Chapter 5

Socio-economic Development of Tribals
Introduction

The concept of development has entered in this world with two accomplices, modern science and colonialism. From science, development has inherited the belief that we can go increasing the power of the human beings over the non-human cosmos, for the world has enough resources to meet not only the needs but also the greed of all human beings. From colonialism development has inherited the faith that those on the higher rungs of history have the right to shape the ways of life of those on the lower.

The term development has come to mean differently to different people. That is why it includes community, social, economic, regional development and the like. Attempts to evolve a comprehensive and convincing definition of development have failed mainly due to persistent inadequacy of comprehension about its ever-expanding role and subtle ties of related specialization and march of multi disciplinary intricacies in the midst of changing political and systematic realities. Development is a widely participatory process of directed change in society, intended to bring about social, economic, political and cultural advancement for the people through greater control over their environment. Development in any particular nation consist of a synergy of such developmental goals as promoting literacy, improving nutrition and health, limiting family size, increasing productivity and material advancements including greater equality, freedom and other valued qualities. Hence development is a normative term which at various times has meant economic growth, structural economic change, autonomous industrialization, capitalism or socialism, self actualization and individual’s national, regional and cultural self reliance (Srivastava 1998:40).
The dictionary meaning of the word 'develop' is to expand, to bring out the potentialities, capabilities or to cause to come to completeness or perfection, and 'development' gradual evolution or completion and the result of such an evolution or completion. J.D Montgomery says that development is conceived as an aspect of change that is desirable, broadly predicted or planned and administered or at least influenced by governmental action. The term is not used synonymously with "growth". In the developing countries of Asia, Africa and Latin American development requires social and cultural change as well as economic growth, which have reciprocal relationship. Hence development means change plus growth (Deogaonkar 1994:25).

Development has become key word in the contemporary dialogue on human condition. Though the dialogues on development contain different intellectual and theoretical concepts of models and approaches. All these share three references point. First, these refer to the state of societies under-developed, developing and developed. Second all the developmental theories and concepts articulate a set of goals in the sense that the ideal of development provide an agenda for actions. Third, these concepts and theories refer to a movement from under-development to development. The criteria that determine the state of society and the level of development are value loaded in as much as they take into account the different ideological and conceptual contexts.

Developmental criteria and goals are also determined in accordance with cultural, societal, economic and political determinants and situations. With the knowledge and experience available during the last three decades a great degree of objective realism and logical rationality have been introduced into the analysis and realization of the developmental models and strategies. Now development does not merely mean the
economic growth and a substantial increase in the G.N.P, rather development is something, which takes into account the other aspects of human life, especially the quality of life, in addition to economic growth.

Notion of Development in the Early Economy

The notion of development in the early economy was simple. It meant the capacity of national economy to generate and sustain an annual increase in their G.N.P at a significant rate. Another indicator used by economists was the relationship between the growth of per capital G.N.P and ability of an economy to expand its output at a rate faster than the growth rate of its population. Such a notion of development aimed at a planned alteration of the structure of production and employment. The size and share of traditional sectors were to decline and the modern industrial sectors involving growth of manufacturing and service sectors were assumed to expand progressively. The non-economic social indicators of development were not given much importance in such a scheme. As a result, things in the developing countries did not work out the way the economists predicted. The social benefits of growth remained confined to a small section of the population without reaching the common man. It was increasingly felt that economic growth alone was not enough. Hence, economic development was redefined and related to the objectives of the elimination of poverty, inequality and unemployment within the framework of a growing economy. In the process, redistribution was inevitably linked to growth. Three core values were gradually incorporated in the notion of development. Those are life sustenance, self-esteem and freedom of choice.
Dimensions of Social Development

Social development according to Paiva has two inter related dimensions. The first is the development of the capacity of the people to work continuously for their welfare and that of the society. The second is the alteration or development of society’s institutions so that human needs are met at all levels, especially at the lowest level through a process of improving the relationships between the people and socio-economic institutions recognizing that human and natural forces are constantly intervening between the expression of needs and the means to attain them. In this process, a balance between quantitative and qualitative meeting of needs is sought through changes in societal institutions and in the use of the resources. An essential concern for social development is, therefore with social justice and in the equitable distribution of the fruits of development. The aims of social development are ultimately to achieve a more humanistic society with institutions and organizations that may respond more appropriately to human needs.

Huntington has identified generally the accepted characteristics of developmental processes. According to him:

(i) Developmental process are complex and multidimensional and involve a services of cognitive, behavioral and institutional modifications and restructuring;
(ii) They are systematic;
(iii) They are revolutionary in nature;
(iv) They are global, lengthy, phased and humanizing;
(v) They are irreversible; and
(vi) They are progressive (Huntington).
Development is an elusive concept and involves mobilization of trained manpower, capital and technical know-how and their utilization for attainment of constantly rising national goals, higher living standards and the change over from a traditional to modern society. Development is usually conceived as an aspect of change that is desirable, broadly predicted or planned and administered or at least influenced by governmental action. Thus the concept of development consists of:

(a) An aspect of change,
(b) A plan or prediction and
(c) Involvement of the government for the achievements of that planned or predicted goal.

The term development is also used for the process of allowing and encouraging people to meet their own aspiration. It therefore must relate to transforming the entire society enmeshing together its economic, social, political and administrative aspects for an all round balanced upward change.

**Development as Social Justice, Freedom and Equality**

Development is thus, never complete, it is relative, a state of mind, a tendency, a direction rather than a fixed goal; it is a rate of change in particular direction. Therefore, the fulfillment of a certain goal alone can not be termed as development. In the ultimate analysis, it results in a sense of well being among the members of the society: The main aim of development is to increase national as well as per capita income and to raise the standard of living of the people and to secure justice, freedom, equality and security for them in the society. The focus of development administration is now increasing on:-

- Equitable distribution of wealth and income.
- Full utilization of manpower.
- Better utilization of natural resources.
Protection of the human environment etc.

Development is now a widely accepted goal and is enunciated in policy declarations of national government. Therefore in all pervasive definition of development has been attempted which involved in the process of development an increase of GNP, a rise in standard of living, the adoption of new technology, the acquisition of new skills and capacities, changes in the way of thought and behavior of the people, occupational diversity, socio-economic structural adjustment, establishment of new institutions and broader participation of the masses in the process of development. However, it has been difficult to put all these together into a single coherent conceptual model. Therefore, the dynamics of development have to be viewed as a multifaceted process of political strategy involving economic development, social advocacy and planned intervention to improve the capacity of the existing social system and institutions to cope with the demands of the change and growth. All this was found essential to put the human elements back into the development process. Development therefore, is generally defined as a strategy of the promotion of welfare of the people.

State as Agency of Development

The state being the most important agency to initiate a policy action has over time emerged as the pivotal agency of social transformation although the active intervention of the political instance. But in the contemporary times new aspects of state's responsibilities been added which creates lots of problem. For instance today the state focuses on a wide variety of political issues such as democracy, social integration, human rights, human security and survival. The so-called "crises of governability" afflicting many post colonial states in the present era of globalization, as also the debate over
structural adjustment process has also raised the issue of political and structural imperatives of governance.

The development problem has been traditionally seized of the question of state intervention in economic growth and development. Apart from the various dimensions of economic intervention by state, the conjectural preponderance of public ownership has long been acknowledged (Sen 1991:2089-90). That the state has a corrective role to play in market economy in the social interest was the theme of the first book entitled “Political Economy” by Sir James Stuart, way back in 1767. Similarly in the first half of the 18th century the German economist Friedrich argued strongly in favour of a large role for the state in economic development. And notwithstanding Adam Smith (Wealth of Nation:1776) and his follower’s impressive advocacy for Laissez Faire and invisible system, which virtually stooped any role in the growth of economy. After that there were significant theorizing, which followed the lead of John Stuart Mill. Most significant of these were of course by Karl Marx who in the first quarter of the 19th century who established the imperative of state ownership of means of production against the market economy as the panacea for removing inequalities and injustice.

