CHAPTER. - 3

TRIBAL SUB-PLAN IN INDIA WITH SPECIAL REFERENCE TO INTEGRATED TRIBAL DEVELOPMENT AGENCY, KORAPUT (ORISSA)
The tribal development programmes can be divided into two phases. The first phase started from the independence and continued till the end of the Fourth Plan introducing many schemes from time to time. The details about the programmes have been discussed in the previous chapter. The tribal development programmes took a new turn, a complete shift from the earlier programmes, from the Fifth Plan. The Tribal Sub Plan (TSP) brought a new hope to the tribal development. The device of TSP for tackling the socio-economic development of the tribals and tribal areas has been adopted by the planners. It is different from the earlier programmes, because the TSP believes in 'Planning from the below' catering to the local needs. As the tribal communities are not homogenous and not at the same levels of development, different programmes and approach needed for different tribes. TSP is not a developmental package provided by the centre, rather it is a plan made by the people for the overall development of the tribals and sent to the state and then to centre for financial grants. The local needs and aspirations of the people reflects in the TSP.

On the eve of the Fifth Five Year Plan, the second phase of tribal development begins with a review in depth of the tribal scene in the country. According to the report of Shilu Ao Committee of 1969, the
TD Block was too small an area-unit for comprehensive planning and effective implementation (Government of India, 1969:24). The local needs did not reflect in the schematic programme, significantly; what was expected to be supplemental investment in tribal areas though TD Blocks tended to become the exclusive investment. The benefit of normal programmes hardly reached many of the areas. The difference in the level of development in the tribal areas and communities and the general areas and the other communities, therefore, tended to increase (Sharma, 1977: 524-25).

The TD blocks could not meet the demands of the tribals because of some limitations. These limitations were: (i) fragmented approach to development planning, (ii) application of large number of standardized schemes in tribal areas, (iii) neglect of employment aspects, (iv) failed to take up settlement of land dispute and (v) a fixed 20 per cent investment in productive schemes like agriculture and animal husbandry. (Basu, 1985: 76). The general sector programmes did not benefit the tribal areas and whatever benefit came to the tribals were snatched away by the advanced section among them. Poor and inadequate allotment of funds, neglect and lack of special attention, lack of effective personnel policy, inadequate administrative machinery, excess politicization of the tribal issues and last but not the least, TD Blocks were too small a unit for overall development was
the reasons why the TD Blocks could not address the tribal problems properly (Vidyarthi and Rai, 1985: 448-49). Therefore, the Government of India decided to give special attention to the tribal areas at a higher priority in their normal programme. Accordingly, major thrust for the development of tribal areas and tribal communities was provided by the concerned sectoral authorities.

The Informal Expert Committee set up by Government of India in 1972, which was to go into the question of tribal development provided the basic frame for further policy formulation. Meanwhile, the Planning Commission set up a Task Force on Welfare of Backward Classes for suggesting programme for the Fifth Five Year Plan. This Task Force considered various aspects of tribal development and spelt out some further details for the new effort. Based on the Reports of Shilu Ao Committee, Expert Committee and the Task Force approach to the Fifth Five Year Plan was prepared. This broad frame was formally accepted in 1973 by the National Development Council as a part of the Draft for Fifth Five Year Plan. Thus, gradually a decision was taken to prepare a plan within a plan for the tribal areas which is popularly known as Tribal Sub-Plan (TSP) (Sharma, 1977: 9).

The Constitution of India places a special responsibility of the state to promote with special care the educational interest of the
Scheduled Tribes (Article 46). The social, political and economic exploitation of the tribals is as much an integral part of our history as it is of many other contemporary societies. To expect that the need of the tribals in the developmental context would be different and more urgent than those of other constituents of the nation is therefore wholly realistic. The TSP is promoted as a part of the Fifth Five Year Plan to meet these needs.

When TSP was initiated lots of debate took place, whether to go for a separate plan for tribes or not. Of course the tribes need separate/special plan, because, first, the tribal population is concentrated in certain geographical pockets throughout the country. Second, these areas have been largely depleted of their natural resources. Thirdly, the composition of these areas is fairly homogenous in so far as the non-tribals have been living apart from the tribals. It would be therefore necessary to draw up plans which are specific to these areas and cater to the needs of the local populace. Such plan would then represent a combination of the resource - and need-based approaches (Sambrani, 1977 : 203-4).

