



OCCASIONAL PAPERS ON TRIBAL DEVELOPMENT—17

APPROACH TO
TRIBAL DEVELOPMENT
IN THE SIXTH PLAN—
A PRELIMINARY PERSPECTIVE

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PREFACE

The planning for tribal development now is a concurrent exercise with planning at the State and the national level. The programme for tribal development have to grow out of the overall strategy of national development where a beginning has to be made with a concern for the problems and welfare of the last man.

2. In the Fifth Plan tribal sub-plans were prepared for areas having more than 50 per cent tribal population. It has been possible to cover about 65 per cent of the total tribal population in this programme. 155 Integrated Tribal Development Projects have been started. There have been a number of serious constraints in this new effort. There were a number of ongoing schemes and programmes which very often were not the right answers to the problems of the tribal areas. The institutional infra-structure has not been up to the new tasks. However, the continued attention to the problems at the macro level within the Integrated Tribal Development Projects has thrown up a wealth of data, which has gone to support the general presumption about these areas in many cases and, in some cases, indicated the necessity for shifting perspective. It is, therefore, now necessary to consider the situation afresh in these areas well before the preparation of the Sixth Plan by the States and the Central Ministries.

3. A Conference of Tribal Commissioners was held in New Delhi on the 14th and 15th of July, 1977. A background paper on 'Approach to Tribal Development in the Sixth Plan—A Preliminary Perspective' was considered by the Conference. Broadly, it was agreed that while the efforts in the Sub-plan areas initiated in the Fifth Plan will need to be intensified and consolidated during the Sixth Plan, the remaining 35 per cent tribals living outside these areas will need closer attention. In view of the vast diversity of the socio-economic situation in the tribal areas, any formula approach is unsuitable. The problems of each area will have to be defined and appropriate answers will have to be found for them. Education and health services will have to be given a very high priority for building up the inner strength in the tribal communities so that

they are enabled to stand the severe competition which is arising in these areas with the initiation of the new processes of change and development.

4. The Conference appointed a sub-group to work out the time schedule for various steps to prepare the first projection for the Sixth Plan. This advance preparation is necessary so that the needs of the tribal areas are adequately reflected in the State Plans and the programmes of the Central Ministries. A clearer perspective has to be provided for different sectors in the light of problems which have been thrown up in the Integrated Tribal Development Projects. The areas of responsibility between the Central Ministries and the State Departments have also to be clearly defined in view of the special responsibility of the Central Government in relation to tribal development. The entire effort has to lead to bridging the gulf between the level of development of the tribal areas and communities and the remaining areas in respective States by the end of the 7th Plan at the latest. In the problem solving approach adopted for tribal development, the lines of demarcation between the Plan and non-Plan, protective and developmental, are not sharp. The role and responsibility of all concerned authorities have to be clearly defined within a time frame so that no problem remains unattended to merely because it failed to get attention of the concerned authority at an appropriate time.

5. The effort in the Sixth Plan will be a continuation of the process initiated in the Fifth Plan with the preparation of the Sub-plans. The guidelines of the Planning Commission for the preparation of the Sub-plans during the Fifth Five Year Plan period continue to provide the broad frame within which the new effort during the Sixth Plan will have to be defined. The canvass of operation, however, will now become wider since the dispersed tribals will also have to be adequately taken care of through appropriate programmes. Each department and Ministry will have to review the present situation in the tribal areas, assess the result of the efforts made so far and prepare a reasonable perspective in their respective sectors. This compilation of the policy papers will help the concerned authorities in this new task.

APPROACH TO TRIBAL DEVELOPMENT IN THE SIXTH PLAN—A PRELIMINARY PERSPECTIVE

Background

The Constitution envisaged a fast enough pace of development for the tribal areas so that they could be brought to the level of development in the surrounding regions in the concerned State within a period of 10 years after the commencement of the Constitution. Special programmes for these areas, therefore, were taken up in the early fifties in the form of Special Multi-purpose Tribal Blocks and, subsequently, Tribal Development Bloks. These programmes continued till the end of the Fourth Plan and were able to cover only about 40 per cent of the total tribal population of the country. The achievements of these Special programmes were also uneven. Some progress was made in some areas but, in many cases, the differences in the level of development of the tribal areas and the remaining regions in the States even accentuated.

2. In the beginning of the Fifth Plan, a new approach was adopted for tribal development where all areas with more than 50 per cent tribal concentration were clearly identified and special plans were prepared. The new programme has covered about 65 per cent of the total tribal population. Thus, while the developmental efforts in these areas have been intensified, the programmes for the remaining 35 per cent dispersed tribals have remained unchanged and no special attention could be given to their problems. In view of the fact that the Constitution had envisaged a satisfactory solution to the problems of the tribal development in a much smaller time-frame and now that a very high priority has been accorded to the problems of weaker sections of the community, it will be necessary to have a clear time-frame for accomplishing this unfinished task.

3. The basic objectives of the new task in the Sixth Plan can be defined as follows :—

- (i) The entire tribal population, whether living in 'areas of tribal concentration' or outside, will be covered by suitable developmental programmes during the Sixth Plan Period ;

- (ii) The gulf between the level of development in the tribal areas and the surrounding areas will be generally bridged by the end of the Sixth Plan and, in the case of more backward tribal areas, in the course of another five years i.e. by the end of the 7th Plan ; and
- (iii) The tribal communities outside the tribal areas will be helped to attain the general level of development in the area by the end of the Sixth Plan, or latest by the end of the 7th Plan in the case of more deprived communities.

4. In this way, the problems of the tribal communities will be attempted to be solved within a time-frame of not more than 12 years from now, i.e. by beginning of the year 1989. Thereafter, these areas and communities can be expected to share the benefits of general programmes as equal partners with the rest of the communities and areas in the respective States. The task of the Sixth Plan, therefore, will have to be defined within this broad perspective.

Strategy

5. The socio-economic situation of tribal communities varies considerably from one area to another. Therefore, it is not possible, or even desirable, to have uniform prescriptions for all of them. The Constitution already provides for adequate flexibility in legal, procedural and administrative frame-work so that the problems of each specific area can be attended to effectively through suitable administrative action and developmental programmes. However, the broad approach to tribal development will have to depend on the pattern of distribution of tribals in an area and the level of their economy. In predominantly tribal areas, area approach with focus on the development of the tribal communities will be suitable; for dispersed tribals, community oriented programmes will have to be evolved; and in the case of primitive groups, which are facing special problems and are small in size, a very cautious individualised approach will have to be adopted lest their precarious balance is irretrievably lost. Thus, the problem of tribal communities will continue to be tackled in terms of the following three categories, namely —

- (a) Areas of Tribal Concentration ;
- (b) Dispersed Tribals in Other Areas ; and
- (c) Primitive Tribal Communities.

6. The basic objective defined above will need to be translated in terms of priorities, programmes and strategies for their implementation. Bridging the gulf in the levels of development will mean increasing income of these groups in the immediate future and preparing them for continued self-reliance in the new context so that they can become equal partners in the new productive processes and developmental tasks. The first step in increasing the incomes in the tribal context is to save the average tribal from deprivation from a multitude of exploitative processes which tend to get strengthened as developmental programmes are initiated in these areas. Elimination of exploitation, therefore, has been accorded the highest priority during the Fifth Plan. Elimination of exploitation does not require substantial financial investment and, therefore, is not a competitive element in sharing of plan resources. Therefore, along with the steps taken for elimination of exploitation in the Fifth Plan, the level of investment in the productive programmes could also be concurrently stepped up to a substantial extent in these areas.

7. Some of the important constraints which have appeared presently are lack of effective delivery system for the new developmental programmes and the limited absorption capacity of the local communities. Many of those policies and practices which result in exploitation, have been reviewed. These include excise policy, forest policy, land alienation, marketing. The progress in some cases, like excise policy, has been substantial while in some other like, forest policy, much remains to be done. In relation to marketing the infra-structural re-organisation has been accomplished. It is expected that the momentum, which has been achieved in the first three years in this area, will continue to grow in the last two years of the Fifth Plan as well. It should be possible, during the Sixth Plan, to substantially consolidate the gains of the protective measures initiated in the Fifth Plan. While policy frame is well-settled, the intensity of the protective measures will increase at the operational level in the early years of the Sixth plan which may gradually taper off towards the end of this period. These measures may reach a maintenance phase by the beginning of the Seventh Plan.

8. In view of the fact that substantial stepping up of the investment has created certain constraints even in the Fifth Plan, it will be necessary to give the highest priority in the Sixth Plan to building up inner strength of the tribal communities so that they can stand the pressure of the new situation and are able to take benefits from the new programmes. Highest priority, therefore, will have to be given to the education, health and a full

employment programme in these areas. Moreover, the concepts of educational and health services will have to be suitably modified to the specific tasks of strengthening the tribal communities. The specific economic programmes will naturally flow from the full employment plan which will have a different significance in the tribal areas compared to other advanced regions.

9. Thus, raising of economic conditions of tribals in the immediate future and enabling them to come up to the general level in a period of 12 years will require—

- (i) Consolidation of protective measures initiated in the Fifth Plan ;
- (ii) Major thrust in Educational and Health services ; and
- (iii) Full employment Economy in tribal areas by the end of the Sixth Plan.

While the above priority frame will be valid for the tribal development efforts at the national level, it will have to be flexible in its application to specific regions. It may be recalled that the first premise in tribal development is that there cannot be a formula for all situations and all territories. The central problem of the area will determine the priority schedule for the new efforts. The national policy frame will provide the broad guidelines within which the details have to be worked out in the regional context.

(A) *Areas of Tribal Concentration*

10. About 65 percent of the tribals in the country are living in areas of more than 50 per cent tribal concentration for whom sub-plans were prepared during the Fifth Plan. Since these sub-Plans were prepared after the finalisation of the States Fifth Plan, it took considerable time before they could be launched. The preparation of Integrated Tribal Development Projects had to be continued in the Fourth year of the Fifth Plan. However, now the basic ground-work has been completed and it is expected that in the last two years of the Fifth Plan some of the remaining loose ends may also be tied up. In the Sixth Plan, therefore, the developmental programmes in the sub-plan areas will not require a preparatory stage. In fact, the Fifth Plan effort can be consolidated and a clearer direction can be provided to it in the light of problems identified and experience already gained. The priorities will undergo some change in the light of objectives defined above.

Methodology of Sub-Plan Formulation for the Sixth Plan

11. Conceptually the tribal sub-plan adopted the problem-solving approach. It was expected that the programmes will be built around the problems identified in respect of each specific area. The sub-plan frame, therefore, is much wider than the frame of State Plans or the Plans of Central Ministries. It encompasses the totality of the developmental efforts in these areas and also takes care of the protective aspects, administrative and institutional infra-structure. No aspect of the socio-economic situation in a local area can be outside the sub-plan frame and a solution has to be found, if a problem is identified, whatever may be its formal categorisation. With this broad frame, it has been possible to tackle some of the pressing issues, with varying degrees of success, in the tribal areas. Excise Policy has been reviewed; forest policy is gradually taking note of the tribal needs; and restoration of alienated land is a high priority in the Project programme; updating of land records, a non-plan item, finds a place in the sub-plan. The administrative rationalisation has also been initiated. Delegation of administrative and financial power has been effected to decentralise decision-making and speed up the implementation process.

12. Notwithstanding the positive achievements noted above, the sub-plans could not acquire as comprehensive a canvass as was initially visualised. So far as preparation of programmes with reference to the needs of the tribal areas, a beginning had to be made with the disaggregation of the sectoral programme already fixed at the state level. In some cases, it has been difficult to divert resources to the tribal areas because of a heavy commitment in favour of on-going programmes in the non-tribal areas. Adaptation of programmes has also been rather difficult and has had only a qualified success. These were, however, inherent limitation of any first exercise of this type where on going process is sought to be influenced. It may be recalled that the Annual sub-Plan for the year 1976-77 was finalised only after the State's Annual Plan has been finalised. It was only for the year 1977-78 that the Annual sub-Plans were finalised as integral part of States' Annual Plans. In many States, this process has been carried further and the Annual Plans have now been drawn up projectwise. On the basis of these Project Plans, it will be possible to work on the Annual sub-Plan for the year 1978-79 from the ITDPs upwards. The Project Authorities will now have a say in the programme formulation. For the first time, the programmes for the year 1978-79 will be built from below on the basis of realistic financial parameters.

