Chapter 3

BACKGROUND AND ADMINISTRATIVE STRUCTURE FOR IMPLEMENTATION OF TRIBAL SUB-PLAN APPROACH

<table>
<thead>
<tr>
<th>Section</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.1</td>
<td>Introduction of the Tribal Sub Plan (TSP) Approach in India</td>
<td>93</td>
</tr>
<tr>
<td>3.2</td>
<td>Features of TSP Approach</td>
<td>94</td>
</tr>
<tr>
<td>3.3</td>
<td>Tribal Sub Plan at Central Government Level</td>
<td>95</td>
</tr>
<tr>
<td>3.4</td>
<td>Gujarat: TSP Administrative Structure, New Initiatives and Noteworthy Schemes</td>
<td></td>
</tr>
<tr>
<td>3.4.1</td>
<td>Introduction</td>
<td>100</td>
</tr>
<tr>
<td>3.4.2</td>
<td>Administrative Structure of TSP in Gujarat</td>
<td>101</td>
</tr>
<tr>
<td>3.4.3</td>
<td>Organisational Structure of TSP Implementation in Gujarat</td>
<td>104</td>
</tr>
<tr>
<td>3.4.4</td>
<td>Fund Availability for the Dangs district</td>
<td>107</td>
</tr>
<tr>
<td>3.4.5</td>
<td>Noteworthy Initiatives and Schemes</td>
<td>109</td>
</tr>
<tr>
<td>3.5</td>
<td>Conclusion</td>
<td>119</td>
</tr>
</tbody>
</table>
Chapter 3

BACKGROUND AND ADMINISTRATIVE STRUCTURE FOR IMPLEMENTATION OF TRIBAL SUB-PLAN APPROACH

3.1. Introduction of the Tribal Sub Plan (TSP) Approach in India

The socio-economic development of Tribal had its beginning right in the first five year plan (1951-56), when the funding exploitation of Tribal and to ensure a fair price for primary tribal collectors of forest produces. This facilitated formation of Tribal Development Cooperative Corporations in States having sizable tribal population for the procurement and marketing of minor forest produce at protective and remunerative prices, through the primary cooperative societies consisting of Tribal or directly. Through this process, elimination of exploitation by middlemen has been achieved to a degree.

Considering the recommendations of the Working Group on the development of Scheduled Tribes during the 7th Five Year Plan, Government of India has set up the Tribal Marketing Development Federation of India Ltd (TRIFED) as an apex body of state tribal development corporations at the national level in 1987. This body now helps in procurement and marketing of forest produce.

The deficiency in the old National Forest Policy was removed to a large extent in the new Forest Policy of 1988, which gives due recognition to the symbiotic relationship between the Tribal and the forests by stipulating: involvement of Tribal in the protection, regeneration and development of forests; replacement of contractors by tribal co-operatives to avoid degradation of forest; protection, regeneration and optimum collection of minor forest produce along with institutional arrangement for the marketing of such produce; integrated area development programmes to meet the needs of the tribal economy in and around the forest areas (WGR, 1990-95: 40). The new policy also recognises the rights and concessions enjoyed by the Tribal traditionally in addition to accepting the fact of shifting cultivation and needs to develop the forest villages in the same manner as the revenue villages.
3.2. Features of TSP Approach

The main objectives of the TSP approach have been to narrow the gap between the levels of development of tribal and other areas and to improve the quality of life in the tribal communities. The Sub Plan approach envisaged an appropriate legal framework and administrative measures conforming to the objectives and needs of tribal communities. The National Committee on Development of Backward Areas has summed up the key features of the TSP approach as follows:-

(I) Development of tribal areas has to be conceived in comprehensive terms. Therefore, formal categorisation of various developmental activities should not be the governing criteria, so far as tribal areas were concerned. The resources for development should be pooled and the priority within these resources should be worked out with reference to the needs of these areas. Problem solving approach with clear objective should be adopted making the system flexible.

(II) Tribal area development has to be an integral part of the total development of the State and the Nation. Major thrust of their development has to be provided by various sectoral authorities themselves.

(III) The special responsibility of the Union Government in terms of the Constitutional provisions was also spelt out. Each Ministry is responsible for development of these areas in relation to its functional jurisdiction. They should review the tribal situation and provide necessary investment for their speedy development. The quantification in reality is notional, as if to observe the formality of the plan exercise. The ITDPs remain ineffective as the planning process continues to be a "top-down" process. The role of TDPs/TDAs has been diluted and changed from the planning and coordinating bodies to the executing agencies. A portion of the Special Central Assistance is released to them for the implementation of family oriented income generating schemes.

The TSP document, which is expected to be an integrated plan of action at the State level, becomes a routine formal exercise.

The Project Level Committee (PLC) of ITDP is the supreme body for formulation and implementation of its plan. The jurisdiction of the Project covers a number of blocks. Each block is administered by an elective body known as Panchayat Samiti. As an elective body, the
Samiti expects the final say in the formulation of the block plan. Therefore, a certain amount of conflict arises between the PLC and Panchayat Samiti. Both ITDPs and Panchayat Committees are controlled by two different departments at the district and State level. Again, the Panchayat Samiti which eventually implements the tribal development projects does not take enough interest as its own schemes are not accepted by the PLC.

3.3. Tribal Sub Plan at Central Government Level

As already indicated, from September, 1985, when it was created (carved out of the Ministry of Home Affairs) till the formation in October, 1999, of a separate Ministry for Tribal Affairs, the Ministry of Welfare (renamed Ministry of Social Justice and Empowerment in May, 1998) has been looking after activities related to the welfare and development of Tribal at the Central Government level.

