

CHAPTER III

POLICIES AND PROGRAMMES FOR TRIBAL DEVELOPMENT IN INDIA

According to 1991 census 67.76 % of persons belong to Scheduled Tribe (ST) in different States and Union Territories excluding Assam, Jammu and Kashmir. This constitute 8.08% of the total population. The percentage of Scheduled Tribe population has marginally increased from 7.83% in 1981 to 7.95% in 1991.¹ The Scheduled Tribe population has increased by 25.67% during the decade of 1981 -1991. The growth rate is high in comparison to the total population of the country (23.79%).² This chapter gives an insight into the policies, plans and programmes for tribal development in India.

3.1 A Brief Account of the Demographic Particulars of Scheduled Tribe Population in India

Out of the total Scheduled Tribe population of 67.76 million, about 49% of the Scheduled Tribe population lives in three states *viz.*, Madhya Pradesh (27.73%), Maharashtra (10.80%) and Orissa (10.38%), while Hariyana, Punjab, Chandigrah, Delhi, Pondicherry have not a single Scheduled Tribe.³

About 93 % of the Scheduled Tribe population is rural based. Out of the major 15 States, only three states, *viz.*, Karnataka, Maharashtra, and Tamil Nadu

had more than 10% of the Scheduled Tribe population residing in rural areas, the respective percentages being 14.94, 12.47 and 12.01. The percentage share of Scheduled Tribe population in the total population of the following states are Andhra Pradesh (7.6%), Assam (3.4%), Bihar (7.0%), Gujarat (8.1%), Kerala (3.5%), Madhya Pradesh (4.8%), Orissa (5.1%), Rajasthan (4.6%), Utter Pradesh (5.9%) and West Bengal (5.2%).⁴

State wise ranking of Scheduled Tribe population and the size, proportion of Scheduled Tribe population in the total population of the various states as per the 1991 census are given in Table 3-1.

Table 3-1

**Ranking of States and Union-Territories by Size of Scheduled Tribes
Population (1991 census)**

<i>S. No</i>	<i>State / Union -Territory</i>	<i>Total scheduled tribe population.</i>	<i>Percentage of scheduled tribe population to total state population. 1991</i>
1	Madhya Pradesh	15,399,034	23.27
2	Maharashtra	7,318,281	9.27
3	Orissa	7,032,214	22.21
4	Bihar	6,616,914	7.66
5	Gujarat	6,161,775	14.29
6	Rajasthan	5,474,881	12.44
7	Andhra Pradesh	4,199,481	6.31

8	West Bengal	3,808,760	5.59
9	Assam	2,874,441	12.82
10	Karnataka	1,915,927	4.26
11	Meghalaya	1,517,927	85.53
12	Nagaland	1,060,822	87.70
13	Tripura	855,345	30.95
14	Mizoram	653,565	94.75
15	Manipur	632,173	34.41
16	Tamil Nadu	574,194	1.03
17	Arunachal Pradesh	550,351	63.66
18	Kerala	320,967	1.10
19	Uttar Pradesh	281,901	0.21
20	Himachal Pradesh	218,349	4.22
21	Sikkim	90,901	22.36
22	Goa	376	0.03
Union Territories			
1	Dadra and Nagar Haveli	101,380	78.99
2	Lakshadweep	48,163	93.15
3	Andaman&Nicobar Island	26,770	9.54
4	Daman & Diu	11,724	11.54

Source : *Census of India 1991,*

The Table 3-1 shows that in some of the States and in the Union Territories, the population is predominantly Scheduled Tribe viz., Mizoram 94.75%, Laksha Dweep (93.15%), Nagaland (87.10%), Meghalaya (85.83%), Dadra Nagar Haveli (79.98%) and Arunachal Pradesh (63.66%). Among the 15

major states, Madhya Pradesh has the largest proportion of Scheduled Tribe population (23.27%) followed by Orissa (22.21%).

