

5-3-16



# IMPACT OF TRIBAL WELFARE PLANS

Focus on

The situation in  
Tribal areas of Andhra Pradesh

By

K. MOHAN RAO  
Director: Tribal Cultural Research And  
Training Institute, Hyd. A.P

INDIA'S TRIBAL REALM.  
A Geographical Perspective

U.G.C SPONSORED SYMPOSIUM  
Department of Geography  
University of Poona  
October - November 1987

۱۰۰



*K. Mohan Rao*  
39 x 16

# IMPACT OF TRIBAL WELFARE PLANS

Focus on

The situation in  
Tribal areas of Andhra Pradesh

By

K. MOHAN RAO

Director: Tribal Cultural Research And  
Training Institute, Hyd. A.P

INDIA'S TRIBAL REALM.

A Geographical Perspective

U.G.C SPONSORED SYMPOSIUM

Department of Geography  
University of Poona

October - November 1987



## IMPACT OF TRIBAL WELFARE PLANS

(Focus on the situation in Tribal Areas of Andhra Pradesh)

.. K. MOHAN RAO\*

### Situation Analysis:

Today the socio-economic scenario in the tribal habitat is marked by (1) traditional economic pursuits of native tribals, (2) the economic activity of outside traders and settlers, (3) the economic activity launched on resource availability considerations by non-tribal entrepreneurs and (4) planned development effort by Government Agencies. It is a multi-dimensional situation in which it would hardly be possible to evaluate each activity and assess its individual impact. Any appraisal effort of this kind should be a priori holistic, as each activity is inextricably interwoven with the other at the field level. The economic activity mentioned at serial No.2 and 3 are more or less of exploitative nature and detrimental to development of local people and the area.

Tribal's own tradition based activity to subsist mainly comprises of drawing sustenance from land through settled or shifting cultivation; collection of forest produce; hunting etc. This activity is not carried on in isolation by the tribal though it may appear to be so a *prima vista*. Governmental restrictions and regulations on shifting cultivation, storage and disposal of forest produce

---

\* Director, Tribal Cultural Research & Training Institute,  
Andhra Pradesh, Hyderabad.

and prohibition on hunting have severely restricted his freedom. Outside settlers and traders have come to occupy lands which hitherto were the exclusive domain of the tribal; they buy and sell commodities invariably to the disadvantage of the tribal. Then there is the economic activity launched by private and public sectors located in tribal area on resource availability considerations. Industrial and mining activity, particularly; here the tribal is rarely in the focus, considerable harm is done to him in the process.

Superimposed over all this is the 'planned development effort' or the welfare plans for the tribal. Quite naturally the tribal is the focus of attention in this kind of activity. Considerably large benefits have no doubt accrued to the tribal but very often 'side effects' have also been noticed-something like the 'drug reaction'. Some of the programmes have had debilitating effect on socio-economic fabric of the tribal making the investments counter productive.

**Impact  
Assess-  
ment  
Tasks**

Orchestrating these different activities effectively, to produce a beneficial effect on tribal life is naturally the main concern of all planners and practitioners of tribal development. It is indeed a complex proposition and the task of evaluation becomes equally complex as the recognised tools of evaluation would perhaps prove inadequate in a situation of this nature. However, for a general assessment of

the impact of Tribal development plans answers to the following questions would perhaps provide a clue to success or failure.

- How well did the plan achieve its goals, hopes or expectations?
- Were the activities implemented as planned?
- What were the strong and weak points of the programmes implemented?
- What are the mid course correctives needed?

Funda-  
mental  
approach  
Policy  
frame  
for  
Tribal  
Develop-  
ment  
Plans:

The First Prime Minister of Independent India who was responsible for launching the era of planned development for the country, laid the policy foundation for tribal development also when he said:

"We cannot allow matters to drift in the tribal areas or just not take interest in them. In the world of today that is not possible or desirable. At the same time we should avoid over-administering these areas and, in particular, sending too many outsiders into tribal territory.

It is between these two extreme positions that we have to function. Development in various ways there has to be, such as communications, medical facilities, education and better agriculture. These avenues of development should, however, be pursued within the broad framework of the following five fundamental principles:

1. People should develop along the lines of their own genius and we should avoid imposing anything on them. We should try to encourage in every way their own traditional arts and culture.
2. Tribal rights in land and forests should be respected.
3. We should try to train and build up a team of their own people to do the work of administration and development. Some technical personnel from outside will, no doubt, be needed, especially in the beginning. But we should avoid introducing too many outsiders into tribal territory.
4. We should not over-administer these areas or overwhelm them with a multiplicity of schemes. We should rather work through, and not in rivalry to, their own social and cultural institutions.
5. We should judge results, not by statistics or the amount of money spent, but by the quality of human character that is evolved".

This sage advice given decades back remains valid even today and it has been the endeavour of all planners and administrators to translate into action the basic policy as faithfully as possible. In fact the approach is doubtlessly an imperative.

A.P. Tribals  
& Tribal  
Areas.

An over  
view:

At this stage, an over view of the tribal situation in Andhra Pradesh would be useful for an analysis of the policies actually pursued and the programmes implemented so that a useful discussion on 'achievement' could follow.



Andhra Pradesh with a tribal population of 31.76 lakhs stands first in the Southern States and ranks 7th in the country in tribal population. The Scheduled Tribe population in Andhra Pradesh constitutes 5.93% to the total population of the State (5.34 crores) as per 1981 Census. Tribal population is found in every district of the State, highest concentration being in Khammam district (4.29 lakhs) and lowest in Hyderabad (0.14 lakhs). 33 Scheduled Tribe groups found in Andhra Pradesh are distributed both inside and outside the Scheduled Area (in the plains) which extends over 30030 Sq.Kms. (about 11% of the geographical area of the State) with 6197 Scheduled villages. The density of population in Scheduled Area is 125 per Sq. Km. as against 194 for State as a whole.

