

Rs. 10.00 Annual Rs. 100.0



SOCIAL WELFARE

Development
and the Tribes



Social Welfare

Chairperson

Prema Cariappa

Executive Director

Dr. Sadhana Rout

Joint Director

K.J. Kakanwar

Editor

Poonam Sharma

Assistant Editor

Manjit Singh

Editorial & Business Office

Central Social Welfare Board

**Dr. Durgabai Deshmukh
Samaj Kalyan Bhawan**

B-12, Qutub Institutional Area
New Delhi-110 603

Phones: 26852723, 26543753

Fax : 91-11-26960057

Website : www.cswb.gov.in

email : editorsw@rediffmail.com

SUBSCRIPTION RATES

Single Copy	₹ 10/-
Annual Subscription	₹ 100/-
Combined Subscription of Social Welfare & Samaj Kalyan	₹ 160/-
Life Membership	₹ 1000/-
Combined Life Membership	₹ 1600/-

CONTENTS

- ◆ Message 2
- ◆ Conference on 'Issues & Challenges for Development of Scheduled Tribe Women & Children', 30th and 31st May, New Delhi 2
- ◆ Editorial 4
- ◆ Awareness of Tribal Development Programmes 5
Dr. P. Ambiga Devi and Dr. Hemasrikumar
- ◆ Empowerment of Tribal Women 12
- Dr. Rameshwari Pandya and Darshana Patel
- ◆ Breaking Stereotypes : 17
Tribal Mitanins of Chhattisgarh
- Dinesh Sahu
- ◆ Bhil Women Guard Their Forests 19
- Subhadra Khaperde
- ◆ Stemming the Tribal Exodus: Livelihoods in Bamboo 21
- Shailendra Sinha
- ◆ Breaking Tribal Taboos to Teach 23
- Sarada Lahangir
- ◆ Lots Of Rare Orchids for This Bodo Woman 25
- Ratna Bharali Talukdar
- ◆ La'garh's Women Yearn for Lasting Peace 27
- Ajitha Menon
- ◆ Dousing Tribal Flare-ups in Assam's Hills 29
- R.B.T.
- ◆ After the Garo-Rabha Clashes: Malaria and Hunger 31
- R.B.T.
- ◆ Is There Hope After Surrender? 33
Former Women Maoists Speak
- S.L.
- ◆ A School for Change 35
- Sarita Kumari
- ◆ Travelling with a Baby 37
- Gita Dhir
- ◆ Tribal Tendu Leaf Gatherers: Sapped of Life 39
- S. L.

Cover Design: Pavnesh Verma

Cover Photo: R.K. Wadhwa

AWARENESS OF TRIBAL DEVELOPMENT PROGRAMMES

• Survey

□ Dr.P.Ambiga Devi and
Dr.Hemasrikumar

India occupies second position in the world in tribal population next to Africa. According to 2001 Census, there are about 573 tribes with 84.3 million population constituting 8.2 per cent of the country's population. Scheduled tribal communities reside in about 15 percent of the country's areas, in various ecological and geo-climatic conditions ranging from plains, forests, hills to inaccessible areas. Poverty is deepest among the scheduled tribes in the country. India's poorest people include 50 per cent of the people of the scheduled tribes. Efforts have been made for the upliftment of these communities since the inception of planning in 1951. Special strategies have registered quantifiable improvement in the socio-economic status of the scheduled tribes. However the progress made by them could not bring them much closer to the mainstream as wide gaps in the socio-economic status persist.

As table 1 shows, even when the overall levels of poverty for the tribal population has reduced in the period from 1993-94 to 2004-05 from 51.94 percent to 47.3 percent among the rural population and from 41.14 percent to 33.3 percent among the urban tribal population, two important trends were observed. Firstly, the rate of decline in poverty among the scheduled tribes was much lower than that among the general population and secondly, the gap in poverty rates among the tribal and general population is widening.

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

this premise that the Indian Constitution has provided special measures and safeguards for the benefit of the tribal people.

