

REPORT OF
STUDY TEAM ON
TRIBAL DEVELOPMENT PROGRAMMES

ALL-INDIA

COMMITTEE ON PLAN PROJECTS
PLANNING COMMISSION

1969

D.O.No.COPP/2/(4)/66-TDP
CHAIRMAN,
STUDY TEAM ON TRIBAL
DEVELOPMENT PROGRAMMES
Committee on Plan Projects,
Planning Commission,
Yojana Bhavan,
New Delhi.

September 19, 1969.

My dear Prime Minister,

I submit herewith the All-India report of the Study Team on Tribal Development Programmes. Besides the All-India report we have prepared twenty reports on individual States/Administrations after a detailed study of their problems, followed in many cases, by a discussion of our tentative recommendations with the Ministers of the respective States and Union Territories in charge of tribal welfare.

2. I am sorry we have taken longer than expected in completing our labours. Comprehending as it does a whole range of activities including such diverse subjects as agriculture, animal husbandry, forests, cooperation, education, industries, medical and public health, communications, power, etc., the task of tribal development bristles with difficulties, administrative and financial, besides presenting other problems of which the reaction of the tribals to our approach to tribal welfare policy and the economic, social and political consequences of the measures now being undertaken for their uplift are by no means the least important. Although we divided ourselves into groups for completing the tour of tribal areas in 13 States, 6 Union Territories and a Frontier Agency with a view to expediting the study, delay could not be avoided, sometimes for reasons beyond our control.

3. The All-India report embodies our general conclusions and recommendations calling for attention at the national level. The draft was completed in November 1968 and after discussion with the Planning Commission and the Central Ministries concerned, was circulated to the State Governments/Administrations for comments and scrutiny. You will be glad to know that even during the process of scrutiny State Governments/Administrations proceeded to take action on some of the recommendations made by us as shown by the many footnotes added to our report.

4. The report is in four parts. In part I, an attempt has been made to pin-point the main weaknesses in the tribal development programmes. We have also taken the opportunity to refer to the manifestations of discontent and unrest which came to our notice in tribal areas. Part II of the report is devoted to a study in detail of each sectoral programme while Part III deals with Administration and Institutional Set-up and Part IV with the provisions contained in the Constitution for the promotion of educational and economic interests of the Scheduled Tribes and other safeguards provided for them. While a reference to the Constitutional Provisions pertaining to the Scheduled Tribes may not strictly fall within the purview of planned development, we thought it necessary to make a study of the subject as progress in regard to the development of the tribal communities cannot be divorced from and depends in a large measure on the satisfactory working of the safeguards provided for them in the Constitution.

5. As pointed out in the report the main problems pertaining to tribals relate to indebtedness, land alienation, educational backwardness and inadequacy of communications. The drawback in the approach to tribal development in the past has been for action to lag behind even the weighty recommendations made by high level bodies to safeguard the interests of the tribals and promote their welfare. In view of the obligations cast on the State by the Constitution to promote the welfare of the tribal communities we hope that vigorous action will be taken to implement the recommendations made by us. We also trust that the report will help the State authorities to avoid the pitfalls of the past in the formulation of future programmes of tribal development and enable them to make the maximum use of available resources.

6. I am forwarding copies of the report to the Deputy Chairman, Planning Commission and the Union Minister of Law and Social Welfare. Copies are also being circulated to the States/Administrations. Similarly, the twenty reports on individual States/ Union Territories, containing our detailed recommendations, which are in various stages of finalisation will be forwarded to the State Governments/Administrations concerned, the Planning Commission and the Department of Social Welfare.

7. The interest which you have been evincing in the welfare of the weaker sections, among whom the Scheduled Tribes are, doubtless, the most vulnerable, has been a source of inspiration to us in our work. We are grateful to you for having given us an opportunity to study at first hand the problems of tribal development and to make recommendations to accelerate its pace. We also wish to express our gratitude to the Deputy Chairman, Planning Commission, and the Secretaries, Planning Commission and Committee on Plan Projects for their help and co-operation.

The report is a product of our joint thinking. The burden of drafting, however, fell upon Shri T.Sivasankar. His hard work, long and varied administrative experience and objective approach to problems have been of immense help to the Team and I should like to express my gratitude to him.

Yours sincerely,

Sd/- P. Shilu Ao

Shrimati Indira Gandhi,
Prime Minister of India,
New Delhi-1.

CONTENTS

Pages Paragraphs

PART I

GENERAL AND BRIEF REVIEW OF PROGRAMMES

I.	<u>Introductory</u>	1-7	1.1 - 1.6
II.	<u>General</u> General characteristics of Scheduled Tribes (2.2); Tribal Welfare Policy (2.2-2.4); Classification of Tribes (2.5-2.8); Socio-Economic Survey (2.9-2.11).	8-18	2.1 - 2.11
III.	<u>Five Year Plans</u> First, Second and Third Five Year Plans (3.1-3.6); Flow of Funds from the General Development Programmes (3.7); Allotment of Funds (3.8); Creation of a non-lapsable fund (3.9); Imbalance in Development (3.10).]	19-29A	3.1 - 3.10
IV.	<u>Brief Review of Programmes</u> <u>Agriculture and Allied Programmes</u> Land Colonisation Schemes (4.2); Land (4.3); Land Alienation (4.4-4.5); Land Tenure (4.6); Jenmi System (4.7); Muttadari System (4.8-4.9); Land Allotment (4.10-4.13); Soil Conservation (4.14-4.15); Animal Husbandry (4.16-4.17); Forest (4.19-4.21); Tribal Development Blocks (4.22-4.27); Cooperation (4.28-4.32); Indebtedness (4.33-4.35); Education (4.36-4.40); Vocational Education & Technical Training (4.41); Medical & Public Health (4.42-4.43); Housing (4.44-4.46); Communications (4.47); Tribal Discontent (4.48-4.52)	30-68	4.1 - 4.52

