CHAPTER IX

CONCLUSION
Since independence the Government of India have been taking steps for the socio-economic development of the scheduled castes and scheduled tribes of this country. In this connection massive efforts were made from time to time through the Five Year Plans, Community Development Programmes, Tribal Development Blocks and Tribal Development Agencies. But significant improvement could not be made in the socio-economic conditions of the tribe as each one of these steps was having some inherent defects. So, in the Fifth Five Year Plan, I.T.D.P. was introduced with a view to improving the quality of life of the tribals and to bridge the gap between the developed and undeveloped areas of the country.

The present work deals with the study of the socio-political and administrative implications of I.T.D.P. The universe of the study is the I.T.D.P. Kuchinda, a sub-division in the district of Sambalpur in Orissa, a state of India. For this study 256 tribal beneficiaries under different schemes of I.T.D.P. Kuchinda were selected. The data were collected from these beneficiaries and the officials of the various departments of government who were involved, directly or indirectly in the planning and executions of the schemes of I.T.D.P.

The data have been discussed and analysed in different chapters. The discussion and analysis is mainly
associated with the historical development of ITDP, the Kuchinda ITDP, the beneficiaries, the schemes, and the socio-political and administrative implications of the ITDP. The summary and conclusions drawn on the basis of all these have been discussed here in this chapter.

Many tribals live in hilly areas having no connection with outside world. For a pretty longtime they were free from political and administrative influence. Thus they were leading completely an isolated life characterised by utter poverty, malnutrition, and ill health. In course of time, they came in contact with outside world and were subjected to exploitation at the hands of the middlemen, merchants, and other non-tribals.

Before independence the British rulers in India did not take any interest for tribal development and welfare. They were following the 'Policy of isolation' towards the tribal people. However, in some tribal areas the christian missionaries undertook welfare activities. British administrators like Dalton, Hultan and others had produced a lot of literature on tribes in India.

The upshot of all these lead to inclusion of some provisions in the constitution of India by the national leaders of the country.

In order to bring about socio-economic development the Five Year Plans had been launched by the government of India.
For development of rural areas new scheme of Community Development Programme was devised. But it could not improve the condition of the tribal people for which it started the scheme of tribal Development Block in those areas predominantly inhabited by tribal people. But the schemes formulated for these blocks were not adopted to the felt needs of these areas and the benefits were mostly derived by the more advanced among the tribals. These defects were pointed out by Mr. Shibu, AQ., Study Team. During the Fourth Five Year Plan, a new programme of Tribal Development Agency was taken up. But it was not very much helpful for tribal people. Thus during the Fifth Five Year Plan the concept of sub-plan for tribal regions came into being. It represented the total developmental efforts which would include investment from the State Plan, Central ministries plan, Special Central assistance and institutional finance. The unit of planning for the area of tribal concentration was known as the Tribal Development Project (ITDP). In an ITDP the focus is mainly on the development of the tribal community. It encompasses the total developmental process in the area. It is not a special project for which a special staff is necessary for implementation. The entire administrative and developmental structure in the project area should form the implementing machinery for the total project programme. Thus on I.T.D.P. envisages organic integration of all programmes. No doubt its focus is on the tribal communities but it has a broad framework which takes into account all aspects of the community life in the area. It has a comprehensive role to play in the project area.
Kuchinda is the only subdivision in the district of Sambalpur in Orissa, a state of India where the ITDP has been introduced. ITDP Kuchinda includes the whole of Kuchinda sub-division excluding the area of Kuchinda N.A.C. It covers three blocks mainly: Kuchinda, Jamankira and Bamra.

