CHAPTER-3
CHAPTER – 3
DEVELOPMENTAL PROGRAMMES FOR TRIBAL DEVELOPMENT

The Government of India has been entrusted with special responsibility for the welfare of the tribes and the amount of interest it has been evincing is not insignificant. The tribal setting is quite complex and it is a challenging task for the policy makers, planners, and administrators to tackle the problem of tribal development in the country. So, the tribal situation warrants a different development perspective. It is with this promise that the Indian Constitution has provided special measures and safeguards for the benefit of the tribal people.

The greatest challenge that the Government of India has been facing since independence is the proper provision of social justice to the Scheduled Tribe people, by ameliorating their socio-economic conditions. Scheduled Tribes constitute the weakest section of Indian’s population, from the ecological, economic and educational angles. They constitute the matrix of India’s poverty. Though the tribals are the sons of the same soil and the citizens of the same country, they are born and grown as the children of the nature. From the historical point of view, they have been subjected to the worst type of social exploitation. They are practically deprived of many civic facilities and are subjected to isolation from modern and civilized way of living since many centuries. By the British, the Scheduled District Act of 1884 had initiated the tribals to keep most of these areas administratively separate; the same situation was allowed to continue under the Government of India Acts of 1919 and 1935.
However, after independence this policy was abandoned and new policy of tribal development and integration was initiated. The Constitution of India made definite provisions for the welfare and upliftment of the tribal people throughout the country. A review of the tribal situation would indicate that the strategy for development would require an intensive approach to the tribal problems in terms of their geographic and demographic concentration, for the faster development of the community. The community development efforts in the tribal areas were therefore, taken up for supplementation by stating a few special multipurpose tribal development projects covering a few blocks in 1954. A number of commissions and committees were appointed in the recent past to look into the problems of development in the tribal areas in the country and they have recommended a number of measures to remove the socio-economic imbalances and also to break down the old psychological barrier, which existed in the tribal areas. The special programmes for tribal development have been implemented in our country and state for the benefit of tribal population under the backward classes sector from the First Five Year Plan.

3.1 Tribal Developmental Programmes

The balanced development of all the regions has been one of the objectives of the independent nation. For this, the government has made several efforts for the tribal population. The Constitutional commitments prompted the policy-makers and the planners to accord high priority to the welfare and development of the scheduled tribes right from the beginning of the country’s developmental planning launched in 1951.
Recognizing the special needs and problems of tribals, a special provision was accorded to tribal development in the country and state development agenda from the very beginning of the Plan Era. Some important landmark achievements in tribal development are as follows:

Budget plan outlay reflects sum total of the developmental Agenda of the planning commission and the nation at large. As such the total plan outlay on the tribal developmental programmes in India over the Eleventh plans (As source from Ministry of Home Affairs and the annual Report of Ministry of tribal Affairs) amply indicates the total budget and the corresponding expenditure and its percentage of utility in the said period.

In the first five year plan stretching between 1951-1956 had a plan outlay on tribal development programmes was Rs.1,960 Crores and the amount spent on the said programmes was Rs.19.93 Crores amounting to 1 percent of expenditure.

In the second five year plan intending from 1956-61 had an enhanced plan outlay of Rs.4,672 crores which was far above the earlier plan outlay; the expenditure strikingly fell to Rs.42.92 crores which was only 0.62 percent of the outlay.

In the third five year plan which envisaged on additional budget nearly doubling the earlier outlay, saw an outlay of Rs.8,577 crores and the expenditure on the welfare programmes was only Rs.50.53 crores which was in tune with the earlier i.e. 0.60 percent.

In the fourth five year plan which was the extending from 1969-74 had an extraordinary tripling of plan outlay on the tribal development programmes i.e.
Rs. 15,902 crores the expenditure was a mere Rs. 7500 crores and was less than, the expenditure of the earlier plan in terms of percentage of expenditure i.e. 0.50 percent.

In the fifth five-year plan covering the period 1974-79 had a double outlay of Rs. 39,322 crores compared to the earlier plan had witnessed a great thrust in expenditure Rs. 1,182 crores which was Rs. 3.01 percent of the outlay.

In the sixth five-year plan expending from 1980-85 had a rise in the plan outlay on the tribal development programmes on its budget. The expenditure on the programmes also rose to Rs. 5,535 crores which was Rs. 5.67 percent of the total outlay.

In the seventh five-year plan outlay on tribal developmental programmes was the double of the earlier plan: the outlay stood at Rs. 1, 80,000 crores and the corresponding expenditure was Rs. 12, 000/- which saw a recognizable expenditure percentage of 6.67 were ahead of the earlier expenditure percentage.

In the eighth five-year plan allocation on the tribal development was Rs. 166,756,36 a little less than the earlier plans by expenditure surprisingly marked a support in the numbers with Rs. 15,800.05 crores with 9.47 percent.

The ninth five-year plan through enhanced in budget outlay, with an outlay of Rs 2,89,147.4 crores had seen an expenditure of Rs 23,375.0 crores i.e Rs 8.08 percent which was slightly less than the earlier plan expenditure.
Table 3.1
Distribution of the Table Plan outlay and Expenditure of Tribal Development Programmes in India.

<table>
<thead>
<tr>
<th>Sr.</th>
<th>Plan Period</th>
<th>Total Plan Outlay</th>
<th>Total Development Programme</th>
<th>Percentage %</th>
</tr>
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<tbody>
<tr>
<td>1</td>
<td>First Five Year Plan</td>
<td>1,960</td>
<td>19.93</td>
<td>1.00</td>
</tr>
<tr>
<td></td>
<td>(1951-1956)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Second Five Year Plan</td>
<td>4,672</td>
<td>42.92</td>
<td>0.60</td>
</tr>
<tr>
<td></td>
<td>(1956-1961)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>Third Five Year Plan</td>
<td>8,577</td>
<td>50.53</td>
<td>0.60</td>
</tr>
<tr>
<td></td>
<td>(1961-1966)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>Fourth Five Year Plan</td>
<td>15,902</td>
<td>75.00</td>
<td>0.50</td>
</tr>
<tr>
<td></td>
<td>(1969-1974)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>Fifth Five Year Plan</td>
<td>39,322</td>
<td>1,182.00</td>
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<tr>
<td></td>
<td>(1974-1979)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>Sixth Five Year Plan</td>
<td>97,500</td>
<td>5,535.00</td>
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</tr>
<tr>
<td></td>
<td>(1980-1985)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>7</td>
<td>Seventh Five Year Plan</td>
<td>1,80,000</td>
<td>12,000.00</td>
<td>6.67</td>
</tr>
<tr>
<td></td>
<td>(1985 – 1990)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>8</td>
<td>Eight Five Year Plan</td>
<td>1,66,756.36</td>
<td>15,800.05</td>
<td>9.47</td>
</tr>
<tr>
<td></td>
<td>(1992-1997)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>9</td>
<td>Ninth Five Year Plan</td>
<td>2,89,147.14</td>
<td>23,375.08</td>
<td>8.08</td>
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<tr>
<td></td>
<td>(1997- 2002)</td>
<td></td>
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</tr>
</tbody>
</table>


3.1.1. First Five Year Plan (1951-56)

During this plan period played a specific and special attention towards the development of tribal areas, because only certain piecemeal attempts such as educational schemes and welfare schemes were introduced. These schemes left concrete impact on tribal development.

It clearly laid down that the principles for the general developmental programmes that should be so designed to cater adequately to the needs of
backward classes and special provisions should be used for securing additional and more intensified development.

The First Five Year Plan outlined a positive policy for assisting the tribals as under:

1. Assisting them to develop their natural resources and to evoke a productive economic life wherein they will enjoy the fruits of their own labour and will not be exploited by more organized economic forces from outside;
2. It is not desirable to bring about changes in their religions and social life, except at the initiative of the tribal people themselves and with their willing consent;
3. It is accepted that there are many features in tribal life which should not only be retained but also developed; and
4. The qualities of their dialects and the rich content of their arts and crafts also need to be appreciated and preserved.