The District-wise distribution of Scheduled Area and Scheduled Tribe population is given below:

Sl. No.	Name of the District	Scheduled Area (in Sq.Kms.)	Sch. Tribe population (in lakhs)	Percentage to the Dist. population (1981 Census)
1.	Adilabad	4587.48	2.72	16.69
2.	Mahboobnagar	1432.21	1.55	6.35
3.	Warangal	992.25	2.92	12.72
4.	Khammam	6725.42	4.29	24.54
5.	West Godavari	1510.04	0.66	2.31
6.	East Godavari	6715.48	1.43	3.87
7.	Visakhapatnam	6749.54	3.54	13.74
8.	Vizianagaram	425.00	1.53	8.49
9.	Srikakulam	893.31	1.05	5.36
<b>Totals:</b>		<b>30030.73</b>	<b>19.69</b>	

The other districts in the State do not have Scheduled area.

Major Tribal Groups found in the Scheduled area are Koyas (3.62 lakhs), Gond (1.67 lakhs), Konda Dora (1.42 lakhs), Savara (0.81 lakhs), Jatapu (0.87 lakhs), Bagata (0.89 lakhs), Konda Reddi (0.55 lakhs), Gadaba (0.28 lakhs), Khond (0.51 lakhs) and Chenchu (0.28 lakhs). Yanadi (3.15 lakhs) and Yerukula (3.16 lakhs) are the two major tribal groups exclusively confined to plain areas. Banjaras (Lambada) who are numerically the largest group (11.57 lakhs) are found both in Scheduled Area (of Telangana) and outside. This group was included in the list of Scheduled Tribes in the year 1977.

Agriculture is the main stay of the tribes. Gonds, Koyas, Bagatas and Jathapus are sedentary cultivators. The Primitive Tribal Groups like Konda Reddi, Savara, Khond and others practice Podu or 'Shifting Cultivation' besides settled cultivation. Chenchus are gradually outgrowing food gathering stage. Banjaras and Gouds have outgrown the pastoral stage and have become settled cultivators. Collection and sale of minor forest produce is an important supplementary occupation for tribes living in forest and hilly tracts. Forest labour is another important seasonal occupation for these tribal groups.

Identified  
Const-  
raints:

Notwithstanding the variations in development levels of the areas and groups there are certain traditional constraints which militate against acceleration of pace of development:

- (i) Low rate of literacy (5.34%) and the consequent lack of inner strength resulting in their vulnerability to exploitation by more advanced groups from plains.
- (ii) Isolated habitat with unproductive terrain where building up of necessary infrastructure worth the name becomes difficult.
- (iii) Heavy dependence on agriculture, forest labour and collection of minor forest produce places certain limitations on the scope for development.
- (iv) Low level of aspiration couple with lack of appreciation of the mechanics of economic advancement on the part of the individual tribal.
- (v) Islands of poverty represented by tribal hamlets within developed plain areas.

Constitutional  
Respon-  
sibility:

In view of the distinct nature of tribal problems and vulnerability to exploitation, our Constitution places special responsibility for the welfare of tribes on the State and Central Governments through the Governors and the President. Article 46 of the Constitution lays down that:

"The State shall promote with Special care the educational and economic interests of the weaker sections of the people, and in particular of the Scheduled Castes

and the Scheduled Tribes, and shall protect them from social injustice and all forms of exploitation".

**Pre-  
planning  
Stage:**

Before the advent of the present day welfare legislations and constitutional safeguards, several development programmes were implemented by the State Government. The Composite Madras Government appointed two expert Committees viz., Aiyappan Committee and Malayappan Committee with a view to explore the possibilities of improving the lot of tribals and draw up a ten year programme for the development of tribals in Andhra areas. The present Girijan Corporation owes its existence to the specific recommendations made by Malayappan Committee as one of the ameliorative welfare schemes. In the erstwhile Hyderabad Government, a separate Social Service Department was created in 1946 to look after the welfare of tribes living in Telangana region. The Chenchu Reserve in Amarabad pleateau of Mahboobnagar district, the settlement of Gonds in convenient places in Adilabad District and similar rehabilitation measures were undertaken to settle the Koyas and Hill Reddis in Warangal district. But systematic development was first attempted with the introduction of First Five Year Plan. It will be worthwhile here to examine briefly the approach to the tribal problems during the various plan periods.

**Approach  
during  
the 1st  
Five-Year  
Plan:**

The First, Second and Third Five Year Plans brought a new ray of hope as they were designed to achieve an alround development of tribal areas in all sectors like Agriculture,

Animal Husbandry, Communications, Education, Cottage Industries and Health and Medical facilities. It was during the First Five-Year Plan that the policy for tackling the tribal problem took a clear shape. It was enunciated to assist the "tribal people to develop their natural resources and to evolve a ~~productive~~ economic life wherein they will enjoy the fruits of their labour and will not be exploited by more organised economic forces from outside".<sup>1</sup> It was also decided "not to bring about changes except at the initiative of the tribal people themselves and their willing consent"<sup>2</sup> as far as their religious and social life were concerned. During the First Five-Year Plan period the total expenditure incurred for the development of all the sectors of Scheduled Tribes in Andhra Pradesh was Rs.118.72 lakhs constituting 0.65% to the total State outlay.