Kuchinda town is the headquarters of Kuchinda I.T.D.P. It is 85 Kms. away from the district headquarters, Sambalpur. The tribal population of Kuchinda I.T.D.P. constitutes 56.84% of the total population of the area. The important rivers flowing in the I.T.D.P. area are Bhedeh, Kharla, Safai and Malti. These rivers are not perennial. They dry up in summer and become torrential in rainy season. Thus it cannot be used for navigation and irrigation purposes. However, some irrigation points have been installed on the banks of river Bhedeh and Kharla. The hilly regions lie to the north east and south of the sub-division. The area was rich in flora and fauna but in recent years due to cutting of the forest for large scale extension of cultivation and for timber and fuel purposes; poaching both by day and night resulted in great deterioration of fauna and flora of the area. Though I.T.D.P. area covers many hills and mountains, no mineral deposit has been discovered. With the spread of rural electrification scheme 176 village out of 500 have been electrified. Some of the tribals have used electricity for domestic consumption. The I.T.D.P. area is very backward in
industrial development. Financial institutions like the State Bank of India, Central Co-operative Bank, Bolangir Anchalika Gramya Bank are operating in the I.T.D.P. area. The conversion of service co-operative societies into LAMPS is significant for its role in tribal area.

Five categories of roads constructed and maintained by respective Departments are to be found in the I.T.D.P. area. The coverage of National Highway No. 6 is limited to 30 Kms. only. Some of the villages in the I.T.D.P. area are not well connected by road with their Block headquarters. Medical facilities within the I.T.D.P. area are quite inadequate and insufficient for the tribal people who are living in hilly and inaccessible areas. Daily market is not to be found in the I.T.D.P. area. Only weekly market are located at several places in different days following Sunday to Saturday. "Kisan Jatra" is the main festival of Kisan tribal people.

The density of population in the I.T.D.P. area is very low in comparison with the state. The sex ratio between male and female is one thousand to nine hundred eighty-two. The literary rate in the sub-division is 30.48%. For educational improvement of the children of tribal people two tribal high schools have been established. But the number of Sevashram Schools are quite inadequate in the I.T.D.P. area. The number of Post-Offices in the I.T.D.P. area is eighty which is insufficient to provide postal services to the people living in inaccessible hilly areas. In Kuchinda I.T.D.P. nine Individual beneficiary
schemes are operating namely: Land Reclamation, Land Development, Crop Demonstration, Dug-well, Bee-keeping, Horticulture and some community schemes like, minor irrigation project, drinking water-well, tube-well and construction of roads.

The Land Reclamation Scheme was introduced to provide land to the landless tribals. During the first year of its operation money was given to a tribal for reclaiming a land and he was not expected to repay the amount. But thereafter it became loan oriented and the beneficiary was to get 50% as subsidy.

In order to make the land fit for cultivation, Land Development Scheme was also introduced which was loan oriented backed by subsidy.

To acquaint the tribal people with the modern techniques of production, the Crop-demonstration Scheme was introduced. According to it high yielding variety of seeds, and the required dose of manures and pesticides were to be applied in the land of a tribal beneficiary. This would give impetus to the beneficiary to make use of modern techniques of production in future. It was not loan oriented like the two other schemes mentioned above. The tribal people require small irrigation works like Dug-well in order to make use of modern techniques of production learnt through demonstration of crops. This scheme is also loan oriented. The financial institutions grant loan in favour of a beneficiary and subsidy is released to the beneficiary from the I.T.D.P. Office, Kuchinda.
Input Assistance Scheme provides facilities to the tribal beneficiaries to take seeds, manures, pesticides from the LAMPS or Agriculture Department on short term loan basis. Subsidy is also allowed to the beneficiaries through the I.T.D.P.

Goat-reading Scheme is meant to provide subsidiary income to the tribals. It is very much appreciated by the tribal people as they are fond of rearing such animals. The hilly areas provide grazing ground for the goats. The beneficiaries get 50% subsidy from the I.T.D.P.Office.

The tribal people keep fowls (cocks and hens) at home for consumption and sometimes they use to sell it in the local market to meet their economic needs. To improve the quality and quantity of fowls, the poultry scheme was introduced whereby a tribal would get a higher-breed cock in exchange of a "Deshi" cock. Here no financial commitment crops up as the tribal beneficiary has to give his own cock in exchange of a better variety cock.