13. Thus, today we are in a position where the sub-plans for the Sixth Plan period can be prepared with reference to the specific problems of each tribal region or sub-region, an objective envisaged for the first sub-plan exercise itself in the beginning of the Fifth Plan. One of the recurring observations about the Integrated Tribal Development Project presented to the Government of India has been that the analysis of the problems in these Projects has been presented but the programmes follow the normal schematic pattern; thus there is very limited or no link-up between the two. In many cases, the results of the earlier efforts, by way of suitable evaluation studies, etc., are also not available. The State Governments have been attending to these missing elements as a follow-up of the observation of the Sarcioning Committee and it should not be possible to build up the programmes more realistically. This exercise will need to be taken up immediately along with the annual plan for the year 1978-79 beginning perhaps in the month of July, 1977.

4. There are six States and Union Territories which are predominantly tribal. Therefore, in their case the State Plans themselves have been taken as the plans for tribal development. No separate schemes for tribal development are necessary in their case. However, even in their case it will have to be ensured that the programmes prepared do not follow the general style of State Plans and the programme become relevant to the development of the weaker sections amongst the tribal communities. The preparation of district plans, which will help in further particularising the problem, as has been the case with the Integrated Tribal Development Projects, will go a long way in this direction. It will be useful in their case of preparation of plan for one of the districts taken up immediately so that the problems, which are likely to arise in such a detailed exercise, can be understood and the model plan so prepared can provide the guidelines for preparation of district plans by other units in the State and Union Territories in the next year.

Sub-Plan and State Plan

15. The question of a link between the sub-plan and the State Plan is important and will need to be clarified. The developmental effort in the tribal areas as a part of the total developmental effort in the State. Therefore, when the State Plan is being prepared and projections about the rate of growth of the State economy as a whole and of different sectors individually are fixed, the differentials in the level of development between the tribal area and the rest of the State have to be taken into

account. A faster rate of growth for the sub-plan areas has to be one of specific objectives in the State Plan. This will mean larger allocations for these areas.

16. The exercise suggested in the preceding section for preparation of the sub-plans ahead of the State Plan with reference to the broad objectives and specific local requirements will help in defining the priorities and programmes within the State Plan for the sub-plan areas. The State Plan, after defining the overall target for the State as a whole and for the sub-plan separately and after identifying the flow of resources from the State Plan itself, may assess the gaps which will have to be supplemented from other sources including Central Ministries and Special Central Assistance. However, one point may be reiterated—the projected rate of growth of the tribal areas cannot be treated entirely as a function of extra investment. Alternative strategies will have to be worked out in the State Plan itself with different levels of assistance which may become available for those areas. A faster rate of growth of the tribal areas has to be basically a function of the State Plan outlays. Clear enunciation of such issues will help in realistically working out the need for assistance from Central Ministries including Ministry of Home Affairs.

Central Ministries

17. In the sub-plan the role of the Central Ministries is crucial since they have to assume the overall responsibility for the development of the tribal areas in their respective sectors. It is for the first time that in the year 1977-78, the Planning Commission had requested the Ministries to separately identify the programmes for the tribal areas. This exercise has been done in some Ministries and remains to be done in others. It is expected that this will be completed shortly for 1977-78. This exercise will provide starting point for the programme for the year 1978-79 and for the Sixth Plan.

18. Many of the programmes which are likely to be taken up in the Sixth Plan will have to be initiated during 1978-79 so that they can be launched without any loss of time in the Sixth Plan. The Ministries by now should have acquired a good understanding of the problems of the tribal areas and can define their supplementary role more clearly. It will be necessary for them to prepare specific schemes for those areas where they feel that the Government of India must supplement the effort of the State Government in their respective sectors. A preliminary exercise

in this regard may have to be completed by the end of August 1977 so that the same can get reflected in the annual plan for the year 1978-79. The State Governments may also specifically suggest the schemes which they think could be taken up by the Central Ministries specially for the tribal areas.

19. The approach of the Central Ministries in relation to supplementing their efforts in the tribal areas will have to be somewhat different from that in other areas. The Central Ministries today either exclusively support a programme through a Central Sector Scheme and help the State in taking up a programme on matching basis. Their attention, therefore, is circumscribed to the schemes taken up with the outlays provided directly by them or the outlay in which they provide a share. In the tribal areas, the Integrated Tribal Development Projects represents the total investment. This total investment is arrived at after detailed discussion by the Planning Commission in respect of each sector. Therefore, a Central Ministry, if it decides to take up a programme, will have to start with the base investment provided by the State Governments in these areas in different sectors. The supplementation will have to be decided keeping in view the investment already flowing and greater thrust needed in a specific area or activity. Thus, a Ministry will be required to look at the total sectoral programme instead of only a part which is fully or partially supported by it. The channel of flow of funds will also have to be so devised that the total investment in that sector represent one entity at and below the Project level.

Defining the Task

20. The basic task before us is to speed up the pace of development of the tribal areas and tribal communities so that they are able to catch up with the remaining areas and communities by the end of Sixth Plan in general or latest by the end of the Seventh Plan in special cases. As the level of economy is an abstract concept, it has to be concretised in terms of specific targets. Caution, however, will have to be exercised in defining the targets as the concepts developed for the more advanced areas may not be applicable to the tribal areas, routine target fixing may camouflage the problem and elude its solution. This will be particularly relevant in the case of education, health and employment programmes.

21. The basic question in many of the tribal areas is not of poverty, as is generally understood in the more advanced areas.

The resources are plentiful and the needs of the tribals are limited. The level of technology is in consonance with the plentiful resources and limited needs as is clear, for example, in the case of shifting cultivators. The task, therefore, is to prevent effectively inroads on their resources, help the tribal in upgrading his skills and finally to enable him to stand on his own in the new situation where he comes in contact with more articulate groups with a different value system. The targets will have to be defined with reference to the base level in each of the specific areas and limits to the absorption capacity of the community in the short run. In each case, a longer term perspective will also have to be kept in view so that the constraints in the immediate context do not inhibit preparatory perspective programmes.

(i) *Education*

22. Education must be accorded the highest priority in the coming years in the tribal areas, since the tribal communities must be enabled to satisfactorily negotiate the transitional phase in their socio-economic change and take advantage of the new investment under economic programmes. The role of education in pre-developmental phase of a community has not been properly appreciated so far. Therefore, the prescriptions tend to conform to the concept developed with reference to the more advanced rural areas where the common man, even though illiterate, has been able to acquire considerable information and is long used to the processes of change and development. The tribal communities have remained isolated and have an entirely different world-view of the socio-economic phenomena. The small group of literates produced by the educational system in these areas is too tiny to become a catalytic agent for generating new cultural or economic processes. The out-migration of educated youngmen further deprives these communities of the lasting benefits of education.

23. The conventional educational plan helps in creating an elite over a period which indirectly becomes a catalytic agent for advancement of the communities. There is, however, no automatic linkage between the conventional educational programme and creation of necessary awareness amongst the people for promoting change. In some areas, like the hinterlands of industrial and mining complexes, the change is too fast and economic programmes are of a massive dimension while educational programmes are insignificant in comparison. The task of education here is much more onerous and, at the same time, crucial for the development or even survival of the tribal communities.

24. A dual programme will have to be undertaken in the Sixth Plan for promoting education at two levels. A long term programme of conventional education planning will lead to the ultimate preparation of tribal communities to be an equal partner in the national life. A short term programme should attempt a composite scheme for meeting the specific urgent needs of these areas. In this scheme, those elements of education will have to be picked up which create awareness in and increase absorption capacity of the community for the new developmental programmes. In those regions where some intensive economic activity is planned, a programme of saturation of educational benefits in a clearly defined area will have to be taken up.

25. The short term programme will have to take into account the existing communication gap and lack of awareness about the prospective change inherent in the developmental programmes. Such an 'educational' programme need not depend on literacy and will have to have a much wider coverage than the conventional functional literacy programme or even the non-formal education. These programmes should aim at covering the entire tribal area involving all sections of the tribal community and provide them with a frame of reference for perceiving clearly the intent and content of various protective and developmental programmes. It should be a comprehensive 'citizen education' programme. The areas of intensive economic activity like the existing or prospective industrial complexes, command areas, etc., will have to be identified where besides creating awareness through citizen education, saturation by other relevant educational inputs will have to be planned.

26. The long term programme should be prepared under the general educational frame of the State. The tribal areas should receive a high priority for which specific targets should be fixed. Mere creation of infra-structure cannot be taken as achievement of the targets. Therefore, supporting programmes should be defined for achieving those targets.

27. There should be universal coverage of children in the primary school and at least 50 per cent of the children in the age group 11—14 should be enrolled in the middle school by the end of the Sixth Plan *in all tribal areas*. The over-all enrolment in the tribal area as a whole should be higher than this level. The level of literacy could be raised to a minimum of 25 per cent for all tribal communities and in some areas this may be taken to 100 per cent. Infra-structural requirements and the supporting programmes like incentives to the children should be provided as a part of educational plan.

(ii) *Health Services*

28. Tribal areas are lagging far behind in respect of health services. It is an irony that it is some of these areas which have had a record of sterilisation operations covering almost all the eligible couples. Some of the mass-killers and epidemics have not been tackled in these areas. Some of the special health hazards like TB, Leprosy, VD, etc., continue to badly affect these communities. A different strategy for health coverage in these areas is to be evolved. An effective programme of preventive medical care should be taken up to saturate the tribal areas during the Sixth Plan period. Curative medical centres should be evenly distributed geographically so that every pocket of about 10,000 population has the benefits of one centre with a qualified doctor. The delivery of medical services should be made effective so that all the tribals in these areas can get free medical services. Special programmes for tackling special diseases may be prepared so that they are effectively tackled during the Sixth Plan.

(iii) *Full Employment Economy*

29. The state of full employment has to be achieved in the entire nation within a period of next 12 years. In the tribal areas, the problem of unemployment is qualitatively different and varies from one area to another. In the more backward areas, where land is still plentiful and pressure of population is low, the problem in its usually accepted form may not even appear to exist. It is these areas, however, where we come across 'low income traps' because the community does not possess the skills for more intensive utilisation of resources. The case of shifting cultivation provides an important illustration. The basic issue in these areas is to raise the level of incomes in a short term period by taking up comprehensive economic programmes.

30. The picture in some other areas, which have now comparatively opened up and where resources are getting depleted, is different. In some of these areas, particularly in the tribal areas in the Western India, unemployment resulting from deprivation and land alienation has appeared on the scene. In some cases, it has already reached an acute form. The tribals who are used to a different socio-economic setting, find it very difficult to adjust. It is a big psychological shock to him and shatters the very fabric of their socio-economic structure. Therefore, the problem needs attention on a priority basis.

31. Both aspects of a full employment tribal economic discussed above are within the realm of feasibility in these areas.

There is no inhibition amongst the tribals about working with their hands. Their equitarian socio-economic structure further helps them in taking to developmental tasks requiring physical labour. Within the matrix provided by the natural resources potential, manpower and the financial investment flowing to these areas, it should be possible to work out a strategy of full employment within the Sixth Plan period. The strategy for areas facing conventional problem of unemployment and those having the problem of low skill endowment will have to be different. The various economic and social service programmes which are enumerated in the following pages should help in achieving these targets. In fact, these programmes should flow naturally from the overall objective of a full employment economy.

32. While programmes in the ITDPs and Sub-Plans will be comprehensive, it will be necessary to identify some major thrust areas for the entire sub-plan in a State or for different regions thereof. Some of the major thrust areas which have already emerged for different States are Shifting Cultivation, Horticulture, Marketing, Minor Irrigation, Forestry-oriented programmes, Programmes for landless, Pasture development, Animal Husbandry and Education (as complementary investment in areas around Industrial and Mining complexes as distinct for General Education Plan.). These will be the key programmes for which a clear perspective should be prepared and which should be fully provided for in the sub-plan subject to the overall constraints of physical resources and absorption capacity. Other economic programmes will be built around these major thrust schemes.

