade in the adjoining tribal areas.

Points for decision

19. The following points for decision in relation to vending of liquor in tribal areas arise:

(a) The vending of distilled liquor in tribal areas through contractors or government shops both under outstill system and supply system should be discontinued;

(b) Where prohibition is not in force, tribals should be allowed to prepare their local beverages for individual and social purposes but not for commercial purpose;

(c) The local panchayats should be given the responsibility of enforcing the law against commercial preparation of local beverages;

(d) Spontaneous social movements and educational programmes should be supported to reduce the consumption of local beverage by the tribals particularly on social occasions: and

(e) In industrial complexes and towns in tribal areas, supply system should be introduced with effective enforcement machinery.

Minutes of the meeting of the special Committee (of the Central Prohibition Committee) on excise administration in Tribal Areas held on the 21st May, 1973 in Room No. 602, Shastri Bhavan. New Delhi.

PRESENT

1. Prof. S. Nurul Hasan,
Minister of Education & Social Welfare in Chair

2. Shri P.N. Luthra,
Additional Secretary.

3. Smt. P.P. Trivedi,
Joint Secretary.

4. Shri S. Sathyam,
Deputy Secretary.

5. Shri T.S.N. Swami,
Under Secretary

Minister of Home Affairs

1. Shri F.H. Mohsin,
Union Deputy Home Minister.

2. Shri S.R. Mane,
Commissioner for SC & ST.

3. Dr. B.D. Sharma,
Director.

4. Shri S.K. Kaul,
Deputy Commissioner for SC & ST.

States

1.	*Assam*	Shri A.P. Sarwan, Special Commissioner.
2.	*Madhya Pradesh*	Shri S.S. Mushran, Finance Minister.
3.	,,	Shri R.S. Pramar, Excise Commissioner.
4.	*Maharashtra*	Dr. M. B. Popat, Minister (Prohibition).
5.	,,	Shri A.D. Samant, Director (Prohibition & Excise).
6.	*Orissa*	Shri A. Prakash, Special Commissioner (Liaison).
7.	*Rajasthan*	Shri C.M. Baid, Finance Minister.
8.	,,	Shri Ramakrishnan, Special Secretary
9.	*West Bengal*	Shri A.K. Mukerji, Secretary (Excise).

Press Information Bureau

Shri R. N. Mahadevan, D.P.I.O.

1. Shri Arvind Netam, Deputy Minister of Education and Social Welfare, who was to preside over the meeting suddenly took ill and could not attend. Prof. S. Nurul Hasan, Minister of Education and Social Welfare, therefore, came to initiate the discussion. Because of his other engagements, however, he was not able to preside over the meeting throughout. He had to leave after initiating the discussion, and requested Shri S.S. Mushran, Finance Minister of Madhya Pradesh, to preside over the meeting.

2. Welcoming the delegates he pointed out that, as directed by the Central Prohibition Committee, this Special Committee was required to examine the problems of the tribal areas so as to protect the tribal population from exploitation by liquor traders. The Excise Policy towards tribal areas varied from State to State. It would be better to have a uniform policy. The role of the Central Government will, in the main, be to promote the evolving of such a policy. Ultimately it would be for the States to accept and implement it. He, therefore, wanted the Special Committee to lay down effective guidelines as would be acceptable to all the States.

3. The members gave a brief description of the situation obtaining in their respective States as shown in the Annexure I. This was followed by a general discussion.

4. Shri P.N. Luthra suggested that the subject should be broached from the tribal welfare angle and not as rationalisation of excise arrangement. It was agreed that the present excise system was imposed on the tribal people during the British days to increase their revenue. The system has resulted in exploitation of the tribal people in all areas which continues even now. It was, therefore, necessary that the tribal people are protected from exploitation of this system whosoever may be the ultimate beneficiary. In attempting to protect the tribal

people from exploitation by liquor traders, therefore, revenue considerations should not predominate. The Government should appreciate the constitutional responsibility cast on them to protect the tribal people. He also drew attention to the tribal tradition and usage of local brews which had little alcoholic content and which had some merit as nutritious food.

5. The general apathy of the public towards prohibition, it was felt, need not deter attempts at improving the situation. Education of the public about the ill-effects of liquor can in the long term have a lasting impact.

6. Likewise, there need be no apprehension that the proposed policy may make inveterate drinkers of the tribal people. The educational propaganda together with the checks and controls proposed would have the necessary restraining influence.

7. The Deputy Minister of Home Affairs (Shri Mohsin) summed up the subject as follows:

7.1. There is a constitutional responsibility to save the tribal people from exploitation. The letter from the M.Ps. (copy circulated in the meeting and enclosed as Annexure 2) details the difficulties. The Governments should therefore strive to remove them.

7.2. The tribal people have a custom of brewing their own beverages. The liquor content of these beverages is not high. And, these are reported to be nutritious. Through the excise system we have replaced these beverages with distilled liquor. Some of the Missionaries in a memorandum to the Prime Minister complained about this as a 'commercialisation of liquor' in tribal areas. The Dhebar Commission in 1960 had also spoken against the excise set up in tribal areas. Their recommendation unfortunately was not followed up. The Tek Chand Committee in 1964 had also criticised the contract system of liquor vending and quoted the Symington enquiry to say, "The excise policy of British Administration in making the sale of liquor a source of revenue in the State had devastating effect on the tribal people".

7.3. Considerations of revenue should not influence our policy towards tribal areas. Citing the Maharashtra case, he pointed out that the revenue of Rs. 300/- per licence per year in any case is not a big sum that cannot be foregone. There should be a special policy for tribal areas (tribal area being defined as an area having more than 50% tribal population). They should be allowed to brew their beverages. The State can supervise to prevent commercialization of free brewing and for ensuring that the local brews are not injurious to health.

7.4. He further added that replacing contractors by a licensee or a government shop would not at all change the present situation. The licensee will be interested in maximising his income and, therefore, continue with the same unhealthy practices as the liquor contractor. The setting up of government shops also might result in harassment to the people by the local officials. He continued that the situation would remain the same so long as their local preparations are banned under the law. Therefore they, should be allowed to brew their own liquor and in those advanced areas where non-tribal population is large and the tribals have been influenced by the new society the opening of government shops could be considered.

7·5 He drew the following conclusions:

A. In the tribal areas where prohibition is in force, no precipitate action need be taken.

B. In the tribal areas where prohibition is not in force, the new policy may be introduced.

8. Finally, with reference to the points posed in para 19 of the Working Paper circulated vide Social Welfare Department No. 19/3/73-SD dated the 14th May, 1973 the following decisions were taken:

8.1. The contract system of liquor vending in tribal areas should be given up. In areas of tribal concentration where the custom of brewing local beverages still prevails, there should be no liquor shops at all. In areas where there is no vestige of this custom due to mixing of the tribal population and general advancement, as in West Bengal, liquor can be sold through government shops.

8.1.1. The Committee suggested that the Maharashtra Government, which has recently introduced a system of licensees should review it for the tribal areas in the light of the above policy.

8.1.2. It was also suggested that the Central Government should consider compensating the States for the loss of revenue in tribal areas. This, however, should not be a condition precedent to the implementation of this policy.

8.2. Where prohibition is not in force, the tribal people should be allowed to prepare their beverages for individual and social purposes but not for commercial purposes. (Some members apprehended that this may lead to commercialization). Sale of liquor in 'hats' should be banned.

8.3. The local panchayats, in addition to the excise machinery should be given the responsibility of preventing commercial preparation of local beverages.

8.4. Government should pursue vigorously the policy of prohibition by educating the tribal people against the evil effects of drinking, by prohibiting propaganda, and by starting ameliorative activities to wean the tribal people away from this evil.

8.4.1. Government should encourage all recognised non-official agencies by giving financial assistance, to engage themselves in promoting temperance.

8.4.2. Government should also encourage and help right-minded social workers who may assist Government in any way in implementing the policy of temperance.

8.4.3. There should be an assessment of what has been done by the Tribal Welfare Departments in this regard. Such an assessment, it was felt, might throw up new ideas.

8.5. The general recommendation of the Central Prohibition Committee regarding the location of shops can apply in the case of industrial complexes and towns in tribal areas also. The sale of liquor should be through Government shops only.

8.6. All these recommendations should equally apply in respect of the 'tea garden labour' also, notwithstanding the fact that they are not scheduled as tribes.

ANNEXURE I

Excise Policy in Tribal Areas—Statewise position

Assam

1. After the State's reorganisation, Assam has only plains tribesmen. These people have totally given up their traditional beverages. They take distilled liquor. The law forbids brewing of all types of spirituous beverages. Liquor is sold through licensees. Licensees are local people chosen by District Excise Boards. There are no contractors. It may not be practicable to reintroduce the traditional beverages. Permitting unrestricted brewing of traditional beverages may give rise to widespread illicit-distillation and smuggling. Any change in policy, in any case, can only be introduced gradually.