This Ministry coordinates the Tribal Sub-Plan (TSP) activities, grants under the first proviso to Article 275(1) of the Constitution, schemes for girls and for boys hostels for scheduled tribes, ashram schools and vocational training centres, grants to voluntary agencies, village grain bank scheme, Central Sector Scheme for Development of Primitive Tribal Groups, point (2) (b) of the Government of India's 20-point programme related to economic assistance to scheduled tribe families (so as to raise them above the poverty line), grant-in-aid to state Tribal Development Corporations (TDCs) and other agencies for minor forest produce (MFP) operations, price support and share capital support to the Tribal Co-operative Marketing Development Federation (TRIFED), and equity capital support to the National SC/ST Finance and Development Corporation.

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

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

(ii) review existing legislation which impinges upon the interests of Tribal and to amend them, where necessary, to protect their interests (as also to persuade the states to do the same);
(iii) ensure flow of funds and benefits under TSP in proportion to their population from the general development sectoral budgets both at central and state levels;

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

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

As indicated above, for TSP activities the Welfare/Tribal Ministry seeks to ensure adequate flow of funds from the State Plan of respective state governments, institutional finances, central sector and centrally sponsored schemes of the Ministry, as well as from other central ministries/departments. The 1998-99 Annual Report of Ministry of Social Justice and Empowerment indicates some flow of funds for TSP from the Ministries of Commerce, Food and Civil Supplies, Biotechnology, Rural Electrification Corporation, Ministry of Power, Labour, Education Department and Youth Affairs and Sports Departments of Ministry of Human Resource Development. In fact, as we have seen in Chapter 2, despite the fact that the strategies of TSP and SCA (Special Central Assistance) have been in operation for more than fifteen years, only a few Central Ministries/Departments and 20 States and Union Territories were earmarking funds at the prescribed level during the Seventh and Eighth Five-Year Plan periods. Accordingly, following a review in September, 1999 by the Planning Commission, a Standing Tripartite Committee under chairpersonship of the Member Planning Commission handling the subject and the secretaries of the nodal Ministry of Tribal Development, the concerned ministry/department, and the National Commission for SCs and STs as its members has been set up to ensure proper and proportionate earmarking of funds by concerned Ministries and States/UTs, as also effective and purposeful utilisation. The States/UTs have also been advised to set up similar committees.

The Welfare/Tribal Ministry does operate partially through its agencies the TRIFED and the National SC/ST Finance and Development Corporation, however, like all other ministries of Government of India it has to rely upon the state government and state government agencies to implement its Central Sector and Centrally Sponsored Schemes as also to coordinate and get implemented the TSP activities. The TRIFED and the National SC/ST Development Corporations, also by and large depend on the state level federations/corporations to implement their programmes.
and for loaning purpose these are called State Channelizing Agencies. The National Corporations also provide them share capital and other direct assistance. Hence, it would be fitting to look at the administrative machinery at the state and lower levels in slightly more detail.

The investment in the tribal sub-plan area has been determined on the basis of the geographical area, total population, comparative level of development and the state of social and community services available in the area. The inter-sectoral priority in the tribal sub-plan area is determined on the basis of specific requirement of the area and relevance of programmes of the tribal communities. Further, the ITDP-wise investment within the tribal sub-plan area is determined on the basis of the population, geographical area, level of development and specific requirement of the tribal communities.

The basic area of the development schemes, which are being executed in tribal area, may be broadly divided into the following categories:-

1. Tribal Development programmes in Tribal Sub-plan Area.
3. MADA Cluster Programme.

Also there are other programmes aimed at the development of the families living below poverty line and generating employment. In such programmes the scheduled tribes and scheduled castes are given priority at the time of implementation. Some of the important programmes are as under:

(a) Integrated Rural Development Programme
(b) Development of Women and Children in Rural Areas.
(c) Training of Rural youth for self Employment.
(d) Jawahar Rozgar Yojana
(e) Indira Awas Yojana
(f) Million Wells Yojana
(g) Massive Programmes for small and Marginal Farmers.
(h) Twenty Point Programme
(i) Pre-examination Coaching Facilities
(j) Desert Development Programme
(k) Drought Prone Area Programme

Table 3.1 gives general information about the administrative set-up for implementation of TSP in various states as against central government guidelines.
## Table 3.1
Administrative Set-up recommended by the Goal for Tribal Development and Existing position in the States