**TRIBAL SUB-PLAN : THE CONCEPT**

The tribal situation in the country presents a varied picture. In terms of their concentration, some areas have high and in certain
areas they form a small proportion of the total population. If a group is in practice of shifting cultivation or at the food gathering stage, others may be pursuing settled cultivations. Some areas are still inaccessible, whereas in the process of industrialization, many areas have come into contact with the mainstream society disturbing the primitive life. The welfare programme also could not reach to all groups as the TD blocks operated in those areas where tribal concentration was more than two-third. The dispersed tribals did not get any attention. As the situation in regions of tribal concentration and in areas of dispersed tribal population are quite distinct so, they required different approaches. The sub-plan was drawn up for these areas with the aim of presenting an integrated view of their problems, the broad objectives and administrative frame. All activities of government and semi-government organizations, financing and credit institutions and special sectoral programme was integrated in the sub-plan, so that it would present a total picture of the development of the region. The sub-plan would cover the entire tribal population, however, 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 (Government of India, 1974 : 5).
In the new strategy special central assistance from the centre augments the flow from state plans to TSP. The TSP strategy has imparted a big boost to financial investment in tribal areas. The salient features of the tribal sub-plan strategy comprises:

1. Identification in a state of tribal-majority development blocks and their constitution into Integrated Tribal Development Projects (ITDPs) with a view to adopting therein integrated and projectised approach for development;

2. Formulation of integrated project report for each ITDP keeping in view the natural resources of the region and the skills and aptitudes of the population; and

3. Creation of appropriate administrative structure in tribal areas and adoption of appropriate personnel policies (Singh, 1985: 880).

If one goes back to the past experience, it is evident that the programmes were not very satisfactory. Two related questions arise in the implementation of TSP:

I. How can integrated and projectised approach, regarded as a prime objective be developed in the ITDPs?

II. What are appropriate administrative instruments and appropriate personnel policies for tribal areas? (ibid: 880).

The only way of achieving the desired goal is to promote and foster integration in the three closely inter-linked programmatic, financial and administrative fields. The TSP strategy which was conceived in
1974-75 took note of the fact that an incisive approach to the tribal problems was necessary in terms of their geographic and demographic concentration of a faster development of this community is to take place. The approach envisaged tackling the tribal problem by categorizing the tribal areas into three broad categories:

I. States and Union Territories having a majority scheduled tribes population;

II. States and Union Territories having substantial tribal population but majority tribal population in particular administrative units, such as blocks and tehsils; and

III. States and Union Territories having dispersed tribal population.

These three categories were brought respectively under Integrated Tribal Development Projects (ITDPs), Modified Area Development Approach (MADA) pockets and Primitive Tribe Projects (PTP) (Tripathy, 1985: 872-73).

Keeping in view the above classification, it was decided that tribal majority states like Arunachal Pradesh, Meghalaya, Mizoram, Nagaland, Lakshadweep and Dadra and Nagar Haveli may not need a tribal sub-plan, as the entire plan of these States/Union Territories was primarily meant for the Scheduled Tribe population constituting
the majority (Prasad, 1988: 56). For the second category of States/Union Territories, TSP approach was adopted after delineating areas of tribal concentration. A similar approach was also adopted in case of States/Union Territories having dispersed tribal population by paying special attention to patches of tribal concentration, keeping in view their tenor of dispersal (Ibid: 56-57).

The area of tribal concentration in each state was divided into a number of viable projects. An integrated area development programme was formulated for each project, focusing attention on the specific problems of the area and the people in that region.

**OBJECTIVE AND STRATEGY OF TSP**

The TSP has kept before itself both the long term and short term development objectives. 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 short term or the immediate objectives are: accelerating the process of social and economic development of the tribals, elimination of exploitation in all forms, improving their organizational capabilities and building up inner strength or the spirit of self-help among them. It was agreed that a general strategy for achieving these objectives has to be evolved, reviewing the entire legal,
administrative and institutional frame, as also the inter-sectoral and intra-sectoral priorities, keeping the primary focus on the welfare and development of the people. In relation to the developmental programmes, the tribal sub-plans represent a totality of public sector effort in that area. The resources comprise the following elements:

a) State Plan Outlays;

b) Sectoral Outlays in the Central Ministries;

c) Special Central Assistance; and

d) Institutional Finance (Sharma, 1977: 529).