The children in the age group of 0-6 constitute 20.18% of the Scheduled Tribe population in India as against 17.94% for the total population of India and 19.63% for the Scheduled Caste population.⁵ Thus the Scheduled Tribe population has relatively higher proportion of children as compared to general and Scheduled Caste population. The sex ratio for Scheduled Tribe population was 972 (Per 1000 males).⁶

- According to 1991, census 29.6% of the Scheduled Tribe population in the age group 7 years and above were literate, the literacy rate being 40.65% for males and 18.19% for females. These figures are much lower than the corresponding figures for the total population of India. The tribal literacy rate is low in Andhra Pradesh (17.16%) and Rajasthan (19.44%). In the case of females, the literacy is extremely low in states like Rajasthan (4.4%), Andhra Pradesh (8.7%), Orissa (10.2%), Madhya Pradesh (10.7%), Bihar (14.8%) and Uttar Pradesh (15.0%).

The work participation rate of Scheduled Tribe population is 49.30% which is much higher than that of the general population (33.46%) and of the Scheduled Caste population 39.25%.⁷ This is primarily due to very high participation rate among the Scheduled Tribe women. In case of males, the

work participation rate of Scheduled Tribe population is 54.74% which is higher than the corresponding figure for the total population (51.55%) and the Scheduled Caste population (51.48%). But the female work participation rate among the Scheduled Tribe is 43.7% as against 25.98% for Scheduled Caste and 22.25% for total population of the country.⁸ The female work participation rate of Scheduled Tribe population is generally quite high in most of the states and union territories. The highest female work participation rate among the Scheduled Tribe was found in Andhra Pradesh (50.63%) and the lowest in West Bengal (23.43%). Among the Scheduled Tribe population, 96.03% of the main workers rely on the primary sector, 3.85% depends on the secondary sector and 6.12% on the tertiary sector for livelihood. 54.51% of the Scheduled Tribe main workers in agricultural sector are cultivators, while 32.69% are agricultural labourers. This is in sharp contrast to the proportion of Scheduled Caste as well as the total population of the country.⁹

The tribals live mostly in the sparsely populated parts of hills and forests of sub-Himalayas and north east region, in the mountain belt of central India between Narmada and Godawari rivers, and southern parts of the Western Ghats extending from Wayanad to Kanyakumari. It is seen that there is a wide gap between the tribals and the non-tribals even today.

3.2 Pre-Independence and Post- Independence Approaches for Tribal Development.

In a democratic state, one group of people should not remain outside the mainstream society. Tribals have to be involved in all the matters concerning their country. After independence, Planned development started and broadly three different approaches were advanced (1). Isolationist (2). Assimilationist (3). Integrationist.¹⁰ The first approach was a legacy of the British regime, and is usually described as 'leave them untouched'. The policy was to isolate the tribal population from the masses. The British took deliberate efforts not to develop communication in the tribal areas. Tribals were kept away from the rest of the population. Verrier Elwin (1934) supported the establishment of a sort of 'National park' or 'specimens in a human Zoo' of the tribals and advised that their contact with the outside should be reduced to the minimum. But this approach was not followed for long.

The 'assimilationist' approach is the approach which paved the way for the tribal people to mingle with the neighbouring non-tribals. In India, the process of assimilation took place in different parts of the country, resulting in the gradual acceptance of Hindu culture by the tribals. The main criticism against this approach was that this tried to change the tribals by imposing the non - tribal customs and traditions. The Advocates of this view supported a direct

assimilation without waiting for a slow and long-drawn change over. The approach is also considered to be a failure.

The past experience of the policies of isolation and assimilation, forced the planners to take the middle way between the two, which is called the integrationist approach. This approach was mainly the brain child of Jawaharlal Nehru. The policy of integration consists of two types of measures for tribal development. (1) Protective (2) Promotional measures.