Taking into consideration the conditions of the tribal people, The First Planning Commission quoted that "There may be a good deal of justification for such (isolation) a policy of non-interference; but it is not easily practicable when tribal life has been influenced by social forces, the tribal communities have reached a certain degree of acculturization accompanied by the penetration of communications in the tribal areas, and of social services for the betterment of their lives.

In the First Five Year Plan, Community Development Projects for all round development of rural areas especially the weaker sections were started.
3.1.2. Second Five Year Plan (1956-61)

Envisaged welfare programmes of STs based on the understanding of their culture and traditions, for their socio-economic upliftment. Forty-three Special Multi-Purpose Tribal Blocks (SMPTBs) were created for about 25,000 people as against 65,000 in a normal block, which is an important landmark during this plan.

Envisaged that the benefits of economic development should accrue more and more to relatively less privileged classes of society in order to reduce inequalities. As for the scheduled tribes, 'welfare programmes have to be based on respect and understanding of their culture and traditions and an appreciation of the social, psychological and economic problems with which they are faced. This was in tune with “panchsheel” – the five principles of tribal development – enunciated by the first Prime Minister, Pandit Jawaharlal Nehru. An important landmark during the second plan was the creation of 43 Special Multi-Purpose Tribal blocks (SMPTBs) latter called Tribal development Blocks (TDBs) each was planned for about 25000 people as against 65,000 in a normal block. An amount of Rs.15 lakh per SMPTB was contributed by the central government. The committee on the SMPTBs set up under the chairmanship of Verrier Elwin (1959) studied the working of theses blocks and found that they were providing very useful services.

3.1.3. Third Five Year Plan (1961-66)

Followed the approach of equity of opportunity and to bring about reduction in disparities. Advocated the principles to establish greater equality of
opportunity and to bring about reduction in disparities in income and wealth and a more even distribution of economic power. While appraising the programmes of the third five year plan the 'Shilu AO Committee' submitted its report on the tribal development programme. It pointed out that if progress is to be judged by what remains to be done to bring the tribals on par with rest of the populations, the distance is still considerable.

Towards the end of the second plan, i.e., in 1959, the government of India appointed a committee under the chairmanship of Verrier Elwin to review the SMPT Blocks. According to the recommendations of this committee, during the Third Plan period, SMPT Blocks were renamed as Tribal Development Blocks (TDB) and suggested it to be opened in all areas where over 60% of the population were tribals. In addition to the normal allotment of Rs.12 lakhs to a community development block, a provision of Rs.10 lakhs for 1st stage, and Rs 5 lakhs for 2nd stage for TDB was also made.

3.1.4. Fourth Five Year Plan (1969-74)

Was to increase the standard of living of the STs. Special development projects in the agency areas of Andhra Pradesh, Bihar, Madhya Pradesh and Orissa were set up for targeted development of tribal areas, besides combating political unrest and left wing extremism.

Proclaimed that the basic goal was to realize rapid increase in the standard of living of the people through measures which also promote equality and social justice. An important step was setting up of six pilot projects in Andhra Pradesh, Bihar, Madhya Pradesh and Orissa in 1971 – 72 as central sector scheme with the
primary objective of combating political unrest and left wing extremism. A separate tribal development agency was established for each with Rs.1.50 crore for the core programmes of economic development and Rs.0.50 crore for arterial roads. These agencies were later merged with integrated Tribal Development Projects during the fifth plan.

3.1.5. Fifth Five Year Plan (1974-79)

Marked a shift in the approach with the launching of Tribal Sub-Plan (TSP) for the comprehensive development of the tribals. The TSP stipulated that the funds of the State and Centre should be quantified on the ST population on a proportional basis, with budgetary mechanisms for the welfare and development of the STs. For implementing the TSP strategy, Integrated Tribal Development Projects (ITDPs) were delineated in the tribal concentrated States. Special Central Assistance (SCA) to TSP and Grant-in-Aid under Article 275(1) of the Constitution were also initiated in this plan to provide additional funds to TSP implementing states for income-generating activities, infrastructure development and administratative reinforcement.

During the middle of the Fourth Five Year Plan, i.e., in the year 1972, the Planning Commission set up a "Task force on Development of Tribal Areas" with L.P. Vidyarthi as the Chairman. In their appraisal, the task force observed that in spite of various kinds of investment by the State and Central governments for tribal development in successive plans, the problem of the tribals reflected in primitive methods of agriculture, land alienation, indebtedness, adverse effects of industrialization, low rate of literacy, poor health of nutrition etc., had not been
solved. The committee opined that one of the important factors for the lack of impact so far was that development of Scheduled Tribes and tribal areas had been looked upon as a problem of ‘welfare’ as distinguished from ‘development’.

Taking into account of the recommendations of the task force and other previous committees, during the Fifth Five Year Plan, an altogether new approach was adopted towards tribal development. This was termed as Tribal Sub-plan. It envisaged the total development of the tribal areas and provided the mechanism for integrating the developmental activities of the government and the semi-government organizations by financing through the Integrated Tribal Development Project (ITDP). The Sub-Plan aimed at narrowing the gap between the levels of development of tribal and other areas, and to improve the quality of life of the tribal communities in general.

The investment in the tribal areas from the First Five Year Plan to the Fifth Five Year Plan is presented in the investment in tribal development has been increasing step-by-step in the proceeding plans. The percentage wise investment for tribal development was high during the Fifth Five Year Plan with 3.01% of total plan outlay.

The Tribal Sub-Plan 1974-79 basically represented disaggregation of sectoral programmes and the total outlay was a derived figure from this sector wise qualification. The First Sub-Plan 1974-79 accorded the highest priority to elimination of exploitation.

During the Fifth Plan, agricultural and allied sectors claimed the highest investment amounting 26% followed by education and health services which
accounted for about 21%. Co-operation has been given a very high step up during this plan period with a total investment of Rs.60 crores largely meant for marketing of agricultural and minor forest produces. Transport and communication had been kept at a low key claiming only about 8% of the total investment.

For each Integrated Tribal Development Project (ITDP), an Integrated Area Development Plan focusing attention on the specific problems of the area and the tribal people has been formulated. The Sub-Plan areas in each state thus comprised a number of viable projects.

3.1.6. Sixth Five Year Plan (1980-85)

Sought to ensure a higher degree of devolution of funds so that at least 50 percent of the tribal families were provided assistance to cross the poverty line. Emphasis was more on family-oriented economic activities rather than infrastructure development schemes. A “Modified Area Development Approach” (MADA) was devised for pockets of tribal concentration with a population of 10,000. Also 20 more tribal communities were identified as “Primitive”, raising the total to 72.

The Sixth Plan continued the Sub-Plan approach of the Fifth Plan. This was to be supplemented by target beneficiary approach with the objective of narrowing the gap between the level of development of the tribals and other developed communities and bringing about a qualitative change in the life of a tribal community.
The broad objectives of the Sixth Plan were:

i) A progressive reduction in the incidents of poverty and unemployment.

ii) Improving the quality of life through minimum needs programme.

iii) A reduction in inequalities of income and wealth.

iv) Infrastructure development for further exploitation of potential of the tribal region.

The strategy of development lays emphasis on consolidation of the gains of protective measures, programmes of full employment, education and health services. The programmes under different sectors of development are required to be intensified with suitable modifications to remove the present inadequacies in implementation. The States have to give due importance to the integration of programmes in the field and effective delegation of powers to the Project Authorities in Integrated Tribal Development Projects (ITDPs). The approach in the Sixth Plan for the development of backward areas in general was to rely, to a greater extent, on the development of agriculture, village and small-scale industries subsidiary occupations and related services and also the Minimum Need Programmes and Area Development Programmes. Improvement of economic status of the tribals should be the first concern and suitable programmes of horticulture, cattle development, poultry and piggery, etc, were carried out.

