CHAPTER - IV

Tribal Development Administration with Special Reference to the Area of Study

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 Plan in early fifties. The Community Development movement gave a new direction to the evolution of India's administrative system. The 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.

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.\(^1\) 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.\(^2\)

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


\(^{2}\) Ibid.
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 nearer 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 point 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.  

1947-1952: After independence, a special place was assigned to the tribal areas. 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 the 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 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 Tribes 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 provides 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 provides 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.\(^7\)

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6. Article 275 (1) of Indian Constitution.
7. Article 338 of Indian Constitution.
Thus, the Constitution provides 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 provides 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 systems got a better foothold in these regions. 8

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 administration machinery got established.

After the inauguration of the Community Development movement 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 (S.M.T.) 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 S.M.P.T. Blocks were provided with more

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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 S.M.P.T. Block covered only 25,000 persons in an area of 528 sq. km. or so.

Since 1957, 43 S.M.P.T. Blocks on the lines of Community Development Blocks had been opened throughout the country, each with a special allotment of Rs.27 lakhs for five years. In the Third Plan, a target of 300 Tribal Development Blocks was set with an allotment of Rs.22 lakhs. The details of the T.D. Blocks at the end of Fourth Five Year Plan have been indicated in Table No.4.14(b).

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

10. For details, see First Five Year Plan (New Delhi, 1951).
Though economic development attracted the highest financial assistance, health, housing and communication got the highest per capita expenditure. In the Second Plan (1956-61), the emphasis was on economic development, agriculture, cottage industries, forest cooperatives and also on a new programme of setting up of SMPT Blocks.\(^\text{11}\) During 1961-66, i.e. in the Third Five Year Plan, which was marked by an extension of the Multipurpose Tribal Blocks, later renamed as Tribal Development Blocks, the priority was again given to economic uplift, education and health, housing and communication schemes. The tribals have also benefitted by the general funds but it appears that no conscious attempt had been made by any of the State Governments, with the exception of Andhra Pradesh, to ensure that the tribals receive a reasonable share in the general development programmes.\(^\text{12}\) The Fourth Five Year Plan came up with the idea of area development approach.

\(^{11}\) Refer Second Five Year Plan (New Delhi, 1956).

\(^{12}\) Refer Third Five Year Plan (New Delhi, 1961).
### Table No. 4.1

**Tribal Development Blocks in India**

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>State/Union Territory</th>
<th>No. of Tribal Development Blocks</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Andhra Pradesh</td>
<td>24</td>
</tr>
<tr>
<td>2.</td>
<td>Assam, Meghalaya and Mizoram</td>
<td>49</td>
</tr>
<tr>
<td>3.</td>
<td>Bihar</td>
<td>63</td>
</tr>
<tr>
<td>4.</td>
<td>Gujarat</td>
<td>53</td>
</tr>
<tr>
<td>5.</td>
<td>Himachal Pradesh</td>
<td>7</td>
</tr>
<tr>
<td>6.</td>
<td>Kerala</td>
<td>1</td>
</tr>
<tr>
<td>7.</td>
<td>Madhya Pradesh</td>
<td>126</td>
</tr>
<tr>
<td>8.</td>
<td>Maharashtra</td>
<td>44</td>
</tr>
<tr>
<td>9.</td>
<td>Manipur</td>
<td>20 (all Sub-Blocks)</td>
</tr>
<tr>
<td>10.</td>
<td>Nagaland</td>
<td>15</td>
</tr>
<tr>
<td>11.</td>
<td>Orissa</td>
<td>75</td>
</tr>
<tr>
<td>12.</td>
<td>Rajasthan</td>
<td>18</td>
</tr>
<tr>
<td>13.</td>
<td>Tamil Nadu</td>
<td>2</td>
</tr>
<tr>
<td>14.</td>
<td>Tripura</td>
<td>5</td>
</tr>
<tr>
<td>15.</td>
<td>Dadra &amp; Nagar Haveli</td>
<td>2</td>
</tr>
</tbody>
</table>