Tribal Development Programmes

The balanced development of all the regions has been one of the objectives of the independent nation. For this, the government has made several efforts for the tribal population. The Constitutional commitments prompted the policy-makers and the planners to accord high priority to the welfare and development of the scheduled tribes right from the beginning of the country's developmental planning, launched in 1951.

The First Five Year Plan (1951-56) clearly laid down the principle that the general development programmes should be so designed to cater adequately to the backward classes and special provisions should be used for securing additional and more intensified development.

The Second Five Year Plan (1956-61) envisaged that the benefits of economic development should accrue more and more to relatively less privileged classes of society in order to reduce inequalities. As for the scheduled tribes, 'welfare programmes have to be based on respect and understanding of their culture and traditions and an appreciation of the social, psychological and economic problems with which they are faced'. This was in tune with 'Panchsheel' – the five principles of tribal development –enunciated by the first Prime Minister, Pandit Jawaharlal Nehru. An important land mark during the second plan was the creation of 43 Special Multi-Purpose Tribal Blocks (SMPTBs) latter called Tribal Development Blocks (TDBs) each was planned for about 25,000 people as against 65,000 in a normal block. An amount of Rs. 15 lakh per SMPTB was contributed by the central government. The Committee on the SMPTBs set up under the chairmanship of Verrier Elwin (1959) studied the working of these blocks and found that they were providing very useful services.

The Third Five Year Plan (1961-66) advocated the principle to establish greater equality of opportunity and to bring about reduction in disparities in income and wealth and a more even distribution of economic power. While appraising the programmes of the third five year plan the Shilu Ao Committee submitted its report on the tribal development programme. It pointed out that if progress is to be judged by what remains to be done to bring the tribals on par with the rest of the populations, the distance is still considerable.

The Fourth Five Year Plan (1969-74) proclaimed that the basic goal was to realize rapid increase in the standard of living of the people through measures which also promote equality and social justice. An important step was setting up of six pilot projects in Andhra Pradesh, Bihar, Madhya Pradesh and Orissa in 1971-72 as central sector scheme with the primary objective of combating political unrest and left wing extremism. A separate tribal development agency was established for each with Rs. 1.50 crore for the core programmes of economic development and Rs. 0.50 crore for arterial roads. These agencies were later merged with Integrated Tribal Development Projects during the fifth plan.

The Fifth Five Year Plan (1974-78) marked a shift in the approach as reflected in the launching of Tribal-Sub Plan (TSP) for the direct benefit of the development of tribals. The TSP stipulated that funds of the state and centre should be quantified on the population proportion basis, with budgetary mechanisms to ensure accountability, non-divertability and utilization for the welfare and development of the scheduled tribes. With this thrust the concept of tribal sub-plan came to action during the fifth plan. There has been a substantial increase in the flow of funds for the development of the scheduled tribes under this arrangement, resulting in the expansion of infrastructure facilities and enlargement of coverage of the target groups in the beneficiary oriented programmes.

The Sixth Five Year Plan (1980-85) sought to ensure a higher degree of devolution of funds so that at least 50 per cent of the tribal families were provided assistance to cross the poverty line. Emphasis was on family-oriented economic activities rather than infrastructure development schemes. A 'Modified Area Development Approach' (MADA) was devised for pockets of tribal concentration with a population of 10,000. Also, 20 more tribal communities were identified as "primitive", raising the total to 72.

In the Seventh Five Year Plan (1985-90) there was substantial increase in the flow of funds for the development of the scheduled tribes, resulting in the expansion of infrastructural facilities and enlargement of coverage. Emphasis was laid on the educational development of the scheduled tribes. For the economic development of the scheduled castes and scheduled tribes, two national level institutions were set up viz., (i) Tribal Cooperative Marketing Development Federation (TRIFED) in 1987 as an apex body for State Tribal Cooperative Corporations and (ii) National Scheduled Tribes Finance and Development

Corporation (NSFDC) in 1989. The former was envisaged to provide remunerative price for the forest and agriculture produce of the tribals while the latter was intended to provide credit support for employment generation.

