CHAPTER – III
ADMINISTRATIVE STRUCTURE
Public Administration as that part of broader field of Administration encompasses various activities like spelling out of policies and objectives, establishment of suitable organizational structures to conduct and promote organized tasks and provision of necessary resources for the realization of the spelt objectives. Necessarily the field of tribal welfare and development is no exception except to jump into the fold and field of Public Administration and incorporate similar endeavors for the fulfilment of its avowed goals. A country like India which was under colonial domination for hundreds of years and left with a society wherein socio-economic and political disparities prevalent needed such administrative systems and organizational structures which suit best to the realization of the constitutional guarantees. After the dawn of Independence, India bestowed deep credence and conviction in establishing an egalitarian social system and made adequate provision in the constitution to accomplish the objectives of social justice, social welfare and development. Hence, a suitable administrative machinery which inturn delineated to enable the State to move into action and operation became necessary. Accordingly efforts were made to create an administrative structure needed for implementation of the policies and
programmes designed for social welfare in general and tribal welfare in particular in the country.

As discussed in the Introduction Chapter, the Constitution of India under Article 46 contemplated that a "State shall promote with special care the educational and economic interests of the weaker sections and in particular of Scheduled Castes and Scheduled Tribes and protect them from social injustice and exploitation in all forms. In pursuance of these Directive Principle of State Policy, the present administrative structure after having undergone various changes has come to stay with us to promote tribal welfare and development.

**Evolution of Administrative System for Tribal Welfare:**

The administrative system in the tribal areas has undergone a considerable change in the last thirty years. The era of planned development was inaugurated with the launching of the First Five Year Plan in early fifties. The Community Development Movement gave a new direction to the evolution of India's administrative system. This study of the administrative system in the tribal areas can be broadly divided into four parts:

(a) Before 1947

(b) 1947-1952

(c) 1952-1974

(d) 1974 onwards
Administrative System Before 1947: The tribal areas were the last to come under the British rule because of their difficult terrain and inaccessibility. Besides, the tribal people also asserted their right to self governance particularly in relation to their rights over land and forests. The British declared some of the tribal areas as excluded and some as 'partially excluded'. The normal administration of the provinces, in which the tribal areas were situated, was not extended to them. In many tribal regions, single line administration was introduced where all authority was vested in one functionary who was the chief representative of the Empire in that area. The local custom was honoured and there was intervention only when it was considered inevitable. The system of administration in the tribal areas was in conformity with the pattern of general administration in the British India and it gave considerable authority and discretion to the field administrators. With the opening up of the areas and establishment of new administration more articulate groups moved into these areas. As the local administration was responsible for protecting the simple tribals from these articulated groups and also for the good governance of these areas it acquired a paternalistic attitude.

In the Indian States, the rulers had autonomy in internal administration within the norms fixed by the British Government. The States were small in size and did not have a sophisticated administrative system. The interaction between the rulers and the people was, therefore, at a more intimate
and personal level. Thus, the administration in the tribal areas was not formalised during the pre-independence days. The decision-making level, both in Indian States and in British India was quite near to the common man. Development as a function of administration had not yet emerged. Therefore, the socio-economic life in the community was largely left untouched and the contact points between the people and the administration were minimal. Maintenance of law and order and protection of the tribals from the unwanted elements were the main objectives of the administration.³

Administrative System between 1947-1952: After independence, a special place was assigned to the tribal areas.⁴ Though administration of the tribal areas was not formally assigned to any one of the three Lists in the Constitution but these areas were brought under two Schedules of the Constitution, for which special provisions were made. The excluded areas were put under the Sixth Schedule and the partially excluded areas and some of the tribal areas in the erstwhile Indian States were included in the Fifth Schedule of the Constitution. The executive power of the Union Government was extended to giving of directions to the States for good administration of the tribal areas and execution of the developmental programmes for the tribal communities in general.

The Governor has been given vast powers in the Fifth Schedule to make regulations for the scheduled areas. These regulations can negate or modify any law passed by the Parliament or State Legislature in its application to
the entire Fifth Schedule area or a part thereof. Special regulations can also be made for these areas under the same provisions. The Constitution also provided for establishment of a Tribal Advisory Council under the Fifth Schedule which is consulted by the Governor in relation to his regulation-making powers. Thus, the need to consult the State Legislature was itself dispensed with in the case of these areas. The provisions for the Sixth Schedule areas are more stringent as no law about certain specified subjects can be extended to these areas without consulting the District Councils. In these areas, the Constitution envisages that even the fundamental rights could be compromised for protecting the members of the Scheduled Tribes and for achieving a faster pace of development. Thus, the Constitution as a legal frame provided an ideal setting for effectiveness of administration and its adaptability and responsiveness to the local situation, keeping the interests of the tribal communities always the uppermost.5

In the Constitution, raising the level of administration has been specially provided and schemes prepared for this purpose and approved by the Union Government presumes automatic financial sanction.6 Outlays for this purpose are made a charge on the Consolidated Fund of India. The Governor is also required to send annually a report on the administration of the Scheduled areas to the President. The Union Government provides the general policy frame, the necessary administrative guidance and financial assistance, and the State is responsible for implementation of the policies. The Constitution also
provided for the appointment of a Special Officer, who is an independent authority and is required to keep a watch on the working of the Constitutional safeguards and developmental programmes taken up for the members of the Scheduled Tribes.\(^7\)

Thus, the Constitution provided for all contingencies in relation to the administration and development of the tribal areas and tribal communities. The central point in this scheme is flexibility so that on no account the tribal development should suffer. The Constitution also provided for the setting up of a commission after 10 years of its commencement to review the development of these areas and make suitable recommendations for further action.

