CHAPTER I

INTRODUCTION
India is the second largest country in the world where the concentration of tribal communities is heavy. According to the 1981 Census, the tribal population of India is 51,628,638 which is 7.76 percent of the population of the country.

The term 'tribe' is nowhere defined in the constitution of India except by declaring that the Scheduled Tribes are the tribes or the tribal communities or parts of or groups within tribes or tribal communities which the President may specify by public notification. As these groups are presumed to form the oldest ethnological sector of the population, the term 'Adivasi' ('Adi' = original and 'Vasi' = inhabitant) has become current among certain people. To the ordinary man, the word 'tribe' suggests simple folk living in hills and forests. To the people who are a little better informed, it signifies 'colourful folk' famous for their dance and song. To an administrator it means a group of citizens who are the special responsibilities of the President of India. And to an anthropologist it indicates a special field for study of

3. Article 342, of the Constitution of India, Part-XVI.
a social phenomenon. The International Labour Organisation has classified such people as "Indigenous".

Before Independence the British Government in India did not take much interest for tribal development and their welfare. The British administrators followed the policy of isolating these people from the rest of their countrymen and separated the tribal areas from the purview of normal administration. The government of India Act, 1919 continued the administration of these areas separately from the rest of the provinces. These areas were removed from the purview of the legislatures but the limits of exclusion varied in their extent and degree. Thus arose the two categories "Wholly excluded Areas" and "Areas of modified Exclusion". The Indian Statutory Commission (Simon Commission) suggested that these tracts be classified into two categories, "Excluded" and "Partially excluded Areas. The Government of India Act, 1935 in section 91 and 92, embodied these recommendations. These sections provided that no act of the Federal legislature or the provincial legislature would apply these areas except on the direction of the governor who was empowered to make such exceptions and modifications as he considered necessary. It also enabled the governor to make regulations for the peace and good government of the areas, but such regulations required the

assent of the Governor General. Reservation of seats for tribals was made in the local legislatures of Madras, Bombay, Bihar, Central Provinces, Assam and Orissa.

After the formation of popular Ministries in 1937, Committees were appointed in the provinces of Bihar, Orissa, Bombay and Madras to enquire into the conditions of the tribals. Even though the popular ministries had only a limited responsibility for the partially excluded Areas, there were already signs of a positive policy of reconstruction and development. The Second World War, and the consequent resignation of the popular ministries, however, postponed the adoption of any new policy for tribal welfare until independence. Thus, before independence, the British government in India did not take much interest for tribal development and their welfare.

It was, however, only with the attainment of independence that India, was gradually becoming conscious of her responsibilities towards them. The task that confronted the framers of the constitution was thus to devise a suitable formula which would protect the economic interests of the tribals, safeguard their way of life and ensure their development so that they might take their legitimate place in the general life of the country. Hence the constitution of India embraces some provisions which embody the new policy with its message of hope for millions of our citizens hitherto neglected. The generous
heart of a new and resurgent India was expressed in the moving words of Article 46 of the constitution:

"The state shall promote with special care the educational and economic interests of the weaker sections of the people, and, in particular, of the Scheduled Castes and Scheduled Tribes, and shall protect them from social justice and all forms of exploitation." Other Articles empower the president to make arrangements for the implementation of the high ideals of Articles 46. Articles 244 empowers him to declare any area, where there is a substantial habitation of tribal people, as a Scheduled Area under the Fifth Schedule, or in Assam as a Tribal Area under the Sixth Schedule—Paragraph 3. Part 'A' of the Fifth Schedule also provides that "The executive power of the Union shall extend to the giving of directions to the state as to the administration of the said areas". Article 339 lays down that "the executive power of the union extends to the giving of directions to a state as to the drawing up and execution of schemes specified in the direction to be essential for the welfare of the Scheduled Tribes in the State. Article 275 of the constitution provides for assistance to the states for implementation of the provisions of the constitution. Articles 330, 332 and 334 provide for the reservation of seats for Scheduled Tribes in the House of the people and the State legislatures for a certain period. Articles 335 provides for reservation in the services. Articles 15, 16 and 19 make it possible while legislating on any matter, to take
into consideration the special conditions of the tribals in
the matter of enforcing the provisions relating to the
equality of all citizens. The object is to safeguard their
interests and their way of life. Article 164(1) provides
that a separate minister should hold the portfolio of scheduled
tribes in the states of Bihar, Madhya Pradesh and Orissa. So far
as the basic frame-work of the constitution to deal with tribal
problems is concerned, it cannot be considered inadequate. But
the concrete programmes undertaken by the government in that
direction might suffer from deficiency.