Bihar (Position as reported in their letter No. 564/SME dated 19-5-73).

2. There are five types of liquor shops:

(a) *Foreign Liquor shops*

These sell India made foreign liquor. Shops are allotted by draw of lots. These are in urban areas only.

(b) *Toddy Shops*

Shops are auctioned. But, there are very few toddy shops in tribal areas.

(c) *Distilling Liquor Shops*

Shops are allotted by draw of lots and are run under a sliding scale system. These are located in tribal areas also. The excise officials frequently check these shops.

(d) *Out-still Liquor Shops*

These are liquor shops located on the border to stop smuggling from neighbouring States. These have been reduced in number from 725 to 93. They can be completely abolished if Madhya Pradesh and Orissa also agree to abolish their outstill shops.

(e) *Pachwai Shops*

These sell liquor brewed from corn, rice, milo, etc. Shops are auctioned. But, in tribal areas, the tribal people have the right of free home-brewing of Pachwai for their own consumption. For ceremonial occasions, they are granted permits to serve the drink to their relatives.

The general position in Bihar can be summed up as under :

3. The tribal people are allowed to prepare their traditional beverages from corn, rice, milo, etc. They are not allowed to prepare liquor from Mahua. The tribal people are by now used to distilled liquor. It may be difficult to wean them away. A lot of educational propaganda will be required to change their attitudes. The present set up can be changed as proposed. But, that will involve loss of revenue to the State Government. Also, a huge force will be required to check illicit distillation in tribal areas. The abundance of Mahua flowers there further complicates the matter. The tribal people in any case should not be allowed to prepare liquor from Mahua as that will be detrimental to the cause of prohibition. The Central Government should give assistance for setting up a Temperance Board.

Madhya Pradesh

4. There is no prohibition. The contract system is prevalent. Contractors are there in tribal areas also. But, the tribal people are allowed to prepare their own beverages. The contract system should be abolished. In place of contractors, Government shops can be introduced. The retail price should be fixed so that price-exploitation is not possible. Total abolition of the excise system will give rise to illicit distillation and smuggling.

Maharashtra

5. There is no problem. There are no contractors. There is no auction of shops. Government grants licences to local persons to run retail shops. Licences are granted for a fee of Rs. 300/- per shop; licensees get a fixed commission per bottle. Generally, country liquor shops are licensed in tribal areas.

6. Conditions (e.g. limit of solvency) are relaxed to enable the tribal people to get licences. Illicit distillation is rampant in tribal areas. The licence-system should therefore continue. Free brewing facility for the tribal people may lead to exploitation of the tribal people by liquor traders and result in large scale illicit distillation.

Orissa

7. There is no problem. There is a system of contractors. But simultaneously the tribal people are also allowed to brew their own liquor. They are, however, required to take a permit which limits the quantity. Contractors are allowed to have shops in tribal areas. But, sale of liquor in 'hats' is discouraged. The Government gets sizeable revenue (Rs. 1.30 crores) from the sale of country liquor in tribal areas. If the Central Government compensates, the present system can be discontinued. It will be better to have a graduated system.

Rajasthan

8. There is total prohibition in all the tribal areas except the Pratapgarh Tehsil. It will be possible to introduce prohibition in Pratapgarh also. If it is decided that the tribal people everywhere should be permitted to brew their own beverages, the orders can be modified to that effect. Total prohibition is proving difficult to enforce. There is illicit distillation; there is smuggling from neighbouring States.

West Bengal

9. The tribal population is 12% of the total population. But, there is no area which is exclusively tribal. It will, therefore, be difficult to allow the tribal people to brew their beverages. Special permission can be given to cover special occasions.

10. There are no contractors. There is no auction. There are only licensees. District Excise Boards decide who should get the licences and where should the shops be.

11. It may not be advisable to alter the license system. Total prohibition may give rise to illicit distillation. It may, however, be possible to reduce the number of licensees in areas predominantly populated by the tribal people.

12. We have no molasses. We cannot spare rice for brewing. If we have to permit the tribal people to brew their beverages, the raw material will have to be supplied by other States. The constitutional position regarding governmental role in liquor trade is not clear. The Central Government should provide legal advice, and technical advice thereafter also.

ANNEXURE II

COPY OF LETTER DATED THE 22ND DECEMBER, 1972 FROM SHRI ARVIND NETAM, AND SIX OTHER MEMBERS OF PARLIAMENT TO THE PRIME MINISTER.

Subject.—Abolition of Liquor Vending through Contractors in Tribal Areas.

We are grateful to you for showing great concern for the welfare of the Scheduled Tribes and for the assurance that a new deal will be given to the cause of their development in the Fifth Five Year Plan. We, however, wish to invite your attention to the fact that the first step in the new strategy of development has to be the elimination of exploitation. Exploitation is found in its worst form in the administration of excise policy in various States. Drinking is almost universal amongst the tribal communities in the country but the tribals prepare their own beverages by fermentation of Mahuwa flowers or rice and millets. They have been used to these beverages from time immemorable. In some of the tribal areas a system of licensing manufacture of distilled liquor was introduced before independence. This became a source of revenue to the State. It had disastrous effects. Before this contractor was introduced in this area drinking was a social event. A traditional village servant used to brew whenever desired by the community for which he was paid in kind. The situation, however, changed with the contractor as he became interested in increase of the sale. The State also acquiesced and the effect was disastrous. Even Shri W. Grickson, the noted administrator of Bastar, observed the adverse effect of this policy in Bastar as early as 1935. However, the policy continued. Similar was the situation in other areas where this new system was introduced.

After independence this question has been examined by various committees and commissions notably by the Dhebar Commission in 1960. The Commission were surprised at the fact that the contract system in some of the areas was started even after independence. They did not see any merit in this new system. In fact, they observed that 'on the whole if the tribal is to come out of his age old life, it is incumbent that he should be weaned away from distilled liquor. It cannot be said that by depriving the tribals of distilled liquors Government will be taking away the little cheer in their life. They strongly recommended that the sale and use of distilled liquor should be discontinued forthwith in the tribal areas. They also noted with surprise that in relation to Madhya Pradesh and one or two other States the States permit distilled liquors and prohibit the tribals indigenous drink. They strongly urged that this policy should be reviewed.

We are extremely pained to submit that not only the recommendations of Dhebar Commission on this important question remained a dead letter but the situation continues to worsen. The latest report of the Commissioner for Scheduled Castes & Scheduled Tribes (1969-70) describes liquor contractors as agent of exploitation of the tribals. We are sorry to note that in their anxiety to increase the revenue from excise the local administration in most of the States ignore many of the attrocities being committed by the liquor contractors in the local areas. In most of the regions liquor is freely sold near the weekly markets. In many cases the tribal squanders whatever he gets in exchange for minor forest produce or other commodities which he may bring for sale in these markets.

It is reported that in some States income from excise in tribal areas comes to as much as Rs. 6/- per tribal or Rs. 30/- per tribal family in a year. It is well-known that the total incidence in terms of expenditure is 4 times this figure. Thus a tribal family on an average has to spend about Rs. 120/- per year. This he has to spend simply because of the present policy of excise administration. If he were allowed to brew his own beverage, not only he will be saved of this financial burden but he will be saved from distilled liquor which is definitely injurious to health and awill in stead have the benefit of some food value in his own traditional drink.

It may be submitted that even the total developmental effort of Government in T.D. Block areas on a *per capita* basis comes to only about Rs. 6/- per head. The actual benefit to the tribal must be considerably smaller. Thus the total developmental efforts is not only not able to counterbalance, but is insignificant compared to the total adverse effect of one single policy of the State. Unlest this equation is corrected there cannot be much hope for development in the tribal areas. The income from excise in these areas has been rising phenominally over the last 5 to 10 years. The State Govts. in their keenness to increase their total revenue, become unmindful of its effect on the welfare of the people. The local administration usually favours the vested and strong group. The liquor shops become an easy channels for the introduction of anti-social elements in these areas from advance regions. Those who go to vend liquor in course of time amass wealth, acquire property and become the new landlords in these regions. The total harassment to the people and the effect on their economy of the excise policy is so great that we would prefer a shorter allotment on developmental expenditure if a cut must be effected to make good the revenues of the State Governments. We are definitely of the opinion that the first step in any programme of development in these areas must be eliminated of exploitation which should start with a reform in the excise administration. As strongly recommended by the Dhebar Commission more than 10 years ago, the sale and use of distilled liquor should be discontinued forthwith and the system of liquor contractors must be abolished. In our opinion, the tribal should be allowed to prepare indigenous beverage. If necessary, educational programmes may be launched in these areas to wean them away from this habit. We will, therefore, strongly urge that suitable programmes in the Fifth Five Year Plan should be made and hope that an urgent review of excise administration in the States will be taken up.

