



जनजातीय कार्य मंत्रालय
MINISTRY OF TRIBAL AFFAIRS
GOVERNMENT OF INDIA



IBRAD
Indian Institute of
Bio-Social Research And Development

DEVELOPING A CONCEPTUAL FRAMEWORK FOR SUSTAINABLE TRIBAL DEVELOPMENT IN SATURATION MODE THROUGH CONVERGENCE APPROACH



BY

SCHEDULED CASTES AND SCHEDULED TRIBES RESEARCH AND TRAINING
INSTITUTE (SCSTRTI), BHUBANESWAR
ST & SC DEVELOPMENT DEPARTMENT, GOVT. OF ODISHA

IN COLLABORATION WITH

INDIAN INSTITUTE OF BIO-SOCIAL RESEARCH AND DEVELOPMNET (IBRAD)
CENTRE OF EXCELLENCE, MOTA, GOVT. OF INDIA

WITH SUPPORT FROM

MINISTRY OF TRIBAL AFFAIRS, GOVT. OF INDIA

JULY 2022

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Foreword

Our tribes are mankind's idyllic form dwelling on the bounty of Nature in the lap of the most verdant forests of the country. They are a rich repository of the ways and mores of an environment friendly and sustainable lifestyle.

Having worked on documenting 62 Scheduled Tribes and writing 9 books on tribes I closely experienced the many lacunae in the lives and living style of forest dwellers. I studied firsthand the government policies and the response of the tribals and non-tribals to a vast variety of circumstances. I was sensitive to the wide chasm between understanding the tribal mechanisms to survival and the challenges being faced by them. This study is provoked by a sense of abject concern for the survival and sustenance of tribes.

This compendium of tribals policy initiatives, their implementation and the various speed breakers that have hampered their progress as also the flawed approaches to current situations have proved the initiation of this project.

Akhila Bihari Ota

Abbreviations and Glossary of Term

ADC	Autonomous District Councils
AYUSH	Ayurveda, Yoga and Naturopathy, Unani, Siddha and Homeopathy
BCC	Behavior Change Communication
BRO	Budge Release Order
CCD	Conservation-cum-Development
CCEA	Cabinet Committee on Economic Affairs
CIG	Common Interest Groups
CoE	Centres of Excellence
CSS	Centrally Sponsored Scheme Daloi (Jaintias)
DAPST	Development Action Plan for STs
DARE	Department of Agricultural Research and Education
DBT	Direct Benefits Transfer
DPMC	District Planning and Monitoring Committee
EFC	Expenditure Finance Committee
EMRS	Eklavya Model Residential Schools
FGDs	Focussed Group Discussions
GPDP	Gram Panchayat Development Plan
GMPI	Global Multidimensional Poverty Index
HDI	Human Development Index
HRD	Human Resource Development
IAS	Indian Administrative Services
ICDS	Integrated Child Development Services

IFDS	Integrated Fisheries Development Scheme
IFR	Individual Forest Rights
IPCC	Intergovernmental Panel on Climate Change
IPR	Intellectual Property Rights
ITDP	Integrated Tribal Development Projects
ITVD	Integrated Tribal Village Development
JFM	Joint Forest Management
LARR	Land Acquisition, Rehabilitation and Resettlement
MADA	Modified Area Development Approach
MFP	Minor Forest Produce
MGNREGA	Mahatma Gandhi National Rural Employment Guarantee Act
MoC	Ministry of Culture
MoTA	Ministry of Tribal Affairs
MoYS	Ministry of Youth Affairs and Sports
MSP	Minimum Support Price
MSTDC	Microsoft Distributed Transaction Coordinator
NABARD	National Bank For Agriculture And Rural Development
NFSA	National Food Security Act
NREGA	National Rural Employment Guarantee Act
NREGS	National Rural Employment Guarantee Scheme
NSTFDC	National Scheduled Tribes Finance and Development Corporation
NTFP	Non-Timber Forest Produce

NSQF	National Skills Qualifications Framework
OBCs	Other Backward Classes
PIA	Project Implementation Agency
PLFS	Periodic Labour Force Survey
PMMSY	Prime Minister Matsya Sampada Yojana
PPPs	Public–Private Partnerships
PVTGs	Particularly Vulnerable Tribal Groups
RDA	Recommended Daily Allowances
RFCTLARR	Right to Fair Compensation and Transparency in Land Acquisition, Rehabilitation and Resettlement
RIDF	Rural Infrastructure Development Fund
SCA	Special Central Assistance
SDGs	Sustainable Development Goals
SECC	Socio-Economic Caste Census
SHGs	Self Help Groups
SIA	Social Impact Assessment
SMPTB	Tribal Development Blocks
SMS	Subject Matter Specialists
STs	Scheduled Tribes
STCMIS	Scheduled Tribe Component Management Information System
STC	Scheduled Tribe Component
SWOT	Strength, Weakness, Opportunity and Threat
TAC	Tribal Advisory Councils

TBAs	Traditional Birth Attendants
TRIs	Tribal Research Institutes
TSP	Tribal Sub-Plan
TRIFED	Tribal Co-Operative Marketing Development Federation of India Limited
TSP	Tribal Sub-Plan
VJNTs	Vimukta Jatis and Nomadic Tribes
WHO	World Health Organization

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Executive Summary

Tribal Development in India, while having made noticeable progress under the government prioritization for tribal welfare, necessitates a relook and reflection on the development processes. This need arose from the concern expressed by the NITI Aayog and the Ministry of Tribal Affairs based on the reports of several studies related to the low position of tribal on the HDI. This encapsulates the challenges faced for sustainability of the natural landscape, the basis of tribal culture, institutions, and livelihoods, particularly in the context of climate change.

The Scheduled Castes and Scheduled Tribes Research and Training Institute (SCSTRTI), Government of Odisha, received approval from the Ministry of Tribal Affairs, Government of India, for a project with the goal of "Developing a Conceptual Framework for Sustainable Tribal Development in Saturation Mode through Convergence Approach" in light of the issues and difficulties surrounding tribal development as well as the potential for policy research. The Ministry of Tribal Affairs' IBRAD Center of Excellence is one of the partners in carrying out the project.

Given the limited scope of fieldwork, the methodology was confined to the study of secondary data, reports, and discussions with experts of different levels. The situational analysis was done by involving the tribal and other stakeholders in focused group discussions, and personal interviews, through methods of digital ethnography, google and satellite maps.

SWOT Analysis based on the ground reality, organizational structure, and intended outcomes versus the actual outcomes, enabling policy support and funds utilization was done. The objective was to identify internal factors related to the organization's competency, culture, resources, and external factors related to the external environment,

forests, land, water, people's aspirations, and culture that are favourable and unfavourable to achieving sustainable Tribal Development.

The commitment of the MoTA, availability of funds, and an initiative of the states, TRIs, and CoEs are taken as strengths whereas weaknesses were identified in the process as the lack of coordination among the sectors, underutilization of funds on one side, and dearth of funds on the other. The future allocation of the fund, visionary mission of the government, TRIs, CSR, and involvement of CoE, are the opportunity the sectors that do not work on visualizing their role as an interdependent partner are considered a threat.

The strategy has been planned to overcome the weakness keeping in mind the internal strengths as mentioned and an enabling policy, expertise, funding and utilization of the external opportunities.

The main challenges in Tribal Development are health, malnutrition, food insecurity, poverty, forest degradation, biodiversity loss and the effects of climate change. Tribal livelihoods, food production, intake and nutrition mainly depend upon natural resources and forests which are linked with the diverse tribal culture. Therefore, the strategy for tribal development may remain a mere cosmetic change if the sustainability of the Tribal Forest Mosaic Landscape, the foundation of development, is not taken care of. Achieving sustainable tribal development is essential for the improvement of HDI within the framework of the Sustainable Development Goals (SDGs) requiring a radically different paradigm of organizational structure. It would entail a repositioning of institutions installing governance that breaks down sectoral barriers, and sustained focus on synergies with the convergence of, sectoral services in tandem while referring to complementary policies in the tribal landscape with the participation of a wide range of sectors and stakeholders. The competency of the tribes needs to be built up for them to be self-reliant, proud partners in

participatory monitoring of the process of development and not be just beneficiaries.