Emphasis was placed more on family- oriented programmes than on infrastructure development unlike in the previous Plans.
3.1.7. Seventh Five Year Plan (1985-90)

There was substantial increase in the flow of funds. Two national-level institutions - Tribal Cooperative Marketing Development Federation (TRIFED) as an apex body for State Tribal Development Cooperative Corporations, and National Scheduled Castes and Scheduled Tribes Finance and Development Corporation (NSFDC) - were set up to provide remunerative price for the Forest and Agriculture Produce of tribals and credit support for employment generation and skill development.

The basic premises of the Tribal Sub-Plan continued in the Seventh Plan also. During the Seventh Plan, the Tribal Sub-Plan strategy comprised the following.

(a) Identification of the Development Blocks where tribal population is in majority and their constitution into ITDPs with a view to adopt there an integrated and project-based approach for development.

(b) Marking of funds for the Tribal Sub-Plan and ensuring the flow of funds from the control of State plan, sectoral outlays and from financial institutions.

(c) Creation of appropriate administrative structures in tribal areas and adoption of appropriate personnel policies.

The programmes of tribal development with ITDP pattern was continued in the Seventh Plan also without any basic or major changes in the approach, pattern or structure, but better co-ordination was sought between various agencies, and social services were given priority. LAMPS (Large Agricultural Marketing Societies) were to be strengthened through broadening their popular...
Seventh Plan paid attention towards the rehabilitation of poor tribals and the removal of tribal women's backwardness.

Expenditure in different plan periods for development of Scheduled Tribes were that funds from State Plan is higher than the funds from the Special Central Assistance (SCA). SCA was low during the Fifth Five Year Plan and high during the Seventh Five Year Plan. The total expenditure for tribals development has been increasing sharply. The seventh Plan's investment was highest with 7951.82 crores. During the Seventh Plan the funds from the state Plan is high with 7100.57, crores.

3.1.8. Eighth Five Year Plan (1992-97)

Emphasized elimination of exploitation, land alienation, non-payment of minimum wages and restrictions on right to collect minor forest produce, etc., besides the socio-economic upliftment of the STs.

Efforts were intensified to bridge the gap between the levels of development of the scheduled tribes and those of other sections of the society so that by the turn of the century, these disadvantaged sections of population could be brought on par with the rest of society. The plan not only emphasized elimination of exploitation but also paid attention to the special problems of suppression of rights, land alienation, non-paying of minimum wages and restrictions on right to collect minor forest produce etc. Attention, on priority basis, continued to be paid for the socio-economic development of the scheduled tribes. A review of tribal development in the early nineties revealed that 'though the TSP strategy has yielded results, yet were not commensurate with the efforts
put in and investments made'. However, the allocation for the development of the scheduled tribes was increased during this plan period.


During this plan period envisaged advancement of STs through a process of:
(i) Social Empowerment; (ii) Economic Empowerment; and (iii) Social Justice for socio-economic development. An exclusive Ministry of Tribal Affairs was set up in 1999 for a focused approach to the development and welfare of the tribals in the country.

It is aimed to empower the scheduled tribes by creating an enabling environment conducive for them to exercise their rights freely, enjoy their privileges and lead a life of self-confidence and dignity, equitable with the rest of society. This process essentially encompassed three vital components, to this effect, while the scheduled tribe-related Ministries departments implemented general development policies and programmes, the nodal Ministry of Tribal Affairs implemented certain scheduled tribe-specific innovative programmes. The Programmes for the scheduled tribes in the Ninth Five Years Plan strived to ensure ‘People-centered Development’ and people’s participation, with effective involvement of Panchayat Raj institutions, in pursuance of the Constitutional (73rd and 74th) Amendments. Steps were taken for the devolution of financial as well as administrative powers to the local self-governments, so that the marginalized groups were also given the opportunity to participate not only in formulating the need-based programmes, but also in their implementation, supervision and monitoring. From this it was expected not only to go a long way in empowering
these groups, but also in the implementation of the various developmental programmes carried out in the true sense of co-operative federalism.

3.1.10. Tenth Five Year Plan (2002-07)

Continued the approach of Ninth Plan of Social Empowerment through promotion of new educational development schemes, Economic Empowerment through employment-cum-income generation activities and Social Justice through elimination of all types of discrimination. These strategies have been supported by the ongoing schemes of Central, Centrally Sponsored by the Ministry of Tribal Affairs, and 35 other Central Ministries and Departments. There was substantial increase in the outlays for the STs' development for various schemes in this plan period with emphasis on education, minor irrigation and development of forest villages. The planning commission approved an allocation of Rs.1,754 crores for the tenth plan. This allocation does not include grants for Special Central Assistance (SCA) and Tribal sub-plan TSP.

The Ministry of Tribal Affairs has taken up a number of initiatives to improve the socio-economic conditions of the scheduled tribes in the country. The allocation for programmes related to livelihoods and infrastructure like schools, ashrams, roads, minor irrigation, health care, etc., in tribal areas has increased. For the first time the Ministry of Tribal Affairs and the Ministry of Environment and Forest working with the Planning Commission, have taken a new initiative for the development of forest villages in the country.

The Ministry of Tribal Affairs has pointed out that the tribal people living in most of the villages are totally dependent on forests for their livelihood and
survival. They have been earning their livelihood under various activities of the forest departments. Some of these forest villages have been converted into revenue villages, but still there are about 2700 villages, which are forest villages. In a forest village, normal revenue administration is missing. As a result of which they have been denied basic minimum services. Over the years, the focus has shifted from production of timber to conservation of forests. In the process, production forestry took a backseat. Once timber harvesting stopped, employment opportunities for these people too got reduced. Mechanization also reduced employment opportunities. Since most of these villages are located in hilly and forest areas, it leads to certain limitation on access and connectivity. This has led to a situation where these people have failed to attain the same level of socio-economic development as other segments of society. Planning commission allotted Rs. 250 crores to the Ministry of Tribal Affairs during 2005-06 to the development of forest villages, under special central assistance to Tribal sub Plan spreading over 13 states. To facilitate smooth and fast implementation, the Ministry of Environment and Forests has accorded general approval for taking up various development works in forest areas under the Forest (Conservation) Act 1980. The Tribal Development and Forest Department in the states have joined hands for improving the lives of people living in these forest villages. To consider the proposals from states, there is a tripartite committee comprising officials of the Planning Commission, National Commission of Scheduled Tribes, Ministry of Environment and Forests and Ministry of Tribal Affairs.
3.1.11 Eleventh Five Year Plan (2007-2012)

The main objectives of the eleventh plan in promoting the scheduled tribes are as followes.

1. Reduction in the incidence of poverty and unemployment and thereby reduction in income inequalities.

2. Human resource development by providing economic and health services and development of confidence among the people through intensive educational efforts.

3. Development and strengthening of infrastructure base for further economic development of the resources (physical and human) in tribal areas.

4. Providing physical and financial security against all types of exploitation.

5. The strategy to achieve these objectives includes a blend of area based and individual based approach. The efforts are to strengthen and develop vibrant socio-economic infrastructure and to provide better means of livelihood to those who still live on inadequate economic base. Primitive Tribal Groups (PTG), are and need specific education coupled with skill up gradation shall be given priority.

6. Formal schooling shall be strengthened by taking advantage of “Sarva Shiksha Abhyan”. Trained tribal youth shall be inducted as teachers.

7. Teaching shall be in tribes, mother tongue/ dialect.

8. Considering PTG’s poverty, school-going children shall be provided incentives.
9. Emphasis shall be laid on vocational education and training.

10. PTGs shall enjoy the ‘right to land’. Any form of land alienation shall be prevented and landless PTGs given priority in land assignment.

11. Public distribution system (PDS), shall be introduced to ensure regular food supply. Grain Banks shall be established to ensure food availability during crises.

12. PTGs’ Participation in managing forests shall be ensured to meet their economic needs and nourish their emotional attachment to forests.