In the Eighth Five Year Plan (1992-97) efforts were intensified to bridge the gap between the levels of development of the scheduled tribes and those of other sections of the society so that by the turn of the century, these disadvantaged sections of population could be brought on par with the rest of society. The plan not only emphasized elimination of exploitation but also paid attention to the special problems of suppression of rights, land alienation, non-payment of minimum wages and restrictions on right to collect minor forest produce etc. Attention, on priority basis, continued to be paid for the socio-economic development of the scheduled tribes. A review of tribal development in the early nineties revealed that 'though the TSP strategy has yielded results, yet were not commensurate with the efforts put in and investments made'. However, the allocation for the development of the scheduled tribes was increased during this plan period also.

The Ninth Five Year Plan (1997-2002) aimed to empower the scheduled tribes by creating an enabling environment, conducive for them to exercise their rights freely, enjoy their privileges and lead a life of self-confidence and dignity, equitable with the rest of society. This process essentially encompassed three vital components, viz. i) social empowerment, ii) economic empowerment and iii) social justice. To this effect, while the scheduled tribe-related Ministries/Departments implemented general development policies and programmes, the nodal Ministry of Tribal Affairs implemented certain scheduled tribe-specific innovative programmes. The programmes for the scheduled tribes in the Ninth Five Year Plan strived to ensure 'People-Centered Development' and people's participation, with effective involvement of Panchayat Raj institutions, in pursuance of the Constitutional (73rd and 74th) Amendments. Steps were taken for the devolution of financial as well as administrative powers to the local self-governments, so that the marginalized groups were also given the opportunity to participate not only in formulating the need-based programmes, but also in their implementation, supervision and monitoring. From this it was expected not only to go a long way in empowering these groups, but also in the implementation of the various developmental programmes carried out in the true sense of co-operative federalism.

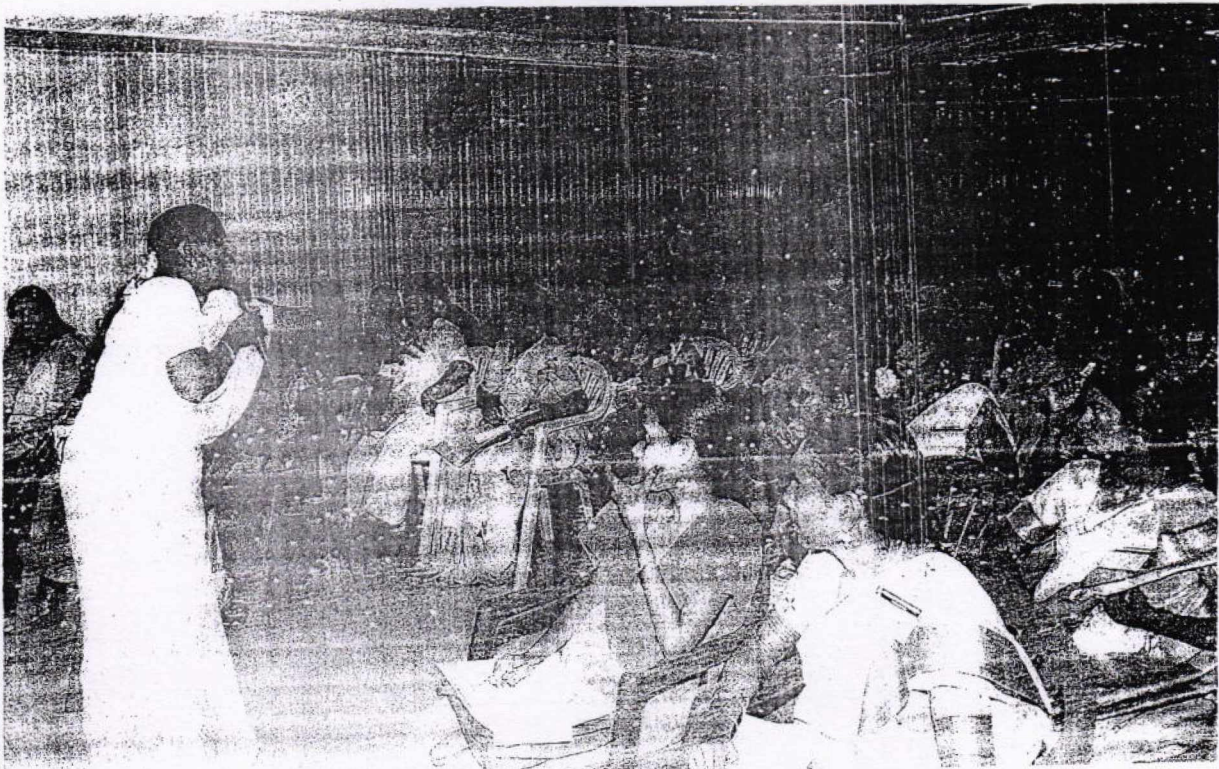
During the Tenth Five Year Plan (2002-2007) the Ministry of Tribal Affairs has taken up a number of initiatives to improve the socio-economic conditions of the scheduled tribes in the country. The allocation for programmes related to livelihoods and infrastructure like schools, ashrams, roads, minor irrigation, health care, etc. in tribal areas has increased. For the first time, the Ministry of Tribal Affairs and the Ministry of Environment and Forest working with the Planning Commission, have taken a new initiative for the development of forest villages in the country.

