Chapter IV
Implementation of Programmes under Five Year Plans for Tribal Development in India
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4.1 Meaning and Significance of Planning

Notwithstanding all the clichés like market friendly state, consumer–friendly markets, etc., economic planning continues to be the foundation stone of economic policy-makers all over the world. It is a symbol of independence, and it provides a medium through which the society or its representatives can articulate a view of the country’s economic situation, its problems and projects and goals or as one scholar observes: “It reflects the determination to take charge rather than be driven by economic forces.”

4.2 Economic Planning in India

India has completed about six decades of economic planning (1951-2011). India’s experience with economic planning is a unique one as she has been practicing economic planning within the frame work of a democratic mixed economy. In this type of system, as already seen, planning is confronted with manifold strains and stresses. India too had its share of these strains. Another feature of India’s scene is the diversity and heterogeneity of this country, which presents special challenges for development.

Immediately after Independence, India sought to reverse the ‘historical process’, given the nature of a highly fragmented and distorted economy and the low level of infrastructure, human resource development and living standards, the primary objective of economic and social policy has to be developmental. The National Planning Commission was established in March, 1950. The major function of the Commission was to formulate a Plan for the most effective and balanced utilization of the country’s resources. The Planning Commission prepared the First Five Year Plan (First FYP) for the period 1951-56. India, thus, entered the era of economic planning with the First FYP beginning on 1st April 1951.

Table-4.1 Plan Period Strategies Related to Tribal Development

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Plan Period</th>
<th>Tribal Development Programmes</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>1st Five Year Plan</td>
<td>Tribal Development Programmes</td>
</tr>
<tr>
<td></td>
<td>(1951-61)</td>
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<tr>
<td>2.</td>
<td>2nd Five Year Plan</td>
<td>Community Development Approach (Tribal Development Projects)</td>
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<tr>
<td></td>
<td>(1951-61)</td>
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<tr>
<td>3.</td>
<td>3rd Five Year Plan</td>
<td>Special Multipurpose Projects for tribal people. (Creation of TD Blocks.)</td>
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<td></td>
<td>(1961-66)</td>
<td></td>
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<tr>
<td>4.</td>
<td>4th Five Year Plan</td>
<td>Administrative frame programme implementation and protective measures (Tribal Development Agencies (TDA).</td>
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<tr>
<td></td>
<td>(1969-74)</td>
<td></td>
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<tr>
<td>5.</td>
<td>5th Five Year Plan</td>
<td>Total and Comprehensive view of the tribal problems and coordination of sectoral programmes (Tribal sub-plan and</td>
</tr>
<tr>
<td></td>
<td>(1974-79)</td>
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creation of LAMPS)

6. 6th Five Year Plan (1980-85)  Integrated approach and large financial allocation (expansion of TSP).

7. 7th Five Year Plan (1985-90)  beneficiary oriented programme and infrastructural development (intensive Tribal Development)

8. 8th Five Year Plan (1992-97)  A frontal attack on poverty, illiteracy, ignorance, organise state level tribal development cooperative corporations.


10. 10th Five Year Plan (2002-07)  Programmes for the Promotion of higher Education.

