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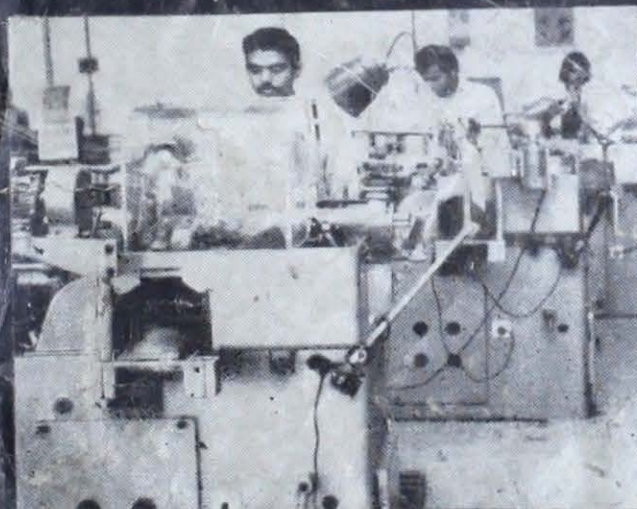
# DEVELOPMENT OF TRIBAL AREAS



सत्यमेव जयते

## NATIONAL COMMITTEE ON THE DEVELOPMENT OF BACKWARD AREAS

JUNE, 1961



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REPORT ON  
DEVELOPMENT OF TRIBAL AREAS

**NATIONAL COMMITTEE  
ON  
THE DEVELOPMENT OF BACKWARD AREAS**

**PLANNING COMMISSION  
GOVERNMENT OF INDIA  
NEW DELHI**

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DEVELOPMENT OF TRIBAL AREAS  
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## SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

### I. INTRODUCTION

In spite of differences in problems between different zones there are a few common features of tribal economic and social life which merit consideration in formulating any development programme in tribal areas.

(Para 1.7)

2. The tribal Sub-Plan approach aims at a comprehensive development of the area with focus on the individual family. It, therefore, follows that the approach must necessarily include not only development programmes but also programmes aimed at providing some of the basic needs of the local people.

(Para 1.13)

3. It is not desirable that non-tribals in the given area should be completely left out, particularly as some of the development programmes would be such as would have to be handled on an area approach with particular focus and emphasis on the tribals and other weaker sections in that particular pocket. Also, it has to be remembered that certain other weaker section in the tribal areas, particularly scheduled castes, have symbiotic relationship with the scheduled tribals.

(Para 1.14)

4. Alienation of land has continued and time bound programmes for identification and restoration of alienated lands have not yielded results.

(Para 1.15)

5. Major tribal communities have not taken the benefit of the institutional infrastructure established. In many areas, the level of literacy has remained very low.

(Para 1.17)

6. Effective and sensitive administration for tribal development was sought to be established as a part of the Sub-Plan strategy. Some frame has been created but there is a lack of effectiveness because a clear unity of command had not emerged.

(Para 1.19)

### 2. GENERAL CHARACTERISTICS OF SCHEDULED TRIBES

7. The tribal situation in the country presents a varied picture. Some States like those of the North-East have predominant tribal population, others like those of West-East Central belt have high tribal concentration and still other areas like those of Southern States, the tribal population form only a small percentage of the total population.

(Para 2.1)

8. The spread of literacy was not uniform in all the States. Literacy rate between Scheduled Tribes on the one hand and the general population on the other varied from State to State.

(Para 2.6)

9. The livelihood base for tribals is, by and large agriculture and allied activities. The cultivators form 57.56 per cent of the total workers among Scheduled Tribes and Agricultural Labourers 33.04 per cent.

(Para 2.10)

10. About 29 per cent Scheduled Tribe Cultivating households have holding of less than 2.5 acres as compared to 34.5 per cent of the general population. The percentage of households land holding of 10 acres and above is about 20 per cent among Scheduled Tribes which in case of general population it is 22 per cent.

(Para 2.12)

11. The tribal areas can be broadly divided into seven regions which have different agro-climatic and demographic characteristics:—

- (i) Central Southern Tribal Region,
- (ii) Central Northern Tribal Region,
- (iii) Western Tribal Region,
- (iv) North-Eastern Tribal Region,
- (v) North Western Tribal Region,
- (vi) South Tribal Pocket and
- (vii) The Oceanic Groups

(Para 2.15)

### 3. STRATEGY OF DEVELOPMENT

12. The strategy for tribal development should underline measures for building the inner strength of the community so that they are able to face, as quickly as possible, the new system on term of equality. In this frame, education and health services have to be given a high priority in the developmental profile of the tribal areas. They have to be accepted not only as necessary investment for faster economic growth but also as an effective protective device during the transitional phase.

(Para 3.22)

13. The I.T.D.P. Plan envisaged identification of specific problems in the area and suggestion of specific measures for meeting these situation. The following are some of the aspects which are to be specially noted:

- (a) Primitive Communities;
- (b) Areas with distinctive economic activity like shifting cultivation.

- (c) Areas with predominantly forest based economy;
- (d) More backward sub-regions;
- (e) Growing urban centres;
- (f) Areas of influence of industrial and mining complexes, existing potential; and
- (g) Other problem areas, if any.

**(Para 3.26)**

14. The I.T.D.P. approach, could not be accommodated in a 'society' model which, by definition, was not capable of assuming the responsibility of the Government and must be satisfied with limited functions. Even the requirements of flexibility and adaption inherent in the Integrated Tribal Development Project approach could not be fully satisfied in a society. Similarly, a statutory authority was also unsuitable because of the need for clear delineation of powers even in their case as distinct from those of Government. The best and the only practical course was to establish the Integrated Tribal Development Projects by a resolution of Government, with clearly defined tasks in their respective areas covering all facets of social and economic life of the community. All issues coming in the way of achieving the goal had to be resolved as stipulated in the sub-plan strategy.

**(Para 3.27)**

15. It has been observed that barring some States neither inter-disciplinary structure nor leadership has been effective. The strategy outlined envisaged a comprehensive development approach to be implemented on the basis of a 'Project Approach', aiming at an integrated development of the area, with special emphasis on the least advantaged, and to improve the productive and earning capacity of the poor in their existing activities or through promotion of new activities. The beneficiary oriented approach had to be fitted in as part of the area development plan.

**(Para 3.28)**

16. The National Committee has gone in a great detail into the constitution, composition, functioning, delegation of power, both administrative and financial and suggested a set up for an integrated area development of administrative and Financial Structure for backward area development authority in the Report on 'Organisation of Administrative and Financial Structures for Backward Area'. This model is essentially based on the IIDP model envisaged in the Sub-Plan approach but not represents complexes. The Committee would recommend that the approach outlined in its report on 'Organisation of Administrative and Financial Structure for backward area development should be fully implemented in all sub-plan areas and all the IIDPs streamlined and restructured on the basis of suggestions therein.

**(Para 3.29)**

17. In the tribal areas there are other weaker sections, particularly Scheduled Castes which have symbiotic relationship with the Scheduled Tribes. The Committee would, therefore, recommend that the criteria for the determination of the tribal Sub-Plan area

should be revised to include Scheduled Caste population also. While delineating the Sub-Plan area, areas having 50% Scheduled Tribe plus Scheduled Castes population should be included under the Tribal Sub-Plan.

**(Para 3.35 & 3.36)**

18. The tribal areas are passing through a stage when the individual is facing the situation of basic conceptual change in relation to property, ownership of natural resources, etc. Economic infrastructure, in this context, should comprise stabilisation of their *de facto* rights in a form acceptable in the new system. Preparation of land records, recognition of traditional rights in forests, regulation of markets and money lending, etc. fall in this category. The institutional infrastructure paves the way for growth and development of the community and the area in the changing situation. This includes extension service, financing institutions, local bodies, etc. The tribal communities are handicapped by their unfamiliarity with these institutions. Benefits accruing from such developmental efforts do not therefore generally reach them in due proportion. In order to prepare tribals to avail of the infra-structural facilities, these should be introduced gradually and in a manner so that the tribals could make use of them for improving their quality of life. The normal structure should be modified and designed so that they are within the comprehension of the tribals and they become active participants. The physical infrastructure comprises road network, electricity, etc. This infrastructure by itself cannot be sufficient condition for tribal development and unless it is linked to specific economic programmes suitably adapted for the benefit of tribals, it may result in back-lash effect.

**(Para 3.38 & 3.39)**

19. Inability to adapt programmes to the local needs is a serious problem. The extension agency is not familiar with the tribal situation and the well tried local practices may be ignored in favour of prescription evolved for more advanced areas. There is real paucity of adequate information base about these areas and their economy and suitable programmes in many important sectors still remain to be evolved.

**(Para 3.40)**

20. The new programmes demand new skills, which could be different but not necessarily higher, than what the average tribal already possesses. Unless, therefore, there is deliberate and adequate effort and preparation, which is generally at present lacking, to train the tribals in the new skills, the new programmes may be beyond the capacity of the individual tribal to adopt.

**(Para 3.41)**

21. Under all the developmental programmes involving subsidy and loans, the tribal has to undergo a variety of formalities wherein he has to sign legal documents concerning agreements etc. These formalities are beyond his comprehension. We have therefore recommended restructuring of the existing set up in our report on Organisation of Administrative and

Financial Structure for Backward Area Development. These recommendations apply to all backward areas, including tribal areas

**(Para 3.42)**

22. There are some aspects of tribal life and culture which are not wholly compatible with the requirements of modern economy. One important fact of their life is the 'pleasure Principle' he wishes to enjoy life in its full. He may be unwilling to accept the discipline of the new economic system. The tyranny of disciplined labour could be avoided by reworking the schedule of operations which may be more suitable to them rather than being dictated by the needs of the organisations.

**(Para 3.44)**

23. It is necessary that the sociological dimension of the tribal situation are not only clearly understood but their implications in relation to economic programmes are also spelt out and programmes are suitably adapted and phased.

**(Para 3.45)**

24. The traditional social customs have been exploited by the vested interests at a heavy cost of the tribal community. Effective measures in these areas through social education and voluntary effort are a pre-condition for a meaningful economic programme.

**(Para 3.46)**

25. The sociological aspects of the tribal situation are not only relevant but also crucial in many respects. Suitable reorientation of planners and administrators may be necessary so that a problem solving approach is adopted and action plans become realistic.

**(Para 3.47)**

26. In the absence of a clear profile of the tribal economy in the country, the problem of tribal development is often viewed in terms of the socio-economic situation of various tribals who had attracted the attention of anthropologists and administrators because of their primitiveness. With the quickening of pace of economic development and introduction of new elements in these areas, a number of problems of adjustments for these tribals have arisen. These are the groups, generally small in size, which require most careful consideration in the national economy and the service of devoted people as also a flexible human approach for solving their problems.

**(Para 3.48)**

27. The exploiting elements, who do not contribute to the local economy, have to be put down with a heavy hand. Elimination of exploitation has to be a priority item on the agenda.

**(Para 3.53)**

28. In the case of the small land holders and landless labourers, a policy of 'restraint and support' is to be evolved. The illegal and improper alienation of land has to be undone and lands should be restored

to their rightful owners. In any case, future alienation of land is to be put to a complete halt at any cost.

**(Para 3.54)**

29. The working classes amongst the migrant communities have to be accepted as a partner in the area development programme subject to the condition that they should not be allowed to corner the major share in the new opportunity.

**(Para 3.55)**

30. The symbiotic relationship between certain groups and tribal communities has to be appreciated in realistic terms. While the element of exploitation has to be removed as a part of general strategy, the members of the scheduled caste and other communities at the same poor level need to be identified and helped to establish in alternative occupations and contribute to the growth of the local economy.

**(Para 3.56)**

31. Programmes under the tribal sub-plans must have a definite shift towards family oriented programme with a clear target for each beneficiary group. In these programmes, the proportion of different needy communities other than the exploitative in the tribal area may be the guiding factor for fixing the number of beneficiaries in each group.