Simple yet scientific criteria and indicators and standard methods have been proposed for periodical participatory monitoring, displayed on the dashboard without which none of the evaluation methods will be acceptable and such assessment will be subjective and a matter of debate.

The Rationale: Systemic Approach for Convergence Mode

The convergence of sectoral services in tandem as an interdependent part of a system while working together would not only bridge that gap but would provide technical support, and address the issues of the characteristic physical features of the landscape where the problem of conservation of soil-water, irrigation, agriculture, and pasture for livestock are interlinked with the socio-economic issues, tribal culture, societal needs and aspirations. **Deficiency or delay in response by a single interdependent sector of the landscape will provoke a chain reaction on the outcome of services of other sectors and SDGs as a whole.**

Working together in convergence mode can resolve many policy-related conflicts that affect land use on FRA 2006 for forestry also in agriculture, water catchment areas, NTFP harvests, and value addition for sustainable livelihood of the tribes. Unless all the public sectors responsible for land-use management as well as policy monitoring and evaluation converge their services at the landscape level and provide the need-based funds on time, there cannot be sustainable conservation and economic development of the community.

The ability of the community to compete on the HDI, gender equity, and the degree of tribal self-reliance based on conservation are the true indicators of sustainable tribal development success, not the money invested or the infrastructure built. In accordance with the Constitution, the government must both fulfil its obligations under the SDGs and preserve tribal rights internationally. CBD Article 8(j) urges the equal sharing of the advantages resulting from the application of such knowledge as well as the conservation and sustainable use of the biodiversity of indigenous and local populations. The HDI emphasises that people and their skills, not just economic growth, should be the deciding factor in determining a country's level of development, according to the UNDP.

The foundation of sustainable tribal development, therefore, depends upon building the capacity of the community, providing them with enabling policy and support to conserve and manage the resources of their landscape and ultimately improving the HDI in the framework of SDGs as mentioned above.

Strategy Initiation with Immediate Impact on HDI

It is a strategy that aims to change the way businesses function in order to improve their HDI ranking and performance. Human development can be summarised by the Human Development Index (HDI), which looks at how well people are doing in three key areas: living a long, healthy life, being intelligent, and enjoying a decent level of material well-being. This number is the geometric mean of (i) education, (ii) access to resources, and (iii) health.

The problem lies in a lack of coordination among the critical players of HDI. *Deficiency of any one sector, either in health services or availability of a source of livelihoods will adversely impact HDI. Deficiency in any one area will have a chain reaction on the outcome of other sectors.*

Situational analysis of the kind of structure and governance appropriate at PIA level to meet the current ethos of the tribals and achieve Sustainable Tribal Development with specific improvements to the HDI.

The key policy question that arises is whether the planned structure and the results (short-term outcomes and mid-term outcomes) can be achieved, given the available human and financial resources. Other questions are:

- What are the changes and skills set needed to get the outcome and improved HDI in the framework of SDGs?
- What kind of monitoring and evaluation are the processes that will be designed?
- What steps can be taken to implement an intervention and prompt remedial action, and are there any remaining gaps between the intended and actual results?

How will participatory monitoring and money flow evaluation be conducted as a transparent and on-going process of acquiring and analysing data about a programme, and comparing the actual outcomes to the anticipated results to evaluate how successfully the intervention is being implemented?

The program's dashboard will display the data produced and allow for comparison with different landscapes.

The fundamental characteristic that sets impact evaluation apart from other types of assessment is the determination of causality between the overall goal of HDI and a particular outcome of any one sector, such as the reduction of malnutrition or level of livelihood based on household income.

An impact assessment would demonstrate whether the convergence approach's intervention contributed to the observed changes. How are they chosen?

Repositioning and Organisational Restructuring of ITDA/TRI and Others

We foresee repositioning of Five institutions: The TRI, ITDA, Block administration, Eklavya Model Residential Schools, and TRIFED. The TRI can reposition itself for a more prestigious and important responsibility to build the competency of the tribal community, facilitate the socio-ecological process, monitor the activities of different sectors, and help in the improvement of HDI. The ITDA with single-line administration, manpower and financial convergences can act effectively as one of the STD-PIA. The block-level BDOs are crucial to the execution of all development initiatives because they have access to and the ability to work with the line departments and the panchayat.

The BDO office should be manned with one Tribal Development Management Officer from the Nodal department for tribal development in the State. The BDO can also engage some Subject Matter Specialist (SMS) like Agriculture, Animal Husbandry, Fishery, Forestry experts etc depending upon the local condition and need. The BDO could engage some NGOs for facilitating the village-level organisation of the tribal communities and formation of User Groups, registration of the groups, creating awareness and training of the communities, preparation of the tribal development plan at the village level and monitoring the implementation of the activities. The payment structure of the professionals must have an in-built mechanism of performance-linked payments. In each Gram Sabha, a few Community Resource Persons will be identified and trained for providing hand-holding support to the communities and spearheading the changes at the Gram Sabha level.

Tribal Youth As Human Resource and Change Agents:

The tribal youth in India have their distinct socio-cultural traditions and institutions. They can be developed into a unique cadre as change agents with the mainstream of the country. This requires a national strategy to enhance institutional mechanisms for the development of the National Tribal Youth Cadre, on the patterns of the NCC for focused Skill Development. Such an endeavour would not only benefit the tribal youth but serve in nation-building through socio-economic and environmental development.

The Eklavya Model Residential Schools (EMRS) are a case in point. These schools aim at imparting higher and professional courses that can take on the role of conducting a series of exercises for creating awareness and practising development-related live projects. Such live projects on tribal development by the senior students can have the double benefits of raising awareness in the neighbouring villages and building the confidence of the students for a wholesome project management experience.

TRIFED can reposition itself to overcome the delay in setting up procurement agencies, create awareness about the schemes, create more training facilities, particularly for women gatherers, creating and strengthening the MFP value chain.

Visualizing the repositioning of the existing institutions such as Anganbadi and the PHC for the health, Primary schools with added capacity to develop skills for monitoring of livelihood and Agriculture-horticulture with NRLM to support livelihoods. Subject Matter Specialists may be hired on contract with incentive-based payment.

Engagement of Experts for Preparation of Landscape Management Plan

FRA 2006: Forest rights holders need the help of professional expertise to prepare a management plan and monitor forest sustainability to meet the responsibilities for which they are duty bound.

Section 5 of the Act demands that the forest rights holders protect wildlife, forests, biodiversity water sources, maintain the ecologically sensitive areas and their cultural heritage as also comply with all decisions taken at the Gram Sabha level from time to time.

The lack of knowledge and skills of the implementing agencies resulted in non-delivery of the expected outcomes like PBR at the local level.

Process of Repositioning

The first step towards repositioning requires changing the motto of the Institutions from not what they do to what they deliver as output. Most importantly how the outputs of this institution contribute as input to connected partner institutions is significant. (The role of Eklavya Model Schools).

Secondly, it requires redesigning of different public sectors which are like the Silo, which is known to be working in its own tower, into a functional organization with cross-functional teams. That means the number of Silos has to work as a team in the game to win the score, say HDI of the team not just the score of the silo itself.

Thirdly, reduction of costs and time cycle through the use of technology like Dashboard to be used to improve data dissemination and decision making.

Fourthly, decentralisation of the decision-making processes with verifiable, objective quantifiable indicators to assess output with performance-based incentives.

Thus, the repositioning and reorganizing of the structure of the institution is neither simple nor straightforward. It requires systematic study and positioning through the management of change with help from experts in Management and Organisation development.

Proposal for a District-Level Project Monitoring Committee

In a district, there are different kinds of projects, programs, and schemes for tribal development. Some of the programs are directly funded by the Centre while others are routed through the State and district and even to blocks. The different types of strategies for the convergence of funds and sectors are discussed in the following paras.

A Cadre of Tribal Development Management Service

Many institutes in the country conduct different types of courses for Tribal Studies and a few for 'Project Managers for Sustainable Tribal Development Management' for bringing operational effectiveness to the implementation of programmes and projects of tribal development. They are required for fostering the convergence of sectoral projects on the tribal landscapes for inclusive growth. This requires a cadre with managerial competency to involve the tribal stakeholders as partners. This also requires skills in financial management for exploring funding opportunities and preparing funding proposals, donor briefings and presentations in support of resource mobilization in the context of SDG and HDI. Such personnel of the cadre may be trained in the line of Administrative services and will be paid a special pay package.