11. 11th Five Year Plan (2007-11)  Inclusive Growth Approach

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Plan Period</th>
<th>Total Plan Outlay</th>
<th>Investment on Tribal Development</th>
<th>Percentage of the Total Investment on Tribal Development Programme</th>
<th>% of Tribal Population to Total Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>1st Plan (1951-56)</td>
<td>1,960</td>
<td>19.33</td>
<td>1.0</td>
<td>6.22</td>
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<td>2.</td>
<td>2nd Plan (1956-61)</td>
<td>4,672</td>
<td>42.92</td>
<td>0.9</td>
<td>6.62</td>
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<td>3.</td>
<td>3rd Plan (1961-66)</td>
<td>8,577</td>
<td>50.53</td>
<td>0.6</td>
<td>6.80</td>
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<td>4.</td>
<td>4th Plan (1969-74)</td>
<td>15,902</td>
<td>75.00</td>
<td>0.5</td>
<td>6.90</td>
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<tr>
<td>5.</td>
<td>5th Plan (1974-79)</td>
<td>39,322</td>
<td>1,067.27</td>
<td>2.71</td>
<td>6.90</td>
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<tr>
<td>6.</td>
<td>6th Plan (1980-85)</td>
<td>97,500</td>
<td>5,535.50</td>
<td>2.467</td>
<td>7.80</td>
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<tr>
<td>7.</td>
<td>7th Plan (1985-90)</td>
<td>1,80,000</td>
<td>13,000.00</td>
<td>7.22</td>
<td>7.80</td>
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<td>8.</td>
<td>8th Plan (1992-97)</td>
<td>4,95,669</td>
<td>36,740.00</td>
<td>7.41</td>
<td>8.08</td>
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<td>9.</td>
<td>9th Plan (1997-02)</td>
<td>6,20,869</td>
<td>57,541.00</td>
<td>9.26</td>
<td>8.08</td>
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<td>10.</td>
<td>10th Plan (2002-07)</td>
<td>6,54,251</td>
<td>63,450.00</td>
<td>9.69</td>
<td>8.2</td>
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<tr>
<td>11.</td>
<td>11th Plan (2007-11)</td>
<td>2,156,571</td>
<td>-</td>
<td>-</td>
<td>8.2</td>
</tr>
</tbody>
</table>

Source: Figures compiled from different five year plan documents, Planning Commission.

Population figures compiled from Census of India, New Delhi from 1951 to 2011.
4.3 Tribal Development during Five Year Plan Periods in India

For promoting welfare of schedule tribes and for raising the level of administration of scheduled and tribal areas to the state level, Article 275 of the constitution provides for grants-in-aid from consolidated fund of India to states for implementation of developmental programmes.

Obviously, special programme for Tribal development have been launched in our country for the well being of the Tribal population from the very first Five Year Plan.

First Five Year Plan (1951-56)

During the First Five Year Plan, Government of India had laid the foundation stone for the socialistic pattern to society based on democratic form without caste, class and privilege. The objective was to bring about the overall change of the tribes and tribal areas through Community Development Programmes (CDP). This policy favoured the tribals to adopt them into modernization without sacrificing their own culture. Steps were also taken to meet the special needs of tribal people with respect to their culture, traditions, social and psychological problems. Voluntary organizations were also encouraged to work in tribal areas. Most of the welfare measures were humanitarian in content and meant to ameliorate indigent condition of the tribal people through health and educational benefits. The development programmes of the State for tribal were broadly divided into four heads, viz. (a) Education and culture, (b) Development of Tribal Economy, (c) Communication and (d) Social Welfare like health, sanitation, housing etc.

During this Plan the expenditure on tribals was 17.47 crores out of the total expenditure of Rs.1960 crores, while the tribal population was 2.25 crores out of the total population, the percentage expenditure on the development of tribals was only 0.83% of the total as against the tribal population which was 6.61 percent of the total population (table 4.2).

Second Five Year Plan (1956-61)

During this plan a massive programme of integrated development was initiated through the National Extension Blocks (NEB) in tribal areas, each covering an average population of 25,000. A number of special blocks known as Special Multipurpose Tribal Development Block (SMPT) were introduced. This programme covered nearly 71% of tribal areas.

As per the recommendation of V. Elwin Committee SMPT Blocks were reorganized and renamed as Tribal Development Blocks (TDB). Each TDB was allowed to cover 25,000 tribals as against 65,000 in normal blocks and the geographical area of a block was kept at 150 sq. miles to 250 sq miles. The Ministry of Home Affairs contributed Rs.15 lakh to each
such blocks. The financial outlay of Tribal Development Blocks was considerably higher than the community Development Blocks. The total allocation of funds for tribal development was 0.87% of total Plan outlay (Table 4.2).

Tribal Development Policies were further reviewed by the study team on social welfare and welfare of backward classes. The Committee also warned against over administration in tribal areas by sending two officials and others to work among the tribal people.

The thrust of tribal development became very prominent in the Second Plan period. During this period, a massive programme of integrated development was initiated. In the tribal areas, National Extension Service Blocks were demarcated on the basis of an average population of 25000. The Central Government, during this Plan introduced some special schemes for the development of the tribal people and their areas. The most important of these programmes was the establishment of (SMPT) Special Multi Purpose Tribal Blocks, whose aim was to make the programme of development more intensive in character.