**(Para 3.57)**

32. The members of the Scheduled Tribes may be assigned a share in proportion to their numbers with some weightage, say 10 per cent, the members of Scheduled Castes in proportion of their numbers and the balance being assigned to other people belonging to the weaker sections of the population.

**(Para 3.57)**

33. Any distinction in the matter of grant of subsidies, etc. to the Scheduled Castes in the tribal Sub-Plan areas and in other backward areas would create an embarrassing situation. The Committee would leave it to the States to decide what concessions should be available to the Scheduled Castes in the backward areas. All that the Committee would recommend that the concessions available to the Scheduled Castes in the Tribal Sub-Plan areas should not be at a lesser level than are being extended to Scheduled Castes in other areas, particularly backward.

**(Para 3.58)**

34. In any open ended scheme approach, there is the great danger that the other groups may take away the lion's share leaving the tribal Community where they are. This has happened in many schemes and even under the tribal development blocks. In this stipulation, the flow is that the extension agency can afford to be passive with no built in obligation to approach the members of the tribal communities. Therefore, it is essential that the balance is maintained at all levels. The physical extension of and allocation of resources for any scheme must be subjected to strict criterion of the stipulated number of tribal families being benefitted.

**(Para 3.59)**



#### 4. REVIEW OF PAST AND ONGOING PROGRAMMES

35. The Tribal Sub-Plan approach aims at a comprehensive development of the areas with a focus on the individual families. In such an approach, there are programmes like agriculture, horticulture, forestry, soil conservation, minor irrigation, etc. social welfare services, drinking water supply, appropriate infrastructural programmes, etc. which have got to be taken on an area basis. In other words, the approach has to be an 'Integrated area Development Approach'. The Committee has already made its recommendations in this regard in its Report on 'Organisation of administrative and Financial Structure of backward area Development'.

(Para 4.20)

36. Administrative unpreparedness has appeared to be an important constraint in purposive utilisation of resources. There have been savings even in the limited resources allocation for the Sub-Plan areas and funds have not been fully utilised. Suitable arrangements for effective implementation are urgently required lest unregulated expenditure becomes counter-productive.

(Para 4.21)

37. The establishment of a single line of command, organic integration of the programmes in the field and an effective delegation of powers both financial and administrative to the project authorities, although agreed to in principle, remain to be fully implemented. In some States, even the first steps have not been taken. Again, the implementation of the programmes depends largely on quality of personnel. The Committee has found that a large number of posts in the key sectors are vacant in most tribal sub-plan areas. The Committee has dealt with this aspect in the Chapter dealing with organisation of Administrative and Financial Structure.

(Para 4.21)

38. Inability to adapt programmes to the local needs would appear to be another major problem. The extension agencies are not familiar with the tribals situation and the well tried local practices are often ignored in favour of prescriptions evolved for universal application. In the absence of adequate data base about the Tribal Sub-Plan area, suitable programmes in many important sectors still remain to be evolved.

(Para 4.22)

39. There has been no conscious approach to train the tribals in the new skills which would be needed for new programmes.

(Para 4.23)

40. It was expected that each Department would adapt its programmes with reference to the specific needs of the Sub-Plan area. This process has, however been initiated, but its pace is very slow. The distinction between the sectoral programmes and the tribal development programmes addressed to specific groups is not always appreciated. The result is that

achievements are not commensurate with the money spent. Preference for bigger programmes even though some of them may not be of direct relevance to the tribals, persists in most of the States.

(Para 4.24)

41. Agriculture and allied programmes in these areas have so far followed the pattern adopted for the developed areas. Therefore, it has not touched even the fringe of the problem in these areas. Agriculture development programme, shifting cultivation, irrigation, animal husbandry and horticulture development would require special attention. Problems relating to agriculture and allied sectors, both in the hills and in drought affected areas, have been dealt with by the Committee in its Report on 'Development of Backward Hill Areas' and on 'Drought Prone Areas'. The Committee would urge that the various approaches suggested in the reports should be adopted for tribal development by the concerned Departments both in the States and Centre, and necessary steps taken to reorient existing programmes.

(Para 4.27)

42. A comprehensive concept of qualitative improvement in the socio-economic status of the family with focus on women and children, is necessary. So far, there have been no appreciable efforts of the Welfare needs of the tribal communities. This is an important task which should be taken up urgently if the economic development efforts have to become meaningful in these areas so as to bring about a total improvement in the quality of the life of the individual.

(Para 4.30)

43. Apart from Education, health services, nutrition, social services, drinking water supply etc. would also require adequate attention. Once the concept of a total development of area, as recommended by the Committee, is translated into action, this would have to be taken care of. The recommendations made by the Committee in its Report on Development of Backward Hill areas with regard to infrastructural development and in its report relating to the Development of Village and Cottage Industries, should also be suitably implemented in tribal sub-plan areas, on the lines recommended therein.

(Para 4.30)

#### 5. CONSTITUTIONAL PROVISIONS

44. The review of the Constitutional Provisions, clearly brings out that adequate powers have been given to the executive for making regulations having the effect of law so that the special responsibilities for tribal development can adequately be discharged. There are three alternatives for making a law for scheduled areas depending on the situation in each case:—

- (i) Legislation by Notification;
- (ii) Legislation through Regulation; and
- (iii) Normal legislation.

(Para 5.42)

45. Even though the Constitution has made specific provision for the special needs of the tribal communities and tribal areas, it gives further discretion to the

executive to meet any contingency which may rise in relation to protection and advancement of the tribal communities. This discretion, however, is limited to Scheduled areas and Tribal areas only. In respect of tribal communities living outside these areas, it will be necessary to rely on the general laws.

**(Para 5.43)**

46. It was visualised that certain laws of the State or Centre may need to be changed sometimes drastically. The Governor, therefore, has been given the power to make any changes in a law of State Legislature or the Parliament 'not withstanding anything in the Constitution'. In certain cases, it may be that the interests of the tribal communities may have already been adversely affected for reasons of omission or commission at some level. Fifth Schedule, therefore, specifically makes a provision for giving retrospective effect to the Governors without any reference either to the Tribal Advisory Council or to the Union Government. Thus, the Constitution gives almost unlimited discretion to the executive for making any change in the law, should such a contingency arise.

**(Para 5.43)**

47. A distinction has been made in the case of regulation making powers of the Governor compared to his powers to amend a law by notification. A regulation is required to be assented to by the President before it becomes applicable. The Governor is also obliged to consult the Tribes Advisory Council before making any Regulation. Thus, the distinction between the Governors power to amend the laws and the power to make regulation is clear.

**(Para 5.44)**

48. The Governor has wide powers to rectify the ill effects of any law whatsoever, but when certain positive measures are to be taken, which may or may not affect an existing law, the Governor is to be guided by the Tribes Advisory Council and must seek approval of the President. It is significant that all these legal measures do not require the approval of the State Legislature or the Parliament.

**(Para 5.44)**

49. The legislative powers of the Parliament and State Legislatures are defined under Article 245, 246 and 248 and the three lists given in the seventh Schedule indicate the manner and nature of their distribution. There is no entry in the three lists pertaining to either to the Scheduled Areas or the Scheduled Tribes. Therefore, any legislation in relation to these subjects fall within the purview of the Parliament in exercise of its residual powers under Article 248 (1) read with entry 57 in List I of Seventh Schedule.

**(Para 5.45)**

50. The responsibility of the Union Government has been made clear by extending the executive power to giving of directions for preparation and execution of programme for tribal development and for good administration of the Scheduled Areas. These provisions are reinforced by making necessary financial provision for this purpose a charge on the Consolidated Fund of India. The Constitution provides for effective

protection of tribal communities even by limiting, wherever necessary, the fundamental rights in important ways. Reservation in the services as also in the political system has been provided for. The Governor is given the special responsibility for peace and good governments of the Scheduled Areas and he is required to report to the President annually. A Special Officer is appointed under the Constitution to oversee the functioning of the safeguards under the Constitution and report to the President thereon. The Parliament is kept informed about the state of tribal development through his report.

**(Para 5.50)**

51. Our review shows that the constitutional safeguards in relation to reservations of seats in the Parliament and State Legislatures have been effective and continue to be fully provided for. The representation in services has been claiming due attention and the situation in this respect has been improving. There is a system of review of reservations at the highest level in the Central and State Governments. The Parliament and state Legislatures are also conscious about reservations. The Commissioner for scheduled castes and scheduled tribes makes a detailed and critical review of reservations in his report. The members of the service belonging to the Scheduled Castes and Scheduled Tribes can themselves approach the Commissioner wherever necessary for enforcing their rights.

**(Para 5.51)**

52. The Constitutional provisions in relation to the protection and development of tribal communities and administration of scheduled areas, however, have not been operationalised. Law provides the basis and the frame for all administrative action. But the regulation-making power under the Fifth Schedule has been used by the States to a very limited extent.

**(Para 5.52)**

53. It has been held that it is the Parliament which can enact a law on tribal affairs. But no law has been passed so far by Parliament either for protection or for development of the Scheduled Tribes. Similarly, no regulation has been made for peace and good administration of the scheduled area, although there is a specific provision for this purpose under the Fifth Schedule and administration has continued to remain the weakest spot in tribal affairs.

**(Para 5.52)**

54. The position in relation to economic programmes has also remained vague and was somewhat unsatisfactory before the Fifth Plan. The tribal sub-plans have, however, provided a frame for meaningful discussion and continuous review about the level of investments and the quality of programmes in various sectors. But the administrative apparatus which was envisaged as a part of the sub-plan strategy remains to be established. We consider that rising level of investment without effective protection and administration may be counter-productive in relation to the welfare and interests of tribal communities.

**(Para 5.53)**

55. The Central Government have issued guidelines from time to time about the need for effective protection, purposive implementation and good administration for the tribal areas. But the basic structure has remained unchanged. Even a realistic assessment of the emerging situation is not available to the Union Government in the absence of a purposive and reliable feed back although the Governor is expected to send an annual report on the administration of the Scheduled Areas. The Governor himself is handicapped by the fact that no one reports to him directly about the problems of the scheduled areas and the progress of development of tribal communities. His reports tend to present a mere narrative of the activities of the Tribal Welfare Department in the State.

(Para 5.54)

56. The Constitution also envisages that the Special Officer (Commissioner for Scheduled Castes and Scheduled Tribes) shall investigate and report to the President on the working of Constitutional Safeguards. But the Commissioner is an external authority. He gives an array of suggestions, year after year, only some of which may be picked up for special attention.

(Para 5.54)

57. There is no mechanism within the system for internal appraisal and corrective measures on a continuing basis. Therefore, the President has not issued even a single direction to any State in the last thirty years exercising his powers to give directions for development of tribal communities under Article 339 (2) or for good administration of the Scheduled Areas under the Fifth Schedule. The basic reason is the lack of a systematic and continuous appraisal of the situation with reference to the clear policy frame and administrative goals which may be set in this regard. Thus, there is a critical gap in the Constitutional scheme which makes it virtually inoperative. This gap can be filled only if the executive keeps the Governor and the President informed about the situation in the tribal areas and the development of tribal communities.

(Para 5.54)

58. The various Constitutional provisions relating to the administration of the Scheduled Areas are complementary to one another and provide a broad frame for action. A satisfactory plan of action has to be drawn up to operationalise all these elements in such a way that they function in unison. The basic elements which go to determine the quality of administration have to be clearly defined.

(Para 5.55)

59. It is necessary that a clear programme should be worked out for regular appraisal of the administrative situation in the tribal areas, corrective measures taken by the States and the supporting financial provisions made for that purpose by the States and the Central Government under the first proviso to Article 275(i).

(Para 5.55)

60. The overall responsibility for good administration of scheduled areas and protection and development of Scheduled areas and protection and development of tribal communities rests with the Union Government. A system of regular dialogue at the national

level similar to that of the Ministry of Agriculture, (under the aegis of the Ministry of Home Affairs), therefore, should be immediately worked out.