However, the tribal areas were gradually brought within the fold of normal administrative system and informal and unsophisticated form of administration was gradually replaced by the more formalised administration of British India. The local administration, however, continued to have the advantage of the earlier tradition of considerable discretion and authority. In some cases, looking to the special problems of the tribal areas, the State Governments delegated extensive power to the local administration for the transitional period. This period can be described as an "interregnum" between the earlier British system and the new system which was to emerge after the problems of transition had been sorted out and the system got a better foothold in these regions.\(^8\)
Administrative System between 1952-74: The early fifties witnessed some important structural changes in the administrative system in India. For the first time, a clearly defined plan of development was initiated and the administration was properly equipped for undertaking new developmental responsibilities. In the beginning, the general administration itself was assigned developmental tasks but gradually in some States separate development administrative machinery got established. After the inauguration of the Community Development Projects in India, a special programme of Tribal Development Blocks was taken up in tribal areas. Since a Community Development Block was expected to cover all aspects of community life in that area, the same principle was accepted for the Tribal Development Blocks. Special Multipurpose Tribal Development Blocks (SMPT) were started in the most undeveloped areas of tribal concentration. These Special Blocks were jointly undertaken by the Ministry of Home Affairs and the Ministry of Community Development and Cooperation.

The concerned Ministries prescribed a schematic pattern as a guide to draw up plans according to the actual requirements of these areas. Compared with the ordinary C.D. Blocks, the (SMPT) Blocks were provided with more funds and staff as the work under this scheme was of intensive and special nature. Special emphasis was laid on the schemes of intensive agriculture, irrigation, soil conservation, development of communication, health, education, village industries, cooperation, housing and rehabilitation. As against 66,000
persons covered normally by a Community Development Block, each SMPT Block covered only 25,000 persons in an area of maximum 518 sq. km.

The main programmes for tribal development undertaken during the First Plan (1951-56) were for economic and educational development, improvement of roads and communication and provision of medical and public health facilities.10

The programme of Tribal Development Blocks was however, not extended geographically during the Fourth Plan. The life of the then existing TD Blocks was increased by another five years making a total of 15 years with a view to consolidate the gains of the efforts already made. The different States had their own pattern for Tribal Development. In Madhya Pradesh, for example, the Tribal Welfare Department looked beyond the narrow schemes and assumed the responsibility of agriculture extension and other subjects as well.11

At the District level, there used to be a District Development Committee to discuss the development activities, and to decide the schemes to be undertaken during a particular financial year. It consisted of all the District level Officers and some non-officials as members. The Deputy Commissioner of a District acted as a captain of the team. He did not have any direct control on the working of other departments, like Public Works, Forest, Health, etc. At the State Level, there was one Director of Welfare whose main business was to look
after the welfare of Scheduled Castes, Scheduled Tribes and other Backward Classes. At the District level, there was a District Welfare Officer whose activity was limited to providing scholarships, stipends, uniforms, mid-day meals, sewing machines, grant-in-aid, housing subsidy, etc. The activities of the Welfare Department also were mostly carried out through the Block agency. Up to 1974, there had been no tribal administration machinery nor a separate unit for the administration of the tribal area.

The New Strategy for Tribal Development: The next phase of tribal development began with a review in depth of the tribal scene in the country. The Shilu Ao Committee (1969) was of the opinion that the TD Blocks were too small an area-unit for comprehensive planning and effective implementation. The programme had become too much schematic, having no relationship with local needs. Significantly, what was expected to be supplemental investment in tribal areas through TD Blocks tended to become the exclusive investment. The benefit of normal programmes hardly reached many of these areas. The difference in the level of development in tribal areas and communities and the general areas and other communities, therefore, tended to increase.12

In the earlier stage, a T.D/C.D. Block was expected to cover all aspects of community life but gradually they became circumscribed by the schematic budgetary constraints.13 The review of these programmes also tended to be confined to schemes approval. In the meanwhile, a number of new
services in agriculture, education and health outgrew the original Block frame. They established exclusive extension agencies in the field. In this way, the T.D./C.D. Block scheme became a sectoral programme similar to any other programme like agriculture or education. Thus, during this period, attention of those concerned with tribal development was focused on the T.D. Block programme. Consequently, their perspective got circumscribed by the scheme of T.D. Blocks. The comprehensive scheme envisaged in the Constitution for the speedy development of tribal areas and communities was overlooked.¹⁴

When the SMPT Blocks were started, the basis of coverage was an area of 518 sq. km. with a tribal population of 25,000 and per capita outlay of Rs.108. In actual practice however, most of the States have ignored this provision and have considerably increased the coverage to an average population of 39,193 and an area of 1418 sq. km. and a per capita outlay of only Rs. 68.15

The schematic budget, in practice, proved to be an obstacle to the adoption of the programme to the urgent tribal needs. Although the State Governments were empowered to transfer funds from one head to another within the same Block, in any manner they consider necessary to meet local requirements, this power seemed to have not been used with sufficient
imagination. The schematic budget, thus tended to set a rigid pattern which resulted in a lopsided expenditure.\textsuperscript{16}

In view of these trends, a major policy decision was taken by the Government of India that henceforth the major thrust for the development of tribal areas and tribal communities had to be provided by the concerned sectoral authorities. Since every department was responsible, within its functional jurisdiction for the development of the entire State, the problems of the tribal areas had to be given special attention at a higher priority in their normal programme.

The problem of tribal development was broadly divided into two parts, viz., (i) areas of tribal concentration, and (ii) dispersed tribal communities.\textsuperscript{17} This seemed to be necessary for clearly defining the strategy, policy and programmes for their faster development. In the case of areas of tribal concentration, it was possible to envisage that, programmes taken up for infrastructure development in the area might benefit the tribal communities and provide the necessary conditions for taking up community-oriented programmes. Experience, however, had shown that area development programmes by themselves did not benefit the tribal communities in the past; sometimes area development was at the cost of the tribal interest. Therefore, a concept of area development with focus on the development of the tribal communities was evolved for areas where the tribals were a predominant community.
In the case of dispersed tribals, no separate scheme of infrastructural development and area development was envisaged as a part of tribal development strategy. They had to partake in the general developmental schemes in the region. The programmes of tribal development, in the case of dispersed tribals had to be community based. In order to give a boost to the tribal development, the plan for the tribal areas had been bifurcated from the general State Plan. Thus, the "Sub-Plan" for the tribal belt, which was a part of the State Plan aimed at developing the tribal areas within a reasonable time.

The main objectives of the tribal sub-plans which were prepared during Fifth Five Year Plan are elimination of exploitation in all forms, speeding up the process of socio-economic development, building inner strength of the people and improving their organisational capability. In relation to the developmental programmes, the tribal sub-plans represented the totality of public sector effort in this area.