The working of SMPT was reviewed by a composite team headed by V.Elwin and they recommended a more flexible approach towards the tribal problems. Accordingly, the SMPT Blocks were renamed as Tribal Development Blocks. Each tribal Development Block was planned to cover 25,000 tribal people as against 65,000 people in normal blocks.

**Third Five Year Plan (1961-66)**

In this Plan various programmes were drawn up and were considered by the special working group in the light of the economic upliftment for rehabilitating the shifting cultivation. It recommended formation of multi-purpose cooperatives for meeting the credit and non-credit needs of the tribal agriculturists and artisans. It laid emphasis on programmes like land improvement, land reclamation, social conservation, minor irrigation, supply of improved seeds and manure, bullocks, provision of training facilities and demonstration, fisheries, poultry, sheep breeding, organization of training cum production centres and provision of assistance to village artisans. Education was given priority in tribal areas and stipends, scholarships and freeships were also provided. In the medical and health care programme, the working group suggested preventive measures for diseases, provision of itinerant medical units for the treatment of ill and establishment of maternity and child welfare centres.

During this period a special committee was appointed by the Home Ministry. The committee recommended that the additional blocks in Third Plan period should not be confined to schedule areas but should cover other tribal areas where their concentration is more than 55%. The working group recommended opening 480 blocks during this period.
Integrated tribal development benefits were made available in tribal areas through 489 T.D.Blocks, on the basis of the recommendation of Elwin Committee and U.N. Dhebar Commission. Total expenditure on tribes during this Plan was of the order of Rs.52.55 crores out of a total of Rs.8577 crores.

The Community Development Programmes could not touch the fringe of the problems of these backward classes. The tribals were not happy with the experiences gained during the past two Plans. The study team on social welfare and welfare of backward classes reviewed the policies for tribal development and it advised to take cautious steps for improving the tribes.

In the third Five Year Plan, the necessity of intensifying the tribal development programme was felt. Keeping in view the experiences gained in the Second Plan, the programmes for the Third Plan were considered. This Plan gave much importance to the economic upliftment programmes for rehabilitating those engaged in shifting cultivation. It recommended the formation of multipurpose Co-operative societies or meeting the credit and non-credit needs of the tribal agriculturist and artisans. Programmes for land improvement were also given much importance along with soil conservation, minor irrigation etc. In the educational sphere also, during this Plan apart from primary schools, facilities were provided for freeship, stipend, hostel accommodation at the middle and at the secondary stages. It also provided scholarship and freeship for technical training.

During this Plan top priority was given to the economic upliftment of tribals followed by education, health, housing and communication. The amount spent for the tribals during the third Plan increased over the Second Plan by 21.56%.

Fourth Five Year Plan (1969-74)

At the beginning of this Plan Shilu A.O committee reviewed the working of T.D. blocks in the country. It evaluated its success and made the following observations.


b. Employment generation was narrow.

c. Schemes were tailored to suit the local people.

d. Developmental benefits were confined to the upper class tribal communities.

During this Plan six pilot projects were introduced in the tribal areas covering about 40,000 tribal families with an investment of Rs.150 crores per project. These projects were known as Tribal Development Agencies (TDA) and were taken up in the central sector. The
Agencies adopt mostly agriculture, veterinary services and fisheries as the core of economic sectors.

During this Plan, area approach Programmes were started. Under this programme the T.D. Blocks were grouped into one or more Tribal Development Areas where special personnel were appointed at the District or sub-divisional level to look after the tribal needs. Local institutions, specialists, non-official workers were allowed to take part in the preparation and execution of area development programmes. District level planning was given importance and experimental studies on growth centres for evolving strategy at the grass root level were taken up. The above table depicts that the total outlay for the Fourth Plan is approximately double than that of the Third Plan, whereas the Plan allocation for tribals is less than one and half times that of Third Plan. Consequently the percentage share of Tribal expenditure has declined. The tribal development programmes of the previous three Plans were fragmentary and no attempt was made to take integrated view of the problems of the tribals and their areas. So during the Fourth Plan, the State Government took a comprehensive view of the factors of backwardness and introduced multi-directional area development approach.