(iv) *Shifting Cultivation*

33. In some of the States like Orissa, Manipur, Tripura, shifting cultivation is the major problem in the tribal areas. This has, however, continued to be tackled schematically and a comprehensive programme has not been evolved so far. It is hoped that in the last two years of the Fifth Plan, the present schematic pattern will be substituted by an integrated programme. A clear perspective of the shifting cultivation problem should be prepared and the broad dimensions in terms of total effort required should be defined. The targets for the Sixth Plan should be fixed in the context of this perspective.

(v) *Credit and Marketing*

34. Credit and Marketing have been given the highest priority in the Fifth Plan. Necessary infra-structure has been built

up at the ground level and clearly defined programmes are expected to be grounded during the current year and the next. This programme will have to be consolidated during the Sixth Plan. Therefore, specific targets to cover all important agricultural and minor forest produce ensuring reasonable price throughout the tribal area should be fixed. In relation to extension of credit facilities also, the entire tribal population in the sub-plan area should be covered and credit for consumption and production purposes has to be ensured. Specific targets for this purpose may be fixed.

(vi) *Horticulture*

35. In the context of non-availability of agricultural land, occurrence of extensive undulating land plagued with the problem of soil erosion, low pressure of population and favourable agro-climatic conditions, horticulture has emerged as one of the major programmes in most of the tribal areas except the Bhil-region in the Western India. A clear departure has been made in this scheme from backyard plantations to extensive plantations on the model of 'individual ownership and corporate or cooperative extension support'. A clear perspective of horticulture development in the Sixth Plan, therefore, will have to be prepared for which advance action should be taken up in the year 1977-78.

(vii) *Irrigation*

36. The level of irrigation in most of the tribal areas is extremely low, may be, as little as one to two per cent. This level will register some increase in the last two years of the Fifth Plan but it will still be far below the general level in the country. Specific targets for each area for irrigation should be set so that the level of irrigation in tribal areas at the end of the Sixth Plan is at least what obtained in the remaining areas at the end of the Fifth Plan. Special attention will have to be given to traditional forms of irrigation. Advance action by way of ground water survey, investigation of minor and medium schemes, etc., will have to be taken for achieving this target from right now so that there are sufficient number of schemes ready for being taken up during the Sixth Plan.

(viii) *Forestry Based Economy*

37. In many of the tribal areas, more than 50 per cent land is under forest. Therefore, the major thrust may have to be provided in activities related to forestry resources with agriculture playing a secondary role. A clear perspective with implication for the tribal economy has to be prepared.

(ix) *Land-less Labourers*

38. In many of the tribal areas the proportion of landless labourers has become very high. Full employment by the end of the Sixth Plan has to be achieved. In some areas with large agricultural labourers programmes addressed to these groups will become the major thrust areas. These will include programmes of horticulture, tussar rearing, animal husbandry, pasture development, etc.

(x) *Drinking Water*

39. Drinking Water is also one of the acute problems of the hilly tribal region. In fact, the dimensions of the problem have not been assessed so far as the data and investigation is generally village-wise and not hamlet wise. The State Governments have been requested earlier to spell out, in the first instance, the problems in terms of the requirements for all hamlets in these areas. Safe drinking water has to be provided to all hamlets wherever feasible by the end of the Sixth Plan or latest in the more backward areas by the end of the Seventh Plan.

(xi) *Nutrition*

40 Nutrition is one of the acute problems, particularly in those areas where natural resources have got depleted or where ecological balance has been lost. Such problem areas should be identified and a full coverage of these areas by nutritional programmes should be ensured during the Sixth Plan. A word of caution may be necessary here about the nature of programmes to be taken up. Nutrition and production programmes should not be isolated but should be inter-woven. Dependence on outside sources for food-products is unrealistic.

(xii) *Roads*

41. Road is an important infra-structure for economic development and is amenable to easy comparison. A Master-Plan for road development should be prepared with reference to the requirements of these areas connecting the market centre and growth point so that extension services and social services can be effectively taken to these areas.

The Perspective for Other Important Sectoral Programmes

42. The preparation of Integrated Tribal Development Project in the current plan has brought out the need for a wider perspective for a number of other important programmes also. For example, increasing agricultural production is an accepted goal yet, the programmes support contained in these Projects

does not lead to a clearly defined focus. The problems of minor millets, dry farming, etc., do not emerge in adequate relief at the sub-plan level so as to provide a priority schedule for individual ITDPs. It is at this stage now, when preliminary steps are being taken for preparation of the Sixth Plan, that clearer perspective for a number of these programmes, which are of relevance for more than one Project, should emerge. It will be necessary that adequate outlays in the sub-plans are provided for these programmes also. Some of the aspects which will need special attention are enumerated below.

(i) *Agricultural Research*

43. The research support for the agricultural programme in the tribal areas should be clearly defined. Since the results of agricultural research have to be adapted to the special needs of the tribal areas this aspect will have to be specially kept in view. A clear picture about the important agricultural crops in different tribal areas and the research support linkage should be worked out.

(ii) *Agricultural Farms, etc.*

44. The agricultural farms at present tend to represent an isolated activity. Their role in the agricultural production programme has to be defined with reference to a region. The linkage has to be in terms of supply of seeds, providing a demonstration base and involvement in specific extension activity around the farm itself so that it does not exist in isolation. A network of agricultural farms with clearly defined roles has to be worked out for the sub-plan area as a whole with reference to the specific requirements of each individual agricultural sub-region.

(iii) *Dry Farming*

45. Agricultural production programmes concentrate generally on cultivation under irrigated conditions. In the tribal areas the level of irrigation is low and will continue to be so for a substantial period. Therefore, a clear programme of dry farming techniques for the specific crops in different regions for the tribal sub-plan areas as a whole should be defined and suitably incorporated.

(iv) *Animal Husbandry*

46. The institutional infra-structure of veterinary hospitals and dispensaries is generally well established in the tribal areas as a whole. However, the gaps in this infra-structure, if any,

should be identified and should be adequately provided. Attention will have to be given on optimal utilisation of this infrastructure already created. This should be fully provided for in this Plan.

47. The cattle breeding farms, poultry farms, etc., tend to be isolated activity. The farms must be linked with a specific area in the neighbourhood for extension work on an intensive scale. The role of the institution has to be defined with reference to a specific programme in a region.

48. A perspective for piggery development, poultry development, goatry and sheep breeding, has to be worked out for the entire sub-plan area so that the possibility of taking up specific programmes in the different Projects is brought out and suitable programmes are incorporated in the Project.

49. Areas with pasture potential should be delineated and specific animal husbandry programme has to be drawn up along with pasture development programme.

50. Areas with good cattle potential should be identified for which intensive programme should be outlined.

(v) *Tussar Rearing*

51. Madhya Pradesh, Orissa, Bihar and West Bengal tribal areas have good potential for rearing of tussar. Similarly, Manipal, Tripura and Assam also have a good potential. A clear perspective for the tussar programme, therefore, should be prepared urgently.

(v) *Lac Cultivation*

52. Lac cultivation is an important subsidiary programme in Bihar, West Bengal, Orissa and Madhya Pradesh. A clear perspective for lac cultivation, and its marketing, etc., should be prepared.

(vi) *Bee-Keeping*

53. Bee-Keeping has a good potential in many of the tribal areas. A clear perspective for the potential of bee-keeping of these areas may be worked out so that supportive programmes can be taken up in the Project.

(vii) *Handloom Weaving*

54. In the North Eastern States weaving continues to be a house-hold skill. A clear perspective for this programme should be prepared.

(ix) Traditional Craftsman

55. In the process of modern development, the traditional craftsmen in the tribal areas have been particularly adversely affected because they are facing an unequal competition from the products of large scale industries. While the Integrated Tribal Development Projects have identified these groups yet suitable programmes have failed to emerge so far. In fact, the village and household industries have not claimed the attention which they deserve, although allocation in the State Plans have been substantially stepped up in the current plan period. Having now identified the problems, a programme will have to be evolved for each of these groups in the course of this year and the next. The problems of these most adversely affected sections amongst the tribal communities should get the high priority and may be adequately provided for in the Sixth Plan.

Industrial Complex and Mining Hinterland

56. Many of the tribal areas have rich natural resources. Therefore, mining and industrial complexes and other intensive economic activities are sometimes taken up and established with a fast speed. The tribal communities are not in a state of preparedness and, therefore, are pushed back or are forced to join the lowest strata in the new industrial society. These are, therefore, the worst affected areas both in respect of social and economic consequences to the local community. Not much attention could be focussed on these areas so far in the Fifth Plan. It is expected that in the last two years some preliminary steps will be taken to alleviate the conditions of the tribals in these areas. In the Sixth Plan, a much more comprehensive and systematic effort should be initiated from the very beginning. It should be possible to draw up comprehensive programmes for these areas in the course of this year and the next and adequate provision should be made in the Plan provision for these regions.

Financial Parameteres

57. While a perspective for the various programmes can be prepared, the phasing of these schemes will have to be decided with reference to the possible financial outlays. The total outlay for the tribal sub-plan during the Fifth Plan from the State Plans, Central and Centrally Sponsored Schemes, special Central Assistance and institutional finance is expected to be of the order of Rs. 1500 crores. Out of this outlay, the investment from the state Plan (Rs. 950 crores) and special Central Assistance (Rs. 190 crores) or a total of Rs. 1150 crores has been clearly identified. The flow from Central and Centrally Sponsored Schemes

could not be fully tapped and the total benefit from this source may be about Rs. 100 crores. Thus, the total investment in the Fifth Plan for the tribal areas other than the institutional finance may be of the order of Rs. 1250 crores.

58. The level of investment in the Fifth Plan could have been even more than Rs. 1250 crores if the tribal areas had greater absorption capacity. Even in the current year when the level of investment is Rs. 350 crores, infra-structural and administrative constraints have appeared. The preparation of detailed plans for these areas has taken more than three years whereas originally it was expected to be completed in a year or so. The level of investment from Centrally sponsored programme has not picked up as envisaged. Keeping in view all these limitations of the Fifth Plan, an investment of about twice the Fifth Plan size in each ITDP, or even slightly more than twice, can be taken as a reasonable starting point for a preliminary planning exercise. It may be recalled that the first Project presented by the State Government outstripped the available resources many times even to the extent of four to ten times. If we start with twice the actual resources quantified in the Fifth Plan for each Project, or slightly more, the variance from the actual size as may emerge after the Planning Commission decide the final figures of State Plans and Central Schemes may not be large.

59. The Constitutional scheme for funding of tribal development envisages a continuing process of assessment of the needs of the tribal areas. The *sub-plan frame, therefore, has to be indicative rather than rigid*. As the financial parameters of the ITDPs for the Fifth Plan have been worked out, the Annual Plan for 1977-78 has been crystalised and the Annual Plan for 1978-79 will be prepared shortly by the Project authorities, a basic Plan frame for the ITDPs to initiate Sixth Plan formulation is readily available. However, caution will have to be exercised about the rigidity creeping in relating the sectoral allocations. The tendency may be to multiply all the sectoral allocations by the same factor. It will be desirable if the Project Authorities, in consultation with the people and their representatives, were to work out the sectoral priorities within the overall financial parameters, however, keeping in view the overall priorities which have been suggested for tribal development in general. This Project exercise will help in crystalising the ideas about programmes and priorities ; it can, at the best, be taken as providing a frame for the aspirations of the people within reasonable financial parameters. The major thrust areas have to be fully provided for. The variations subsequently can be adjusted either by addition or by deletion of certain programmes which come up or fail to come up in the prescribed priorities.