Looking at the statistics, one finds about 10% (8.6 percent) of the total population of the country comprising tribals and occupying about 1/3rd of the total landmass of the country including the forest resources.

Some Salient Facts Pertaining to the Enumeration of Tribes

- (i) As per the Presidential Government order of 1950 regarding the Scheduled Tribes, there are listed 677 scheduled tribes and numerous subtribes. According to the Anthropological Survey of India there have been identified about 461 tribes and 174 subgroups.
- (ii) In Many cases tribals are accepted as belonging to tribal communities in one State but are considered non-tribals in a neighbouring State.
- (iii) Several communities have been referred by some of the States as tribal communities through their respective Tribal Advisory Councils. These cases need to be considered expeditiously.

It is only after due diligence has been exercised on the above aspects of enumeration can there be derived an exact picture of the extent and magnitude of the tribal population in India.

Many communities which are waiting for inclusion (as their cases have been recommended by respective State/UT Government. The tribal communities have diverse cultural practices and their problems are also very varied. There are serious language and other socio-cultural issues which are barriers to communication.

A completely different approach is required for planning programs and implementing those. Realizing this, the study team experts felt that like the IAS, IPS, IRS and all India services of the like, there should be a specialized category of AIS ITS (Indian Tribal Service) so that such a selected band of persons can be posted in tribal areas and involved in drawing up appropriate plans/programs and also for their effective implementation. Such cadres have already been in existence in some of the States of the country and should be included in the State Civil services as the State Welfare Service Cadre as well. Policy decisions

in the matter may be considered. This will facilitate the appreciating, addressing and handling of the tribal issues more effectively.

Certain short courses may be organised with the following module.

- Enhance an understanding of the tribal landscape, ecosystem, tribal culture, and ethos and have a clear perspective of ethnographic profile.
- Familiarise with the Acts and Policies such as FRA, PESA, and Biological Diversity Acts which are directly related to tribal development.
- Application of the Systemic approaches to Ecosystem Restoration for conservation-based sustainable livelihoods.
- Develop skills to raise awareness, facilitate social change, build the capacity of the tribal community in the given Forest Mosaic landscape for the adoption of appropriate technology, develop linkages with the public functionaries, converge resources for sustainable livelihoods and thereby improve the health system.
- Build upon the adequate skills to prepare and implement integrated development plans with the public, and private partnerships wherever available.
- Develop competence in project management and financial management.
- Develop good communication skills and capacity in Participatory Action Research, document preparation, and presentation to the clients for CSR funding.

Special Allowances for Serving in Tribal Areas

Some special allowances should be provided for serving in the remote tribal areas with some additional incentives for serving more than three

years in the remote tribal areas for the Tribal Development Management cadre.

Systemic Approach to Help Map Causal Chain Patterns

Once the STD - PIA is established the operational plan will be in place for execution.

The first step will be mapping the features of the landscape with its patterns of interdependent and interconnected components of habitats; forests, water, agri-pasturelands and livestock besides understanding the interlink of the sections of different Acts such as FRA 2006, Biodiversity 2002, CAMPA 2016, Forest Conservation 1972 and other policy which has a direct implication on the management or micro-planning of sustainable livelihoods, SDGs of tribal and other community of the given Gram Sabha. None of the Acts can be effectively implemented in isolation.

The second step will be understanding the tribal culture, and belief system; totemism in particular, whereby tribes relate their identity with forests, trees, natural habitats and spiritual beings. All such elements of culture and institutions have to be studied to facilitate building competencies of the community for the adoption of appropriate technology, following national policies for socio-ecological change to bring about STDs. Similarly, any change initiated by the public functionaries that promotes ecological changes will modify the lifestyle, social institutions, and cultural practices of the tribals.

The third step of the strategy will be to have well-defined subsidiary goals, objectives, and deliverables of each interdependent sector in such a way that one sector is enabled to foresee the consequences of the action as an impact on other sectors.

The fourth step will be to develop a mechanism for participatory monitoring through simple, yet scientific criteria and measurable indicators to assess progress made on each subsidiary's goals.

The strategy must have built-in mechanisms for promoting social change as the primary requirement for the adoption of appropriate technology within the context of constitutional Acts and policy. In general, it must be a "Bilateral Matching Institution."

Convergence of Fund of Interdependent Sectors Responsible Directly for HDI and SDGs

With sufficient financial resources allocated, STC-TSP, Article 275 (1), and other measures by the State and federal governments, there have been notable enabling constitutional supports for the creation of possibilities and numerous open paths for tribal development. Despite the fact that funding is available, comprehensive, need-based planning at the village, block, district, and state levels is inadequate. This requires the coordination of all available resources, their prompt execution, and monitoring. Through TSP-STC, which requires the Ministries and State Governments to designate the resource provisions of their programmes in proportion to the tribal population, one of the most important strategies for tribal development is accomplished.

A comprehensive and holistic plan for sustainable tribal development in the tribal villages can be prepared by identifying and dovetailing the available schemes of different Ministries/departments and resources. The funding for primary healthcare, agriculture, horticulture, fisheries, animal husbandry, forests and skill development will be given by the respective departments of the Sustainable Tribal Development (STD) Agency which will be implementing the plans by utilising the funds and monitoring the program.

Therefore, some institution is required at the District level, for overall planning, say DPMC, with a larger goal of improving district-level

HDI in the framework of SDGs with coordinated players/ sectors of subgoals responsible for Health, Education and Conservation based livelihoods. The important goal is the improvement of the HDI of the tribe in the given landscape where three sectors i.e Livelihoods, Knowledge and Health Systems will work collectively for the improvement of overall HDI following the process of SDG

Capacity Building of Government Functionaries and PRI Members

The government functionaries of the tribal development department/Nodal Department need to adopt a trans-disciplinary approach to understand the tribal development issues, planning and implementation of the program. There needs to be a comprehensive strategy for capacity building and training of professionals of the Nodal department and agencies through Compulsory Training on Tribal Development Project Management.

Another key actor in planning, implementing and monitoring the tribal development programs are the Panchayat Members and Gram Sabha. Hence, capacity building of the PRI functionaries is crucial.

For the purpose of training the field level personnel, the Parliamentary Committee for the Welfare of Scheduled Castes and Scheduled Tribes also suggested creating a manual that included a collection of all the directives periodically released by NITI Ayog in regional languages. The State TRIs may be involved in creating the manuals and planning stakeholder training.

Involve Tribal Partners in the Participatory Tribal Landscape Development Plan

The community is involved in participatory development as a partner, not just as a recipient, to anticipate the benefits of conservation and the losses due to deterioration and destructive harvesting. Building

community competency is necessary to use "Trade-off" analysis to come to an agreement on the conservation strategy and use non-destructive harvesting methods. The Forest Rights Act of 2006 and the Biological Diversity Act of 2002 both urge the inclusion of the Community Forest Resources conservation and management plan as part of a larger tribal landscape development strategy for Sustainable Tribal Development.

Understanding the Landscape Features in the Pattern of Watershed Projects in the Context of Climate Change

The features of landscapes of each tribal village/hamlet will be studied following the pattern of the watershed project. Satellite imageries will be used for understanding the basic features and status of degradation which will be validated through ground-truthing.

Awareness of the importance of the conservation and preparation of the natural resource management plan in collaboration with government functionaries.

Capacity building of the community resource persons for resource management and sustainable livelihoods development.

By involving the Gram Sabha, a participatory rural appraisal and SWOT (Strength, Weakness, Opportunity and Threat Analysis) of the tribal village/hamlet will be carried out. During this process, the resources currently available, their condition, and the causes of degradation will be determined. A plan of action will then be developed to address the issues by involving the community.

The community and government officials creating the Tribal Landscape Development Plan.

Preparedness and Capacity Building for Developing Climate Resilient Livelihoods Considering the Associated Risks by International (IPCC) and Domestic Agencies. The community capacity building strategy

must to be designed for developing climate resilient livelihood practices.