The Ministry of Tribal Affairs pointed out that the tribal people living in most of the villages are totally dependent on forests for their livelihood and survival. They have been earning their livelihood under various activities of the forest departments. Some of these forest villages have been converted into revenue villages, but still there are about 2700 villages, which are forest villages. In a forest village, normal revenue administration is missing. As a result of which they have been denied basic minimum services. Over the years, the focus has shifted from production of timber to conservation of forests. In the process, production forestry took a backseat. Once timber harvesting stopped, employment opportunities for these people too

got reduced. Mechanisation also reduced employment opportunities. Since most of these villages are located in hilly and forest areas, it leads to certain limitations on access and connectivity. This has led to a situation where these people have failed to attain the same level of socio-economic development as other segments of society. Planning Commission allotted Rs. 250 crores to the Ministry of Tribal Affairs during 2005-06 to the development of forest villages, under special central assistance to Tribal Sub Plan spreading over 13 states. To facilitate smooth and fast implementation, the Ministry of Environment and Forests has accorded general approval for taking up various development works in forest areas under the Forest (Conservation) Act 1980. The Tribal Development and Forest Department in the states have joined hands for improving the lives of people living in these forest villages. To consider the proposals from states, there is a tripartite committee comprising officials of the Planning Commission, National Commission of Scheduled Tribes, Ministry of Environment and Forests and Ministry of Tribal Affairs.

The Eleventh Five Year Plan (2007-2012)

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



Interactive sessions and awareness camps in tribal areas are needed to disseminate information about schematic initiatives.

- Reduction in the incidence of poverty and unemployment and thereby reduction in income inequalities.
- Human resource development by providing economic and health services and development of confidence among the people through intensive educational efforts.
- Development and strengthening of infrastructure base for further economic development of the resources (physical and human) in tribal areas.
- Providing physical and financial security against all types of exploitation.
- The strategy to achieve these objectives includes a blend of area based and individual based approach. The efforts are to strengthen and develop vibrant socio-economic infrastructure and to provide better means of livelihood to those who still live on inadequate economic base.