60. The financial requirements, which may so emerge with reference to the problems of the tribal areas, will have to be adequately provided, in the first instance, in the State Plan. It may be recalled that the level of investment from State Plans in the tribal areas has to be higher than what will be justified on pro-rata consideration. In sectors like Road, Education, Health, where bulk of the shortfalls below the nationally accepted norms, are in the tribal areas, the outlay will have to be decided with reference to the relative shortfalls in the tribal areas and in the remaining areas. Thus, a much higher weightage should be available to the tribal areas. It is quite possible that the full requirements of the sub-plan areas may not be met from the State Plan. The concerned Central Ministries will assess the level of investment in the tribal areas in different States from their respective Sectors. They are expected to make substantial investment in the form of Central or Centrally sponsored programmes which may be specially formulated for these areas keeping in view their specific problems. Since there is sufficient time as yet, it is expected that the Central Ministries will make adequate provision for this purpose. Any vital gap, which may still remain unfilled after taking note of the level of investment from the State Plan and Central or Centrally Sponsored Schemes, will be adequately covered through Special Central Assistance by the Ministry of Home Affairs.

61. It may be emphasised again that the process of formulation of the sub-plan should not start with sectoral disaggregation, as was done in the Fifth Plan. The Project Authorities, in consultation with the people's representatives and others, should decide upon the priorities within the financial parametres indicated above with reference to the problems of the concerned area. They must, however, follow the national priorities indicated above. For example, education has now been given the highest priority and, therefore, must be adequately provided for in the project proposals; education can not be relegated to a second position in comparison to road development programme in any scheme. Similarly, health services in the more backward areas must take precedence over other prestigious programmes. The aggregation at the State level of the ITDP programmes and priorities within the financial parametres indicated will give an idea of the priorities from the point of view of the Projects. The State level authorities then will review the overall direction which these efforts will give to the development of tribal areas as a whole. If any change in the priorities is called for at this stage, it can be brought about by supplementary provisions. These requirements should reasonably get reflected in

the State Plan. Residual outlays can be expected to be met from the Central and Centrally Sponsored programmes or as Special Central Assistance. A dialogue at the national level will help in sorting out the residual problems.

Dispersed Tribals in Other Areas

2. The tribal sub-plan cover only about 65 per cent of the tribal population of the country. In the Fifth Plan, a beginning was made in the areas of tribal concentration as a matter of strategy. These areas represented a simpler problems. The tribal here, by and large, continues to have the command over his means of livelihood. In dispersed areas, he is generally resource-less and unskilled. It was, therefore, envisaged that once it is possible to consolidate in the predominantly tribal areas, focus can be shifted to the dispersed tribals. The approach for these dispersed groups in different States will have to be different for different areas, as has been the case for the sub-plan itself during the Fifth Plan. There are two possible approaches can be adopted, viz., (i) modified area development approach; and (i) community oriented approach.

(i) Modified Area Development Approach

3. The minimum population thresh-hold, which qualified for inclusion in the tribal sub-plans during the Fifth Plan, had to be different for different States, because of the differences in the demographic distribution of the tribals. In the major tribal States in middle India, a Tribal Development Block was taken to be the smallest unit for inclusion in the tribal sub-plan. This was considered to be adequate because by this method, it was possible to cover about 65 per cent of the tribal population in States. In Tamil Nadu and Kerala because of greater dispersal of tribals, a population threshold of between 10 to 20 thousand population qualified for inclusion in the tribal sub-plan. Similar was the case with Assam. In Tripura and West Bengal a group of villages were identified for special attention. In Karnataka and Danan, individual families had to be identified. Thus, the tribal sub-plan acquired different connotation in different States.

4. Now some experience is available from the State having more dispersed tribal population regarding area delineation, programmes formulation, etc., the major tribal States can consider whether it will be worthwhile adopting this Modified Area Development Approach with lesser population threshold outside the present sub-plan areas. As a first step in this exploratory exercise, it will be necessary for them to identify pockets which may have more than 10,000 tribal population and more

than 50 per cent tribal concentration. In other words, areas with about 20,000 total population and more than 50 per cent tribal concentration may be identified initially. In some States like Himachal Pradesh smaller pockets may have to be identified.

65. In the case of these smaller pockets, the programmes will be qualitatively different than in the case of normal sub-plan areas. In their case, infra-structural development in general will be the responsibility of the general sector programme operating in that areas. These sectors will be expected to give special attention to the needs of these pockets while planning for the broader regions. The tribal development programme may, however, supplement in infrastructure building also in a small way where the need is specifically relatable to the concerned pocket. Even in the social service sectors the broader frame of the larger area will be relevant. For example, while planning for education, the institutional set-up upto high school will have to be in the general sector while the tribal programme will ensure adequacy of the structure up to middle school level. Even, here the location of educational institutions around these pockets will have to be taken into account while planning. The health services will have to be more intimately interwoven in the broader health network. In relation to the economic programmes addressed to the local community, plan will have to be prepared for the entire pocket giving special attention to the problems of the tribals. It may be possible to devise some minimal supplementary administrative infrastructure to attend to the problems of these areas specifically within the bigger administrative units.

(ii) *Community-Oriented Schemes*

66. From the experience gained during the Fifth Plan in the States having large dispersed tribal population, it can be expected that about 35 to 40 per cent of the tribal population outside the present sub-plan areas may be covered by the modified area development approach. The remaining 60 per cent of the total tribal population outside the sub-plan area or 20 per cent of the total tribal population in the country will still require a community-oriented approach. There will be different shades even under the community development approach. There are three possibilities :—

- (i) It may be possible to identify the groups located in a geographical area for which specific programme can be prepared ;
- (ii) In some cases, it may be possible to identify a professional group which may be located in one area or

may be dispersed over a larger area for whom a specific programmes can be prepared ; and

- (iii) In other cases, family-based plan may have to be prepared in which suitable priorities may have to be decided keeping in view the local situation.

67. Under this approach, the infra-structural development will have to be taken for granted as a part of the general development of the area. Attention will have to be specifically given to the problems of the tribal communities exclusively. Most of the programmes, at present, taken up under the Welfare of Backward Classes Sector would fall in this category. In this case, however, an important departure will have to be made in the Sixth Plan on the same lines as has been done in the case of tribal sub-plan areas during the Fifth Plan. At present the programmes under the Welfare of Backward Classes Sector comprise small isolated schemes which cover a very small tribal population. It will be necessary that the role of the Tribal Development Departments and schemes operated by them become catalytic in nature. The tribal communities have to be enabled to take benefits from the on going sector programmes. If there are any special handicaps, the scheme should provide special dispensation in favour of the tribal communities so that they are able to overcome the hurdles and are at par with other communities. In fact, here the effort of Tribal Development Departments will have to be more in terms of organisational support than financial support.

68. The first task in the community-oriented programmes should be to identify the present vocations of the tribal communities in these areas. Bulk of the tribals are landless labourer in many areas. In fact, in some of these areas more than 50 per cent of the landless labourers may belong to the scheduled tribes. Therefore, in the programme of Small Farmers and Agricultural Labourers, a major thrust will have to be provided to the problems of the scheduled tribes. Even special programmes can be taken up for these groups if certain specific problems can be identified.

69. In the dispersed tribal areas, there is another phenomenon which has become clear during our discussions. In these areas tribal communities are educationally the most backward. This perhaps reflects their economic situation. Education, therefore, will have to be one of the major thrust programme for dispersed tribal also. It is this input which will enable the tribal in these areas to stand on their own.

70. A broad perspective for the dispersed tribals should be prepared immediately within which suitable programmes can be gradually developed as we enter the Sixth plan period. This will need a detailed exercise. We have already got some experience of these schemes in the Backward Classes Sector. It may not take as long a time for this preparatory work as was the case with the ITDPs in the Fifth Plan. The aim will have to be that in the course of next two years by the end of 1978-79, i.e., before the Sixth plan is inaugurated, specific programmes and projects covering all the tribals living outside the tribal sub-plan area are prepared and put on the ground in the first year of the Sixth Plan.

Primitive Groups

71. There are about 50 primitive groups which have been identified during the Fifth Plan. In view of their extreme critical situation, specific allocations were set apart in which the States' participation was not insisted. These programmes, unfortunately have not moved up satisfactorily so far. It is expected that in the rest of the Fifth Plan period this programme will pick up. The programmes of these weakest groups should be taken up even with greater vigour during the Sixth Plan.

Non-Plan

72. One of the important elements is consolidating the gains of development in the tribal sub-plan areas in the non-plan activity. In the national scheme of development, all programmes taken up in the course of a plan period get transferred to the non-plan side at the end of the plan period. Adequate maintenance of the services created as a part of plan activity is taken care of through the devolution of funds on the recommendation of the Finance Commission. Since the developmental efforts in the tribal areas have been of a very meagre order, the non-plan side has not grown. The erstwhile Tribal Development Block Programmes also did not contribute anything to this side since it was confined to certain specific schemes supported by the Central Government. In view of low demand from tribal areas and difficulties in execution of schemes, the shortfalls in expenditure are maximum in the tribal areas and it is also easiest to effect cuts on their outlays. All these aspects will have to be taken into account while examining the non-plan in the tribal areas.

73. There is another important fact which needs consideration. In a number of sectors unless a view is taken about the

non-plan side, the plan programmes may not give a real perspective. For example, in education, plan represents a very small part of the total investment in the State. The educational plan has to be viewed in its totality. On the same analogy, a complete picture of the non-plan activity of all development departments will be necessary for the tribal sub-plan areas. This will include Agriculture, Irrigation, PWD, Education, Health, Public Health Engineering, Cooperation, etc.

74. The assessment of the non-plan activity of all departments for the sub-plan should be made in the current year. Since the maintenance of these services has generally not claimed adequate attention, it should be ensured that the requirements for bringing up the level of their services to minimum standards are adequately reflected in the Memoranda presented to the next Finance Commission. Any uncovered liability in this respect has to be taken care of otherwise.

Level of Administration

75. Level of administration is crucial in the tribal areas. In fact, the administrative infrastructure is already proving to be the most important limiting factor in our current plan programmes. The administration has to be made a fit instrument for carrying on the programmes taken up in the Fifth Plan and the responsibilities which are sought to be placed on it during the Sixth Plan. A reasonable perspective covering all non-developmental administrative facets of the tribal scene has to be prepared.

Minimum Staff Support for preparatory work

76. The role and responsibility of the Tribal Commissioner have undergone an important change in the Fifth Plan. Already strains are visible and more effective co-ordination requires greater support to the Tribal Commissioners. The new tasks for the Sixth Plan will have to be undertaken on a time-bound basis or else we may miss the opportunity which has to be cashed on at any cost. Adequate staff support, therefore, should be built in immediately for which special Central Assistance may be used. It may also be necessary for the Tribal Commissioners to commission selected institutions, expert bodies or individuals for preparing the perspectives within the next three to six months. Resources should not be constraint for these seed-investments and these costs could be reimbursed on a hundred percent grant-in-aid basis from special Central Assistance or from the centrally sponsored scheme of Research and Training.

Copy of D.O. NO. 11014/3/77-TD dated 28-6-77 from Shri Ishwar Chandra, Additional Secretary, Ministry of Home Affairs to the Chief Secretaries.

The preliminary work relating to preparation of the Sixth Plan is being initiated by the Planning Commission. It will be necessary that the task of tribal development, which we may propose to take up in this plan, is defined in clear terms somewhat in advance of the State Plans and the Central Ministries plans. It will help us in getting suitable provisions made in the appropriate plans and in working out the needs for supplementation to bridge the crucial gaps, if any.

2. Broadly speaking, the work in the sub-plan areas, covering about 70 per cent of the total tribal population, initiated during the Fifth Plan will have to be consolidated. Secondly, we will have to give a fresh look at the problems of the remaining 30 per cent dispersed tribals who live outside these areas and prepare suitable plan for them. The basic object of our programme would be to bridge the gulf between the level of development of the tribal areas and communities and the remaining areas and communities by the end of the sixth plan generally and, in exceptional cases, by the end of the Seventh Plan.

3. The first step for economic upliftment has to be elimination of exploitation which has been given the highest priority in the Fifth Plan. Considerable ground has been covered here and it is expected that the protective measures will reach a maintenance phase in the Sixth Plan. Continued vigilance and selective intervention will, however, be necessary. Some of the important constraints to faster development of these areas are administrative and lack of absorption capacity. Streamlining of administration is, therefore, an urgent task. Similarly, creating awareness and preparing the tribals to stand to new pressures and to take advantage of the new programmes is crucial. Education and health services should get top priority and a full employment economy for tribal areas may be planned to be achieved by the end of the Sixth Plan.