From State driven Economy to Mixed Economy to Welfare State

As a result of a long drawn battle between the followers of Adam Smith and Karl Marx unfolded. This gave birth to a middle path of “mixed economy” which was conceptualized by scholars like Keynes, Lerner and Myrdal in the first half of the 19th centuries. They all emphasized the point for a qualified state intervention to facilitate socio-economic transformation. Joseph Schum Peter (1942) offered critical dimensions which integrated the economy and polity. By the 1950s the advocacy for the economic
intervention by the state ushered in a new discipline of “development economics”. Led by
the similar contribution of Arthur Lewis, developmental economics has, in many ways,
an extension of the surplus based theories propounded by Marx and Schum Peter. These
development theories provided the fundamental foundation for widespread government
intervention, restriction of market mechanism, and government controlled allocation of
investment funds in accordance with a comprehensive economy (Mundle).

Thus, for the past one century, the concept of welfare state permitting
governmental intervention for social and economic growth has taken roots and
proliferated in a variety of forms in a host of countries in Europe(particularly in
Scandinavia )and also in the post-colonial world, including India. The capitalist countries
to witness the growing role of the government in subsiding, regulating, and promoting the
“free economy”. Scholars such as Ralph Miliband highlighted the crucial fact about the
economic life of capitalist society which is being regulated and transformed by state
intervention. Studies in the post colonial world also indicate the increasingly dominant
role played by the state in the process of capitalist development (Sobham 1989:147-158).

The state or government has been lately constructed as a critical factor in
intervening, regulating and mediating not only the allocation of resources as also in
reforming political, legal and social institution causing underdevelopment. Such
enhanced role for the state is conceptualized among others by the protagonists of New
Institutional Economics ( NIE) who stress the interplay between the state and
development policies by highlighting the multiple ways in which the state can thwart or
advance the process of socio-economic change depending on the access of different
classes to state power (Roy 1995:65-72).The proponents of the present role of
globalization or what has been proclaimed as the ‘new political economy’ too insist on a
"neo liberal statism" which prescribes the key role state must play in the structural
adjustment process (Viex&Petres 1996:1823).

Closely impinging on the dynamics of state intervention in the development
process had been the issue of democratic governance and its linkages with development. The Copenhagen Summit for Social Development highlighted" the intrinsic relationship
between development, democracy and human rights in its programme of action". Governments should promote and protect all human rights and fundamental freedoms, including the right to development, bearing in mind the interdependent and mutually
reinforcing relationship between democracy development and respect for human rights and should make public institutions more responsive to peoples needs............ ( World Summit, 1995,P-97).For the poor and the exploited, the state represents the forces of modernization and progress and offers possibilities for improving the living standard and of the population at large (Nayak 1996:20).

In the light of the above we will like to evaluate the concept of development in Indian context. However the alternative strategy for multidimensional and sustainable
development in countries like India essentially relate to human resource development and infrastructures which could facilitate the social integration of marginalized and disadvantaged groups including women, scheduled caste and scheduled tribes and Backward Classes in to the main steam of India society. Let us now observe the
development administration.
Development Administration

Development administration in a simple language would be public administration with a special purpose. The strategies and goals of change may vary but there are always generic process through which agreement on goals is reached and plans, policies, programmes and projects (four ‘Ps’) formulated and implemented. Development administration is primarily concerned with the tasks and process of formulating and implementing the Plans, Policies, Programmes and Projects in respect to whatever mixture of goals and objectives may be determined. As a concept, development administration consists of two notions: "Administrative Development" and "Administration of Development". Here the first one refers to the structural aspect of development administration, which implies the enhancement of the capacity and capability of an administrative system to achieve the progressive social-economic goals. In brief, development administration refers to the administration of development programmes, plans and projects for speedy and accelerated socio-economic development of the people. It implies administration not merely for the development of the people, but working with the people. It signifies decentralization of administration and administration by participation. It is a goal oriented, participative and highly integrated administrative system with substantial coping ability. Having defined developmental administration, we would like to understand in the sphere of tribal development.

Accordingly in the above perspective then tribal development administration would refer to the administration of tribal development programmes for the all round development of the tribal people. It also includes development of administrative machinery in the tribal areas and its capacity to administer development in the face of
specific environmental and geographical constraints. According to (Pattnaik 1974), “No man is an island entire of itself. Every man is a piece of the continent, a part of the main. In deed, no society is an island either. Even in the very form multiplicity of today’s social integration, when the bell tools for one society, are tools for many others as well. Communities of various types must, therefore, go hand and hand down the need of development”.

So far as tribal development is concerned, it has following two objectives:

(a) Long term objectives, and  
(b) Short term objectives

The Long-term objectives can further divided into two more objectives, which are:

(a) To narrow the gap between the levels of development of the tribals and others.  
(b) To improve the quality of life of the tribal community.

The short term objectives can be understood in the for sub-parts, which are:

(a) Elimination of exploitation in all forms.  
(b) Speeding of the process of socio-economic development.  
(c) Improving organization capabilities.  
(d) Building up inner strength of the people.

Approaches to the Study of Tribal Development

The welfare measures for improving the living and working conditions of the tribes were debate since pre-independence days, the tribal people themselves attracted the attention of a large number of anthropologists, folklorists, writers, artists social workers and individual administrators made detailed socio-economic and cultural studies. As a result of these studies and exchange of views, a number of viewpoints regarding our attitudes towards the tribes have envisaged. As the tribals people themselves have not actively participated or have not been involved in formulation of these views, most of them are
conflicting, contradictory and diametrically oppose to one another. However they can be broadly and loosely classified into three categories (School).

(ii) Assimilation (Hasan 1973: 5)
(iii) Integration (Hasnain 1983, Burman 1975, Vidyarthi & Rai 1985)

We have discussed these approaches in the previous chapter-I.

**Approach and Strategy in Orissa**

**Tribal Scenario of Orissa**

Orissa occupies a unique position among the Indian states due to a large tribal population. Majority of Scheduled Tribes live in hilly and forest regions. Which are mostly inaccessible and isolated to a great extant. The tribal economy is largely subsistence oriented, unstructured and non-specialized. Their social system is simple and needs no mention. Though the Scheduled Tribes in Orissa have suffered social, educational and economic backwardness due to historical reasons, they have their own distinctiveness in the socio-cultural milieu. The process of their socio-economic development was taken up after independence and has picked up in the recent past. There are 62 Scheduled Tribes (see chapter-3, Table-3.2) in Orissa and they speak as many as 74 dialects. Their cultural heritage is rich and varied and acts as a unifying force. The skill, aptitude and inclination of different regions of the state are different. At one end of the scale are nomadic food gatherers and hunters and at the other end, enlightened agriculturist and horticulturists. The tribal areas of Orissa, therefore, present an extremely complex socio-economic panorama (Annual Plan 2008-09:1). We have already discussed the socio-economic, educational and occupational status in the preceding chapter. However, in this chapter we
would like to understand the specific issues related to their status with the help of secondary and primary sources.

**Constitutional Provisions for the tribal of Orissa**
The Indian Constitution enjoins upon the State to give special attention and a completely different dispensation to the Scheduled Tribes and Scheduled Castes as would be clear from the provisions contained in Articles-46 (Part-IV), 16, 17, 19, 164, 244, 275, 330, 332, 335, 338, 339, 341 & 342.