<table>
<thead>
<tr>
<th>Central Guidelines</th>
<th>Andhra Pradesh</th>
<th>Bihar</th>
<th>Gujarat</th>
<th>Madhya Pradesh</th>
<th>Mahabharata</th>
<th>Orissa</th>
<th>Rajasthan</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td></td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>5</td>
<td>6</td>
<td>7</td>
</tr>
<tr>
<td>Proj. Admin</td>
<td>Proj Officer/ Ht Collector</td>
<td>Project Admin</td>
<td>Project Admin</td>
<td>Project Admin (ITDA)</td>
<td>Project Admin</td>
<td>Project Officer</td>
<td></td>
</tr>
<tr>
<td>Project Authority</td>
<td>Dev. Officer</td>
<td>Sub-div Officer</td>
<td>Asst. Comm.</td>
<td>Assistant Project officers (Admin., Planning and Ashram Schools )</td>
<td>Special Officer</td>
<td>Assistant Director</td>
<td></td>
</tr>
<tr>
<td>BDO</td>
<td>BDO</td>
<td>BDO</td>
<td>BDO</td>
<td>BDO</td>
<td>BDO</td>
<td>BDO</td>
<td></td>
</tr>
<tr>
<td>1. Block-level Extn. Officer</td>
<td>Agri./Fisheries / Project Veterinary/ Mandal Education Officer</td>
<td>Asst Engineer</td>
<td>Assistant Taluka Dev/ Coop./Agriculture/ Panchayat Dev Officer</td>
<td>Block Education/ Agriculture extension Officer, Circle organiser</td>
<td>Extn. Officers (agri., education, village Panchayat)</td>
<td>Assistant Engineer, Extension Officer, Project. Officer</td>
<td>Extn, Officer Project Extn. Officer</td>
</tr>
<tr>
<td>2. Village level worker</td>
<td>Village level worker</td>
<td>Village level worker</td>
<td>Village level worker</td>
<td>Village level worker</td>
<td>Village level worker</td>
<td>Village level worker</td>
<td></td>
</tr>
</tbody>
</table>

Admin. = Administrator; Agri= agriculture; Asst=assistant; Comm. = Commissioner; Extn. = Extension; Secy. = Secretary; S.C. = Scheduled Caste

Source: PEO, 1997

### 3.4. Gujarat: TSP Administrative Structure, New Initiatives and Noteworthy Schemes

A detailed discussion on the TSP structure, fund allotment and schemes in Gujarat is given below:
3.4.1. Introduction

Gujarat, a state in Western India, is one of the fastest growing states and the second most industrialised state of India.

Scheduled Tribes: Population and Area

As per 2001 census, population of S.T. is 74.81 lakhs which is 14.76 percent of the state population of 506.71 lakhs. There are 26 Scheduled Tribe groups in the State. The major tribal communities are (1) Bhils, Bhil, Garasia and Dholi Bhils, (2) Dubla, Talavia, Halpatt, (3) Dhodia (4) Rathwa, (5) Naikada, Nayaka and (6) Gamit, Gamata etc. Five tribal communities i.e. Kathodi, Padhar, Siddi, Kolgha and Kotwadia belong to the Primitive Tribal Groups. In Gujarat, Scheduled Tribes mostly live in the areas along the State’s eastern border. The entire eastern strip of Gujarat from north to South is mountainous and densely forested. It has long been the habitat for a number of tribal communities. The remaining minor scattered tribes are Rabaris, Vagharis, Parghi of Kutch, Bavacha, Charan, Bharwad, Gunds-Rajgond, Pomala and Barda. The once dispersed tribes too are now covered under TSP. Separate plans for five primitive tribes are also prepared.

The tribal region consists of 43 tribal Talukas, 15 pockets and 4 clusters covered under 12 Integrated Tribal Development Projects. It covers 43 Talukas including Pavi-Jetpur Taluka, 15 pockets including MADA pocket of Amod, and 4 clusters of tribal concentration located in 12 districts. Only 32 Talukas were declared as "Scheduled Area" under the Presidential Order C.O. 109 dated 31/12/1977. Thereafter, one Taluka of Pavi-Jetpur (covering three pockets), 17 pockets including MADA pockets of Amod and 4 clusters were included in the ITDP area from April 1, 1978. For administration and implementation of the Tribal Area Sub Plan, the tribal area is grouped under 12 Integrated Tribal Development Projects in 12 districts (refer Table 3.2 for further details).

The total area covered under the Sub Plan is 29,429 sq.kms. and accounts for 15.01 percent of the total geographical area of the State. According to the 2001 census, the total population of 43 Talukas is 78.28 lakh. Within this population, 71 percent amounting to 55.58 lakh people belong to Scheduled Tribes. The total population of 15 pockets and 4 clusters is 11.68 lakh, of which 5.80 lakh are tribal.

The State ranks fifth in the country with respect to the total Scheduled Tribes population of the Indian State, following Madhya Pradesh,
Maharashtra, Orissa and Bihar. As per the approach and strategy decided for Tribal Sub Plan for their overall development, various schemes under sectoral development programmes are formulated and implemented in the State for bridging the gap in the levels of development.

3.4.2. Administrative Structure of TSP in Gujarat

To ensure a better quality of life for the tribal population, over the years, the government has made special efforts to increase the flow of funds to the tribal belt. The Tenth Five Year Plan had financial allocation for Tribal Sub Plan, amounting to an estimated `4977 crore. The new Eleventh Five Year has allocated a sizeable `15,000 crore under TSP under a campaign called ‘Vanbandhu Kalyan Yojana’. Vanbandhu Kalyan Yojana is a ten-point programme, which focuses on integrated, holistic and inclusive development of tribal communities with an aim to concentrate on core sectors such livelihood, education, housing, health, drinking water, irrigation and access to basic facilities.
<table>
<thead>
<tr>
<th>Sr. No</th>
<th>Name of the Project with Head Quarter</th>
<th>Name of the District</th>
<th>Taluka</th>
<th>Pocket / Cluster</th>
</tr>
</thead>
<tbody>
<tr>
<td>8</td>
<td>Ahwa The Dangss</td>
<td>Ahwa</td>
<td>1. The Dangss</td>
<td></td>
</tr>
<tr>
<td>9</td>
<td>Palanpur Banaskantha</td>
<td>Palanpur</td>
<td>1. Amirgadh. 2. Danta</td>
<td></td>
</tr>
</tbody>
</table>
Organisational Structure of TSP Implementation in Gujarat