Primitive Tribal Groups (PTG)

There are some distinct backward groups among the tribal communities, who live more or less in isolation, inaccessible terrain and maintain a life-style that remains static through centuries. The population of these social isolate tribal communities is small in size and they are referred to as the primitive tribal groups (PTG) and are in the lowest strata of general tribes. At present, there are 75 PTGs, on the basis of low population growth, pre-agricultural level of technology and extremely low level of literacy having a population of about 16 lakh people spread over 17 states and union territories (Sharma, 2001). The concentration of the PTG population amounts to about 2 percent and 0.2 percent of the country's total tribal and general population. Indeed, some of these PTGs viz. Onge, Shompens, Greater Andamanese, Jarawa sentinels, Rajis, Kotas and Birhor have population less than 1000 (Ministry of Tribal Affairs, 2002). The National Policy (2004) envisages the following steps to tackle PTGs' problems:

- Efforts shall be made to bring them on par with other scheduled tribes in a definite time frame. Developmental efforts should be tribe-specific and suit the local environment.
- Effective preventive and curative health systems shall be introduced.
- PTGs' traditional methods of prevention and cure shall be examined and validated.
- To combat the low level of literacy among the

PTGs, area and need specific education coupled with skill up gradation shall be given priority.

- Formal schooling shall be strengthened by taking advantage of 'Sarva- Shiksha Abhyan'. Trained tribal youth shall be inducted as teachers.
- Teaching shall be in tribes' mother tongue/dialect.
- Considering PTG's poverty, school-going children shall be provided incentives.
- Emphasis shall be laid on vocational education and training.
- PTGs shall enjoy the 'right to land'. Any form of land alienation shall be prevented and landless PTGs given priority in land assignment.
- Public distribution system (PDS) shall be introduced to ensure regular food supply. Grain banks shall be established to ensure food availability during crises.
- PTGs' participation in managing forests shall be ensured to meet their economic needs and nourish their emotional attachment to forests.

Tribal Setting in Tamil Nadu

Tamil Nadu is the southernmost state of India. In Tamil Nadu 36 scheduled tribes are identified by the Government of India. According to the 2001 Census data the total tribal population in Tamil Nadu is 6,51,321 which constitutes 1.04 percent of the total population. Out of the 6.51 lakhs tribals, 51.03 percent of the tribes are males and the remaining 48.97 percent are females. The main tribes in Tamil Nadu are Malayali, Toda, Kurumba, Paniya, Irular, Kattunayakkan, Kanikar, Paliyan, Sholagar, Kadar, Vedar, Kotas etc., of which Toda, Kota, Kurumba, Kattunaicken, Paniya and Irular have been designated as 'primitive tribes'. All these six PTGs live in the Nilgiris District. Among them four PTGs Todas, Kotas, Kurumbas and Paniyans live exclusively only in the Nilgiris District. The other two PTGs Irulas and Kattunayakas live in the Nilgiris district as well as other districts of Tamil Nadu. An attempt was made in this study to find out how aware the tribals are of the various developmental programmes meant for them.

Awareness on Development Programmes

Welfare programmes for the tribal people have to be based on respect and understanding of their culture and traditions and an appreciation of the social, psychological and economic problems which they are facing in their daily life. The programmes which function to empower the tribal people in the

TABLE 1
PERCENTAGE OF THE POPULATION BELOW POVERTY LINE

Social groups	Area	Period		
		1993-94	2004-05	Percent decrease
Scheduled Tribe	Rural	51.9	47.3	4.6
	Urban	41.1	33.3	7.8
All	Rural	37.3	28.3	9.0
	Urban	32.4	25.7	6.7

Source: Kachhap, Suvashi Kachhap, 2008.