Beekeeping is also another Scheme which was introduced in the I.T.D.P. area to provide subsidiary income to the tribal people without much labour. This is not loan oriented. The beneficiaries are supplied with bee-boxes and the Field Officer is at their disposal to extract honey from their bee-boxes.
The tribal a live in hilly and rural areas surrounded by forest. Due to utter poverty they live on fruits and roots for some months which they collect from Jungles. Thus Horticulture scheme was introduced to suit to the nature of the tribals. It would allow its beneficiaries to plant fruit bearing trees. Of course the beneficiaries are not expected to get the benefit in one or two years. They have to wait for some years till the trees bear fruits. However, this scheme also provides some avenues of earning additional incomes in future by selling fruits.

For operation of each scheme some amount is allotted and target is fixed for one year. At the end of the financial year i.e. 31st March, if the amount allotted is not spent, it is to be refunded. Whether the target fixed for each scheme is fully realised or not can be revealed at the end of the year.

The success or failure of I.T.D.P. depends not only on the policy makers and administrators but also on the beneficiaries. Further the socio-political and administrative implications can be appreciated to a great extent if one will have background knowledge of the beneficiaries.

Most of the beneficiaries are from Kisan, Gond, Munda and Kandha tribe. Beneficiaries from Kisan tribe only
have taken assistance from all the schemes. Out of all the schemes, Bee-keeping is more popular among all the tribes.

Most of the beneficiaries belong to Hindu religion and they have taken assistance from all the schemes. Most of the beneficiaries are from small-sized family. Most of the beneficiaries from this group take less interest in Land Reclamation, Land Development, Crop Demonstration and Dug-Well schemes whereas most of the beneficiaries from medium-sized family take much interest in these schemes. The beneficiaries from large-sized family take little interest in Land Development, Goat-rearing and Horticulture Schemes.

Most of the beneficiaries are from young and middle age groups. Among young beneficiaries poultry-farming and Horticulture Schemes are more popular whereas among middle-aged beneficiaries Land-Development, Crop-Demonstration and Bee-keeping are more popular.

Most of the beneficiaries are illiterate. Input Assistance scheme is not at all popular among the illiterate beneficiaries. The beneficiaries having education upto primary standard have taken assistance from all the schemes whereas those having education above this standard have taken assistance from five schemes viz., Dug-well, Input Assistance, Goat-rearing, Poultry and Horticulture schemes.

The main occupation of most of the beneficiaries is cultivation. Among Gatis, bee-keeping; among service holders, poultry farming and Dug-well; among cultivators, all the schemes
are popular. The subsidiary occupation of most of the benefici­aries is wage-labour and the beneficiaries of this group have taken assistance from all the schemes. Most of the beneficiaries are from the income group ranging between Rs. 1,000/- to Rs. 2,500/-. Most of the beneficiaries in eight schemes and the largest number in the ninth scheme are from this group. Only the beneficiaries from middle-income groups have taken assistance from all the schemes.

Most of the beneficiaries own land between 1-5 acres. Most of the beneficiaries in all the schemes are from this category. The beneficiaries of this category have taken assistance from all the schemes.

In all the schemes most of the beneficiaries have neither any power position in their own community nor in the village Panchayat. They do not have association with any prominent person. This points out that power position of the beneficiaries has no significant relation with any particular schemes of I.T.D.P.

Most of the beneficiaries in all the schemes are neither having membership of any political party nor have sympathy towards any political party. They also do not have any interest in knowing the political happenings in the country. This shows that there is no significant relationship between the political affiliation and awareness of the beneficiaries with the schemes of I.T.D.P. The nine schemes operating in the I.T.D.P. area have been adopted by the beneficiaries due
to persuasion and influence of the officials responsible for executing the schemes.

Only in Bee-keeping no beneficiary has faced any difficulty in getting the bee-boxes. In poultry scheme almost all the beneficiaries have received cocks without any trouble. In six schemes i.e. Land-reclamation, Land-development, Crop Demonstration, Input Assistance, Dug-well and Goat-rearing most of the beneficiaries have faced some trouble in getting the benefit. In Horticulture Scheme most of the beneficiaries do not face any difficulty.