The former consists of land policies, forest policies and the policies to protect tribal culture and traditions, while the latter is the same as development and welfare programmes undertaken by the government (through plans) and other voluntary agencies to make the tribal life better through the integrationist approach. P.D Kulkarni states that “the policy of protection and development is undoubtedly same in itself, but it remains to be seen whether development is possible without upsetting the harmony that exists in the placid tribal life”.¹¹

The constitution of India initiated the tribal welfare programmes by incorporating important provisions. These provisions not only put an end to the policy of indifference which had been followed during the pre-independence period, but also gave testimony to tribal welfare programmes, making them a constitutional obligation for the future governments of the country.

3.3 Constitutional Provisions

- (a) Statutory recognition of tribal communities.
- (b) Creation of scheduled areas for the thorough development of the tribals.
- (c) Special representations in the parliament, in the legislative assemblies and local bodies.
- (d) Special privileges in the form of reservation of a certain percentage of posts in government services and seats in educational institutions.
- (e) Recognition of the right to use local language for administration and other purposes and to profess one's faith.

In addition to the above, three provisions of the constitution deserve special mention. According to the fifth schedule, Union Executive is given the power of giving direction to the States in matters relating to the administration of scheduled areas. The sixth schedule designates tribal areas in Assam and Meghalaya where autonomous district councils and regional councils have been constituted with powers to make laws for management of land, forests, shifting of cultivation, appointment or succession of chief and headman, inheritance of property, marriage and divorce, social customs and matters relating to village or town administration. Article 275 (1) of the constitution provides for grant-in-aid from the Union to the States for promoting the welfare of the Scheduled Tribes or for raising the level of administration of the Scheduled Areas. The constitution also provides for the appointment of a commission for Scheduled

Tribe's for safeguarding their interests. Thus, tribal development in the true sense and in the present context of India is in fact a post independence concept and draws the spirit from the constitution itself.

The national committee on the development of backward areas under the chairmanship of Sri Sivaraman (Sivaraman committee) has recommended the "Sub-Plan approach" with suitable adaptation for other backward areas for the better planning and development. Some committees were formed by government of India under the chairmanship of prominent politicians / government officials. These committees were included in the working group report of Fourth Plan 1980-85. The Scheduled Areas and Scheduled Tribes commission set up under the chairmanship of Sri. U.N. Dhebar in 1961 referred to this policy approval and observed that "the problem is not to disturb the harmony of tribal life but simultaneously work for their advance, not to impose any thing upon the tribals but work for their integration as members and part of the Indian family".¹²

A study team appointed by the Planning Commission headed by P. Shilu A.O. opined that "the aim of tribal welfare policy should be defined as the progressive advancement, social and economic betterment of tribals with a view to their integration with the rest of the community on a footing of equality within a reasonable distance of time."¹³ The period has necessarily to vary from tribe to tribe and it may be five or ten years in the case of certain tribes.

The Debar commission (1961) stressed an integrated approach. According to them, “problem of economic development for the bulk of the tribals cannot be solved unless that resources of land, forests, cattle wealth, cottage and village industries are all mobilized in an integrated basis.”¹⁴ In 1972 under the chairmanship of S. C. Dube an Expert Committee set up for advising on the formulation of a new strategy during the Fifth Five Year Plan.

3.4 Five Year Plans and Tribal Development

The planning commission laid down the objectives and strategies for tribal development from time to time. The following are the account of the tribal welfare programmes in India during the various plans.

3.4.1 *The First Five Year Plan (1951-1956)*

The First Five Year Plan outlined a positive policy for assisting the tribals as under:-

- i Assisting them to develop their natural resources and to evoke a productive economic life wherein they will enjoy the fruits of their own labour and will not be exploited by more organized economic forces from outside;
- ii. It is not desirable to bring about changes in their religions and social life, except at the initiative of the tribal people themselves and with their willing consent;

- iii It is accepted that there are many features in tribal life which should not only be retained but also developed; and
- iv. The qualities of their dialects, and the rich content of their arts and crafts also need to be appreciated and preserved.

Taking into consideration the conditions of the tribal people, The First Planning Commission quoted that “There may be a good deal of justification for such (isolation) a policy of non-interference; but it is not easily practicable when tribal life has been influenced by social forces from without, and tribal communities have reached a certain degree of acculturation accompanied by the penetration of communications in the tribal areas, and of social services for the betterment of their lives.”¹⁵

In the First Five Year Plan, Community Development Projects for all round development of rural areas especially the weaker sections were started.