During this Plan, the criteria of converting a community Development Block (C D) to a Tribal Development Block (TD) has changed. As per 1961, if a C.D. Block had 50% of scheduled tribe population, it could qualify for conversion of tribal Development Block. The State Government suggested to National Government for conversion of 47 C.D. Blocks to T.D. Blocks during this period. Although there was a proposal to open T.D. Blocks, no new T.D. Blocks were opened in the state during Fourth Plan.

The most important programme that the Government undertook to raise the economic condition of tribals was the Tribal Development Block Programme. Besides, the schemes in education, economic upliftment, health and housing etc. were also undertaken for the development of tribals both under Central and State sectors. The fragmentary and schematic approach of T.D. Blocks and backward class welfare programmes were not found quite successful. Thus towards the last phase of the Fourth Plan period a more comprehensive and realistic area approach became imperative for the backward tribal areas. Accordingly six Tribal Development Agencies were started in the country during the Fourth Plan and two were started during Fifth Pan.

Fifth Five Year Plan (1974-79)

The Fifth Five Year Plan is an important landmark in the development of tribal areas with the objects of doubling the income of state at current price for meeting the minimum consumption needs of the people and removal of regional imbalances. Although a number of plans were undertaken during the previous four Plans, it was realized that the programmes
were unsatisfactory. So it was felt necessary that there should be a separate development approach to solve the problems of the tribals.

In the beginning of the Fifth Five Year Plan, the national Government evolved a new strategy which spelled out the problem of tribal development and it gave birth to the concept of Sub-Plan. Sub-plan is an area development approach which is intended to cater to the special needs of the tribes and integrate the area approach strategy. It put much emphasis on all round development of tribals. The main intention of the sub-plan were

a. To improve the quality of life of tribal communities.

b. To narrow down the gap between the level of development of tribals and other-areas.

c. To achieve social and cultural integration of tribals with the rest of the society.

The Planning Commission setup a Task-Force during Fift Five Year Plan to review the development of tribal areas.

A new strategy was evolved for planning and development of the tribal areas through sub-plan approach. The sub-Plan guidelines were issued by the Planning Commission. The main objects of the sub-Plan were to eliminate all forms of exploitation, boosting up the process of socio-economic changes, build-up an inner strength of the people and improve the organizational capabilities of the tribals.

The new approach of the Fifth Five Year Plan covered about 65% of the total tribal population of the country. Highest priority was given to elimination of exploitation of tribes as a first step for economic upliftment. Based on the guidelines of the sub-plan approach, ITDPs were introduced.

But it is observed that the sub-plan approach had limited success, due to the administrative inadequacies, lack of managerial skill and lack of proper monitoring and evaluations. The benefits of the development schemes followed to the well-to-do sections of the tribals and non-tribals. Again, since most of the tribal areas are inaccessible with scattered habitations, gain from various schemes could not reach the Tribals.

**Sixth Five Year Plan (1980-85)**

The tribal population up to the end of the Fourth Plan covered only 40% of tribal population of the country. But due to the implementation of various sub-plan programmes during Fifth Plan, the coverage has been increased to about 65%. Thus no special attention was given to the problems of the remaining 35% of the dispersed tribals. The Government realized the tribals living in isolated and inaccessible areas are hardly benefited from general economic development. So in the beginning of the Sixth Plan, the Government considered
areas of tribal population hither to not cover within the orbit of the tribal sub-plan. The areas with 50% concentration of tribes were brought within the sub-plan, with an intention to cover 75% of the total tribal areas.

The basic objective of the Sixth Five Year Plan was to bring the entire tribal population under suitable development programmes. The gap between level of development in the tribal areas and the surrounding areas was to be bridged by the end of VIth Plan. The broad approach to tribal development was not only to bring development to the tribal concentrated areas but also to revitalize the dispersed and primitive tribals.

The sub-plan approach was allowed to continue as a strategy for the concentrated areas. But for the dispersed tribal areas two important approaches were launched viz. (i) Modified Area Development Approach (MADA) and (ii) Community Development Approach (CDA). For primitive tribes special income generating schemes were introduced during this Plan.

The developmental approach of this Plan can be divided into four major parts, for the integration of services at the delivery point of the beneficiary with a view to cultivate self reliance in him.

a. Development of services from the bottom upwards instead of top downwards.

b. Development of skills to diversify the occupation.

c. Introduction of modern technology based on local materials and local skills to remove social stigma attached to their present profession.

d. Further the Plan proposed to reform garnets and subsidy system so that the beneficiary becomes self-reliant over a specified period.