**GOVERNMENT OF INDIA**
MINISTRY OF TRIBAL AFFAIRS

**GOVERNMENT OF GUJARAT**

**Line Depts. / Boards**

**Commissioner of Tribal Development**

**District Tribal Development Council**

**Project Admin., ITDP**

**District Panchayat Officers / District Officers of Line Depts. / Boards / Agencies etc.**

**Taluka Panchayat Officers / Taluka Officers of Line depts. / Boards / Agencies etc.**

**Village Officer / Panchayat**
3.4.3. Organisational Structure of TSP Implementation in Gujarat

A chart showing the Organisational Structure of Tribal Sub Plan in Gujarat is given above. A detailed discussion on the organisational structure is given below:

State Level

Secretary to the Government in Tribal Development Department is in overall charge of the development of the Scheduled Tribes and the areas. He exercises necessary administrative and budgetary controls on various development schemes. He also facilitates inter-departmental coordination for effective formulation and implementation of the sub-plan programmes. The Commissioner of Tribal as the head of field operation is responsible for the implementation of various programmes under the Tribal Sub-Plan.

Special grants along with normal grants are provided from the State budget for the welfare and development of the Primitive Tribes. Two Primitive Tribes viz. Siddi and Padhar are located outside ITDPs. One post of Project Officer (Primitive Groups) has been created at Talala under the Director of Primitive Tribe Group.

Project Level

Tribal Sub-Plan Areas (TASP) in the State comprises 12 ITDP Projects, the Dangs being one. Each project team is headed by a Project Administrator of the rank of Additional Collector. However, for the ITDP Dangs, the responsibility of the Project Administrator is entrusted to the Collector who is assisted by the Dy. Project Administrator. The Project Administrators are selected by a committee headed by the Chief Secretary. The Project Administrator has jurisdiction over Talukas, pockets and clusters included in the project area. He monitors implementation of various sectoral schemes, New Gujarat Pattern schemes as well as the schemes implemented under Nucleus Budget. He coordinates and oversees the Integrated Tribal Development Programmes which is implemented by various government departments, corporations, Panchayati Raj Institutions and voluntary agencies. Also he is responsible for implementation of the schemes for dispersed tribals in non-ITDP areas of the district. On average, a Project Administrator may handle programme funds of ` 25 to 65 crore annually. He also supervises
budgetary provision of line departments amounting to over ` 100 crore per Integrated Tribal Development Project.

**District Level Advisory Committee**

For ITDP areas, the District Level Advisory Committee, with collector as chairman, consists of non-officials and officials as members. The members include the Members of Parliament and Members of Legislative Assembly representing the ITDP area, President of the District Panchayat, DDO, the district heads of line departments and representatives of the nationalised banks etc. The committee plans, reviews and evaluates various programmes, ensures inter departmental, and inter institutional coordination.

**Committee of Direction at the Project Level**

The Committee of Direction (COD) under the leadership of Collector with District Development Officer and Project Administrator as members is constituted for each Integrated Tribal Development Project. The COD directly oversees implementation and is empowered to sanction schemes up to ` 10 lakh under the Nucleus budget.

**District Adijati Vikas Mandal**

The District Adijati Vikas Mandal is headed by the Guardian Minister in charge of the district. The Mandal formulates, monitors and evaluates the programmes and progress made. The members include head of the District Panchayat, District Magistrate, District Development Officer, Member of Parliament, MLAs, President, Taluka Panchayat, Chairman, District Social Justice Committee, NGOs and District Officers. The Project Administrator works as Member Secretary of the Mandal. Collector also heads the Executive Committee meeting for approving works for the tribal development in a tribal area.

To further increase people's participation in planning and execution at local level, the Government has created Taluka Adijati Vikas Samiti at Talukas level in 2002.

**Panchayati Raj in Gujarat**

A three-tiered system of Panchayati Raj has been in place in Gujarat since April 1, 1963. Consequent to the 73rd Amendment to the Indian Constitution, Article – 243 and Part-9 of the Constitution, the Gujarat
The Panchayat Act was comprehensively amended and enacted as a new Act, “The Gujarat Panchayat Act, 1993”. The important changes brought about by the Gujarat Panchayats Act, 1993 are as under:

(1) The term of the Panchayat is made for 5 years and it has been stipulated that before a Panchayat Body finished its term, the election to the successor body should be completed.

(2) The 33 percent representation for women in the three tiers Panchayat has been made mandatory. 33 percent representation for women in the three-tier Panchayat has been made mandatory. Reservation for women to the extent of 33 percent was also made in respect of Chairpersons of the Panchayats.

(3) In addition to the reservation for S.C. and S.T. in proportion to the population percentage of the respective group within the Panchayat Area, a further provision for O.B.C. (Other Backward Class) reservations to the extent of 10 percent was made in respect of membership and chairpersons to these bodies.

(4) Sarpanch of the Village Panchayat is elected by the whole village.

(5) In respect of Scheduled Area Panchayats, where the whole of the areas of the Panchayat at any level is situated within the scheduled area, 50 percent of the membership of the Panchayat is to be reserved for the S.T. and the post of the Chairperson of such Panchayat body is to be reserved for S.T.

(6) The Act provides for devolution of functions as listed in Schedule-1, 2, 3 in respect of the Village, Taluka and District Panchayats.