3.4.2 *Second Five Year plan (1956 -1961)*

During this plan the Ministry of Home Affairs provided fund to the Ministry of Community Development to establish Special Multi-purpose Tribal Blocks (SMPT) in areas with prominent tribal population.

3.4.3 *Third Five Year plan (1961 -1966)*

Towards the end of the second plan, i.e., in 1959, the government of

India appointed a committee under the chairmanship of Verrier Elwin to review the SMPT Blocks. According to the recommendations of this committee, during the Third Plan period, SMPT Blocks were renamed as Tribal Development Blocks (TDB) and suggested it to be opened in all areas where over 60% of the population were tribals. In addition to the normal allotment of Rs 12 lakhs to a community development block, a provision of Rs 10 lakhs for 1st stage, and Rs 5 lakhs for 2nd stage for TDB was also made.

3.4.4 Three Annual Plans (1966 -1969)

During this period no special funds were provided for tribal development. However in 1969-70 a decision was taken to extend the total life of TDBs to 15 Years by incorporating a new stage three. During the 3rd stage each TDB was given Rs 10 lakhs.

3.4.5 Fourth Five Year Plan (1969- 1974)

During the Fourth Five Year Plan, a series of programmes were conceived and addressed to specific target groups. The Small Farmers Development Agencies (SFDA) and Marginal Farmers and Agricultural Labourers Development Agencies (MFAL) were the first two in the series. In these cases, attention was shifted from area development to development of identified individuals who qualified for special attention according to certain objective criteria.

The Drought Prone Area Programme (DPAP) was another measure in the same direction but with a difference. Here the attention is given to the problem faced by an entire region which is depressed because of its agro-climatic situation. The specific target-group approach, however, was adopted to cater attention on the weaker sections of the society. In the wake of establishment of these area specific and weaker-group oriented projects, the programme for tribal areas were also on a pilot basis. Tribal Development Agencies (TDA's) were established on the pattern of SFDA which addressed themselves to the problems of the tribal population. The level of investment in the new programme was much higher compared to TD Block. Six tribal development agencies were started during the Fourth Plan. Each Tribal Development Agency covered a group of TD Blocks. Tribal Development Agencies were expected to comprise elements of economic development, social services and prospective measures.

By the time of Fourth Plan, one of the drawbacks of the functioning of TDBS became clear that their activities were not properly integrated with the general development plans for the region. The Fourth Plan tried to rectify this drawback by adopting the integrated area development approach.

Sectoral outlays for tribal development during the First Five Year Plan to the Fourth Five Year Plan is shown in the Table 3-2 below.

Table 3-2**Sector -Wise Outlays for Tribal Development (Rs in crores)**

<i>Plan period</i>	<i>Education</i>	<i>Economic upliftment</i>	<i>Health, housing etc</i>	<i>Total</i>
Ist plan	5.10	8.46	3.81	17.37
IIInd plan	8.05	22.70	9.76	40.51
IIIrd plan	13.23	30.72	7.10	51.05
1966-69	9.32	24.07	1.93	35.32
IV th Plan	31.50	42.25	10.45	84.20

Source : Fourth Five Year Plan Approach Paper

The Table 3-2 shows that the investment in (sector wise) successive Five Year Plans have progressively increased and the sector-wise out lay on education has increased sharply. Sectoral outlay of economic upliftment was given the highest priority in different plans.

3.4.6 Fifth Five Year Plan (1974 -79)

During the middle of the Fourth Five Year Plan, i.e., in the year 1972, the Planning Commission set up a “Task force on Development of Tribal Areas” with L.P. Vidyarthi as the Chairman. In their appraisal, the task force observed that in spite of various kinds of investment by the State and Central governments for tribal development in successive plans, the problem of the tribals reflected in primitive methods of agriculture, land alienation, indebtedness, adverse effects of industrialization, low rate of literacy, poor health of nutrition etc., had not

been solved.¹⁶ The committee opined that one of the important factors for the lack of impact so far was that development of Scheduled Tribes and tribal areas had been looked upon as a problem of 'welfare' as distinguished from 'development'.