In all the States having tribal population, a Cabinet Sub-Committee was constituted for guiding the developmental programmes in these areas and securing their implementation. The Chief Minister acted as the Chairman of this Committee. In some States, an official level committee, with the Chief Secretary of the Chairman and Tribal Commissioner as Member-Secretary, was constituted for speeding decisions in inter-departmental matters. The Tribal Development Commissioner was in-charge of the tribal development and was responsible for
coordinating the entire programmes in tribal areas. They were not burdened with
the details of administrative approvals and financial sanctions. They were
responsible for providing general direction to individual departments. Their
concurrence was necessary for the overall programmes taken up by the different
departments in the tribal areas.

The entire tribal sub-plan area was divided into a number of
Integrated Tribal Development Projects in the areas where the tribal
concentration was more than 50 percent. It was gradually extended to dispersed
tribal communities and isolated pockets.18

Since the Tribal Development Block was too small a unit for
planning and coordination, it was decided to constitute a project comprising of a
group of development Blocks. For administrative reasons, a project was not
expected to intersect the existing administrative boundaries. A project would
have on an average about three to four lakh population and about six to seven
Blocks. In all, 194 Integrated Tribal Development Projects (I.T.D.P.) were carved
out. In respect of small districts the projects were co-terminus with the District.
In most cases, the projects were co-terminus with Sub-divisions/Tehsils. Since
the project represents the total developmental effort in that area and had to adopt
the 'problem-solving' approach, covering a large spectrum from protection to
welfare, it was conceived as comprising of the totality of the existing
administrative apparatus in the concerned area.
A project authority was constituted for each I.T.D.P. with Collector (Deputy Commissioner) as the Chairman, the District heads of departments as members and the Project Officer as the Member-Secretary. This authority is supposed to bring in an element of collective leadership. The group is responsible for all round development of the area under the leadership of the Collector, and the Project Officer providing the necessary administrative support. Since the individual development departments were responsible for their own functional activities, the Project Officer was relieved of the day-to-day responsibility in respect of specific individual schemes. His basic task was to establish direct contact with the people and help them in an essentially unequal situation.

Delegation of powers, both administrative and financial, is essential to any effective administration. Adequate powers were delegated to the project authorities, with a view to provide a cut-off point for the bulk of the programmes in an area. A three-tier delegation within the project authority itself was worked out, viz., (i) the Project Officer, (ii) the Chairman of the Project Authority, and (iii) the Project Authority as a collective body. During the Sixth Plan period Modified Development Area Programme (MADA) was adopted to cover small areas of Tribal concentration (having 10,000 population of which 50% or more were tribals. As many as 252 MADA Pockets were identified in the country. In addition 79 clusters with a total population of 5000 having 50% Scheduled Tribes
were identified. At present in pursuance of the recommendation of Planning Commission instead of sectoral departments having sub-plans in their budgets, a portion of the state’s budget is directly placed with the Tribal Welfare Department which in turn allocating to various departments keeping in mind the various schemes formulated by them.

Administrative setup at Central (National) level:

At the Central level the Ministry of Home Affairs was initially the nodal ministry responsible for the welfare of Scheduled Tribes. The Union Home Ministry was responsible for formulation and implementation of developmental programmes of tribals in India. In September 1985 under Rajiv Government, this arrangement was discontinued and tribal welfare became the responsibility of a newly created ‘Ministry of Welfare’.

The shift of the subject of Scheduled Tribes from the Ministry of Home Affairs to that of ‘Welfare’ has been criticised on the ground that this action was a dysfunctional move in the reverse direction as compelling necessity. Tribal development is vastly more than mere development and demands a set of prerequisites which only the Home Ministry is in position to provide. Total welfare entails preservation of the culture also. As implementation rests with respective States, the Home Ministry’s removal from the scene was bound to reprioritize scheduled tribes in the eyes of the latter."
When Home Ministry was the nodal Ministry for Tribal Development, there was a division in that Ministry known as Tribal Development Division headed by a Joint Secretary. There was also a Research and Evaluation Unit in this Division.

Then the Ministry of Welfare was renamed as Ministry of Social Justice and Empowerment in the year 1998. In order to give more focused attention to the development of Scheduled Tribes, a separate Ministry known as 'the Ministry of Tribal Affairs' was constituted in October 1999. This new Ministry, carved out of the 'Ministry of Social Justice and Empowerment' is the nodal Ministry for overall policy, planning and coordination of programmes and schemes for the development of Scheduled Tribes. The change in name perhaps best reflected and symbolized the shift in approach from welfare to empowerment of the weaker sections of the society including the Tribals.

Now the Ministry of Tribal Affairs coordinates the Tribal Sub-Plan (TSP) activities, grants under First Proviso to Article 275 (1) of the Constitution schemes for girls and for boys hostels for Scheduled Tribes, Ashram Schools and Vocational Training Centres, grants to voluntary agencies, Village Grain Bank Scheme, Central Sector Scheme for Development of Primitive Tribal Groups, Point 11(b) of the Government of India's 20-Point Programme related to economic assistance to scheduled tribe families (so as to raise them above the poverty line), grant-in-aid of State Tribal Development Corporations (TDCs) and
other agencies for Minor Forest Produce (MFP) operations, price support and share capital support to the Tribal Cooperative Marketing Development Federation (TRIFED), and equity capital support to the National SC/ST Finance and Development Corporation.

In fact, the newly constituted Ministry for Tribal Affairs, which is the nodal agency for empowering the tribals, is among other things, expected to:

(i) formulate need based policies, plans and programmes;

(ii) review existing legislation which impinge upon the interests of tribals and to amend them, where necessary, to protect their interests (as also to persuade the states to do the same);

(iii) ensure flow of funds and benefits under TSP in proportion to their population from the general development sectoral budgets both at central and state levels;

(iv) guide and coordinate both governmental and non-governmental organisations working for the welfare and development of the tribals; and

(v) monitor the implementation of policies and programmes/laws related to STs to ensure their effective implementation/enforcement.