3.2. Tribal Sub-Plan for Tribals

In order to focus on tribal development, a Tribal Sub-Plan (TSP) strategy was initiated in the state since 1974-75 in the fifth Five Year Plan, having objectives of socio-economic development and protection of STs against exploitation through legal and administrative support for narrowing the gap between their levels of development to that of the general communities. The important aspect of this strategy is to ensure allocation of funds for TSP areas at least in proportion to the ST population of each State/UT. The TSP strategy is now being implemented through 196 Integrated Tribal Development Projects/Integrated Tribal Development Agencies (ITDPs/ITDAs), 259 Modified Area Development Approach (MADA) pockets, 82 clusters and 75 Primitive Tribal Groups in 23 TSP States/UTs. Over the years, changes have been made in modalities to make the approach more effective and beneficial to the tribals. In the Sixth Plan, MADA was adopted to cover smaller areas of tribal communities having 10,000 population of which 50% or more were tribals. In the Seventh Five Year Plan
clusters having a total population of at least 5000 and above with ST concentration of 50% or more outside the TSP were included. Later, the development of the Primitive Tribal Groups (PTGs) has also been included in the strategy. The TSP Programmes are to be financed by the following sources: (a) Tribal Sub Plan funds from State /UT Plans and Central Ministries/ Departments; (b) Special Central Assistance (SCA) to Tribal Sub Plan (TSP); (c) Grants under Article 275 (1) of the Constitution to the States/UTs; (d) Funds through Central Sector Schemes; (e) Funds from Centrally Sponsored Schemes; and (f) Institutional Finance.

The tribal development under TSP envisages: (i) Educational promotion schemes of schools, residential schools, hostels, scholarships, special coaching/training, etc.; (ii) Agriculture and allied activities by providing minor and medium irrigation facilities, animal husbandry, dairying, poultry, etc.; (iii) Improvised credit and marketing facilities for agriculture and minor forest products; (iv) Special training programmes to tribal farmers; (v) Irrigation and power facilities to promote agricultural production and small scale industry, etc.; (vi) Provision of basic infrastructure for speeding up the socio-economic development of the tribal areas through community centres, communication network, schools, health centres, rural electrification, drinking water and other facilities etc. that are to be provided to the tribals; (vii) ITDP, MADA, Cluster and Primitive 36 Tribal Groups special comprehensive developmental projects were to be prepared by the States/UTs; and (viii) Integrated Tribal Development Agencies (ITDAs) were created for the development of tribals in the tribal
Schedule Areas. The above-mentioned Central or State schemes are implemented by ITDA. The TSP is funded through earmarked components of (a) the State Plan (48%); (b) Plans of Central Ministries and Departments, Centrally Sponsored Schemes (38%); (c) Special Central Assistance (7%); and (d) Institutional finance for the credit portion of beneficiary oriented schemes (7%). The State Plan allocation takes the form of a Sub-Plan item in the budgetary allocations of each line department. In the Government of India, most of the key departments place their Sub-Plan allocations

3.3. Legal and Policy Framework

For Tribals in government of India, has not only formulated a number of policies to safeguard the interests of the tribals but also has initiated a number of development schemes for the welfare and upliftment of the tribal communities. They are broadly categorized into the following and discussed in the subsequent sections:

3.4. Constitutional Safeguards:

A number of constitutional provisions are already in place to safeguard the interests of the tribals in the country. Some of the important ones are indicated below.

3.5. Administration:

Under Clause (1) of Article 244, the Fifth Schedule applies to the administration and control of the Scheduled Areas and STs in a state.
3.6. Tribal Development:

Article 275(1) provides for Grants-in-Aid of the revenues of a state to enable it to meet the cost of development schemes for the welfare of STs in that state.

3.7. Promotion of Education:

Article 15(4) along with subsequent amendments empowers the state to make any special provision for the advancement of any socially and educationally backward classes including STs and also enables the state to reserve seats for them in educational institutions.

3.8. Political Safeguards:

Article 330 & 332 provides for reservation of representation of SCs & STs in the Lok Sabha (Parliament) and Vidhan Sabhas (State Legislative Assemblies).

3.9. Employment:

Article 16(4) empowers the state to make, “any provision for the reservation of appointments or posts in favour of any backward class of citizens (including STs) if not represented adequately in the services under the state”.

3.10. Reservations in Educational and Employment Opportunities:

The Constitution of India provides for reserving certain percentage of seats in all educational institutions and public employment in proportion to the tribal population. Residential or “Ashram Schools” are being run in the ITDA areas to provide primary and secondary education for the STs. According to Article 17: Civil Rights, “Untouchability” is abolished and its practice in any form is forbidden. Enforcement of any disability arising out of “Untouchability” shall be an offence punishable in accordance with law.
3.11. Policy Regulations:

The following laws, rules and regulations and policies pertaining to tribals and tribal tracts have special relevance to the project under assessment.

3.12. The Agency Tracts Interest and Land Transfer Act, 1917

Restricts transfer of land in the Agency (tribal) tracts. It regulates debt and interest on the borrowings by the hill tribes and transfer of their immovable property. It was enacted primarily to safeguard the interest of the hill tribes in the area over which it extended and to protect them from exploitation by non-tribals and moneylenders. It permitted transfer of land only among tribals and laid down that the interest accrued over the debts borrowed by the tribals shall not exceed the principal amount.

3.13. National Forest Policy 1988:

The GOI, through a Resolution dated 7th December 1988, has revised its Forest Policy. The strategies relevant for Tribal welfare and development in this policy states: “Having regard to the symbiotic relationship between the tribal people and forests, a primary task of all agencies responsible for forest management, including the forest development corporations should be to associate the tribal people closely in the protection, regeneration and development of forests as well as to provide gainful employment to people living in and around the forest”.

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3.14. The Andhra Pradesh Scheduled Areas Land Transfer Regulation, 1959 extends the provisions of the above Act:

By exercising the powers conferred under Schedule 5 (2) of the constitution, the Government of Andhra Pradesh has made this enactment. This Regulation was enacted to regulate the transfer of land in the Scheduled Areas in the Districts of East Godavari, West Godavari, Visakhapatnam, Srikakulam, Adilabad, Warangal, Khammam and Mahaboobnagar in Andhra Pradesh. The transfers of lands in the Scheduled Areas prior to the enactment of Andhra Pradesh State Land Transfer Regulation 1959 were governed by:

1. The Agency Tract Interest and Land Transfer Act 1917 in respect of Andhra Area and
2. The Tribal Areas Regulation III of Fasli 1959 in Telangana Region. The Act was extended to Telangana Region on 1-12-1963.

According to Section 3(1) A of the Regulation, any transfer of immovable property situated in the Agency Tracts by a person, whether or not such person is a member of Scheduled Tribe, shall be absolutely null and void, unless such transfer is made in favour of person, who is a member of ST or a society registered or deemed to be registered under the AP Cooperative Societies Act 1964 which is composed solely of members of Scheduled Tribes. The immovable property shall include according to this statute, standing crops, timber, and trees but does not include growing grass.

The term "Transfer" as defined in sub section G of Section 2 of Regulation 1959 means a Mortgage with or without possession, lease, sale, gift,
exchange or any other dealing with immovable property, not being a testamentary disposition and includes a charge on such property or a contract relating to such property in respect of such; Mortgage lease, sale, gift exchange or other dealing.

Further as per sub section (4) of Section 3 of the A.P.S.A.L.T.R, the expression transfer includes a sale in execution of Decree and also a Transfer made by a member of a ST in favour of any other members of ST, Benami for the benefit of a person who is not a member of ST: but does not include a partition or a devolution by succession. Hence even Benami transfers are prohibited under the Regulation.

Section 3 of the regulation declares that any transfer of immovable property situated in the Agency tracts by a person, whether ST or not, would become absolutely null and void. However such a transfer of immovable property would be valid, if it is transferred to either a scheduled tribe or a society registered or deemed to be registered under Andhra Pradesh Co-operative Societies Act, 1964, which is composed solely of member of the scheduled tribes.