**Reserving the Physical and Natural Area**
About 44.71% of the area of the state have been declared as Scheduled Area in accordance with the orders of the President of India, issued under paragraph 6 of the Fifth Schedule of the Constitution of India. The Scheduled Area in Orissa comprises of the entire districts of Mayurbhanj, Koraput (undivided) and Sundargarh, Kandhamal, Balliguda and G. Udayagiri Tahasils of Kandhamal district, R. Udayagiri Tahasil, Gumma & Rayagada Blocks, Soroda Tahasil excluding Gazalbadi and Gochha Panchayats of Ganjam district, Kuchinda Tahasil of Sambalpur district, Telkoi, keonjhar, Champua and Barbil Tahasils of Keonjhar district. The Rampur and Lanjigarh blocks of Kalahandi district and Nilagiri block of Balasore district. After restructuring of the districts, Government of India has been moved to reconstitute the scheduled area of the State (ibid:2). The logic behind reserving the Scheduled Area is to give them access to the resources of nature besides other freedom.

**Tribal Sub-Plan Approach**
Tribal Sub-Plan strategy was for this speedy development of tribal people, adopted since the beginning of the Fifth Five Year Plan (1974-75). This strategy continues to shape the core strategy for tribal development till date. This strategy is based on area development approach
with adequate emphasis on family oriented income generating activities by taking a comprehensive view of tribal problems with the objective to narrow down the gap of socio-economic development between tribals and others, within the framework of Five Year Plans. The Tribal Sub-Plan (TSP) approach envisages earmarking of plan provisions in proportion to tribal population and integrated development of the Tribal areas, wherein all programmes irrespective of their sources of funding operate in unison to achieve the common goal of bringing the tribal area at par with the rest of the State and to improve the quality of life of the tribals. The original strategy was oriented towards taking-up family oriented income generating schemes in the sphere of agriculture, horticulture, animal husbandry, elimination of exploitation, human resources development through education and training programmes and infrastructure development programme. This tribal development strategy has been reoriented to cover the employment-cum-income generation activities and development of infrastructure incident there to. The strategy more or less continues with refinement and greater emphasis over the years (ibid:3).

Special Projects for Tribal Development
The main instrument for achieving the Constitutional objectives of welfare and development of Scheduled Tribes in the Tribal Sub-Plan, is implemented through 21 I.T.D.As, 46 Modified Area Development Approach (MADA) and 14 Cluster pockets and also through Dispersed Tribal Development Programmes.

The 21 Integrated Tribal Development Agencies (ITDAs) cover 55.46 lakh tribals (about 68.09% of total tribal population) of the state. The remaining tribals live outside the Scheduled Areas of ITDA. Beyond the Scheduled Area, there are 46 MADA pockets and 14 Clusters. The remaining tribal population of the State live outside the major project areas in a dispersed manner and are covered under the DTDP. In addition to this, 17 Micro Projects
have been functioning for the all round development of 13 Primitive Tribal Groups and are getting benefits over and above the normal benefits of tribal development programme. Of the total 17 Micro Projects 13 Micro Projects are within the Scheduled Area and 4 located elsewhere (ibid:3).

**Five Year Plans and Tribal Development**

The tribal development has been going on through Five Year Planes and Annual Plans. It has been envisaged to minimize gap between them and rest of the society. There economic development and protection from exploitation has also been one of the major objectives of the development. Let us see the broad objectives of the Eleventh Five Year Plan and that of the Annual Plans are as follows:

? To provide access to resource to enhance employment opportunities and bring the income level of the poor and asset less tribal people in the TSP area at par with the general population.

? Survival, protection and development of the Primitive Tribal Groups (PTGs) and bringing them at par with the rest or the ST population.

? To strive to secure for the tribal people their forest rights for the development of forest dwellers and shifting cultivators.

? To bridge the critical gaps in communication and such other economic infrastructure as well as in the social infrastructure in the tribal areas to support the developmental activities of the tribals.

? Provision of the basic health services and improvement in health and nutritional standards of the Scheduled Tribes leading to an improvement in the health indicators of these sections, particularly reduction of IMR/MMR and control of malaria.
Bridging the literacy gaps between the Scheduled Tribes with the general population and thrust on literacy and more specifically primary education of the Scheduled Tribes.

Tribal development strategies already adopted/ proposed by the state government

Education, being the most effective instrument of empowering tribal groups, has been given high priority.

Efforts are being made to achieve universalisation of elementary education for the members of the Scheduled Tribes as early as possible keeping in view the low literacy rates particularly among girls and high drop-out rates.

Steps are being taken to provide hostel facilities, scholarships and other facilities to achieve substantial increase in enrolment and retention.

Special attention is also being paid to the implementation of employment and income generating programmes.

Prevention of exploitation of tribals in respect of alienation of land, money lending, debt bondage, trade, collection and sale of forest produce etc, has also received due attention of Government.

Regulation 2 of 1956 has been drastically amended to completely prohibit transfer of lands to Non-Tribals and even to other Tribals by the Scheduled Tribes with marginal land holdings.

A watchdog role has been given to Gram Panchayats under the amended money lending regulation to enable the community to protect the individual Tribals from exploitation by money lenders.
In all individual benefit oriented programmes like Swarnajayanti Gramin Swarojgar Yojana (SGSY), ITDA etc, adequate training to beneficiaries will be ensured through close monitoring.

In all income-generating activities, community/cluster approach will be adopted to cover beneficiaries in groups rather than single beneficiary to harness strong community feeling inherent in Tribal society.

Panchayati Raj Institutions (PRI) will be the primary vehicle for implementing development programmes for the tribals and giving them social justice.

Women Self Help Groups will be vigorously promoted.

Wherever necessary, missing infrastructure support for sustainable economic activities undertaken by Tribal beneficiaries will be provided through SGRY, ITDA programmes etc.

Connectivity will be ensured for all interior Tribal areas by development of rural roads and by construction of minor bridges/culverts across hill streams to open up inaccessible pockets and to ensure accessibility of Tribals to service delivery and marketing of their produce.

Development of skill of Tribal youth in traditional and modern vocation will be a thrust area. For this purpose, Vocational Training Centres, Industrial Training Centres and vocational Training through NGOs will be the main modalities.

Particular attention is being given for the development of Primitive Tribal Groups (PTGs), so that they join the mainstream.

An appropriate delivery system will be put in place for providing medical services within the easy reach of the Tribals.
Necessary monitoring mechanism will be developed to ensure earmarking and utilization of funds under TSP.

**Administrative Arrangements for Development of Scheduled Tribes**

The Department’s efforts have been consistently directed towards achievement of the aforesaid objectives through special projects and schemes for the all-round development of tribals. There are 21 I.T.D.As, 17 Micro-Projects for the benefits of 13 Primitive Tribal Groups, 46 MADA and 14 Clusters projects engaged in implementation of the TSP strategy with financial support from different sources, including ‘Special Central Assistance. Besides, Dispersed Tribal Development Programme (DTDP) is being implemented for development of tribals who are not covered under the above programmes. Funds are provided under the first Proviso to Article 275(I) of the Constitution of India by the Ministry of Tribal Affairs, Government of India (ibid:6).

**Integrated Tribal Development Agencies (I.T.D.A.)**

The 118 TD Blocks having 50% or more tribal population have been fully covered by 21 I.T.D.As viz: ITDA Koraput, Jeypore, Malkangiri, Nowrangpur, Raygada, Gunupur, Th.Rampur, Baripada, Kaptipada, Karanjia, Rairangpur, Sundergarh, Bonai, Panposh, Keonjihgar, Champua, Kuchinda, Niligiri, Parlakhemundi, Balliguda and Phulbani. The I.T.D. As are managed through full time Project Administrators who are senior Group A Officers of OAS/IAS cadres. Each I.T.D.A also has an Engineering wing headed by an Asst. Engineer (ibid:6).
MADA

The concept of Modified Area Development Approach (MADA) was evolved towards the end of the Fifth Plan, when it was realized that quite a sizeable tribal population was still outside the gamut of Scheduled Area and that they had to be brought under specific developmental focus. Since the Sixth Plan the MADA scheme is being implemented.