The TSP approach consisted of a twin approach of area development and the problem solving. The objective is to achieve a balance between economic development, infrastructure and educational advancement and anti-exploitative measures. It also visualized progressive obligation of the disparity between the tribals and rest of the community over a period of time with a view to put the tribal population in the mainstream of national life at par with others.

In order to gain the confidence of the tribal communities, suitable steps to be taken so that there is a positive response to the renewed effort. While performing the immense task, resources
constraint should be kept in mind. Full utilisation of the existing investments under different heads should be ensured and treated as the starting point of the new plan efforts. The major elements of the strategy are as follows: (Government of India, 1974: 5).

(a) Prevention of Exploitation: Any kind of developmental programmes for the tribals would be meaningless unless exploitation in various forms is prevented. 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 get the highest priority. The sub-plan should take legislative and executive measures for redemption of past debts. 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 need special attention in the sub-plan strategy.

(b) Development of Tribal Economy: The main source of income of the tribals is agriculture and forests. So, agriculture would be the highest priority in sub-plan strategy. The most important components for development of agriculture are land ownership and its development, provision of irrigation and improved methods of
cultivation. Shifting cultivators, forest villagers and forest labourers should get special attention.

(c) Generation of Employment Opportunities: As the level of economic activity in tribal areas is very low, 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.

(d) Provision of Basic Infrastructure: In order to speed up the socio-economic development, the basic infrastructure, legal, institutional and physical, has to be developed on a priority basis. Growth centres, communication network, schools, rural health centres, marketing and credit organizations, rural electrification, manpower resources and training have to be planned in an integrated fashion keeping in view the special conditions of the tribal areas.

(e) Special Groups and Problems: As the sub-plan focuses its attention on the welfare and development of the people, special attention 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, need to be identified. Special assistance
may be provided for such groups.

**PREPARATION OF SUB-PLAN**

The steps in formulation of the TSP laid down by the Planning
Commission are as follows:

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. (Inamdar, 1988: 19-20)

In accordance with the criteria adopted for determining the TSP
areas for the Fifth Plan, areas having fifty per cent or more tribal
concentration were included in the sub-plan. The note of the Planning
Commission envisaged that “the sub-plan area in each state is to
comprise a number of viable project areas, focusing attention on the
specific problems of the area and people. Preparation of sub-plan and project formulation are two distinct exercises, although preliminary steps for preparation of projects have to be taken concurrently.

**SELECTION OF PROJECT AREAS AND ITS GEOGRAPHICAL BOUNDARIES**

It is the duty of the states to demarcate the tribal areas and project areas. In the first round, the areas having highest tribal concentration should be taken up. In case of dispersed tribal population, the states should take up carefully and get the approval of central government whether to include or exclude a particular area. The same blocks which were existing earlier should be the lowest unit of administration. While delineating the project areas, it is necessary to take into account the physical features, the level of development of different tribal communities and the natural resources of the area.

As the project area will be the operational level for the purposes of planning and execution, the problems of the tribal people in that region must be presented after proper identification. Whatever information, documented or oral, is available on each aspect has to be put at one place. Thus, preparation of project will be a rather detailed exercise and will require some more data base than stipulated for the sub-plan.
If any distinction between the levels of development of different blocks or different tribal communities are there in the project area, it 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 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 (Government of India, 1974: 16).

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.

It is also necessary to identify the linkages of local economy with the surrounding regions so that attention may be given to their implication for socio-economic development in project formulation.
Unless this interdependence is clearly identified, programme formulation may not be realistic and some critical areas may be left uncovered.

It is essential 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. The developmental efforts in tribal areas, in many cases, has been un-co-ordinated. 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; hence, a realistic appraisal should be made about their actual use.

Similarly, the total number of personnel working under various organisation, government, semi-government and cooperative, may be assessed in the first instance. It will be necessary that the work load is examined in the actual field conditions and rationalized so as to ensure full utilisation of available manpower before augmenting the strength of personnel in any region. With reference to the resource potential of the region, it will be necessary to identify the following two aspects:

a) The central problems of the region, and
b) The core sector of development.
These two aspects are complementary in nature and basic to the project formulation (Ibid, 16).