Prohibition of transfer of immovable property by a non-tribal to another non-tribal, is not an unreasonable restriction. And if any transfer is made in contravention of section 3 of the regulation, the competent officer appointed under the regulation viz the agent of the agency divisional officer or prescribed officer, may restore the transferred lad, back to the transferee or his legal heirs.

Under Section 3 (v) of the regulation is willing to sell his land, but is unable to do so, due to the fact that no ST wants to purchase the land, then he apply is to the agent or other competent officer, for acquisition of such land by the
state government and in such event, the competent officer may take over such land, but by determined in accordance with the principle specified in Section 10 of the Andhra Pradesh ceiling on Agricultural Holdings Act, as if the surplus land is surrendered to the government. It should be disposed of in favour of members of ST or SC or a cooperative society consisting solely of the ST members.

Section 3-A of the regulation, specially provides that any person holding immovable property in agency tracts may mortgage without possession such property to any

1. Co-operative society
2. Land mortgage bank
3. Bank
4. Other financial institution approved by the government for the purpose of raising loans.

No immovable property owned by a S.T to be attached and sold in execution of a money decree except to the extent prescribed under rule 12 in accordance with Agency Rules. (Refer Section 5 and Rule 12). However, in case of default of payment of the loan, the mortgaged property may be sold/auctioned it, but it can be sold only to a scheduled tribe or a society composed solely of members of the scheduled tribes.

According to Section 3-B104 of the Act, no document relating to the transfer of immovable property, situated in the Agency tract, should be registered by any registering officer, unless the person presenting the document furnishes declaration by the transferee in the prescribed form that the transferee is a ST of a
scheduled tribe or a society registered composed solely of member of the scheduled tribes.

Thereby to summarize the process of transfer of immovable property by a tribal in the tribal areas, the following points have been formulated:

The Act also prohibits transfer of property form non-tribals to other non-tribals. The rationale behind such clause is that although transfer of property form non-tribals to other non-tribals would not diminish the pool, it would maintain status quo. But it is not sufficient or fair enough to freeze the exploitative deprivation of the tribals and thereby legalize and perpetuate the past-wrong instead of affecting the same. As a matter of fact, it would be unjust, unfair and highly unreasonable merely to refreeze the situation instead of reversing the injustice and restoring the status quo ante. The regulation has a prospective and not a retrospective effect.


The Andhra Pradesh Mahals (Abolition and Conversion into Ryotwari) Regulation, 1969, and The Andhra Pradesh Mutta (Abolition and Conversion into Ryotwari) Regulation, 1969: These are landmark enactments and promulgations that facilitated state ownership of private estates and lands in the Scheduled Areas and paved the way for settlement of land tenure. Prior to these enactments and promulgations, lands in the Scheduled Areas were under private ownership in the form of estates. Mahals were private estates in certain parts of the present Khammam District. ‘Estates’ and Mahals’ owners leased parts of their lands to
tenants for cultivation. In the Scheduled Areas of Visakhapatnam and East Godavari districts, the then rulers granted "Mokassas" and "Mutta rights" to certain individuals in recognition of the service rendered by them like assisting in collection of land revenue, maintaining law and order, etc. Since these were basically grants, the tribals did not have absolute rights over these properties. Through abolition of Estates and Mahals, the state paved the way for settlement of rights of all the tribal tenants who tilled these lands. The forested areas of these Estates were taken over and reserved as State Forests. Further, through abolition of Mutta rights and their conversion into Ryotwari Pattas, the Mokassas and the Mutta rights were settled in favour of the tribals who tilled these lands. Thus, the enactments and promulgations paved the way for settlement of land rights to the tribals.

3.16. Development and Welfare Measures:

Following are some of the important initiatives and programs taken up by the government for the overall socio-economic development of tribal areas and tribal people. These include both economic schemes as well as infrastructural development in tribal areas. Economic schemes are both individual oriented and group-based, and include in most of the cases, subsidy in the range of 50-75%.

3.17. Tribal Sub-Plan (TSP) Strategy in Andhra Pradesh:

In order to focus on tribal development, a TSP strategy is being implemented in the state since 1974-75. This strategy comprises identification of tribal majority blocks, earmarking of fund under various sectoral programmes for these identified areas along with mobilization of institutional finance and creation of
administrative structure. This has provided focused development of tribals across all sectors.

Ten Integrated Tribal Development Agencies (ITDAs) have been created for the development of tribals in the tribal Schedule Areas in order to provide single line administration so as to deliver prompt and accessible government services. Legal provisions such as special agency courts were also set up to give speedy justice to the tribals. The main schemes implemented by ITDAs include minor irrigation, soil conservation, horticulture, fisheries, sericulture, health and infrastructure for social support services. Centrally sponsored schemes are also being implemented to tackle special problems, namely, malnutrition, adult literacy and rehabilitation of shifting cultivators. Tribal administration vastly improved after these institutions were created; however, it has not managed to address the crucial issues of basic human and fundamental rights of the tribal people. The Tribes Advisory Council (TAC) was formed, consisting of political representatives and administrators, in order to advise and guide the policies of the state on tribal matters.

The Integrated Tribal Development Agencies (ITDAs) are in operation in eight districts, viz., Srikakulam, Vizianagaram, Visakhapatnam, East Godavari, West Godavari, Khammam, Warangal and Adilabad. Apart from this, there are two ITDAs, one exclusively for the Chenchus at Srisailam and the other for the Yanadis at Nellore. Outside the sub-plan area (ITDA areas), there are 41 pockets of tribal concentration covering 11 districts where Modify Area Development
The Girijan Cooperative Corporation (GCC) Ltd., established in 1956 by the Government of Andhra Pradesh to achieve socio-economic upliftment of the tribals is actively engaged in the following major activities: (a) Procurement of Minor Forest Produce (MFP) and Agricultural Produce (AP) from the tribals and marketing of the same to the best advantage of the tribals; (b) Supply of essential commodities under Public Distribution System (PDS) and other Domestic Requirements (DRs) to the tribals at fair and reasonable prices; and (c) Provision of credit to the tribals for seasonal agricultural operations. In order to facilitate distribution of domestic requirements (DRs) including essential commodities such as rice, kerosene oil, palm oil, wheat and sugar, to the tribals, the GCC has been operating 839 DR deportments as of now. Efforts are made to place all items by the 14th of every month. In addition to this, the GCC also supplies food provisions to all Tribal Welfare hostels. The following initiatives are taken to improve the sale of various commodities in the tribal areas: (a) Decentralisation of purchases; (b) Opening of mini super bazaars; and (c) Mobile sale counters.

The Andhra Pradesh Scheduled Tribes Cooperative Finance Corporation Limited, Hyderabad (TRICOR), established in October, 1976, is coordinating various economic support schemes for the economic development of the STs in the state. Among the various steps taken by government to accelerate the pace of economic development of the STs, establishment of the Andhra Pradesh Scheduled Tribes Cooperative Finance Corporation is a major landmark. The
need for the creation of an agency to tap institutional finance was keenly felt with a major shift in the policy for amelioration of the STs, i.e., from mere provision of social services in the past to the present effect of improving the tribal economy. The corporation assists in mobilization of institutional finance by providing margin money so as to ensure the economic development of the tribals. The corporation coordinates implementation of Swarnjayanti Gram Swarojgar Yojana (SGSY) (ST component), Special Central Assistance, Chief Ministry Employment Yojana (CMEY), Prime Ministry Roja Gari Yojana (PMRY), National Scheduled Tribes Finance and Development Corporation (NSTFDC) etc., by providing margin money and identification to the beneficiaries. The National Scheduled Tribes Finance Development Corporation (NSTFDC) is a Government of India undertaking under the Ministry of Tribal Affairs providing finances for promoting the economic activities of the STs. It channelises finances for income-generating activities through the state level channelising agencies such as TRICOR in Andhra Pradesh.