IX

EXTRACT FROM THE MINUTES OF THE SEVENTH MEETING OF THE CENTRAL PROHIBITION COMMITTEE

CONTENTS

DISCUSSION OF THE AGENDA ITEMS.

SPEECH OF SHRI F. H. MOHSIN DEPUTY MINISTER IN THE MINISTRY OF HOME AFFAIRS.

BRIEF SUMMARY RECORD OF THE MEETING OF THE CENTRAL PROHIBITION COMMITTEE HELD ON 26-3-1974.

DISCUSSION OF THE AGENDA ITEMS

ITEM NO. 3—*Special Policy in Tribal Areas :*

1. The recommendations of the special Committee, appointed in the sixth meeting of the Committee held on 21-5-1973, were accepted *in toto*, except that in the case of Maharashtra further discussions would be held between the Department of Social Welfare, Ministry of Home Affairs, and the Maharashtra Government on this subject, with a view to reviewing the policy in areas where the tribal population are predominant. The following recommendations were specially mentioned as of significance:—

(i) The tribal people should be allowed to have their own brew for personal and social use but not for commercial purposes.

(ii) Liquor vending in tribal areas should be stopped.

(iii) In areas where there is no vestige of the custom of traditional brewing due to mixing of the tribal population and general advancement, liquor should be sold through government shops.

Item No:9

POINT NO. 7—*Introduction of reviews of excise policies which would contribute towards prohibition.*

12. It was decided that the excise policy should be reviewed every year. For this purpose the Central Prohibition Committee could itself be the appropriate forum.

ANNEXURE

SPEECH OF SHRI F. H. MOHSIN, DEPUTY MINISTER IN THE MINISTRY OF HOME AFFAIRS

Last time the Special Committee met—I think it was in May 1973—and some of the recommendations were made. There is considerable tribal population in the country specially in Orissa, Madhya Pradesh and Bihar. There are in these tribal areas, certain kinds of local beverages which are being prepared by the people themselves and it is not considered as damageous or health hazardous all the liquor is being prepared not for commercial use but for local use. It is for their consumption. But attempts were made to introduce distilled liquor from other areas which was not a healthy sign. I was of the view that the tribals should be allowed to brew their liquor for personal use and not for commercial purposes and import of liquor from outside the tribal areas should be stopped completely. Wherever there is no custom of traditional brewing in the tribal areas there the liquor could be sold through government shops. These were the comments of the Expert Committee at the last meeting and I think this Committee accepted these proposals also. I just wanted to know the results of the proposals which were made in the last meeting. The Commitee should know where the matters stand at present. The purpose behind this is—I hope Members are aware of it—there is considerble exploitation among the tribal people even in this part and keeping them away from exploitation will do some good. It was thought that the best way in this regard was to allow these people to brew their own liquor and not to allow outsiders to mix up with them and exploit the situation. It is for these tribal people and for their own advantage to do away with these vested interests. Such proposals were made in the interest of the tribal people in particular, and also for maintaining their traditional culture. I hope these decisions, which were taken in the last meeting, are being implemented.

BRIEF SUMMARY RECORD OF THE CENTRAL PROHIBITION COMMITTEE HELD ON 26-3-1974

(Andhra Pradesh and Assam were not represented.)

1. *Madhya Pradesh*

Shri C. P. Sekhar, Deputy Minister stated that Madhya Pradesh would implement the Central Prohibition Committee recommendations and already some work was going on. They had been trying to ensure that no shop was being opened near Harijans Presidential areas. They would like to go slow in regard to implementation of the policy in areas inhabited by adivasis, as last time when they tried to bring some changes, there was an agitation. He, however, assured that whatever directions were given by the Central Prohibition Committee, his Government would be ready to implement the same.

2. *Maharashtra*

Shri T. C. Aggarwal, Home Secretary, stated that the Government of Maharashtra have accepted the recommendation that liquor-shops should not be located near educational institutions, working-class residences and highways. They do not have shop within 200 metres from highways. They, however, make a distinction between 'in consumption' and 'off-consumption' shops and the restriction on location of shops near the highways applies only to 'in consumption' shops. Licensing of liquor-shops started on 1st March, 1973, and care was taken not to allow opening of shops in prohibited areas and to remove shops, where necessary, while renewing licences. They do not favour State take-over of production and sale of liquor. There is no system of sanctioning liquor-shops in tribal areas. The shops are given on licence as far as possible to local people on a small fee of Rs. 300, for selling liquor, the prices of which are controlled and kept very low.

Shri Aggarwal supported the measures to restrict the consumption of liquor by motor drivers. His Government has made a provision of Rs. 28 lakhs for publicity and education on prohibition. While evolving a uniform policy, it was necessary to keep in view the difficulties of enforcement and other problems.

3. *Orissa*

Shri A. Prakash, Special Commissioner, observed that the Orissa Government had accepted the recommendations of the Centrae Prohibition Committee. They were having special liquor-vending as a trial measure in 15 pockets. While accepting the principle that liquor-shops should be away from National Highways, the Government is in the process of amending the excise-rules. The State Government has not yet decided on the question of State take-over of the trade; complete take over of sales may present difficulties. In Orissa, there is a general apathy to boosting of drinks and there is not much publicity through press and films. The Chairman's suggestion to appoint a Committee to examine the report of Prof. Ramalingaswamy Committee on health-hazards from drinks. is well come. The suggestion for testing of drivers was also accepted and the State M.V. Act would be amended as soon as the Central Government decides. They endorse the publicity programmes as suggested by the Central Prohibition Committee and the decisions taken by the Centre are being followed gradually by them.

4. *Rajasthan*

Shri Jhujar Singh, Minister of State for Finance said that Rajasthan was very sincere in implementing the prohibition policy but difficulties arose because of the finance. 40 lakhs of population in 6 districts forming one-fifth of the State area including all tribal sectors, are covered by prohibition. As regards location of the liquor shops, in urban areas, the distance of 100 metres would be more practicable. In other areas the State Government, has been trying to locate shops at a distance of 200 metres from the religious and other places. Private agencies are not involved in production of liquor, although sale is made through them. The State Govt. agrees to the restriction on consumption of liquor by drivers. It is observing 9 dry-days in a year. It does not allow drinking in public places or in and around schools, places of worship etc. Number of hotels with liquor licence were very limited and they were mostly for catering to foreign tourists. The Government is spending Rs. 5 lakhs on education and progapanda for prohibition.

5. *West Bengal*

Shri A. K. Mukherjee, Secretary, Excise Department observed that West Bengal was a large industrial State, with a high percentage of adivasis and it had never accepted prohibition. But very rigid control over production and sale of liquor was there. Licences are granted through an Excise Council consisting of local M.L.As. and others, avoiding places near schools and religious centres. Instructions have been issued not to have any shops near the highways and the old liquor shops there would be removed. Government take-over of old shops was fraught with difficulties. There were no exclusive tribal areas in the State and the local tribals were allowed to brew their own beverages. Government follows a stringent policy in regard to advertisements on liquors and unless an all-India pattern is followed, they cannot continue the restrictions for long. The State Motor Vehicles Act restricts the consumption of liquor by motor vehicle drivers and the police can take care of the offenders.

ANNEXURES
OF
A NOTE ON THE PREPARATION OF SUB-PLANS FOR TRIBAL REGIONS.

26—1 D of SW/74

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ANNEXURE I

Areas of Tribal Concentration

A. *District*

S.No.	Name	Area in Sq. Kms.	Population		Tribal Population		% age of Tribal Population		Whether Scheduled
			Total	Rural	Total	Rural	Total	Rural	
Total A									
B. *Tehsils/Sub-divisions/Police Stations*									
Total B									
C. *Blocks*									
Total C									
Total : A+B+C									
D. *Tehsils/Blocks which have less than 50% tribal population but are Scheduled or are enclaves*									
Total : A+B+C+D									

ANNEXURE IIA

Meso & Macro Areas

(A) 1. Macro Area I.....

Meso Area I.....

S.No.	Name of the Block	Area in Sq. Kms.	Population		Tribal Population		Percentage	
			Total	Rural	Total	Rural	Total	Rural
1	2	3	4	5	6	7	8	9
Total Meso I								
2. Meso area II* Meso area III etc.								
Total Macro Area I								
2. Macro Area II* Meso Area								

(B) Tribal Development Blocks not included in any Meso Area

1	2	3	4	5	6	7	8	9
Total for B								
Grand Total for A & B								

*Information as given for Meso I and Macro area above will have to be given for each meso/macro region in the same tabular form.

ANNEXURE IIB

(Abstract of Annexure IIA)

(C) 1. Macro Area.....