(a) Central Problems of The Region:- Exploitation is usually getting intensified therefore, in the new approach, prevention of exploitation has been given the highest priority. The project, therefore, must lay bare all the practices which may lead to exploitation or situation leading to exploitation. The most important aspects needing special attention are: -

i) Land alienation;

ii) Bonded labour;

iii) Indebtedness;

iv) Sale of agricultural and minor forest produce; and

v) Supply of essential consumer commodities.

b) Core Sector of Development

The core sector of development for the project will be defined with reference to (i) the resource potential of the area, (ii) the technological skills of the local population, and (iii) the likely benefit which is likely to accrue to the tribal communities.
The Integrated Tribal Development Projects (ITDPs) should ensure that the benefit reaches to the weakest groups and the common tribals. The past experience is evident 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 (Ibid; 20). Hence, the new programme is to start from below and the extent of a coverage by each programme should be the main concern of the project. The new strategy is supposed to cover the following programmes:

a) Agriculture and animal husbandry;
   b) Cooperative;
   c) Irrigation and power;
   d) Communication;
   e) Education;
   f) Health services; and
   g) Industries and Mines.

Besides these, the project should also look after the other issues for future development such as rural water supply, integrated childcare programme, employment opportunity, law and order administration, administrative structure for tribal areas, format for
project formulation, etc. As the objective of the project is the over-all development of tribal people, these issues are very important.

A comprehensive project report for an ITDP should be prepared, encompassing various sectors with close inter-linkages. Since ITDP has adopted a multi-sectoral approach, it is clear that the formulation has to be done by an inter-disciplinary group of experts, preferably those who have adequate local knowledge. The integrated project report should be based on three important parameters: (i) natural resource endowment in terms of soil, water, forests, minerals, geomorphology, etc., of the region; (ii) natural skills, occupations, aptitudes of the people; and (iii) Socio-political milieu (Singh, 1985: 880-81).

EVALUATION OF THE ITDP

The major thrust of TSP in the Fifth Plan period was towards creation of infrastructure. The TSP was continued in the subsequent plans also. However, it failed to bring a majority of tribals to cross the poverty-line. Additional important planning dimensions were added in the Sixth Plan to raise the income status of the tribal families. The announcement of the 20-point programmes in 1982 by the then Prime Minister Indira Gandhi added extra impetus to these objectives. The
four important objectives of the TSP during the Sixth Plan period were formulated as:

(a) Raising the productivity levels in the fields of agriculture, horticulture, animal husbandry, forestry, cottage, village and small industry, etc., so as to create economic impact of an order which would enable a targetted number of families in the TSP area to cross the poverty-line. With the household as the basic unit of planning, for poverty reduction first the poorest and then the poor be taken-up on a progressive scale.

(b) Apart from the core economic sectors, education be the key sector in the Sixth Plan.

(c) For the attainment of the objectives of the above two sectors, it depends on an adequate infrastructure for the creation of which there should be commensurate financial and physical effort.

(d) Concomitant with the aforesaid three-fold aims and perhaps, the most important, assiduous exertions are necessary to eliminate exploitation of tribals in the fields of alienation of land, money-lending, debt bondage, trade, excise, forest, etc. (Singh, 1994: 31).

However, the desired goal could not be achieved in the subsequent plans, which is evident from the level of education,
representation in the government services, rights over forests etc.
Some inherent defects in the tribal development administration are:

(i) Paternalistic nature of the administration, (ii) absence of coordination in development efforts; and (iii) lack of monitoring and evaluation (Prasad, 1988: 60). The development administration needs urgent reform, motivation and strengthening. Reform of the 'superstructure' will be meaningful only if the infrastructure is improved. A closer scrutiny is required to make the grassroots functionaries purposeful and emphatic. Inter-linkages and interpersonal relations also need to be worked out with a good deal of circumspection (Singh, 1985: 884-85).

The success of tribal welfare programmes depend largely on effective developmental administration. The administration of tribal development programmes should be guided by certain fundamental principles such as the preservation of the basic structure of tribal life and authority; and their participation and gradual integration in the general life of the country without the loss of their individuality.

The working of the TSP highlighted the absence of vocal dedicated leadership among the tribals, which accounted for the lack of articulation of their felt needs and the failure to press their demands into the decision-making process at the TSP implementation
level. The lower level officials have to be in constant contact with the tribals, so that their felt needs could be filtered and channelised into planning and implementation mechanism (Inamdar, 1988: 26).