Eventhough the First Five Year Plan approach remained almost the same during the Second Plan also, still some new methods were introduced to tackle the tribal problems on a wider canvas. It was once again stressed that "Welfare Programmes for tribal people have to be based on respect and understanding of their culture and traditions and appreciation of social, psychological and economic problems with which they are faced"<sup>3</sup>. In tune with this policy

1. Government of India, Planning Commission, First Five Year Plan (New Delhi, 1951) P.636.
2. Ibid P.636.
3. Government of India, Planning Commission, Second Five Year Plan (New Delhi) 1956 P.589.

Approach  
during the  
Second  
Five-Year  
Plan:

the tribal problems had to be approached "with sympathy understanding, knowledge of the social psychology and needs of tribal communities"<sup>1</sup>. In order to develop the tribal through the indigenous institutions it was decided that "details of development programmes should be formulated in consultation with members of Advisory Councils, leaders of tribal opinion and economic and research institutions engaged in the study of tribal problems"<sup>2</sup>. An integrated and concerted approach was initiated with the starting of four Multipurpose Projects under community development programme in 1956 in Andhra Pradesh at Utnoor (Adilabad District), Narsampet (Warangal District), Araku and Paderu (Visakhapatnam District) where tribals are concentrated. Special emphasis was laid on the development of Communications, Medical and Public Health, Education, Agriculture, Cooperation, Land Colonisation, Rural Water Supply etc. For the first time, Minor Irrigation was emphasised by allocating special fund in the budget. An amount of Rs.250.25 lakhs was spent on different development programmes during the Second Five Year Plan constituting 1.35% of the State allocation.

Approach  
to the  
Third  
Five Year  
Plan:

Before the completion of the Second Five Year Plan, it was rightly decided to study the progress of Tribal Welfare and Social Welfare schemes and the result was the

- 
1. Government of India, Planning Commission, Second Five Year Plan (New Delhi) 1956.
  2. Ibid P.589.

appointment of Renuka Ray Committee, Elwin Committee and Dhebar Commission. All these Committees have submitted their reports prior to the formulation of III Five Year Plan and the suggestions made in the reports were given due consideration in evolving the Tribal Welfare Programmes in the III Five Year Plan.

While continuing old schemes, certain new schemes like soil conservation, individual tribal schemes of Chenchus, Yanadis, Yerukulas and Sugalis/Banjaras were also included. Special emphasis was laid on Cottage Industries and aid to voluntary organisations. Allocation under communications was reduced and medical and public health schemes were also relegated to a secondary position. Cooperation, Education, Agriculture and allied schemes received a major share in the programme. An expenditure of Rs.178.69 lakhs was incurred during the III Plan period which works out to 0.56% of the State Plan outlay.

During III Plan period, 20 Blocks which were situated in Scheduled areas were converted into Tribal Development Blocks. In addition to these 20 Tribal Development Blocks, the 4 Multi-purpose projects which were started during Second Plan were also treated as Tribal Development Blocks.

During IV Five Year Plan, the investment on Tribal development in the State was more than all the previous Plan investments put together. Various schemes were put on ground

to tackle the specific problems of tribals of Andhra Pradesh. Nevertheless, some signs of restiveness became manifest in certain tribal areas of the State indicating the need for more intensive effort. This paved the way for introduction of an agriculture oriented Project called Girijan Development Agency in Srikakulam District.

Approach  
during  
Fifth  
Five-Year  
Plan:

In the National approach, removal of poverty<sup>t</sup> was the main task which was set out to be accomplished in the Fifth Five Year Plan. All programmes which were designed to achieve this objective had to be necessarily so oriented that certain classes of people and regions which have been lagging behind derive maximum benefits. In pursuance of this policy, development effort was specially directed towards the development of Scheduled Tribes and the tribal areas.'

"In the Fifth Plan, the strategy of development of Backward Classes places greater emphasis on the role of general sector in providing major developmental programmes. The public consumption programmes, specially in regard to minimum needs will involve eligibility conditions which will give high priority to scheduled castes, scheduled tribes and nomadic tribes. Programmes of general sector which include Agriculture, Land Reforms, Village and Small Industries, Training Programmes for Employment in semi-skilled profession and communications will accord high priority to development of backward classes. Education, Economic Development and Social



Legislation programmes will be directed towards improvement in the quality of life of these communities, enabling them over a period of time to reach reasonable levels of development<sup>1</sup>.

The Government of India took the decision that from the Fifth Plan onwards the major thrust for development of the tribal areas and tribal communities ought to be provided by each of the concerned sectoral authorities. Since, sometimes, area development was provided for at the cost of the tribal community, it was laid down that the strategy would be "area development with focus on development of the tribal communities ..." for areas where tribals are a predominant community". The tasks were defined as "elimination of exploitation in all forms, speeding up the process of socio-economic development, building inner strength of the people and improving their organisational capability".

The problem was broadly divided into (i) areas of tribal concentration and (ii) tribals living interspersed with the general population. Socio-economic development and building inner strength of the former, through the concept of area development with focus on development of the tribal communities has been maintained. In respect of the latter, no particular scheme of infrastructural development for aiding tribal development specifically is feasible since the

---

1. Approach paper on Fifth Five Year Plan.

infrastructural programmes would support development schemes of all sections of people, tribal development in such a situation should be comprised of community based schemes sustained in the matrix of general infrastructural development schemes.

The strategy for integrated development led to the launching of the Tribal Sub-Plan concept in the Fifth Plan period.