Seventh Five Year Plan (1985-90)

Social justice, equity, self-reliance, improved efficiency and productivity are guiding principles of the Seventh Five-Year Plan. During this Plan much attention has been laid on faster movement towards social justice and sharper focus on employment and poverty elimination.

So far as tribal development is concerned, in the Seventh Five Year Plan period, the strategy of Tribal Sub-Plan comprises identification of funds, formulation of appropriate policies and programmes. It is required to be consolidated and intensified for the 75% of the scheduled Tribes population already covered during the Sixth Five Year Plan period. The programmes for tribal concentration pockets are already identified and Plans for the 72
primitive tribal groups were to be formulated and executed. Further there was a call for a strict enforcement of anti-exploitation measures and legislations. The planning process of the Seventh Five Year Plan was based on beneficiary oriented infrastructure and human resource development programmes. The over all objective of the Seventh Five Year Plan was to give assistance to 50 percent of ST families which will make them able to cross the poverty line. Much emphasis was also put on production sectors⁷.

During the Seventh Five Year Plan, a coordinated approach was proposed along with an appropriate administrative structure in tribal areas. Main attentions were given not only for the socio-economic development of tribal areas but also for the development of agriculture, horticulture, forestry and village and cottage industries which would make the tribals to cross the poverty line. Suitable steps were proposed to be taken to eradicate their exploitation in the fields of money lending, land transfer, debt bondage, forestry, trade and socio-cultural spheres. The LAMPS and TDCC were strengthened for the elimination of exploitation in the field of marketing of minor forest produce of the tribes. Appropriate guidelines were introduced in favour of the state during this Plan to undertake the followings for the tribal areas (a) cabinet sub-committee was formed to decide broad objectives of the tribal sub-plan (b) tribal representatives were associated with plan implementation, (c) ITDPs should be given full control, (d) prohibition of transfer of tribal lands to non-tribals and (e) dedicated services of the officers.

An intermediary formula between agriculture and shifting cultivation was also thought of for the tribal areas to restore ecology. A policy for the rehabilitation of displaced tribals of development project areas was undertaken.

**Eighth Five Year Plan (1992-97)**

In order to intensify integrated efforts, vigorous programmes and schemes were outlined for tribal areas for the removal of development bottlenecks, elimination of exploitation, oppression, suppression of money-lending businessmen, non-payment of minimum wages and Right to collect minor forest produce (MFP) etc. during this Plan.

A frontal attack on tribal poverty, illiteracy, ignorance and exploitation is considered through special component plan, TSP and other special schemes. Co-operatives are designed to render services in tribal areas mainly for marketing of SAP and MFP.

Forests sustain major part of the livelihood of tribals. In order to develop a systematic relationship between tribals and forests, the Government has formulated a forest policy. As per the provisions of the policy, various schemes like watershed projects, sectoral programmes like agriculture, social forestry, horticulture, infrastructure and social services

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⁷ Dwarka Nath Padhy (2002), Role of co-operatives for tribal development, Pg. 84
have been introduced in order to divert the tribals from the practice of shifting cultivation. State Governments have been advised to convert the forest village into revenue village after proper notification to generate and explore forest resources.

It appears that elaborate care has been taken during different Five Year Plans to spell out tribal development strategies for their promotion, for welfare and socio-economic upliftment.

**Ninth Five Year Plan (1997-2002)**

STs usually resides in remote and often inaccessible area with undulating terrain. Their land holding are fragmented and small. Irrigation facilities are poor. In view of this a commitment was made in the National Common Minimum Programme that the Government will launch a comprehensive national programme for minor irrigation for adivasi’s and dalits. The minor irrigation schemes for land owned by STs under the assistance provided to states for bridging infrastructure gaps in tribal areas under Article 275(1) of the constitution of India.

These projects are aimed at enhancing productivity of land belonging to tribal community through water harvesting and soil conservation so as to improve socio-economic condition, conserve and improve biodiversity and provide employment leading to poverty alleviation.