**Total** 504

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PROGRESSIVE GROWTH OF T.D. BLOCKS

TOTAL SCHEDULED TRIBES
390-13 LAKHS

SUB-PLAN
253-27 LAKHS

IV PLAN
149-68 LAKHS

III PLAN
141-84 LAKHS

II PLAN
13-11 LAKHS

FIG. NO. B.
The programme of T.D. Blocks was, however, not extended geographically during the Fourth Plan. The life of the then existing T.D. 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.14

In Himachal Pradesh, there are seven Sub-divisions which are also Tribal Blocks. These are: (i) Lahaul, (ii) Spiti, (iii) Kalpa, (iv) Nichar, (v) Pooh, (vi) Bharmour, and (vii) Pangi. The first two Sub-divisions constitute the Lahaul-Spiti District. The Kinnaur District comprises of Kalpa, Pooh and Nichar Sub-divisions. Bharmour and Pangi form a part of Chamba District. The C.D. Block was inaugurated in Bharmour on October 2, 1956 and in Pangi on October 2, 1957. The area of Bharmour Block is 1318.3 sq.km. and its population as per last census is 27,067. The area of Pangi Block is 1653.7 sq.km. and its population is 9794. There are 112 inhabited villages in Bharmour Sub-division and 61 in Pangi Sub-division. The jurisdiction of these

Blocks are co-terminous with the respective revenue Sub-divisions. The headquarter of Bhamour Block is at Bhamour and that of Pangi at Kilar. Later T.D. Blocks were also introduced and the same B.D.O. looked after both C.D. and T.D. Blocks. The T.D. Blocks were closed on March 31, 1974. The activities of most of the development departments are implemented through the B.D. Os. However, the schemes of Public Works Department, Health, Forest, Power, etc. are looked after by the departments concerned. Extension Officers of various departments have been posted in the Block. Both the B.D.O. and the concerned District Officer exercise control over them.

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 (April-March). It consisted of all the District level Officers and some non-officials as members. The Deputy Commissioner of a District acts as a captain of the team. They do not have any direct control on the working of other departments, like Public Works,

Forest, Health, etc. At the State level, there is one Director of Welfare whose main business is to look after the welfare of Scheduled Castes, Scheduled Tribes and other backward classes. At the District level, there is a District Welfare Officer whose activity is limited to providing scholarships, stipends, uniforms, mid-day meals, sewing machines and grant-in-aid, housing subsidy, etc. The activities of the Welfare Department also is 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 areas in Himachal Pradesh.

The New Strategy for Tribal Development: The next phase of tribal development begins with a review in depth of the tribal scene in the country. The Shilu Ad Committee was of the opinion that the T.D. Blocks were too small an area-unit for comprehensive planning and effective implementation. The programme had become much too schematic, having no relationship with local needs. Significantly, what was expected to be supplemental investment in tribal areas through T.D. 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.\textsuperscript{16}

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.\textsuperscript{17}

The review of these programmes also tended to be confined to schemes approved. In the meantime, 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 focussed 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.\textsuperscript{18}

\begin{enumerate}
\item B.D. Sharma, "Administration for Tribal Development\textsuperscript{16}
\item Ibid. p. 521 also refer, L.P. Vidyarthi, "Problems and Prospects of Tribal Development in India"\textsuperscript{17}
\item Ibid.\textsuperscript{18}
\end{enumerate}
When the S.M.P.T. 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. 19

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 have been 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 seems to have not been used with sufficient imagination. The schematic budget, thus tends to set a rigid pattern which results in a lopsided expenditure. 20

The Shilu Committee referred to the limitations of the T.D. Blocks as follows:

20. Ibid, p. 176 also refer, Verrier Elwin, New Deal for Tribal India (Delhi, 1963).
(a) fragmented approach to development planning, (b) application of large number of standardised schemes in tribal areas, (c) neglect of the employment aspect of development, (d) failure to take up settlement of land disputes in the pre-extension stage, (e) investment of as much as 20 per cent in construction in productive schemes like agriculture, animal husbandry, etc. Other criticisms of the T.D. Block programmes were: (i) they were in most cases the exclusive efforts of the tribal sector and the general sector programmes failed to reach the tribal areas, and (ii) the benefits of development did not percolate beyond the upper crust of the tribal community in most of the areas.