(i) Springs the Lifeline of Tribal Development:

Springs are the groundwater-dependent source from aquifers or water tables and hold great cultural significance for many tribal cultures throughout the world. Thus, they play a vital role in the health and longevity of the community as well as for the ecosystem as a whole. In fact, there are large number of potential/perennial springs in the tribal pockets of the country, often in the hilly terrain that are seldom tapped for enhancing sources for sustainable livelihoods by way of providing sustainable sources for irrigation and drinking water. Currently, the Ministry has announced a 1000 spring initiative, but its identification and rejuvenation as well as utilization of the source for creating irrigation potential thereby bringing more waste/fallow land under cultivation should be included in mission mode. For this, a flag ship program with clearly spelt out policy must be considered by Government leveraging the TSP funds.

The restoration needs mapping of the landscape and an understanding of the native flora and fauna and geomorphic rehabilitation of the vegetation to facilitate regrowth across the site with native insects, amphibians, reptiles, birds, and mammals and will recolonise and create patches of spring habitats provided the groundwater flow is maintained.

(ii) Forest Fire the Burning Issues:

Forest fires emit thousands of tonnes of carbon into the atmosphere, deplete the main source of tribal incomes, and devastate ecosystems. Climate change is one of the significant causes of forest fires among many others. According to a UN

research, the "global wildfire disaster" trend is escalating both spatially and temporally, mostly as a result of climate change. Tribal communities can play a crucial role in the prevention and management of forest fires because they have the knowledge, instinct, and experience necessary to do so. It is common knowledge that tribal members frequently take the lead in putting out forest fires, and at the moment, women's self-help organisations have aided in clearing undergrowth and laying out fire lines. Forest fires can't be managed by disregarding the role that socio-cultural practises play; therefore, it's necessary to combine traditional knowledge with scientific techniques.

The tribal landscape development plans are to be aligned with the Gram Panchayat Development Plan of the PRI system and village development plans (VDPs) approved by the Gram Sabhas in PESA villages. This is possible only when the bottom up planning is compulsorily linked with the TSP at the Gram Panchayat level and not at the Taluka or Block level.

Tribal Hierarchy, Leadership and Governance at Gram Sabha

The tribal leadership, hierarchy, worldview, and self-governance systems are often not compatible with the local body, that is, with the Gram panchayat or Gram Sabha where there is a mix of populations. Totemism is a significant manifestation in various forms and types of traditional tribal economies which have for ages relied on the forest, mixed farming and food gathering, or as pastoralists, raising livestock. Tribal hierarchy and leadership have to be respected as a unique system of the traditional chief holding all powers unlike the Gram Sabha or the Panchayat system of elected leaders.

The approach to tribal development, therefore, requires the planner to collate appropriate traditional culture and spiritual beliefs in a

framework of constitutional requirements, policies and Acts for the overall socio-economic status of the indigenous people to reach the optimum Sustainable Development Goals (SDG), targets and national indicators.

Need for Unification of Complimentary Policy for Implementation

Many of the policies, Acts and rules, whether complementary or supplementary, have a direct impact on tribal development on the one hand and positive support for the Sustainable Development Goals of the country on the other. In reality, since the policy is framed in view of some specific issues and sectors, the implementing agency tends to operate in isolation setting individual priorities and ignoring other sectors which have a direct link with the former causing a multi-governance system.

- a. FRA 2006 section 3(1) (a to m) relies on the individual or community having the right to hold and live in forest land, as well as other rights such as 'nistar,' grazing, MFP collection, fish and waterbodies, traditional seasonal resource access of nomadic or pastoralist communities, and community tenures of habitat and habitation for primitive tribal groups, in order to be successful. The Biological Diversity Act has implications for the sustainable use of biodiversity, the development of PBR, the charging of any price as a levy, and the tribals can utilise the statutory authorities granted under this Act to limit the over-harvesting of resources from the landscape, as must be understood.
- b. There is a huge fund for tree plantation, even outside forests under CAMPA Act 2016 and Rule 2018 but tribal villages continue being denuded of green cover. The tribals can get the benefit from CAMPA funding

whereby the forest department has to engage their personnel for promoting conservation, sustainable use of biological diversity, conservation of land and folk varieties and many other activities related to biodiversity conservation (Section 5.3.b). The CAMPA Act has also provisions for the production and distribution of quality planting materials for the promotion of trees outside the forest (Section 5.3.j).

While there is a provision of a representative from the tribal development department for National and State level planning and execution for CAMPA related activities, crucial for tribal landscape development, there is hardly any input for tribal development at the ground level from CAMPA.

- c. Synergy can be created between the Biological Diversity Act 2002 and FRA 2006 through conservation of valuable genetic resources and access benefit sharing, for both produce as well as traditional knowledge and its extension to conservation of medicinal plants and herbs, and documentation of Bio diversity registers. Resource persons from tribes can be developed as TOTs since they have vast knowledge about local biological diversity and related traditional knowledge.

Need for Understanding Multiplicity of Contradictory Policy

An analyses of the policies enabling support and process of gaps showed that there exist several points of disconnect. The FRA 2006 enables the tribal to conserve, protect and use the resources of the forests whereas the Forest Conservation Acts 1980 prohibits the same.

Sal seeds are collected by the tribal community. This activity is a key income generation factor in the pre-monsoon season for millions of tribal

forest dwellers particularly in central Indian. It does not affect the silviculture and only about 1% of the total collectable potential is gathered which does not interfere with the regeneration of the forest. It is sold in local haat bazaars mostly to middlemen. MoTA also promotes its collection by fixing MSP which is at present INR 20 per kg. In Chhattisgarh and MP it is collected through the Primary Cooperative Societies of MFP Marketing and Cooperative Federation and sold by inviting Tenders. However, under section 40 of the National Biodiversity Act, the sal seed has not been added in the “Normally traded as Commodity” category. It is excluded from the application of this Act for the Sal Seed part of the biological Resource – *Shorea robusta* and thus, the tribal community can not apply for Benefit Sharing under the ABS arrangements of the Act.

Fisheries are a recognised source of employment and revenue that also contribute significantly to the rural economy by providing low-cost, wholesome food. To ensure that the Schedule Tribes community receives the benefits of any scheme, the government is eager to give States and implementing organisations an exclusive budget plan for Tribal Sub Plan (TSP). According to Niti Aayog, funds are allocated to the Central Sector in the following proportions: General: 74.8 percent; SCSP: 16.6 percent; TSP: 8.6 percent. In the case of Plan States, the ST recipients receive 60% as a subsidy, and in the Northeastern and Himalayan States, they receive 80%, with the remaining 40% being beneficiary contributions. Since the scheme's introduction on CSS-Blue Revolution, the aforementioned financial pattern of support has been used, and it is still being used in the government of India's current flagship programme, PMMSY (Prime Minister Matsya Sampada Yojana). Tribes find it challenging to contribute the beneficiary share because the CSS scheme's current funding model demands beneficiary contribution and they are economically underdeveloped and have few sources of income. A few States are turning up their TSP monies to the federal government because they are unable to carry out the plan. Given that the bulk of fishermen are

from the Backward Classes, most States find it challenging to spend money on fisheries under the TSP. It is challenging for the Scheduled Tribes to organise fisherman cooperatives in States like Telangana because specific government directives only permit certain communities (often BC/OBC communities) to be recognised and notified as such.

When certain schemes are implemented only through cooperatives, it becomes difficult to cover the ST population as seen in the case of IFDS (Integrated Fisheries Development Scheme). Whereas, in the case of ITDA areas, fishermen societies have to be formed with STs only but fishermen communities exist in very small numbers in those areas. This leads to conflicts arising persistently. The end result is their not being able to tap the water resources for the fisheries sector.

Need for Trade-offs Analysis: In the multiplicity of stakeholders, say graziers, would lose their cattle in the forests but the planters will try hard to protect young trees. Though the Gram Sabha is empowered under PESA 1996 and FRA 2006 for taking the decisions the perceptions of the non-tribal Gram Sabha are found having conflicting goals with the tribals.

Updating Record of Rights Post-Implementation of FRA

Uncertainty persists regarding the boundaries of Gram Sabhas' authority since several states have yet to begin fulfilling their legal requirement to complete the final mapping of forest land and to incorporate forest land rights into official records. As soon as possible, land and forest records must be updated to include rights granted under the FRA and CFRs. The Nodal department must prioritise the preservation of all important documents, including as maps and records, for each village if it is to expedite the implementation process.