Special central assistance to tribal sub-plan (TSP) is provides by the Ministry to the State Governments as an addictive to the state plan in areas where states plan provisions are not normally forth coming to bring about a more rapid economic development of tribals in the states. The scheme was launched in the fifth five year plan in the year 1974 till the end of the ninth plan, SCA to TSP was meant for filling up of the critical gaps in family based income generating activities of the TSP.

**Ekalavya Model residential Schools**

With the objective of providing quality education to the tribal students, it was decided during 1997-98 to utilize a part of the funds under the Article 275(1) of the constitution of India for setting of 100 model residensial schools from the class VI to class XII in different states, to enable tribal students to avail the facility of reservation in higher and professional educational courses as well as in higher level jobs in the Government and various public sector undertaking. These 100 model residential schools started in the 24 states. The schools were required to be operated in each state through an autonomous society formed for this purpose. In order to provide a uniform pattern of education in those schools and enable their students to compete effectively for higher education programmes (medical, technical, etc).
Approach adopted for Scheduled Tribe

a. Efforts will be made to ensure that the tribal economy is protected and supported against threats from the external markets. The ownership/patent Rights of the tribal people in respect of minor forest produce vis-à-vis the use of medicinal plants will be protected as per the provisions of Intellectual Property Rights (IPR).

ii. The Primitive Tribal Groups are leading an extremely precarious existence and some of them are on the verge of extinction. Existing development programmes have not been able to alleviate their condition. An Action Plan incorporating total food and nutrition security, health coverage, education facilities etc. in keeping with their socio-cultural conditions will be prepared by the Central/State Governments. The proposed Action Plan will have in-built flexibility to cater to the specific needs of each such tribe and its environment.

iii. A National policy for tribal development will be formulated at the earliest.

The percentage of the tribal population in poverty has continued to decline, even if not as much as was targeted. Literacy has increased from 52% in 1991 to 65% in 2001 and the improvement is evident in all states.

Tenth Five Year Plan (2002-2007)

The Tenth Five Year Plan is being prepared against a backdrop of high expectations arising from some aspects of the recent performance. GDP growth improved, literacy rate rose, population with poverty drastically declined.

The tenth Plan provides an opportunity, at the start of the new millennium to build upon the gains of the past but also to address the weaknesses that have emerged.

The tribal communities are vulnerable because they are poor, assetless, illiterate and unable to negotiate and cope with the process of integration with the main economy and society. The tribals are facing many unresolved issues like land alienation, indebtedness, rehabilitation and effective implementation of tribal plans. To tackle these various issues the tenth plan has formulated a comprehensive National Policy for empowering tribals.

Economic growth cannot be the only objective for national planning and indeed over the year’s tribal development objective are being not just in terms of increase in GDP per capital income but broader enhancement of human well being. This include not only an adequate level of consumption of food and other types of consumption good but also access to basic social service especially education, health, availability of drinking water and basic

8 Nadeem Hasnain (2007), Tribal India, Palka Prakashan, New Delhi. Pg. 378
sanitation. It also includes the expansion of economic and social opportunities for all STs over the country. The tenth plan must set suitable targets in this area to ensure significant progress towards improvement of the quality of all ST people.

Programmes for Promotion of Education

The scheme for the construction of hostels for girls and boys, a separate scheme for the construction of hostels for scheduled tribe boys launched in 1989-90. The main objectives of the scheme is to promote literacy among the tribal students by providing hostel accommodation to such tribal students who are not in a position to continue the education either because of the remote location of villages or because of their poor economic conditions. The scheme provides for the hostels as well as for extension of exiting hostel buildings for the middle school, secondary school and college and university level of education.

Women Empowerment

Scheme for educational complex in low literacy packets for development for female literacy it is known that the literacy level among the female in the schedule tribes abysmally low. This scheme is meant to tackle this problem through identification of 134 districts in country which have below 10% literacy rate implemented through NGOs and Cooperative societies. The schemes also cover the entire primitive tribal group population (PTG) irrespective of the percentage of female literacy.

National Scheduled Tribe Finance Development Corporation introduced an exclusive scheme for the economic development of schedule tribe women beneficiaries, entitled “Adivasi mahila sashaktikarana yojana” (AMSY) for providing concessional financial assistance.

The ministry decided to provide insurance cover to the earning member of each PTG family throughout the country under ‘Janasri Bheema Yojana’ of Life Insurance Corporation of India and cover all PTG families.