Vidyarthi and Rai refer to the following deficiencies in the earlier plans for tribal development.

(i) Neglect and lack of special attention to tribal and scheduled areas in spite of constitutional provisions;

(ii) Poor and inadequate allotment of funds in both general and special sectors to cover all aspects of development of the tribal areas;


22. Ibid, p.54.
(iii) Tribal Development Blocks are too small a unit of development for overall development;
(iv) Inadequate administrative machinery;
(v) Lack of effective personnel policy;
(vi) Lack of reliance on the part of the Government on the local anthropology of the folk
(vii) Excess politicization of the tribal issues; etc.\(^\text{23}\)

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 has to be provided by the concerned sectoral authorities. Since every department is responsible, within its functional jurisdiction for the even development of the entire state, the problems of the tribal areas have to be given special attention at a higher priority in their normal programmes.

The problem of tribal development has been broadly divided into two parts, viz; (i) areas of tribal concentration, and (ii) dispersed tribal communities.\(^\text{24}\) This seemed

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to be necessary for clearly defining the strategy, policy and programmes for their faster development. In the case of areas of tribal concentration, it is possible to envisage that, programmes taken up for infrastructure development in the area may benefit the tribal communities and provide the necessary conditions for taking up community-oriented programmes. Experience, however, has shown that area development programmes by themselves have not benefitted the tribal communities in the past; sometimes area development has been at the cost of the tribal interest. Therefore, a concept of area development with focus on the development of the tribal communities has been evolved for areas where the tribes are a predominant community.

In the case of dispersed tribals, no separate scheme of infrastructural development and area development can be envisaged as a part of tribal development strategy. They must partake in the general developmental schemes in the region. The programmes of tribal development, in the case of dispersed tribals have to be community based. In order to give a boost to the tribal development, the plan for the tribal areas have been bifurcated from the general State Plan. Thus, the "Sub Plan" for the tribal belt, which is a part of the State Plan aims 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 represent the totality of public sector effort in that area. The resources comprise the following elements:

(a) State Plan outlays, (b) Sectoral outlay in the Central Ministries, (c) Special Central Assistance, and (d) Institutional finance.

The total outlays on the tribal sub-plans during Fifth Five Year Plan has been fixed at Rs. 1,440 crores. The details of this have been given in Table No. 4.2(42.152-3).

The scope of the sub-plans, thus, is much more wider than that of the State Plans. In this case, a problem solving approach has been accepted for the first time not only in principle but with adequate provision for policy review in all important matters and financial support for any action necessary. The guidelines for preparation of sub-plans have set this frame in very clear terms and have stipulated that "as the development of the people has to be the central point of attention of the sub-plans, in many cases, it may be necessary to look at the problems
unfettered by the existing formal, procedural or legal frame. The final course may be defined only after fully examining the impact of all the factors of the tribal life. The States may bring up these issues, where necessary, to the Union Government so that they can be considered at the highest level before anything is allowed to stand in the way of fast development of these people.  

The new approach to the problem of tribal areas has administrative implications in two important respects. Firstly, the problem of development in the tribal areas is not simple one. Two different socio-economic systems of unequal strength are coming in contact in these areas. The two facets of administration in these areas, viz., protection and development become indistinguishable in these areas. The second important implication for administration arises from the need for the total developmental efforts assuming an 'organic' character in the context of simple tribal situation. The tribal is not used to sectoralised approach which is the distinguishing characteristic of advanced communities.