4. The details of the sectoral plans will have to be worked out by the concerned departments as was done in the Fifth Plan. Once the broad outlines for tribal development are ready, they can be

appropriately accommodated in the State Plan or the programmes of the concerned Ministries or may be covered by Special Central Assistance. Advance action for some of the major programmes which may be proposed for the Sixth Plan may have to be initiated in 1978-79 itself for which suitable allocations may have to be made in the next few months in the draft annual plan.

5. The preparation of the outline of tribal development will require the concerted efforts on the part of all the departments and your personal guidance. I shall be grateful if suitable instructions in this regard are issued to all concerned. A meeting of the Tribal Commissioners is being convened in the middle of July for considering the possible approach and strategy for tribal development during the Sixth Plan, and they are being separately addressed in this regard. If required, a meeting at the Chief Secretaries' level may be convened subsequently, for finalising the plans.

Copy of D.O. No. 11014/3/77-TD dated 28-6-1977 about 'Preliminary Steps for Defining the Task of Tribal Development in the Sixth Plan' from Dr. B. D. Sharma Jt. Secretary Ministry of Home Affairs addressed to all Tribal Commissions.

As you are aware the Sixth plan formulation is likely to be initiated shortly by the Planning Commission. From the beginning of the Fifth Plan, planning for the tribal areas and tribal communities, has become a concurrent exercise with the State level and national plans. Since the problems of the tribal areas are complex and the basic objective is to bridge the gulf between the level of development of these areas and communities and the rest of the areas and communities in the concerned States, it is necessary that the strategy and approach to be adopted for these areas and communities is outlined somewhat ahead of the State or the national plans so that their needs and requirements can be taken into account while preparing those plans. In the Fifth Plan, it was not possible to set the targets in advance as we started the sub-plan formulation somewhat late which has cost us dearly in terms of time. We have also experience that the adaptation of sectoral programmes to the specific needs of these areas could not be achieved to the extent desired; in some cases, the sectoral programmes taken up were mere disaggregation of state or national schemes. We have now to ensure that these problems do not recur in our Sixth Plan exercise.

2. A detailed discussion draft on 'Approach to Tribal Development in the Sixth Plan—A Preliminary Perspective' suggesting the various possible alternatives has been prepared by us

and is enclosed for your information. This may form the basis of our deliberations, so that a clearer perspective can be provided for the defining of the Sixth Plan tasks.

3. In the Sixth Plan it is suggested that the task of tribal development should be defined in a more concrete fashion so that the level of development of the tribal areas and of the tribal communities may catch up with the general level of development in the respective States by the end of the Sixth Plan, and, in exceptional cases, by the end of the Seventh Plan. Thus, a time frame of about 12 years from now is available within which the Sixth Plan targets will have to be set. This will have two consequences. In the first instance, the planning effort and preparatory action in the last two years of the Fifth Plan will have to be stepped up and intensified. Secondly, thirty five per cent of the tribal population outside the sub-plan areas, who have not claimed adequate attention, in the Fifth Plan should be brought within the ambit of an active programme from the beginning of the Sixth Plan. Therefore, programme formulation and advance action for the dispersed tribals will also have to be initiated right now. Thus, a dual task of consolidating the developmental efforts in the sub-plan area and initiate a time-bound programme outside will have to be undertaken.

4. Bridging the gulf in the levels of development, in concrete terms, should mean firstly, increasing the income of tribal groups in the immediate future and secondly, preparing them for a role of equal partner in the new productive processes and developmental tasks. The first step in this direction obviously has to be to save them from deprivation as a result of a multitude of exploitative processes. Elimination of exploitation has been given the highest priority in the Fifth Plan. Considerable ground work has been done in relation to excise policy and marketing. Some beginning has also been made in relation to restoration of alienated land and review of the forest policy. The momentum gained so far can be expected to grow fast in the last two years of the Fifth Plan. It should be possible to consolidate substantially the gains in this area during the Sixth Plan. Protective measures, therefore, may reach 'maintenance phase', although they will require continued vigilance and renewed efforts in specific areas, should such situation arise.

5. The substantial stepping up of investment in the tribal areas during the Fifth Plan has brought to the fore certain constraints in relation to the efficacy of the delivery system as also the absorption capacity of the tribal communities themselves

The importance of building up the inner strength of the tribal communities has been highlighted in the context of urgent need to enable them to stand to the pressures arising from the new situation and to take benefits from the new programmes. In the Sixth Plan, therefore, highest priority is proposed to be given to Education, Health and building a Full Employment Economy in the tribal areas. Education and health should not only have the highest priority, but the very concepts of educational and health services will have to be suitably modified for achieving the specific tasks defined above. Thus, raising of economic conditions of the tribals in the immediate future and of enabling them to come up to the general level in a period of 12 years will require —

- (i) Consolidation of protective measures initiated in the Fifth Plan ;
- (ii) Major thrust in education and health services : and
- (iii) Building up a full employment tribal economy by the end of the Sixth Plan.

6. These programmes and priorities will have to be defined in three different contexts, as was also done in the Fifth Plan, viz,

- (a) Areas of Tribal Concentration;
- (b) Dispersed Tribals in Other Areas; and
- (c) Primitive Tribal Communities.

7. A broad perspective for the new sub-plans have to be prepared with reference to the above objectives. Besides comprehensive planning for education and health, the requirements of full employment economy will itself provide the directional force for the planned effort. Certain major thrust areas will emerge for different regions in the sub-plan or for the entire sub-plan area itself. These may include programmes for shifting cultivators, horticulture, landless labourers, forestry oriented programmes, etc. The experience in the Fifth Plan has also shown that a broader perspective covering more than one Project is essential for a meaningful planning of a number of programmes like agricultural research, dry farming, piggyery, poultry, dairying, pisciculture, household industry including tasar, lac cultivation, bee-keeping, weaving, etc. It is also noted that the various institutions tend to be end in themselves. The existing institutions should be linked to a clear economic programme and, in future, institution-building should follow a programme and not *vice versa*. The concerned sectors will have to take

immediate action so that these perspectives and programmes are ready in the course of next few months so that suitable schemes can be incorporated in the advance action during the year 1978-79.

8. While the broad frame for the sub-plan has to be prepared at the State level, a concurrent exercise at the ITDP level for formulating programme with reference to specific needs of these areas will have to be started. The aggregation at the State-level of the programmes prepared at the ITDP level may give a some-what different picture as compared to the projections prepared for different schemes/sectors by the State departments. These two will have to be reconciled. If the priorities have been well-understood at all levels, this should not pose an insurmountable problem.

9. A word of caution is necessary at this stage. Planning from below with reference to specific targets for tribal areas *vis-a-vis* the level of development in rest of the areas suggested above, may indicate the view of large financial outlays, which may not be sustainable in the overall State or the Central plan context. One of the important lessons of the Fifth Plan effort is that there are severe limitations to the absorption capacity of the tribal areas. Therefore, the project proposals will have to be closely scrutinised on these counts. It appears that if absorption capacity is kept in view and the focus in programmes is on those items which are of direct relevance to tribal development, the two sides of the equation can be reasonably matched. Nevertheless it will be necessary to define the broad financial parametres. For example, it has been suggested that the Projects may start their first planning exercise with reference to a size of about double the outlay for the current plan period. This will keep the programmes within a reasonable limit and suitable reduction or step up can be effected as the level of investment gets defined at the State level and the Central level.

10. Some aspects like the problem of the hinterland of industrial and mining complex, adaptation of intensive forestry management programmes to the need of tribal economy, etc., have not claimed due attention in the Fifth Plan. Ground work for these will have to be done urgently and suitable programmes incorporated in the Sixth Plan.

11. We will have to begin anew in relation to the dispersed tribals in other areas. In some cases, 'Modified Area Development Approach' with a minimum population threshold of about 20,000 people and 50 per cent tribal concentration could be considered for adoption as has been done in Kerala, Tamil-

nadu and Assam during the Fifth Plan. In the other areas, programmes will have to be community-based. The role of the Tribal Development Department will have to be re-defined as that of a catalytic agent. The new input will be more organisational than financial.

12. A view has also to be taken about the non-Plan activity in the tribal sub-plan areas, particularly in relation to the development departments like Education, Health, Agriculture, PWD, Irrigation, etc.

13. Administration has appeared as one of the important constraints for implementation of the programmes in the Fifth Plan. Immediate steps will have to be taken to make administration effective so that the new responsibilities can be adequately discharged. We will be addressing you separately in detail about this aspect.

14. A meeting will be held in Delhi on the middle of July 1977 to consider the important issues outlined above. I shall be grateful if you could give us your first reaction to these suggestions. You may also initiate action particularly for defining the targets in areas like education, health, other major thrust and important programmes. The enclosed discussion paper may also be circulated to the other concerned departments (adequate number of copies are being sent separately). They may be requested to prepare their first perspective for the tribal areas in a course of next month or so on a rough and ready basis. They may also initiate action for preparing perspective for the important items in their areas of responsibility. This exercise has to be done immediately since the year 1978-79 will also be the year for advanced action for programmes to be taken up in the Sixth Plan. If the broad directions in these sectors are known, the key programmes can be included in the next year's plan for which the discussion will begin towards the end of this month and for which the preparation in the States will start from the month of July itself.

15. The preparatory task will also need substantial staff support to your department particularly. The Tribal Research Institute & other units may be urgently geared for this purpose.

**PREPARATION OF SUB-PLANS
FOR TRIBAL REGIONS**

*Guide-lines issued by the Planning Commission during
the Fifth Plan Period*

INTRODUCTION

The tribal situation in the country presents a varied picture. Some areas have high tribal concentration, while in other areas the tribal people form only a small proportion of the total population. There are some tribal groups which are still at the food-gathering stage; some others practice shifting cultivation; yet others may be pursuing primitive forms of agriculture. Some areas are still inaccessible, while in others modern industry has created a crisis situation in the primitive life. The programmes for the welfare and development of the tribal people so far have had a limited coverage. Tribal development blocks have been started in areas with more than 2/3rd tribal concentration. These programmes, in practice, became too rigid although varying conditions demanded different approaches to their problems. The T.D. Hock area also proved to be too small a unit for large investments in infra-structures, economic development and social services.

2. In the Fifth Five Year Plan, attention has to be focussed on the specific problem of each identifiable group and area so that a definite perspective emerges for the course of their development. Broadly speaking, the situations in regions of tribal concentration and in areas of dispersed tribal population are quite distinct which require different approaches. In the regions of tribal concentration area development approach has to be adopted, keeping focus on the problems of the tribal people. A sub-plan should be drawn up for these areas which may present an integrated view of their problems, the broad objectives and strategies, an outline of the various programmes, physical inputs, financial outlays, legislative and administrative frame. All activities of government and semi-government organisations, financing and credit institutions and special sectoral programmes may be fully integrated in the sub-plan which should present a total picture of the development of the region.

3. Although the entire tribal population will be covered under the above two categories, certain extremely backward isolated smaller groups facing problem of their very survival will have to be treated as special category both within the areas of tribal concentration and outside and special group-oriented programmes may be formulated for them.

4. The region of tribal concentration, or the sub-Plan area, in each State will comprise a number of viable project areas. For each project, an integrated area development programme, focusing attention on the specific problems of the area and the people in that region, will have to be formulated. Preparation of sub-plan and project formulation will be two distinct exercises although preliminary steps for preparation of projects will have to be taken concurrently.

OBJECTIVES AND STRATEGY

1. The long term objectives of the sub-plan are :—

- (i) to narrow the gap between the levels of development of tribal and other areas ; and
- (ii) to improve the quality of life of the tribal communities.

Among the immediate objectives will be elimination of exploitation in all forms, speeding up the processes for social and economic development, building up inner strength of the people and improving their organisational capabilities.