TABLE 2
DISTRIBUTION OF SAMPLE BASED ON AWARENESS ON VARIOUS DEVELOPMENT PROGRAMMES

Tribal Programme	Todas	Kotas	Kurumbas	Irulas	Paniyans	Katunayakas
HADP	26 (81.3)	31 (83.8)	149 (93.7)	136 (93.2)	77 (84.6)	35 (100)
NAWA	27 (84.4)	33 (89.2)	141 (88.7)	120 (82.2)	91 (100)	33 (94.3)
Keystone	13 (40.6)	16 (43.2)	48 (30.2)	68 (46.6)	0 (0)	3 (8.6)
CTRD	0 (0)	0 (0)	24 (15.1)	0 (0)	7 (7.7)	11 (31.4)
ACCORD	0 (0)	0 (0)	23 (14.5)	0 (0)	8 (8.8)	12 (34.3)
Purpose (%)						
Education	18 (56.2)	25 (67.6)	65 (40.9)	32 (21.9)	0 (0)	24 (68.6)
Housing	24 (75)	29 (78.4)	159 (100)	146 (100)	14 (15.4)	35 (100)
Hospital	24 (75)	26 (70)	159 (100)	146 (100)	77 (84.6)	35 (100)

Source: Primary Data, 2008

Figures in brackets denote percentage to column total

TABLE 3
AVAILABILITY OF INFRASTRUCTURE IN THE SURVEYED SETTLEMENTS

Tribal Infrastructure	Todas	Kotas	Kurumbas			
School						
Primary School	100	100	100	100.00	100	100
Middle School	88.9	100	75.0	77.77	85.7	62.5
High School	33.3	71.4	33.3	33.33	50.0	37.5
Hospitals						
Private	0	14.28	0	0	0	0
Government	77.77	100	25.0	55.55	28.57	37.5
No hospital	22.22	0	75.0	44.44	71.42	62.5

Financial Institutions						
Cooperative Bank	55.56	85.71	16.66	11.1	57.1	37.5
Commercial Bank	33.33	71.42	8.33	0	28.57	0
Regional Bank	11.11	28.57	0	0	14.28	0
No Bank	33.33	0	83.33	88.8	42.85	62.5
Post Office	77.77	100	41.66	33.33	42.85	37.5
Road						
Mud Road	77.77	0	83.33	66.66	71.42	75.0
Tar Road	22.22	100	16.66	33.33	28.57	25.0
Ration Shop	100	100	83.33	44.44	71.42	62.5
Telegraph Office	100	100	50.0	55.55	28.57	37.5
Electricity	100	100	66.66	100	100	100
Safe drinking water	100	100	33.33	22.22	42.85	37.5
Public Latrine	22.22	57.14	58.33	33.33	28.57	12.5

Source: Field survey, 2008

TABLE 4
GENERAL AWARENESS

Parameters	Tribe Response	Todas		Kotas		Kurumbas		Irulas		Paniyans		Katunayakas	
		N	%	N	%	N	%	N	%	N	%	N	%
Listen to radio	Yes	32	100	37	100	10	6.3	11	7.5	12	13.2	4	11.4
	No	0	0	0	0	149	93.7	135	92.5	79	86.8	31	88.6
Have a television (a) Government scheme	Yes	18	56.3	20	54.1	143	89.9	135	92.5	28	30.8	11	31.4
	No	14	43.7	17	45.9	0	0	0	0	0	0	0	0
(b) Own bought	Yes	0	0	0	0	16	10.1	11	7.5	63	69.2	24	68.6
	No	0	0	0	0	0	0	0	0	0	0	0	0
Read newspapers	Yes	15	46.9	17	45.9	0	0	3	2.1	12	13.2	0	0
	No	17	53.1	20	54.1	159	100	143	97.9	79	86.8	35	100
Know to which district they belong	Yes	32	100	37	100	159	100	146	100	71	78.0	35	100
	No	0	0	0	0	0	0	0	0	20	22.0	0	0
Know which country they belong?	Yes	32	100	37	100	159	100	146	100	71	78.0	35	100
	No	0	0	0	0	0	0	0	0	20	22.0	0	0
The head of the household knows the MLA of his Constituency?	Yes	0	0	37	100	0	0	0	0	0	0	0	0
	No	32	100	0	0	159	100	146	100	91	100	35	100
The head of the household a member of any political party?	Yes	2	6.3	0	0	0	0	0	0	0	0	0	0
	No	30	93.8	37	100	159	100	146	100	91	100	35	100
Does the head of the household contest any parliamentary or civic election?	Yes	0	0	0	0	0	0	0	0	0	0	0	0
	No	32	100	37	100	159	100	146	100	91	100	35	100

Source: Primary Data, 2008, N-Number stated

Nilgiris district are Hill Area Development Programme (HADP), Nilgiris Adivasis Welfare Association (NAWA), Keystone Tribal Development Council (TDC), Tribes Advisory Council (TAC), Centre for Tribals and Rural Development (CTRD) and Action for Community Organisation Rehabilitation and Development (ACCORD).