Inspite of the trouble faced by the beneficiaries, each scheme has helped the beneficiaries to improve their economic condition. Among the nine schemes, most of the beneficiaries have been benefited to some extent by six schemes, namely Land-Reclamation, Land Development, Crop Demonstration, Input Assistance, Dug-Well and Goat-Rearing. Poultry scheme has been considered to be the most unsuccessful one. Most of the beneficiaries of Bee-keeping and Horticulture Schemes have not been benefited. Hence Poultry, Bee-keeping and Horticulture schemes are said to be unsuccessful in the I.T.D.P. areas as it has not helped most of beneficiaries in improving their economic condition.

The working of the various schemes in the I.T.D.P. area has not only entangled the tribal beneficiaries but also the society as a whole. The officials of various departments are involved in persuading the tribals to take assistance from any
scheme of the I.T.D.P. They are also responsible in executing the schemes. The non-tribals have also shown their involvement in the working and implementation of the Schemes of ITDP so that they may also enjoy, along with the tribals, the benefits of the community schemes. The landlords and the shahukars have been found taking interest in various schemes of the ITDP so that they may reap the benefit of ITDP through their tribal servants. The leaders, the contractors and a large number of other people have also shown their interest towards the ITDP so that they may be benefited in one or the other ways by the implementation of the schemes of ITDP. Thus the interest shown in the working of ITDP by the people of different walks of life of society clearly highlights the social implication of ITDP. Political implication would mean the involvement of political parties, party leaders, Panchayat Samities, Village Panchayats tribal and other Associations in the activities of ITDP.

The political parties and their organisations have not been well developed within the jurisdiction of Kuchinda sub-division for which the tribal people are not attracted to become members of any political party.

Neither the ruling party nor the opposition parties are involved in the activities of the various schemes introduced in the ITDP area. The M.L.As and M.P. who are formally associated with planning, coordination and smooth functioning of the various schemes of ITDP are very much
reluctant in attending such meetings. It shows their disinterestedness in ITDP activities. The leaders of the village called the ward-members or the Panch, the Sarpanch and the Chairman of Panchayat Samities are also not interested to persuade the tribal beneficiaries to adopt the different schemes. The different tribal Associations are also not interested for undertaking the schemes of I.T.D.P. It is only the Christian Mission which has been undertaking some activities for the scheduled caste and scheduled tribe people in order to spread their religion.

The main principles of administration are hierarchy, span of control, unity of command, delegation, centralisation vs. decentralisation and coordination. Some of these principles are applied strictly whereas others are applied in a loose form in case of Kuchinda ITDP.

As the ITDP authority is not homogeneous, the principle of hierarchy is not based on clear line. However, it provides some avenues for horizontal interaction amongst officers of various Departments.
The application of the principle of span of control is also not very great as the activities of various departments are supervised and coordinated by the Project Administrator to have an integrated approach to tribal development.

The traditional principle of Unity of Command is violated in Kuchinda ITDP as the District Collector, Chairman of ITDP receives orders from the heads of various departments.

The problems of tribal development vary from area to area. Therefore, a developmental plan however well formulated may be a failure, if it does not take into consideration the peculiarities of the area. It has been considered necessary to delegate administrative and financial powers to the Project Administrator for smooth and expeditious executions of the schemes. Informal delegation which is based on custom and understanding is not expected in the ITDP as it is a new organisation.

The ITDP is to prepare plans and programmes based on local needs and conditions. This implies that there should be more decentralisation and minimum of imposition from the government level. But this does not seem to have been achieved in Kuchinda ITDP so far.

The P.L.C. and the three sub-committees of Kuchinda ITDP have been established to bring about coordination
among the various Departments responsible to execute the schemes. The three Sub-Committees constituted to bring about coordination and integration has never worked at all. However, the work of P.L.C. to bring about coordination is commendable.