2. A general strategy to achieve these objectives will have to be evolved in the sub-plan keeping in view the special problems of the tribal region in each State. Entire legal, administrative and institutional frame as also inter-sectoral and intra-sectoral priorities may need to be reviewed keeping the primary focus on the welfare and development of the people. In some cases it will be necessary to take suitable steps with a view to gain the confidence of the tribal communities so that there is a positive response to the renewed effort. The strategy will have to keep in view the constraint of resources in relation to the immense task to be performed. Full utilisation of the existing investments under different heads should be insured and treated as the starting point of the new plan efforts. Some of the elements of this strategy will be as follows :

Prevention of Exploitation

3. No developmental activity for benefiting the tribal population will succeed unless exploitation in various forms is prevented. Integrated credit-cum-marketing services covering marketing of agricultural and minor forest produce, supply of inputs and essential consumer commodities, credit for production purposes as also for consumption and social needs etc. will have to be set up. Redemption of past debts through legislative and executive measures will have to be taken up. Suitable measures may also be considered for dealing with the resultant liability. Programmes for prevention of land alienation, restoration of lands already alienated, termination of practices like bonded labour, solution

other problems created in the zones of influence of modern tribal areas and review of excise and forest policies will need special attention.

Development of Tribal Economy

4. Tribals, by and large, depend on agriculture and forests for their livelihood. Hence development of agriculture will be given the highest priority. The most important components for development of agriculture are land ownership and its development, provision of irrigation and improved methods of cultivation. Completion of land records will have to be given a high priority. Sifting cultivators, forest villagers and forest labourers should get special attention.

Creation of Employment Opportunities

5. The level of economic activity in tribal areas is very low and the potential of their resource endowment is only partially utilised. Opportunities for better utilisation of available manpower should be created through programmes of horticulture, animal husbandry, piggy and allied occupations. Cottage industries based on the local raw materials should be developed with a view that the proportion of semi-processed and processed goods is maximised in the export-mix of the region.

Provision of Basic Infra-structure

6. For speeding up the socio-economic development basic infra-structure, legal, institutional and physical, will require to be developed on a priority basis. Growth centres, communication network, schools, rural health centres, marketing and credit organisations, rural electrification, manpower resources and training will have to be planned in an integrated fashion keeping in view the special conditions of the tribal areas.

Special Groups and Problems

7. As the sub-plan will focus its attention on the welfare and development of the people, special attention will have to be given to areas and groups facing special problems. These will include primitive tribal groups in extremely backward pockets, shifting cultivators and tribals affected by major projects. Those communities, which have not received the benefits of development so far and are more backward amongst the tribal communities themselves, will need to be identified. The names of tribes so identified may be given along with other necessary particulars indicating clearly the criteria adopted for the purpose. Special assistance may be provided for such groups.

PREPARATION OF SUB-PLANS

1. Preparation of the sub-plan will involve the following steps :

- (i) Identification and demarcation of areas of tribal concentration ;
- (ii) Identification of socio-cultural barriers and promoters of change and development ;
- (iii) Assessment of potentialities special problems and felt needs of the tribal areas ;
- (iv) Assessing the resource availability for the sub-plan ;
- (v) Formulation of sectoral programmes ; and
- (vi) Devising a suitable administrative set-up.

Identification and Demarcation of Area of Tribal Concentration

2. As a first step towards preparation of area based programmes, it will be necessary to identify taluks/tehsils, blocks with 50 per cent tribal concentration in addition to the scheduled areas. From these, suitable planning areas will have to be carved out at macro, meso and micro levels. These may be delineated keeping in view various considerations such as natural resource, physical features, level of development of the tribes inhabiting the region and other socio-economic considerations to suit the planning functions at these levels. To the extent possible, the existing administrative boundaries should be taken into consideration for the purpose of demarcating these areas. For instance if it is possible to constitute macro areas in a manner in which they conveniently fall into separate revenue divisions, they could be so demarcated. Micro areas could normally coincide with development blocks. Meso areas could be co-terminus with districts/sub-divisions/tehsils.

3. The planning functions at the macro level will include overall planning and detailed project formulation, for rural electrification, major and medium irrigation projects, arterial roads, apex cooperative organisations, processing industries etc. At the

micro level: planning for social services, minimum needs programme, minor irrigation, agricultural extension and household industries could be undertaken. However, there need not be any difficulty about the carving out of these areas and when conditions so justify many of the planning functions envisaged at the micro level could be performed at the meso level.

Identification of Socio-Cultural Barriers and Promoters of Change and Development

4 For realistic formulation of a development plan, a clear understanding of the socio-cultural factors which might impede or accelerate the processes of change will be essential. Basic information on the various facets of the economic and social life of the tribal region, therefore, will be necessary for this purpose. A clear picture of the following aspects will be useful :

- (a) the socio-cultural characteristics of the tribal communities;
- (b) nature of the physio-geographical conditions;
- (c) level of development of tribal area in general and of the tribal people in particular;
- (d) the pattern and practice pertaining to various production activities of the tribal and non-tribal people;
- (e) pattern of ownership of means of production; and
- (f) legal frame-work particularly in respect of land ownership, land tenure and transfer.

It will be necessary to identify the problems of the people arising from their unpreparedness to adapt to the sophisticated administrative structures, procedures or legislative frame-work. The problems of modernisation of the economy and their impact on the social, cultural and economic life of the tribal community should be clearly brought out.

Assessment of Potentialities, Special Problems and Felt Needs of the Tribal Area

5. The sub-plan should present a clear picture of the resource configuration of these areas based on the available data with the State Government, techno-economic surveys and other research studies. This will help in identifying the scope for and the direction of the general development of these areas. The dynamic relationship between the resource potential, economic

activity, socio-economic situation of the tribal people and the institutional frame may be spelled out. The special problems of the tribal areas should be clearly identified particularly those leading to incidence of exploitation in various forms. Identification of the felt needs and aspiration of the tribal should be attempted which will help in formulation of sectoral programmes.

Assessing the Resource Availability for the Sub-Plan

6. It will be necessary to arrive at a first order projection with regard to the level of investment from various sources in the tribal region during the Fifth Plan period. All sectors including the financing institutions and autonomous organisations will have to give a higher priority for programmes of these areas. The resources for the sub-plan will comprise—

- (a) State Plan outlay;
- (b) Sectoral outlays in the Central Ministries for tribal areas;
- (c) Special central sector allocation for tribal areas; and
- (d) Institutional finance.

7. The basic frame for the economic development of these areas will be provided by the share in the allocation of State Plan, the outlays from other sources being additive and supplemental. The quantum of outlay in the State Plan for these areas should be arrived at keeping in view (a) total population; (b) the geographical area; (c) the comparative level of development and (d) the state of social services. The State Plan outlays will comprise a divisible and a non-divisible portion. Those investments whose benefit does not confine to any specific region will constitute the non-divisible portion. Within the divisible pool, which it is hoped will be as large as possible, a weightage should be given to the tribal areas depending on the level of social and economic development. The investments in the non-divisible portion should also be generally reviewed to ensure accrual of due benefits to the tribal regions. The flow of institutional finance will have to be determined keeping in view the total ceiling for the State and special problems, if any, in inducing its flow to the tribal region. The States may by now have a rough idea about the central sector programmes. Their likely flow of benefits from these programmes to the tribal areas should be quantified. The special allocation for the tribal sub-plan from the Central sector

will attempt to supplement the total resources which can be mobilised by the State Plans, Central Ministries and the financing institutions. The reliance on this source will have to be kept at the minimum. The exact amount, however, can be arrived at only after a reasonable sub-plan is presented by the States maximising their own effort and keeping in view the general constraint on resources.

Formulation of Programmes

8. While detailed programmes will have to be formulated at the project level, which will be a separate exercise, the sub-plan will have to be spelled out in detail giving inter-sectoral and intra-sectoral priorities and the phasing of developmental effort. As the development of the people has to be the central point of attention of the sub-plan, these priorities will have to be worked out keeping in view their effect on the economic conditions of the tribal people. The sub-plan must attempt in broad terms answers of the main issues facing the tribal communities in these areas and the problems of special groups mentioned earlier. It is at this level that a basic policy frame will have to be evolved which could be at variance from the general approach in the sectoral programmes. In many cases it may be necessary to look at the problem unfettered by the existing formal, procedural or the legal frame. The final course may be defined only after fully examining the impact of all the factors on the tribal life. The State may bring up these issues, where necessary, to the Union Government level so that they can be considered at the highest level before anything is allowed to stand in the way of fast development of these people.

9. Each sectoral authority should specially review all its programmes with a view to adapt them or evolve special programmes where necessary keeping in view the special conditions of the tribal areas. This will be the most important exercise and, therefore, should be done in consultation with the State Planning Department and the Tribal Welfare Department. The sub-plan should reflect the process of review undertaken to arrive at the final form of individual programmes. Mechanism for continuous evaluation and monitoring should be evolved so that progress can be assessed and correctives applied without any time lag.

Some of the points which will need special attention in various Sectoral Programmes are given below :

Agriculture and allied activities

10. In the first instance, the various reasons which have stood in the way of development of tribal agricultural economy

should be identified. The programmes should be so formulated that they benefit the common man, particularly the weakest group, are quick yielding and are easily assimilable by the average tribal. A special effort will have to be made in minor and medium irrigation. Land development and reclamation, specially with labour intensive methods, may be planned on a massive scale. Programmes for animal husbandry, dairying, piggery and poultry, alongwith adequate arrangements for marketing, will have to be formulated.

11. The problem of shifting cultivators should be fully assessed. The present approach of prohibiting shifting cultivation by executive orders should be given way to attending to all aspects of their economic and social life. A substantial coverage during the Fifth Five Year Plan should be envisaged.

12. Credit and marketing have to be restructured with a view to provide all credit needs, including loans for production and non-production purposes and for social needs, marketing of agricultural and minor forest produce, supply of inputs and consumer commodities. Measures for ensuring adequate return for the produce of the tribals should be devised. All these services should, as far as possible, be available at one point.

13. As the communication gap is a major problem of agricultural extension in tribal areas, special training programmes for young farmers will have to be devised. Agricultural extension agency will need to be specially restructured and strengthened. Special programmes of agricultural research, particularly in minor millets and other crops of tribal areas, will have to be formulated. A time-bound programme for preparation of land records should be formulated as a basic infra-structure for agricultural development programme.

14. While preparing forestry programmes, it must be ensured that the forest dwellers become a partner in the benefits accruing from the development of the forest resources. In forest rich regions a forest based economy could be visualised, agriculture becoming a secondary activity. Land could be allotted on limited ownership right basis for this purpose. The problem of forest villages should be specially identified. Special programmes for the forest villagers and forest labourers should be formulated. Suitable arrangement for scientific management of forests standing on private or communal holdings in the tribal areas should be made.

Irrigation and power

15. A review of the total irrigation potential available should be attempted in respect of the flow irrigation, lift irrigation from surface water resources and the availability of ground water. *Inter se* priorities for developing different sources should be worked out for the next five years. Special attention should be given to the traditional methods of irrigation in the tribal areas and it should be ensured that these sources of irrigation are maintained. The resistance of tribals to use irrigation facilities should be specially studied. The structure of water rates should be specially devised particularly for the most backward areas.

16. Rural electrification programme should be planned with a view to exploit the development potential of the region. Lift irrigation programmes and rural electrification should go hand in hand. Similarly programmes of small scale industries, household industries and rural electrification should be planned in consonance with each other.

Small Scale and Household Industries

17. The special problems of those artisans, who are adversely affected by the opening up of these areas and consequent competition from machine-made goods, should be identified and suitable programmes for them should be formulated. Endeavour should also be made that industrial activity is so planned that the local raw materials are exported to the extent possible in semi-processed forms.

Heavy Industries and Mining

18. Many of the tribal areas are growing fast industrially. Past experience reveals that adequate benefits from these projects have not flown to the tribals. All areas where medium and major industries have been established or are likely to be established in the next 5 or 10 years should be identified and suitable programmes for the tribals affected by such projects should be formulated.

Minimum Needs and Allied Sectoral Programmes

19. Under the Minimum Needs Programme, priority should be given to the tribal areas. For this purpose general norms will have to be relaxed. The quantum of people's participation may be varied wherever necessary. Some of the points which will need special attention are discussed below :

(i) *Communication* :—The first task in tribal areas is to connect the important markets and growth centres with the

state and district roads within the next plan period. The sub-plan should clearly outline the policy for phasing of the rural roads programme on a functional basis. The first requirement will be to make the markets and growth centres approachable by jeeps during the rainy season within the first year or two. The strategy of road construction therefore will have to be considerably different from that for the general developed areas.