MADA projects are being implemented for focused development of tribal communities outside the scheduled area. The MADA is a smaller area but contiguous having a population of 10,000 or more, with 50% or above tribal concentration. 46 such MADA pockets in 47 blocks in 17 districts having 6.78 lakh tribal population (2001 census) are functioning in the State. The development programmes in these areas are implemented through the BDOs. In these pockets, individual family oriented programmes and infrastructure projects are being implemented. There is a MADA project level committee for each MADA pocket under the chairmanship of the Sub-Collector with officials and non-officials as members. The project level Committee draws up various development programmes and oversees their implementation.

Both individual benefit oriented schemes and community benefit oriented programmes for the Welfare of tribals are implemented in these pockets in the ratio of 70% and 30% respectively, out of Special Central Assistance till the financial year 2003-04. Since the year 2004-05, the programmes are implemented as per the guidelines of Ministry of Tribal Affairs under Employment-cum-Income Generating Schemes and Infrastructure criterion thereto not only for family based but also for Self Help Groups (SHGs)/Communities.

The MADA funds are released to the concerned Block Development Officers. The programme is, however, overseen by a MADA level Advisory Committee headed by the concerned Sub-Collector. There are also two Special Officers to oversee the implementation
of the MADA Programmes in undivided Kalahandi and Sambalpur districts where the MADA Pockets are more in number (ibid:31).

**Cluster Approach**

Beyond the MADA pockets there were small areas of tribal concentration that still remained uncovered under specific development programmes. Government of India has relaxed the norms for inclusion of these areas under Cluster Approach which has been introduced during the middle of the 7th Plan period.

The cluster approach has been introduced in order to bring smaller areas of tribal concentration beyond the MADA pockets into the mainstream of development. Contiguous areas having a population of 5,000 or more with at least 50% tribal population are identified as clusters, 14 such clusters, covering parts of 13 Blocks in 10 districts of the State accommodates 62021 tribals (2001 census). The administrative arrangement for these 14 clusters is similar to that of MADA pockets. For development of tribals in Cluster, in addition to normal programmes, Special Central Assistance (SCA) is provided for implementation of individual and community benefit oriented programmes.

Contiguous areas having a population of 5,000 or more with at least 50% tribal population are identified as cluster pockets. 14 such clusters covering parts of 13 blocks have been functioning in the state i.e. 8 since 1986-87 and 6 since 1990-91. The administrative arrangement for the Cluster pockets is similar to that of MADA pockets. The WEO of the concerned Block is in charge of implementation of the Cluster programme. For the all-round development of tribals in these Clusters, in addition to normal programme, Grants-in-Aid under S.C.A. to TSP has been provided for implementation of individual and community
benefit oriented programmes. Since the year 2004-05, new guidelines of Ministry of Tribal Affairs have been introduced (ibid:32).

During Eleventh Plan (2007-12, it is proposed to provide Rs.300.00 lakhs out of SCA to take up individual benefit oriented schemes and community benefit oriented schemes is the Cluster Pockets. During the Annual Plan 2006-07,sum of Rs.108.76 lakh has been spent under the scheme. During the year 2007-08, the anticipated expenditure would be Rs.64.92 lakh out of S.C.A. It has been proposed to utilize a sum of Rs. 70.00 during the Annual Plan 2008-09.

Dispersed Tribal Development Programme (DTDP)

The Dispersed Tribal Development Programme is being implemented by the Orissa Scheduled Caste & Scheduled Tribe Development Finance Co-operative Corporation Ltd.(OSFDCC) from the year 1986-87 for providing economic assistance to the Dispersed Tribals living outside the ITDA, MADA Cluster & Micro project areas.

Bulk of the SCA funding is being utilized towards Self Employment Programme dovetailed with institutional credit. Income Generating Schemes with unit cost up to Rs.50,000/- were being provided to eligible Scheduled Tribe beneficiaries through different commercial RRB and Central Co-op Banks. From the year 2004-05 instead of individual Finance the OSFDCC has given importance over Group Finance through eligible SHGs. The SGSY guidelines is being followed by OSFDCC for implemention of Group Finance under SCA to TSP funds. Individual finance is also being implemented for Dispersed Tribals (ibid:36).

Under the programme key activities are being selected by the Block Development Officers in each Block taking in to consideration the local condition. From the selected key
activities the Block Development Officers will sponsor the Group loan application of suitable ST SHGs to Banks and the Banks will sanction loan and the OSFDCC will provide subsidy out of SCA to TSP grants. The maximum unit cost under the scheme is Rs. 2.50 lakhs for a group of 10 to 20 beneficiaries. For Self-Helf Groups the subsidy would be 50% of the cost of scheme, or per capital subsidy of Rs. 10,000/- or Rs. 1.25 lakh for the whole group, which ever is less. Disbursement of loan and subsidy should be as per the guide lines of SGSY implemented by Panchayat Raj Department. Under individual finance OSFDCC can provide 50% of the unit cost subject to maximum of Rs.10,000/- as subsidy and rest of the unit cost is bank loan (ibid:36).

Apart from bankable Income Generating Schemes Infrastructure Development Programmes like Community Irrigation Project, Repair of Education Buildings and Hostels run by ST and SC Development Department and different Skill Development Training are being implemented by the Corporation. As per Govt. of India, Ministry of Tribal Affairs letter No, 14020/5/2003-SGSC Dated 2.5.2003 upto 30% of the total amount allocated in a particular year can be utilized for Infrastructure Development. These programmes are being implemented by the Corporation by utilizing the funds out of SCA to TSP for DTDP. During the year OSFDCC has taken steps for providing training to the ST youths through Govt.& Private ITI under the super vision of Directorate of Technical Education and Training Orissa Cuttack instead of N.G.Os. At the time of implementation of DTDP Programme the guideline circulated by Government ST & SC Development Department Letter No. TD-I-(LG)-10/06 44375/SSD Dated.18.12.2006 (ibid:37).
Preparation of Annual action Plan under SCA to TSP for 2008-09

During 2008-09 OSFDCC has proposed for Group Financing as well as Individual financing under Bankable I.G.S in Agriculture Development. Animal Husbandry, Fishery, Horticulture Development, Village & Small Scale Industry etc.

Under Infrastructure Development it has been proposed to Finance Lift Irrigation Projects, STWs & WHS to group of Scheduled Tribe beneficiaries and repair of Educational institutions and hostel buildings of ST and SC Development Department in DTDP areas. For Community Irrigation Project the following criteria is fixed (ibid:37).

1. Atleast 90% of the beneficiaries both in terms of families and area of the acute belongs to ST in the B.P.L category.
2. Equal involvement of the beneficiaries in terms of voluntary labour contribution towards construction of field channels, Land Development etc.should be ensured.
3. The scale of assistance shall not exceed Rs.12000.00 per Acre.
4. Atleast 30% of the beneficiaries must be women and they must be involved in the project starting from formulation to implementation of the projects.

Micro project for Development of Primitive Tribal Groups

On the eve of the Fifth Five Year Plan formulation, the entire range of programmes under tribal development was reviewed. The problem of the more backward tribal communities was also discussed in considerable detail. While considering these problems, it was noted that backwardness itself needed a closer scrutiny. PTGs culture constitutes an important link between the ancient and modern culture and it is a part and parcel of Indian heritage. These primitive groups live in relatively inaccessible and inhospitable hill terrain under extreme conditions that pose several problems for their survival. They represent simple, small homogenous, pre-literate, encapsulated and non-hierarchical sections of tribal societies and
are considered most vulnerable and socio-economically backward. During the Fifth Five Year Plan period a decision was taken at the National Level to identify Primitive Tribal Groups as Special Category for their overall development by bringing them under the coverage of Special Programme. The Ministry of Home Affairs, Govt. of India had emphasized the following points with regard to development of Primitive Tribal Groups (ibid:45).

(i) Identification of PTGs in accordance with the guidelines.