Approach  
to the  
Sixth  
Five Year  
Plan:

The Plan of action is drawn up on the basis of the charter of guidelines set out in the Prime Minister's letter of March, 1980 addressed to the Chief Ministers. In pursuance of the policy laid down, development effort has been oriented within the broad approach suggested and it is appropriately designed to suit the special circumstances of the State.

For appreciating the tribal problems and planning for tribal development in the State distinction has to be made among (i) tribals living in areas of their concentration covered by the Integrated Tribal Development Agencies; (ii) smaller but compact pockets of tribal concentration covered by the Modified Area Development Approach outside sub-plan area; (iii) Areas inhabited by primitive and isolated tribal groups for whom there is a special programme; and (iv) the dispersed tribal population. The problems of tribal people vary according to the spatial setting and the

economic base on which they depend for their survival. Distinction has also to be made between families possessing land and the landless households for the purpose of programme formulation.

An exercise in integrated development was undertaken for areas of tribal concentration as well as for pockets of tribal concentration and primitive Tribal groups, with suitable modifications in the approach. Special Central Assistance plays a supplemental role while the main thrust comes from the general sector for the development of these areas. The State Plan effort has been, therefore, directed towards the dispersed tribal population on the one hand and to fill-up the programme gaps in respect of all the tribal groups on the other, to meet their special needs. The State Plan forms only a component of the total development effort proposed in the VI Plan period as the general sector departments, Institutional Financing Agencies and Special Central Assistance contribute a major portion of developmental effort under Tribal Sub-Plan.

To sum up, the achievements in the last 30 years are as follows:

PROGRAMME ACHIEVEMENT LEVEL AT THE BEGINNING OF THE FIRST FIVE YEAR PLAN AND THE POSITION AS AT THE END OF V FIVE YEAR PLAN:

Sl. No.	Scheme/Sector	Unit	Achievement	
			First Five Year Plan	As at the end of V Plan
1	2	3	4	5

1	2	3	4	5
<b>I. <u>Economic Up-Lift:</u></b>				
✓ 1.	Agricultural Farms & Research Stations	Nos.	3	8
2.	Agricultural Seed Stores	Nos.	Nil	28
3.	Area covered by Soil conservation measures	Hects.	Nil	1,45,000
4.	Area covered by High Yielding Variety Seeds	Acres	Nil	1,36,502
5.	Land development	Acres	Nil	1,51,712
6.	Coffee Plantations	Hect.	Nil	1,958
7.	Irrigation wells	Nos.	Nil	1,639
8.	Lift Irrigation Schemes	Nos.	Nil	62
9.	Irrigated Area	Acres	9,842	1,78,000
10.	Veterinary First Aid Centres	Nos.	Nil	55
11.	Veterinary Dispensary	Nos.	1	69
12.	Live Stock Farm	Nos.	1	1
13.	Milk Chilling Centres	Nos.	Nil	12
14.	Veterinary Hospitals	Nos.	Nil	5
✓ 15.	Girijan Primary Cooperative Marketing Society	Nos.	Nil	28
16.	Domestic Requirement Depots	Nos.	Nil	350
17.	Commercial Bank Branches	Nos.	Nil	33
<b>II. <u>Education:</u></b>				
✓ 1.	Primary Schools	Nos.	408	2,360
✓ 2.	Enrolment in Primary schools	Nos.	16,400	2,39,079
✓ 3.	Upper Primary Schools	Nos.	Nil	115
✓ 4.	Ashram Schools	Nos.	Nil	431

1	2	3	4	5
✓ 5.	Strength in Ashram Schools	Nos.	Nil	31,503
✓ 6.	High Schools	Nos.	Nil	75
✓ 7.	Junior Colleges	Nos.	Nil	6
✓ 8.	Hostels	Nos.	23	374
9.	Strength in Hostels	Nos.	1,150	28,830
10.	Pre-matric Scholarships	Nos.	5,463	99,000
✓ 11.	Post-matric Scholarships	Nos.	Nil	4,000
12.	<u>Pre-Examination Training Centre:</u>			
	a) No. trained	Nos.	Nil	1,143
	b) No. Secured jobs	Nos.	Nil	430
	c) No. of Scheduled Tribe students admitted in reputed Schools and Public Schools etc.	Nos.	Nil	905
<u>III. Other Schemes:</u>				
✓ 1.	Electrification of Tribal villages	Nos.	Nil	733
		Kms.	272.8	4,477
✓ 2.	Roads	Nos.	Nil	16
3.	Hospitals	Nos.	5	31
4.	Dispensaries	Nos.	4	24
5.	Mobile Medical Units	Nos.	Nil	32
6.	Primary Health Centres	Nos.	Nil	91
7.	Primary Health Centres Sub-Centres	Nos.	Nil	91
8.	Primary Health Centres upgraded to 30 bedded Hospitals	Nos.	Nil	2

Achievements  
during VI  
Five Year  
Plan:

The following are the important achievements during  
Sixth Five Year Plan period:

Sl. No.	Scheme	Unit	Achievement
1.	Supply of N.T. Books, dresses and Note Books to pre-matric students	No. of students	1,41,202 Day Scholars 80,700 Boarders
2.	Book grants to Post Graduate students of Engineering & Medicine	-do-	(25)
3.	Book grants for instruments to I.T.I. and Polytechnic students	-do-	504 I.T.I. students 195 Polytechnic "
4.	Book grants to graduate students of Engineering and Medicine	-do-	(366)
5.	Award of Post-Matric Scholarships	-do-	2,02,788 Day Scholars 1,212 Bright Boys 504 I.T.I. students
6.	Construction of Ashram School buildings	Nos.	175 completed 119 in progress
7.	Boys' Hostel buildings	Nos.	142 completed 41 in Progress
8.	Girls' Hostel buildings	Nos.	40 completed 29 Under progress
9.	Residential Schools for P.T.Gs.	Nos.	(8)
10.	Industrial Trg. Institutes "	Nos.	(3)
11.	Polytechnics	Nos.	(1)
12.	Margin Money assistance	Beneficiaries	92,779
13.	Hostels	Nos.	410
14.	Ashram Schools	Nos.	436