As far as financial administration in tribal areas is concerned in the past, it did not receive their share of financial resources because of their absorption capacity on account of weak infrastructure. Even when funds were allocated they could not be utilised fully and, to avoid their lapse at the end of the year, they had to be diverted to areas where the risk of non-utilisation was comparatively less. The TSP earmarked quantified financial resources to tribal areas and ensured that these financial resources do not lapse in a plan period or are not diverted (Singh, 1985: 885-86). The two financial canons of non-lapseability and non-divertibility have been accepted, but their implementation needs to be more rigorous.

The general programmes at the state and national levels have reflected the needs of people because of the people’s involvement and through their elected representatives. The TSP also emphasizes the participation of the beneficiaries. To achieve the objective, there has to be a closer and more vigorous interaction between the people’s institutions and official bodies.
Tribal areas need suitable and strong administrative structure with competent, dedicated and sensitive officials. It is a general complaint that the tribal areas have been the dumping ground of not-too-bright officials. There is no doubt that the tribal areas are devoid of normal facilities like health, education, accommodation, communications, recreation. In some cases, the officers posted to tribal areas have to maintain double establishments. In order to neutralize the extra expenditure incurred and the hardships faced, the Maheshwar Prasad Committee (1979) recommended a number of incentives, some monetary like compensatory allowance, children’s education allowance, house rent allowance, enhanced entitlement of leave and some non-monetary like special entry in character rolls of officers for promotions, awards etc. (Ibid: 890-91).

Some state governments have adopted some of the incentives. The Seventh and Eighth Finance Commission also included provision for payment of compensatory allowance and construction of residential accommodation for the officials serving in the tribal areas. It was found that a large number of vacancies exist in the tribal areas on account of reluctance of government servants to serve there. It should be made compulsory for the officials to serve in the tribal areas for a certain minimum number of years. And, it should be ensured that, posts in the district cadres are filled up locally as far as possible.
In its report of 1981, the Indian Institute of Public Administration made an evaluation of administrative structure of ITDPs in Madhya Pradesh and Gujarat. In Madhya Pradesh, they found that a number of organizations have been created without adequate justification. It was found that the Project Officer only compiles the plans of the various development departments, although he/she is expected to play an important role in plan formulation. There was delay in release of grants and only 50-60 per cent of the grants were being utilised. In case of Gujarat, they found a clear cut demarcation of functions and responsibilities and clear line of hierarchy from top to bottom. On the contrary, in Gujarat the physical and financial achievements were to the tune of 90-95 per cent for the year 1980-81 in the ITDP under study (Ibid; 891-92).

The Tribal Sub-Plan represented an attempt at a harmonious blend of infrastructure-supporting schemes, family-oriented economic schemes and social service schemes. The introduction of Integrated Rural Development Programme (IRDP) and the National Rural Employment Programme (NREP) of the Ministry Of Rural Development added impetus to family-oriented programmes. Besides infrastructure development and family-oriented economic programmes, it was felt that human resources should be developed and the quality of life in tribal areas should improve.
The Fifth and Sixth Schedules of the Constitution prescribe for the administrative design of the tribal areas. The Working Group on Tribal Development during the Seventh Plan recommended that the elements of the two schedules should be properly blended and operationalised so that an appropriate infrastructure is available for the socio-economic growth of the tribal people in the country in consonance with their genius.

It will be wrong to assume that all the programmes of tribal development have failed but this cannot be denied that there has not been any substantial impact on the economy and life of some sections of tribal population. In the last 25 years of working of ITDP, it could not guarantee the tribals to eliminate the exploitation at all levels and alleviate the poverty. It failed to mobilize the tribal population at large to participate in their developmental process.

**ITDA KORAPUT (ORISSA)**

In India, Orissa has the largest tribal population after Madhya Pradesh. Barring the tribal states of North East hill areas, it ranks first in terms of percentage of tribal population among other states of the country. There are 62 tribal communities, who constitute 23.7 percent, live in this state in 70,647 sq. kms. of forest and mountainous tracts representing 45 per cent of the state's area.
Tribals of different denominations have formed an integral part of Orissan 'Nation', Culture, and History from time immemorial. Politically, socially, economically and culturally the tribals and non-tribals of Orissa are interdependent and inseparable from each other for centuries.