(ii) *Education* :—The targets for primary, middle and high school levels should be worked out on a realistic basis. The weak points in the educational structure should be identified and a package programme approach should be developed. Areas which are most sparsely populated and cannot support normal schools should be delineated and Ashram Schools network should be planned for these areas. In other less sparsely populated areas, the norms for supporting facilities like hostels should be worked out. Suitable programme of scholarships, stipends, free text books, etc. have to be formulated with a view to achieve the targets fixed. In some of the more backward areas assistance on a universal basis may be necessary at the elementary school level. Preparation of text books in tribal dialects should be priority programme. Special citizen education programmes for communities extremely low on the literacy scale may be formulated to bring them to a minimum acceptable level by the end of the Fifth Plan. While planning school buildings, laboratories, teachers quarters etc. the scarcity of modern building materials and their unsuitability in the more backward areas must be kept in view. Use of local materials has to be encouraged and specifications varied accordingly.

(iii) *Health Services*:—The geographical spread and extent of benefit of the existing health facilities should be reviewed. The strategy for extension of health facilities during the Fifth Five Year Plan should be spelt out with a view to a better geographical distribution of the curative centres, adequate provision of medicines, programme for tackling special health problems of the tribal areas including eradication of communicable diseases. As in other areas, for maximising the programme impact, it will be necessary to integrate the health programmes with programmes of family planning and nutrition. Special institutional frame like mobile dispensaries or task forces should be developed wherever necessary.

(iv) *Rural Water Supply* :—The problem of water supply in tribal areas will have to be specially examined in the context of dispersed population and small size of the hamlets. The availability of water to each hamlet should, as far as possible, be ensured by the end of the Fifth Five Year Plan.

Core Programmes

20. With a view to ensure that a dent is made in the basic problems facing those regions during the Fifth Five Year Plan the programmes may be categorised into core and other programmes. The core programmes will comprise the following :—

- (i) Credit and marketing including regulation of tribal markets and money lending;
- (ii) Preparation of land records including restoration of land alienated;
- (iii) Crop husbandry, agricultural extension, training of farmers and horticulture;
- (iv) Minor and medium irrigation programmes;
- (v) Forest based programmes, problems of forest villagers and forest labourers;
- (vi) The problem of special groups including shifting cultivators, extremely backward communities and those affected by major projects;
- (vii) Primary road net work linking important markets and growth centres;
- (viii) Problems of tribal artisans facing competition from organised sector:
 - ix) Elementary education including citizen education;
 - (x) Rationalisation of administrative structure and personnel policies;
 - (xi) Strengthening of traditional panchayats and voluntary organisations; and
 - (xii) Techno-economic survey and evaluation studies.

Devising a Suitable Administrative Set-up

21 Due to the variety of physical and institutional conditions in different States, it will not be possible to indicate a common pattern of administrative organisation for the implementation of sub-plans. However, in evolving suitable administrative set-ups for the tribal areas, the States will, no doubt, fully take into account the local conditions and utilise the existing administrative structure and other institutions. In the first instance, it will be necessary to review the working of the various organisations in

these regions and their interrelationships. The administrative and institutional gaps will have to be identified and necessary corrective measures will have to be undertaken. Multiplicity of agencies has resulted in diffusion of responsibility, inadequate control, lack of coordination and, from the people's angle, difficulty in identifying the officials concerned with specific programmes. The pattern of administrative organisation will have to be worked out in detail for achieving functional coordination and efficiency. Delegation of authority, specificity of responsibility and adequate flexibility should be built into the system so as to enable the implementing authority to effect changes in the on-going programmes on the basis of concurrent evaluation.

22. It will be necessary to keep in view the fact that at this stage of development, protective and developmental functions cannot be distinguished in the tribal areas particularly in view of the fact that in the new strategy elimination of exploitation has been accorded the highest priority.

23. For associating the tribal leaders and voluntary agencies with the programme formulation and implementation. Advisory Committees might be constituted at appropriate levels. These Committees could include tribal leaders, people's representatives, representative of voluntary organisations and other local institutions.

24. In view of the difficult conditions in the tribal areas personnel policies will need reformation. It will be essential for raising the level of administration of these areas. Special incentives such as educational allowances and accommodation will have to be provided. Services rendered in tribal areas should be specially recognised. Mechanism for periodical review of these policies at different levels should be clearly worked out.

25. The sub-plan should spell out clearly the general approach of the State regarding administrative re-organisation and personnel policies in the tribal areas.

DATA BASE FOR THE SUB-PLAN

1. As the sub-plan preparation is being done for the first time, there may be some initial difficulties in obtaining certain data particularly at the block level. However, much of the information is available at the tehsil level which will generally comprise a tribal development project area at the meso level. The number of isolated blocks will be extremely limited which could be ignored for which rough estimates could be used as a first order approximation. Attempt has to be made to prepare the sub-plan with the data readily available or can be made available within the time-limit. Steps may, however, simultaneously be taken to collect data for project formulation.

2. A set of tables is given in the annexures which will provide the minimum data-base for the sub-plan. States may add more relevant information if readily available. In the tables the present position in relation to each sectoral activity is sought to be identified at the tehsil/district level which when arranged systematically would present the position at the Meso or Macro level. In many States macro area will be the total tribal region hence the presentation will generally need to be attempted at the meso level. The targets for the Fifth Plan, however, are sought for the sub-plan area as a whole because their break-up at the meso level will have to be done with great caution when the sub-plan size is finalised and more information has been collected at the level. The process of project formulation, however, need not await this exercise because much preliminary field work will be required for project preparation. Financial outlay will be a constraint but more important constraints are in the field of personnel, institutional frame and identification and formulation of programmes answering the specific needs of the area and the people.

3. Project preparation may be planned as a phased programme. At least one project per macro-region should be finalised during 1973-74 itself so that it can be started with the inauguration of the Fifth Plan. The rest of the project areas could be treated as shadow projects for one year i.e. 1974-75 and detailed

projects could be prepared during that period so that the transitional stage is over quickly. The areas with higher tribal concentration should generally precede those with lower concentration in the programme* of project formulation.

**Note* : The programme of project formulation was reviewed in a seminar held in Delhi in April, 1974, when it was decided that the project formulation may be spread over two years, *i.e.* 1974-75 & 1975-76, in some bigger States some projects may spill over to 1976-77 as well.

ANNEXURES
ON
PREPARATION OF SUB-PLANS FOR
TRIBAL REGIONS

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*Areas of Tribal Concentration***A. District**

S. No.	Name	Area in Sq. Kms.	Population		Tribal Population		%age of Tribal Population		Whether Scheduled
			Total	Rural	Total	Rural	Total	Rural	

Total A

B. Tehsils/Sub-divisions/Police Stations

Total B

C. Blocks

Total C

Total : A+B+C

D. Tehsils/Blocks which have less than 50% tribal population but are Scheduled or are enclaves

Total : A+B+C+D

Meso & Macro Areas

(A) 1. Macro Area I.....

Meso Area I.....

S. No.	Name of the Block	Area in Sq. Kms.	Population		Tribal Population		Percentage	
			Total	Rural	Total	Rural	Total	Rural
1	2	3	4	5	6	7	8	9

Total Meso I

2. Meso area II*
Meso area III etc.

Total Macro Area I

2. Macro Area II*
Meso Area

(B) Tribal Development Blocks not included in any Meso Area

1	2	3	4	5	6	7	8	9
---	---	---	---	---	---	---	---	---

Total for B

Grand Total for A & B

*Information as given for Meso I and Macro area above will have to be given for each meso/macro region in the same tabular form.

ANNEXURE IIB

(Abstract of Annexure IIA)

(C) 1. Macro Area

1	2	3	4	5	6	7	8	9
---	---	---	---	---	---	---	---	---

Name of the Meso Area

Total

2. Macro Area

3.

Grand Total for C

(D) Development Blocks not included in Macro Areas :

1	2	3	4	5	6	7	8	9
---	---	---	---	---	---	---	---	---

Total for D

Grand Total for C & D

Backward Tribal Communities and Primitive Pockets(i) *Backward Tribal Communities :*

S. No.	Name of the Tribe	Population	Area of habitation	Speical benefits given
--------	-------------------	------------	--------------------	------------------------

I. Already recognised as more backward.

1. Communities proposed, to be recognised as more backward, if any.

(ii) *Primitive pockets indentified for Special attention :*

S. No.	Name of the pocket	Population	Name of the tribe/tribes
--------	--------------------	------------	--------------------------

Occupational Pattern of Population in Tribal Areas

S. No.	Name of the Tehsil/ District	Total Population	Persons engaged				
			As Cultiva- tors	As Agricul- tural labour	In mining, quarrying, animal husbandry, forestry, fishery, plantation etc.	In Household industry	On other services
1	2	3	4	5	6	7	8
	<i>Macro Area 1</i>						
	<i>Meso Area I</i>						
						
						
	<i>Macro Area 2</i>						
	<i>Meso Area I</i>						
						
						
	<i>Total Tribals</i>						

State of Land Record

S.No.	Name of Tehsil	No. of Revenue Villages	State of land records*				Total of 6 & 8	Approximate Area of (9)	
			Nos. fully surveyed	Year of latest survey	No. partially surveyed	Year of survey			Not surveyed
1	2	3	4	5	6	7	8	9	10
<i>Macro Area 1</i>									
Meso Area I									
Meso Area II									
Total									
<i>Macro Area 2</i>									
Meso Area I									
Meso Area II									
Total									
Total Tribal Areas									
Target for Fifth Plan									

*Please give the number of villages and the corresponding area also where available.

Land Use Pattern & Holdings

Name of Tehsil	Total geog. Area	Total Fo- rest Area	Total Culti- vabe Area	Total Crop- ped Area	Dou- ble Crop- ped Area	Total area under						Average Holding
						Pad- dy	Wh- eat	Millet s	Minor Millet s	Oil Seeds	Other Crops*	
1	2	3	4	5	6	7	8	9	10	11	12	13
<i>Macro Area 1</i>												
Meso Area I												
Meso Area II												
Total												
<i>Macro Area 2</i>												
Meso Area I												
Meso Area II												
Total												

* Separate columns may be used for important crops.

Problem of Shifting Cultivation

Name of the Area*	Total area under shifting cultivation (hectares)	Area owned by		No. of families practising shifting cultivation
		Community (hectares)	Forest Deptt. (hectares)	
1	2	3	4	5
<i>Macro Area 1</i>				
Meso Area I				
Meso Area II				
Total				
<i>Macro Area 2</i>				
Meso Area I				
Meso Area II				
Total				
Total Tribal Area				

ANNEXURE VIII

Forest Villages

S.No.	Name of District/Tehsil	No. of Forest Villages	Population
1	2	3	4
<i>Macro Area 1</i>			
	Meso Area I		
	Meso Area II		
Total			
<i>Macro Area 2</i>			
	Meso Area I		
	Meso Area II		
Total			
<i>Total Tribal Area</i>			

Primary Cooperative/Marketing Societies

S. No.	Name of Tehsil/District	Primary Cooperative Societies								Primary Marketing Society			
		Nos.	Total Membership	Share capital	Deposits	Age of borrowing members	Average Loan advanced	Loan outstanding at the end of the year	Overdues	Nos.	Annual turnover of		
											Agl. Prod.	Minor Forest Prod.	Total
1	2	3	4	5	6	7	8	9	10	11	12	13	14

Macro Area I

Meso Area I

.....

.....

Total Macro Area I

Macro Area 2

Meso Area I

.....

.....

Total for Tribal Areas

Total for State

Targets for Fifth Plan

(i) Tribal Areas

(ii) State

Irrigation Facilities

S. No.	Name of District/ Tehsil	Area under irrigation in 1973-74 (Estimates)						Total Potential at the end of 4th Plan		
		Major & Medium	Minor	Traditional	Other sources	Total	Percentage of area under cultivation	Major & medium	Minor	Total
1	2	3	4	5	6	7	8	9	10	11
<i>Macro Area 1</i>										
<i>Meso Area I</i>										
<i>Macro Area 2</i>										
<i>Meso Area I</i>										
Total										
2. Macro Area 2										
Total Tribal Area :										
<i>Total State</i>										
Targets for fifth Plan										
(i) Tribal areas										
(ii) State										
(iii) % of tribal area to State.										