As indicated above, for TSP activities the Welfare/Tribal Ministry seeks to ensure adequate flow of funds from the State Plan of respective state governments, institutional finances, central sector and centrally sponsored
schemes of the Ministry, as well as from other central ministries/departments. The 1998-1999 Annual Report of Ministry of Social Justice and Empowerment indicates some flow of funds for TSP from the Ministries of Commerce, Food and Civil Supplies, Biotechnology, Rural Electrification Corporation, Ministry of Power, Labour, Education Department and Youth Affairs and Sports Departments of Ministry of Human Resource Development. In fact, despite the fact that the strategies of TSP and SCA (Special Central Assistance) have been in operation for more than fifteen years, only a few Central Ministries/Departments and 20 States and Union Territories were earmarking funds at the prescribed level during the Seventh and Eighth Five-Year Plan periods. Accordingly, following a review in September, 1999 by the Planning Commission, a Standing Tripartite Committee under Chairpersonship of the Member Planning Commission handling the subject and the secretaries of the nodal Ministry of Tribal Development, the concerned ministry/department, and the National Commission for SCs and STs as its members has been set up to ensure proper and proportionate earmarking of funds by concerned Ministries and States/UTs, and effective and purposeful utilisation. The States/UTs have also been advised to set up similar committees.

The Welfare/Tribal Ministry does operate partially through its agencies like the TRIFED and the National SC/ST Finance and Development Corporation. However, like all other ministries of Government of India it has to
rely upon the state government and state government agencies to implement its Central Sector and Centrally Sponsored Schemes and also to coordinate and get implemented the TSP activities. The TRIFED and the National SC/ST Development Corporations, also by and large depend on the state level federations/corporations to implement their programmes and for loaning purpose these are called State Channelising Agencies. The National Corporations also provide them share capital and other direct assistance.24

Hence, it would be fitting to look at the administrative machinery at the state and lower levels in slightly more detail.

**Organisational structure of Tribal Welfare Department in Andhra Pradesh:**

An indispensable ingredient in the process of Tribal Welfare management relates to planning for the organisational structure of the Tribal Welfare Department. After the general and specific objectives and necessary plans and programmes to carryout are formulated by the policy making body the next phase in management process is framing of the organisational structure below the policy making body in order to get the objectives realised and the plans accomplished. A clear understanding of the objectives and plans of an organisation enables structuring, promoting and performance of an organisation.

"Organisation is the orderly management of personnel for facilitating the accomplishment of some agreed purpose through allocation of
functions and responsibilities. It is the formal structure of authority which is well defined and coordinated towards the attainment of the specific objectives. These objectives are achieved by the combined efforts of different specialists belonging to the organisation. Since the organisation is the formation on which the entire Tribal Welfare structure is built, its soundness thus results in effective management of tribal welfare activity. On the contrary, illogical, unsound or unsuitable organisation may render the Tribal Welfare Ministry more ineffective and incapable of achieving the objectives. A sound organisational structure besides making it possible to effectively translate the policies of Tribal Welfare Ministry into action, can also promote streamlined and comprehensive activity for the welfare of tribals.

The Government of Andhra Pradesh with a view to accomplish the constitutional obligation of promoting with special care the educational and economic interests of the Scheduled Tribes and to protect them from social injustice and exploitation in all forms created a Department of Tribal Welfare in the Ministry of Social Welfare.

Origin and Evolution of Tribal Welfare Department in Andhra Pradesh:

The origin of Tribal Welfare Department had its roots in the recommendations of the Conference of the officials and non-officials held at the Secretariat of Madras Presidency in December 1949 to appoint a Committee under the Chairmanship of R.S. Malayappan who was the Special Agency
Development Officer to tour the Agency areas of Andhra and select suitable sites for tribal development schemes such as improvement of forests, plantations, irrigation, hydro-electric projects and exploitation of mineral resources. The Committee has recommended for taking up various schemes of development and also stressed the need for prevention of exploitation of hillman by plains, merchants and money lenders. Accordingly the Government took steps to implement the recommendations of the Committee.

First Step In the Development of Scheduled Tribes:

Late Pandit Jawaharlal Nehru, the first Prime Minister of India, laid down the approach for development of Scheduled Tribes. Dhebar Commission appointed as per Article 339 of the Constitution of India also endorsed this approach and observed that the Tribals should be integrated with the rest of the society while allowing them to continue their traditions, ethos, arts, culture and their identity. Their right on land and forest should be safeguarded and they should be trained for their administration and development.

Formation of Tribal Welfare Directorate – Dhebar Commission:

The Hon'ble President of India in their Order No.35/36-60-TC, Government of India, dated 14-10-1961 appointed a Committee for Scheduled Areas and Scheduled Tribes headed by Sri Dhebar. In pursuance of the recommendations of the Commissioner of Scheduled Areas and Scheduled
Tribes that where the ST population in all the States was Ten lakhs and above were declared as Scheduled Areas.27

The Tribal Cultural Research & Training Institute (TCR & TI) was established during 1962-63 vide G.O.Ms.No.1242, Education Department, dated 2-5-1962 with the following aims and objectives:

- Conduction of monographical and ethnographic studies,
- Socio-economic and benchmark surveys,
- Planning for tribal development, and
- Evaluation studies of on going tribal development programmes.

As per the recommendations of the Dhebar Commission Report a separate Tribal Welfare Directorate was created by the Government of Andhra Pradesh in the year 1966 by bifurcating from Social Welfare Department exclusively for Tribals to uplift their economic, educational and social conditions as the problems of Scheduled Tribes are quite different from those relating to Scheduled Castes who lived for centuries with other castes in the plains and that the problems relating to health, education backwardness of the tribals need special attention.28

In pursuance of the orders of the Government, the Director of Social Welfare distributed the posts and powers between Social Welfare and Tribal Welfare Departments to enable newly formed Tribal Welfare Department to
function. It started functioning with 29 permanent posts and 5 temporary posts which included one Director, one Deputy Director, four Superintendents, six Upper Division Clerks, seven Lower Division Clerks, three Typists, one Stenographer, one Dafedar, five Attenders and one Driver as permanent. When the Department was bifurcated the Budget was Rs.67.00 lakhs with limited activities.29

In the year 1971 one post of Special Officer (Inspection) was created in Tribal Welfare Department. This Inspection Officer worked under the control of the Director of Tribal Welfare. His functions were to inspect the Tribal Welfare Blocks, 20 days in a month and send reports to the Director regarding the proper and improper utilization of funds allotted to the tribal development blocks. The Director in turn had to send the reports to Government. In order to conduct departmental audit, four audit sections were created with an Accounts Officer to form the Tribal Development Blocks and conduct the audit and send report to the Director of Tribal Welfare for necessary follow-up action.30

During the year 1973-74 the Government decided to abolish subsidized private management hostels for scheduled tribes in view of reported malpractices and opened Government hostels. To lookafter the hostels and education for tribals at District levels the post of District Tribal Welfare Officer was created and for the first time six District Tribal Welfare Officers were appointed.31
During this year a major policy decision was taken by the Government of Andhra Pradesh to create Employment and Social Welfare Department at Secretariat level. Consequently, the 'Tribal Welfare' subject which was under the control of Revenue Department was transferred to Employment and Social Welfare Department. The Special Cell which has been dealing with the problems of Scheduled Castes and Scheduled Tribes continued to function in the General Administration Department.