An attempt was made to find out whether the six primitive tribal groups living in the Nilgiris district are aware of the various developmental measures meant for them. For this 500 tribals representing the six primitive tribal groups, viz, Todas, Kotas, Kattunayakas, Kurumbas, Irulas and Paniyas were approached. The tribal sample households were asked on whether they are aware of these programmes and if so, how they have been benefited from these programmes. The responses are listed in the following table 2. The findings reveal that about 80 to 90 percent of the respondents are aware of the HADP and the NAWA. They stated that they have good rapport with the functionaries of these programmes.

The CTRD and Accord are not known to the Todas, Kotas and Irulas. Only a lesser percentage of the Kurumbas (15.1 percent) and Paniyans (7.7 percent) are aware of it. About one third of the Kattunayakas are aware of the CTRD and ACCORD. About 30 to 40 percent of the Todas, Kotas, Kurumbas and Irulas are aware of the Keystone. Mainly the tribal households use the various development programmes for housing and for getting medical treatments.

Table 3 gives the basic infrastructure availability in each settlement of the surveyed area. The data on the availability of basic infrastructure in the settlement areas reveals the inadequate health and banking facilities, poor road conditions and lack of safe drinking water.

General Awareness

An attempt was made to know the level of general awareness among the tribal households. All the households (Table 4) have radio and television. Providing free colour television sets to all the people with ration cards by the state government of Tamil Nadu has helped the tribals to own T.V. None of the Kurumbas and Kattunayakas read newspapers. This percentage is high among the Irulas (97.9 percent) and the Paniyans (86.8 percent). Only 46.9 percent of the Todas and 45.9 percent of the Kotas read newspapers. Excepting the Paniyans, all the other tribal households know to which country and district they belong. About 22 percent of the Paniyans are ignorant of these. Only

the Kotas are aware of the Member of the Legislative Assembly from their constituency. Only among the Todas 6.3 percent of the households have their family members affiliated to political parties. But none of the household members had contested in elections to the state assembly, or in any form of political activities.

CONCLUSION

Despite the developments that have taken place in the rural areas, the tribals are cut off from these developments. Coordinated effort has to be made for the systematic implementation of developmental plans and to assess the achievements and the positive and negative effects of future plans. The programmes should be introduced according to the demand of the area. Emphasis should be paid to regional approach to developmental planning rather than sectoral approach. The study further brings out the absence of safe drinking water and sanitary conditions, poor maternal and child health services, ineffective coverage of national health and nutritional services amongst the primitive tribal communities in the Nilgiris district. Tribal development is a constitutional obligation and therefore, all concerted efforts must be made to ensure that there is no significant gap in the levels of development among the tribals. Therefore, policy intervention should focus on these factors and implementation should be result oriented.

References

- Census (2001), "Primary Census Abstracts", Office of the Registrar General, New Delhi.
- Government of India "Five-Year Plans", Planning Commission, New Delhi.
- Kachhap and Suvashi Kachhap (2008), "Tribal Groups at a Glance, A Statistical Profile", Manak publications, New Delhi.
- Ministry of Tribal affairs (2002), "Development of Primitive Tribal Groups", 28th Report, Government of India, New Delhi.
- Sharma (1991), "Scheduled Caste and Scheduled Tribes", Twenty-ninth Report, Government of India, New Delhi.

Professor of Economics, Avinashilingam University
For Women, Coimbatore - 641 043,
Associate Professor, Providence College for
Women, Coonoor - 643 104, Tamil Nadu