(Para 5.56)

61. So far as preparation of tribal sub-plans is concerned, it has now become a part of the normal planning process and the Planning Commission review programmes and priorities, sectoral allocations, actual programmes etc. for the tribal areas as a part of annual State Plan and Five Year Plan exercises. But a parallel system is necessary for review of the administrative system and its performance in the Scheduled Areas and implementation of tribal development programmes keeping in view the special responsibility of the Union Government. The Ministry of Home Affairs may constitute a Standing Committee for the review of administration of the scheduled areas and tribal development. The Committee may be known as 'Tribal Administration and Review Committee'. It may be headed by the Home Secretary and have representatives of the Planning Commission, and Department of Personnel.

(Para 5.56)

62. Early action should be taken to firmly establish the integrated tribal developmental administration for the tribal areas. The review of administration of the Scheduled areas and tribal development should be the responsibility of the Tribal Development Administration in the State. The review should not be a sporadic activity but should be conducted in the form of periodical appraisal of the administrative situation in the scheduled areas. This review should also form the basis for the preparation for the Governor's Reports on the Administration of the Scheduled Areas.

(Para 5.57)

63. The scope of Governor's Report should be enlarged so as to cover the administration of the Scheduled Areas as well as tribal development. This Report should be submitted by the Governors of all States having tribal population. Suitable amendments in the relevant provisions of the constitution may be made.

(Para 5.58)

64. The Governor's reports should be based on the reports from the project administrators and the Heads of the Department. The report should be finalised and submitted to the Ministry of Home Affairs by the end of June. The Ministry of Home Affairs should then organise teams for visit to the States during July-September each year. These teams may comprise representatives of the Ministry of Home Affairs, Planning Commission, Department of Personnel, Ministry of Agriculture, and other concerned Ministries.

(Para 5.58)

65. The Governor's report along with a memorandum of proposed action by the State Government should be submitted to the President by the end of October each year. The Union Government may issue a direction under Act 339 (ii) and the Fifth Schedule of the Constitution specifying the Contents and

manner of preparation of the Governor's report on the administration of the Scheduled Areas and tribal development and on follow up action thereon.

(Para 5.58)

66. The 'Tribal Administration and Development Review Committee' should finalise a plan of action based on the report of the Tribal Development Commissioners and Observations of the visiting teams in consultation with different ministries. The gaps which may be noted in the developmental programmes in the respective sectors, should be filled in by the concerned Ministries. The Ministry of Home Affairs should work out the supplementary financial assistance required by each State for improvement in the administration of the tribal areas. The concerned Ministries should incorporate the appropriate programmes in the annual plan or non-plan programmes for the next year.

(Para 5.59)

67. The Ministry of Home Affairs should give additional assistance to the concerned State for improving the administration under the first proviso to Article 275 (i) of the Constitution. There may be some urgent measures which may have to be taken immediately for which assistance may have to be provided in the same year. Financial provision for other matters should be made in the budget proposals of the subsequent year.

(Para 5.59)

68. The review of action taken on the Governors Report should be incorporated in the Report of the Governor for the following year.

(Para 5.59)

69. The State Cabinet should pay attention on a continuing basis to the problems of tribal areas. A cabinet Sub-Committee should be constituted where it has not already been done.

(Para 5.60)

70. The States, must gear up the process of decision making at the political level and the administrative arrangement so that the basic issues are not missed and the State effort is constantly directed to solve them. The continuing guidance and help from the Union Government will help the States in taking an All India view of the problem of tribal development which has been accepted as a national task in the Constitution.

(Para 5.60)

71. A special Tribal Development Administration Department may be set up in the Ministry of Home Affairs instead of a Division for Tribal Development as at present. The administration should have a strong officer oriented structure with greater contact with the field.

(Para 5.62)

72. The Tribal Development Administration should be a strong organisation with senior officers having experience of working in the tribal areas. It should have the support of a competent research unit.

(Para 5.64)

73. The tribal development administration in the States should also be provided a firm base by a comprehensive regulation for administration of the scheduled areas and Tribal Sub-Plan areas. The regulations should place specific responsibility on the Project Administrator, Collector and Tribal Development Commissioner. They should also be given adequate powers for enabling them to effectively guide the course of change and development in these areas. The working of the regulations for good administration of the Scheduled Areas should be specially reviewed in the Governor's 'Report'.

(Para 5.64)

## 6. FOREST AND TRIBAL ECONOMY

74. In the past few years, a comprehensive frame to which all aspects of forestry and tribal economy are fully reconciled has not yet emerged. There is a search for such an approach both amongst foresters and planners for tribal development. It is clear that the overall national interests, particularly ensuring ecological balance, must be paramount. Yet, within the parameters, as defined by national consideration, there are many alternative action plans possible which may have varying implications for the local tribal economy.

(Para 6.10)

75. The rights in forests can be sustained only if there is a comprehensive frame for the protection, use and development of forests in which the community and the individual must assume the responsibility for creation of new forestry wealth and its protection. We do not agree with the approach of Dhebar Commission since they ignored these aspects and emphasised only the rights. The broad approach outlined by the National Commission on Agriculture will have to be followed.

(Para 6.11)

76. The local tribal community, which has symbiotic relationship with the forests, should be accepted as partners in the local forestry development efforts in each area. Unless this promise is accepted and built into the system, it may not be possible to avoid conflicting situations at the local level. The best protective device for the existing forests and the new additions is to create an interests of the local community in the forest wealth.

(Para 6.12)

77. It is necessary to distinguish between the tribal communities who have a long tradition of symbiotic relationship and other agricultural groups for whom the forest is just a source for satisfying some of their needs. The relationship of the two is qualitatively different which should get reflected in the policy frame and developmental programmes for these areas.

(Para 6.13)

78. The symbiosis between the tribal community and the forests should be re-established through suitable plans of development of these regions.

(Para 6.14)

79. We are on the threshold of technological revolution in agriculture and land use whose significance is not quite appreciated as yet. The new agricultural technology is inevitably leading towards higher specialisation in land use. Now comparatively smaller areas can support bigger populations so far as food grains are concerned. The sub-marginal lands, which are being used for raising poorer grains or where cultivator has to remain satisfied with poor yields can be put to many better alternative uses which incidentally also help in restoring the ecological balance.

**(Para 6.15)**

80. Today it is possible by choice of a suitable technology and production pattern that any piece of land, about a hectare or so, can make a family economically viable. The choice can be as wide ranging as the capital intensive coffee plantation on one hand, through plantation of fruit-bearing trees, host plants for tusar to plantation of fodder-trees linked to animal husbandry and fuel-wood plantation on the other, Tusar cultivation with plantation of host trees is important area of good potential for some regions.

**(Para 6.15)**

81. The weaker sections of the community can provide necessary manpower to create tree wealth on marginal lands which, in quite a few cases, are still under State control. The experience of horticulture programme in Orissa shows that the cost of programme with individual ownership is likely to be moderate. The problem with an average person may be of sustenance for the period of his engagement in this activity. Methods can be found to provide financial support to the landless labourer or marginal cultivator for a limited period till he acquires the new resource-base and becomes viable.

**(Para 6.16)**

82. A large programme of coffee plantation has been taken up in Andhra Pradesh with financial support from A.R.D.C. Each individual tribal is assigned a piece of land for plantation and he is provided technical and financial assistance. He has a right on the trees and their usufruct but he does not have the right of alienation. It is such groups of individuals interested in creation of new tree wealth as a part of their individual development plans that will get vitally interested in the development and protection of the forest. The planning for creation of this new tree wealth may also keep in view the requirements of the community of the region and of the national economy. It will thus be possible to have a frame in which the local needs, national priorities and economic well-being of individual tribal living in these areas are fully harmonised.

**(Para 6.16)**

83. We are at a point where full implication of new technology have not yet been appreciated and there is time when the landless and the weaker sections of the community particularly the tribals can be given a resource-base. It may be necessary that a strong organisation is created for this programme which may provide necessary technical support as also the financial resource for this programme which has a comparatively longer gestation period. The organisation may

also organise in due course marketing with a view that the primary producer gets the maximum benefit. It will be necessary that the personal and social needs of the tribal producer are also fully provided for by this organisation so that the individual is not required to go to a money lender which may mean syphoning off the benefit of new development through indebtedness.

**(Para 6.17)**

84. The Plans of Integrated Tribal Development Projects and the Working Plans of forests, should be reviewed and suitably reformulated for achieving the balance in the development of the people and the forest.

**(Para 6.18)**

85. The collection of minor forest produce has to be organised as an economic operation taking into account the market forces. It is only when the collection prices and the market prices are almost equal that the temptation for bye-passing the normal system can be curbed. There may be a notional reduction in the royalty of the State but it will be more than fully compensated by many other to the State by the fact that the total collection will be duly accounted for.

**(Para 6.23)**

86. The trader and the contractor are primarily interested in maximising their profits from the operations during the period of their lease. This generally leads to over-exploitation of minor forest produce which may even be detrimental to the forests itself. Introduction of a system of rotation, closing each area for one year in four years has restored the normal production.

**(Para 6.24)**

87. One of the important basic premises in any forest programme is to strengthen the resource-base and establish linkages with the long term interests of the local economy. This applies equally in the case of minor forest produce. It is, therefore, necessary that a systematic plan of action is worked out for minor forest produce. The middle-man in all forms, whether contractor, trader or agent, must be removed from the scene.

**(Para 6.25)**

88. Minor forest produce should not be treated as a source of revenue to the State. It should provide maximum return to the tribal so that economic interest is created in the maintenance of forests with the possibility of substantial incomes accruing to the individual regularly from its collection.

**(Para 6.25)**

89. The price of minor forest produce should be remunerative and linked to the market price.

**(Para 6.25)**

90. All leases for collection of minor forest produce should be given exclusively to Cooperative of tribals.

**(Para 6.25)**

91. The Ministries of Agriculture and Home Affairs together should ensure that the entire trade in minor forest produce is organised through the Co-operatives on monopoly basis and this new system is introduced with effect from the next working season. The necessary regulations or other legal support should be provided to make it effective.

(Para 6.25)

92. A system of announcing support price for minor forest produce should be introduced so that the tribal may not be suddenly faced with the possibility of erosion of his income in some areas. The purchase of minor forest produce should be taken up by a State level or regional organisation through LAMPS.

(Para 6.26)

93. A risk fund should be built up for meeting the contingency of a sudden slump in the market in one or more commodities. Since the size of operations in each State will be large, this should not create a serious problem. A contribution could also be made from tribal welfare fund for this purpose. If the trend in relation to some minor forest produce is a long term one, it should be possible to plan a gradual shift. The concerned ministries in the Central Government may support these operations through the network of LAMPS wherever necessary. The Ministry of Home Affairs should assume the nodal role in guiding the policies and monitoring the progress.

(Para 6.29)

94. The tribal should not merely remain a collector of forest produce without any role in the maintenance or augmentation of resources. The extension programme for training of tribal collectors of minor forest produce particularly those engaged in tapping the trees should be taken up.

(Para 6.27)

95. The LAMPS should assume a central role even in the maintenance of forest base. The training programmes for maintenance and scientific working of minor forest produce should be organised through the LAMPS.

(Para 6.27)

96. In case of some forest produce the individual tribals may be given the right to collect from specified areas or trees so that their proper upkeep is ensured and the individual gets interested in their continued maintenance. This practice has been started in Andhra Pradesh for collection of gums from the reserved forests. Similarly the host plants are assigned to individuals under tusar programme in some States. This approach should be adopted whenever feasible.

(Para 6.27)

97. A Comprehensive programme of identifying the various forest produce, assessing their potential and also feasibility of marketing and their alternative use, etc., should be formulated. The Forest Research Institute should take a lead in this matter and direct

suitably its research programme. It should provide guidance to the States in this matter on a continuing basis.