1	2	3	4	5	6	7	8	9
Name of the Meso Area								
Total								
2. Macro Area.....								
3.								
Grand Total for C								

(D) Development Blocks not included in Macro Areas:

1	2	3	4	5	6	7	8	9
Total for D								
Grand Total for C & D								

ANNEXURE III

Backward Tribal Communities and Primitive Pockets

(i) *Backward Tribal Communities* :

S.No.	Name of the Tribe	Population	Area of habitation	Special benefits given
I.	Already recognised as more backward.			
II.	Communities proposed, to be recognised as more backward, if any.			

(ii) *Primitive pockets identified for Special attention :*

S. No.	Name of the pocket	Population	Name of the tribe/tribes

ANNEXURE IV

Occupational Pattern of Population in Tribal Areas

S.No.	Name of the Tehsil/ District	Total Population	Persons engaged				
			As Cultivators	As Agricultural labour	In mining, quarrying, animal husbandry, forestry, fishery, plantation etc.	In Household industry	In other services
1	2	3	4	5	6	7	8
Macro Area							
Meso Area I							
.....							
.....							
Macro Area 2							
Meso Area I							
.....							
.....							
Total Tribal Areas							

ANNEXURE V

State of Land Record

S.No.	Name of Tehsil	No. of Revenue Villages	State of land records*					Total of 6 & 8	Approximate Area of (9)
			Nos. fully surveyed	Year of latest survey	No. partially surveyed	Year of survey	Not surveyed		
1	2	3	4	5	6	7	8	9	10
Macro Area I									
Meso Area I									
Meso Area II									
Total									
Macro Area 2									
Meso Area I									
Meso Area II									
Total									
Total Tribal Areas									
Target for Fifth Plan									

*Please give the number of villages and the corresponding area also where available.

ANNEXURE VI

Land Use Pattern & Holdings

Name of Tehsil	Total geog. Area	Total Forest Area	Total Culti-vable Area	Total Crop-ped Area	Double Crop-ped Area	Total area under						Average Holding
						Paddy	Wheat —	Millets	Minor Mil-lets	Oil Seeds	Other Crops*	
1	2	3	4	5	6	7	8	9	10	11	12	13
Macro Area 1												
Meso Area I												
Meso Area II												
Total												
Macro Area 2												
Meso Area I												
Meso Area II												
Total												
Total Tribal Area												

* Separate columns may be used for important crops.

ANNEXURE VII

Problem of Shifting Cultivation

(Contd)

Name of the Area *	Total area under shifting cultiva-tion (hectares)	Area owned by		No. of families practising shifting cultivation
		Commu-nity (hectares)	Forest Deptt. (hectares)	
1	2	3	4	5
Macro Area 1				
Meso Area I				
Meso Area II				
Total				
Macro Area 2				
Meso Area I				
Meso Area II				
Total				
Total Tribal Area				

ANNEXURE VII (Contd.)

No. of families settled so far in+				No . of families to be settled in %				Outlay proposed for Fifth Plan (Rs. in lakhs)
Improved Jhuming	Horti-culture	Settled Agri-culture	Other activities (Specify)	Improved Jhuming	Horticulture	Settled Agri-culture	Other activities (Specify)	
6	7	8	9	10	11	12	13	14

*Information only for those Projects Areas where the problem exist.

+The list of economic pursuits is only illustrative.

%another set could be used, if necessary.

ANNEXURE VIII

Forest Villages

S.No.	Name of District/Tehsil	No. of Forest Villages	Population
1	2	3	4
Macro Area 1			
Meso Area I			
Meso Area II			
Total			
Macro Area 2			
Meso Area I			
Meso Area II			
Total			
Total Tribal Area			

ANNEXURE IX

Primary Cooperative/Marketing Societies

S. No.	Name of Tehsil/ District	Primary Cooperative Societies								Primary Marketing Society			
		Nos.	Total Membership	Share-capital	Deposits	Age of borrowing members	Average Loan advanced	Loan outstanding at the end of the year	Overdues	Nos.	Annual turnover of		
											Agl. Prod.	Minor Forest Prod.	Total
1	2	3	4	5	6	7	8	9	10	11	12	13	14
Macro Area 1													
Meso Area I													
.....													
.....													
Total Macro Area I													
Macro Area 2													
Meso Area 1													
.....													
.....													
Total for Tribal Areas													
Total for State													
Targets for Fifth Plan													
(i) Tribal Areas													
(ii) State													

ANNEXURE X

Irrigation Facilities

S.No.	Name of District/ Tehsil	Area under irrigation in 1973-74 (Estimates)						Total Potential at the end of 4th Plan		
		Major & Medium	Minor	Traditional	Other sources	Total	Percentage of area under cultivation	Major & medium	Minor	Total
1	2	3	4	5	6	7	8	9	10	11
Macro Area 1										
Meso Area I										
Macro Area 2										
Meso Area I										
Total										
2. Macro Area 2										
Total Tribal Area:										
Total State										
Targets for fifth Plan										
(i) Tribal areas										
(ii) State										
(iii) % of tribal area to State.										

NOTE.—If fignres are not readily available for Dev. Blocks, figures realating to full tehsils/districts only included in the Project may be given.

ANNEXURE XI

Development of Roads

(Contd.)

S.No.	Name of the District/Tehsil	Existing level of development			
		Total Rd. length		Rd. length per 100 sq. Kms.	
		Fair weather	All weather	Fair weather	All weather
1	2	3	4	5	6
Macro Area 1					
Meso Area I					
Meso Area II					
.....					
.....					
Total					
Macro Area 2					
Meso Area I					
Meso Area II					
.....					
.....					
Total					
(Contd.)					
Total Tribal Area					
Total for State					
Fifth Plan proposal for Roads Programmes:					
for (i) Tribal Areas					
(ii) State					
(iii) % in tribal areas to State					

FIFTH PLAN PROPOSALS												
Hat Centres				Villages with 1500 or more population				Other Growth Centres				Missing links in arterial road etc.
T *	C *	P *	Km *	T	C	P	Km	T	C	P	Km	Kms
7	8	9	10	11	12	13	14	15	16	17	18	19

*T—Total Nos. of the Units 5

*C—Nos. already connected by all weather roads.

*P—Nos. proposed to be covered by all weather roads during Fifth Plan.

*Km—Total Kms. required for the proposals under P.

ANNEXURE XII A

Education in Tribal Areas (Enrolment)

(Contd.)

S.No.	Name of Dist./Tehsil	6-11 (Primary)					
		Boys*		Girls		Total	
		S.T.	Total	S.T.	Total	S.T.	Total
1	2	3	4	5	6	7	8
Macro Area I							
(i) Total Nos.							
(ii) Enrolment							
(iii) Percent							
Macro Area II							
(i) Total Nos.							
(ii) Enrolment							
(iii) Percent							
Total Tribal Areas							
Total state							
Targets for Fifth Plan :							
(i) Tribal Areas							
(ii) State							

(Contd.)

11-14 (Middle Schools)						Higher Secondary					
Boys		Girls		Total		Boys		Girls		Total	
S.T.	Total	S.T.	Total	S.T.	Total	S.T.	Total	S.T.	Total	S.T.	Total
9	10	11	12	13	14	15	16	17	18	19	20

*Total number of children belonging to Sch. Tribes may be shown in Cols. 3, 5 etc. and total number of children belonging to all communities including Scheduled Tribes may be shown in Cols. 4, 6 etc.

ANNEXURE XII B

Education in Tribal Areas (Educational Institutions)

S.No.	Name of Tehsil/District	Ashram Schools Nos.	Primary Schools		Middle Schools		High Schools	
			Nos.	% villages Covered	Nos.	No. of Pry. schools per middle school	Nos.	No. of Middle schools per High school
1	2	3	4	5	6	7	8	9
Macro Area 1								
Meso Area I								
.....								
.....								
Total								
Macro Area 2								
Meso Area I								
.....								
.....								
Total								
Total Tribal Areas								
Total State								
Targets for V Plan								
(i) Tribal Areas								
(ii) State								

ANNEXURE XII C

Education in Tribal Areas (Residential)

S.No.	Name of District/Tehsil	Ashram Schools		HOSTELS					
				Middle			High Schools		
		Nos.	Seats	Nos.	Seats	% of seats to S.T. enrolment at middle school level	Nos.	Seats	% of seats to S.T. enrolment at high school level
1	2	3	4	5	6	7	8	9	10
Macro—Area I									
.....									
.....									
Macro—Area II									
.....									
.....									
Total Tribal Areas									
Targets for Fifth Plan.									