With a view to improving the socio-economic
condition of the people in general and the scheduled tribes
and scheduled caste in particular, the Five Year Plans have been
launched. By the end of the Fourth Five Year Plan, many admini-
strative units such as the special multipurpose tribal develop-
ment Blocks and Tribal development agencies were functioning in
tribal areas for the development of the tribal people.

But inspite of this the conditions of the tribal
people could not be improved in the desired manner. That is why
in the beginning of the Fifth Five Year Plan, the planners felt
the need of a new approach for the development of the tribal
people. Accordingly the sub-plan was prepared in which it was
proposed to introduce, "Integrated Tribal Development Project"
with the broad objectives which are; (i) to narrow the gap
between the level of development of tribal areas and other areas
and (ii) to improve the quality of life of the tribal communities\(^1\). In the sub-plan the proposal is to treat each sub-division or block where the tribal population is more than 50% as a unit of administration for tribal development. Each of such areas, now consists of one or more blocks is known as "Integrated Tribal Development Project (I.T.D.P.)."

The Kuchinda sub-division of Sambalpur district in Orissa, a state of India qualifies for becoming a unit of administration for tribal development. Hence the Kuchinda ITDP came into existence in 1975-76\(^2\). If turned into Integrated Tribal Development Agency (I.T.D.A.) 16th March, 1979\(^3\).

In this ITDP (which has been selected for the present study) nine individual beneficiary schemes, such as Land Reclamation, Land Development, Crop Demonstration, Dug-well, Input Assistance, Goat-Rearing, Poultry, Bee-keeping and Horticulture have been introduced for the development of the tribal people.

The functioning of the various schemes of ITDP involves the officials of many departments that create a lot of socio-political and administrative problems about which not much has been studied so far. Though a few social scientists like L.P. Vidyarthi\(^4\), S.C. Dubey\(^5\), Elwin Varrier\(^6\), P.C. Goswami\(^7\).

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N. Pattanaik\textsuperscript{1}, K. Mohapatra\textsuperscript{2}, B. D. Sharma\textsuperscript{3} and others have studied some tribes of India but very little attempt has been made by scholars to highlight the socio-political and administrative implications of I.T.D.P. This study, therefore, is an humble attempt to focus these aspects of I.T.D.P.

1.1. \textbf{Significance of the Study} :-

The conclusions derived from such studies may help the policy makers in modifying or reformulating their policies for tribal development in future. Such a knowledge may also help the government officials to comprehend the comprehensiveness of the problem and get motivated as well as involved in the implementation of the schemes under I.T.D.P. in a better way. It may also provide necessary clues to social scientists for further research on tribal development.

1.2. \textbf{Objectives of the Study} :-

The main objectives of this study are:

1) To find out the socio-economic and political background of the tribal beneficiaries under I.T.D.P.


ii) To find out how far this programme is securing cooperation from various government departments/ agencies.

iii) To find out how far the Administrative structure of I.T.D.P. is helpful in carrying out the programme of I.T.D.P.

iv) To find out the obstacles which are coming up in the way of its implementation.

v) To find out how far this programme has helped in improving the quality of life of tribal communities.

vi) To highlight the socio-political and administrative implications of I.T.D.P.

With these objectives in view attempt will be made to list some such hypothesis.

1) The higher the educational background of the tribals the more is the acceptance of the schemes of ITDP.

2) The more the political awareness of the tribals the more is the acceptance of the schemes of ITDP.

3) Social implication of ITDP is more than its political implication.