(7) Grams Sabhas are to be held at all revenue villages as per Gujarat Panchayat Act, 1993. Every year four GramSabhas are being held.

### 3.4.4. Fund Availability for the Dangs district

The Dangs being a tribal district, significant funds are available under Tribal Area Sub Plan. Looking at the allocation under Eighth (1992-1997) and Ninth (1997-2002) Five Year Plans, the Dangs has been able to spend almost all the fund, which was given under TSP to the district. In the Eighth Plan, against the total fund of ` 57.59 crore, ` 57.3 crore was spent. In the Ninth Plan against the grant of ` 1086.5 crore, ` 104.76 million was spent though it is quite low against the plan amount of ` 151.19 crore. The reduction in plan amount is largely attributed to Kutch earthquake. In the Tenth Plan, in the first three years the Dangs has spent ` 90.12 crore against received grant of ` 91.93 crore and plan amount of ` 95.96 crore.
In the year 2006-07 the total fund outlay under 80 percent normal plan and decentralised District Planning has been `25.36 crore, and 2.41 crore respectively a total of `27.77 crore. The corresponding achievement has been `18.77 crore and `1.49 crore respectively, a total of `20.26 crore.

Flexibility through Concept of Nucleus Budget and Gujarat Pattern

Flexibility has been provided in the implementation of the Tribal Area Sub Plan. Some of the local schemes that are important for one area may not have the same importance or relevance in another ITDP area. Flexibility in framing and implementing of schemes or a project is allowed to the Project Administrators and the Committee of Direction at the project level to suit the requirements of an area. Some schemes, which may not have been taken up as departmental schemes in the Tribal Area Sub Plan, may need to be adopted or modified subsequently for implementation in the Integrated Tribal Development Project. In order to meet with such situations and meaningfully implement the Tribal Sub Plan schemes in accordance with local needs and requirements, the idea of Nucleus Budget is evolved.

TSP Fund Allocation at various levels in the State is shown below by way of a chart.
Nucleus Budget

This budget is meant for meeting local requirements and developing innovative schemes in project areas. The provision under the Nucleus Budget is intended to supplement schemes of priority and to provide missing links and formulate innovative schemes at the micro-level. The provision is utilised to support infrastructural schemes as well as family oriented economic programmes.

Project Administrators can sanction any such scheme from the Nucleus Budget on the advice of Committee of Direction (COD) consisting of the Collector, the District Development Officer and the Project Administrator.
With an idea to involve local tribals in the process of formulation, planning, and execution of developmental programmes, Gujarat Pattern of Tribal Development was evolved in 1997 with the aim to radically transform the planning and execution Tribal development Programme.

In the beginning, of ` 200 crore out of Tribal Area Sub Plan as discretionary fund was sanctioned for framing programmes / schemes suited to local tribal needs through District Adijati Vikas Mandals. The Chief Minister heads the State-level Planning Committee consisting of the minister, Tribal development Department and secretaries as members. It is expected that the views of the elected representatives, women leaders, local functionaries and representatives of voluntary agencies are to be obtained by the Mandals.

The Taluka Adijati Vikas Samiti is an attempt to further take down the planning process to block level in which Taluka Samiti submits schemes prepared on the basis of felt needs of people to the District Adijati Vikas Mandal for approval.

3.4.5. Noteworthy Initiatives and Schemes

Some of the important initiatives and schemes of Government of Gujarat with regard to tribal development are noteworthy and deserve detailed discussion.

Vanbandhu Kalyan Yojana (Chief Minister’s Ten Point Programme)

(a) Introduction

Considering persistent poverty, unemployment and other poor developmental indicators in tribal areas, the Chief Minister’s Ten Point Programme (Vanbandhu Kalyan Yojanawas) was launched in 2007 so as to bridge the gap of development between ITDP blocks and other parts of Gujarat. It envisages a package of ` 15000 Crore over five years.

Ten Components of the programme are as follows:

1. Quality in sustainable employment for five lakh Scheduled Tribe families
2. Emphasis on quality education and higher education
3. Accelerated economic development of Tribal areas
4. Health for all
5. Housing for all  
6. Safe drinking water for all  
7. Irrigation  
8. All weather roads  
9. Universal availability of electricity  
10. Urban development  

(Source: Tribal Development Department, Government of Gujarat)

(b) **Strategy***

It will be implemented in the form of a campaign and is based on principles of time bound intervention and people’s participation with focus on outcomes. The CM will review progress every quarter. A major feature of these initiatives is that the private sector, Experts and professionals will be involved for capacity building, project planning and implementation and service delivery.

(c) **Focus on individual family and the ITDP areas**

- Every family assisted and their status thereafter will be monitored by using the BPL database. The software for dairy and skill training projects is ready. Work on other schemes is under finalisation.
- Major projects covering 1000 to 5000 families from individual *Talukas* are being developed with the help of experienced organisations.
- A series of technical institutions are being set up in the focus areas to develop the required manpower and to support the major interventions like dairy, *wadi* and skill training.
- Standards of civil works especially those concerning provision of drinking water, maintenance of roads; coverage of ST households with electricity and ensuring assured irrigation in high rainfall *Talukas* and augmenting water through micro irrigation systems are being examined.

(d) **Result oriented interventions**

- The expected income will be guaranteed by the implementing agencies and any failure will attract a financial penalty.
- In skill training, the concerned training provider will additionally have to guarantee that the trainee will the expenditure made on him within the first 6-9 months after completing the training and the
training provider will have to follow up the individual during this period.