Steps were taken to strengthen the Department of Tribal Welfare. One post of Joint Director was newly created and the post of Director of the Tribal Cultural Research and Training Institute was filled in. The Tribal Welfare Department is being effectively supported by the Tribal Cultural Research and Training Institute in the fields of Research, Training, Planning and other allied problems. The candidates belonging to Scheduled Castes, Scheduled Tribes, Nomadic, Semi-Nomadic and Denotified Tribes are imparted training by Pre-Examination Training Centre for various competitive examinations conducted by Public Service Commissions, Nationalised Banks, Public and Private Sector undertakings and so on.

There was no field staff at district level during the year 1972-73 for directly implementing the tribal welfare schemes except at Kurnool, Nellore and Chittoor. During the year 1973-74 six District Tribal Welfare Officers were
posted. The post of Additional District Social Welfare Officer at Adilabad was also converted as District Tribal Welfare Officer. Thus there are seven District Tribal Welfare Officers in the districts of Adilabad, Mahaboobnagar, Warangal, Khammam, East Godavari, Srikakulam and Visakhapatnam besides Reclamation Officers in Kurnool, Nellore and Chittoor to look after the implementation of Tribal Welfare Schemes exclusively. In other Districts, District Social Welfare Officers were implementing the Tribal Welfare Programmes. Special Deputy Collectors (TW) have also been functioning in the districts of Srikakulam, Khammam, Warangal and Adilabad for implementing protective legislations. At the District level the Collector is the supervising authority both for implementing the Welfare Schemes as well as protective legislations.

Besides the Tribal Welfare Department, Tribal Development Blocks and other Development Departments, the following institutions are also functioning for the Welfare of Scheduled Tribes:

1. Girijan Cooperative Cooperation with Headquarters at Visakhapatnam.
2. Girijan Development Agency with Headquarters at Srikakulam.
3. Andhra Pradesh Scheduled Castes and Scheduled Tribes Cooperative Housing Societies Federation with Headquarters at Hyderabad.

At State level, the Commissioner, Tribal Welfare and Director, Tribal Welfare have been frequently touring and inspecting the implementation of Tribal Welfare Schemes. The other Officers of the Directorate especially the Joint
Director, Dy. Director, Special Officer (Inspection) and Special Officer (Nutrition) have been also touring the tribal areas and appraising the Director of Tribal Welfare who in turn appraises the Commissioner of Tribal Welfare about the stage of progress of each scheme.

Since 1973-74 onwards the Tribal Welfare Department in the State has been strengthened by adding both Gazetted and Non-Gazetted posts in the Offices of Commissioner & Director, at District level and sub-plan scheduled areas.

During the year 1979 the Girijan Development Agency was converted into Integrated Tribal Development Agency (ITDA) from April 1, 1979.

Single Line Administration

The Tribals had to approach several Agencies for redressal of their grievances in developmental as well as regulatory matters, since several departments are working in the Sub-Plan areas independent of the ITDAs. This issue was discussed in detail in the meeting held by the then Chief Minister N.T.Rama Rao on June 14, 1986, and it was considered necessary to introduce Single Line Administration in ITDA areas by bringing all the officers and staff working in tribal areas irrespective of their departments under the administrative control of the Project Officers of ITDAs. This is intended to facilitate better coordination among all the functionaries operating in Sub-Plan areas and to meet
the needs of tribals who can look to the single agency for getting all their problems attended.34

Present Organisational Structure:

The present organizational structure of the Department of Tribal Welfare in the Government of Andhra Pradesh begins with the Minister for Tribal Welfare. Earlier since the inception of the Department of Tribal Welfare, it functioned as one of the Departments of Ministry of Social Welfare. But when the Telugu Desam Party came to power again in Andhra Pradesh in 1999 under the Chief Ministership of N.Chandra Babu Naidu, a separate Ministry Tribal Welfare was created to look after tribal affairs under an independent Minister known as Minister for Tribal Welfare. The Minister for Tribal Welfare is assisted by the Secretary to Government (Tribal Welfare) in the Social Welfare Department. He in turn is assisted by the Commissioner and Director of Tribal Welfare. In other words, the Tribal Welfare Department continued to be under the administrative control of Social Welfare Department at Secretariat level, though there are two independent Ministers for Social Welfare and Tribal Welfare.35

Organisational Structure of Tribal Welfare Department in Andhra Pradesh:

The organizational structure of the Tribal Welfare Department in Andhra Pradesh commences with the Commissioner of Tribal Welfare who is also acts as its Director. He is directly under the control of the Administrative machinery through the Secretary to Government, Government of Andhra
Pradesh, Ministry of Tribal Welfare. The Commissioner of the policy executing authority in the State in respect of all welfare activities and schemes meant for Scheduled Tribes. Besides Nine Project Officers of ITDAs and two Project Officers of MADA and DTO who are under the direct control of the Commissioner, there is one Additional Director for Agriculture who is assisted by one Joint Director for Agriculture. This Joint Director is assisted by the Deputy Directors, one for Horticulture and the other for PODU cultivation. Each one of these Deputy Directors are assisted by one Horticulture Officer. There are three Joint Directors directly under the control of the Commissioner one each for Administration, Projects and Planning. The Joint Director for Administration is assisted one Deputy Director for Administration and one Special Officer for Inspections. The Joint Director for Projects is assisted by one Deputy Director for Monitoring. The Joint Director for Planning is assisted by three Deputy Directors, one each for Planning, Monitoring and Education respectively. There is also one Special Officer for Health and Infrastructure under him. There is also one Accounts Officer directly under the Commissioner who is assisted by one Assistant Accounts Officer. The Commissioner is also assisted by one Director Incharge of TCRTI and this Director is assisted by one Deputy Director for TCRTI. Directly under the control of the Commission there are District Tribal Welfare Officers at each district for plain areas to look after the Tribal Welfare administration through their respective District Collectors.
Parallel to the Commissioner there are two Managing Directors reporting to the Secretary for Tribal Welfare. They are Managing Director for TRICOR and Managing Director for Girijan Cooperative Corporation (GCC). Vide Table 3.1 and 3.2.
TABLE - 3.1
ORGANISATIONAL STRUCTURE OF TRIBAL WELFARE DEPARTMENT IN ANDHRA PRADESH