The important achievements under Tribal Sub-Plan during VI Five Year Plan period are as follows:

Sl. No.	Scheme	Unit	Achievement
1.	High Yielding Varieties Programme	Hectares	31,540
2.	Soil Conservation	-do-	7,849
3.	Distribution of fruit plants	Nos.	1,77,478
4.	Land development	Hectares	1,533
5.	Supply of Plant Protection Programmes	Nos.	1,340
6.	Horticulture	Acres	61,132
7.	Coffee development	Acres	5,780
8.	Plough Bullocks	Pairs	9,259
9.	Bullock Carts	Nos.	2,519
10.	Oil Engines/Electric Motors	Nos.	545
11.	Distribution of Milch cattle	Nos.	5,712
12.	Sheep Units	Nos.	2,796
13.	Pig Units	Nos.	170
14.	Calf rearing	Nos.	200
15.	Assistance to Tribal fishermen	Nos.	500
16.	Short & Medium Term Credit	Rs. in crores	90.00
17.	Long term Credit	-do-	14.19
18.	Irrigated area (additional)	Hectares	3,493
19.	Villages electrified	Nos.	1,198
20.	Release of Services	Nos.	10,463
21.	Area under Mulberry (Sericulture)	Acres	2,221
22.	Roads laid Cross drainage	Kms.	271
23.	Sanitary/Drainage Works	Nos.	84
24.	Minor Bridges	Nos.	10
25.	Self Employment Schemes	Beneficiaries	7,082

VII Five  
Year Plan  
Mid-term  
appraisal:

According to the Seventh Five-Year Plan document the tribal sub-plan outlay is Rs.520.60 crores and the outlay of 1985-86 was Rs.49.94 crores. The source-wise allocation for the VII Plan period and 1985-86 and 1986-87 is as follows:

(Rupees in crores)

Sl. No.	Source	VII Five Year Plan	1985-86	1986-87
1.	State Plan	250.60	32.61	50.09
2.	Special Central Assistance	135.00	5.19	5.50
3.	Centrally Sponsored Schemes	N.A.	4.61	3.74
4.	I.F.	135.00	7.53	5.53
Total:		520.60	49.94	64.83

The expenditure recorded source-wise for the period 1985-86 and 1986-87 was as follows:

(Rupees in <sup>lacs</sup> crores)

Sl. No.	Source	Expenditure	
		1985-86	1986-87
1.	State Plan	2538.645	3979.481
2.	Special Central Assistance	772.792	974.109
3.	Centrally Sponsored Schemes	682.620	936.146
4.	I.F.	209.315	233.627
Total:		4203.372	6123.363

The total allocation for 1985-86 and 1986-87 is Rs.114.77 crores against which the expenditure incurred is Rs.103.267 crores. It works out to 89.97%.



In the Seventh Five Year Plan document, the objectives and strategy have been spelt out in detail; these are in consonance with the principles enunciated in the VII Plan approach paper and the recommendations of the working group on the Tribal development. Briefly the objectives set forth are as follows:

1. Creation of durable assets under various sectors in an integrated fashion and involvement of beneficiary as sub objectives.
2. Emphasis on poverty alleviation.
3. Universalisation of education with emphasis on providing quality Education through Residential Schools, Best Schools and Public Schools.
4. Implementation of Land Transfer Regulations.
5. Suitable Forest policy to help the tribal.
6. Special Schemes for vulnerable groups like Primitive Tribal Groups, shifting cultivators and woman.

In terms of programme content and financial investment the role of Special Central Assistance and the State Plan general sector resources was conceived as one of family oriented poverty alleviation programmes for the former and building of requisite infrastructure combined with extension activity for the later.

The achievements under family oriented poverty alleviation programme for the first two years of the VII Plan are as follows:

Sl. No.	Programme	(Rupees in lakhs)			
		1985-86		1986-87	
		Expenditure	Achievement	Expenditure	Achievement
1.	Integrated Tribal Development Agency	557.270	19,262	697.106	31,465
2.	M.A.D.A.	123.531	3,880	156.008	4,215
3.	Primitive Tribal Groups	91.991	4,165	120.995	4,645
<b>Total:</b>		<b>772.792</b>	<b>27,307</b>	<b>974.109</b>	<b>40,325</b>

The Seventh Plan target under the poverty alleviation programme was set out as 2,70,000 families as against which 67,015 families were covered constituting 24.82% of the target for the plan period.

The important achievements under various sectors so far as general sector is concerned are as follows:

**I. Agriculture and allied Sectors:**

- a) Strengthening of Agricultural Research station at Chintapally, I.T.D.A., Paderu, Visakhapatnam.
- b) Starting of new fruit Research Station at Marred-milli, I.T.D.A., Rampachedavaram, East Godavari.
- c) Sub Centres for Horticulture development at I.T.D.A. Seethampeta, Srikakulam.
- d) Research Station for Horticulture in I.T.D.A., Palancha, Khanman.
- e) Extent of area brought under Horticulture is 10,059 Hectares.