(II) Preparation of project reports and finalization thereof.

(III) The project reports should inter-alia incorporated the following features.

(a) There should be a unique programme for each group.

(c) The programmes must especially take into consideration the eco-systems.

(b) The first phase of development should aim at conservation and re-organization of the traditional skills of the Group.

As per the discussion held in October, 1980 detailed family wise survey was undertaken in respect of the primitive tribal groups and project reports were formulated. As the aptitudes, felt-needs, aspirations are different from one group to other, the programmes of development are specific to each group and area.

The Primitive Tribal Communities are considered as a special category in view of their distinctly different social, cultural and occupational practices and traits Primitive tribes are distinguished from other tribal communities with regard to their pre-agricultural economy, extremely low level of literacy, aggressive and inhospitable behaviour, isolated habitation etc. During the Fifth Five Year Plan, it was decided by Government of India to plan and implement specific development programmes focused on the all-round development of the primitive tribes. The programmes mainly addressed to deliver packages of services in consistent with their social, cultural, educational and occupational background with a view to
facilitate them to gradually align themselves with the mainstream of society and enhance their social and economic status (ibid:46).

With the vision of comprehensive development of the primitive tribal groups, the concept of micro level planning was introduced in the country in the year 1975-76. It envisages integrated and comprehensive development of the micro project tribal areas in which various programmes irrespective of the sources of funding can be implemented in unison to achieve the common goal of bringing the area at par with other areas and to improve the quality of life of the primitive tribes. Since then 75 primitive tribal groups have been identified in the country on the basis of criteria such as (i) pre-agricultural level of technology (ii) low level of literacy (iii) stagnant or diminishing rate of population (ibid:46).

Special development schemes, family oriented income generating programmes and area specific infrastructural development programmes on 100% subsidy funded out of SCA are being implemented for the all round development of the PTGs by setting up of Micro Projects.

Thirteen PTGs identified in Orissa are localized groups, which are found in specific compact areas in 12 districts of the State i.e Kalahandi, Nuapada, Sundargarh, Deogarh, Angul districts, Mayurbhanj, Keonjhar, Malkangiri, Rayagada, Kandhamal, Gajapati and Ganjam districts. 17 Micro Projects have been constituted in the State out of which 13 Micro Projects are located within scheduled Area and rest 4 Micro Project are located elsewhere in the district of Ganjam, Nawapara, Angul and Deogarh. There is a Governing Body for each Micro Project and Collector concerned is the Chairman of the Governing Body of Micro Project. The District Level Officer involved in Tribal Development, local M.P., M.L.A. and Chairman; Panchyat Samities have been taken as
members of the Governing Body. The P.A. ITDAs have been nominated as Vice Chairman of the Micro Projects operating in the TSP area. In non-TSP area, the Sub-Collectors concerned in whose sub-division such Micro Projects are operating shall function as Vice-Chairman of the project. The following table showing district wise allocation of ITDA, MADA, Cluster, Micro project in the state.

Table-5.1

<table>
<thead>
<tr>
<th>Sl.No</th>
<th>Name of the District</th>
<th>ITDAs</th>
<th>MADA</th>
<th>Cluster Pockets</th>
<th>Micro Projects for PTGs.</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Mayurbhanja</td>
<td>4</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Sundargarh</td>
<td>3</td>
<td></td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>3</td>
<td>Kandhamal</td>
<td>2</td>
<td></td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>4</td>
<td>Koraput</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>Rayagada</td>
<td>2</td>
<td></td>
<td></td>
<td>3</td>
</tr>
<tr>
<td>6</td>
<td>Malkangiri</td>
<td>1</td>
<td></td>
<td></td>
<td>2</td>
</tr>
<tr>
<td>7</td>
<td>Nowrangpur</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>8</td>
<td>Gajapati</td>
<td>1</td>
<td>1</td>
<td></td>
<td>2</td>
</tr>
<tr>
<td>9</td>
<td>Keonjhar</td>
<td>2</td>
<td>4</td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>10</td>
<td>Balasore</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>11</td>
<td>Sambalpur</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>12</td>
<td>Kalahandi</td>
<td>1</td>
<td>6</td>
<td>4</td>
<td>1</td>
</tr>
<tr>
<td>13</td>
<td>Jajpur</td>
<td>4</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>14</td>
<td>Nayagarh</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>15</td>
<td>Khurda</td>
<td>1</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>16</td>
<td>Bargarh</td>
<td>2</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>17</td>
<td>Deogarh</td>
<td>2</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>18</td>
<td>Jharsuguda</td>
<td>4</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>19</td>
<td>Bolangir</td>
<td>5</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>20</td>
<td>Dhenkanal</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>21</td>
<td>Anugul</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>22</td>
<td>Ganjam</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>23</td>
<td>Nuapada</td>
<td>7</td>
<td>1</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>24</td>
<td>Boudh</td>
<td>1</td>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>25</td>
<td>Cuttack</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>26</td>
<td>Kendrapada</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>27</td>
<td>Jagatsinghpur</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>28</td>
<td>Bhadrak</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>29</td>
<td>Puri</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>30</td>
<td>Sonepur</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>21</td>
<td>46</td>
<td>14</td>
<td>17</td>
<td></td>
</tr>
</tbody>
</table>

Source: ST & SC Dev. Deptt. Govt. of Orissa, Bhubaneswar
Resources for the Tribal Sub-Plan

The State of Orissa has adopted an innovative strategy for integrated development of tribal areas and tribal population since 1974-75 in accordance with the guidelines of the Planning Commission. This special strategy is expected to ensure that all the general development sectors would earmark funds for Tribal Sub-Plan in proportion to the population percentage so that adequate benefits from all the concerned sectors flow to the tribals. The fundamental objective of Tribal Sub-Plan Approach is integrated development of tribal area in which all the programmes irrespective of their sources of funding operate in unison to achieve a common goal of bringing the area at par with the rest of the State so as to improve the quality of life of the tribals. The resources for tribal development are drawn up from the following sources (ibid:9):

1. Flow of funds from State Plan
2. Flow of funds from Central/Centrally Sponsored Schemes.
3. Special Central Assistance and Article 275(I) of the Constitution of India.
4. Institutional Finance.

Flow of funds from State Plan

It has been laid down in principle that funds should be earmarked by all the Departments for the development of Sub-Plan area and the quantum of budgetary allocation out of State Plan to this area must not fall short of the proportionate population percentage equivalent of STs of the State. The funds so earmarked are shown in separate minor head in the respective Department’s budget and are made non divertible. The Tribal Sub-Plan outlay is being budgeted under the demands of the concerned Department and shown under an appropriate scheme heads under a unique minor head ‘Tribal Area Sub-Plan’ in each relevant major head. The Govt. of India Ministry of Tribal Affairs have also advised the State Govt. to avoid
notional quantification of flow of funds to TSP and called for real quantification. All Departments of Govt. have been suitable advised to follow the guidelines prescribed by the Ministry of Tribal Affairs (ibid:9).

**Flow of funds from Central/Centrally Sponsored Schemes**

Similarly, different Departments of the state Govt. are implementing a host of Schemes under Centrally Sponsored and Central Plan funded by different Ministries of Govt. of India. It has become a usual practice on the part of different line Departments to earmark the flow of funds from out of the Central/Centrally Plan Schemes to the Sub-Plan area of the state.