Eleventh Five Year Plan (2007-2012)

The Eleventh Plan’s inclusive growth approach is synonymous with social justice as it primarily addresses the issues of exclusion, exploitation, marginalization, unrest and governance concerning tribals and tribal areas. STs cut across various developmental sectors and are covered under the overall purview of the implementation of the tribal sub-plan (TSP).

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9 Planning commission report, New Delhi Pg. 172
10 Ministry of tribal affairs year report 2008-09, New Delhi Pg. 167
In the Eleventh Plan, the inclusive growth process, with respect to STs is operationalised through the adoption of a three pronged strategy;

Social empowerment, especially through educational development recognising that educational development as an essential basis for social empowerment, various schemes extending incentives, financial assistance, coaching and hostel facilities are being implemented for the benefit of STs.

Economic empowerment through employment and income-generating activities ensuring essential livelihood and Social justice through prevention of exploitation, land alienation, involuntary displacement and survival protection and development of endangered PTGs.

A separate, disproportionate increase in the actual coverage of beneficiaries against the 11th Plan target also reflect the fact that the target fixed did not advocately reflect the social – demographic and spatial aspects and the preivilaged educational backwardness and demand harassing there from. NGO and other eligible agencies are the main reasons behind the shortfall in achieving target. Consulted efforts need made to motivate the states and other implementing agencies to take maximum advertise of the scheme.

This Plan period has focused on the following four activities, namely

- a. Retail marketing development activity
- b. Minor forest produce marketing development activity
- c. Vocation training, skill upgradation and a capacity building of ST artisans and MFP gatherers, and
- d. Research and development, intellectual property right, IPR proper activity.

4.4 Financial Allocations

The scheme of financial relations in the Constitution envisages independent sources of revenue for the States and the Union Government. However, in case of some of the revenues of the Union Government, the Constitution itself envisages devolution of funds to the States, some of which are mandatory (Articles 269 and 270) and some discretionary (Articles 272 and 282). Since many of the nation-building activities are primarily the responsibility of the States and there is considerable difference in the levels of development among different States, the Constitution also envisages appointment of a Finance Commission every five years, which is charged with the responsibility of assessing the needs of different States. The Union Government provides grants to the States on the basis of the Finance Commission’s recommendations under Article 275(1). All these provisions together constitute the basic constitutional frame for allocation of financial resources.

The development and administration of tribal areas is accepted as a special responsibility of the Union Government even though they are integral parts of the concerned
States. The question of making financial provisions for their development was considered in
detail by the Constituent Assembly itself. The consensus in the Assembly was that tribal
affairs should be accepted as a national issue and as such should be kept above party
considerations, which otherwise is an inherent feature of a multi-party democratic system.
The provision for assistance by the Union Government for tribal affairs to the States has,
therefore, been kept in the Constitution as a charge on the Consolidated Fund of India. Before
we consider these arrangements it may be useful to review the financial arrangements in
general, between the States and the Union.

4.5 Special Provisions for Scheduled Areas of the Tribal Communities

The financial arrangements between the Centre and the States, in principle, should
adequately taken care of the requirements of administration of tribal areas (Non-Plan) and
development of the tribal areas and the tribal communities (Plan). However, the Constitution
under Article 275(1) makes a special provision in relation to the responsibility of the Union
Government for tribal affairs. The first provison to Article 275 (1) is quite comprehensive and
covers both the developmental and the non-developmental needs of the tribal areas and the
tribal communities. It covers the capital requirements as well as the recurring needs of a State
in this regard. The outlays under this provison are given as a grant and are a charge on the
Consolidated Fund of India. It is significant that this provison cut across the normal financial
relationships between the Union and the States, envisaged in the Constitution and is not
circumscribed by the convention developed in this field thereafter. It enjoins on the Centre the
responsibility for assessing the State’s needs in relation to tribal affairs and meeting those
requirements suitably.

One significant feature of the special financial provision for tribal affairs in the
Constitution is its supplemental character. This has been clearly stated in relation to the
administration of the scheduled areas and the responsibility of the Union Government under
Article 275 (1) is limited to “raising the level of administration of the scheduled areas to the
level of administration of the rest of the areas in that State.” In the case of the developmental
programme, there is no such stipulation but it is implied that the States shall make adequate
provisions for these areas in their normal development programmes and the Union
Government will provide supplemental assistance to accelerate the pace of tribal development
and to bring them up to the level of the rest of the community.