Classification of the Areas under CFR for Management

Proper resource mapping by involving the Gram Sabha to identify different resources and their seasonal access. Application of GPS in mapping accurately to avoid problems in area demarcation. Classify the CFR areas as per the ecologically sensitive areas, biodiversity-rich areas, etc, and adopt different conservation practices. Individual GS can prepare a plan for the limited areas but cannot plan at the landscape level. Ecologically sensitive areas have to be managed and taken into consideration the other Acts like WP Act, and BD Act in an inclusive manner by creating a balance between the convergence and Livelihoods.

Capacity building of the Gram Sabha and Sharing of Responsibilities

Capacity building of the Gram Sabha and understanding of forestry issues and management practices as well as cadre building at the PRI department. Developing an agreement between the Forest department and the people by the Gram Sabha does not have the judicial power for offence cognizance. The role of GS may mostly be limited to management like protection, the decision on sale (what to sell, who to sell to), plantation, enumeration, thinning, pruning etc, and a lesser role in conservation. Develop a mechanism for convergence of multiple institutions like CFRMC, BMC, and JFMC at the landscape level. It is important to develop guidelines on how to converge the community plan with the plan prepared by FD particularly when there is a substantial difference

Within the Prescribed Timeframe, the Conversion of Forest Villages to Revenue Villages

To ensure that development initiatives that have been hindered by the non-conversion of all Forest Villages to Revenue Villages can proceed, a deadline should be set for this conversion.

The PVTGs' rights to habitation

The procedure for recognising the habitat of a PVTG that transcends administrative and political jurisdictions like numerous DLC or even more than one SLMC is not entirely clear. We must pay attention to this circumstance.

Protection of Intellectual Property Right

Protection of Intellectual Property Right is a part of both FRA 2006 and Biological Diversity Act, 2002 as well as the post 2020 Global Biodiversity Framework. Therefore, the Gram Sabha as the constitutional body and the custodian of the biological resources should be made aware. Their capacity is to be built for conserving their traditional knowledge and practices. Understanding the scope for obtaining IPR and MoTA should have a dedicated cell for facilitating the IPR process of the ST communities and PVTGs in particular.

Tribal Culture, Belief, and Health System Development Strategy with Focus on Mitigating Malnutrition

Culture as the sum total of the beliefs, practices, customs and traditions of a community, determines its health attitudes, health-seeking behaviour and practices to mitigate malnutrition. The major systems of medicine followed by the tribal people are home remedies and medicinal plant-based treatments given by local healers. It is important to develop capacity and strengthen the traditional health care system with coordination between the PHC, ICDS and AYUSH staff at all levels and co-locate AYUSH and PHCs. Untrained Dais (Traditional Birth Attendant (TBA)) need to be trained not only by PHCs but also by AYUSH experts. Linking the traditional healers, TBA and *Mitanins* with AYUSH as part of the primary health care service delivery and providing nutrition literacy and nutrition monitoring. Documentation of the knowledge of local health traditions for research, documentation and validation and due IPR to the tribal.

Though the traditional healers are an integral part of the tribal health system they are facing severe challenges in procuring requisite authentic medicinal plants from the wild due to the successive degradation of the forest ecosystems. There is a vital need to integrate the scope for *in situ* and *ex situ* conservation of medicinal plants through community and home herbal gardens as per the guidelines of the National Medicinal Plants Board. This strategy must be captured at the village or Gram Sabha level, Block, District and State level annual action plans. The Gram Sabha should ensure access to medicinal plants by these traditional healers.

The Tribal Development Agency/ITDA should have close coordination with the ICDS, Mitanin, ASHA workers, ANMs and traditional healers for the implementation of Behaviour Change Communication (BCC) practices. Convergence with the Nutrition Mission for meeting nutrition requirements is important.

The Gram Sabha is given the authority by PESA 1996 to create strategies for social development initiatives, including health. In order to include malnutrition in the Tribal Landscape Development Plan, it is necessary to include the Gram Sabha when identifying key health gaps. The Bhang Committee on Tribal Health's advice to create a district-specific tribal health action plan to address district-specific tribal health challenges and implement it in all scheduled areas, ITDA, tribal blocks, MADA, and Cluster would aid in targeted interventions to close important gaps.

Each Ashram School should have a special provision for health education and BCC for the students.

The funds made available for health in the tribal areas under the TSP-STC component ought to go above and beyond the regular allocations, which ought to be made for the STs like other populations. As a result, the Health Department's routine operations and expenses in the tribal

territories shouldn't be covered by the TSP. It is required that 15% of the district funding be set aside for health in some states, such as the Maharashtra Tribal Development Department. Other States may establish such fund earmarking in response to pressing requirements and gaps.

Need for the development of a simple, yet universally acceptable scientific criteria and indicators for periodically monitoring the sustainability of Forest Landscape as required in section 5 of FRA 2006 and sustainable use as mentioned in Biological Diversity Act 2002. There are examples like the Biological Diversity Act 2002 which enable the BMC for PBR and documentation for IPR and yet hardly any fund IPR is observed with the tribals in the last 20 years of promulgation of the Act

Development and Conservation of Sacred Groves, Tribal landscapes have nearly 14000 sacred groves in India which are preserved and have significant religious connotations for protecting such rich groves with traditional, rare, endemic and threatened biodiversity. Many such forests and groves are depleting and need a strategy for preservation. The introduction of the protected area as sacred grove under the category of community reserve has been provided a legal arm under the Wild Life Protection Amendment 2002 for sustainable protection.

Strategy for PVTGs needs special attention as most of them live in an isolated habitat with a pre-agrarian subsistence pattern. Their habitat and cultural practices, as well as belief system of totemism, is unique. Tribals relate their kinship or a kind of mystical relationship with a spirit-being, such as an animal or plant mainly with the forests. Consequently, the tribal value system which governs aspirations and development needs is different from that of the non-tribals. This requires a reorientation of the approaches of the tribal development projects.

A case study from Mundadadr village, inhabited by 32 Baiga PVTG families under Kabirdham district in Chhattisgarh State revealed that only four of the residents have received land rights under FRA 2006 almost six years ago. Numerous claims were submitted during the years, but none were sanctioned. The reason/s given are technical and are way beyond the understanding of the villagers. Awareness generation and capacity building of the community, Gram Sabha and the government functionaries and coordination between the Gram Sabha, SDLC and DLC are important to achieve the desired result.

Schedule V & VI Areas and their Implications for Tribal Development

The Gram Sabha is given the authority to operate as a Local Self Governance entity by PESA. By transferring resources and staff to the lower level of government, contentious issues such who owns minor forest produce, plans for and manages minor water bodies, and the prevention of alienation of tribal lands can be resolved. Priority should be given to notifying PESA communities, Gram Sabha officials, and opening the Gram Sabha Kosh (Account). The Fifth Schedule's customary laws require documentation and coding. It is essential to ensure that the tribal sub-plan allocation in a State with Fifth Schedule Areas is broken down and allocated to the tribal development plans created at the PESA designated villages. The Gram Sabha Kosh must also receive monies from other institutional sources, such as Special Central Assistance to the Tribal Sub-Plan (SCA to TSS) and under Article 275(1), so that the stakeholder community can choose the need-based investment.

According to Saxena (2019) “the force of development has actually often been a scourge to the tribal population, forcefully displacing them from their lands and dispossessing them of their access to common property resources and their livelihoods. Sincere

implementation of laws such as PESA and FRA that provide for self-governance by tribal communities can only solve the problem.”

Scope for Strengthening Tribal Livelihoods through TRIFED Assistance

Most of the tribes living in or around forests depend to a large extent on the NTFPs, called Van Dhan for their livelihood. These are major raw materials for corporate in the food, pharmaceuticals and FMCG industries. “Tribal Cooperative Marketing Development Federation of India Limited (TRIFED) is a Multi-State cooperative society under the administrative control of the Ministry of Tribal Affairs (Ministry)TRIFED with State partners is setting up Van DhanVikas Kendra as a Common Facility Centre in strategically located villages for processing and value-addition of NTFP under the Van DhanVikas Kendra Yojana (VDVKY)”. TRIFED has been found very helpful in tribal livelihoods through tribal entrepreneurship development, branding and marketing of the NTFP products. However, the Systemic Approaches to convergence on interdependent sectors will help in creating awareness and training centres and help in setting up more MFP procurement, value addition and marketing centres. Since most of the NTFP and seasonal products are perishable a quick pick up facility will help the tribes in getting money for NTFP if sold in time. Another important role of TRIFED is to encourage more conservation and multiplication and training for non-destructive and sustainable harvest of NTFP to continue the flow of production of NTFP.