25. Preparation of Sub-Plans for Tribal Regions (New Delhi, 1978) p.3-10. Also refer Tribal Development in the Fifth Plan: Some Basic Policy Papers (New Delhi, 1974).
### TABLE NO. 4.2

**Allocation of Resources for Tribal Area Sub-Plan in Each State/Union Territory During Fifth Plan Period (1974-78)**

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>State</th>
<th>State Plan</th>
<th>Special Central Assistance</th>
<th>Institutional Finance</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Andhra Pradesh</td>
<td>34.35</td>
<td>7.00</td>
<td>1.00</td>
</tr>
<tr>
<td>2</td>
<td>Assam (Plains)</td>
<td>31.01</td>
<td>9.00</td>
<td>2.00</td>
</tr>
<tr>
<td>3</td>
<td>Bihar</td>
<td>219.00</td>
<td>27.00</td>
<td>20.00</td>
</tr>
<tr>
<td>4</td>
<td>Gujarat</td>
<td>84.06</td>
<td>16.29</td>
<td>4.50</td>
</tr>
<tr>
<td>5</td>
<td>Himachal Pradesh</td>
<td>12.81</td>
<td>3.19</td>
<td>NA</td>
</tr>
<tr>
<td>6</td>
<td>Karnataka</td>
<td>4.20</td>
<td>0.66</td>
<td>0.22</td>
</tr>
<tr>
<td>7</td>
<td>Kerala</td>
<td>1.40</td>
<td>0.50</td>
<td>1.97</td>
</tr>
<tr>
<td>8</td>
<td>Madhya Pradesh</td>
<td>33.00</td>
<td>30.97</td>
<td>21.00</td>
</tr>
<tr>
<td>9</td>
<td>Maharashtra</td>
<td>100.00</td>
<td>11.00</td>
<td>1.00</td>
</tr>
</tbody>
</table>

<p>| | | | | | | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
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</thead>
<tbody>
<tr>
<td>10. Manipur</td>
<td>40.00</td>
<td>4.34</td>
<td>NA</td>
<td>NA</td>
<td>44.34</td>
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<tr>
<td>11. Orissa</td>
<td>140.28</td>
<td>26.60</td>
<td>12.74</td>
<td>217.21</td>
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<td>12. Rajasthan</td>
<td>31.02</td>
<td>9.06</td>
<td>11.33</td>
<td>64.41</td>
<td></td>
<td></td>
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<tr>
<td>13. Tamil Nadu</td>
<td>4.57</td>
<td>1.36</td>
<td>0.38</td>
<td>8.43</td>
<td></td>
<td></td>
</tr>
<tr>
<td>14. Tripura</td>
<td>17.00</td>
<td>2.89</td>
<td>NA</td>
<td>21.02</td>
<td></td>
<td></td>
</tr>
<tr>
<td>15. Uttar Pradesh</td>
<td>2.30</td>
<td>0.30</td>
<td>0.05</td>
<td>3.17</td>
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<td></td>
</tr>
<tr>
<td>16. West Bengal</td>
<td>40.50</td>
<td>7.19</td>
<td>NA</td>
<td>47.69</td>
<td></td>
<td></td>
</tr>
<tr>
<td>17. Andaman &amp; Nicobar Islands*</td>
<td>1.30</td>
<td>0.40</td>
<td>NA</td>
<td>1.90</td>
<td></td>
<td></td>
</tr>
<tr>
<td>18. Goa, Daman &amp; Diu</td>
<td>0.70</td>
<td>0.40</td>
<td>0.02</td>
<td>1.12</td>
<td></td>
<td></td>
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<td></td>
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<td></td>
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<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>975.00</td>
<td>178.15</td>
</tr>
<tr>
<td>Primitive tribes</td>
<td>10.00</td>
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<td></td>
<td></td>
<td>10.00</td>
<td></td>
</tr>
<tr>
<td>Reserve</td>
<td></td>
<td>1.85</td>
<td></td>
<td></td>
<td></td>
<td>1.85</td>
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<tr>
<td>Totals</td>
<td>190.00</td>
<td></td>
<td></td>
<td></td>
<td>1440.21</td>
<td></td>
</tr>
</tbody>
</table>