ANNEXURE XII D

Education in Tribal Areas (Assistance Programme)

S. No.	Item	Rate	No. of beneficiaries (1973-74)*	% of beneficiaries to total S.T. students	Targets for Fifth Plan		
					Nos.	% of beneficiaries to S.T. students	Total outlay
1	2	3	4	5	6	7	8
1. Primary Schools :							
(a) Free Books etc.							
(b) Other							
2. Middle Schools :							
(a) Scholarships	(i) Day						
	(ii) Residential						
(b) Others							
3. Higher Secondary							
(a) Scholarships	(i) Day						
	(ii) Residential						
(b) Others							

*Estimate may be given.

NOTE.—If these figures are not available for the sub-plan area, the figures for the educational assistance programmes for tribal students in the State as a whole may be given in the table.

ANNEXURE XII E

Education in Tribal Areas (Level of Literacy)

S.No.	Name of Tehsil	Level of literacy									Name of the tribes at less than 5% literacy level*
		Urban			Rural			Total			
		Males	Females	Total	Males	Females	Total	Males	Females	Total	
1	2	3	4	5	6	7	8	9	10	11	12
Marce Area 1											
Meso Area I											
Meso Area II											
Total											
Marco Area 2											
Meso Area I											
Meso Area II											
Total											
Total Tribal Area											
Total State											

*The figures may not be available at the tehsil level. Hence information whatever level is available may be given.

ANNEXURE XIII

Health Services in Tribal Areas

S.No.	Name of Teh./ District	Referral Hospitals	P.H.C.	Allopathic dispensaries	Ayurvedic dispensaries	Sub-Centres	Indoor facilities		Blocks without P.H.Cs Nos.	Institutions without buildings.	
							Rural	Urban		P.H.Cs	Dispensaries and Sub-Centres.
1	2	3	4	5	6	7	8	9	10	11	12
	Macro area 1										
	Meso Area I										
	Meso Area II										
	Total										
	Macro Area 2										
	Meso Area 1										
	Meso Area II										
	Total										
Total Tribal Area											
Total State											
Targets for Fifth Plan											
(i) Tribal Areas											
(ii) State											

ANNEXURE XIV

Rural Water Supply

S. No.	Name of District/Tehsil	No. of Hamlets*	Hamlets without potable water supply in the beginning of Fifth Plan
1	2	3	4
	Macro Area 1		
	Meso Area I		
	Meso Area II etc.		
	Total		
	Macro Area 2		
	Meso Area I		
	Meso Area II		
	Total		
	Total Tribal Area		
	Total State		
	Targets for Fifth Plan		
	(i) Tribal Areas		
	(ii) State		

*NOTE.—If the data for hamlets is not readily available the figures in respect of villages may be given in this statement.

ANNEXURE XV

Rural Electrification

S. No.	Name of Tehsil	No. of villages electrified		Population covered	
		Nos.	% to total	Nos.	% of total State population
1	2	3	4	5	6
Macro Area 1					
Meso Area I					
Meso Area II					
Total					
Macro Area 2					
Meso Area I					
Meso Area II					
Total					
Total Tribal Area					
Total State					
Targets for Fifth Plan :					
(i) Tribal Areas					
(ii) State					

ANNEXURE XVI

Large Scale Mining and Industrial Establishment in Tribal Areas

S.No.	Name of Establishment	Location	Direct Employment
1	2	3	4

I. Existing
II. Decided to be established
III. Likely to be established in the next 10 years.

ANNEXURE XVII

Special Projects and Institutions

S.No.	Name of the Project	Location or Coverage in the 4th Plan	Proposed coverage in Fifth Plan
		Place/Block/Tehsil/Dist.	

1. S.F.D.A./M.F.A.L.
2. D.P.A.P.
3. Intensive Employment Scheme
4. Intensive Crop Development Projects (Specify)
5. Intensive Cattle Dev. Project.
6. Key Village Blocks.
7. Intensive Poultry Production-cum-Marketing Centre
8. Rural Dairy Centre.
9. Agricultural Research Stations.
10. Seed Multiplication Farm.
11. Farmers Training Centres.
12. Fish Seed Farms.
13. Technical Training Institutions.
14. Other institutions (Specify)

NOTE.—Projects which have universal coverage like Crash Employment Scheme should not be included in this Table.

ANNEXURE XVIII

Other Infrastructural Facilities

S.No.	Name of Meso Area	Name of Block	Branches of		Post Office Nos.	Telegraph Office Nos.
			Sch. Banks Nos.	Coop. Banks Nos.		
1	2	3	4	5	6	7
	Macro Area 1					
	Macro Area 2					
	Total Tribal Area					

ANNEXURE XIX

Personnel Policies

S.No.	Incentives of other benefits	Quantum	Category of Personnel to whom applicable	Area to which applicable
1	2	3	4	5
	I—*Existing*			
1.	Special Pay			
2.	Accommodation			
3.	Educational benefits			
4.	Special leave or other concessions			
5.	Other benefits (Specify)			
	II—*Proposed*			

ANNEXURE XX

Abstract of Important Physical Programmes—Targets

S.No.	Item	Unit	Likely level during 1973-74	Fifth Plan Targets
1	2	3	4	5
1.	Net cropped area			
2.	Gross Cropped Area			
3.	Irrigated Area :			
	(a) Potential (i) Net			
	(ii) Gross			
	(b) Utilisation (i) Net			
	(ii) Gross			
4.	Area under improved/high yielding varieties :			
	(a) Paddy			
	(b) Wheat			
	(c) Millets			
	(d) Minor Millets			
	(e) Other Crops (Specify)			
5.	Use of Fertiliser:			
	Nitrogenous			
	Phosphatic			
	Potassic			
6.	Soil Conservation Programme : (a) '000 hec.			
	(b) Families to be benefited			

ANNEXURE XX—*Contd.*

1	2	3	4	5

7. Shifting Cultivators (Nos. to be settled)
8. Land Improvement
9. Land Survey & Record of Rights (No. of villages to be covered)
10. Horticulture : (a) '000 hec.
    (b) Families to be benefited
11. Plantations (a) '000 hec.
    (b) Families to be benefited
12. Forest Labours Societies :
    (a) Nos.
    (b) Members
    (c) Annual Business
13. Special Training to Farmers (Nos. to be covered)
14. Research Centres (Nos.)
15. Seed Multiplication Farms (Nos.)
16. Dairy Programmes (Families to be benefited)
17. Poultry Programmes (Families to be benefited)
18. Piggery Programmes (Families to be benefited)
19. Cooperation:
    (i) Agricultural Credit :
        (a) Coverage of cultivators
        (b) Advance per cultivator of—
            (i) Short term & medium term loan
            (ii) Long term loan
    (ii) Credit for consumption purposes & social need (annual advance)
    (iii) Supply of consumer commodities (annual turn over)
    (iv) Marketing through cooperatives of:
        (a) Agricultural produce (annual turn over)
        (b) Minor forest produce (annual turn over)
20. Roads:
    (a) Total surfaced (kms.)
    (b) Unsurfaced (kms.)
    (c) No. of market centres to be connected by all weather roads
21. General Education:
    (a) Enrolment:
        (1) Elementary
        (2) Middle
        (3) Higher Secondary
    (b) Ashram Schools (Nos.)
    (c) Seats in Hostels (Nos.)
    (d) Stipend & Scholarships per year (Nos.)
22. Technical Training Institutes : (a) Nos.
    (b) Seats
23. Health :
    (a) Hospitals: (i) Rural
    (ii) Urban
    (b) P.H.Cs.
    (c) Other Curative Centres
    (d) Sub-Centres
24. Water Supply : Hamlets with potable water supply
25. Village & Small Scale Industries :
    (a) Industrial Estates
    (b) Rural Estates
26. Rural Electrification : (a) Villages covered
    (b) % of population covered

ANNEXURE XXI

FINANCIAL OUTLAYS FOR SUB-PLAN—A SUMMARY

S.No.	Head/Sub-head of Development	State Plan Outlay		Sub-Plan Outlay	
		M.N.P.	Total	State Plan	
				M.N.P.	Total
1	2	3	4	5	6

Sub-Plan Outlay					Sub-Plan outlay from State Plan as percentage to State Plan	
Financial Institution	Other Institution	Central Programme	Spl. allocation	Total Sub-Plan	M.N.P.	Total
7	8	9	10	11	12	13

TABLES
OF
A NOTE ON THE PREPARATION OF INTEGRATED TRIBAL DEVELOPMENT PROJECTS.

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TABLE I

Integrated Tribal Development Project (Area and Population)

S.No.	Name of the Block	Area in Sq. Km.	Population			Sch. Castes			Scheduled Tribes			Percentage Sch. Tribes			Density per sq. Km.	
			R	U	T	R	U	T	R	U	T	R	U	T	R	T
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
Total I.T.D.P.																

R—Rural, U—Urban, T—Total

TABLE II

Special Sub-Regions in the Project

S.No.	Name of the Sub-Region	Total No. of villages	Population			Scheduled Tribes		
			R	U	T	R	U	T
1	2	3	4	5	6	7	8	9

R—Rural, U—Urban, T—Total

TABLE III

Tribal Communities in the I.T.D.P.