Leveraging Tribal Traditional Art and Handicrafts as Pride For Prosperity: The tribal traditional art based-handicrafts are specialized skills and are inherited as an important source of livelihood by artisan families. It is a kind of unorganised sector that needs policy support, and guidance and has to make it popular, marketable and remunerative. The Artisans have difficulties in both- difficulties in procurement of raw materials and selling of marketing. It also requires facilitation

centres for imparting training, marketing, special funds; credit and upgrading the technology and production of techniques. Therefore, indigenous art and crafts which are languishing but have a lot of market potential need to be promoted so that they provide a sustainable livelihood option. As a result of which the indigenous culture survives and gives livelihood to a large number of tribal families. This must be supported by a well-defined and thought about policy with an improved version of the present TRIFED Scheme.

Strategy for Bamboo

One of the biggest contributors to the rural tribal economy is bamboo. Under TSP, the incentives should be inbuilt. Such schemes must be formulated which can promote cultivation, harvesting and processing of green bamboo.

A Sub Sector Analysis for Developing Strategy for Marketing of MFPs

Each MFP has a market niche and besides local markets specific regions and industry have demand. For example Lac produced in Chhattisgarh has demand in the Paint and Chemical Industries in Punjab. There is need for a sub sector market analysis of demand and supply so that cultivation of the particular species can be promoted as per requirement for meeting the gap and an assured market will lead to enhanced production and fair price to the tribals.

Promotion of Cluster Farming for Many Herbal Species like Asparagus, Sarpagandha etc.

The focus should be more on non-forest-based livelihoods to bring down the pressure on forests. There are also more funds available under various schemes with other relevant departments which can be converged in the Tribal Landscape Development Plan.

Women Empowerment, Gender Equity Through Natural Resource Management

Tribal communities (women in many such villages) manage their homes and livelihoods with farming or wage labour in most instances. With high levels of male migration to cities from tribal areas, women are often left behind to cope with stress induced by weather and climatic variabilities such as excess heat, storms, cyclones and floods. Enhancing livelihood generation opportunities, building skills and capacities to participate in managing the supply chain (for medicinal plants), and thereby achieving financial independence, especially among women within tribal landscapes, can contribute towards better nutritional and health status not just for the women, but for the tribal community as a whole.

Biodiversity Conservation, Particularly the Medicinal Plants as a Means for Sustainable Livelihood

Post COVID-19, the importance of the relationship between ecosystem health and human health has been highlighted manifold. Given the high demand for medicinal plants, the gap between demand and supply is met through overexploitation and unsustainable harvesting to meet the needs of the corporate/pharma industry, resulting in habitat degradation and loss of medicinal plants, to the extent that several of these are now on the endangered species list.

There have to be synergies in the development of two equally important aspects – sustainable harvesting of medicinal plants and intense engagement of communities in the design of interventions related to biodiversity conservation. While several government initiatives exist for encouraging the cultivation of medicinal plants, the tie-up with Tribal communities can be enhanced for better conservation and harvesting of the same from the wild. The market for medicinal plants is growing globally as well as within India, as is

the recognition that the sustainability of supplies and conservation is only possible through the integration of traditional knowledge and engagement of local communities. Investing in quality control procedures, skills in processing, standardisation of products, market support (standards and certification) and regulatory frameworks can contribute to sustainable development in tribal landscapes.

Nomadic, Semi-Nomadic, and Unnotified Tribes

Special care is required for those in the Nomadic, Semi-Nomadic, and De-Notified Tribes who face particular challenges. Providing good hostels, especially for girls, lending to nomadic tribes to help them start small businesses, returning land to the DNTs and providing nomadic tribes with ration cards, Aadhar cards, and other forms of identification are some of the most critical things that can be done to aid their development, as well as providing telecommunications services to the DNTs and other nomadic tribes in the region.

Digital Ethnography and Blended learning for Sustainable Tribal Development

Digital ethnography may be applied with the help of smartphones, Zoom or Googles platform to study the cultural practices, needs and aspirations of the remotely located tribal community in their natural context. It will help save time and costs of the field worker in monitoring the progress of the project while providing effective guidelines as and when required. The blended knowledge of Ethnography and Digital Training would help in developing the capability of the community and bringing change in social action to apply the indigenous knowledge and adopt modern technology.

An Overview of the Tribes in India

1. Introduction

Tribal Development in India has witnessed noticeable progress since Independence as it has been a priority concern of the government. It currently necessitates a reflection on the development processes because of the concern expressed by the NITI Aayog and the Ministry of Tribal Affairs based on the reports of several studies related to the low HDI of the tribes. This needs a thorough understanding of the bottlenecks and challenges of tribal development and developing a realistic, doable plan for overcoming the challenges. The present study is assigned by the Ministry of Tribal Affairs to “develop a conceptual framework of sustainable tribal development in saturation mode through convergence approaches”.

The foundation of sustainable tribal development depends upon the conservation and management of the resources of their landscape and ultimately improving the HDI

Table 1.1: Specific Attributes of Scheduled Tribes in India

States with Scheduled Tribes	The STs are notified in 30 states and UTs
Number of individual ethnic groups notified as STs	705
Population of Scheduled Tribes in India?	Approximately 10.43 crores
Rural and urban population of STs in India	<ul style="list-style-type: none"> The total population of STs in Rural Area is approximately 9.38 crores The total population of STs in Urban Area is approximately 1.05 crores
Sex ratio of STs	990; Rural – 991 Urban – 980
Indian state having the largest population of STs?	Madhya Pradesh has 14.7% of total STs population; followed by Maharashtra (10.1%)
Indian States/UTs have no listed STs	Five states/UTs of India have no listed STs: <ul style="list-style-type: none"> Punjab, Haryana, NCT of Delhi, Chandigarh and Puducherry

Source – Census of India 2011

1.1 Tribals in India: Definition, Types and Distribution

After the Constitution was put into place in 1950, a number of cultures and groups that were considered tribes while the British ruled India were renamed the Scheduled Tribes. Article 342 of the Constitution defines Scheduled Tribes as "those tribes or tribal communities, or parts of or groups within such tribes or tribal communities, that are considered to be Scheduled Tribes for the purposes of this Constitution." Article 342 of the Constitution lists the criteria that tribes or tribal communities, or parts of or groups within tribes or tribal communities, must meet in order to be considered Scheduled Tribes for the purposes of the Constitution in that State or Union Territory. According to these rules, the list of Scheduled Tribes is published for each State and Union Territory, and it only applies inside the borders of those States and Union Territories. The list of Scheduled Tribes is different for each State/UT, so a community that is on the list in one State does not have to be on the list in another State. A group of people may still be considered for Scheduled Tribe status.

Table 1.2: Prevalence of Tribes State –Wise

Sr. No.	State	Number of Tribes	Tribe Name
1	Andhra Pradesh	21	Andh and Sadhu Andh, Bhil, Bhaghata, Dhulia, rona, Kolam, Gond, Thoti, Goundu, Kammara, Savaras, Dabba Yerukula, Sugalis, Nakkala, Pardhan, Gadabas, Chenchus A.k.a Chenchawar,

Sr. No.	State	Number of Tribes	Tribe Name
			Kattunayakan, Jatapus, Manna Dhora
2	Arunachal Pradesh	6	Singpho, Monpa, Abor, Sherdukpen, Galo, Apatanis
3	Assam	7	Khasis, Chakma, Dimasa, Gangte, Garos, Hajong, Chutiya
4	Bihar	9	Gond, Birjia, Asur, Savar, Parhaiya, Chero, Birhor, Santhals, Baiga
5	Chhattisgarh	7	Nagasia, Biar, Khond, Agariya, Bhattra, Mawasi, Bhaina,
6	Goa	5	Varli, Dubia, Siddi, Dhodia, Naikda
7	Gujarat	8	Patelia, Bhil, Dhodia, Bamcha, Barda, Paradhi, Charan, Gamta
8	Himachal Pradesh	7	Swangal, Gujjars, Lahaulas, Khas, Pangwala, Lamba, Gaddis
9	Jammu and Kashmir	8	Balti, Garra, Sippi, Bakarwal, Mon, Gaddi, Purigpa, Beda
10	Jharkhand	7	Gonds, Birhors, Savar, Mundas, Santhals, Khaira, Bhumji
11	Karnataka	8	Gond, Patelia, Barda, Yerava, Bhil, Koraga, Adiyani, Iruliga,
12	Kerala	7	Malai, Aarayan, Arandan, Uralis, Kurumbas, Arandan, Eranvallan