(Para 6.28)

98. It is necessary that the first processing of minor forest produce is organised within the tribal area and through the Co-operative system. The main objective should be to retain maximum benefit from this activity within the local economy which should accrue to the primary collector.

(Para 6.29)

99. Co-operativisation of minor forest produce should be accorded a very high priority since this will give immediate additional income to the average tribal and will also be in the interest of development of the forests themselves. A time bound programme of 2 to 3 years should be prepared for establishing processing units for minor forest produce in the Co-operative sector within the tribal area.

(Para 6.30)

100. A substantial programme of social forestry has been taken up recently which aims at providing for the needs of local community from the proposed tree-lands outside the reserve forests. (These new 'Social forests' may be managed by the community after they have got established.) They are expected to cater the various needs of the community like fuel-wood, timber for housing, agricultural implements, etc.

(Para 6.32)

101. The social forestry programme and the tree culture programme will help substantially in restoring the balance. Nevertheless the social forestry programme is still in the early stages and its cost is comparatively high. The social forestry by itself may not fully meet the needs of the tribal economy since the relationship of the tribal economy with the forest is very intimate and far reaching. It will be necessary to review the plantation policy in the forest area as well in a larger frame.

(Para 6.32)

102. The programme of forestry should make adequate provision for mixed plantations with the objective of providing the tribal community with their basic requirements and increasing production of minor forest produce which may help them to supplement their cash incomes. A minimum percentage of useful species in all plantations should be fixed for each area taking into account their potential and the needs of the local economy.

(Para 6.33)

103. It is necessary that Forestry Corporations concentrate on the poorer areas and ensure investment of substantial additional funds from financial institutions in these areas.

(Para 6.26)

104. The forestry operations are not covered in many States by the provisions of minimum wages for agricultural workers. In remote areas, the labourer is at the mercy of the forest contractors, his agents

or the petty officials of the department. Even when a better wage employment may be available in some area, the local tribal may still be obliged to work on forestry programmes at the lower wages because he has to live in the area and maintain good relations with the forestry officials. The relationship of the forest labour and the employment agencies, therefore, are to a large extent exploitative, the advantage of which is taken by the middleman or it may get reflected in lower working expenses of the forest department. It is necessary that the forestry labourer in these regions should be ensured a reasonable wage taking into account the factors like arduous nature of the job and its casual and seasonal character.

**(Para 6.38)**

105. No serious effort has been made so far even though in principle it has been accepted that the entire working of forest should be planned through the Co-operatives. Neglect of this aspect besides affecting the average tribal adversely, is against the long term interests of the forests. So long as the individual tribal remains a casual wage earner, he is bound to seek a firm base in agriculture or other activities which may lead ultimately to the denudation of the forest.

**(Para 6.39)**

106. In view of the fact that forestry operations have widely fluctuating labour requirements during different seasons, it may be possible to provide regular employment only to a small proportion of total labour force even under intensive forestry management scheme. This inherent problem can be resolved by organising the forestry work through the Co-operatives.

**(Para 6.40)**

107. The working of forests could be so organised that each member of the Cooperative be provided wage employment for a minimum number of days.

**(Para 6.40)**

108. The Cooperative could organise labour teams for working even in the distant regions which may be outside the reach of an individual. Thus, regularity and predictability of wage employment will help in stabilising the local economy. The Cooperative should be in a position to ensure a reasonable wage for their labour.

**(Para 6.41)**

109. In Gujarat and Maharashtra the forest labour cooperative societies are entitled to 20 per cent of the net profit from forestry operations which is arrived at after deducting the actual expenses according to the prescribed scales from the net sale proceeds. The same principle should be extended to all forestry operations in the country.

**(Para 6.41)**

110. Each member of a Forest Workers Co-operative, who may put in qualifying number of mandays during a year, should be entitled to a share in the net profit.

**(Para 6.41)**

111. Even in those areas where working is being done through the department or where Forestry Corporations have been established, forestry works should be executed entirely through the Forest Labour Co-operative Societies. The change-over to the working through the Cooperatives should be completed within a period of 2 to 3 years.

**(Para 6.41)**

112. The forest department should assume the responsibility of organising the Forest Labour Co-operatives.

**(Para 6.41)**

113. The organisation of forest labour in Cooperatives will enable the Department to associate them in the management and working of the forest which will also help in moving towards a more balanced development in these regions. It will, thus, be possible to re-establish a symbiotic relationship between the forest and the tribal economy.

**(Para 6.42)**

114. In most of the States the tribals cultivating lands in the areas of Forest Village have full tenancy rights. However, in some States they still continue to hold lease for a limited period. It will be necessary that all these anomalies are removed without any further loss of time and a programme of development of these villages is taken up systematically. The forest department will, however, continue to have in many cases a special role in the development of these villages in view of their physical location.

**(Para 6.43)**

115. Suitable programmes for development of erst-while forest villages, therefore, should be prepared urgently and implemented, if necessary under the aegis of the forest department. They should particularly concentrate on tree-based economic activity.

**(Para 6.43)**

116. The industrial units should be set up in the Cooperative sector so that there is sharing of net benefit between the forest labour and the persons employed in the processing unit.

**(Para 6.44)**

117. In the highly capital intensive industries like paper, while interest of the State, the entrepreneur and labourer in the organised sector are adequately taken care of, the forest labourer has to be satisfied with casual employment which is generally seasonal in character. Even in this case a fair deal can be given to the forest labourer if a programme for training them for higher skill jobs is taken up.

**(Para 6.45)**

118. The leases for supply of raw materials from the forests should be given to the labour cooperatives.

**(Para 6.45)**

119. There are signs of change even amongst the shifting cultivators, who are facing the problem of growing pressure of population and dwindling resources. In these areas if a viable alternative can be

given to the tribal it may be acceptable. The areas where the cycle of shifting cultivation has got reduced below the critical period of 10 year or so should be taken up for tackling this problem on a priority basis. Special comprehensive plans for the concerned regions with problem of shifting cultivators as their focus, should be prepared.

(Para 6.47)

120. The development of shifting cultivators should primarily be within the area of their traditional habitat.

(Para 6.48)

121. There should be a mixed programme of developing valley lands for permanent cultivation with provision of irrigation wherever possible, horticultural programmes on moderate slopes and forestry plantations on top lands. Animal husbandry, poultry and piggery should be provided as subsidiary occupations.

(Para 6.48)

122. The broad approach of family based programmes should be followed in these areas in which the aim should be to make each individual economically viable with a suitable mix of economic activities and choice of tree crops. Each shifting cultivator group may be accepted as a unit under this approach so that suitable leadership can emerge from within and the programme can become self-sustaining.

(Para 6.48)

123. It will have to be ensured that the lands set free from shifting cultivation are put under alternative use without any time lag so that the individuals in the group are not attracted to resume shifting cultivation at the slightest pretext.

(Para 6.48)

124. Comprehensive micro plan for each group of cultivators should be prepared by inter-disciplinary teams which may be constituted exclusively for this purpose.

(Para 6.48)

125. Necessary funds for implementation of this programme should be the first charge on the resources earmarked for these areas from the relevant sectors under the tribal sub-plans.

(Para 6.49)

126. An average tribal has a wealth of knowledge about the forests and their produce, wild life etc. The forestry programme should be so organised that full advantage can be taken of these skills. In certain cases it may be necessary to upgrade these skills and give them an understanding of the broader frame so that they can appreciate their role in the new perspective. The base, however, in all these cases should be the native skill of the individual in each areas.

(Para 6.49)

127. The programme should be to upgrade their skill rather than superimpose unfamiliar methods which may be difficult for them to master in a short period.

(Para 6.49)

128. A new climate of participation can be better engendered by voluntary organisations who can make a choice of persons for each area or task taking into account the precise requirements particularly on the human relation side. They are likely to adopt a problem solving approach rather than being bound by rules and procedures. There is, however, considerable reluctance to associate voluntary organisations in many States though commendable work has been done in some pockets where the State and the voluntary organisations have joined as partner in certain programmes. The work done by Bharat Agro-Industries Foundation is particularly note-worthy which has become a pace-setter in fodder-tree cultivation and improvement of cattle. Special effort should be made to encourage voluntary organisations in specific programmes in the remote forest regions.

(Para 6.50)

129. The new approach in the forestry programme will require considerable reorientation of the officers and men of the forest department. These officers do acquire a good knowledge of the area through long association which officers of other departments including even tribal welfare may not have.

(Para 6.51)

130. A relationship of authority and subservience is underlined and even considered necessary for smooth and efficient functioning of the system. The interests of the tribal community tend to be disregarded. This is one of the important contributing factors for the climate of distrust between the administration and the people in the tribal areas. The re-orientation of the forestry personnel is crucial and should be taken up urgently.

(Para 6.51)

131. All officers and men at all levels must appreciate the symbiotic relationship between the forests and the tribal community. One cannot develop at the cost of the other.

(Para 6.51)

132. All officers and men in the forest department should be given a good idea about the tribal life and their economy and inter-dependence between the development of the tribals and the forest.

(Para 6.51)

133. All programmes of training to the officers, both at the point of entry and in-service, should have Forests and Tribal Development as important item. In courses leading to formal examination, full papers be introduced on this subject, in other cases capsule programmes, depending on the level and duration of each course may be prepared.

(Para 6.51)



134. A tribal development unit should be established in the Forest Research Institute which should have a full faculty of tribal development comprising disciplines of tribal sociology, tribal economy and tribal administration.

(Para 6.51)

## 7. LAND AND THE TRIBALS

135. Various state governments have taken a number of measures from time to time for protecting tribal lands, particularly in the scheduled areas, some states even altogether prohibiting all transfers of tribal lands. But the total impact of all these measures has not been very significant.

(Para 7.21)

136. Sometimes even progressive measures, like those of land reforms, have adversely affected the tribal communities because those laws did not take into account the special situation in the tribal areas.

(Para 7.21)

137. Many a legal provision have had adverse effect because of their faulty application or incongruous interpretation.

(Para 7.21)

138. All transfers of land from tribals to non-tribals should be prohibited and prohibited effectively.

(Para 7.21)

139. Where no law to prohibit land transfer exists, suitable law should be enacted immediately. Consequently, it will be necessary to critically examine the law and suitably chisel it with reference to the clear objectives set up in this regard and keeping in view the inherent limitations arising from the socio-economic situation.

(Para 7.21)

140. The tribal generally has a high regard for the 'word' and believes that all others also have the same value. Therefore he is prepared to put his thumb impression or sign any paper without any reservation. The articulate people are generally very careful in their dealings and they ensure that the property acquired by them is in accordance with the letter of the law which however may be circumvented in subtle ways. It is, therefore, necessary that oral evidence is placed on a higher pedestal and the law of evidence is amended so far it is applicable to the evidence of members of the scheduled tribes so as to follow oral evidence to be adduced against all forms of documentary evidence including the registered documents.

(Para 7.22)

141. In the scheduled areas in case of a dispute about the ownership of land, it should be presumed that the land belongs to the tribal unless proved otherwise. Therefore, the onus of proof that the land has been acquired by the individual in accordance with the provisions of law, should be on the non-tribal holder of the law.

(Para 7.22)

142. The procedure for advancing of loans, execution of agreements, etc. should be prescribed as to require the payment and formalities being completed in the 'open' where members of the village community should be present and attestation by one or more members of the community depending on the nature of agreement, should be made obligatory. Any violation of this rule should have the effect of making the transaction or agreement *ab-initio* null and void.

(Para 7.23)

143. The special procedure so adopted for the tribal areas should be widely publicised. Once the broad outlines of a procedure are known to the people and its parameters clear, it will be difficult for any one to take undue advantage of the ignorance of the tribals.

(Para 7.23)

144. Much of the trouble in relation to land titles also arises from the fact that the owner of the land has no document with him and the records prepared by the revenue officials is final. In the institution of tribal areas this puts the tribal to great disadvantage and he is at the mercy of the patwari. This situation needs to be corrected. Pass Book should be prescribed for keeping record of all lands including standing trees owned by a tribal, which should be kept by the tribal himself.