3.18. Health Care Policy: Primary health care is another area of emphasis by the government. A total of 244 Primary Health Centres (PHCs), 1042 sub-centres, 26 government hospitals, 12 community health centres, 6 area hospitals, 24 mobile units and 20 dispensaries are functioning in the tribal areas. The PHCs are being strengthened by posting 325 medical officers and providing jeep-cum-ambulances. As part of tribal welfare initiatives in the state, the GOAP has engaged 8,500 community health workers who, with adequate education on first aid and minimum health care, work as barefoot doctors in the remote and interior
tribal habitations. This initiative supplements the network of PHCs and hospitals administered by the ITDAs. All efforts are being made to ensure that all the tribal habitations are provided with safe drinking water in the next two years, i.e., by the end of 2008. Even, though the state has many basic medical institutions and facilities in the tribal areas, the health situation in the ITDAs are relatively grim in terms of providing physical access, complementary facilities, and the quality of health care. All ITDAs are known for endemic water and vector borne diseases as well as TB, malaria, acute respiratory infections, diarrhea and gastroenteritis. Unhygienic living conditions, absolute lack of concern for health and sanitation, malnutrition and poverty, coupled with poor network of health care are the primary reasons for such unhealthy conditions. In general, the health condition among the STs in the state is found to be poor. This is reflected in terms of higher mortality rate of infants (under 5 years-children) and their mothers among STs, than others in the state. Basically, lack of quantity and quality of drugs, human resource and poor infrastructure are the main causes for poor public health service delivery in the tribal areas.

UNDP-assisted South Asia Poverty Alleviation Project - SAPAP (1996-2000) implemented in 20 mandals of 3 districts has shown that the poor have tremendous potential to help themselves and that this potential can be harnessed by organizing them. The poor have demonstrated that when adequate skills and inputs in community organization, management and action are provided, they can shape their destinies. The successful institution building model of SAPAP is being
emulated in the District Poverty Initiatives Project launched by Government of Andhra Pradesh (GOAP).

In order to keep up with the development commitment of the state and as boldly envisaged in Swarnandhra Pradesh “Vision 2020” policy document, the Andhra Pradesh Government has initiated the “Rural Poverty Elimination Programme” under the project “Velugu” (literally means “light”), and the Society for Elimination of Rural Poverty (SERP) is an independent, autonomous society registered under the Societies Act to implement this project. The Andhra Pradesh District Poverty Initiatives Project (APDPIP) is being implemented by SERP in 180 backward mandals in the six districts of Adilabad, Mahbubnagar, Anantapur, Chittoor, Srikakulam and Vizianagaram in the state. The APDPIP is a Rs.600 crore World Bank-supported 5 year (2000-2005) poverty elimination project, with the Chief Minister of Andhra Pradesh as its chairperson. At the state level, SERP directly coordinates with the Panchayat Raj and Rural Development Ministry. After 2004, the project is extended to all the rural mandals of the state in 22 rural districts and the programme is re-christened as “Indira Kranti Patham”.

Indira Kranti Patham (IKP) in Tribal Sub Plan Areas: in order to give greater focus and achieve convergence between the Indira Kranti Patham and the Integrated Tribal Development Agencies (ITDAs) in the project districts, under the overall framework, the government has developed a tribal development strategy with exclusive implementation arrangements. The following implementation arrangements are ordered in the TSP areas.

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In the TSP areas, the Project Officer, Integrated Tribal Development Agency (ITDA), has the responsibility of implementing the Project. A separate Tribal Project Management Unit (TPMU) is being set up to work under the administrative control of Project Officer, ITDA. The TPMU’s mandate is social mobilization and empowerment of tribal communities in the TSP areas. The TPMU shall be provided with necessary support staff and functional specialists by the SERP. The TPMU’s day-to-day functioning shall be the responsibility of Additional Project Director who works under the Project Officer, ITDA, and under technical control of Project Director, Indira Kranthi Patham.

At the state level, there shall be a State Tribal Management Unit (STMU) as part of State Project Management Unit of SERP for effective implementation of Tribal Development Plan. The STMU shall function under close guidance and coordination of Commissioner, Tribal Welfare.

3.19. (International Fund for Agricultural Development) IFAD: Government of Andhra Pradesh has started IFAD-assisted programme for the comprehensive development of tribals in the interior agency areas of the state. The first phase of the IFAD programme for the coastal districts like Srikakulam, Vizianagaram, Visakhapatnam and East Godavari was started in 1991 and was completed in 1999, with a total expenditure of Rs.165 crores. The second phase of the IFAD programme for the tribal areas of Adilabad, Warangal, Khammam, West Godavari and Srisailam was started in 1995 and continued up to 2003. The programme was being implemented at a cost of Rs. 183 crores. Under the IFAD programme, apart from taking up schemes like
irrigation, horticulture, land development, health and education; a lot of emphasis is being given for beneficiary participation.

3.20. Adivasi Mahila Sashaktikaran Yojana: Upliftment of tribal women has been a prime focus of the NSTFDC. It is felt that tribal women can contribute significantly to the process of economic development of the STs. With this object in view, NSTFDC introduced an exclusive concessional scheme for the economic development of eligible ST women titled “Adivasi Mahila Sashaktikaran Yojana”.

Due to the efforts put in by TPMUs, 40,842 Self-Help Groups (SHGs) have been mobilized in tribal area with about 5.22 lakh ST women as members. So far, 2995 Village Organisations have been formed and they have federated into 77 Mandal Samakhyas in tribal areas. So far 18,129 Self-Help Groups have been provided with an amount of Rs.68.38 crores under Community Investment Fund for taking up micro projects for gainful employment, thereby, benefiting 1,97,546 ST women.

For the first time in India and in AP, a land mark decision was taken by the government to implement and monitor all the economic support schemes through Women Self-Help Groups in coordination with Indira Kranthi Patham. The groups not only guard the assets but also monitor the scheme and recovery of the amount sanctioned. The SHGs will prepare a micro-credit plan and submit to Mandal Samakhya and it will be submitted to Project Officer/District Tribal Welfare Officer for sanctions. The releases will be made directly to Mandal Samakhya and thereon to Village Organizations. This will simplify the procedure
of grounding the schemes. They are empowered to decide their economic-enhancement activities, including land purchase schemes.

3.21. AP Tribal Power Company Limited: The State Government established the AP Tribal Power Company Ltd. (AP TRIPCO) under the Companies Act 1956 (July 2002) with a view to explore the feasibility of harnessing the hydro-power available in the tribal areas and improve the conditions of living in those areas by establishing mini hydro power projects (1–3 MW) in Scheduled Areas by utilizing the natural streams and waterfalls. These mini hydel power projects are to be established in partnership with the local tribal women organizations. The entire profits from such projects will accrue to the local tribals and to be used for developing the local tribal areas.

3.22. Janshala: Janshala was launched in this state in 1999. The programme covers 28 mandals (blocks) in three districts – East Godavari, West Godavari and Krishna, and 136 slums in four mandals of Hyderabad City. It is being implemented through a state-level society which also implements the District Primary Education Programme (DPEP) and Sarva Shiksha Abhiyan (SSA). In convergence with Janshala, the ITDA established alternative schools in habitations where there were no schools. These schools are known as Girijana Vidya Vikas Kendras (GVVKs). Usually, GVVKs only had class I and II, after which children either went to a nearby primary or middle school, or were sent to residential schools (Ashramshalas) run by the Tribal Welfare Department. However, it was found that many GVVK children dropped out after class II due to the distance of the nearest primary school and also due to reluctance of some
parents to send their children to hostels. To address this problem, ITDA and Janshala have expanded some of the GVV Ks up to class IV.

3.23. Jawahar Gram Samrudhi Yojana (JGSY): This scheme launched in 1999 aims to enable the village community to strengthen the village infrastructure through creation of durable assets as per the local needs. The works taken up provide gainful employment to the rural poor. The gram sabha while according approval to conform to the felt needs of schemes given to SC/ST families living below poverty line and physically handicapped persons, gives preference to works in the area inhabited by the SC/ST's in selection of the works. Further, 22.5 percent of the State Budget is marked exclusively for the benefit of SCs/STs.