- Computerised project management system is being developed for every intervention.

(e) **Involvement of local people in planning and monitoring**

- It is realised that such major shifts will not succeed unless the participants are equal partners.
- Separate intervention are being planned to increase the awareness levels of PRI representatives and participating families.
- Adequate funds have been provided under Gujarat pattern to ensure that needs perceived at local level are realised.

(f) **Involvement of every implementing department in the Programme**

- In order to ensure that every government department takes full ownership of the new package, no separate budgetary provision has been made for this programme.
- Every department has developed its Annual Action Plan, which is monitored on monthly basis.
- Existing schemes of every department are being improved to achieve goals.
- The Chief Minister’s Ten Point Programme is being funded under TSP.
- Funds under TSP were increased during the first year of *Van Bandhu Kalyan Yojana* to 15 percent of the budget.

*Source: Tribal Development Department, Govt. of Gujarat*

The state government has taken up specific initiatives and programmes in various sectors as follows:

1. Agriculture
2. Forest
3. Irrigation
4. Road construction
5. Cottage and village industries
6. Programmes such as supply of milch cattle, poultry and fisheries to supplement agricultural income
7. Time-bound programmes for removal of unemployment, elimination of destitute, and alleviation of poverty
Important initiatives by the state government are discussed below:

**Agriculture**

(a) **Krushi Mahotsav**

The *Krushi Mahotsav* is an intensive effort in agricultural extension with primary aim to promote a scientific approach to farming and increased agricultural output. A team of officials from agriculture, horticulture, animal husbandry and co-operation department along with agricultural scientists travel with the *Kisan Rath* unit to every village and provide guidance and demonstration of best farming practices and distribute agricultural inputs such as fertilizers, seeds, pesticides and credit for the farmers.

(b) **Wadi Programme**

*Wadi* programme envisages raising a one-acre horti-forestry orchard by the BPL tribal family on sloping uplands. The principle plantation is a fruit orchard with suitable varieties. Until the trees begin to mature and bear fruit, the families can secure income from vegetable intercrops. The periphery of the orchard is planted with forest trees and bamboo for providing small timber, fodder and minor forest produce.

(c) **Development and Protection of Forests through JFM**

Joint Forest Management ensures active participation of tribals in the development and protection of forests. Village Level Forest Protection Committees with local tribals as members along with other officials has been given the responsibility of protecting and developing forests. The JFM members enjoy the right to collection of minor forest produce, fodder, fuel wood and thinning material.

(d) **Village Pond, Check Dam, Boribandh dams (sand bag dams)**
A key point to success in Agriculture is increased access to water. Gujarat has created history in water conservation, by launching a drive for blue revolution, constructing number of check-dams. Gujarat is a drought-prone state, with an irrigation cover of just 36 percent of gross cropped area. Increased water supply from Sardar Sarovar project, higher investments in check-dams and watersheds (as of June 2007, a total of 2, 97,527 check dams, boribunds and Khet Talavadi (farm ponds) had been constructed by the state in cooperation with NGOs and the private sector). Good rainfall for the past few years has helped propel growth.

(e) Soil Health Card

Gujarat is a first state issuing Soil Health Card scheme for every land of the farmers. Farmers can verify the soil specimens helped by the scientists who examine mineral composition in the soil. Based on the report, they can provide fertilizer with appropriate mineral percentage. This helped in soil enrichment and also reduced the erosion of the land to a great extent. Gujarat farmers, growing 1-2 crops in the past can grow 3-4 with an increase in profit.

Power, Electrification and Roads

(a) Jyotigram Yojana (Rural Electrification)

All inhabited tribal has been electrified under Jyotigram Yojana, the 100 percent village electrification scheme.

(b) House hold electrification of Primitive Tribe

This scheme aims to provide electricity to each and every household of the Primitive Tribes group.

Support for Skill Upgradation

(a) Manav Kalyan Yojana

This scheme provides additional tools/equipment to uplift the economic conditions of BPL artisans/persons. Persons engaged in 131 different activities are provided financial assistance in the form tools and equipments.
(b) **Sakhi Mandal Yojana**

The Project is to enable the poor women, particularly in rural areas of Gujarat to improve their access to resources and consequently strengthen livelihoods and the quality of life. *Sakhi Mandals* are formation of women self help groups based on thrift and credit principles. It provides financial services to accelerate the process of economic development and ensure welfare of women. They are encouraged to foster decision-making skills and develop a framework of wider range of participation in micro finance development. In one year, the Gujarat Government aims for one lakh Sakhi Mandals across the state.

**Education and Health**

(a) **Shala Pravesh Utsav (School enrolment) and Kanya Kelavani Rath Yatra**

The dwindling drop-out rates are equally supported by new enrolments through *Kanya Kelavani Rath Yatra* (girl child enrolment drive), a unique initiative in Gujarat. Since 2003, every year in the month of June, the Chief Minister along with his team travels to remote villages to encourage parents to enroll their children in schools. It is a three-day state-wide drive covering all the villages and urban areas in scorching summer heat. An atmosphere of festivity and celebration is created. Young children now wait keenly to get themselves enrolled in schools.

*Kanya Kelavani Nidhi* has been created with a long term goal that no girl child in Gujarat remains illiterate and the efforts have started yielding results. In 2006-07, the dropout rate of the girl child has dwindled to 3.68 from 20.81 in 2000-01 (Std. 1 to 5) and to 11.64 from as high as 36.30 (Std. 1 to 7).