(Para 7.24)

145. It should be made obligatory for the substance of any agreement or other legal formalities creating a charge on his land, directly or indirectly, to be recorded and duly authenticated in this Pass Book. No liability of any description whatsoever on tribal land should accrue if it is not recorded in the Pass Book.

(Para 7.24)

146. The registration of all land transfers should be subject to prior verification by the registration authorities that the conditions of transfers contained in the law have been strictly complied with.

(Para 7.24)

147. Many a time the spirit of the law is not fully appreciated by those responsible for their implementation. The rules made under these laws tend to emphasise the formal and procedural aspects only which results in their mechanical operation. Therefore, the rules in these important matters should be elaborate which should give a clear idea of the basic objectives of the law and also indicate possible alternatives along with their implications for guidance of the executive officers. Detailed guidelines should also be given besides bare legal provisions and rules made thereunder.

(Para 7.25)

148. It is necessary that rules should be framed, which should be exhaustive but in simple language, as soon as law relating to transfer or partition of land is enacted. Where rules remain to be framed

immediate action should be taken. Detailed guidelines should also be issued to ensure that the basic objective of the concerned law is communicated to the officers responsible for their implementation.

**(Para 7.25)**

149. The progress of cases relating to tribal lands is not satisfactory. The proceedings in Civil Courts is far too tardy and formal—technical. The law relating to all aspects of tribal lands should be simplified with a view that it is possible to dispense justice to the tribal rather than being satisfied with completing the technical requirements.

**(Para 7.26)**

150. The jurisdiction of Civil Courts should be barred. In those States where Revenue Courts do not exist, special machinery should be created for this purpose.

**(Para 7.26)**

151. The possibility of prolonging the proceedings by the interested parties should be removed by limiting the number of appeals and also the points in which intervention of higher authorities can be sought.

**(Para 7.26)**

152. The officers should not be content with technical disposal of cases, the real facts being treated as inadmissible pieces of evidence.

**(Para 7.26)**

153. The administration should forcefully appear on the side of the weak because the equations are heavily loaded against him in our present system. There should be a visual demonstration of the capability of law to undo injustice against the tribals.

**(Para 7.26)**

154. The order of the revenue courts for restoration must be implemented within a time limit, the responsibility for all necessary action in this regard being placed on the Project Administrator.

**(Para 7.26)**

155. Continuous vigilance is needed all through, right from the points where the land changes hands to the final disposal of the dispute in the highest court. In case force is used against the tribal disturbing his possession or preventing him from taking back the rightful possession, administration must intervene, *sue-moto* if necessary, and the other party suitably chastised.

**(Para 7.27)**

156. Occupation of tribal lands through deceit or use of force should be made a penal offence.

**(Para 7.27)**

157. The trial of cases relating to reoccupation of tribal lands or reoccupation of lands restored should be tried by Executive Magistrates. Such cases should be made penal offence under the law.

**(Para 7.27)**

158. Special legal assistance should be provided to the tribals in all cases relating to their land disputes.

**(Para 7.28)**

159. The Project Administrator should come in the picture and ensure that all cases are brought to the court of law.

**(Para 7.28)**

160. In all tribal areas, Standing Counsels should be appointed who should take up, *inter alia*, all cases of land disputes in which tribal is a party.

**(Para 7.28)**

161. A convention should also develop that service of lawyers as Standing Counsels for protection of tribal interests will be taken into account while making selection for Government Pleaders and other assignment in the Judiciary.

**(Para 7.28)**

162. The Special Counsel should be responsible for bringing to the notice of the Deputy Commissioner and the Project Administrator all cases of judgements in which the spirit of the law might not have been honoured so that immediate corrective measures can be taken.

**(Para 7.28)**

163. There should be a constant review of the judicial pronouncement to ensure that no technical flaw is taken advantage of by the interested groups in these proceedings and the corrective measures are immediately taken.

**(Para 7.28)**

164. While general measures for identification and restoration of alienated land may be taken throughout the tribal region, areas with possible high incidence of land alienation should be organised. Special teams comprising revenue officers and representatives of development administration should be constituted who may take up the task of identification and disposal of cases simultaneously.

**(Para 7.29)**

165. There should be a time-bound programme for identification of critical areas, assessment of the problem of land alienation and the final disposal of cases. A period of two years should be the outer limit for this programme in view of its crucial importance.

**(Para 7.29)**

166. It would be necessary as also practical that all illegal and irregular transfer in the last forty years or less, i.e. after the year 1940, should be identified and necessary steps taken to restore them to their rightful owners. The law of limitation should be suitably amended for this purpose.

**(Para 7.30)**

167. The individual tribal is under continuous pressure of a variety of forces which ultimately result in the loss of his only capital base, the agricultural land.

Therefore, it is necessary that all those forces which individual tribals are facing incessantly are identified, understood and countered suitably, otherwise the legal measures taken by the States will continue to be inadequate and ineffective.

**(Para 7.31)**

168. In view of the new situation where alienation is now in favour of stronger sections amongst the tribal community, it will be necessary that the transfer of land as between members of the tribal community themselves is also regulated. Suitable law or regulation should be enacted for this purpose.

**(Para 7.32)**

169. A strategy has to be worked out so that he is not forced to borrow at usurious rates of interest from the moneylender who readily comes to his help since he can finally lay his hand on his land. We would discuss at length the urgent need for making the cooperative credit system through the LAMPS effective without any further delay.

**(Para 7.33)**

170. The consumption credit linked to marketing of minor forest produce and other economic programme should get the highest priority.

**(Para 7.33)**

171. It will also be necessary that all existing debts are assessed and scaled down following the principles of *den dupat*.

**(Para 7.33)**

172. If the tribal has a liability, it should be taken over by the LAMPS so that the link between the moneylender and the tribal is broken and a new relationship gets established with the Cooperative System. This should be the primary task of Tribal Development Project Authority and all manpower resources of the State should be mustered to complete this within a period of a year or so. This operation should be organised on a campaign basis so that this issue is solved once for all.

**(Para 7.33)**

173. Those who want to move to an alternative occupation may be suitably assisted as a part of the general tribal development programme. However it should also be appreciated that the schemes for occupational mobility do not result in unregulated transfer of property guided merely by personal consideration adversely affecting the economy of the community particularly of the weaker sections amongst them.

**(Para 7.34)**

174. It is necessary that the reduction of the size of holdings below viability level is prevented to stabilise the economy of the tribal at the margin both by positive measures of assistance and regulation of fragmentation.

**(Para 7.35)**

175. The benefits of new technology should be made available to the vulnerable groups and they should be enabled to put their land to optimum use according to its potential.

**(Para 7.35)**

176. A law prohibiting fragmentation of land below viability level should be enacted. Viability levels should be determined keeping in view the quality of land, level of technology and the socio-economic situation in each area. Village Committees may be constituted under this law which should be made responsible for working out mutual adjustments of lands in cases of likely partition for any reason whatsoever.

**(Para 7.35)**

177. The transfers of lands as between members of the tribal communities themselves should also be regulated with a view to prevent holdings from becoming non-viable.

**(Para 7.35)**

178. In case a member of the scheduled tribes proposes to dispose of his land, because he may wish to migrate from the village or move to an alternative occupation, the co-partners and other eligible tribal landless labourers and marginal farmers should be given the right of pre-emption. In many a tribal community such a practice is already prevalent and has the sanction of tradition.

**(Para 7.36)**

179. It will also be necessary to work out a scheme for the temporary management of land on behalf of those persons who may be in distress. This needs to be reinforced in the wake of growing individualism and new opportunities which are becoming available to section of the people as a part of tribal development programmes.

**(Para 7.36)**

180. There may be some tribals who may not be able to cultivate their lands for the time being on account of some problems, personal, social or economic. They should be suitably assisted to regain command of their lands after the obligation is discharged or when they are again in a position to manage their lands.

**(Para 7.36)**

181. There should be a scheme for financing purchase of land by landless and marginal tribal land holders, should they have an opportunity in pursuance of the above policy fame. The loan should be soft and returnable in 10 to 15 years depending on the quality of land and the general economic situation in each area.

**(Para 7.37)**

182. In case a tribal is required to sell his land for unavoidable reasons and no eligible tribal comes forward to purchase it, the State should purchase the land and assign it to other tribals on easy terms.

**(Para 7.37)**

183. In many states, substantial areas have been allotted for cultivation from deforested lands. In many cases, illegally occupied lands have also been settled in favour of encroachers. A cautious and pragmatic policy in this important matter will go a long way to help the tribal economy. All available land should be allotted exclusively to tribal landless labourers and marginal landholders. Only if no eligible tribal is available it should be allotted to other landless agricultural labourers.

(Para 7.38)

184. On no account should bigger land owners be allowed to acquire more lands from de-forested lands since it would ultimately lead to transfer of land in some form at some other point.

(Para 7.38)

185. Much of the de-forested land may not be capable of being developed as good agricultural land. Nevertheless, now that appropriate technology is available which can enable an individual becoming viable almost on any piece of land of an acre or so, suitable programmes should be prepared based on specific economic activity like horticulture, tussar rearing or animal husbandry. In case the land is fit for agriculture, suitable assistance should be given for land development, improved agricultural practices, etc. soon after its allotment.

(Para 7.39)

186. An integrated programme, aimed at establishing the economy of tribals located at the margin, should be prepared in each area. It should include debt redemption, taking over of liabilities already incurred, provision of credit for consumption and social purposes, wherever necessary. The credit should be a part of a specific production programme for each family so designed as to enable him to discharge the old and the current liability on time and make him economically viable in the long run.

(Para 7.39)

187. A cautious approach, should be adopted in the planning of programmes for the vulnerable group. In the first instance, all schemes should be within an integrated planning frame which should be prepared at the block and project level. Secondly, high cost technology should be avoided in the initial stage. Thirdly, in all these programmes the forward and backward linkages as also coordination between the different departments should be worked out very carefully.

(Para 7.40)

188. A comprehensive land use plan should be prepared immediately in all villages where land has been allotted in the recent past or is likely to be allotted in future. A programme of development of and for agriculture or utilisation for other purpose like the Horticulture, tussar, animal husbandry, etc. should be given to the individual as soon as the land is allotted so that he can become economically viable within a reasonable period.

(Para 7.41)

189. Identification of alienated land, its restoration and establishment of a new economic frame should be taken up almost simultaneously. The legal framework should also be strengthened to provide a firm base for this action programme.

(Para 7.41)

190. The new economy has to be built on the basis of family-wise programmes. These families have to be organised in viable groups as has been envisaged in the growth centre and cluster approach suggested by us for general adoption for development of backward areas. There should be a continuous review of progress made in the execution of this programme at the Project and the State levels.

(Para 7.41)

## 8. EDUCATION

191. The problem of educational development in tribal areas is quite complex. The educational authorities and others sometimes tend to over simplify the issue by partial analysis of the problem and generally conclude the discussion with solutions which may be either too idealistic or too expensive. There are no short cuts to effective administration and a situation of organisational failure cannot be corrected merely by providing higher capital investments. Therefore, it is necessary that comprehensive review of the reasons for the present state of education in the tribal areas is made and a package of schemes for educational development is prepared.

(Para 8.6)

192. There is increasing uniformity even in the reading material at elementary level with the central production of text books and guidance from higher levels in the form of model curricula, guide books, etc. The text books, therefore, may contain material which may be largely unfamiliar to the child. Learning in this situation becomes a burden with no relevance to his environment. The problem of language makes the situation still worse. Eventhough it has been accepted that teaching in the early classes should be through the mother tongue of the child, no satisfactory arrangements have been made in most cases. The child learns by rote without much understanding. The child misses the opportunity of developing the faculty of conceptualisation which is essential for higher learning particularly in mathematics and science.