*Tentative, N.A. - Not available
The sectoralised approach, therefore, seems to be not appropriate in these areas. The entire developmental system in the country is designed on the model of sectoral specialisation. Each sector or sub-sector tries to establish a clear and identifiable chain from the highest level in the Centre or the State to the farthest possible point in the field depending on its capacity to stretch the system. In the tribal areas, this approach, many a time becomes dysfunctional. It was in the context of this basic dissonance in the tribal scene that the Tribal Welfare Departments sometimes tended to assume direct responsibilities for numerous small programmes.

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

The entire tribal sub-plan area has been divided into a number of integrated Tribal Development Projects in the areas where the tribal concentration is more than 30 per cent. It is gradually to be extended to dispersed tribal communities and isolated pockets.27

27. Statistically index of tribal concentration of an area can be computed as follows—

(i) If A is the area for which the index of tribal concentration is to be computed,

(ii) a1, a2, ... an are the n sub-regions of any size.

(iii) N is the total population of the State and Na the total population in a sub-region.

(iv) Tn is the total tribal population of the State and Tna tribal population in a sub-region an.

Then total index of tribal concentration in area A with a, the sub-region, as the unit can be as follows

\[
I_a = \frac{\sum T_a x T_n}{\sum T_n} = \frac{1}{n} \sum T_a \times T_n \quad \text{where} \quad \sum N_a = N \quad \sum T_n = T
\]

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 178 Integrated Tribal Development Projects (I.T.D.P) have been carved out. Some of the projects are co-terminus with the District in the case of small Districts. In most cases, the projects are co-terminus with Sub-divisions/Tehsils.

Since the project represents the total developmental effort in that area and has to adopt the 'problem-solving' approach, covering a large spectrum from protection to welfare, it has been conceived as comprising of the totality of the existing administrative apparatus in the concerned area.

A project authority has been constituted for each ITDP 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 allround development of the area under the leadership of the Collector, the Project Officer providing the necessary administrative support. Since the
individual development departments are responsible for their own functional activities, the Project Officer is relieved of the day-to-day responsibility in respect of specific individual schemes. His basic task is to establish direct contact with the people and help them in an essentially unequal situation.

In most of the States, the number of Integrated Tribal Development Projects is not large. The project authorities have a direct link with the Tribal Commissioner.

Delegation of powers, both administrative and financial, is essential to any effective administration. Adequate powers have been 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 has been worked out, viz. (i) the Project Officer, (ii) the Chairman of the Project Authority, and (iii) the Project Authority as a collective body.

Three Integrated Tribal Development Projects have been started in Himachal Pradesh since 1976. They are I.T.D.P. Kinnaur, I.T.D.P. Lahaul-Spiti, and I.T.D.P. Pangi and Sharmour in Chamba District. The headquarters of these I.T.D.Ps. are at Kalpa, Keylong and Chamba respectively. The administrative set up for the tribal administration in Himachal Pradesh has been indicated in Chart No. 4.3.
The Commissioner for Tribal Development is the head of the department and the Project Officer is the head of office. At the headquarter, the Commissioner is assisted by one Deputy Secretary/Under Secretary. Both the Commissioner (who is Secretary as well) and the Deputy Secretary look after some other departments as well, in addition, to the tribal administration. Below the Deputy Secretary, there is one Section Officer and other staff. At the project level, the Project Officer is assisted by two Assistants, one Clerk, one Steno besides one Driver, one Peon and a Chowkidar. The projects are further sub-divided into sub-projects which are co-terminus with the revenue Sub-divisions. The Kinnaur project consists of Kalpa, Pooh and Nichar sub-projects, the Lahaul-Spiti project is sub-divided into Lahaul sub-project and Spiti sub-project. The Chamba project comprises of Bharmour and Pangi sub-projects. The Sub-divisional Officers' of these areas have been designated as Sub-Project Officers.