The source-wise projected flow of funds to TSP from out of State Plan outlay flow during the Eleventh Plan i.e., 2006-07 to 2011-12 and the projected flow during 2008-09 are indicated below. The flow of funds to TSP under different development sectors in the Annual Plan 2008-09 have been given below (ibid:10):

**Table-5.2**

<table>
<thead>
<tr>
<th>Items</th>
<th>Amount (Rs.in lakhs)</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1. Annual Plan 2007-08</strong></td>
<td></td>
</tr>
<tr>
<td>(i) Total outlay 2007-08</td>
<td>552000.00</td>
</tr>
<tr>
<td>(ii) Expenditure out of TSP Flow (Anticipated)</td>
<td>139951.92</td>
</tr>
<tr>
<td>(iii) % flow</td>
<td>25.35%</td>
</tr>
<tr>
<td><strong>2. 11th Plan (2007-08)</strong></td>
<td></td>
</tr>
<tr>
<td>(i) Total outlay</td>
<td>3222500.00</td>
</tr>
<tr>
<td>(ii) of which flow to TSP</td>
<td>741111.40</td>
</tr>
<tr>
<td>(iii) % Flow</td>
<td>23.00%</td>
</tr>
<tr>
<td><strong>3. Annual Plan 2008-09 (Proposed)</strong></td>
<td></td>
</tr>
<tr>
<td>(i) Total outlay</td>
<td>710000.00</td>
</tr>
<tr>
<td>(ii) of which flow to TSP</td>
<td>161418.17</td>
</tr>
<tr>
<td>(iii) % flow</td>
<td>22.73%</td>
</tr>
</tbody>
</table>

Source: ST & SC Dev. Deptt. Govt. of Orissa, Bhubaneswar
**Single-demand Budgeting of TSP funds**

The concept of Single-demand Budgeting as per the Maharashtra pattern has not been introduced in the state. The outlay for Tribal Sub-Plan is being budgeted under the Demands of the concerned Departments and shown under appropriate scheme heads under a Minor Head “796-TRIBAL AREA SUB-PLAN” in each relevant Major Head. This has proved to be reasonably good mechanism for accounting TSP expenditure. The monitoring of the flow of funds to TSP area relating to concerned Departments is being done by S.T & S.C Development Department periodically. Quarterly reviews are taken up by a High Level Committee under the Chairmanship of Development Commissioner-cum-Additional Chief Secretary.

**Special Central Assistance**

Special Central Assistance (S.C.A) is an important component of flow of funds to the Tribal Sub-Plan that is made available to the State on the basis of a set of criteria. The Ministry of Tribal Affairs, the Nodal Ministry for Tribal Development operates the financial provisions as Special Central Assistance (SCA). This assistance has been conceived to be in the nature of an additive to the State Plan resources and is not intended to substitute for the existing plan schemes. While implementing schemes for the tribal development where State Plan provisions are not forthcoming or in case of inadequacy of provisions in a particular programme, the SCA is provided as gapfiller. Generally speaking the assistance has been purported to be used mainly for family-oriented income Generating Schemes while giving adequate weight age to infrastructure development incidental to such schemes (ibid:11).
The main objective of grant of SCA by the Centre to the States has been to provide a critical financial input as a gap filler in case of deficiency for schemes and programmes relating to income generation, so that the ST families can rise above the poverty-line. Special Central Assistance for Tribal Development is primarily meant for self-employment-cum-income generating schemes having specific relevance in any particular tribal situation and such other schemes as can be included where there is adequate justification for overall development of the tribals.

Ministry of Tribal Affairs, Government of India releases Special Central Assistance in the shape of grants in aid to State government keeping in view the tribal population percentage of the State.

ST & SC Development Department as the nodal Department for tribal development releases grants to ITDAs/MADA/Cluster/Micro Projects and DTDP area, taking into consideration the percentage of tribal population under different Projects as grants in aid for implementation of IGS and Infrastructure Development according to their annual action plan approved by the respective Project Level Committees/Governing Bodies.

Schemes wise distribution of the Special Central Assistance is done as per guidelines of the Ministry of Tribal Affairs received vide letter No.14020/5/2003-SGC dt.2.5.2003 (ibid:11).

**Institutional Finance**

Institution Finance is an important ingredient in the entire beneficiary programme for economic development. Bank Credit is made available for carrying out an income generating activity and S.C.A. is utilized for providing 50% subsidy. The success of the income generating schemes implemented with S.C.A funds largely depends upon the credit
absorption capacity of the local economy and the marketability of the products. Institutional Finance has to flow from different Financial Institutions (F.Is) like Commercial banks and Cooperative Banking sectors (ibid: 13).

**Grants under 1st Proviso of Article 275(1)**

The First Proviso to Article 275(1) of the Constitution enable the State Government to receive grants from the Centre for upgradation of the economic and social infrastructure in the tribal areas to bring them at par with the other areas of the State. The grants are tied to specific project proposals of the State Government to be approved by the Ministry of Tribal Affairs within the overall entitlement of each State depending on its population. This is an additionality to the Tribal Sub-Plan outlay and Orissa has been receiving about Rs. 30-35 crores, annually. Normally, Projects to improve road communication, creation of irrigation facilities, provision of educational infrastructure etc. are being executed with these grants (ibid: 14).

**Orissa Tribal Empowerment & Livelihoods Programme (OTELP)**

The Orissa Tribal Empowerment and Livelihoods Programme (OTELP) is being implemented by the Scheduled Tribe & Scheduled Caste Development Department Govt. of Orissa with financial assistance from the DFID, IFAD and the WFP. The goal the programme is to ensure that livelihoods and food security of poor tribal household are sustainably Improved through promoting a more efficient equitable self managed sustainable exploitation of the Natural Resources at their disposal and through off farm/non-farm enterprise development (ibid: 53).
Specific Objects

To achieve the goal the Programme sets the objectives to:

a. Build the capacity of marginal groups as individual and grass root institution.

b. Enhance the access of poor tribal people to land water and forest and increase the productivity of these resources in environmentally sustainable and socially equitable ways;

c. Encourage and facilitate off-farm enterprise development focused on the needs of poor tribal households;

d. Monitor the basic food entitlements of tribal households and ensure their access to public food supplies;

e. Strengthen the institutional capacity of government agencies, Panchayati Raj Institutions, NGOs and civil society to work effectively on a participatory mode for poverty reduction with tribal communities.

f. Encourage the development of a pro-tribal enabling environment through ensuring that legislation governing control of and access to, development resources by poor tribal households is implemented effectively and recommending other policy improvements; and

g. Build on the indigenous knowledge and values of tribal and blend these with technological innovations to ensure a speedier pace of development (ibid:53).

Programme Area Under Phase-1

The programme would in 3 phases cover 30 of the most backward blocks with tribal concentrations in seven districts, namely Gajapati, Kalahandi, Kandhamal, Koraput, Malkangiri, Nawarangpur and Rayagada in South-West Orissa. During Phase I, Programme activities have been initiated in four districts and ten blocks as per decisions of the State Level Programme Management Committee and Programme Steering Committee. The details of the blocks to be covered are given in table format (ibid:54).
Table-5.3

<table>
<thead>
<tr>
<th>District</th>
<th>ITDA</th>
<th>Block</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gajapati</td>
<td>Paralakhemundi</td>
<td>Rayagada(phase-I)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Gumma(phase-I)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Nuagada(phase-I)</td>
</tr>
<tr>
<td>Kalahandi</td>
<td>Thuamul Rampur</td>
<td>Thuamul Rampur(phase-I)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Lanjigarh(phase-I)</td>
</tr>
<tr>
<td>Koraput</td>
<td>Koraput</td>
<td>Narayanpatna(phase-I)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Bandhugaon(phase-I)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Laxmipur(phase-I)</td>
</tr>
<tr>
<td>Kandhamal</td>
<td>Baliguda</td>
<td>Kotagarh(phase-I)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Tumudibandha(phase-I)</td>
</tr>
</tbody>
</table>

Source: *ST & SC Dev. Deptt. Govt. of Orissa, Bhubaneswar*

**Programme Components**

The Programme comprises the following components:

a. **Capacity Building for Empowerment**: The Programme would support NGOs to mobilize communities, empower them through awareness creation on tribal rights, gender and equity issues, natural resource management and programme planning; assist them, through micro-planning exercises, in the prioritization of their development needs and in the formulation and implementation of development proposals and build/strengthen appropriate community institutions. It would also strengthen the capacity of the support agencies that will assist them as facilitators.