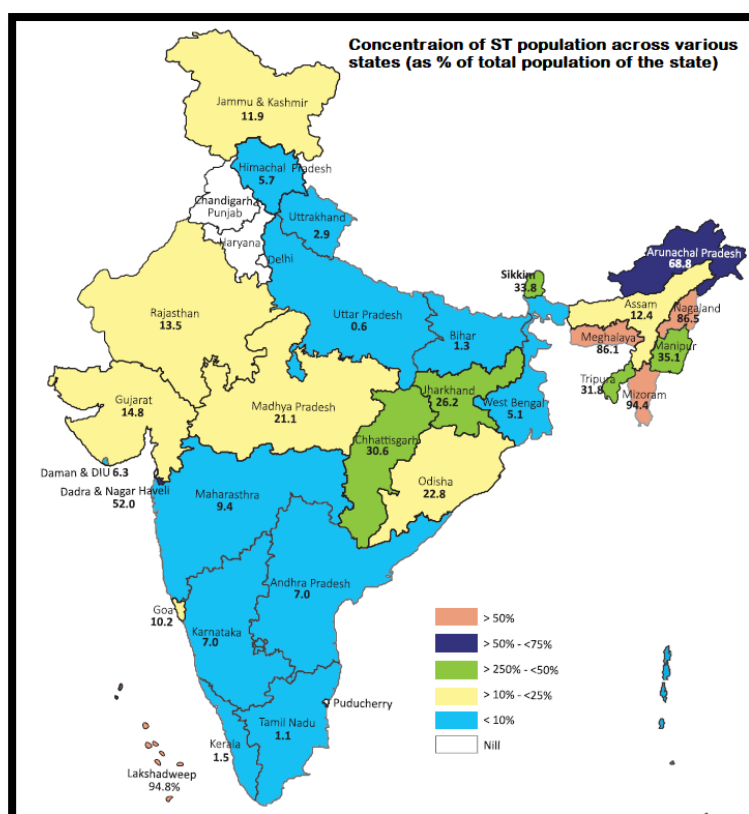
Sr. No.	State	Number of Tribes	Tribe Name
13	Madhya Pradesh	10	Kharia, Bhils, Murias, Birhors, Baigas, Katkari, Kol, Bharia, Khond, Gonds,
14	Maharashtra	7	Warlis, Khond, Bhaina, Katkari, Bhunjia, Rathawa, Dhodia.
15	Manipur	9	Thadou, Aimol, Maram, Paite, Chiru, Purum, Kuki, Monsang, Angami
16	Meghalaya	8	Pawai, Chakma, Raba, Hajong, Lakher, Garos, Jaintias Khasis
17	Mizoram	8	Dimasa, Raba, Chakma, Lakher, Khasi, Synteng, Kuki, Pawai.
18	Nagaland	7	Nagas, Angami, Sema, Garo, Kuki, Kachari, Mikir
19	Odisha	8	Gadaba, Ghara, Kharia, Khond, Matya, Oraons, Rajuar, Santhals.
20	Rajasthan	6	Bhils, Damaria, Dhanka, Meenas(Minas), Patelia, Sahariya.
21	Sikkim	3	Bhutia, Khas, Lepchas.
22	Tamil Nadu	8	Adiyan, Aranadan, Eravallan, Irular, Kadar, Kanikar, Kotas, Todas.
23	Telangana	1	Chenchus.
24	Tripura	9	Bhil, Bhutia, Chaimal, Chakma, Halam, Khasia, Lushai, Mizel, Namte.
25	Uttarakhand	6	Bhotias, Buksa, Jannsari, Khas, Raji, Tharu.

Sr. No.	State	Number of Tribes	Tribe Name
26	Uttar Pradesh	6	Bhotia, Buksa, Jaunsari, Kol, Raji, Tharu.
27	West Bengal	8	Asur, Khond, Hajong, Ho, Parhaiya, Rabha, Santhals, Savar.
28	Andaman and Nicobar	4	Oraons, Onges, Sentinelese, Shompens.
29	Little Andaman	1	Jarawa
30	North-East	6	Abhors, Chang, Galaong, Mishimi, Singpho, Wancho.

Source: Scheduled Tribes & PVTGs (2022)

There are 705 separate "Scheduled Tribes" in India, according to Article 342 of the constitution. According to the 2011 census, there are 10.45 million Scheduled Tribes (STs) in India, and 1.04 million of them reside in cities. STs account for 8.6% of the total population and 11.3% of the rural population of the country. Eastern, central and western India is home to most Scheduled Tribes in the nine states of Odisha, Madhya Pradesh, Chhattisgarh, Jharkhand and Maharashtra. Most of the Indian ST population is estimated to be concentrated in seven states: Madhya Pradesh (12%), Maharashtra (5%), Odisha (3.3%), Gujarat (3.3%), Rajasthan (3%) and Jharkhand (3%) in addition to the remaining two-thirds in Chhattisgarh (3 percent) approximately 3%. Some states and UTs, including as Delhi NCR, Punjab & Haryana, Puducherry, and Chandigarh, do not have any ST residents.

Figure 1.1: Concentration of ST Population Statewide



Source: Based on the data of Census of India 2011

The tribal communities present enormous diversity and heterogeneity in terms of language, culture, and various socio economic traits.

Odisha has the most notified STs (62), followed by Karnataka (50), Maharashtra (45), Madhya Pradesh (43) and Chhattisgarh (43). (42). There are four tribes in Sikkim, followed by Nagaland, Daman and Diu, and Uttarakhand each with five and Lakshwadeep has only one recognised ST. In terms of language, culture, and other socioeconomic characteristics, the tribal communities are incredibly diverse and unique.

Table 1.3: The Scheduled Tribes in each State/UT

Sr. No.	State/UTs	List of STs	Sr. No.	State/UTs	List of STs
1	Andhra Pradesh	34	16	Meghalaya	17
2	Arunachal Pradesh	16	17	Mizoram	15
3	Assam	14	18	Nagaland	5
4	Bihar	33	19	Odisha	62
5	Chattisgarh	42	20	Rajasthan	12
6	Goa	8	21	Sikkim	4
7	Gujarat	32	22	Tamil Nadu	36
8	Himachal Pradesh	10	23	Telangana	32
9	Jammu & Kashmir	12	24	Tripura	19
10	Jharkhand	32	25	Uttarakhand	5
11	Karnataka	50	26	Uttar Pradesh	16
12	Kerala	43	27	West Bengal	40
13	Madhya Pradesh	46	28	Andaman & Nicobar Islands	6
14	Maharashtra	47	29	Dadra & Nagar Haveli and Daman & Diu	12
15	Manipur	34	30	Lakshadweep	