3.24. Employment Assurance Scheme (EAS): This scheme seeks to provide additional wage employment opportunities in the form of manual work to the rural poor living below the poverty line. In the process, the effort is to create durable community assets. Minimum wages are paid under the scheme. While providing employment, preference is given to SC/ST and parents of child labour withdrawn from hazardous occupation, and who are below the poverty line.

3.25. Swarnjayanti Gram Swarojgar Yojana (SGSY): Under this scheme, assistance is provided to the poor families living below the poverty line in rural areas for taking up self-employment activities, either individually or in groups called the Self-Help Groups. SGSY is a credit-cum-subsidy programme. Subsidy is given so as to make it easy for the poor to start their own self-employment activities. An individual is given loan up to Rs.50,000 and SHGs up to 3 lakh
without any collateral security. Subsidy is given at the rate of 30% of the project cost with a limit of Rs.10,000 for SC/ST.

3.26. Sectoral Programs: In addition to the above special programs focused on tribals there are a number of other development schemes which are being implemented under different sectors including agriculture, animal husbandry, horticulture, fisheries, and health and education. In tribal areas, majority of beneficiaries under these programs are from tribal groups.

3.27. Coffee Project: A project on coffee plantation in an area of 60,000 acres has been taken up in the 10th Five Year Plan in the agency area of ITDA, Paderu with financial assistance from the Government of India, Coffee Board and NSTFDC. The total outlay of the project for 7 years is Rs.144 crores out of which 50% is beneficiary contribution in the form of labour. Of the remaining 50%, the Government of India assistance is Rs.36 crores (25%), State Government’s share is Rs.12 crores (8.33%) and NSTFDC’s share is Rs.24 crores (16.67%).

Information on the coverage of tribal areas and population under various tribal development and welfare programs of the government during the last two decades (1981-2001) can be seen from Table 3.2

3.28. Joint Forest Management (JFM):

During 1990s, the Government of India (GOI) issued a circular enabling community participation in Forest Protection and Management. The Government of Andhra Pradesh (GOAP) adopted this in 1992. From then onwards there has been a major shift in Forest Management. The local village communities that depend on the forests for meeting their needs were made partners in Forest
Management through the concept of Joint Forest Management (JFM). The experience of JFM in AP has proven to be a success. The forest cover has increased and there is a perceptible improvement in the forestry sector. However, the investments made and initiatives taken need further consolidation for sustaining the impact. With the experience gained from JFM, in order to institutionalize the process, to ensure greater decentralization and devolution of managerial responsibilities and to ensure steady flow of benefits to the communities, during 2002, the Government of Andhra Pradesh launched Community Forest Management (CFM) as an improvement over JFM. While JFM was a partnership between the forest dependent communities and the GOAP, CFM is a democratic process through delegation of the decision-making process. It aims at decentralizing the entire process of planning and implementation with Andhra Pradesh Forest Department (APFD) and GOAP acting as facilitators and providers of technical and infrastructure support. This Community Forest Management approach is a radical shift from traditional estate approach to forestry.

Joint Forest Management and Community Forest Management primarily focus on treating forests as a common property resource and managing it for common use. Community Forest Management in Andhra Pradesh is being practiced only in the state owned forest areas. Vana Samrakshana Samitis (VSSs) or Village Forest Protection Committees are formed in the forest-dependent villages comprising of willing forest dependent families. Forests in the vicinity of such villages are then allotted to these VSSs for protection and management. The
VSSs are entitled for complete ownership of usufruct and are required to set apart 50% of net proceeds from sale of timber and bamboos towards future forest management expenses.

Table 3.2

Distribution of the Table Tribal Welfare during 1981-2001

<table>
<thead>
<tr>
<th>Scheme / Sector</th>
<th>Unit</th>
<th>In 1981</th>
<th>In 2001</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Agriculture</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Area covered by soil conservation</td>
<td>Ha</td>
<td>145000</td>
<td>195344</td>
</tr>
<tr>
<td>Area under HYV of Paddy</td>
<td>Ha</td>
<td>54600</td>
<td>331439</td>
</tr>
<tr>
<td>Horticultural Development</td>
<td>Ha</td>
<td>13388</td>
<td>527120</td>
</tr>
<tr>
<td>D.R. depots</td>
<td>No.</td>
<td>35053</td>
<td></td>
</tr>
<tr>
<td>Electrification of tribal villages</td>
<td>No.</td>
<td>733</td>
<td>5831</td>
</tr>
<tr>
<td>All weather roads</td>
<td>Km.</td>
<td>4477</td>
<td>5315</td>
</tr>
<tr>
<td>Drinking water sources</td>
<td>No.</td>
<td>9181</td>
<td>10024</td>
</tr>
<tr>
<td><strong>Education</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Enrolment in primary Schools</td>
<td>No.</td>
<td>239079</td>
<td>497042</td>
</tr>
<tr>
<td>Enrolment of boarders</td>
<td>No.</td>
<td>61238</td>
<td>209156</td>
</tr>
<tr>
<td>Post-metric Scholarships</td>
<td>No.</td>
<td>4000</td>
<td>50000</td>
</tr>
<tr>
<td>Construction of buildings for educational institutions</td>
<td>No.</td>
<td>197</td>
<td>788</td>
</tr>
<tr>
<td><strong>Health</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>PHCs</td>
<td>No.</td>
<td>32</td>
<td>120</td>
</tr>
<tr>
<td>Sub-centres</td>
<td>No.</td>
<td>91</td>
<td>1110</td>
</tr>
<tr>
<td>Upgraded PHCs</td>
<td>(30 Beds)Nos.</td>
<td>2</td>
<td>18</td>
</tr>
<tr>
<td>ICDS Project</td>
<td>No.</td>
<td>7</td>
<td>29</td>
</tr>
<tr>
<td>M.M. Units</td>
<td>No.</td>
<td>24</td>
<td>29</td>
</tr>
<tr>
<td>dispensaries</td>
<td>No.</td>
<td>31</td>
<td>24</td>
</tr>
<tr>
<td>Hospitals</td>
<td>No.</td>
<td>16</td>
<td>9</td>
</tr>
<tr>
<td>Anganwadi centers</td>
<td>No.</td>
<td>300</td>
<td>6365</td>
</tr>
</tbody>
</table>

(Source: Andhra Pradesh Community Forest Management Project tribal development strategy and action plan, 2007).

India is a agriculture based society. Nearly 70 percentage of its population depends on agriculture sector only. It is the main source of lively hood for the
people and particularly to the tribal community people. It is observed from the table 3.2 the welfare of the tribal people during the year 1981 – 2001 the development of variations with respect to agriculture, education and health as shown in the above table.

It is observed from the table that the area covered by soil conservation has been increased to 50,344 hectares during the past two decades commencing from the year 1981. It is noticed from the table that the area under HYV of paddy had been increased more than six times of the area in the year 1981. Horticulture development has gone up to 5,27,00 from 13,400 hectares during the period 1981-2001 during the years 1981 -2001 the electrification of tribal villages had gone up to 5,831. The electrification of tribal villages have been largely taken place. With regard to the formation of roads in the tribal villages in KM about 800 KMS during span of 20 years. Drinking water facility is also provided very meagerly which is about 900 units.

It is evident from the table that the enrolment of student in primary schools has been doubly increased, while the enrolment of boarders had been numerically increased to nearly 1,48,000 from 6,238, post-metric scholarships had been raised to 50,000 in number which is a remarkable development in this educational sector. Constructions of building for educational institutions for the development of tribal people during period 1981-2001 were 788.