S. No.	Name of the Tribe	Nos.		%age of the total Tribal Population	
		1961	1971	1961	1971
1	2	3	4	5	6

TABLE IV

Backward Tribal Communities and Primitive Pockets

(i) Backward Tribal Communities

S. No.	Name of Tribe	Population	Area of habitation	Special benefits given
I. Already recognised as more backward.				
II. Communities proposed to be recognised as more backward, if any.				

(ii) Primitive Pockets identified for special attention

S. No.	Name of the pocket	No. of villages	Population	Name of the tribe/tribes inhabiting the pocket

TABLE V A

Distribution of Hamlets by Size of Population, 1971

S. No.	Name of Block	Total No. of inhabited hamlets	No. of hamlets with population						
			Less than 50	50-99	100-149	150-199	200-299	300-499	500 and above
1	2	3	4	5	6	7	8	9	10
Total I.T.D.P.									

TABLE V B

Distribution of Villages by Size of Population, 1971

S. No.	Name of Block	Total No. of inhabited villages	No. of villages with population					
			Less than 200	200-499	500-999	1000-1999	2000-5999	6000 and above
1	2	3	4	5	6	7	8	9
Total I.T.D.P.								

TABLE VI

Forest Villages

S. No.	Name of Block	No. of Forest Villages	Population
1	2	3	4
Total I.T.D.P.			

TABLE VII

State of Land Records

S. No.	Name of Block	No. of Revenue Villages	State of land records						
			Nos. fully surveyed	Year of latest survey	Nos. partially surveyed	Year of Survey	Not Surveyed	Total of 6 & 8	App. area of 9 (hec.)
1	2	3	4	5	6	7	8	9	10
Total I.T.D.P.									

TABLE VIII

Occupational Distribution of Population

A—*Area-wise*

S.No.	Name of Block	Total Population	Persons engaged as				
			Cultivators	Agricultural labour	In mining, quarrying, animal husbandry, forestry, fishery, plantation etc.	In Household industry	In other services etc.
1	2	3	4	5	6	7	8
Total I.T.D.P.							

B—*Community-wise*

S.No.	Name of the tribe	Total Population	Persons engaged				
			As Cultivators	As Agricultural labour	In mining, quarrying, animal husbandry, forestry, fishery, plantation etc.	In Household industry	In other services etc.
1	2	3	4	5	6	7	8
Total I.T.D.P.							

TABLE IX

Pattedar, Owner-cultivator and Tenants 1971

S.No.	Name of Block	Number of Pattedars			Total farmers			Owner farmers			Protected tenants			Unprotected tenants		
		Tr.	Other	Total	Tr.	O	T	Tr.	O	T	Tr.	O	T	Tr.	O	T
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17

Tr—Tribal. O—Others. T—Total.

TABLE X

Distribution of Cultivated Area by Size of Holdings ('000 hect)

S. No.	Name of Block	Size of holding								
		Less than 1 acre	1-2.49 acres	2.50-4.99 acres	5-7.49 acres	7.50-9.99 acres	10.00-29.99 acres	30.00-49.99 acres	50 acres or more	Total
1	2	3	4	5	6	7	8	9	10	11
Total I.T.D.P.										

TABLE XI

Land Use Pattern in the Integrated Tribal Development Project

Items	Block I	Block II	Total I.T.D.P
1. Year			
2. Total geographical area			
3. Area under forestry			
4. Area under pasture			
5. Land under tree crops and groves			
6. Cultivable waste land			
7. Other fallow land			
8. Current fallows			
9. Net sown area			
10. Area sown more than once			
11. Total cropped area			
12. Cultivated area (8+9)			
13. Total cultivable area (5+6+7+8+9)			
14. % of cultivated area to cultivable area			

TABLE XII

Area Under Principal Crops

(Hect.)

Crops	Block I	Block II	Total I.T.D.P.
A. *Cereals*			
(i) Paddy			
(ii) Jowar			
(iii) Bajra			
(iv) Ragi			
(v) Wheat			
(vi) Other cereals (Specify)			

TABLE XII—*Contd.*

Crops	Block I	Block II	Total I.T.D.P.
B. Pulses			
(i) Gram			
(ii) Red Gram (Masur)			
(iii) Green Gram (Mong)			
(iv) Tur			
(v) Other pulses (Name)			
C. Oil Seeds			
(i) Groundnut			
(ii) Castor			
(iii) Sesame			
(iv) Sunflower			
(v) Linseed			
(vi) Other oil seeds			
D. Fibres			
(i) Cotton			
(ii) Jute			
(iii) Mesta			
(iv) Other fibres			
E. Sugarcane			
F. Fruits & Vegetables (Specify)			
G. Fodder Crops (Specify)			

TABLE XIII

Production of Principal Crops

(Tonnes)

Crops	Block I	Block II	Total I.T.D.P.
A. Cereals			
(i) Paddy			
(ii) Jowar			
(iii) Bajra			
(iv) Ragi			
(v) Wheat			
(vi) Other cereals (Specify)]			
B. Pulses			
(i) Gram			
(ii) Red Gram (Masur)			
(iii) Green Gram (Mong)			
(iv) Tur			
(v) Other pulses (Name)			

TABLE XIII—*Contd.*

Crops	Block I	Block II	Total I.T.D.P.
C. *Oil Seeds*			
(i) Groundnut			
(ii) Castor			
(iii) Sesame			
(iv) Sunflower			
(v) Linseed			
(vi) Other oil seeds			
D. *Fibres*			
(i) Cotton			
(ii) Jute			
(iii) Mesta			
(iv) Other fibres			
E. Sugarcane			
F. Fruits & Vegetables (Specify)			
G. Fodder Crops (Specify)			

TABLE XIV
(*Contd.*)

Problem of Shifting Cultivation

S. No.	Name of the Block	Total area under shifting cultivation (hectares)	Area owned by		No.of families practising shifting cultivation
			Community (hectares)	Forest Deptt. (hectares)	
1	2	3	4	5	6
Total I.T.D.P.					

(*Contd.*)

No. of families settled so far in+				No. of families to be settled in				Outlay proposed for Fifth Plan (Rs. in lakhs)
Improved Jhuming	Horticulture	Settled Agriculture	Other activities (Specify)	Improved Juming	Horticulture	Settled Agriculture	Other activities (Specify)	
7	8	9	10	11	12	13	14	15

+The list of economic pursuits is only illustrative.

TABLE XV

Growth of Net and Gross Irrigated Area

Name of the Block		Net Irrigated area	Irrigated area more than once	Gross Irrigated area	Gross irrigated area under	
					Kharif	Rabi
1		2	3	4	5	6
Block I	1961*					
	1973**					
Block II	1961*					
	1973**					
Total I.T.D.P. :	1961*					
	1973**					

*If figures for 1961 are not available any other year may be taken for comparison.

**Give the figures for the last year for which they are readily available.

TABLE XVI

Growth of Irrigated Area by Source of Irrigation

S. No.	Name of the Block	Canal	Tank	Wells	Tube wells	Other sources	Total
1	2	3	4	5	6	7	8
Block I	1961*						
	1973**						
Block II	1961*						
	1973**						
Total I.T.D.P.	1961*						
	1973**						

*If figures for 1961 are not available any other year may be taken for comparison.

**Give the figures for last year for which they are readily available.

TABLE XVII

Number of Irrigation Sources, 1971

S. No.	Name of the Block	Canals		Wells Nos.	Tanks Nos.	Tube wells Nos.	Others
		Nos.	Kms.				
1	2	3	4	5	6	7	8
Total I.T.D.P.							

TABLE XVIII

Irrigated Area Under Different Crops

(*Hect*)

Crop	Block I	Block II	Total I.T.D.P.
A. Cereals			
(i) Paddy			
(ii) Jowar			
(iii) Bajra			
(iv) Ragi			
(v) Wheat			
(vi) Other cereals (Specify)			
B. Pulses			
(i) Gram			
(ii) Red gram (Masur)			
(iii) Green Gram (Mong)			
(iv) Tur			
(v) Other pulses (Name)			
C. Oil Seeds			
(i) Groundnut			
(ii) Castor			
(iii) Sesme			
(iv) Sunflower			
(v) Linseed			
(vi) Other oilseeds			
D. Fibres			
(i) Cotton			
(ii) Jute			
(iii) Mesta			
(iv) Other fibres			
E. Sugarcane			
F. Fruits & Vegetables (specify)			
G. Fodder Crops (Specify)			

TABLE XIX

Irrigation Potential

(Hectares)

S. No.	Name of the Block	Major and Medium irrigation	Minor Irrigation				Total Irrigation Potential
			Surface irrigation	Lift irrigation from open water sources	Ground water	Total Minor Irrigation	
1	2	3	4	5	6	7	8
Total I.T.D.P.							