Like Bihar and Madhya Pradesh, Orissa has also the provision of having a separate Minister in charge of Tribal Welfare (Article 164). According to para 3 of the Fifth Schedule, an annual report of the Governor of Orissa on administration of Scheduled Area is being sent to the Government of India every year. The Tribes Advisory Council of Orissa is there, since 24th June, 1950, to advise the government on matters pertaining to the welfare of Scheduled Tribes and Scheduled Areas.

When 43 Special Multipurpose Tribal (SMPT) Blocks were started in the country in 1956, 4 SMPT Blocks were implemented in Orissa, in the districts of Koraput, Keonjhar and Mayurbhanj. Out of the 8 Tribal Development Agencies (TDAs) started in the most backward districts of the country in 1972-73 on an experiment basis, 4 TDAs were started in Orissa. These TDAs were introduced in Koraput, Ganjam, Keonjhar and Phulbani districts. The new approach to tribal development, popularly known as Tribal Sub-Plan was
evolved in the year of 1974-75. Initially it was started in 16 states and 2 Union Territories. The state of Sikkim was added during the Sixth Plan.

When all the states formed ITDPs by converting their existing projects and agencies which were for the welfare of tribals, Orissa and Andhra Pradesh preferred to the agency form for an ITDP, popularly known as Integrated Tribal Development Agency (ITDA). They started a private body like an agency registered under the Societies Registration Act. They preferred to agency form because they thought these are better fitted, from the point of view of autonomy and financial perpetuity, to serve the cause of tribal development.

The main institution of tribal development is the ITDA. In Orissa, out of the 314 blocks, 118 tribal inhabited blocks have been grouped into 21 ITDAs. Nine of them are large with more than seven blocks in each. Agriculture, horticulture, soil conservation and a wide range of programmes including education and health are covered by the ITDA. In addition to ITDA, there are some corporations of the state meant for the tribal development such as TDCC (Tribal Development Cooperative Corporation), and OSCSTDEFCC (Orissa SC and ST Development Finance Cooperative Corporation). Another scheme operating since 1975-76 to help the tribals is LAMPS (Large Area
Multi-Purpose Cooperative Societies). There were 226 of them working in all the ITDA blocks. 60 per cent of the cooperative members are tribals and the rest are Dalits and others. Its main function is to advance short-term and medium-term loans as well as consumption advances.

The Tribal Development Agency which was started in 1972-73 continued in Koraput District till the ITDAs were introduced. No doubt, the TSP was started in 1974-75, but the ITDAs in Koraput started functioning, in real sense, from 1978. In Koraput six ITDAs were started in six sub-divisional headquarters - Koraput, Jeypore, Malkangiri, Nowrangpur, Rayagada and Gunupur. There are no MADA Pockets in Koraput district. Five number of Micro Projects viz. Lanjia Sou a Development Agency, Puttasinghi; Dongria Kondh Development Agency, Chatikona and Parsali, Bonda Development Agency, Mudulipoda and Didayi Development Agency, Kudumulugumma are also functioning in compact patch areas.

In 1992, Koraput district had been divided into four districts, namely - Koraput, Rayagada, Malkangiri and Nowrangpur. The present Koraput district comprises of 2 Revenue Sub-Divisions of Jeypore and Koraput. There are two ITDAs - one each in Koraput and Jeypore. The ITDA Koraput covers nine tribal development blocks -
Koraput, Similiguda, Pattangi, Nandapur, Lamataput, Dasmanthpur, Laxmipur, NarayanPatna and Bandhugoan, having three Tehsils - Koraput, Machkund and Nandapur and two urban local bodies - Koraput and Sunabeda.

As per the total population of 1991 census, the population of the Scheduled Tribe was 5,21,849 and Scheduled Caste was 1,38,169 in Koraput district which works out to be 50.67 per cent and 13.41 per cent respectively as against the total population of 1,029,986. The major tribes living in the district are Kondh, Paraja, Bhattada, Soura, Kotia Kondh, Bhumia, Gadava and Didayi (For details about Koraput, see appendix No. 1).