4) Political implication of ITDP is less than its administrative implication.
1.3. Method of Study:

The Universe of the present study is Kuchinda I.T.D.P. which is one of the oldest of 19 I.T.D.Ps functioning in Orissa. This I.T.D.P. covers Kuchinda Sub-division of Sambalpur district of Orissa in the State of India. Kuchinda I.T.D.P. comprises three development blocks namely, Kuchinda, Bamra and Jamankira. From these development blocks 256 beneficiaries have been selected for the present study. These beneficiaries have been selected from 38 villages of 11 Panchayats in the three development blocks of the I.T.D.P, Kuchinda. The details of the beneficiaries from development blocks, Panchayats and villages are given in Table-1.

TABLE - 1 showing the details of the beneficiaries of different schemes selected for the present study and their development blocks, Panchayats and Villages.

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<thead>
<tr>
<th>Name of the Development Block</th>
<th>Name of the Panchayat</th>
<th>Name of the Village</th>
<th>Name of the Scheme</th>
<th>No. of beneficiaries</th>
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<td>1 Kuchinda</td>
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<td>2 Salebhadi</td>
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In order to select the beneficiaries under various schemes, first of all Panchayat-wise list of all the beneficiaries during the year 1975-76, 1976-77, and 1977-78 had been obtained from the I.T.D.P. Office, Kuchinda. After the study of these lists it was found that the beneficiaries under various schemes were scattered in a large number of villages of the Kuchinda sub-division. It was decided to collect around 250 beneficiaries so that while keeping the study manageable some significant result might be obtained. It was also decided that the data would be collected from at least twenty beneficiaries under each of the nine schemes of ITDP so that adequate information about the socio-political and administrative implications of each of these schemes might be obtained for analysis.

Since the beneficiaries were scattered throughout the ITDP area (Kuchinda sub-division) stretching over 1,913.24 sq.kms, it was not feasible to draw any sample from the list of beneficiaries and collect data from them. So in order to make the study feasible, while avoiding any bias in selecting the sample, it was thought to select that Panchayat of the sub-division which had the highest number of beneficiaries under any one of the nine schemes in operation in Kuchinda ITDP. In case the number of beneficiaries under any particular scheme in the selected Panchayat was below 20, the Panchayat having next highest number of beneficiaries under the same scheme was
selected and all the beneficiaries under both the Panchayats were contacted for collecting data. For example in dug-well scheme no Panchayat had 20 beneficiaries during the first three years, i.e. 1975-76, 1976-77 and 1977-78 of the functioning of the ITDP. Hence two Panchayats Gaipose in Baura block and Dhudipali in Jamankira block were selected and the total number of beneficiaries in these two Panchayats was 38. Thus on the basis of this criterion all 256 beneficiaries from different schemes under ITDP had been selected from eleven Panchayats of the sub-division.

From these 256 beneficiaries the data had been collected with the help of interview schedule. In order to supplement the data some informations had also been collected with the help of observation and informal interviews with the individuals and the groups. The reports and circulars of the government and other published materials relating to tribals were also taken to supplement the data.

Some data had also been collected through questionnaire, informal discussion and interviews from the officials of the block and other departments of the government who had been made to pool their resources, personnel and other, for the success of the ITDP.

Since the beneficiaries selected for the present study were from eleven Panchayats, a brief discussion about these Panchayats is necessary here inorder to have an idea on the feasibility of the schemes which have been operating in the area.
1.4.1. Guchhara Panchayat

Guchhara Panchayat comes under the jurisdiction of Kuchinda Block/Kuchinda Panchayat Samiti. It is situated to the North-East of Kuchinda town at a distance of 15 Kms. from the Block headquarters and is connected by half paucca and half Katcha road. A private bus plies to this Panchayat area for eight months only.

This Panchayat consists of 14 villages with a population of 5,794 the percentage of male and female being 49.5% and 50.5% respectively. It is further revealed that the largest bulk of population come under the category of scheduled tribes i.e. 2,874. It constitutes 49.6% of the total population of the Panchayat.

This Panchayat is encircled by two rivers, 'Bhedan' and 'Pod Pata' and hence the link (Motor communication) with the Block headquarters is cut off for four months of the rainy season. Small hills and thin forests cover most of the Panchayat area. Plain lands are very limited.