MINISTRY OF TRIBAL WELFARE

Minister for Tribal Welfare

Secretary to Govt. Tribal Welfare

Commissioner for Tribal welfare & Director

Project Officer ITDAS (9)

Project Officer MAD & PIG

Addl. Director (Agriculture)

Managing Director (TRICOR)

Managing Director (GCC)

General Manager (TRICOR)

Regional Manager (GCC)

Joint Director (Admn)

Joint Director (Projects)

Joint Director (Planning)

District Collector

District Tribal Welfare Officer,
(Planning Directors)

Director (TCRTI)

Deputy Director (TCRTI)

Source: Government of Andhra Pradesh Tribal Welfare Department Manual, Dr. MCRHRD Institute, Hyderabad
TABLE 3.2
ORGANISATIONAL STRUCTURE OF COMMISSIONER OF TRIBAL WELFARE

COMMISSIONER OF TRIBAL WELFARE

- Addl. Dir (Agri) NRD
  - JD (Agri)
  - DD (Hort)
    - HO-I
    - HO-II
  - DD (PODU)
- JD (Projects)
- JD (Admin.)
- DD (Mont.)
- DD (Admin.)
- SO (Insp.)
- JD (Planning)
- DD (Plg.)
- DD (Mont.)
- DD (Edn.)
- SO (Health & Infrastructure)
- AAO
- Dist. Collector

District Tribal Welfare Officers (Non-ITDA Districts)

Source: Government of Andhra Pradesh Tribal Welfare Department Manual, Dr. MCRHRD Institute, Hyderabad
At the state level, attached to the Commissionerate, there is one Tribal Cultural Research and Training Institute (TCRTI), which is headed by a Director who is directly under the administrative control of the Commissioner of Tribal Welfare. There are two regional centres of Tribal Cultural Research and Training one at Bhadrachalam and the other at Khammam which are headed by one/two Joint Directors who are directly under the control of Director of Tribal Cultural Research and Training Institute.

In Andhra Pradesh under Tribal Sub-Plan Nine Integrated Tribal Development Agencies are started. Each ITDA is headed by one Project Officer and all these Project Officers are directly under the control of Commissioner and Director of Tribal Welfare. The Project Officer incharge of MADA at Mahaboobnagar and Project Officer PTG Nalgonda are also directly under the administrative control of the Commissioner.

In order to provide margin money needed for the tribals to draw institutional finance for the economic development programmes, the A.P. Scheduled Tribe Cooperative Finance Corporation (TRICOR) is started. This is headed by one Managing Director, who is assisted by seven Special Deputy Collectors (Tribal Welfare) spread over in seven Districts viz., Vizianagaram, Visakhapatnam, East Godavari, West Godavari, Khammam, Warangal, Adilabad and Special RDO (Tribal Welfare) for Mahaboobnagar district. The Managing
Director is directly under the administrative control of the Secretary to Government (Tribal Welfare).

In order to eliminate exploitation by private traders and to purchase minor forest produce of tribals, a Girijan Cooperative Corporation Limited (GCC) is established at Visakhapatnam. This Corporation is headed by a Managing Director. He is also directly under the administrative control of the Secretary to Government (Tribal Welfare). He is assisted by one Regional Manager and Seven Divisional General Managers spread over in seven districts viz., Srikakulam, Visakhapatnam, Rajahmundry, Khammam, Warangal, Adilabad and Hyderabad.

Organisational structure Tribal Welfare at Integrated Tribal Development Agency (ITDA) Districts:

Under Tribal Sub-Plan the Government of Andhra Pradesh identified eight districts viz., Srikakulam, Vizianagaram, Visakhapatnam, East Godavari, West Godavari, Khammam, Warangal and Adilabad and part of Mahaboobnagar district. In each District one ITDA was started. These Districts are also called as ITDA Districts. The organisational structure of the Integrated Tribal Development Agency Districts starts with the Commission of Tribal Welfare at the Directorate level. In each ITDA District there is one Project Officer leading the Integrated Development Agency, who functions under the administrative control of the District Collector and through him he is accountable to the
Comissioner. The Project Officer is assisted by one Development Officer, one District Tribal Welfare Officer who also acts as Assistant Project Officer of ITDA, one Special Grade Deputy Collector for protective regulation, one District Medical and Health Officer, one District Educational Officer, Sectoral Officers each one for Agriculture, Animal Husbandary and Horticulture, Executive Engineer (Tribal Welfare) and Asst. Accounts Officer. The Development Officer in turn is assisted by one Administrative Officer who in turn assisted by Office Manager. The District Medical and Health Officer is assisted by Addl. or Deputy District Medical and Health Officer. The District Educational Officer is assisted by one Deputy District Educational Officer. All these Officers in turn are assisted by supporting staff. (Vide Table 3.3) These functionaries are responsible for implementation of development programmes in ITDA Districts. But the development programmes in Mahaboobnagar district are being implemented by the Project Officer nМАДА & PTG Mannanur.
TABLE 3.3
ORGANISATIONAL STRUCTURE OF ITDA DISTRICT

COMMISSIONER, TRIBAL WELFARE

District Collector

Project Officer, ITDA

Development Officer

DTWO (APO) ITDA

Special Dy. Collector Protectie Regulations

DM & HO

DEO

Sectorial Officers (APOs) Ag., AH. Hort.:

EE, TW

Assistant Accounts Officer

Administrative Officer

Supporting Staff

Supporting Staff

Addl. Or Dy. Dist. Medical & Health Officer

Dy DEO

Supporting Staff

Supporting Staff

Supporting Staff

Supporting Staff

Supporting Staff

Source: Government of Andhra Pradesh Tribal Welfare Department Manual, Dr. MCRHRD Institute, Hyderabad
Organisational Structure of District Tribal Welfare Office at Non-ITDA Districts:

Of the twenty three districts in Andhra Pradesh excluding ITDAs there are as mentioned above the rest of the area is called as Non-ITDA Districts or Plain Areas. The organisational structure of Tribal Welfare administration at all these districts level begins with District Tribal Welfare Offices headed by District Tribal Welfare Officers (DTWO) who functions through their respective District Collectors and are responsible to the Commissioner of Tribal Welfare, Hyderabad. To look after the tribal welfare schemes in the district and to look after the educational aspects and Tribal Welfare institutions, the DTWO is assisted by Assistant Tribal Welfare Officers (ATWOs). The ATWO is responsible to look after the functioning of Head Masters of Tribal Welfare Ashram Schools, High Schools, Upper Primary and Primary Schools in the district. The ATWOs are also assisted by Hostel Welfare Officers who were earlier called as Wardens and Matrons of Tribal Welfare Hostels. To look after the office affairs, the District Tribal Welfare Officer is assisted by Superintendents and other clerical and supporting staff.37 (Vide Table 3.4)
TABLE 3.4
ORGANISATIONAL STRUCTURE OF NON-ITDA DISTRICT

COMMISSIONER, TRIBAL WELFARE

District Collector

DTWO - Non-ITDA Districts

ATWOs

Suptd. with Supporting Staff
(Clerical Staff in Non-ITDA Districts)

Head Masters
TW Ashram Schools,
High / Up / Primary Schools

Wardens / Mastrons
TW Hostels

Source: Government of Andhra Pradesh Tribal Welfare Department Manual, Dr. MCRHRD Institute, Hyderabad
### Roles of Various Functionaries in Tribal Welfare Department:

<table>
<thead>
<tr>
<th>Role</th>
<th>Responsibilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>COMMISSIONER OF TRIBAL WELFARE</td>
<td>He is the Head of the Department at State Level and control the budget and supervises the implementation of schemes etc.</td>
</tr>
<tr>
<td>ADDL. DIRECTOR (AGRICULTURE)</td>
<td>He assists the Commissioner of Tribal Welfare IFAD Project implementation of the Agriculture and Horticulture, Watershed Programs for Tribals in ITDA Districts and Tribal areas in Plain Districts.</td>
</tr>
<tr>
<td>JOINT DIRECTOR (ADMINISTRATION)</td>
<td>He assists the Commissioner of Tribal Welfare in Administration and supervision and deals with service matters. He will be a routine touring officer.</td>
</tr>
<tr>
<td>JOINT DIRECTOR (PLANNING)</td>
<td>He prepares all Departmental plans at State and District level in respect of all schemes except Agriculture and educational schemes.</td>
</tr>
<tr>
<td>JOINT DIRECTOR (PROJECTS)</td>
<td>He assists the Commissioner of Tribal Welfare in IFAD Project implementation and monitoring of programs.</td>
</tr>
<tr>
<td>JOINT DIRECTOR (AGRICULTURE)</td>
<td>He assists the Additional Director (Agriculture) to implement all Agriculture and Horticulture Watershed programs for Tribals in ITDA Districts and Tribal Areas in Plain Districts.</td>
</tr>
<tr>
<td>DEPUTY DIRECTOR (ADMINISTRATION)</td>
<td>He assists the Joint Director (Administration) in administration.</td>
</tr>
<tr>
<td>DEPUTY DIRECTOR (PODU)</td>
<td>He assists the Joint Director (Agriculture) in implementation of all Agriculture / Horticulture schemes.</td>
</tr>
<tr>
<td>DEPUTY DIRECTOR</td>
<td>He assists the Joint Director (Planning) in</td>
</tr>
<tr>
<td>Position</td>
<td>Responsibilities</td>
</tr>
<tr>
<td>----------------------------------</td>
<td>---------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>EDUCATION</td>
<td>Implementing educational schemes and look after the Ashram Schools / Hostels and sanction of Scholarships etc.</td>
</tr>
<tr>
<td>DEPUTY DIRECTOR (MONITORING)</td>
<td>Monitors all the schemes implemented by the Department of the Tribal Welfare Department in the State.</td>
</tr>
<tr>
<td>SPECIAL OFFICER (INSPECTIONS)</td>
<td>Is the Inspecting Officer at State level and will inspect all District Offices and Educational Institutions of the Tribal Welfare Department in the State.</td>
</tr>
<tr>
<td>SPECIAL OFFICER (NUTRITION)</td>
<td>Assists Joint Director (Planning) in the implementation of Health, Nutrition, and Infrastructure development of the Tribal Welfare Department.</td>
</tr>
<tr>
<td>ACCOUNTS OFFICER</td>
<td>Shall assist the Accounts Officer in release of Budget and maintaining Accounts of the Department.</td>
</tr>
<tr>
<td>SUPERINTENDENT</td>
<td>Is the Section Head. He is accountable for the section concerned. He assists the immediate concerned next higher level officer i.e., Deputy Director or Asst. Director etc. as the case may be.</td>
</tr>
<tr>
<td>SENIOR ASSISTANT</td>
<td>Assists the Superintendent and also the next higher officer with regard to the subject allotted to him. He maintains Personal Registers, Periodical Registers, Arrears Lists, Stock Files and allotted subject Registers connected with the subject allotted to him.</td>
</tr>
</tbody>
</table>
JUNIOR ASSISTANT He assists the Superintendent in the matter of dealing with the subjects allotted to him.

DISTRICT PROJECT OFFICER (I.T.D.A.) He controls and implements all the Tribal Welfare Institutions and programs in ITDA area which are being licensed by Tribal Welfare Department.

DEVELOPMENT OFFICER He is the head of Single Line Administration in the ITDA areas with powers to supervise activities of all Departments partly or wholly in ITDA areas.