- f) No. of Minor Irrigation Sources constructed is 48.
- g) No. of Oil engines and electric motors supplied is <sup>are</sup> 4147.
- h) No. of Lift Irrigation Sources developed is <sup>are</sup> 38.
- i) Development of Rural Livestock units at Mandal Headquarters.
- j) Development of Market Yards at Intervally, Utnoor, I.T.D.A. Adilabad and Paderu, Visakhapatnam.

## II. Electrification:

- a) Electrification of 1342 No. of tribal villages.
- b) Release of Agricultural and other services to 13,020 Nos.

## III. Roads:

- a) Length of Roads constructed is 52-60 Kms. with an expenditure of Rs.35.23 lakhs of Special Central Assistance.

## IV. Education:

- a) Opening of 2090 single teacher schools to cover all the School's habitations.
- b) Upgradation of 90 Primary Schools.
- c) Upgradation of 30 Upper Primary Schools into High Schools.
- d) Establishment of 2 Teacher Training Centres at Marlavai and Araku.

- e) Opening of 10 Residential Schools.
- f) Opening of 3 Residential Junior Colleges at Uttoor, Bhadrachalam and Chintapalli.
- g) Sanction of staff for supervising the schools.
- h) Opening of 2 Polytechnics at Bhadrachalam and Srisaillam and 6 Industrial Training Institutes.

V. Medical and Health:

- a) Opening of 43 Homoeopathy and Ayurvedic dispensaries.
- b) Commissioning of 10 New Mobile Medical Units and strengthening of the existing 24 units.

✓ VI. Housing:

- a) 77,000 houses constructed for Scheduled Tribes under the weaker sections housing programme.

VII. Infrastructure:

- a) Construction of 30 Type-I Quarters, 62 Type-II Quarters and 130 Type-III Quarters and 17 Link Roads.

Under poverty line programme average investment

per family works out to Rs.2,600/- for the year 1985-87. However, this varies from scheme to scheme and area to area. The range is given below.

Investment  
pattern:

S.No.	I T E M	Range of the UNIT COST
1.	Land Development	Rs.500/- to Rs.1000/- per Acre
2.	Plough Bullocks	Rs.25000/- to Rs.4000/-
3.	Electric Motors/ Oil Engines	Rs.6500/- to Rs.7000/-
4.	C.I. Wells	Rs.15,000/- to Rs.40,000/-
5.	I.I. Wells	Rs.10,000/- to Rs.15,000/-
6.	Horticulture	Rs.2,300/- to Rs.6,000/- per Acre
7.	Sericulture	Rs.10,500/- per Unit
8.	Sheep Units	Rs.2,000/- to Rs.6,000/-
9.	Milch Animals	Rs.8,000/- to Rs.10,500/-
10.	Industries, Servi- ces & Business	Rs.2,000/- to Rs.15,000/-
11.	Ayacut Development	Rs.300/- to Rs.500/- per acre

The Coverage of 67,015 families with an expenditure of Rs.1747.198 lakhs evidently shows that majority of the beneficiaries shown as "brought above the poverty line" are those who received small amounts ranging between Rs.500/- to Rs.2000/-.

A wide range of programmes both land based and others like Industries, Services and Business Ventures are being implemented. By and large the programmes are beneficial and only such of those schemes which are relevant to the area concerned are taken up. So far as the adequacy is concerned it may be mentioned that from the point of view of creating an impact, the investment is far below the desirable level. Financial constraint is the main factor. The scheme wise analysis is as follows:

1. Land Development:

This programme is taken up with a unit cost ranging from Rs.500/- to Rs.1000/- per acre, to improve productivity. Lands which have been recently brought under plough and undulating lands requiring levelling are generally taken up. As large extents of land fall under this category in Tribal Sub-Plan areas, this scheme is both relevant and adequate.

2. Plough Bullocks:

Strange as it may be seen, many tribals do not have this basic requirements of a cultivator. The cost of a pair varies from Rs.2,500/- to Rs.4,000/-. This scheme is both relevant and it substantially contributes to the income of the family assisted.

3. Electric Motors and Oil Engines:

The Unit cost ranges from Rs.6,500/- to Rs.7,000/-. It contributes substantially to the productivity and the family income, as there is a switch over from dry crops which are low yielding to irrigated and irrigated dry crops which yield considerable income.

4. Community Irrigation Wells:

The Unit cost ranges from between Rs.15,000/- to Rs.40,000/-. This is of benefit especially to the small and

marginal farmer whose land holding size compells him to join with others and derive benefit which he would otherwise not be in a position to afford individually.

#### 5. Individual Irrigation Wells:

The unit cost ranges between Rs.10,000/- to Rs.15000/- wherever the land holding size ranges between 2 to 4 Acres, individual irrigation wells are beneficial.

#### 6. Horticulture:

Under Horticulture, Mango, Cashew, Citres Guava and Sapota are taken up, depending upon the soil and climatic conditions with a unit cost of Rs.2,300/- to Rs.6,000/-. These crops have varying gestation period. Therefore, to count the family as brought above the poverty line in the 1st year itself is incorrect over a period of time, however, substantial returns are assured.

#### 7. Sericulture:

The Unit cost is Rs.10,500/- per unit. It consists of investment on preparation of land, cost of plantation, farm yard manures, inter cultivation, cost of pesticides, cost of DFSLs, cost of labour charges, rearing equipment and rearing shed over a period of two years. The scheme yields an income of Rs.5,900/- in the first year and Rs.12,250/- from the second year onwards.

### 8. Sheep Units:

The unit cost ranges between Rs.2000/- to Rs.6000/-.  
This is one of the Schemes which benefits such of those tribals whose land holding size is very small or those who do not have land. The unit size is 20 + 1 and 10 + 1 which is expected, under normal conditions to give adequate returns to the farmer.