PART II

DEVELOPMENT PROGRAMMES

V.	<u>Agriculture and Allied Sectors</u>	69-86	5.1 - 5.34
	Agriculture (5.1-5.12); Minor Irrigation (5.13-5.19); Horticulture (5.20-5.28); Animal Husbandry (5.29-5.32); Fisheries (5.33-5.34).		
VI.	<u>Forests</u>	87-93	6.1 - 6.13
	Forest villages (6.7); Protection of Forests (6.8-6.9); Protection of Interests of Tribals (6.10-6.11); Management of Private Forests (6.12); Recruitment of tribals by Forest Department (6.13);		
VII.	<u>Tribal Development Blocks</u>	94-105	7.1 - 7.24
	Schematic Budget (7.4-7.6); Administrative set-up and Staffing Problems (7.7-7.18); Progress of Expenditure (7.19); Area Approach (7.20-7.21); Sub-Block Schemes (7.22-7.24).		
VIII.	<u>Cooperatives</u>	106-117	8.1 - 8.14
	Forest Labour Cooperative Societies (8.3-8.4); Assessment (8.5-8.14).		
IX.	<u>Indebtedness</u>	118-128	9.1 - 9.14
	Introduction (9.1); Extent of Indebtedness (9.2-9.6); Cooperatives Vs Moneylenders (9.7-9.9); Legislative and Executive Measures (9.10-9.12); Bonded Labour (9.13); Conclusions (9.14).		

X.	<u>Education</u>	129-146	10.1-10.29
	Pre-Primary Education (10.3); Primary Education (10.4); Middle School (10.5); Secondary Schools (10.6); Tuition Free Education (10.7-10.8); Single Teacher Schools (10.9-10.10); Teachers (10.11); Relaxation in the Qualifications of Teachers (10.12); Provision of Building and Equipment (10.13); Girls Education (10.14); Post Matric Education (10.15-10.22); Overseas Scholarships (10.23); Vocational and Technical Education (10.24-10.25); Industrial Training Institutes (10.26); Follow-up Programme (10.27-10.29).		
XI.	<u>Medical and Public Health</u>	147-154	11.1-11.11
	Drinking Water Facilities (11.10-11.11).		
XII.	<u>Transport and Communication</u>	155-168	12.1-12.24
	Andhra Pradesh (12.2); Bihar (12.3); Manipur (12.4); Dadra and Nagar Haveli (12.5); Gujarat (12.6); Nagaland (12.7); Rajasthan (12.8); Himachal Pradesh (12.9); Tripura (12.10); Mysore (12.11); West Bengal (12.12); Madras (12.13); Andaman and Nicobar Islands (12.14); Kerala (12.15); Maharashtra (12.16); Madhya Pradesh (12.17); Orissa (12.18); Assam (12.19); Laccadive, Minicoy and Amindivi Islands (12.20); NEFA (12.21).		
XIII.	<u>Industries, Minerals and Power</u>	169-173	13.1-13.4
	Industry (13.1); Mineral (13.2); Cottage and Village Industries (13.3); Power (13.4)		

PART IIIADMINISTRATIVE AND INSTITUTIONAL SET-UP

XIV.	<u>Administrative and Institutional set-up</u>	174-211	14.1-14.55
	a) Administrative set-up at the Centre (14.2-14.5); Directorate General of Backward Classes (14.6-14.8); Commissioner for Scheduled Castes and Scheduled Tribes (14.9-14.11); Other Ministries (14.12).		
	b) Administrative set-up at the State and District-levels: 1) At the State level (14.13-14.17) ii) At the District level (14.18-14.24);		
	c) Democratic Decentralisation (14.25-14.27);		
	d) Tribes Advisory Councils (14.28-14.34);		
	e) Coordination Committee (14.35-14.38);		
	f) Progress, Evaluation and Coordination Cells (14.39-14.40);		
	g) Voluntary Organisations (14.41-14.45).		
XV.	<u>Research and Training</u>	212-221	15.1-15.12
	A. <u>Research</u> (15.1-15.10)		
	B. <u>Training</u> (15.11-15.12)		

Part IVCONSTITUTIONAL PROVISIONS

XVI.	<u>Constitutional Provisions</u>	222-243	16.1-16.24
	Fifth Schedule (16.2-16.10); Sixth Schedule (16.11-16.15); Representation in Parliament and State Legislatives (16.16-16.17); Reservation in Government Services and Posts (16.18-16.32); Investigation and Report on the working of safeguards (16.33); Parliamentary Committee (16.34).		
	<u>SUMMARY OF RECOMMENDATIONS AND CONCLUSIONS.</u>	244-254	1-253