b. **Livelihood Enhancement**: The Programme would support (i) land and water management; (ii) Participatory forest management to regenerate degraded forest land and to develop NTFP processing and marketing enterprises; (iii) Improvements in agricultural productivity; (iv) Improvements in animal husbandry; (v) Improved access to rural financial services through the promotion...
of self help savings and credit groups and linking them with formal financing
institutions to augment their capital base; and (iv) Development of community
infrastructure to fill critical gaps in the provision of key rural infrastructure (e.g
drinking water, village link road upgrading) and to provide for necessary
economic (e.g work sheds, stores,mills,expellers)and social infrastructure(e.g
community halls)

c. **Support for Policy Initiatives:** The Programme would support the
operationalization of the Government’s existing policy initiatives in relation to
tribal’s access to land and forest products through (i) Providing a legal defence
fund to assist tribal in pursuit of land alienation/restoration cases; (ii) Supporting
operational costs for improved detection and disposal of land alienation cases and
monitoring enforcement of land restoration orders; and (iii) Funding the survey
and settlement process for the hill slopes between 10° and 30°. The programme
would also fund studies to deepen understanding on other key policy issues and
engage the government in dialogue on unresolved policy areas through a
structured framework, involving the establishment of milestones and a timetable
for action.

d. **Development Initiatives Fund:** Through this fund the programme would provide
the flexibility to provide additional funding for well performing activities in
demand from the communities and for new activities which become feasible and
attractive in the course of Programme implementation.

e. **Programme Management:** The programme would provide for the costs of
programme management at the State and ITDA level.
f. **Food Handling:** The programme would cover the cost of transport, storage and distribution of WFP food assistance (ibid: 54-55).

**Understanding Tribal Development from Primary Sources**

As illustrated above there are different developmental programmes being implemented for the socio-economic development of the tribal in the state. We would like to evaluate whether these developmental programmes, schemes, project etc. undertaken by the Central and State Government for the upliftment of the tribals have whether really achieved the desired goals or not. To find out the result of these development programme a total number 264 respondents were interviewed with the help of interview scheduled. The researcher asked various questions related to their socio-economic development, their knowledge about the development programmes and their impact on them. They were also asked whether the Government programmes were effective to address their problems and difficulties or not. We also enquired whether the implementing officials were sincere to work for them etc. The answers obtained from the respondents were put in tabular form and their explanations are given below.
### Table-5.4
Developmental Programmes Implemented in the Research Area

<table>
<thead>
<tr>
<th>Name of the programmes specifically implemented for the socio-economic development of tribals</th>
<th>Since how long these programmes have been operating</th>
<th>How far these programmes helped to improve the socio-economic status of the tribals</th>
</tr>
</thead>
<tbody>
<tr>
<td>LSDA</td>
<td>DRDA</td>
<td>ITDA</td>
</tr>
<tr>
<td>48</td>
<td>-</td>
<td>-</td>
</tr>
</tbody>
</table>

Source: Data collected from Sogada, Keraba and Karanjasingh villages under Gunpur block of Rayagada district in Orissa

The different developmental programmes specifically implemented for the socio-economic development of tribals have been shown in the table-5.4. The table depicts for how long these programmes have been operation, and their impact on the population on the area. The table also gives the responses of the respondents on the question whether developmental programmes have helped the tribals in improving their socio-economic status or not. On the question of naming the programmes that are specifically implemented for the socio-economic development of tribals, out of the total 264 respondents 48 answered that Lanjia Soaura Development Agency (LSDA) exists and they are aware of that as well, 12 respondents accepted that Integrated Tribal
Development Agency (ITDA) and District Rural Development Agency (DRDA) is functioning in the area. Further 96 respondents told LSDA & DRDA caters to their run. Remaining 108 nos. of respondents said that they are un-aware about the name of the programme being run for their development.

On the question relating to the time since how long these programmes have been operating the respondents were grouped in 1-10 years, 10-20 years, 20-30 years of duration. Of the total 264 respondents 48 respondents argued that these programmes were running for 10-20 years, 60 respondents answered in the range of 20-30 years. While 12 respondents told that they know the programmes were operating but can’t say the exact years of their inception. The remaining 144 respondents told that they were un-aware about the period of operation and its existence. How ever we can infer from the above that at least 120 out of 264 respondents or 45.45% knew that there are some programmes for their development. Further the respondents were also aware of the historical begening of the programme which proves the point that these programmes of tribal development are there at least of two to three decades before.

With regard to the question how far the development programme helped to improve the socio-economic status of the tribals 180 respondents that means majority or approximately 68% ascertained that the developmental programmes have helped them to improve their socio-economic status. On a small minority 12 respondents or 4.5% replied in negative. On the other hand there were at least 72 respondents or 27.27% who did not know the name of specific developmental programme which help them for socio-economic mobility. However, they were convinced that the developmental programme meant for tribal development have certainly to improve their socio-economic status.
Therefore, one can infer that majority of the respondents are convinced that different programmes have helped them to achieve socio-economic development, which proves the point that the governmental efforts are not going totally waste. Yes we can debate the quality of development of the area.

Table 5.5
Developmental programmes and their Effectivity

<table>
<thead>
<tr>
<th>Age of respondents</th>
<th>Whether the developmental programmes implemented by the govt. and other agencies are helpful/beneficial in solving tribal problems</th>
<th>Extended of benefit received from these programmes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>No</td>
<td>Don’t know/can’t say</td>
</tr>
<tr>
<td>1-15</td>
<td>24</td>
<td>12</td>
</tr>
<tr>
<td>15-30</td>
<td>72</td>
<td>36</td>
</tr>
<tr>
<td>30-45</td>
<td>72</td>
<td>-</td>
</tr>
<tr>
<td>45 &amp; above</td>
<td>-</td>
<td>12</td>
</tr>
<tr>
<td>Total</td>
<td>168</td>
<td>60</td>
</tr>
</tbody>
</table>

Source: Data collected from Sogada, Keraba and Karanjasingh villages under Gunpur block of Rayagada district in Orissa

The efficacy of the programme have been plotted in the table 5.5. The respondents were categorized in the age group of 1-15, 15-30, 30-45 and 45 & above. To begin with a majority of the respondents 168 or 63.63% replied that developmental programmes implemented by the government and other agencies were helping in solving tribal problems. A minority 60 that is 22.72% replied inb negative for the same question. It is interesting to note that those in the age group from 15-45 they account for 144 who have benefited to a certain extent from the developmental programmes. The researcher has also tried to extract information regarding the extent of benefit received by the respondents. There are mixed responses about the extent of benefits which is natural, as it
depends upon so many factors. Some times facilities are available but they are not accessible. However, in this case out of 264 respondents or 22.72% revealed that their range of benefits ranges from 50-75%. But about 96 respondents have benefited marginally from 25-50%. Surprisingly 108 or 40.9% have not received any benefit from the development programme. It is also interesting to note that no respondent in the range of 1-25%. That means if the benefits are small they don't even recognize that there is a benefit.