Taking into account of the recommendations of the task force and other previous committees, during the Fifth Five Year Plan, an altogether new approach was adopted towards tribal development. This was termed as Tribal Sub-plan. It envisaged the total development of the tribal areas and provided the mechanism for integrating the developmental activities of the government and the semi government organizations by financing through the Integrated Tribal Development Project (ITDP). The Sub-Plan aimed at narrowing the gap between the levels of development of tribal and other areas, and to improve the quality of life of the tribal communities in general.

The investment in the tribal areas from the First Five Year Plan to the Fifth Five Year Plan is presented in the Table 3-3. The following Table shows that the investment in tribal development has been increasing step-by-step in the preceding plans. The percentage wise investment for tribal development was high during the Fifth Five Year Plan with 3.01% of total plan outlay.

Table 3-3**The Investment in the Tribal Areas from the First Plan to the Fifth Plan****(Rs in Crores)**

<i>Plan</i>	<i>Total Plan outlay</i>	<i>Tribal development</i>	<i>Percentage</i>
First Plan	1,960	19.93	1.0
Second plan	7,672	42.92	0.9
Third plan	8,577	50.53	0.6
Annual plans(1966-67)	6,756	32.32	0.6
Fourth plan	15,902	75.00	0.5
Fifth Plan(1974-79)	39,322	1,182.00	3.01

Source : The Sixth Five Year Plan Approach Paper.

The Tribal Sub-Plan 1974-79 basically represented disaggregation of sectoral programmes and the total out lay was a derived figure from this sector wise qualification. The First Sub-Plan 1974-79 accorded the highest priority to elimination of exploitation.

During the Fifth Plan, agricultural and allied sectors claimed the highest investment amounting 26% followed by education and health services Which accounted for about 21%. Co-operation has been given a very high step up during this plan period with a total investment of Rs 60 crores largely meant for marketing of agricultural and minor forest produces. Transport and communication had been kept at a low key claiming only about 8% of the total investment.

For each Integrated Tribal Development Project (ITDP), an Integrated Area Development Plan focusing attention on the specific problems of the area and the tribal people has been formulated. The Sub-Plan areas in each state thus comprised a number of viable projects.

3.4.7 Sixth Five Year Plan (1980 -85)

The Sixth Plan continued the Sub-Plan approach of the Fifth Plan. This was to be supplemented by target beneficiary approach with the objective of narrowing the gap between the level of development of the tribals and other developed communities and bringing about a qualitative change in the life of a tribal community.

The broad objectives of the Sixth Plan were:

- i) A progressive reduction in the incidents of poverty and unemployment.
- ii) Improving the quality of life through minimum needs programme.
- iii) A reduction in inequalities of income and wealth.
- iv) Infra structure development for further exploitation of potential of the tribal region.

The strategy of development lays emphasis on consolidation of the gains of protective measures, programmes of full employment, education and health services. The programmes under different sectors of development are required to be intensified with suitable modifications to remove the present inadequacies

in implementation. The States have to give due importance to the integration of programmes in the field and effective delegation of powers to the Project Authorities in ITDPs. The approach in the Sixth Plan for the development of backward areas in general was to rely, to a greater extent, on the development of agriculture, village and small-scale industries subsidiary occupations and related services and also the Minimum Need Programmes and Area Development Programmes. Improvement of economic status of the tribals should be the first concern and suitable programmes of horticulture, cattle development, poultry and piggery etc were carried out.

Emphasis was placed more on family- oriented programmes than on infrastructure development unlike in the previous Plans.

3.4.8 *Seventh Five Year Plan (1985 -90)*

The basic premises of the Tribal Sub-Plan continued in the Seventh Plan also. During the Seventh Plan, the Tribal Sub-Plan strategy comprised the following.