TABLE XX

Ground Water Potential

S.No.	Name of the Block	Area suitable for Ground Water Development	Area occupied by Hills and Rocks etc. unsuitable for sinking wells	Yield	Water level in wells	Quality of water (e.g. good, brakish)
1	2	3	4	5	6	7

TABLE XXI

Livestock Population—1972*

	Block I		Block II		Total I.T.D.P.	
	Nos.	Density	Nos.	Density	Nos.	Density
Total Live Stock						
Bovine Population						
(i) Cattle						
Male						
Female						
Total :						
(ii) Buffaloes						
Male						
Female						
Total :						
(iii) Sheep						
(iv) Goats						
(v) Pigs						
(vi) Poultry						

*Or the latest year for which the figure may be available.

TABLE XXII

Classification of Forests 1970-71

S. No.	Name of the Block	Type of Forests					
		Reserved	Protected	Unclassified	Leased	Others (specify)	Total
1	2	3	4	5	6	7	8
Total I.T.D.P. :							

TABLE XXIII

Functional Classification of Forest Area

S. No.	Name of the Block	Forest proper	Pasture Reserve	Fuel & Fodder	Ex-proprietary	Total
1	2	3	4	5	6	7
Total I.T.D.P. :						

TABLE XXIV

Area Available for Afforestation

S. No.	Name of the Block	Total area under forest	Additional areas available for afforestation	Location details
1	2	3	4	5
Total I.T.D.P. :				

TABLE XXV

Forest on Private Tribal's Holdings

S. No.	Name of the Block	Total Forest on Private Holdings			
		Hectare	Value	Number of individual owners	
1	2	3	4	5	
Total I.T.D.P.:					

TABLE XXVI

Forestry Programme in the I.T.D.P.

S. No.	Name of the Block	Scheme	Area to be covered	Location details
1	2	3	4	5
Total I.T.D.P. :				

TABLE XXVII

Marketable Surplus of Agricultural and Minor Forest Produce

S.No.	Name of Commodity	Total estimated Production	Marketable Surplus			Institutional Marketing					
			Q	R	V	Department		Cooperative		Total	
						Q	V	Q	V	Q	V
1	2	3	4	5	6	7	8	9	10	11	12
I. Agricultural Produce											
II. Minor Forest Produce											

NOTE.—Only important commodities need be given.

Q—Quantity in quintals.
V—Value in '000 rupees.
R—Rate Rs. per quintal during the last season.

TABLE XXVIII

Development of Cooperative Credit in Project

	Block I		Block II		Total Project	
	1973-74 *	1978-79 *	1973-74	1978-79	1973-74	1978-79
	1	2	3	4	5	6
(i) *Primary Coop.Soc./Agrl. Credit Soc.*						
(a) Numbers						
(i) Total						
Nos. viable						
(b) Membership						
(i) Total						
(ii) No. of viable Societies						
(c) % of borrowing number of agrl. coop. societies						
(d) Coverage of agrl. families						
(e) Loan advance per hect. of gross cultivated area						
(f) Total share capital						
(g) Total deposits						
(ii) *Agricultural Credit* (Rs.)						
(a) Short term						
(i) Advanced during the year.						
(ii) Outstanding at the end of the year.						

TABLE XXVIII (contd)

1	2	3	4	5	6

(b) Medium Term
  (i) Advanced during the year
  (ii) outstanding at the end of the year

(c) Long Term
  (i) Advanced during the year
  (ii) Outstanding at the end of the year

(iii) *Consumer Credit*

(a) No. of societies giving consumer credit
(b) Total consumer credit during the year

(iv) *Primary Marketing Societies*

(a) Nos.

(b) Business handled during the year (Rs)
  (i) Agricultural production
  (ii) Minor forest produce
  (iii) Others (specify)
  (iv) Total

(c) Linking with loan programme, if any

(v) *Consumer Services*

(a) Rural areas
(Total turnover in Rs.)

(b) Urban areas
(Total turnover in Rs.)

(vi) *supply of Inputs*

(a) Seeds — (i) Quantity; (ii) Value (Rs.)
(b) Pesticides — (i) Quantity; (ii) Value (Rs.)
(c) Fertilizers — (i) Quantity; (ii) Value (Rs.)

(vii) *Processing Units*

(a) Agricultural Production.
(Name)* — (i) Units (Nos.); (ii) Business handled (Rs.)

(b) Minor Forest Produce
(Name)* — (i) Units (Nos.); (ii) Business handled (Rs.)

(viii) *Industrial Cooperatives*

(a) Industry%
(b) Units
(c) Membership
(d) Total loan advanced (Rs.)
(e) Members benefitted

Loan advanced by Scheduled Banks for Agricultural purposes
(a) Bank I
(b) Bank II
(c) Bank III

TOTAL :

*Information for each processing industry may be given separately.
%Information for each type of industrial coop. may be given separately.

TABLE XXIX

Market and Growth Centres in Tribal Development Project

S.No.	Name of Market/Growth Centre	Population of the village of market or G.C.	Village in the command of the M/G.C.		Size of the Market	Road Links**		Services available***	
			Nos.	Population	*	Existing	Proposed	Existing	Additional proposed
1	2	3	4	5	6	7	8	9	10
	Block I								
	Block II								

*Size may be indicated by A, B, C, D as follows :

A — More than 1000 attended

B — Attendance between 500—1009

C — Attendance between 100—500

D — Attendance less than 100

**Road Linkage may be represented to Classification as in Development of Roads net work.

****Under Services Availale*—The following information may be given by symbols suggested.

Education—

E_P —Primary School

E_m —Middle School

E_h —High School

E_b —Hostel

E_a —Ashram School

Medical—

M_P —P.H.C.

M_s —Subsidiary Health Centre

M_a —Aurvedic Dispensary

M_m —Allopathic Dispensary

M_b —Indoor facilities

Other services—

P—Post office

P_b —Branch Post Office

T—Telegraph office

E—Electricity

Credit & Marketing

C_p — Primary Credit Coop. Society

C_m — Marketing Society

C_l — Branch of Land Mortgage Bank

C_b — Branch of Coop. Bank

C_n — Branch of Nationalised or other Banks

C_g — Godown

C_d — Daily Requirement Shop

TABLE XXX

Development of Roads

S.No.	Name of the Block	Existing level of development.				FIFTH PLAN PROPOSALS												
		Total Road Length		Road length per 100 Sq. kms		Hat Centres				Villages with 1500 or more population				Other Growth Centres				Missing links in arterial road etc
		Fair weather.	All weather	Fair weather	All weather	T *	C *	P *	Kms *	T	C	P	Km	T	C	P	Km	Km
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19

*T—Total Nos of the Unit

*C—Nos already connected by all weather roads.

*P—Nos proposed to be covered by all weather roads during Fifth Plan.

*Km.—Total Kms. required for the proposals under P.

TABLE XXXI

Development of Roads Net-work

Name of the Market/ Growth Centre	Priority	Type of communication link £	Works necessary for all weather approach on		
			O.D.R.	L.V.	H.V.
			*R.S@	R.S.	R.S.

Phasing of Programme					
Years					
1		2	3	4	5
R.S.T.	R.S.T.	R.S.T.	R.S.T.	R.S.T.	R.S.T.

*R-Road length
@S-Stream Crossing
£T-Type of communication link.

Type of communication link may be classified as follows and symbols indicated may be used:

A1—All weather for heavy vehicles
A2—All weather for heavy vehicles with small interruptions in case of heavy rain-fall.
B1—All weather for light vehicles
B2—All weather for light vehicles with short interruption.
C1—Approachable by all vehicles during the open season.
C2—Approachable by jeeps only during the open season
D—Approachable on foot or pony, foot or pony throughout the year.
E—Approachable on foot or pony only during open season.

Primary Education (6-11) — *Education in Tribal Areas (Enrolment)*

S. No.	Name of the Block†	Enrolment level in 1973-74*						Targets for 1978-79					
		Boys		Girls		Total		Boys		Girls		Total	
		S.T.	Total	S.T.	Total	S.T.	Total	S.T.	Total	S.T.	Total	S.T.	Total
1	2	3	4	5	6	7	8	9	10	11	12	13	14
Block-I													
(i) Total Nos.													
(ii) Enrolment													
(iii) Percent													
Block. II													
(i) Total Nos.													
(ii) Enrolment													
(iii) Percent													
.....													
.....													
Total Project Area.													

*Total number of children belonging to Sch. Tribe may be shown in Cols. 3, 5, 7, 9,11, 13 and total number of children belonging to all communities including Scheduled Tribes may be shown in Cols. 4, 6, 8, 10, 12 & 14.