As a sequel to the acceleration of 'Rural Electrification Programme' ten lift Irrigation points have been installed, eight by private individuals and two by the lift Irrigation Department of the government of Orissa. This facilitates the farmers to take up Rabi crops like wheat, mustard, Potato etc. Important crops grown in the "Panchayat area are paddy, chilly and mustard, out of which the latter two are grown as cash crops."
The Panchayat has one Private High School, one Government M.E. School, five upper Primary Schools, eight lower Primary Schools, one Medical Aid Centre, a branch of Service Cooperative Society, a Veterinary Stockman Centre and a branch Post Office.

The political profile of the Panchayat broadly indicates that the ex-Samiti Chairman resides in village, Guchhara, the Panchayat headquarters and wields considerable influence on the Panchayat and Samiti.

Largest number of beneficiaries under the input assistance scheme were selected from this Panchayat during the year 1975-76. They were from six villages namely, Guchhara, Kalheipali, Ulunda, Laigura, Bankoy and Tamanguda.

1.4.2. Salebhadi Panchayat:

This Panchayat is located at a distance of 30 Kms. from its Block headquarters (Kuchinda).

Salebhadi Panchayat consists of 14 revenue villages with a population of 2,779. Ratio of males and females is 50.57% and 49.43% respectively. The scheduled tribes constitute 59.45% of the total population and the Scheduled Castes 21.35%.

The pattern of the soil indicates that a very large portion of land is red sandy soil and there are a few pockets of land under the category of black cotton soil.
The whole area of the Panchayat is situated at the foot of a great hill/mountain, where there is a perennial flow of water descending from the top, popularly known as "GUDGUDA" or "SAPTADHARA" waterfall. It is a good picnic spot which attracts people from various places in the month of December and January.

This waterfall provides irrigation facilities to a few villages of this Panchayat. The famous lichu, mango and guava orchard of the ex-ruler of Bara state is still there near the village Badabahal which is very close to the waterfall. There is only one lift irrigation point in the Panchayat. Due to hilly tracts and dense forest this Panchayat is considered to be suitable for adopting bee-keeping and goat-rearing schemes. Beneficiaries of Bee-keeping Schemes are from Hinjrikela and Badabahal and that of goat-rearing from Lundrudhli and Tannura villages.

1.4.3. **Telitilimal Panchayat** :-

Telitilimal is a revenue village and the headquarters of Telitilimal Panchayat of Kuchinda block. It is located in the east of Kuchinda, and connected by a paucca road with the block and District headquarters which are at a distance of 6 and 91 Kms. respectively. Both government and private buses are plying through this Panchayat headquarters.
The total population of the Panchayat is 1823. 901 (49.8%) are males and 922 (50.2%) females. The caste-wise break-up of population indicates that Scheduled Castes constitute 15.7%, Scheduled Tribes 50.3% and other castes 34%.

Most of the villages of this Panchayat are surrounded by forest and hills. Small bushes are very close to the villages. Plain lands are limited. The major source of irrigation is tanks and wells. Though some of its area come under rural electrification scheme no lift irrigation point has been installed.

The geographical features of the Panchayat is very much conducive to the rearing of animals like goat, sheep etc. Hence the beneficiaries of goat-rearing and poultry schemes are found in this Panchayat at Arjunadihi, Dansanadihi and Laidaguna.

One upgraded Middle English School, Three U.P. Schools, Six lower Primary Schools, two forest Guards office, one Veterinary Stockman office and an Ayurvedic dispensary are located in this Panchayat.

1.4.4. Dumemmunda Panchayat:

Dumemmunda Panchayat is in Jasankira block. It is at a distance of 15 Kms. from the sub-divisional headquarters. It consists of 23 villages with an area of 6455.72 hectare.
The total population of this Panchayat is 3445 from which 1741 are males and 1714 females which works out to 50.45% of males and 49.55% females. The Scheduled tribes and Scheduled castes constitute 42.06% and 6.03% respectively of the total population of the Panchayat.

To provide educational facilities one Up-graded M.E. School, three upper Primary Schools and three lower primary schools have been established in the Panchayat area. Three lift irrigation points have also been installed in this Panchayat.