- (a) Identification of the Development Blocks where tribal population is in majority and their constitution into ITDPs with a view to adopt there an integrated and project - based approach for development.
- (b) Marking of funds for the Tribal Sub-Plan and ensuring the flow of funds from the control of State plan, sectoral outlays and from financial

institutions.

- (c) Creation of appropriate administrative structures in tribal areas and adoption of appropriate personnel policies.

The programme of tribal development with ITDP pattern was continued in the Seventh Plan also without any basic or major changes in the approach, Pattern or structure, but better co-ordination was sought between various agencies, and social services were given priority .LAMPS (Large Agricultural Marketing Societies) were to be strengthened through broadening their popular base. Seventh Plan paid attention towards the rehabilitation of poor tribals and the removal of tribal women's backwardness.

Expenditure in different plan periods for development of Scheduled Tribes were shown in the Table 3-4. The following Table shows that funds from State Plan is higher than the funds from the Special Central Assistance (SCA). SCA was low during the Fifth Five Year Plan and high during the Seventh Five Year Plan. The total expenditure for tribals development has been increasing sharply. The seventh Plan's investment was highest with 7951.82 crores. During the Seventh Plan the funds from the state Plan is high with 7100.57 crores.

Table 3-4**Expenditure in Different Plan Periods for Tribal Development****(Rs. in Crores)**

<i>Plan</i>	<i>Funds From State Plan</i>	<i>Funds from Special Central Assistance</i>	<i>Total</i>
Fifth Plan	759.44	186.76	946.20
1979-80(Actual)	382.45	59.45	441.90
Sixth Plan	3387.89	486.11	3874.00
Seventh plan	7100.57	851.25	7951.82

Source: A Note on Review of Programmes during the Seventh Plan, Planning Commission, New Delhi.

3.4.9 Eighth Five Year Plan (1992 -97)

In the Eighth Plan, taking in view of the problem related to the implementation of schemes for tribal development, the planning commission tried to be more realistic. The Plan largely emphasizes the re-orientation of administrative structure at all levels for functional co-ordination, integration and effective delivery of services. The strategy of Eighth Plan also specifically aimed at improving the living environment of the tribals by giving them better social and civic amenities and facilities. The working group has recommended that the objective of the Seventh Plan would continue for the eighth plan period. The objectives for the Eighth Plan are detailed below.

- (a) Progressive reduction in poverty and creation of employment thereby providing reduction in income inequalities.
- (b) Improving the quality of life through a minimum needs programme.
- (c) Development and strengthening of infrastructure for further economic exploitation of the Tribal Sub-Plan area.
- (d) Development of confidence of tribals along the desired lines through intensive educational efforts.

In the Eighth Five Year Plan, Tribal Sub-Plan (TSP) area, MADA (Modified Area Development Approach), Scattered Development Plans, and Primitive Tribe Development Plans for the tribal development approach have been stressed.¹⁷ Despite the effects to diversify economic activities in non-formal sectors, the predominant source of livelihood in TSP area continues to be agriculture. The main thrust would be on the development of fisheries, sericulture, horticulture, plantation on waste land and growing vegetables. During the Eighth Plan these areas would provide supplemental income and new avenues of employment to the tribals. Human resources development through education, vocational/craftman training would be taken up to improve the skills of the tribals. Expansion of irrigation facilities and electrification of tribal settlements, expansion of irrigation wells, fertilizers, improvement of cattle breed and mining activities have also been given. In this plan, family oriented

schemes have been also stressed to uplift the tribal families. The community development programmes are given second priority.

3.4.10 *Nineth Five Year Plan (1997-2002)*

Nineth Five Year Plan (1997-2002) has the strategy to achieve a seven percent growth rate for the economy. The main objectives of the Ninth Plan are the generation of adequate productive employment, eradication of poverty, empowerment of women and socially disadvantaged groups. It aims to ensure food and nutritional security for all, particularly the vulnerable sections of society. The Nineth Plan therefore, contemplates to implement people oriented planning in which the government and the people particularly the poor can fully participate.