At Chamba, there is a Project Advisory Committee. The Collector (D.C.) of Chamba District is the Chairman of the committee. The Project Officer is the Member-Secretary. All the District level officers, S.D.Os and B.D.Os of Bharmour and Pangi Sub-division, Member of Parliament, Member of Legislative Assembly, Chairman of the Panchayat Samitis
of the concerned sub-project are members of the committee. At the State level, there is a similar advisory committee with the Chief Minister as Chairman and Tribal Commissioner as Member Secretary. There is a separate Minister for tribal development. Besides the Minister (T.D.) Chief Secretary, other Secretaries and heads of departments are the members of this Committee. The financial powers of the Commissioner, Collectors (D.C.S), Project Officers and S.D.Os. have been indicated in Table No.4.4. The following functions of the Project Officer may be envisaged:

(a) Identification and demarcation of areas of tribal concentration; (b) Recognition of more backward communities. (c) Identification of primitive pockets for special attention for development under the package programme; (d) Formulation of tribal sub-plan and preparation of Integrated Tribal Development Project Report; (e) To serve as a link between the local developmental officers and the Deputy Commissioner on one side and the Commissioner for Tribal Development on the other; (f) To accord financial sanctions for schemes within his powers; (g) To coordinate and supervise all developmental activities in the sub-plan area; (h) To prepare periodic progress reports of schemes; (i) Implementation of protective legislation; (j) To serve as
<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Nature of Power</th>
<th>Powers delegated to:</th>
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|        |                | S.D.O. Project Officer Deputy Commissioner Tribal Dev.
|        |                | Commissioner      |
| 1.     | To sanction individual schemes, including Administrative approval for repair and maintenance of work. | Rs. 3000 Rs. 25000 Rs. 1 lakh Full powers. |
| 2.     | To sanction expenditure on the purchase of materials through prescribed sources for the execution of the schemes. | Rs. 5000 Rs. 10000 Full powers |
| 3.     | To sanction grants-in-aid to various local institutions (each case) | Rs. 2500 Rs. 5000 Rs. 25000 Full powers (each case) |
| 4.     | To accord Administrative approval for original works. | Rs. 5000 Rs. 25000 Rs. 1 lakh Full powers (each case) |
| 5.     | To sanction expenditure for the repair of tools, equipment and machinery, etc. | Rs. 1000 Rs. 5000 Full powers (each case) |

a member-secretary of Advisory Committee on Tribal Development; (b) Reformation of personnel policies; and (c) Identification of basic infrastructure required for economic development and establishment of inter sectoral linkages that are proposed for development.

**Management** However, at the moment the Project Officer in Chamba (as elsewhere in Himachal Pradesh) is head of office. He has financial powers as provided in Himachal Pradesh financial rules for heads of offices. In addition to this, he has been given financial powers for sanctioning schemes, etc. to be undertaken in the tribal areas, purchase of machines and equipment required for the schemes, etc. He is expected to coordinate the activities of the various development departments in the project area. He, however, has no control over any of the District Officers of various development departments. He has no control over the S.D.Os who are supposed to work as Sub-Project Officers. In the same way, he has no administrative or financial control over the Block Development Officers or the Revenue Officers posted within the project areas. Though he is expected to monitor the progress of the ongoing schemes there is no direction authorising him to inspect the schemes of various departments.
In the existing system, it appears that he is to assist the Deputy Commissioner for the tribal development work. However, there is one more functionary designated as District Development and Planning Officer (DDPO). He also has the jurisdiction over the entire district including the tribal areas of Bharmour and Pangi. Comparatively, the DDPO has more control over the B.D.Os through whom most of the development programmes are executed.