†Information for each block may be given separately for the three items (i) (ii) & (iii)

TABLE XXXIII

Education in Tribal Areas (Enrolment)

Middle School (11-14)

S. No.	Name of the Block	Enrolment level in 1973-74						Targets for 1978-79					
		Boys		Girls		Total		Boys		Girls		Total	
		S.T.	Total	S.T.	Total	S.T.	Total	S.T.	Total	S.T.	Total	S.T.	Total
1	2	3	4	5	6	7	8	9	10	11	12	13	14
	Block I												
	(i) Total Nos.												
	(ii) Enrolment												
	(iii) Percent												
	Block- II												
	(i) Total Nos.												
	(ii) Enrolment												
	(iii) Percent												
	.....												
	.....												
	Total Project Area												

TABLE XXXIV

Education in Tribal Areas (Enrolment)

Higher Secondary School

S. No.	Name of the Block	Enrolment level in 1973-74						Targets for 1978-79					
		Boys		Girls		Total		Boys		Girls		Total	
		S.T.	Total	S.T.	Total	S.T.	Total	S.T.	Total	S.T.	Total	S.T.	Total
1	2	3	4	5	6	7	8	9	10	11	12	13	14
	Block I												
	(i) Total Nos.												
	(ii) Enrolment												
	(iii) Percent												
	Block-II												
	(i) Total Nos.												
	(ii) Enrolment												
	(iii) Percent												

	Total Projct Area:												

TABLE XXXV

Education in Tribal Areas (Educational Institutions)

S. No.	Name of the Block	Primary Schools		Middle Schools		High Schools	
		Nos.	% villages covered	Nos.	No. of Primary schools per middle school	Nos.	No. of High schools per Middle school
1	2	3	4	5	6	7	8
	Block I (a) 1973-74						
	(b) 1978-79						
	Block II (a) 1973-74						
	(b) 1978-79						
	Total Project (a) 1973-74						
	(b) 1978-79						

TABLE XXXVI

Education in Tribal Areas (Residential)

S. No.	Name of the Block	Ashram Schools		HOSTELS					
				Middle Schools			High Schools		
		Nos.	Seats	Nos.	Seats	% of seats to S.T. enrolment at middle school level	Nos.	Seats	% of seats to S.T. enrolment at High school level
1	2	3	4	5	6	7	8	9	10
	Block I (a) 1973-74								
	(b) 1978-79								
	Total Project Area (a) 1973-74								
	(b) 1978-79								

TABLE XXXVII

Ashram Schools Plan in Tribal Development Projects

S.No.	Name of the Block	Area selected for special residential primary institutions				coverage 1973-74			
						Primary Schools			
		No. of villages	Area sq. Km.	Population	Density	No. of children 6-11	Nos.	Capacity	Enrolled
1	2	3	4	5	6	7	8	9	10

Ashram Schools			Total (6-11)					Proposed coverage 1978-79							
								Primary Schools			Ashram Schools		Total (6-11)		
Nos.	Capacity	Enrolled	Nos.	Capacity	Enrolled	Percentage of		No. of children 6-11	Nos.	Capacity	Nos.	Capacity	Nos.	Capacity	Percentage of 25 to 19
						15 to7	16 to 7								
11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26

TABLE XXXVIII

Education in Tribal Areas (Pre-primary)

S.No.	Name of the Block	Type of institution*	Nos.	Total children enrolled	No. of pre-primary Insti-	
					Independent**	Attached to another educational institution
1	2	3	4	5	6	7
	.....					
	.....					
	Total Block I					
	.....					
	.....					
	Total Block II					
	.....					
	Total Project.					

tutions 1973-74	Targets for 1978-79				
Integrated with other Schools	Independent	Attached	Integrated	Total	
				Institutions	Children
8	9	10	11	12	13

NOTE *Type of institution means Balwaries, Anganwadis or any other institute catering to children in 3-6 age-group.

**Independent—Are those institutions which have no link with any other institution.
Attached Institution may be independent formally but actually linked to a primary school, ashram etc.
Integrated—The Primary school itself may cater to 3-6 age group for which special provision may be made in the staff.

TABLE XXXIX

Education in Tribal Areas (Level of Literacy)

S.No.	Name of the Block	Level								
		Urban			Rural			Total		
		Males	Females	Total	Males	Females	Total	Males	Females	Total
1	2	3	4	5	6	7	8	9	10	11
Block I										
Block II										
Total Project of Literacy										

TABLE XL

Level of Literacy of different Tribal Communities in the ITDP

S.No.	Area*	Name of the Tribe	% of literacy (1971)	Target for 1978-79
1	2	3	4	5

*Please give the figures for the smallest geographical unit for which they are available.

Education in Tribal Areas (Assistance Programmes)

S.No.	Item	Rate	No. of beneficiaries (1973-74)	% of beneficiaries to total S.T. students	Nos.	Target for 1978-79	
						% of beneficiaries to S.T. students	Total outlay
1	2	3	4	5	6	7	8
1.	Primary Schools:						
	(a) Free Books etc.						
	Block I*						
	Block II						
	Total Project						
	(b) Others (Please specify)						
	Block I						
	Block II						
	Total Project						
2.	Middle Schools:						
	(a) Scholarships						
	(i) Day Scholars						
	Block I						
	Block II						
	Total Project						
	(ii) Resident Scholars						
	Block I						
	Block II						
	Total Project						
	(b) Others (Specify)						
	Block I						
	Block II						
	Total project						
3.	Higher Secondary						
	(a) Scholarships						
	(i) Day Scholars						
	Block I						
	Block II						
	Total project						
	(ii) Resident Scholars						
	Block I						
	Block II						
	Total Project						

*Under each item figures for each block may be indicated.

Health Services in Tribal Areas

S.No.	Name of the Health Institution	Village in which situated			Personnel sanctioned			Personnel in position 31-12-73			Posts vacant for more than 4 months during 1974			Facilities Indoor		Building***
		Name	Population	Distance from Road	Ma*	Mu*	Pm	Ma	Mu	Pm	Ma	Mu	Pm	Indoor Beds	Specialist**	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
Block I																
Rural areas																
Urban areas																
Total Block I																
Block II																
Rural areas																
Urban areas																
Total Block II																
Total Project (a) Urban areas																
(b) Rural areas																

*Ma—Medical Personnel with M.B.B.S. qualifications.
Mu—Medical Personnel with Ayurvedic or integrated courses.
Pm—Para-medical Staff.
**Please specify what specialist services like X-ray, operation facilities or doctors with special qualifications are available.
***Please give the details as follows:
A—Full-fledged Building according to approved pattern.
B—There is a building but just adequate for the time being.
C—Rented building but adequate.
D—No satisfactory arrangement.

TABLE XLIII

Utilisation of Health Facilities

S. No.	Name of the Block	Curative Centre%		Population of village
		Village or town	Type*	
1	2	3	4	5

Sanctioned posts of doctors/vaids etc.	No. of beds attached	Average attendance per day 1973 or 1974	
		Out-door	Indoor
6	7	8	9

%Curative Centre means a medical institution with a qualified doctor or vaid.
*Please state whether P.H.C., Ayurvedic dispensary, Allopathic dispensary etc.

Rural Water Supply in I. T. D. P.

S.No.	Name of the Block	Total No. of Hamlets	Hamlets with protected Water supply					Hamlets with unprotected water supply			Hamlets reqd. to go to fetch water more than					
			Piped		Handpump		Dugwell	Tanks	Springs	Streams	Km. 0·5—1	Km. 1—2	Km. 2—3	Km. 3—5	Km. 5 or more	Total
			T*	W*	T*	W*										
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
	Block I															
	(a) 1973-74 £															
	(b) 1978-79															
	Block II															
	(a) 1973-74															
	(b) 1978-79															
	Total Project															
	(a) 1973-74															
	(b) 1978-79															

*Please give T—Total nos. which have been provided this facility.
W—Total nos. where the facility is in good working condition.

£Please give the comparative position at the end of the IV Plan & as the situation is likely to be at the end of the V Plan.

TABLE XLV

Rural Electrification

S. No.	Name of the Block	No. of villages electrified		Population covered		Connections given			
		Nos.	%to total	Nos.	%of total State Population	Domestic	Industrial	Irrigation	Total
1	2	3	4	5	6	7	8	9	10
	Block I								
	(a) Existing								
	(b) Fifth Plan Targets								
	Block II								
	(a) Existing								
	(b) Fifth Plan Targets								
Total Project									

TABLE XLVI

Large Scale Mining of Industrial Establishment in the Project.

S. No.	Name of Establishment	Location	Direct Employment
1	2	3	4

I. Existing.
II. Decided to be established.
III. Likely to be established in the next 10 years.



MGIPCBE—S6—1 D of SW/74—5-2-75—1,500.