The approach paper to the Nineth Five Year Plan reiterated in the document that “the principal task of the Nineth Plan was to usher in a new era of people oriented planning, in which not only the government at the Center and the States, but the people at large, particularly the poor, can fully participate.”¹⁸

A participatory planning process is an essential precondition for ensuring equity as well as accelerating the rate of growth of the economy. For approaching to this goal, the government of India enacted an amendment to the constitution of India (73rd Amendment) for ensuring representation of backward and marginalised communities eg. Scheduled Caste, Scheduled Tribe and women in

Panchayati Raj institutions. The draft report of the working group on decentralized planning and Panchayati Raj for formulation of the Ninth Five Year Plan (1997-2002) noted that "... large parts of the country and vast section of the population have been untouched by this progress. It is now felt that the fruits of development could have been multiplied manifold with the involvement of people at the grass-root level in the process of development."¹⁹

The approach for the Ninth Five Year Plan has drawn attention to the need for national policy for tribal development. Effects will be made to ensure that the tribal economy is protected and supported against threats from the external markets. The ownerships/patent rights of the tribal people in respect of minor forest produces vis a vis the use of medicinal plants will be protected as per the provision of intellectual property Rights (IPR). Ninth Plan is a process and it would be able to fulfill the ambition of tribals is the initiation of 21st century and may able to bring them more nearer to national mainstream.

3.5 Schemes for Tribal Development

The tribal majority areas in the country are broadly divided into three categories, viz., (i) predominantly tribal states/union territories (ii) Scheduled area, and (iii) Non-Scheduled areas in the states. All the tribal-majority States and Union Territories are placed in a special category for availing funds. The development and administration of tribal areas is accepted as a special

responsibility of the central government even though they are integral parts of the concerned states. Financial provisions for their development were considered in detail by the constituent assembly itself.²⁰

The schemes have been divided into two categories, viz., (i) central sector programmes which are fully financed by the central government. (ii) the centrally sponsored programmes which are partly financed by the central government, and rest of the expenditure meted out by the concerned State government.

According to Dr. B.D. Sharma, financial resources for developmental programmes in a state may comprise the following elements.²¹

- i) investment in the central and centrally sponsored schemes;
- ii) state revenues;
- iii) share from certain central revenue;
- iv) plan assistance from the central government and
- v) grants under Article 275 (1) on the basis of the recommendations of the Finance Commission.

The utilisation of State funds is broadly classified under two categories. Plan and non-plan. The plan technically covers all those items which are included in the State or the Central plan. The non-plan includes expenditure on general administration as also on the maintenance of development schemes.

The Special Central Assistance (SCA) for tribal sub-plans is allocated between different states on the basis of three criteria as under.

- i) the tribal population of Sub-Plan area;
- ii) the geographical area of the Sub-Plan; and
- iii) the per capita gross output of the state.

The weightage for these three elements has been fixed in a certain proportion. While the first two criteria are simple, the quantum of assistance on the basis of the third criterion is determined with reference to the difference between the inverse of the State's per capita gross product and the inverse of the per capita gross national product.

The financing agencies rendering their services in the tribal areas are Central Government, State Governments, institutions, viz., commercial banks, co-operative banks, NABARD and voluntary organisations.²²

3.6 Programmes for Tribal Welfare

A number of employment oriented and developmental programmes for tribals have been introduced by the government of India. The major programmes are Integrated Rural Development Programme (IRDP), Jawahar Rosgar Yojana (JRY), Prime Ministers Rosgar Yojana (PMRY) and Training For Self Employment For Rural youth (TRYSEM). IRDP scheme is absolutely for rural people those belong to below poverty line and others are for both rural as well.