ASST. PROJECT OFFICERS There are Asst. Project Officers for Agriculture, Horticulture, Veterinary, Engineering, Education, Infrastructure etc. They assist the Project Officer in planning and implementation of schemes for Tribals in their respective subjects.

MANAGER He assists the Asst. Project Officer(s) with supporting staff.

PROJECT OFFICER (MADA) He implements the programs for Tribals in MADA and PTG at Nalgonda and Mahabubnagar Districts.

PROJECT OFFICER (ITDA (CHENCHUS)) He will implement all tribal welfare schemes for Chenchus in the project area.

DISTRICT TRIBAL WELFARE OFFICER He implements all tribal welfare schemes in the District under the control of District Collector and he is the touring officer in the District and inspect all Tribal Welfare Institutions, High Schools etc., in the
He is also the Drawing Officer for the drawl of diet bills etc. He is the appointing authority up to Senior Assistant in the DTWO's Office. He is a District level touring officer for 20 days in a month. He is a District level touring officer for 20 days in a month.

SUPERINTENDENT
He will assist the District Tribal Welfare Officer with the supporting staff.

DEVELOPMENT OFFICER IN ITDAs
He assists the Project Officer, ITDA in monitoring all the administrative matters of the ITDA both within the Office and in the Tribal Sub-Plan areas with the assistance of Administrative Officer.

Areas of Interface with the General Public and with other Departments:
Initially when the Tribal Welfare department was newly created in 1966 and in early years of creation of this department number of schemes like Drinking Water Wells, Civic amenities, Roads in tribal areas, sanction of Scholarships etc., were implemented at State level only as no District Officers posts were created for implementation of tribal welfare schemes in the Districts. The Tribal Welfare Department at State level dealt with general public at that time as the general public from districts approached the departments for sanction of various schemes.

Later when the Project Officers / Tribal Welfare Officers posts were sanctioned with supporting staff in the districts the tribal welfare schemes are
being implemented by the District Officers at district level only and the interface
with the public is reduced at Head Office.

The Project Officers of ITDA in their concerned Districts are
implementing the schemes under the Chairmanship of District Collectors with the
support of various sectoral officers like Agriculture, Horticulture, Sericulture,
Animal Husbandry, Education, Health etc.

The DTWOs of plain areas are implementing tribal welfare
schemes with the help of Superintendent and staff under the control of District
Collector. The DTWOs interface with the public and other Mandal Officers for
sanction of Economic betterment schemes. They also interface with students
while sanctioning scholarships and running of Tribal Welfare hostels for School
and College going children. They also keep in touch with the other District
Officers of departments like Agriculture, Horticulture, Animal Husbandry,
Electricity etc.

Coordination at Government Level:

The Ministry of Tribal Welfare at state level has constituted under
the Chairmanship of Chief Secretary to Government to take high level policy
decisions and for effective coordination at Government level. A Coordination
Committee was also constituted with all heads of various sections, the Secretary
to Government and Commission for Tribal Welfare, Social Welfare Department as Chairman to ensure flow of funds at state level.

A Legislative Committee on Welfare of Scheduled Tribes with tribal members of Legislative Assembly as members is constituted from time to time to critically examine whether concerned Departments are following the rule of reservation to Scheduled Tribes and to assess the progress of implementation of various developmental schemes for the benefit of tribals.

Accountability:

The Tribal Welfare Department has such an important role to play in protecting and securing the welfare of tribal people in the State that the legislature cannot be indifferent to its working. The Minister for Tribal Welfare who is the parent minister is responsible for State Legislature for all the administrative and operational activities of Tribal Welfare Department. Keeping in view the interest of the tribals at large in the State, he should place on the table of the House all the information and data sought by the members of the House. As he is accountable to state legislative he should not answer questions in an evasive manner. Further, the Minister is constitutionally responsible for the actions of his subordinates in pursuance of his policies.

Accountability means the responsibility of the administration to the Legislature for public expenditure as tax payers money is involved in. It includes
not only submission of accounts of completed expenditure for inspection by State Legislature but also the legislature's right to criticize public expenditure. At present public accountability is exercised by the Legislature through various methods like legislative questions relating to tribal welfare affairs, legislative debates and submission of performance reports to State Legislative. The Legislative Committees like Public Accounts Committee and other Statutory Committees also exercise financial control over the financial matters of Tribal Welfare Department.

An Overview:

The dawn of independence and the consequent establishment of national government has made the Government of India to bestow deep attention in developing Scheduled Tribes in India. The Government of Andhra Pradesh also committed to protect the interests of the tribals and created an administrative system both for policy formulation and implementation. At the Central level and States level an administrative structure has been designed and a separate Ministry for Tribal Welfare was also created at both levels. The Administrative system in Tribal areas underwent considerable change since Independence. During the Fifth Five Year Plan the Government of India introduced Tribal Sub-Plan and the same was applied to Andhra Pradesh. Consequently the area in the State has been classified into two categories namely; Tribal or Scheduled districts and plain districts. The Scheduled districts
are those where ITDA Projects are established and non-tribal or plain districts are areas (which are also called as Non-ITDA districts) where the ITDAs are not established. The Tribal Welfare activities in ITDA Districts are looked after by Project Officers of ITDA and in plain districts the District Tribal Welfare Officers are looking after the welfare activities under the administrative control of their respective District Collectors. The successive chapters focus on the educational development and welfare activities of scheduled tribes in Non-ITDA districts or plain areas in the state in general and working of tribal welfare hostels in Rayalaseema districts in particular.
REFERENCES:


2) Ibid, P.518.


5) Articles 46, 164, 244, 275, 330, 332, 334, 335, 338, 339, 371 A and 342 of Indian Constitution.

6) Article 275 (1) of Indian Constitution.

7) Article 338 of Indian Constitution.


10)First Five Year Plan (New Delhi, 1951).


18) Statistically index of tribal concentration can be measured.


21) Ibid., p.687.


27) Tribal Welfare Department Manual, Hyderabad: Dr. MCRHRD, p.6.


30) Govt. of Andhra Pradesh, G.O.Ms.No.1308, Revenue TW (I) Department, dated 3-12-1971.


33) Ibid., p.9.


37) Office of the DTWO, Anantapur.