### 9. Milch Animals:

The unit cost ranges between Rs.6000/- to Rs.10500/-.  
Single animal units are uneconomical and units which are not situated on the milk routes are again not paying. Among the schemes which call for a second dose of assistance, this scheme should receive priority. However, this scheme is being given a low priority because of past experience which was not encouraging.

### 10. Industries, Services and Business:

The unit cost for this ranges between Rs.2000/- to Rs.15,000/-. A variety of ventures are taken up under this broad head. For a cycle rickshaw or a Tea Stall, the investment is low and for a flour mill, it is as high as Rs.15000/-. These schemes are flexible and there is a wide choice to select schemes relevant to the person and area.



### 11. Ayacut Development:

The unit cost ranges from Rs.300/- to Rs.500/-.

It is necessary to assist the tribal farmer to develop the land for irrigation under the various sources being developed as part of the effort to integrate the irrigation development programme which is taken up under the general sector programme. All the General Sector programmes enumerated in [redacted] are beneficial, relevant and adequate. It can be stated that the objective of creating infrastructure is being well accomplished.

### Institutional flow of funds to Scheduled Tribes in terms of credit from banks and cooperatives:

During the Sixth Plan, Rs.17 crores were raised as Institutional Finance as against anticipated flow of Rs.5.92 crores. According to the Seventh Plan, document a flow of Rs.81 crores has been anticipated for the poverty alleviation programme alone. So far as Institutional Finance raised is Rs.209.315 lakhs for 1985-86 and Rs.233.627 lakhs for 1986-87.

Eventhough the number of bank branches in the Sub-Plan area is limited, the Banks are providing Institutional finance support to a large extent through the Gramsena Bank Branches. Expansion of Credit facility through Banks is hindered due to lack of buildings to locate the Bank branches. This aspect needs to be paid immediate attention.

As the Cooperative structure continues to remain weak, the Girijan Cooperative Corporation has been entrusted with task of providing short term Agricultural operational (S.A.O.) loans. In the year 1986-87, the Girijan Cooperative Corporation targetted to cover 15,938 beneficiaries, but could cover only 11,986 beneficiaries. The shortfall in terms of loans disbursed was Rs.166 lakhs; this was however due to staff strike and other local factors. In 1987-88, however, the target is 21,400 beneficiaries.

"Podu" or shifting cultivation is one of the most baffling problems of the agro-based economy of the tribal areas eluding a permanent solution since a long time. In Andhra Pradesh relatively backward tribal groups like Hill Reddis, Khonds or Samanths and Savaras chiefly subsist on 'Podu' cultivation.

The latest surveys conducted by Integrated Tribal Development Agencies and Forest Department officials indicate that 'Podu' cultivation is prevalent on 49,038 Hectares of land and 49,771 families are depending on this type of cultivation in 1132 villages. Revised Survey (1987) indicate that 62,943 Hectares is under Podu followed by 62,504 families. Podu is on the wane in tribal areas of Adilabad and Warangal districts. It was once practised by Kolams who are now engaged in settled cultivation. It is still practised on large extents in the tribal areas of Khamman, West Godavari, East Godavari, Visakhapatnam and Srikakulam districts.

Shifting  
Cultiva-  
tion:

Psychological motivation for increasing the level of acceptance of modern agricultural practices is the basic framework within which the rehabilitation project with social services is proposed to be implemented. To wean them away from 'Podu' and to provide permanent source of income, a Project has been launched with five years duration and it is sanctioned by Government of India to cover 29,887 Hectares benefitting an equal number of families at an estimated cost of Rs. 55.49 crores and later it has been revised to Rs. 50.02 crores basing on the revision of scales of finance. The scheme contemplates construction of houses, water supply, link roads, education facilities etc. in order to settle them at one place permanently besides raising horticultural plantations with irrigation facility in the Podu areas and providing subsistence allowance during gestation periods by paying wages for the services rendered towards raising and looking after the plantations.

The following statement shows year-wise amounts released for rehabilitation of 'Podu' cultivators.

Year	Amount released	(Rupees in lakhs)	
		Expenditure	
1984-85	80.00	}	310.55
1985-86	187.00		
1986-87	50.00		
1987-88	50.00		
<b>Total:</b>	<b>367.00</b>		<b>61.78</b> (By the end of September '87)
			<b>372.33</b>

By the end of September, 1987, a total amount of Rs.372.33 lakhs has been spent on this Project benefitting 15,666 families covering an extent of 15,666 Hectares. The species grown are Mango, Cashew, Citrus, T.Arjana, Jack etc. depending on the suitability of soil and climate

**Impact  
Assess-  
ment:**

Foregoing analysis of the achievements shows that the Plan Programmes have by and large succeeded in achieving the set goals though there might have been shortfalls here and there in spending the allocation. Funds, of hitherto unknown magnitude have gone towards the schemes launched in the tribal areas. Hopes and expectations of the programme executives have been met. The activities have been implemented as planned in a disciplined fashion. Infrastructure facilities have remarkably improved narrowing down the hiatus which existed between the tribal areas and the non-tribal areas. As we look back on the achievements with justifiable sense of pride and satisfaction, certain basic questions arise.

By doing all this have we succeeded in creating a sense of well-being in the mind of the tribal? Has he been prepared to join the mainstream of national life on a footing of equality? Has this flurry of activity actually unnerved the tribal or built up his inner strength?