The Project Officer at Chamba, is thus mainly concerned with according sanctions for the schemes to be undertaken in Bharmour and Pangi. He arranges the Tribal Development Committee meetings, compiles the progress reports sent by the different departments and submits the same to Commissioner for Tribal Development and to Deputy Commissioner. He may inspect the ongoing works and submit his observations to the Commissioner, Deputy Commissioner and the departments concerned. The Project Officer has neither the authority nor the capacity to influence the working of any of the development departments in the tribal areas. His control in the office also is limited.

At present, neither the Project Officer, nor the Deputy Commissioner nor the Tribal Advisory Committee can divert allocations from one head to other. In case they feel that such diversion is necessary, the Project Officer
refers to the Commissioner who conveys his decision or that of State/Union Government. There are some powers of diversion with the head of department. On many occasions, the diversions or re-allocation are done by them directly and the project authorities are unaware of the same. The Commissioner for Tribal Development have been given the powers of the Secretary of all the departments within the project area. The financial powers of the Deputy Commissioner in many cases are at par with the Head of Department. All these have been done to expedite and streamline the working in these areas.

At present the two Sub-divisions Fungi and Bhaunour are a part of the same project. Keeping in view the terrain and backwardness, it would be worthwhile to have independent projects for these two Sub-divisions.

It is thus clear that the organisational structure for the Tribal Development in Himachal Pradesh is of a departmental type. Though, the department type of organisation is normally conceived as most suitable, in some States, Tribal Development Agencies and Corporations have also been set up. The 'Agency' and 'Corporation' type of organisation presupposes more delegation of powers, both financial and administrative, more autonomy, flexibility, etc. Up to now, the department type of organisation had
been formulating and implementing the development programmes in the tribal areas. It may be worthwhile to try agency or corporation type of organisation for formulating and implementing the development programmes in these areas.

**Development Programmes:** The development programmes in these two Sub-divisions include those of agriculture, horticulture, animal husbandry, power and industry, communication, education, health, etc.

The programmes for agricultural development can be grouped into five categories, i.e. (a) improved seeds programmes (b) manures and fertilisers, (c) commercial crops, (d) plant protection scheme and (e) demonstration and popularisation of improved agricultural implements, etc. The improved seeds programme includes distribution of improved seeds (cereals) and construction of seed-cum-fertiliser stores. The manures and fertiliser programme includes: (a) distribution of fertilisers, (b) development of local manurial resources, and (c) soil testing centres. Commercial crops programme includes development of sunflower, soyabean, pulses and oil seeds. Besides these, there are plant protection schemes and demonstration and popularisation of improved implements as well.
The development programmes in horticulture are:
(a) development of fruit production, (b) establishment of mobile units, (c) bee keeping development, (d) plant protection (e) training for orchardists, (f) development of horticulture-grant of subsidy, (g) grants of subsidy on Panchayat orchards, etc. The animal husbandry programmes includes (i) opening of new veterinary dispensaries and conversion of existing veterinary dispensaries into veterinary hospitals, (ii) subsidy for the supply of cattle/poultry/sheep, (iii) training of farmers in animal husbandry techniques, (iv) award of scholarships for the study of animal husbandry science.

The programmes for the development of power comprises of:
(i) augmentation of micro hydro schemes, and (ii) rural electrification. The programmes for development of industry and mining are: (i) granting industrial loans, (ii) grant of subsidy to small scale industry, (iii) subsidy on industrial loans, (iv) mineral development etc. The programmes for the development of communications include construction of:
(a) motorable/jeepable roads, (b) bridges, (c) widening of existing roads, etc. Educational programmes includes:
(i) opening of primary schools, (ii) middle schools
(iii) high schools, (iv) providing free text-books, (v) free
writing material; (vi) free clothing, (vii) construction of school buildings, etc. The health programme includes: (i) upgrading of existing health facilities (ii) opening of new health institutions, (iii) prevention of diseases, (iv) family planning programmes, etc.

All these programmes have been discussed in detail in the subsequent chapters.