The ITDA has a project level committee which was constituted in Notification No. 32692/TRW dated 14.11.1975 with the following members

1. District Collector - Chairman
2. Members of Parliament - Members
3. Members of Legislative Assembly - Members
4. Chairman of Panchayat Samities - Members
5. District Level Officers of different departments - Members
6. Representative of the SC and ST Welfare Dept. - Member
7. Project Administrator, ITDA - Member - Secretary

Like any other ITDAs, the ITDA Koraput receives funds from State Plan, Central Schemes and Special Central Assistance. Out of the total grants received, 25 per cent is being spent on infrastructure development and 75 per cent on Income Generating Schemes (IGS). Flow of funds for all developmental activities in the Sub-Plan area is to be monitored by and channelised through the ITDA so as to enable it to ensure the integrated development of the tribals and supplement the departmental effort by releasing funds from the Special Central Assistance placed with it. In other words, the ITDA acts as a nodal agency for all developmental activities of the sub-plan area.

Sanction of grants-in-aid for ITDA Koraput from the year of 1979-80 to 1994-95 are given below in Table No.3.1.
Table 3.1

Report showing the position of Submission of Utilisation Certificate of ITDA, Koraput, (1979-80 to 1994-95)

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<tr>
<th>Year</th>
<th>Sanction of Grants in aid</th>
<th>Amount Utilised by the end of the year under report</th>
<th>Amount of Utilisation Certificate submitted by end of the month</th>
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<td>13,05,120</td>
<td>13,05,120</td>
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<td>1980-81</td>
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<td>1981-82</td>
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<td>20,27,820</td>
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<td>53,30,760</td>
<td>52,85,020</td>
<td>36,53,949.51</td>
</tr>
<tr>
<td>1985-86</td>
<td>69,30,340</td>
<td>69,28,040.21</td>
<td>4,68,678.90</td>
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<td>1986-87</td>
<td>1,10,19,970</td>
<td>1,05,94,760.90</td>
<td>29,95,476.15</td>
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<tr>
<td>1987-88</td>
<td>96,95,199</td>
<td>89,85,363.17</td>
<td>18,96,852.00</td>
</tr>
<tr>
<td>1988-89</td>
<td>1,39,40,313</td>
<td>1,38,31,758.61</td>
<td>86,50,2970.00</td>
</tr>
<tr>
<td>1989-90</td>
<td>1,24,04,751</td>
<td>1,20,28,609.85</td>
<td>41,84,628.00</td>
</tr>
<tr>
<td>1990-91</td>
<td>1,00,94,860</td>
<td>1,00,00,804.15</td>
<td>85,12,475.20</td>
</tr>
<tr>
<td>1991-92</td>
<td>1,31,16,009</td>
<td>98,23,634.82</td>
<td>33,03,568.19</td>
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<tr>
<td>1992-93</td>
<td>1,59,70,865</td>
<td>1,39,24,095.30</td>
<td>98,97,885.75</td>
</tr>
<tr>
<td>1993-94</td>
<td>2,13,68,050</td>
<td>1,94,10,776.00</td>
<td>1,20,21,995.00</td>
</tr>
<tr>
<td>1994-95</td>
<td>77,44,680</td>
<td>95,23,958</td>
<td>-</td>
</tr>
<tr>
<td></td>
<td>14,04,17,893</td>
<td>13,28,01,173.00</td>
<td>6,68,44,643.77</td>
</tr>
</tbody>
</table>


In consonance with the objectives of National Planning for alleviating poverty amongst the Scheduled Tribes, specific anti-poverty programmes to cover the families have been attempted by the ITDA Koraput during Eighth Plan. Greater emphasis was laid on - (i) higher
per family investment, (ii) implementation of composite/multiple schemes for raising income of individual families, (iii) administering further dose of assistance to deserving and eligible Scheduled Tribe families, (iv) special schemes for development of tribal women, (v) upgradation of environment, (vi) upgradation of tribal skills and, setting up tribal crafts training-cum production centres, etc.

During Eighth Five Year Plan, the ITDA Koraput took some protective and anti-exploitative measures for tribals. In this regard, the ITDA Koraput is imparting training to the tribal youths and their organizations on different anti-exploitative legislation namely : Bonded Labour System (abolition ) Act. 1976, Orissa Scheduled Areas Transfer of Immovable Property (by STs) Regulation 2 of 1956, Orissa (Scheduled Areas) Money Lenders Regulation, 1967, Orissa Land Reforms Act and Orissa Reservation of Vacancy in Posts and Services (for SCs and STs) Act, 1975.