While taking stock of these aspects, attention has to be paid to the fact that there is noticeable influx of non-tribal population, the tribal areas and considerable land has

been lost by the tribal notwithstanding the protective laws and development programmes. This is directly attributable to the growth of infrastructure and improvement<sup>of</sup> health, communication and Educational facilities. The tribal areas are found to be more hospitable by non-tribals now. The anxiety and tremendous effort put in was mainly with the hope that tribal would enjoy the benefits; but of what avail it would be if the tribal is displaced, disoriented and rendered destitute. This aspect should engage the attention of Government. Some kind of check on this pernicious trend should be placed atleast to cover tribal's traditional habitat.

Economic activity has disturbed ecological set up in the tribal area and the problem is accentuated by influx of non-tribals; causing incalculable disturbance. Besides physical displacement on account of industrial, irrigation and mining projects, the tribal is faced with disorientation in his economic activity due to influx of outsiders, loss of traditional occupation etc., and his plight in such cases is no different from those physically displaced. Can we call this a kind of "in situ displacement"? It is time that correctives are appropriately designed and applied whenever such situations arise.

Another disconcerting trend in the tribal areas is the activity of the anti-social elements and the extremists, who are even today able to show gaps in precept and practice of Governmental policies. It may be because of the ever

rising aspirations of the tribal people and genuine snags in the policy frame; the problem remains and it has to be faced squarely. Periodical situation reviews should be undertaken at the highest level with the help of continuous scientific situation appraisals.

Eventhough considerable improvement in the living conditions has been accomplished technicians and other Government servants are still reluctant to live and work in the tribal areas. This problem has to <sup>be</sup> tackled on an urgent footing. Massive human resource development programme to prepare the local tribals to undertake various developmental tasks and train them in entrepreneurship is the need of the hour.

Every one year of "good crops" is followed by in-different and scarcity years either due to scanty or heavy rainfall. The tribal is not adequately supported during such lean years and even in the lean months during the course of the year. Whatever surplus that is generated during the good crop year is sapped up by the debts incurred during lean periods. A more efficient civil supplies system should be introduced and the institutional financing agencies should extend support during such periods by relaxing their lending norms to suit the tribal situation.

Forest Conservancy Laws at present do not recognise the rights of the tribals in the Reserve Forests. The problem becomes more acute wherever sanctuaries are established. It is high time that minimum rights of tribals are codified and incorporated in the Forest laws.

Projects with long gestation period should be taken with adequate measure of caution in tribal areas. Tribal's inability to sustain during this period should be taken into account and provision should be made in such schemes for maintenance of the tribal family.

In this context, the scientific community can contribute substantially by enabling Government in choosing or selecting better alternatives whenever possible. Sri B.B. Vohra, Chairman, Advisory Board on Energy, Government of India, in his excellent paper on the "Issues in Water Management"<sup>1</sup> has made the following observations which if adopted will not only obviate problems of rehabilitation of displaced tribals but will give as an alternative admirably suited to the tribal situation.

"The shambles in which this sector of irrigation found itself at the beginning of the VII Plan is best described in the words used by the Prime Minister while addressing the State Irrigation Ministers' Conference in July 1986:

"The situation today is that since 1951, 246 big surface irrigation projects have been initiated. Only 65 out of these have been completed. One hundred eighty one are still under construction. We need some definite thrust from the projects that we started after 1970. Perhaps we can safely say that almost no

---

1. Wastelands News: Quarterly journal of Society for Promotion of Wastelands development, August-October 1987.

benefit has come to the people from these projects. For 16 years we have poured money out. The people have got nothing back, no irrigation, no water, no increase in production, no help in their daily life. By pouring money out to a few contractors or a few theksdars and labourers to build canals and may be Public Works Department to construct the dam, we are not really doing our people a favour. The favour comes when the project is completed, when the benefits of the project start flowing".

The VII Plan document stresses the need for making further "massive investments" in the "major and medium" irrigation sector till its remaining untapped potential of 33.2 mha has been fully harnessed. It is doubtful whether the kind of money which will be required for such a venture will be at all forthcoming. Costs of creating fresh potential have escalated from Rs.1200/- per hectare in the first Plan to an unbelievable Rs.27,000/- in the 7th Plan ... More efficient alternative is available in the form of groundwater. It is necessary to remember in this connection that groundwater requires no expenditure for storage and transport, and can be harnessed by the farmer with his own efforts - except possibly for a short term loan - within a matter of weeks if not actually days, and can, therefore, be developed through the efforts of millions of private individuals on an infinitely wider decentralised front and practically in all parts of the country within a far shorter period of time than surface water. It also involves no environmental problems



such as the submergence of good lands under storage and canals and no evaporation and seepage lossess which take away more than 50 per cent of the waters released from reservoirs before they reach farmers' fields. It also creates no problem of water logging. Above all, it is a resource entirely under the farmers' control and requires no huge and corrupt bureaucracies before it can be put to work. To create a "utilised potential" of 15.6 mha by the "major and medium" route, at an average cost of around Rs.10,000 per hectare, ground-water development by over 10 million farmers created a "utilised potential" of as much as 19.6 mha during the same period, without involving the Government in any direct expenditure."

Participation of tribals in plan formulation is now minimal. A suitable system of involving them should be evolved and followed.

Finally, the future planning process for Tribal Development should perhaps take into account the geographic situation so that lasting benefits can accrue to the tribals. The socie-economic factors and the levels of development of each tribe have been identified and the units for planning i.e., Integrated Tribal Development Projects take into account the ethnic cantours. Now an exercise has to be undertaken as to how this is superimposed over the watersheds and what technological alternatives are available to us to plan for effective ~~tribal~~ Development of these areas.