Note.—If figures are not readily available for Dev. Blocks, figures relating to full tehsils/districts only included in the Project may be given.

Development of Roads

S. No.	Name of the District/Tehsil	Existing level of development			
		Total Rd. length		Rd. length per 100 sq. Kms.	
		Fair weather	All weather	Fair weather	All weather
1	2	3	4	5	6
	<i>Macro Area 1</i>				
	Meso Area I				
	Meso Area II				
				
				
	Total				
	<i>Macro Area 2</i>				
	Meso Area I				
	Meso Area II				
				
				
	Total				

Total Tribal Area
 Total for State
 Fifth Plan proposal for Roads Programmes :
 for (i) Tribal Areas
 (ii) State
 (iii) % in tribal areas to State

FIFTH PLAN PROPOSALS

Hat Centres				Villages with 1500 or more population				Other Growth Centres				Missing links in arterial road etc.
T*	C*	P*	Km*	T	C	P	Km	T	C	P	Km	Kms
7	8	9	10	11	12	13	14	15	16	17	18	19

*T—Total Nos. of the Units 5.

*C—Nos. already connected by all weather roads.

*P—Nos. proposed to be covered by all weather roads during Fifth Plan.

*Km—Total Kms. required for the proposals under P.

Education in Tribal Areas (Enrolment)

S. No.	Name of Dist./ Tehsil	6-11 (Primary)					
		Boys*		Girls		Total	
		S.T.	Total	S.T.	Total	S.T.	Total
1	2	3	4	5	6	7	8
Macro Area I							
(i) Total Nos.							
(ii) Enrolment							
(iii) Per cent							
Macro Area II							
(i) Total Nos.							
(ii) Enrolment							
(iii) Per cent							
Total Tribal Areas							
Total State							
Targets for Fifth Plan :							
(i) Tribal Areas							
(ii) State							

ANNEXURE VII A.-(Contd.)

11-14 (Middle Schools)						Higher Secondary					
Boys		Girls		Total		Boys		Girls		Total	
S.T.	Total	S.T.	Total	S.T.	Total	S.T.	Total	S.T.	Total	S.T.	Total
9	10	11	12	13	14	15	16	17	18	19	20

*Total Number of children belonging to Sch. Tribes may be shown in Cols. 3, 5 etc. and total number of children belonging to all communities including Scheduled Tribes may be shown in Cols. 5, 6 etc

Education in Tribal Areas (Educational Institutions)

S.No.	Name of Tehsil/ District	Ashram Schools Nos.	Primary Schools		Middle Schools		High Schools	
			Nos.	% Villages Covered	Nos.	No. of Pry. Schools per middle school	Nos.	No. of High schools Middle school
1	2	3	4	5	6	7	8	9
<i>Macro Area I</i>								
Meso Area I								
.....								
.....								
Total								
<i>Macro Area 2</i>								
Meso Area 1								
.....								
.....								
Total								
Total Tribal Areas								
Total State								
Targets for Fifth Plan								
(i) Tribal Areas								
(ii) State								

Education in Tribal Areas (Residential)

S.No	Name of District/ Tehsil	Ashram Schools		HOSTELS					
		Nos.	Seats	Middle			High Schools		
				Nos.	Seats	% of seats to S.T. enrolment at middle school level	Nos.	Seats	% of seats to S.T. enrol- ment at high school level
1	2	3	4	5	6	7	8	9	10
Macro—Area I									
.....									
.....									
Macro—Area II									
.....									
.....									
Total Tribal Areas									
Targets for Fifth Plan									

Education in Tribal Areas (Assistance Programme)

S.No.	Item	Rate	No. of beneficia- ries (1973-74)*	% of beneficia- ries to total S.T. students	Targets for Fifth Plan		
					Nos.	% of beneficia- ries to S.T. stu- dents	Total outlay
1	2	3	4	5	6	7	8

1. Primary Schools :

- (a) Free Books etc.
- (b) Other

2. Middle Schools :

- (a) Scholarship
 - (i) Day
 - (ii) Residential
- (b) Others

3. Higher Secondary :

- (a) Scholarships
 - (i) Day
 - (ii) Residential
- (b) Others

*Estimate may be given.

NOTE—If these figures are not available for the sub-plan area, the figures for the educational assistance programmes for total students in the State as a whole may be given in the table.

Education in Tribal Areas (Level of Literacy)

S.No.	Name of Tehsil	Level of literacy									Name of the tribes at less than 5 literacy level*
		Urban			Rural			Total			
		Males	Females	Total	Males	Females	Total	Males	Females	Total	
1	2	3	4	5	6	7	8	9	10	11	12
<i>Marce Area I</i>											
Meso Area I											
Meso Area II											
Total											
<i>Marce Area I</i>											
Meso Area I											
Meso Area II											
Total											
Total Tribal Area											
Total State											

*The figures may not be available at the tehsil level. Hence information whatever level is available may be given.

Health Services in Tribal Areas

S.No.	Name of Teh./ District	Referral Hospitals	P.H.C	Allopathic dispensaries	Ayurvedic dispensaries	Sub-Centres	Indoor facilities		Blocks without P.H. Cs. Nos.	Institutions without buildings.	
							Rural	Urban		P.H.Cs.	Dispensaries and Sub-Centries
1	2	3	4	5	6	7	8	9	10	11	12
<i>Macro area I</i>											
Meso Area I											
Meso Area II											
Total											
<i>Macro Area II</i>											
Meso Area I											
Meso Area II											
Total											
Total Tribal Area											
Total State											
Targets for Fifth Plan											
(i) Tribal Areas											
(ii) State.											

Rural Water Supply

S. NO.	Name of District/Tehsil	No. of Hamlets*	Hamlets without potable water supply in the beginning of Fifth Plan
1	2	3	4
<i>Macro Area I</i>			
Meso Area I			
Meso Area II etc.			
Total			
<i>Macro Area 2</i>			
Meso Area I			
Meso Area II			
Total			
Total Tribal Area			
Total State			
Targets for Fifth Plan			
(i) Tribal Areas			
(ii) State			

*NOTE—If the data for hamlets is not readily available the figures in respect of villages may be given in this statement.

Rural Electrification

S.No.	Name of Tehsil	No. of villages electrified		Population covered		
		Nos.	% to total	Nos.	% of total State population	
1	2	3	4	5	6	
<i>Macro Area 1</i>						
Meso Area I						
Meso Area II						
Total						
<i>Macro Area 2</i>						
Meso Area I						
Meso Area II						
Total						
Total Tribal Area						
Total State						
<i>Targets for Fifth Plan :</i>						
(i) District						
(ii) State						

ANNEXURE XVI

Large Scale Mining and Industrial Establishment in Tribal Areas

S.No.	Name of Establishment	Location	Direct Employment
1	2	3	4
I. Existing			
II. Decided to be established.			
III. Likely to be established in the next 10 years.			

ANNEXURE XVII

Special Projects and Institutions

S.No.	Name of the Project	Location or Coverage in the Fourth Plan	Proposed coverage in Fifth Plan
		Place/Block/Tehsil/Dist.	
1.	S.F.D.A./M.F.A.L.		
2.	D.P.A.P.		
3.	Intensive Employment Scheme.		
4.	Intensive Crop Development Projects (Specify).		
5.	Intensive Cattle Dev. Project.		
6.	Key Village Blocks.		
7.	Intensive Poultry Production-cum-Marketing Centre.		
8.	Rural Dairy Centre.		
9.	Agricultural Research Stations.		
10.	Seed Multiplication Farm.		
11.	Farmers Training Centres.		
12.	Fish Seed Farms.		
13.	Technical Training Institutions.		
14.	Other institutions (Specify).		

NOTE--Projects which have universal coverage like Crash Employment Scheme should not be included in this Table.

ANNEXURE XVIII

Other Infrastructural Facilities

S. No.	Name of Meso Area	Name of Block	Branches of		Post Office Nos.	Telegraph Office Nos.
			Sch. Banks Nos.	Coop. Banks Nos.		
1	2	3	4	5	6	7
	Macro Area 1					
	Macro Area 2					
	Total Tribal Area					

ANNEXURE XIX

Personnel Policies

S. No.	Incentives of other benefits	Quantum	Category of Personnel to whom applicable	Area to which applicable
1	2	3	4	5

I—Existing

1. Special Pay
2. Accommodation
3. Educational benefits
4. Special leave or other concessions
5. Other benefits (Specify)

II—Proposed

Abstract of Important Physical Programmes—Targets

S. No	Item	Unit	Likely level during 1973-74	Fifth Plan Targets
1	2	3	4	5
1.	Net Cropped Area			
2.	Gross Cropped Area			
3.	Irrigated Area :			
	(a) Potential	(i) Net		
		(ii) Gross		
	(b) Utilisation	(i) Net		
		(ii) Gross		
4.	Area under improved/high yielding varieties :			
	(a) Paddy			
	(b) Wheat			
	(c) Millets			
	(d) Minor Millets			
	(e) Other Crops (Specify)			
5.	Use of Fertiliser :			
	Nitrogenous			
	Phosphatic			
	Potassic			
6.	Soil Conservation Programme :			
	(a) '000 hec.			
	(b) Families to be benefited.			

7. Shifting Cultivators (Nos. to be settled)
8. Land Improvement
9. Land Survey & Record of Rights (No. of villages to be covered)
10. Horticulture :
 - (a) '000 hec.
 - (b) Families to be benefited
11. Plantations
 - (a) '000 hec.
 - (b) Families to be benefited
12. Forest Labour Societies :
 - (a) Nos.
 - (b) Members
 - (c) Annual Business
13. Special Training to Farmers (Nos. to be covered)
14. Research Centres (Nos.)
15. Seed Multiplication Farms (Nos.)
16. Dairy Programmes (Families to be benefited)
17. Poultry Programmes (Families to be benefited)
18. Piggery Programmes (Families to be benefited)
19. Cooperation :
 - (i) Agricultural Credit :
 - (a) Coverage of cultivators
 - (b) Advance per cultivator of—
 - (i) Short-term & medium-term loans
 - (ii) Long-term loan

1	2	3	4	5
	(ii) Credit for consumption purposes & social need (annual advance)			
	(iii) Supply of consumer commodities (annual turn over)			
	(iv) Marketing through cooperatives of :			
	(a) Agricultural produce (annual turn over)			
	(b) Minor forest produce (annual turn over)			
20.	Roads :			
	(a) Total surfaced (kms.)			
	(b) Unsurfaced (kms.)			
	(c) No. of market centres to be connected by all weather roads.			
21.	General Education :			
	(a) Enrolment :			
		(1) Elementary		
		(2) Middle		
		(3) Higher Secondary		
	(b) Ashram Schools (Nos.)			
	(c) Seats in Hostels (Nos.)			
	(d) Stipend & Scholarships per year (Nos.)			
22.	Technical Training Institutes : (a) Nos.			
		(b) Seats		
23.	Health :			
	(a) Hospitals :	(i) Rural		
		(ii) Urban		
	(b) P.H.C.s.			
	(c) Other Curative Centres			
	(d) Sub-Centres			

- 24. Water Supply : Hamlets with potable water supply
- 25. Village & Small Scale Industries :
 - (a) Industrial Estates
 - (b) Rural Estates
- 26. Rural Electrification :
 - (a) Villages covered
 - (b) % of population covered

FINANCIAL OUTLAYS FOR SUB-PLAN--A SUMMARY

S. No.	Head/Sub-head of Development				State Plan Outlay		Sub-Plan Outlay	
					M.N.P.	Total	State Plan	
							M.N.P.	Total
1	2				3	4	5	6
Sub-Plan Outlay					Sub-Plan Outlay from State Plan as percentage to State Plan			
Financial Institution	Other Institution	Central Programme	Spl. allocation	Total Sub-Plan	M.N.P.	Total		
7	8	9	10	11	12	13		