Any scheme of supplemental assistance presupposes that a realistic assessment would
be made of the difference in the levels of development. Further, it has to be ensured that no
State policy, directly or indirectly, leads to widening of the initial gap. This distinctive feature
of the Constitutional scheme, both in relation to administration and development of the tribal
areas, should have been spelt out in concrete operational terms and adequate provisions made
to achieve this objective by all concerned authorities. The Finance Commission and later the Planning Commission should have caused a detailed exercise to be undertaken in relation to the aspects falling within their respective jurisdictions. But this remained unattended and allocations for tribal development continued to be determined on an ad hoc basis for a considerable time.

4.6 Finance Commission and Tribal Areas

The question about the responsibility of the Finance Commission for assessing the needs of the tribal areas arose for the first time when the Second Finance Commission sought clarification about the scope of their terms of reference. They drew attention of the Union Government to the first proviso to Article 275 (1) and enquired whether the needs of the tribal areas referred to therein, were covered by their terms of reference. The Union Government clarified that the constitutional scheme for financing programmes relating to the administration of tribal areas and the development of tribal communities was comprehensive. It envisaged a continuous appraisal of their needs by the Union Government. According to them once a scheme is accepted by the Government of India as necessary for tribal development, the constitutional provisions were attracted and financial sanction for such schemes was automatic. The required outlays become a charge on the Consolidated Fund of India. It was concluded that matters relating to tribal areas and tribal communities could not await a five-yearly review of the Finance Commission and therefore, should be deemed to be outside their purview.11

This question was further examined after the sub-plans were prepared for tribal areas during the Fifth Plan. It was realized that good administration was a precondition for any meaningful programme for tribal development. The constitutional provisions under Article 275(1) do not make any distinction between the various formal categories like Plan, Non-Plan, general, administration or developmental. In view of the fact that in the national scheme of financial management, the Non-Plan and the Plan requirements are separately assessed by the Finance Commission and the Planning Commission respectively, it was necessary that the Finance Commission also consider the special needs of the tribal areas. Accordingly a memorandum was submitted to the Seventh Finance Commission. Their attention was specially drawn to the higher maintenance costs of the developmental schemes undertaken in the Non-Plan side as also higher norms for maintaining the standards of administration. As the scope for the first provison to Article 275(1) is strictly limited to supplemental assistance for bridging the gap, the Finance Commission were requested to make an assessment of base requirements of these areas for normal maintenance which may be provided in their normal devolution. Once this base line got clearly defined, the Central Government’s responsibility

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for making supplemental assistance could be worked out. The Seventh Finance Commission, for the first time, made a special provision for improving the administration of the tribal areas in their award.

4.7 The Tribal Sub Plan (TSP) Approach

The continued socio-economic backwardness of tribal communities remained a key point of discussion on the eve of the Fifth Five Year Plan. Despite some gains and advancement by some of the tribal communities, the setbacks highlighted by Dhebar Commission and Shilu A. Committee had remained uncorrected. Installation of mining and industrial complexes in the mineral rich tribal areas amounted to little benefits to the tribals.

Financial Framework under TSP Approach

The TSP approach envisages integrated development of tribal communities. Irrespective of their sources of funding, all the programmes and projects under this strategy are required to operate in unison to achieve goal of bringing the tribals up to the level of the rest of the country. The investment flows from four sources: (1) State plan; (2) Central Ministries; (3) Special Central Assistances (SCA) and (4) Institutional finance.

In addition to the sources of investment mentioned above, the first provison to Article 275(1) of the Constitution makes it obligatory on the part of the Union Government to provide financial allocation from the Consolidated Fund, to raise the level of administration in TSP areas and implementation of the schemes meant for tribals. Occasional financial assistance is also given by the Union Government for development of essential institutional infrastructure including residential accommodation and compensatory allowance for the Government functionaries working in the remote tribal areas.

Another important element of the TSP approach is non-divertibility and non-lapseability of TSP funds. Diversion of outlays quantified and earmarked for the Tribal Sub Plan is not permitted. Similarly, unspent amount of the SCA is allowed to be carried over to the next financial year without any fear of being lapsed.