Yet another initiative is the Vidyalaxmi scheme, introduced during the last 5 years in villages where female literacy rate is lower than 35 percent and in urban areas for girls belonging to below-poverty-line families. A *Vidyalaxmi* bond of `1000/- is given to girl students who take admission to the 1st Std. and 8th Std. The girl receives the amount of the bond along with interest on completion of Std. 7th and 10th respectively. This ensures higher retention rate.

*Kanya Kelavani* is now a movement in Gujarat addressing the cause in totality. The initiative from the level of the Chief Minister has moved the hearts of the society and state administration alike. The mood in Gujarat
is to set new records; in the area of education in general and girl-child education in particular, through *Vidya Deep Yojana*.

*Vidya Deep Yojana* is an Insurance scheme is where the premium of children’s policy is paid by the Government to ensure financial assistance to parents in case of untoward incident.

This campaign coupled with general enrolment drive has seen all the top bureaucrats and ministers including Chief Minister camping in rural areas for three to four days to motivate parents to enroll their children in the schools. Also, in 2009, the Government has launched *Gunotsav* as a quality evolution drive of primary teachers in which the performance of the schools and their teachers are evaluated and graded. Also, a drive to recruit teachers, construction of sanitation blocks, class-rooms, kitchens and store rooms for Mid Day Meal Scheme and Anganwadis is initiated successfully.

(b) **Mid-Day Meal Programme**

This Programme provides a cooked mid-day-meal on each working day for children from Std. 1 to 7 in all State-run primary schools and aims to improve the nutritional standards of school-going children and to improve school attendance.

(c) **Free Food Grains to the Parents of Tribal Girl Students**

Under this scheme, as part of free provision of 60 Kg. of food grains to the parents of tribal girl students who have 70 percent attendance in primary schools. This is aimed to increase the girls' retention rate in the primary schools within tribal areas.

(d) **School Milk Programme**

Under this programme, students of *Ashram* School scheme in tribal areas are given 200ml of milk free every day so as to improve their health.

(e) **Special School Health Check-up Programme**

A massive campaign of School Health Check-up has been undertaken in the entire state. All the children of 0-14 years age group including secondary and higher secondary students are included in the programme.
(f) **Bal Sakha Yojana**

*Bal Sakha Yojana* aims to reduce NMR which accounts to 66 percent of IMR. The scheme will cover all the BPL & tribal population of the state and will ensure pediatric services to newborn (<=1 month) born under *Chiranjeevi Yojana*.

(g) **Free Books and Clothes**

Tribal students, whose family income does not exceed `15,000 per annum, are provided two sets of uniforms.

(h) **Scholarships to the students of Primitive**

Special scholarships and opportunity cost for education are awarded to children of primitive groups to encourage their education. Each boy and girl studying in class I to VII is granted `450 p.m. and `600 p.m. respectively. Similarly, each boy and girl student studying in class VIII to X is given a scholarship of `300 per annum and `400 per annum, respectively.

(i) **Vidya Sadhana Yojana (Bicycle gift)**

Under this scheme, a bicycle costing `2000 is provided to all tribal girls studying in standard VIII.

(j) **Ashram schools**

*Ashram schools* are run by voluntary agencies. These agencies are paid 90 percent grants on recurring and 100 percent grant on non-recurring expenditure. There are 451 *Ashram* Schools, including 10 special Girls' Ashram Schools. The 96 Post Basic *Ashram* Schools are run covering 71,970 students with the aim to reduce dropout ratio among tribal students.

**Health**

(a) **Sickle cell Anemia Control Project**

All the tribal areas in the tribal districts are covered in which mass detection campaigns are organised to detect and treat sickle cell disease patients.
(b) **Chiranjeevi Yojana, Gujarat**

The state of Gujarat has shortage of obstetricians for providing specialised obstetric services in Government Hospitals. On the other hand, about 2000 obstetricians are available in private sector. Accordingly, in 2005, the government started a scheme called the *Chiranjeevi Scheme* -involving private sector specialists in providing services related to safe delivery, primarily for Below Poverty Line (BPL) Families. Under the scheme, a private doctor is paid prescribed fees by the government directly for various health services provided to the beneficiaries. The results till now are very encouraging. All tribals irrespective of their BPL status are covered under the schemes.

(c) **Iodized salt**

Iodized salt is distributed in 12 identified tribal districts to the cardholders (per month - 2 Kg. per card). Government also distributes iodized salt to the hospitals, hostels, Kumar shalas etc. in 12 tribal districts.

(d) **Kishori Shakti Yojana – Adolescents, Strength and Awareness**

An intervention for adolescent girls (11-18 years) the *Kishori Shakti Yojana* (KSY) was launched in 2000-01 as part of the ICDS scheme. *Kishori Shakti Yojana* being implemented through Anganwadi Centres in both rural and urban areas. The scheme aims at breaking the intergenerational life-cycle of nutritional and gender disadvantage and providing a supportive environment for self-development. The objectives of the Scheme are to improve the nutritional and health status of girls in the age group of 11-18 years. A group of ten girls in a batch, who would be expectant mothers in future, are given Health Check up by *Anganwadi* Centres. They are also provided required literacy and numeric skills, stimulation to social exposure and knowledge to help them improve their decision making skills. The adolescent girls are given home based vocational skills, awareness on health, hygiene, nutrition, family welfare, home management and child care guidance with measures to facilitate marrying after marriage age of 18 years. They are encouraged to take up productive and constructive activities for their own development as well as for their family.
Housing and Other Infrastructural Facilities

(a)  *Sardar Awas Yojana and Indira Awas Yojana*

*Sardar Awas Yojana*, a state scheme, is entirely subsidised by the State, and the houses are provided with a toilet cum bathroom and an improved *Chula*.