It can be observed from the table 3.2 with respect to the health and allied activities such as establishment of PHCs, sub-centers, ICDS Projects, MM units, Dispensaries, Hospitals and Anganwadi center are shown in the table. Analysis of
health pertaining to the welfare of the tribals the PHCs that were established up to
120 from 32 during the period 1981-2001. In the same manner sub-centres have
also been increased sizably to 1110 up to the year 2001 it is evident from the table
the upgraded PHCs raised to 18 centers. Under ICDS projects, MM units there
have been large number of units increased to 29 from 7 and 24 respectively in the
year 1981. Contrary to the above the dispensaries and Hospitals have been
decreased from 31 to 224 and 16 to 9 respectively. It is observed from the table
that the Anganwadi centres have been enormously increased to 6,365 from 300
center during this period. It seems the government has to give priority to the
establishment of Anganwadi centers with a view to the welfare of tribal people

In recent times, the type of plantations which are replacing the natural
forest through programmes of Joint Forest Management causes concern. In
regions where JFM is introduced, forest areas have been cleared to plant teak,
eucalyptus, cashew, and citrus fruits. The local tribals, who are supposed to get a
fair share in the sale proceeds of JFM products, are not receiving it.

Under Joint Forest Management / Community Forest Management
(JFM/CFM) programmes, nearly Rs.10,000 million are being spent but its results
are not commensurate with the money spent. The VSSs, which are the main
instruments for taking the programme forward, are not working properly. They
have become casual and are not following the norms. Some NGOs complained
that the authorities are not cooperating with the VSSs. Some seizures have taken
place with the help of the VSSs who are supposed to be rewarded half of the value
of the seized material, but they rarely get any incentive.
This project was heavily criticised by Adivasi and support organisations for causing compulsory evictions of Adivasi families, who lost their shifting cultivation fields known locally as *podu* to the Forest Department and suffered severe restrictions on their use of the forest. According to the FD, by 1994, over 3,27,742 hectares of forestland was under illicit cultivation and encroachment. Figures of encroached land in the districts of Adilabad (94,000 ha), Khammam (75000 ha), Visakhapatnam (33,000 ha), Warangal (13,500) and East Godavari (7200 ha). Out of the estimated 46,725 families which might have encroached the forestland assigned to VSS, the Resettlement Action Plan (RAP) under the CFM project provides for rehabilitation grant and livelihood opportunities to an estimated 11,680 families. Worse still, these affected *Adivasi* families received little or no compensation whatsoever for the loss of their livelihood and cultural resources.

The government’s attempts to motivate the people to forest conservation did not succeed sufficiently. The people have remained outsiders to the forests and their management, in spite of JFM and other programmes to involve the people. The alienation that started in the colonial period has continued. Additionally, periodic efforts to evict the people from the forestland inhabited and cultivated by them (what the government called encroachment) have further soured the relationship between the government and the people in some cases, and in consequence, forests have suffered. The FRA emerged due to the underlying extreme injustice in the deprivation of forest rights to forest-using communities.
3.29. FRA Act 2006 and Rules

In 2006 the Forest Rights Act was finally approved by the Parliament. It at last recognizes that "historical injustice" has been committed in relation to the deprivation of forest people’s rights, and provides legislative basis to redress it. This should have major implications across AP, both in providing more secure basis for forest people’s livelihoods and also giving the legal provisions necessary to defend them in the future. The main provisions of this legislature are as follows:

Tribal people who had been using land within the forest as of December 2005 will get the land up to four hectares a family. Land may have been occupied for home, agriculture or any other purpose. The non-tribals occupying or using forestland at the time of the enactment of the legislator have to prove that they are using the land for three generations (75 years) to be entitled to the land. The communities using forest for community purposes such as grazing the cattle or collection of materials such as fuel wood and leaves will be allowed to do so as a matter of right. The above provision of rights will however have some restrictions. For example, the right-holders will not be able to sell the land to others or pass on their rights excepting to their successors. The right-holders will have the right to protect their land, trees and other vegetation in it and biodiversity of the area. In order to claim their rights, individual right claimants and the community will have to make applications in the prescribed forms for consideration by a forest rights committee selected for the purpose by the Gram Panchayat. The committee will endorse it and pass it on to the next higher
committee (Sub-Divisional Committee which will forward it to Zilla Committee with the comments). Once approved by the Zilla Committee the claimant will get the necessary papers of the rights. There are other provisions but the above are the major ones.

3.30. Implementing the FRA-2006 in the State of Andhra Pradesh

Andhra Pradesh is one of the first few states to implement the FRA, 2006, that came into force on December 31, 2007. The Government of AP prepared a road map in January 2008 for the implementation of FRA, fixing dates for commencement and completion of grant of title deeds by 31-7-2008. As per the road map, the grant to forest rights title deeds was to be issued to all the beneficiaries by October 30, 2008, but the Chief Minister desired that a major portion of the title deeds be distributed on or around August 15, 2008. The Gram Sabhas were to be convened and the FRCs formed before the 29th of February 2008. The claims were to be received up to 31 May 2008. The aim was to finalise claims by October 31st 2008.

The State Government issued almost simultaneous orders in March, first through the backward classes department such as the Department of Tribal Welfare, Commissioner Social Welfare, ITDA, and then through the Revenue Department, Panchayat and the Rural Department. District Magistrates in all districts with recorded forest cover were ordered to initiate proceedings for the formation of Forest Rights Committees at Gram Sabha Level. Forest Rights Committees were constituted mainly at the panchayat level in February and March of 2008. In several areas the ITDA undertook surveys with GPS systems to
assist in mapping. One “social mobiliser” was appointed in every village under the existing World Bank-sponsored Indira Kranthi Patham Scheme (formerly known as the Velugu scheme), and these mobilisers have been instructed to help with claims. However, the government focused entirely on individual claims. ITDAs are sending surveyors for surveying the lands for which only individual claims have been made. The verification forms for these have illegal additional pages that require sanction from beat officers and revenue officials. Many claims were illegally rejected by forest guards during the initial phase of verification by the FRCs. In Adilabad, many claims were initially rejected but the people have re-filed them. In addition, GPS surveys have been abused and people have found smaller areas of land being recorded than those that they claimed, leading to demands for resurveys in many areas.

Initially, no claim forms were issued for community rights, and when they were subsequently issued, people were informed to simply tick those that they wished to claim which clearly led to their rejection. Following mobilisation by movements and grass-root groups, and providing villagers training in mapping their community forest resources, claims for community forest resource rights have now been filed by several hundred villages. This has incidentally also led to rediscovery of many community lands that had been illegally seized by the Forest Department, and in some areas (as in the case of Orient Cement in a village in Adilabad), also contributed to helping people resist handovers of their common lands to private companies. Community claims are now being sent directly to the SDLCs. Although District Collectors and ITDA Officers have now agreed to
accept claims for community rights, no facilitation for these is being provided by
the government. Out of an estimated 5,000 tribal villages in the state,
organisations have been able to mobilise only 700 to 800 villages. In protected
areas too the process of claiming rights has taken place only to a limited extent.

Sum up

During Pre-British period, the tribal communities in India remained either
fully or partially isolated from the country, and they remained backward. The
British policy of isolation increased the misery of the tribal communities. The
Drafting Committee of Indian Constitution headed by Dr. B.R. Ambidhakar has
seriously considered the miserable conditions of the tribals who were segregated
from the national mainstream and provided for special measures.

Since independence, the government has initiated several programmes,
policies and laws and has made efforts for gradual socio-economic development
of Scheduled Tribes. But, they still remain the weakest sections of the society.
During these various Five Year Plans, there has been a considerable increase in
the fund allocation for the tribal areas. But most of the tribals were not able to
draw benefits from the facilities provided by government because of large-scale
corruption among officials and improper implementation of tribal development
schemes. Therefore, the majority of the hill tribes in Andhra Pradesh suffer from
the absence of proper infrastructure and communication facilities. Improper
management of schemes and inefficient implementation of suitable programmes
in the tribal region create a major problem.
The majority of the tribal people are not even aware of the development schemes implemented by government agencies. Without creating awareness among the tribal people, it is difficult to achieve better results.
References:


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