as urban youth. All these schemes are implemented in the state by District Rural Development Agencies (DRDA's) in collaboration with Commercial and Co-operative Banks. PMRY was initiated in October 1993 to tackle the burning problem of educated unemployment. PMRY relates to setting up of self-employment ventures through industries and services. Any unemployed youth who is metric failed/passed or above or ITI passed, is eligible for the benefits of the scheme subject to the condition that if he is between the age group of 18 to 35 years and his family income does not exceed Rs 24,000 per annum.²³ The youth should also be the permanent resident of the areas for at least three years and he should not be defaulter to any bank or financial institution. The scheme envisages 22.5% reservation for Scheduled Caste/Scheduled Tribe and 27% for OBC. A maximum loan of Rs 1 lakh per candidate is provided under this scheme, at an interest rate of 12.5% to 15.5%. The entrepreneur has to contribute 5% of project cost as margin money. No collateral security guarantee is asked on such loans. Period of repayment starts after a moratorium of six to eighteen months and range over 3 to 7 years. The government provides subsidy to the extent of 15% of the total loan imbursement with a ceiling of Rs 7,500 per entrepreneur. In case of joint venture each partner may be provided a loan of Rs 1 lakh subsidy. In such cases the interest is calculated for each partner separately at a rate of 15% of his share in the project cost limited to Rs 7,500 for each partner.

The provision of compulsory training to entrepreneurship development is a salient feature of the scheme. Duration of this training is one month and trainees are provided stipend of Rs..500 during the training period.

With the objective of providing technical skills to rural youth to enable them to take up self employment in the fields of agriculture and allied activities, industries, services and business activities, the scheme of TRYSEM was introduced in the year 1979 on the independence day. The scheme works as a part of Integrated Rural Development Programme and aims at imparting training to about 2 lakhs rural youths every year from the 5,011 development blocks of the country and to lift them above the poverty line.²⁴

Under this scheme, those rural youth who are in the age group of 18 to 35 years with annual timely income from all sources are not exceeding Rs 8,500/- are eligible for selection. Preference is given to Scheduled Caste/Scheduled Tribe (50%) women (40%) and physically handicapped (3%). The selected beneficiaries are trained into the field of agriculture and allied activities, industry, service and business activities. The trainees are paid a monthly stipend or daily allowance during the training period. The training institution is provided honorarium along with Rs 75 per trainee per month for purchase of raw-materials.

After completion of training, the beneficiaries are assisted in getting finance from the banks. A maximum of Rs 35,000 /- can be sanctioned to each beneficiary as a composite loan. Trained youths are granted a subsidy by the government at the rate of $\frac{1}{3}$ to $\frac{1}{2}$ of the cost of the project to set up self-employment venture.²⁵ Beneficiaries are also provided marketing support for their finished products. The amount spent on this scheme is contributed by the Central and the State governments in 50:50 ratios. Since 1983 the scope of TRYSEM scheme has been enlarged.

The main thrust of the development strategies during the recent past has been on the removal of poverty in tribal areas. The main causes of poverty are identified as illiteracy, unemployment, under employment and low productivity in agriculture. Since farmers in TSP area have land holding mostly on hill slopes, the fertility of land is very low. Further, droughts and soil erosion are now recurring features in the tribal areas. This has reduced employment opportunities of the tribals. For improving the economic status of tribals, special programmes were launched, during 1980's, mainly (a) the Asset Programme and (b) the Employment Programme.

The Asset Programme aims at the over all integrated development of rural life through the removal of poverty and unemployment in rural areas. In this programme productive assets are directly given to the poor. It is believed

that income generated from these productive assets would not only be sufficient to repay the bank loans but will help the assisted families to cross the 'poverty line'. This programme is popularly known as Integrated Rural Development Programme (IRDP).

The Employment Programme on the other hand aims at providing employment through public works during the adverse agricultural season. The employment programme asserts that poverty persists because of the lack of employment opportunities. The earlier employment schemes were adhoc in nature but the employment programme launched from Oct 1980, popularly known as National Rural Employment Programme (NREP) is considered as a permanent plan programme.

The travails of tribal development need to be understood properly. The programmes should be related to the specific needs of the tribal community. Also, tribal development programmes should be integrated with the ongoing rural development programmes meant for poverty alleviation. A pragmatic and holistic approach to tribal development alone can produce good results.

NOTES AND REFERENCES

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