*Indira Awas Yojana* (IAY), a central scheme also aims at providing houses to tribals, scheduled castes and other BPL families. For providing basic amenities like electricity, water, roads, drainage etc. to such housing colonies, funds are allotted. There is also a provision of acquiring land.

(b)  *Gujarat Landless Labourers and Halpati Housing Board*

*Halpati* Housing Scheme was introduced in 1963 to provide *pucca* houses to vulnerable *Halpati* tribals at their own accommodation sites. It is implemented, since April 1984, by the Gujarat Landless Labourers & *Halpati* Housing Board, for Halpatis tribes. It has also identified *Dublas*, *Talavias*, *Nayaks* and *Halpaties* under the Scheme.

3.5.  **Conclusion**

The TASP and plans for dispersed tribes combined is known as TSP. At the centre, TSPs of various States form TSP for the nation, which is monitored by Planning Commission and Ministry of Tribal Affairs.

Gujarat launched 'Gujarat Pattern' in 1997 in which minimum 17.57 percent of the state plan is to be earmarked for TSP whereby the districts prepare integrated plans for ITDP areas. The line departments would spend 80 percent of the amount of the plan and 20 percent will be spent at the district level. This policy has been implemented partially. For the remaining amount of TSP budget, the concerned line departments prepare sectoral plans for the tribal areas. District Tribal Development Councils headed by a minister and represented by officials, non-officials, Tribal, NGOs, women and experts have been constituted. Executive Committee headed by the Collector takes decision under the guidance of the council. Since 2002, Government has also constituted *Taluka* Tribal Development Committees at the block level for popular participation. *Taluka* councils prepare and need-based projects to the District Council.
There is a dual system of planning and execution of TSP in which plans are prepared by the line departments or by the District committee and are implemented either by the line departments or through PRIs.

Government has devolved powers to three tiers of local bodies known as Panchayati Raj at village, block and district levels since 1963. After PESA (a special devolution Act of 1996 for Tribal following 73rd amendment in the constitution) the District Panchayat, Taluka Panchayat and all Village Panchayats of the district are represented by only Tribal. PESA envisages radical transfer of power to tribal PRIs with regard to common resources like land, forest and other natural resources.

The District Development Officer (DDO) is the chief executive officer of the District Panchayat headed by an elected president. Various district heads assist him. At block level, Taluka Development Officer (TDO), chief executive officer of the Taluka Panchayat headed by elected president is the cutting edge officer for most of the development activities. At the village level, elected Sarpanch, helped by a village officer, is responsible for civic amenities and implementation of devolved functions. There are 57 Village Panchayat, one Taluka Panchayat and one District Panchayat represented by elected representatives at each level and looking after implementation of TSP of transferred functions.

For non-transferred activities, the state agencies and officers discharge their functions under overall supervision of concerned departments. The Collector coordinates and reviews overall TSP implementation at the district level. At state level, Minister in Social Justice and Empowerment Department, assisted by a secretary and a Commissioner of Tribal Development, is responsible for tribal development.

Planning, as a tool for economic development, was accepted in our country soon after Independence. The Planning Commission was established in 1950 by a resolution passed by the Government of India with Prime Minister as its Chairman. The National Development Council (N.D.C.) was also constituted with Prime Minister as the Chairman and Union Ministers and Chief Ministers of the State as members. The Planning Commission prepares the basic policy relating to direction, texture and pace of the development of the national economy. They recommend measures for resource mobilisation, determine the major thrusts in the development effort for the time being and also for the long run, decide relative priorities for different programmes, identify problems like regional imbalance, social and economic disparities, aspects of equitable distribution of income, etc. for special attention. These issues
are placed before the National Development Council and decisions are generally taken on the basis of consensus although there may be some dissenting notes also. The Council is the highest forum of the country for overseeing and guiding its development. On the basis of the general decisions in the Council, the Planning commission prepares long-term perspectives for the national economy. General decisions regarding growth and direction of the national economy are further operationalised in terms of the concrete programmes through medium-term plans of five-year duration. In the present world, the government is paying more attention towards the economic development of the State and hence interfering in each aspect of the economy.

The broad objectives of tribal sub-plan area are (a) to reduce the gap between the levels of development in TSP area and other areas of the state and (b) to improve the socio-economic condition of the Tribal. To achieve these objectives, besides creation of infrastructure and provision of social and community services in TSP area, stress has been laid on implementation of individual beneficiary programmes. During various five year Plans many new schemes were introduced with a view to raise the income of tribal families. The aim was to bring tribal at par with other communities.

The tribal sub-plan represents the total development efforts of the region made by various organisations responsible for individuals sectors at the State and Central Government level. The development programmes of the state government are funded out of the state plan funds and requirement of credit under such programmes is met from institutional finance. The government of India provides financial assistance for centrally sponsored schemes being implemented in TSP area, while the Ministry of Home Affairs provides special central assistance to supplement the resources of the state. So, the financial resources for the tribal development programmes in tribal sub-plan comprise of:

1. State Plan
2. Special Central Assistance
3. Institutional Finance