Lepakhan is a revenue village situated to the North-East of Dumemunda. The total population of this village is 304. There are no scheduled caste people in this village. 80.59% of its total population belong to Scheduled Tribes. The tribal beneficiaries of land reclamation schemes under study are bundled together in this place. It is at the foot of a great hill and is surrounded by dense forest.

1.4.5. **Mundhenpali Panchayat** -

Mundhenpali Panchayat consists of 16 villages covering an area of 7634.96 hectares. It is at a distance of 40 Kms. from Jamandira, the Block headquarters.

Some of its villages are getting irrigation facilities through padia-bahal Canal, of Hirakud Dam project. Thin forest with small hills are to be found inside and around
the Panchayat area. There are two M.E. Schools, eight Upper Primary Schools, and one Lower Primary School in this Panchayat. From among the five Panchayats of Jamankira block under study, this Panchayat does not have lift irrigation facilities.

Munchenpali and Shejikud are two villages where the beneficiaries of Input-Assistance under study are to be found.

1.4.6. Katangpani Panchayat:

Katangpani is a revenue village and the headquarters of Katangpani Panchayat. It is at a distance of 5 Kms. to the North-East of Jamankira. It consists of 25 villages covering an area of 8200.82 hectares. Most of its villages are close to forest and hills. This area lacks irrigation facilities.

For educational development, one up-graded M.E. School, Two Upper Primary Schools, Three Tribal and Rural Welfare Schools and Five Lower Primary Schools are established in the Panchayat area. Some of its villages are electrified and Three Life Irrigation points have been installed.

Nuadhi, Mayurachin, Kolpal and Katangpani are four villages of Katangpani Panchayat where data was collected for Input-Assistance Schemes.
1.4.7. Dhudipali Panchayat:

Dhudipali Panchayat comes under Jamankira block. It is to the North-West of Jamankira at a distance of 40 kilometres. But it is 15 Kms. from Kuchinda, the headquarters of the Sub-division.

It is connected with the block headquarters by Kacha road and there is no bus communication to this Panchayat. It consists of 13 villages covering an area of 7846.24 hectares and a population of 3911. Ratio of males and females is 49.88% and 50.12% respectively. The Scheduled tribes constitute 61.36% of the total population and Scheduled Castes 12.65%. There is one M.E. School and five upper primary schools in the Panchayat area.

Some villages are getting electricity and three lift irrigation points have been installed within its area. In five of its villages namely, Dhudipali, Manapali, Ladampali, Lingapali and Raja Munda, some tribal people have adopted the Dug-well schemes.

There is no medical facility in this Panchayat even though it is at the remote corner of the Block.

1.4.8. Jamankira Panchayat:

Jamankira is the headquarters of Jamankira Panchayat Saniti and Jamankira Panchayat. Jamankira Panchayat consists of 16 villages with a population of 6549. It covers
an area of 7935.50 hectares. Hills and dense forest are very close to some of its villages. However, the National High-Way No. 6 passes through Janakirda. It is well-communicated with district headquarters, Sambalpur, and Kuchinda, the sub-divisional headquarters, by Orissa State Transport and private buses.

In the Panchayat area one can find a private High School, Two M.E. Schools, Six Upper Primary Schools, Two lower Primary Schools, one Dispensary, One Veterinary Hospital, a branch of the State Bank of India and a branch of the Central Co-operative Bank. Some of its villages are electrified. Five lift irrigation points have been installed within the Panchayat area.

Sandpathar and Kuagola are two villages. The former is on the National High-Way 6, and the latter is 3 Kms. away from it and to the North. The beneficiaries of Horticulture scheme are to be found in these two villages who are mostly tribals belonging to Gond and Kandh Tribes.

1.4.9. **Bausalaga Gram Panchayat**:

Bausalaga Gram Panchayat comprises of seven revenue villages. It is situated to the north-east of Govindpur, the headquarters of Bamra block. This Panchayat is at a distance of 6 Kms. from Bamra which is the only Block headquarters of Kuchinda Sub-division with a rail head.
The total population of this Panchayat is 4361. The Scheduled tribes constitute 58.72%, Scheduled Castes 20.17% and other castes 21.11% of the total population of the Panchayat.