The government of Orissa has not yet followed a separate personnel policy for the administration of tribal areas. The general policy followed in regard to recruitment, promotion etc. in the state is also applied in case of Kuchinda ITDP. However, the success of tribal development programme depends upon a sound personnel policy. The tribal communities have varied social, economic and political structures and value systems. There are striking differences in their levels of development and also in their ethnic, linguistic and socio-cultural backgrounds. What therefore, holds good in one case need not necessarily apply to other cases.

Unless this diversity in life and culture of tribal communities were appreciated and understood by the officers, the objective of tribal development programme can not be fulfilled. It is, therefore, very important to underline the need for preparing the minds and attitudes of the officers by orientation training courses before sending them to tribal areas.

The officials responsible for executing the various schemes in Kuchinda I.T.D.P. area are classified into three categories namely; the higher level officials, Supervising
officals and field officials. From among them there are some officers, who are involved in the execution of more than one schemes. These officers include:

a) All the officials of Soil Conservation Department.
b) Managing Directors of the LAMPS.
c) D.V.O.; V.A.S. and Veterinary Stockman.
d) Assistant Registrar, Co-operative Societies.
e) The V.A.Ws.
f) The Bank personnel.

The District Collector, as the Chairman of the ITDP is associated with all the schemes. The S.D.O.-cum-Project Administrator, the Special Officer and other official staff working in the I.T.D.P. office, Kuchinda are associated with all the schemes of I.T.D.P. They try to maintain coordination and cooperation among all the Departments.

In order to obtain their views in regard to the obstacles they had faced while executing the schemes, question schedule was prepared and their views were recorded.

All categories of officials responsible for implementing the Land Reclamation and Land Development Schemes stated that they did not face any obstacles while executing these schemes. In Crop Demonstration scheme majority of the officials expressed the view that they did face difficulties while executing this scheme. In Dug-well, Input Assistance, Goat-Rearing, Poultry, Bee-Keeping and Horticulture Schemes,
most of the officials had faced some difficulties while performing their duties.

The common obstacle faced by all the officials was from the side of the people in so far as they were reluctant to undertake a particular scheme. In order to get rid of the obstacles, the officials advanced general suggestions applicable to the beneficiaries of all schemes and particular suggestions for particular schemes so that the schemes in operation would work successfully and it would improve the quality of life of the tribal people.

The tribals should be given education so that they could be able to understand and appreciate the scheme. Besides formal education, the tribal beneficiaries should be educated in the respective schemes in which they are interested. Most of the tribals are addicted to drinking liquor or of that sort. Unless the drinking habit is checked most of the schemes of ITDP will not work successfully.

For successful implementation of Land Reclamation and Land Development scheme it was suggested that the soil Conservation Department should be asked to select the land to be reclaimed. The reclaimed land should consist of large/big patches having provision of irrigation facilities. Only one scheme in isolation cannot help the tribals in improving their economic conditions. Supplementary and complementary schemes should be allowed to one beneficiary so as to help him improving
economic condition.

The administrative structure in the tribal area should be simple so that development administration will be more effective failing which the tribal people would move from pillar to post. Posting of experienced, efficient and honest officers to tribal areas would go a long way in solving the problems of the tribal people. To attract such officials to serve in the tribal areas some incentives are to be given. These suggestions provided by the officials are of great significance inorder to make the administrative machinery meant for implementing the schemes in tribal area more effective and fruitful.

Thus from the discussion of these findings it may be concluded that the educational background and the political awareness of the tribals and the acceptance of the schemes of ITDP have no positive correlation. It is also found that social implication of ITDP is more than it political implication and political implication of ITDP is less than its administrative implication.
INTEGRATED TRIBAL DEVELOPMENT PROJECT

( A Study of its Socio-Political and Administrative Implications with Special Reference to Kuchinda Sub-Division )

INTERVIEW SCHEDULE
FOR
THE OFFICIALS RESPONSIBLE FOR
THE EXECUTION OF THE SCHEMES
UNDER I.T.D.P.

( SEE APPENDIX - A )