While implementing its plan, the ITDA divides the grants into many heads. Keeping in view the local needs and the tribal problem, ITDA Koraput has divided the entire programme into 17 different heads. Given below is the sector-wise abstract of the action plan of the Koraput ITDA.
Table - 3.2

Sector-wise Abstract of the Action Plan of ITDA, Koraput (1994-95)

<table>
<thead>
<tr>
<th>No.</th>
<th>Sector</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Agriculture</td>
<td>5,43,000/-</td>
</tr>
<tr>
<td>2</td>
<td>Horticulture</td>
<td>8,43,000/-</td>
</tr>
<tr>
<td>3</td>
<td>Land Reform</td>
<td>Nil</td>
</tr>
<tr>
<td>4</td>
<td>Minor Irrigation</td>
<td>1,41,14,000/-</td>
</tr>
<tr>
<td>5</td>
<td>Forest</td>
<td>Nil</td>
</tr>
<tr>
<td>6</td>
<td>Fisheries</td>
<td>56,000/-</td>
</tr>
<tr>
<td>7</td>
<td>Soil Conservation</td>
<td>22,61,800/-</td>
</tr>
<tr>
<td>8</td>
<td>Village and Small Industry</td>
<td>Nil</td>
</tr>
<tr>
<td>8a</td>
<td>Co-operative</td>
<td>2,49,000/-</td>
</tr>
<tr>
<td>9</td>
<td>Drinking Water</td>
<td>14,35,000/-</td>
</tr>
<tr>
<td>10</td>
<td>Communication</td>
<td>1,08,64,000/-</td>
</tr>
<tr>
<td>11</td>
<td>Training for Tribal Women</td>
<td>3,78,850/-</td>
</tr>
<tr>
<td>12</td>
<td>Training to Tribals</td>
<td>2,91,200/-</td>
</tr>
<tr>
<td>13</td>
<td>Support to voluntary organisations</td>
<td>1,41,500/-</td>
</tr>
<tr>
<td>14</td>
<td>Education Development (Building)</td>
<td>66,23,500/-</td>
</tr>
<tr>
<td>15</td>
<td>Education Development (Electrification)</td>
<td>3,00,000/-</td>
</tr>
<tr>
<td>16</td>
<td>Electrification of Tribal Bastis</td>
<td>8,50,000/-</td>
</tr>
<tr>
<td>17</td>
<td>Family Oriented Eradication</td>
<td>36,00,000</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>4,25,29,600/-</td>
</tr>
<tr>
<td></td>
<td>Income Generating Scheme</td>
<td>2,24,57,100/-</td>
</tr>
<tr>
<td></td>
<td>Infrastructure</td>
<td>-2,00,72,500/-</td>
</tr>
<tr>
<td></td>
<td></td>
<td>4,25,29,600/-</td>
</tr>
</tbody>
</table>

**Source:** ITDA Koraput (Orissa), 1995.
For the implementation of Sub-Plan Schemes, besides the departmental officers, the Blocks have been declared as the executing agencies. The Block agency selects the beneficiaries, sponsors the applications to the financial institutions and after sanction of cases by the Banks, disbursement of article/assets is watched by the Block agencies through the concern Extension Officers like Welfare Extension Officers (WEOs). Thus, for all purposes, the blocks are the monitoring agencies of the ITDA.

At the same time, Blocks have to operate and monitor the income generating schemes of the IRDP. So, some times they have no time or little time to implement the tribal programmes. As a result, the gap gets widened in getting the feed-back from the block agencies in time. Even though the sub-plan concept has been in operation since the Fifth Plan, the WEOs attached to the blocks are not properly imbued with the concept. Also, no machinery exists for substantive evaluation of the schemes being implemented in sub-plans area.

The model of TSP internally is not a perfect one. The TSP operates through the ITDPs/ITDAs, which is not a field agency, rather work through the blocks. The ITDP/ITDA gives funds to the blocks without follow-up programmes like regular monitoring and evaluation. The plans are prepared by the local officials without much knowledge
on the planning system. They are also not free from the biasness and having pre-conceived notion in their mind. Hence, the TSP approach or model theoretically proved to be wrong, as it cannot build confidence among the tribes to participate in the development process. To get a clear picture, let us verify it in the next chapter to know how far it is empirically valid.

As the main objective of the sub-plan is to make the people involve in their own developmental process, there is no doubt that sub-plan has failed in mobilizing the beneficiary participation. The level of awareness and their participation in the planning and implementation of developmental schemes by the tribals is discussed in the following chapter.