(Para 8.8)

193. A large majority of children in the elementary schools are not able to proceed beyond the lower primary classes. The defects in the educational system become contributing factors to the differential growth of education amongst different tribes and areas.

(Para 8.9)

194. When educated youth are not able to move out, they find it difficult to adjust. Even though the number of such persons is very small, they create a bad example. Young boys get alienated from their families and traditional occupations. Thus they become maladjusted in their society. This is a national

problem but the tribal communities are being required to face it even before a real beginning has been made in education. This has made some of them indifferent even to elementary education and the enrolment continues to be low in class three onwards notwithstanding the spread of educational institutions.

**(Para 8.10)**

195. Education must assume a key role during the present phase of tribal development and must be conceived in comprehensive terms to cover all aspects of community life where they come in touch with the new system.

**(Para 8.11)**

196. The most important aspect of education in tribal areas has to be that the community should be enabled to have a clear perspective of their relationship with the modern system.

**(Para 8.11)**

197. Education must be meaningful to the people. This was the central theme of basic education in which the children learnt by doing and drew upon the experience in their ordinary life.

**(Para 8.12)**

198. Education in the elementary schools should be location specific. A child who may spend eight years in a school should come out better equipped for life in the village. The curriculum should be suitably restructured so as to have elements of agriculture, forestry, animal husbandry, cottage industry, and so on. The teaching of subjects should be relatable to specific problems. They come to the student naturally in his studies of life sciences. The student should get an idea of the various institutions which are relevant to the rural economy. This should be a part of his social study course.

**(Para 8.12)**

199. The choice of subjects at the Middle and High School levels should be provided keeping in view the local needs.

**(Para 8.13)**

200. The tribal children show a greater promise in agriculture. It will be useful if agriculture and such other subjects are introduced as independent subjects at the High and Higher Secondary levels. Specialisation, however, should not be so narrow as may deter the student from pursuing higher studies in general institutions.

**(Para 8.13)**

201. A programme of "citizen education" with a comprehensive frame covering the needs of all sections of the tribal population is necessary which should basically aim at protecting the community from a sudden cultural shock and enable to it to graduate through the transitional phase without any erosion of their economic base.

**(Para 8.15)**

202. Broadly speaking "citizen education" should comprise, *inter alia* following elements:

- (i) a basic understanding about the heritage of our country;
- (ii) the institutional infra-structure, particularly those institutions, which come in contact with the individual;
- (iii) the rights and duties of a citizen;
- (iv) the important channels for redressal of grievances;
- (v) the expected code of conduct of citizen in different situation contrasting it with the traditional spontaneous responses of an individual or the community;
- (vi) a better understanding of the economic process, the regulations about exchange economy and handling of money;
- (vii) the basic difference between the traditional economic frame and the modern frame, particularly the value of the written tradition in contrast to the oral tradition;
- (viii) the role and functioning of cooperative and other financing agencies;
- (ix) an understanding of the agricultural extension services emphasising the approach rather than the content, and
- (x) a greater awareness about the achievement of science and technology with special reference to his own surroundings.

**(Para 8.16)**

203. The precise content of the citizen education programme should be decided taking into account the present stage of each community. The programme should be built around the local tradition and should emerge as an organic whole drawing upon the tribals' own world view and should gradually help him to have a better understanding of the new system. Highest emphasis should be laid on the areas which are of day-to-day concern to him like the points of contact with the authority and methods of getting relief on various counts.

**(Para 8.17)**

204. Planning of education infrastructure should be adapted to the existing distribution of population with the clear objectives of providing universal coverage to children by the school system and also provide an effective citizen education to the community.

**(Para 8.20)**

205. There should be a local school in all hamlets which may admit children in class one and at the most upto class two. This local school should be a part of the formal education system. It should have a local person i.e. a person belonging to the hamlet preferably a woman as the teacher. The first problem in the more backward areas will be to find a suitable person for this job. Since the condition that the individual must belong to the hamlet is crucial, it is the

qualification which should be kept flexible. Any person willing to work as a teacher and who may have necessary aptitude irrespective of his own educational qualifications should be selected for this assignment. He would be given necessary training if he may not have formal education so that he can run the school for the children in the age group 5—7. At the next stage, there should be a lower primary school upto class 3 or 4 with two to three local school as feeder institutions. This L.P. school may be linked to a Sevashram. The children in these classes will be grown up and may not find it difficult to live as resident scholars. The Sevashram should also cater to the day scholars for those villages in the areas from where children may be able to walk to the institution. The day scholars should also be provided mid-day meals, a pair of school uniform, books, etc. so that there is no pressure for admission to the Sevashram.

**(Para 8.21)**

206. A group elementary schools including local schools are treated as a unit for elementary education in the tribal areas. A group of 5 to 6 schools may constitute an Elementary School Complex. One of the schools, preferably a middle school, may be designated as the focal school of the complex. A Senior teacher may be responsible for the management of all institutions in the complex. He may be given one extra hand to make day-to-day arrangements in case of absence of a teacher from his duty. The teachers in the complex may be selected in such a way that the group may have persons with aptitude in mathematics, science, language, fine arts and physical education. While each teacher may continue to work in his school, he should be in constant touch with other teachers in the complex and help them maintain good standard in his special subject. The focal school in the complex may be specially developed. It may have a small library and a science laboratory. Children and teachers from all constituent institutions in the complex may meet once a week in each school by rotation. This day may be used for common academic programme, exchange of notes amongst the teachers, citizen education and sports. This get together will give an opportunity to the local community for active participation in the education of their children as also self-education. The elementary School complex, thus, can develop as an institution for complete education of the entire community by the family of teachers under a common leadership.

**(Para 8.22 & 8.23)**

207. In the more advanced areas with larger villages, it may be possible to follow the general pattern of primary schools and middle schools. The proportion of middle to primary school should be gradually increased so that the educational facilities to all children upto the age of 14 becomes universal. In the first stage, each group of five primary schools should have one middle school. The schools should also cater to the educational needs of the non-student youth who may have missed the opportunity of attending school.

**(Para 8.24)**

208. The structural imbalance at the higher secondary level should also be corrected gradually.

**(Para 8.25)**

209. It will be necessary that in all educational programmes, particularly in the award of stipends and provision of hostel facilities, preference is given to students belonging to educationally backward tribal communities. The criteria for award of scholarships, stipends and admission to the hostel should be suitably changed subject to other eligibility conditions like distance of educational institutions from student's residence. Once fixed quota of seats are assigned to different communities on the basis of their respective numbers, the students from comparatively advanced communities will get in on the basis of merit while those belonging to the backward communities will get admitted if they satisfy the eligibility conditions. It is, therefore, necessary that the assistance programme in education are now addressed to those groups and areas which have been left far behind.

**(Para 8.28)**

210. Even though, general assistance may continue for all communities, special schemes on a more liberal scale should be prepared for the more backward areas and more backward communities. Unless a suitable differential is built into the educational assistance scheme the gap will continue to grow and the process of educational spread may not pick up.

**(Para 8.28)**

211. The level of literacy of a community and of an area, therefore, should be accepted as an important criterion for special assistance programme. The low literacy blocks, and low literacy regions within each block, should be identified. Similarly, the communities at low literacy level should also be identified in each state for special assistance. Those blocks which are at less than half the general literacy level of the state may be treated as backward. Similarly, communities at less than half the level of literacy of tribal communities in that state may be considered backward.

**(Para 8.29)**

212. The literacy among the women is particularly very low. Therefore, a special programme should be prepared for girls of those communities where the level of literacy amongst women is very low. The assistance in the case of the most backward communities should be substantial, right from the primary classes. This should continue at the middle school and higher secondary levels.

**(Para 8.29)**

213. The residential institutions also need a second look. In the more sparsely populated areas, the residential institutions like Ashram Schools and hostels should be treated as an integral part of the institutional infrastructure for universal coverage.

**(Para 8.30)**

214. The admission to hostels should be provided on universal basis to students living beyond a specified distance from primary/middle/higher secondary schools so that all those who want to pursue their studies are not denied the opportunity simply because there is no institution in their neighbourhood. This will also be a more economical alternative to opening of institutions in the remote areas where initially the number of students is likely to be small.

**(Para 8.30)**

215. In the advanced areas, residential institutions should cater to selected children who are likely to make a grade in higher education.

**(Para 8.30)**

216. In view of the fact that wide disparities have appeared in education, the Central Government should work out a scheme of assisting the States to cover the entire education programme for tribals including scholarships, stipends, hostels and Ashram Schools with differential and higher assistance for the more backward communities and areas. The assistance for this programme may be provided to help the states to achieve this objective within the next 10 to 15 years.

**(Para 8.31)**

217. The increasing base of better qualified persons can be used for making good the deficiency in certain subjects by selective recruitments. Mathematics is an important part of elementary education. Science has now been introduced in the curriculum of the primary schools. But suitable arrangements have not been made for their teaching. Teaching in these classes requires greater skills. Therefore, graduates in Science and Mathematics could be specially inducted in the tribal areas through special recruitment. In every Elementary School Complex there should be one teacher each with background in Mathematics and Science. The command of a language is essential for higher education. It is therefore necessary that one of the teachers in each Elementary School complex should be qualified in the local dialects so as to help the students in regional languages. Such selective induction of teachers with background in Mathematics and Science will help in improving the quality of instruction in the elementary schools and provide a firm base for higher education.

**(Para 8.33)**

218. Teaching in classes I and II should be through the mother tongue. The text books should be accordingly planned to formulate transition from the local dialect to the regional language at the stage of class three. The teaching in the early classes should be so organised that children may get acclimated to the translation by careful use of the local and regional language together. The appointment of local teachers in the local schools suggested earlier will meet the particular problem satisfactorily. A policy of recruitment of teachers at other levels also from the local areas will help in this process.

**(para 8.34)**

219. Measures may be necessary for improving the quality of personnel who are already working in these areas. Many of them are not even trained. Some of them may have been recruited with lower qualifications.

**(Para 8.35)**

220. The school system, needs to be adjusted both in terms of its timing and its vacation. Busy agricultural period should be declared as holidays.

**(Para 8.36)**

221. One of the important reasons for low enrolment of girls in the tribal areas is the lack of relevance of education for their roles and responsibility. If education could be made more relevant to the felt needs of the community and aspirations of the people, the girls' attendance may improve and improve substantially.

**(Para 8.38)**

222. Even though there are no inhibitions in the tribal area to send a girl to a boys school yet the presence of a lady in an institution can be added attraction to the girls. If the lady teachers could also give special instruction in useful arts, the attendance may improve. Husband wife teams may be appointed in Sevashram schools on voluntary basis without insisting on the qualifications of the lady teacher.

**(Para 8.39)**

223. Distance is the most inhibiting factor in the girls' education. A girl may be attracted to a school within the hamlet but if she is required to go out to a distant school it may become a problem particularly in the early stages when there may be only a few girls, even one or two, who may be eligible to join a school. Once the number of girls increases, they may get together and attend even distant institutions. The spread of educational institutions itself may help in improving the attendance of girls. The opening of pre-primary institutions with husband wife teams as suggested above, will also improve the situation.

**(Para 8.39 & 8.40)**

224. The number of girls institutions however, has not increased and their needs has been relegated to a secondary position. Since distance adversely affects girls' enrolment, it is necessary that residential facilities for girls is provided on a more liberal scale than is warranted by their proportion amongst students in general. There should be at least one girls hostel in each tribal development block to begin with. It may be in the form of an Ashram School in the more backward blocks in which girls studying in higher classes may also be provided residential accommodation.

**(Para 8.41)**

225. In blocks where girls education has picked up hostels for senior classes may be established.

**(Para 8.41)**

226. Even though the general level of literacy amongst the women is generally low it will be necessary to adopt differential incentives for different communities and areas for girls education.

**(Para 8.41)**

227. Girls in elementary schools may be provided with a pair of uniforms. The rate of scholarships for girls at all levels should be higher.