Though forest has been thinned down in course of time, there are patches of forest and small hills scattered all over the area of the Panchayat.

Gurla is a revenue village under Baunsalaga Gram Panchayat. Its population is 1128. 48.75% of the populace are males and 51.25% females. The Scheduled tribes account for 47.07% of the total population where as the scheduled caste 35.46% and other caste 16.67%. The lands available to the tribals are not fit for cultivation. That is why the beneficiaries of land development schemes are to be found in this village.

1.4.10. Kesalbahal Panchayat :-

Kesalbahal Panchayat is situated to the South-East of Bamra on Kuchinda Bamra road. The Panchayat headquarters is well communicated with the block and sub-divisional headquarters by a large number of private and government buses.

This Panchayat consists of 9 revenue villages with a population of 4392, out of which 2188 are males and 2204 females. The composition of scheduled tribes and scheduled castes to total population is 63.96% and 10.24% respectively.
Most of the villages of this Panchayat are surrounded by forest, both dense and thin. Small and medium sized hills are also very close to some of the villages.

Solbaga is a small village very much near Kuchinda-Bamra road. The total population of the village is 400. 65% of its population are tribals. The beneficiaries of Land Development Schemes can be seen in this village.

1.4.11. Gamposh Panchayat :-

Gamposh Panchayat is situated to the North-East of Bamra. It is well connected with the block headquarters by road and Railway communications.

The Panchayat consists of six villages with a population of 4,574, out of which percentage of males and females is 50.48% and 49.5% respectively. The Scheduled tribes constitute 56.49% the Scheduled Caste 11.50% and the other castes 32.01% of the total population of the Panchayat.

19 beneficiaries of Dug-well Schemes have been contacted from this Panchayat.

1.5. Structure of the Study :-

In Chapter II, "I.T.D.P.- An Overview" a brief historical analysis of tribal development programme in pre- and post-Independence era has been given. The emergence of sub-plan and I.T.D.P. concept during the Fifth Five Year Plan and its basic features are also discussed.
After discussing the concept and features of I.T.D.P. in general in Chapter II, an attempt has been made in Chapter III, "I.T.D.P. Kuchinda" to give a clear picture of Kuchinda I.T.D.P. particularly in relation to its location, soil, climate, rainfall, flora and fauna and its people etc. The schemes in operation have also been highlighted here.

Chapter IV, "The Beneficiaries", deals with various tribes of beneficiaries, their religion, family size, age group, educational standard, occupation, income, power-position and political affiliation and awareness. Thus, in this chapter attempts have been made to critically examine the socio-economic and political background of the tribal beneficiaries. Chapter V, "The Schemes" analyses the working of the nine individual beneficiaries schemes in the I.T.D.P. area on the basis of the data collected from 256 beneficiaries.

"The Social Implications of I.T.D.P." is the main theme of Chapter VI. It shows how the other non-tribal people both rich and poor, are directly or indirectly involved in the working of the individual beneficiary schemes in the I.T.D.P. area.

Chapter VII, "The Political Implications of I.T.D.P." gives a clue to the involvement of political parties in the functioning of the various schemes.

Chapter VIII, "The Administrative Implications of I.T.D.P." makes an analytical study of the role of different categories of officials of different departments who are involved
in the implementation of the various schemes of I.T.D.P. The meaning of "Administration" is given and some of the important principles of administrations are discussed with a view to applying these in the administrative structures of I.T.D.P. The data collected from the officials in the form of interview schedule has also been analysed. The type of difficulties or obstacles faced by the officials while implementing the schemes are also brought to limelight and their suggestions for improving the quality of life of the tribals have been enumerated. The last chapter sums up the findings of the entire study.

This brief introduction of the study will provide the necessary background to appreciate the operation of I.T.D.P. in Kuchinda Sub-division. But for a better understanding of the scheme of tribal Development, it is worthwhile to highlight the historical perspective of the I.T.D.P. which forms the content of the next Chapter.