Table-5.6
Developmental Programmes for the tribal women & children

<table>
<thead>
<tr>
<th>No.of person studied</th>
<th>Name of the programmes specifically operating for the tribal women &amp; children</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Anganwadi</td>
</tr>
<tr>
<td>264</td>
<td>60</td>
</tr>
</tbody>
</table>

Source: Data collected from Sogada, Keraba and Karanjasingh villages under Gunpur block of Rayagada district in Orissa

Table.5.6 deals with the question which finds out the name of the programmes that are specifically operating for the tribal women and children. Out of the total 264 respondents 60 respondents said Anganwadi programme is specifically operating for tribal women and children. Similarly Self Help Group (SHG), Night schools of LSDA by 12 respondents each. What is astonishing here that majority of the respondents 180 or 68.18% were not aware of the programme run for the tribal women and children. One possible reason for this lack information could have been that the respondents were not having children. This is authenticated by the fact that the selected sample was quite young and 108 people were between 15-30 years.
Table 5.7
Awareness of the developmental programmes that are being implemented in the area

<table>
<thead>
<tr>
<th>No of person studied</th>
<th>No of people aware about the developmental programmes</th>
<th>No of people partially aware about the developmental programmes</th>
<th>No of people unaware about the developmental programmes</th>
</tr>
</thead>
<tbody>
<tr>
<td>264</td>
<td>36</td>
<td>48</td>
<td>180</td>
</tr>
</tbody>
</table>

Source: Data collected from Sogada, Keraba and Karanjasingh villages under Gunpur block of Rayagada district in Orissa

Table-5.7 relates to the question about the awareness of the developmental programmes that are being implemented in their area. Out of the total 264 respondents only 36 replied that they are aware about any developmental programme that is implemented in their area. On the other hand 48 respondents told that they are partially aware of such programmes existed in their area. But it is surprising that a majority of the respondent 180 or 68.18% of the respondent were not aware of the developmental programmes implemented in their area. Therefore, the government and other agencies will have to launch an intensive campaign for creating an awareness about the existing developmental programmes for them in their area. This will in turn help the recipients to avail the existing policies for them and benefit them.
Table-5.8
Suggestion of the people for the effective implementation of the development programmes

<table>
<thead>
<tr>
<th>No.of people studied on the basis of age group</th>
<th>Suggestion for the effective implementation of the development programmes</th>
<th>Govt.official should work sincerely</th>
<th>local people should be involved in the development programmes</th>
<th>Can not say/Nothing to say</th>
</tr>
</thead>
<tbody>
<tr>
<td>1-15</td>
<td>-</td>
<td>-</td>
<td>36</td>
<td></td>
</tr>
<tr>
<td>15-30</td>
<td>24</td>
<td>-</td>
<td>48</td>
<td></td>
</tr>
<tr>
<td>30-45</td>
<td>12</td>
<td>36</td>
<td>96</td>
<td></td>
</tr>
<tr>
<td>45 &amp; above</td>
<td>-</td>
<td>12</td>
<td>-</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>36</strong></td>
<td><strong>48</strong></td>
<td><strong>180</strong></td>
<td></td>
</tr>
</tbody>
</table>

Source: Data collected from Sogada, Keraba and Karanjasingh villages under Gunpur block of Rayagada district in Orissa

The suggestion of people for the effective implementation of the development programmes in tribal areas has been shown in the table-5.8. The table shows that majority of the respondents 180 or 68.18% of them can not give any suggestion about how to effectively implement a government programme. One of the possible reasons for this could be lack of critical understanding of government programmes and policies because of lack of quality education. The reason could be, which can be inferred from table-5.7 in which similar percentage of the respondents were not aware of the existing developmental programmes in their area. Therefore it is logical if a person is not aware of a programme then how he can or she give suggestion for it effective implementation.

Those who were aware about the existing developmental programme (see table-5.7) that is 36, they were pretty sure that government officials should work sincerely. Out of 264 respondents 48 or 18.18% respondents impressed that for effective implementation of development work the government and agencies should involve the local people as well. It is understandable because the local people know their problem
and their need better. They are also acquainted with the local environment, flora and fauna as some of the respondents told, and therefore they can utilize the local resources better. And in turn they can effectively implement the programmes. So the government and the agencies working the area should involve and make use of the available local talents for effective implementation of the programmes.

Table-5.9
Reasons for the failure of the development programmes for the tribals

<table>
<thead>
<tr>
<th>No.of Respondents</th>
<th>Reasons for the failure of the development programmes</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Lack of interest of the govt. officials &amp; non-involvement of the locals</td>
</tr>
<tr>
<td>264</td>
<td>60</td>
</tr>
</tbody>
</table>

Source: Data collected from Sogada, Keraba and Karanjasingh villages under Gunpur block of Rayagada district in Orissa

The awareness regarding reasons for the failure of the development programmes for the tribals has been shown in the table-5.9. Out of the total 264 respondents 60 respondents or 22.72% have blamed lack of interest of the government officials and non-involvement of the locals for the non-effective implementation of the developmental programmes in that area. Again a majority of 120 respondents or 45.45% told that they can't say. That proves the point that once they were not aware of the programmes or they have not benefited from the programmes how can they tell the reasons for their failure. However a minority of the of the 24 respondents or 9% of the total respondents revealed that non-cooperation of the local is also one of the reasons for failure of the developmental programmes in their area.
The suggestion given by the people for their own development and change has been given in the table- 5.10. Here again out of 264 respondent a majority of 168 or 63.63% replied that they can not suggest any measure for the development and change within the tribals' life. A minority of respondents that 36.36% suggested some or the other measure for the change and development in their area. For instance 24 respondents or 9% of them suggested livelihood associated job for the change, rest of the 24 or 9% respondents asked for the land for agriculture for their change to usher in their area. However, another 48 respondents or 18.18% of them asked for direct financial help from the government of the day for change in their lives and their areas.

### Table-5.10

<table>
<thead>
<tr>
<th>Suggestion given by the people for the tribal development &amp; change</th>
<th>Govt. should provide work to earn livelihood</th>
<th>Financial help to be given to do business</th>
<th>Land should be provided for cultivation</th>
<th>Can not say/Nothing to suggest</th>
</tr>
</thead>
<tbody>
<tr>
<td>No. of person studied</td>
<td>24</td>
<td>48</td>
<td>24</td>
<td>168</td>
</tr>
</tbody>
</table>

Source: *Data collected from Sogada, Keraba and Karanjasingh villages under Gunpur block of Rayagada district in Orissa*

### Table-5.11

<table>
<thead>
<tr>
<th>Role of religion in improving one’s socio-economic condition and to what extent</th>
<th>Yes, it helps in improving one’s socio-economic condition</th>
<th>No it does not help in improving one’s socio-economic condition</th>
<th>Religion helps only in spiritually not economically</th>
<th>Does not provide benefit but motivate to lead good life and work hard</th>
<th>Can not say on this matter</th>
</tr>
</thead>
<tbody>
<tr>
<td>No. of person studied</td>
<td>264</td>
<td>204</td>
<td>36</td>
<td>12</td>
<td>12</td>
</tr>
</tbody>
</table>

Source: *Data collected from Sogada, Keraba and Karanjasingh villages under Gunpur block of Rayagada district in Orissa*
How far religion helps in improving one's socio-economic condition was another vantage point to understand the change among tribals see table-5.11. Out of 264 respondents majority of 204 or 77.27% replied that religion did not help in improving the economic status. However, 48 respondents or 18.18% who failed that religion (see table-5.11) influences in some way approximately 13% or 36 respondents failed that religion helps one spiritually. Rest of the 9% or 24 respondents argued that religion only helps to provide motivation to work hard. It is interesting to note here that all the respondents selected from the three villages in the sample are Christians and not even a single respondent has affirmed that Christianity has changed their socio-economic status.

**Conclusion**

We have tried in this chapter to evaluate the existing programmes and policies of the tribal development. We have analysed the secondary sources and primary sources as well. The available secondary data was extracted from different government reports, books and other reports on the programmes. We have extracted that a plethora of the programmes have been launched for the improving the socio-economic status of the tribals in the area. Different steps, legislations, programmes were launched from time to time. Five Year Plans had specific mentions for their developments. There have been number of Annual Plans for them. The Tribal Sub-Plan, Anganwadi, Nights schools, etc. were envisaged that speedy development would take place among this excluded category. However, the data collected from the field shows that there are mixed results. In some of the areas for instance education/ literacy we have found various programmes are functioning. The result is that there is appreciable literacy among the tribals selected in the samples.
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