**(Para 8.41)**

228. Special stipends may be given to those coming for training in various institutions, both short term and long term.

**(Para 8.41)**

229. Arrangement should be made for fine arts, music, etc. in all girls' hostels and at least one selected High School in each project.

**(Para 8.41)**

230. In view of the sparseness of population and poor communications, it is essential that the first supervisory point should be as near the institutions as possible. We have suggested the establishment of Elementary School Complexes with the headmaster of the middle school or the upper primary school, as the case may be, as the head. The Head Master of the School complex, therefore, should be given full responsibility for administration within the area of the jurisdiction of the complex and other isolated institutions, if any, outside the complex.

**(Para 8.43)**

231. A distinction may be made between academic supervision and administrative control at the elementary school complex level. As far as possible only one organisation may be responsible for the administration of the all education institutions and exercise full control over them. But so far as academic supervision is concerned, it must be unequivocally the responsibility of the education department and it should be ensured that this responsibility is properly discharged by them.

**(Para 8.44)**

232. The preparation of syllabus, its adaptation and preparation of reading material etc. should be the responsibility of the Education Department. The policies in this regard should be common for the tribal areas with suitable adaptation.

**(Para 8.45)**

233. There should be a joint Board for tribal education at the state level with Commissioner, Tribal Development or Secretary, Tribal Welfare as the Chairman and Secretary Education, Director of Public Instruction, Director Social Welfare, Director Tribal Welfare as Members. This Board should have the overall responsibility for monitoring progress of education, maintaining of standards, adaptation of programmes and for improving the quality and content of instruction and personnel.

**(Para 8.45)**

234. A closer supervision should be exercised at the district or the project level depending on the conditions of each area. A committee may be constituted comprising Project Administrator, District Education Officer, Tribal Welfare Officer, Panchayat Officer. This Committee should report to the Joint Board at the state level.

**(Para 8.45)**

235. The norms of technical and administrative supervision should be clearly spelt out. The Education Department should ensure that each institution is inspected once in six months by the first supervisory officer. There should be a higher level check of the standard of education in each institution the method of teaching, etc. by the Education Department once in three years. The Project level Committee should prepare a quarterly resume of the inspection at the first supervisory and higher levels and submit it to the state level Joint Board. The Board should ensure that the necessary follow up action is taken in the case of specific problems brought out in the inspections.

**(Para 8.46)**

## 9. COOPERATIVES IN TRIBAL AREAS

236. A tribal requires a package of services, the main components of which are credit for production as well as consumption, supply of seeds and other agricultural inputs and consumer goods and marketing of produce, both agricultural and minor forest. These activities constitute the major areas of exploitation of the tribals. LAMPS, if they have to be effective, have to be streamlined and restructured to provide for the following services:

- (i) Provision of short, medium and long term credit for agricultural purposes;
- (ii) Provision of inputs of agriculture like fertiliser, seeds, insecticides, agricultural implements and machinery;
- (iii) Provision of essential domestic requirements like foodgrains, cloth, salt, sugar, vegetable oil, kerosene, matches, tobacco, soap etc. against the member's entitlement under the cash component of the scale of finance or against a limit specifically sanctioned for meeting his consumption needs;
- (iv) Provision of technical advice and guidance needed for modernising agriculture and allied activities;
- (v) Marketing of agricultural produce or products of allied activities like dairying, poultry keeping etc.;
- (vi) Marketing of minor forest produce;
- (vii) Provision of credit for expenses incurred to meet certain social obligations in birth, marriage or death ceremonies;
- (viii) Primary processing of minor forest produce, which will provide employment and additional income to members;
- (ix) Promotion of thrift.

**(Para 9.13)**



237. The entire package of services of the LAMPS should be available, in addition to the Scheduled Tribe, to every other poor family in the tribal sub-plan area, identified on the basis of normal criterion.

**(Para 9.14)**

238. The LAMPS should be the only cooperative organisation in the tribal sub-plan area to handle short, medium and long-term loans for rural development. Their services in the matter of provision of credit should, therefore, be available to all participating members in the cooperative on the same lines as is available elsewhere with primary agricultural co-operatives.

**(Para 9.14)**

239. The more affluent sections also need the input services for farm husbandry and technical advice and guidance and this should be available to them from the LAMPS. Essential domestic requirements should be available in the LAMPS specially for the benefits of the poorer sections. Sophisticated goods should not be normally maintained in the LAMPS and, if they are, they should be on a commercial basis.

**(Para 9.14)**

240. If the viability concept is properly analysed, it will be found that it is only a block level organisation which can, over time, provide the necessary competence in the LAMPS to render all these services. The Committee, therefore, recommends that LAMPS shall be organised only on the basis of one LAMP per block in the tribal sub-plan area. Necessary action may be taken to introduce this form of LAMPS in all the blocks in the tribal sub-plan area within a reasonable period of time which the Committee suggests may be not more than three years.

**(Para 9.17)**

241. One centre for services at the block level does not meet the requirement of a service centre close to the client in a cooperative movement. The Bawa Committee had specifically recommended that a block level LAMPS shall have sufficient number of branches in order to cater to the rural families at places close to their place of living. A branch to cover a population of roughly 10,000 to 20,000 has been suggested. The Committee endorses this recommendation. The branch will have to be suitably located taking into consideration both the population and the area of operation and in areas with scattered population, it may have to serve a population of less than 10,000.

**(Para 9.18)**

242. The staff at the branch level need not have the high-level expertise as at the block level. They will have to carry out instructions from the head of office and should be in a position to follow orders and maintain the relative accounts. The number and the type of expertise at the branch level will certainly depend upon the level of business that the branch has to undertake. Broadly, it can be assumed the Head of Office at the Branch would be of the quality and capacity now found in LAMPS of 10,000 population.

**(Para 9.18)**

243. The Committee urges the Centre/State Governments to make vigorous efforts immediately to develop LAMPS.

**(Para 9.19)**

244. There should be a time bound programme supported by technical assistance from the State Governments, and where necessary, by financial aid from the State Cooperative Banks and the State Governments to vitalise and develop LAMPS so that they are in a position to discharge the functions expected of them.

**(Para 9.21)**

245. The Committee endorses the recommendations of the Committee to Review Arrangements for Institutional Credit for Agriculture and Rural Development (CRAFICARD) that

“There should be two categories of membership of societies—one exclusively reserved for the weaker sections distinguished by the lower rate of share capital prescribed for them and the other earmarked for those contributing share capital at the usual rate. Everyone of these two categories of members should be supplied with a pass book in two different colours containing all relevant details. This is to facilitate statistical reporting and analysis, and not to dilute the rights of the members belonging to the weaker sections. The entries in pass book should conform to the entries in the land register and other books of account of the society and the Validity of entries should be ensured by prompt authentication by the concerned official of the Society”.

The Committee would only suggest that in the LAMPS the pass books given to the weaker sections may be divided into three classes—A for Scheduled Tribes, B for Scheduled Castes and C for other weaker sections so that statistical analysis in the tribal sub-plan can be done more effectively. Further, the pass book issued for the non-weaker sections may have a sub-group under classification A for Scheduled Tribes of the more affluent. This is necessary for proper analysis of the benefits given to Scheduled Tribes as a class. These sub-divisions should be maintained in the LAMPS registers.

**(Para 9.22)**

246. In the tribal sub-plan, it has been provided that all members of Scheduled Tribes will be entitled to get 50% of the share capital as grant-in-aid and 50% as loan from the sub-plan funds. The Committee would recommend that for the other sections also 50% of the share capital should be given in the form of grant-in-aid and 50% as loan from the sub-plan funds.

**(Para 9.23)**

247. The recommendations of the CRAICARD on the entries in the pass book are limited to the credit functions of a cooperative. LAMPS have multifarious functions and services to render to their clientele. The pass book should reflect all these services and the limits to which the member would get these services from the LAMPS.

**(Para 9.24)**

248. For the first five years the cost of the organisation both at the headquarters of the LAMPS and in the branches shall be paid for by the sub-plan funds, on a telescopic scale. The Committee is well aware that this policy will mean a reasonable allocation of funds from the sub-plan provisions; but considering the importance of this service in bringing the tribals and the poorer sections out of the clutches of exploitative forces, this expenditure is basic for further development of tribal areas. The situation may be reviewed after five years and if, in particular backward areas where population is scarce and distances large, need for continuing the contribution on a tapering scale exists, the problem may be examined by the Tribal Welfare Department of the State and remedies developed.

**(Para 9.25)**

249. The LAMPS as envisaged by us require a high level of technical competence and management ability to set the scheme working. The committee, therefore, recommends that the first five years when the sub-plan allocations provided the necessary funds for management expenditure in order to ensure proper performance and development of the area, it is desirable that the project officer of the I.T.D.P. will be the Chairman in the block under his Project. This will enable a suitable tie-up between the technical services and the credit services and also enable a suitable orientations of area programmes to lead to greater productivity in the area and larger business to the LAMPS. The situation may be examined after a period of five years to see whether non-official Chairman can be inducted at that stage. Even when a non-official Chairman is inducted, it is desirable that the head of the management (Managing Director) of LAMPS is given the same status as in a Farmers Service Society so that his financial discretion is suitably protected.

**(Para 9.26)**

250. Training of the non-officials to take charge of the Cooperative system in due course, has to be an essential part of the development of tribal sub-plan areas. The cooperative movement had initiated a training programme for the inclusion of cooperative principles to aspiring members of cooperative and local leadership and it will be necessary to have a similar training programme suitably adopted for the tribal areas, particularly to train the Scheduled Tribe members and leaders in the cooperative and other principles embodied in the LAMPS and how this is to benefit the population.

**(Para 9.27)**

251. A suitable member of the Scheduled Tribe (non-official) be nominated as the Vice-Chairman of the LAMPS and in order to train him in the working he should be given some specific sectors of the LAMPS operations to handle, under the overall guidance of the Chairman. In the training courses for non-officials, such vice-chairman should be given intensive training.

**(Para 9.27)**

252. LAMPS have to be assisted by a number of experts in various disciplines and also competent accounts and clerical staff. A separate cadre should be

organised in each State for proper administration of the LAMPS which should draw its personnel, to start with, from the concerned Departments.

**(Para 9.28)**

253. Simultaneously with the induction of officers and staff, on a limited deputation basis, from the various departmental cadres, there should be a conscious attempt to make direct recruitment to this cadre so that in course of time the cadre stands on its own feet. The problem of stagnation would also arise even in the case of those recruited directly. A solution would have to be found for this problem by opening avenues of promotion for them in the higher organisations relating to their flow of work.

**(Para 9.29)**

254. A proper exercise should be carried out by the Project authority as to the requirements of the officers and staff in the LAMPS and its branches keeping in view its work load and the functions.

**(Para 9.30)**

255. The Board of Directors of the LAMPS should have other important official functionaries connected with the various organisations related with the work as well as an adequate representation of non-officials. Two third of the non-official representation should be from the Scheduled tribes.

**(Para 9.32)**

256. LAMP is to take out the Scheduled Tribe members and other weaker sections of the area, from the clutches of the money-lender. All the services now being rendered by the money-lender are being looked after by the LAMPS. If no action is taken to see that dues if any legitimately due to the money-lender from the member of the LAMPS is suitably paid off, any development that takes place in the economy of the member will only result in the money-lender maintaining his clutches and taking away all the profit. Some method will have to be found for absorbing debts due from the member to the money lender.

**(Para 9.33)**

257. Various debt redemption laws have been passed by the various states to free the weaker sections and particularly scheduled tribes from the clutches of the money-lender, particularly in the matter of extortionate claims as against actuals given. There is the provision for courts at local level to initiate debt redemption processes and after taking evidence bring down the claims to what is decided as legitimate. For effective relief, there has to be two conditions (a) the courts will have to be local and it will be necessary to bring back the old revenue courts which dealt with these problems. It is also necessary to keep the civil courts out of this jurisdiction. (b) Oral evidence will have to be allowed against any documentary evidence as was the practice in the old agency areas of the Madras province. Both these may require drastic changes in the debt redemption, and debt regulation Acts of the various States. The Committee will recommend that immediately the relevant laws should be examined in order to amend them suitably to make

these two recommendations valid. Having done this, it is necessary to carry out an operation on a war-footing to bring down the debts to reasonable levels of all the members of the weaker sections under the LAMPS. Having done this, the debt should be taken over by the LAMPS under its account and the money-lender paid off. Similarly, the cooperative loans should be paid off and brought within the LAMPS account. For the funds required for both, provision will be made under the sub-plan funds.

**(Para 9.34)**

258. When the cooperative movement in the TDA was originally examined, certain experiments were done in such take over of existing debts. Studies made in the Dhudi-area under the Banawasi Sewa Ashram in Mirzapur, U.P. has shown that normally these debts are of very small amount for a family. Yet, their extortionate power is tremendous when in the hands of the money-lender. The Committee would, therefore, suggest that if the necessary action is taken for debt redemption, the amount required for take over will not be very substantial.

**(Para 9.34)**

259. The LAMPS after take over of the liabilities of its members will have to initiate suitable programme of development for its members to enable them not only to repay the debt taken over by the LAMPS in suitable instalments but also repay the production loans that will be necessary to the member for increasing his productivity.

**(Para 9.35)**

260. Simultaneously with the debt regulation there has to be an aggressive development programme involving the families of the weaker sections. This necessitates that the project authority should simultaneously prepare the programme of action and see that it is implemented.

**(Para 9.35)**

261. As regards the requirements for social purposes, these are only a few times in the life of a scheduled tribes family and if there can be provision to give the loan when required and take it back in instalments, suitably fixed, the tribal will escape the clutches of the money-lender in one of the sectors where he is most exploited. The consumption credit system must provide for a running account during the year where he gets his requirements on credit and pays back with produce as and when he collects the same. As regards the social purpose loan, it can be similarly paid back by his produce provided a suitable time frame is fixed for the return. The Committee would point out that calling this system a consumption credit purveyance is not strictly correct if the modalities of the system are examined closely. The tribal requires the credit during the year in order to keep him active. In looking after his consumption needs it is ensured that he can actively pursue his activity and produce the necessary product either in minor forest produce or agricultural produce for discharging his liabilities.

**(Para 9.36)**

262. As consumption requirements of the family during the year will be repaid to the LAMPS by bringing minor forest produce and other produce and the like to the LAMPS, an estimate should be made at the beginning of each year for each member as to what would be his consumption credit requirements and what would be his repayment capacity. Normally the repayment capacity should be taken as about 1/3 to 1/2 of the amount of minor forest produce that the family is expected to gather and other produce which he may be bringing to the market.

**(Para 9.37)**

263. As regards the consumption credit for social purposes, an overall limit should be fixed for each social performance in the area and that limit should not be exceeded for any reason. The limits may not be as high as those suggested by the Committee on consumption Credit for general purposes. Whatever it be, these limits will have to be decided preferably for the project area by the project authority and followed by the LAMPS.

**(Para 9.37)**

264. The repayment of this loan should be distributed over a period of years as may be found convenient in the area keeping in view the possible surpluses of minor forest produce and other products which the families would be able to get, provided fair price is given.

**(Para 9.37)**

265. The Committee would emphasise that the need for a NABARD type of operation for rural development having been accepted in the national scheme, till such an organisation comes into being, the recommendation of the CRAF ICARD that methods must be found by the Reserve Bank of India for meeting the responsibilities of NABARD till it comes into operation, should be accepted by the Reserve Bank of India and necessary action taken to fill this gap in the credit requirements for the LAMPS. If it happens that this will need any statutory amendment and there will be a time lag, the Committee recommends that till the Reserve Bank of India takes over, funds must be found from the sub-plan allocation.

**(Para 9.38)**

266. A conscious effort should be made by the LAMPS management to see that only such essential items as are mostly needed by the tribals and the poorer section of the community are handled by them on priority basis and only after those needs have been met, they may undertake distribution of non-essential items to tribals and other members provided it is economical. The Committee would like to make it clear that in recommending this approach, it is not the intention of the Committee that non-tribal members should not be provided their requirements. All that it is emphasising is that a judicious approach should be brought about in the stocking of consumer goods and the priority should be for such goods as are needed mostly by the tribal and other weaker sections of the population.

**(Para 9.39)**

267. It is only when LAMPS give tribal a reasonable price for his produce that he would be enthused and have the necessary confidence in LAMPS and would be induced to sell his surplus produce to the LAMPS. It is equally essential for the LAMPS in their own interest to provide this facility as this is one source which would enable the tribals to repay the various types of loans which LAMPS would be advancing to them.

(Para 9.40)

268. The entire system of credit and development is to be properly worked in the sub-plan areas, fixing of a fair price for commodities brought to the LAMPS by its members, is the most essential part of the operation. This price should be such that a trader or middlemen with a profit motive will not be able to overbid. At the same time, it is necessary that the organisation improves its handling and checks its leakages so that by paying such a price it does not lose in the market. The attempt to cover inefficiency by mulcting the buyer or the seller must stop. Otherwise, the system will collapse.

(Para 9.42)

269. The Committee does not recommend any change in the existing linkage of the LAMPS for credit purpose and the present practice of linking them either to the District Cooperative Banks or with the Lead Commercial Banks should continue. These institutions would, however, have to ensure adequate and smooth flow of funds to LAMPS and provide the necessary guidance, supervision and also do the monitoring, etc.

(Para 9.45)

270. LAMPS should be made the agents of the LDBs of that area invariably to survey long term credit in the LAMPS area of operation. No parallel primary land development bank should be allowed to have any operation in the same area.

(Para 9.45)

271. The Project Authority should assess the requirements of inputs of various LAMPS under its jurisdiction and pass them on to the District or the Sub-District agency which handles supply of these inputs. As stated earlier, the inputs should be made available to the LAMPS for distribution to its members on a consignment and commission basis and all expenses incurred thereon, whether transportation, storage etc. must be borne by the supply agency.

(Para 9.46)

272. It would be the duty of the Project Authority and the Block Development Agency to provide the technical and extension support to all the programmes undertaken therein. There would have to be a complete liaison between the Block Development Agency and the LAMPS in this regard. The Committee is not in favour of recommending separate extension and technical staff in the LAMPS.

(Para 9.47)

273. The Committee would recommend that whichever be the apex organisation for a particular item of produce and which is entrusted with this responsi-

bility in the state must undertake to lift all the goods purchased by LAMPS at the price fixed by it.

(Para 9.48)

274. A market intelligence cell must be set up in each of these State level bodies not only to fix a reasonable price for produce but also to enable it to market the produce, where needed. This apex body should also assess the local needs in respect of the produce which may be surplus in the production season but may later be required by the local population for its own consumption.

(Para 9.49)

275. It would not be possible for the LAMPS to establish direct contact either with the secondary or the apex level organisations. It would be the responsibility of the Project Authority to establish these linkages and ensure that these arrangements work smoothly.

(Para 9.50)

276. The State/District level Agencies would require adequate transportation facilities for sending stocks of agricultural inputs and consumer goods to LAMPS and for collection of agricultural and minor forest produce procured by them for marketing in the internal and external markets. The number of vehicles required by these agencies would depend upon its turn over. The Committee would, therefore, strongly urge that any assistance in regard to transportation should only be to the Secondary and Apex level organisation for collecting produce from LAMPS and for supplying requirements of the LAMPS. As soon as these reach the Block Headquarter, internal distribution within the Block should be done by bullock carts etc.

(Para 9.51)

277. Branches of LAMPS require godown facilities depending upon the area of operation, the capacity of the godown to be constructed may vary. The branches of LAMPS could have a small godown where as LAMPS should have a sufficiently big godown.

(Para 9.52)

278. At the state level, a Review and Implementation Committee should be set up under the Chairmanship of Tribal Commissioner and consisting of representatives of all concerned organisations at the State level to take stock of progress made in implementation of various schemes and providing further direction.

(Para 9.53)

## 10. ORGANISATION OF ADMINISTRATIVE AND FINANCIAL STRUCTURES

279. The report of the National Committee on the Organisation of Administrative and Financial Structures for backward areas development covers all the aspects so far as tribal area is concerned as these would get classified as "backward".

(Para 10.1)

280. The Project approach, with necessary modifications with regard to administrative and financial autonomy, should be implemented in the tribal areas.

**(Para 10.2)**

281. The Committee has also dealt with in the relevant chapter (Chapter 8) of the report on Organisation of Administrative and Financial Structures, the methodology of plan allocations to backward areas, including tribal areas, budget provisions, special project fund for local planning, placing of funds with the Project authorities, delegation of adequate powers, unused funds, etc.

**(Para 10.5)**

282. Good administration of tribal areas is the key to success in tribal development, particularly during the transitional phases, when the economy may undergo structural change and the community may face enormous challenges. The level of administration should be assessed and the Centre should provide suitable assistance for raising the level of administration of the tribal areas to that of other areas within a reasonable time.

**(Para 10.7)**

283. The Finance Commission may be specifically asked to go into the question of grants-in-aid to the States for good administration of scheduled areas and development of tribal communities. Pending the availability of the findings of the Finance Commission, as and when such a reference is made, the Committee would urge that:

- (i) Special central Assistance for the tribal sub-plan areas should gradually increase till all the elements envisaged in the plan get fully operationalised;
- (ii) the cost of incentives to be given to the personnel posted in the tribal sub-plan areas recommended by the Committee as also any other strengthening of the administration to bring it to a minimum norm should be given by the Government of India as a part of its annual grants-in-aid to the State Government.
- (iii) Assistance to the States for tribal welfare programme in the State Plan sector, which is being separately shown in the Central Grant under Gadgil formula, should be specifically assessed and made non-divertible.

**(Para 10.11)**

284. It has to be admitted that Tribal Areas suffer from certain disabilities like lack of housing, educational, medical facilities, etc. Consequently, there is strong disinclination on the part of the Government officials to serve in these areas. The National Committee has dealt with the personnel aspects in Chapter

7 of its report on Organisation of Administrative and Financial Structures. The Seminar on Tribal Development in Bhubaneswar also went into this question in great detail, and recommended the following measures to attract suitable personnel to serve in the tribal areas:—

- (i) The places of posting in tribal areas should be graded on the basis of accessibility, availability of social services, etc. and suitable special pay should be given to persons posted there.
- (ii) Scholarships to enable children of such persons as are posted in places without a Middle School or a High School should be given, subject to a maximum of two children.
- (iii) Free housing should be provided to all personnel working in the Tribal areas. In case, residential accommodation is not available, suitable compensatory allowance should be given.
- (iv) Long term benefit should be given to persons rendering satisfactory service of 5 years or more in the Tribal areas in the shape of higher pension and gratuity on retirement.
- (v) Preference should be given to the personnel who have worked in the Tribal areas in the selection for foreign assignments/training abroad and awards of fellowships, etc.
- (vi) All personnel of the State and the All India services should be obliged to serve in the Tribal areas within five years of their initial entry into service.
- (vii) Personnel serving in the Tribal areas should be encouraged to learn recognised tribal dialects for which training facilities should be provided. Those who undergo such training and attain required proficiency should be given lump-sum monetary rewards.
- (viii) Special care should be taken for selecting the right type of personnel for service in the Tribal areas particularly at the level of Block Development Officers, Project technical heads and Project Director. Their tenure in a Project should be for a minimum period of 3 years and it would be fair to give them postings at good places on completion of such tenure in Tribal areas.
- (ix) The Central Government should provide special funds under Article 275(i) of the Constitution for raising the level of Administration in the Tribal areas and the measures suggested above should qualify for such assistance.

The Committee is in full agreement with the above recommendations and would strongly urge their acceptance by the Union/State Governments.

**(Para 10.12)**