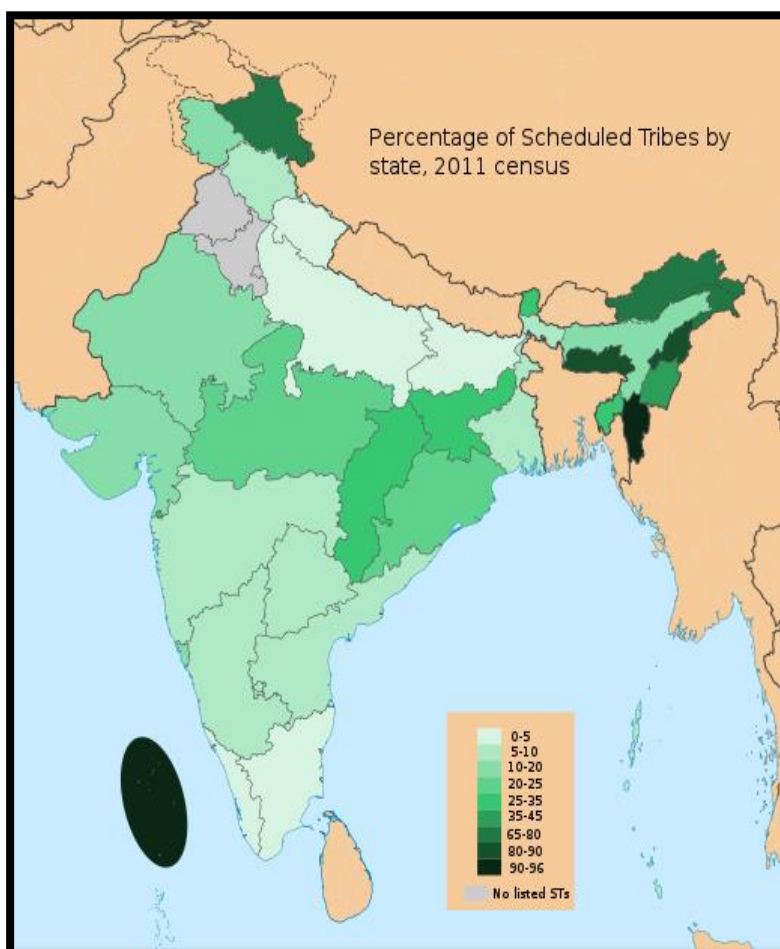
Source: <https://tribal.nic.in/ST/LatestListofScheduledtribes.pdf>

“One-third of the STs are classified as Particularly Vulnerable Tribal Groups (PVTGs), which include those with pre-agriculture technologies, a stagnant or declining population, extremely low literacy, and an economy that is barely subsistence-level. These 75 PVTGs are among the most vulnerable STs”.

There are around 15% of the country's landmasses that are traditionally home to STs, particularly in the forests, hills, undulating grasslands, and remote plateau areas.

Please consult Annex 1 for the state wise distribution of Tribal Population.

Fig 1.2: Distribution of Scheduled Tribe Population in India



Source: File:2011 Census Scheduled Tribes distribution map India by state and union territory.svg - Wikimedia Commons

There are 90 districts where tribal people make up more than half of the population, and 62 districts where tribal people

Tribal culture, traditional knowledge, belief system, leadership, hierarchy, worldview, and self-governance system needs to be understood and integrated for developing strategy for sustainable tribal development

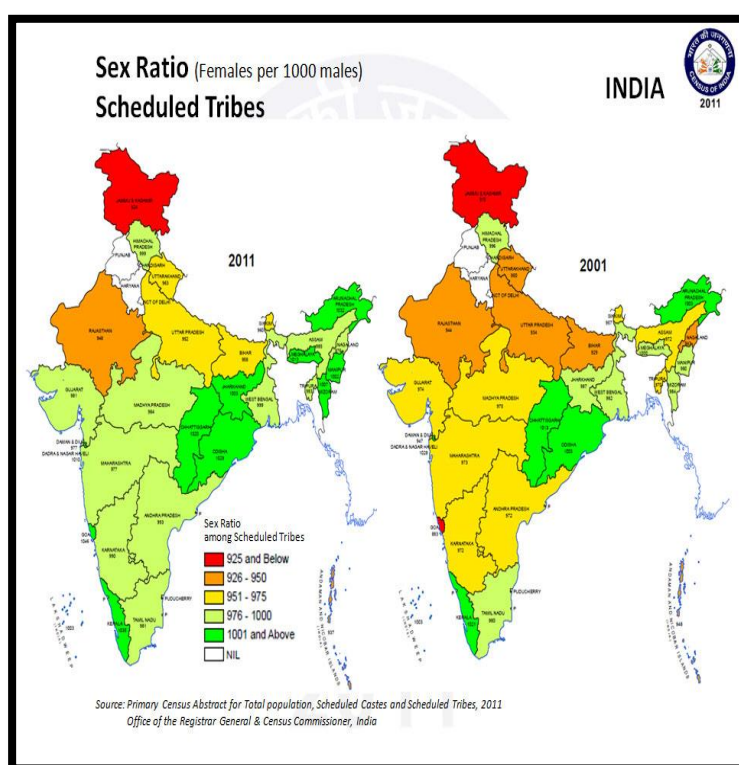
The Scheduled Tribes population has increased from 30 million in the year 1961 to over a 100 million in the year 2011

make up more than 25 percent but less than 50 percent of the population.

From Census 2001 to 2011, “the STs’ population grew by 23.6%, compared to 17.69% for the whole population. The number of Scheduled Tribes people has grown from 30 million in 1961 to over 100 million in 2011, and this growth is seen in both rural and urban areas”.

The ST population has 990 females for every thousand males, compared to 940 for the whole population. From the 2001 Census count of 978 to the current one, there has been a big jump in the number of people who live there.

Figure 1.3: Sex Ratio of Scheduled Tribes



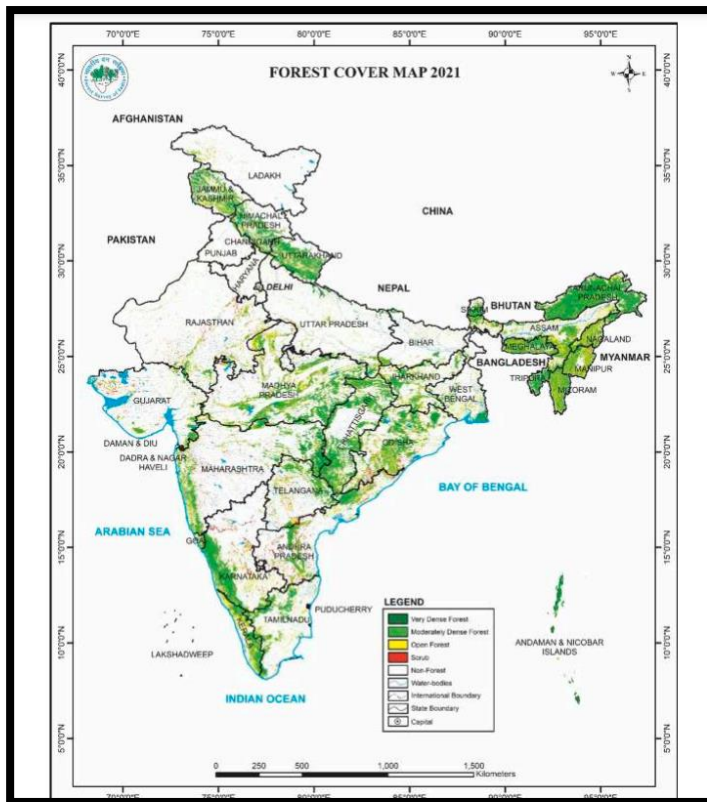
Source¹

¹https://www.researchgate.net/publication/332319461_A_Trend_of_Sex_Ratio_and_Child_Sex_Ratio_in_Schedule_Tribe_Population_in_India/figures?lo=1

1.2 The Uniqueness of the Tribal Culture

Each ST group follows its unique Gods, beliefs, rituals, practices, and social systems. While planning for tribal development one has to understand the tribal culture, traditional knowledge, belief systems, leadership, hierarchy, worldview, and self-governance system. It is the Totemism, a cluster of traits in the belief system in the form of religion of the tribal community which influences the social organization, institutions, and culture of conservation of natural resources by the tribal community. Totemism is a significant manifestation in various forms and types in different kinds of traditional economies that relied on the forest, mixed farming and gathering, or raising of livestock. Tribal groups or particular individuals may have ideological, spiritual, emotional, respectful, or familial attachments to certain animals or other natural things, or "totems." Numerous anthropologists' research shows the effects of totemism as a socio-ecological process on overall development.

Fig 1.4 Forest Cover Map of India



Source: State of Forest Report, Forest Survey of India, 2021

Tribal societies generally have an indecipherable bond with nature through generations that has aided in developing a deeper understanding of their surrounding nature and environment. This has further led to the development of profound traditional knowledge and practices towards sustainable usage, protection, and conservation of natural resources through collective community actions. This traditional knowledge and belief systems are manifested through the development of their own community institutions such as the maintenance of sacred groves and sacred places, traditional health practices, organic method of farming, conservation of traditional seeds, landraces and cultivars, zero tillage practices, rotation grazing and rotational use of forests and other natural resources, maintain recycle based

The traditional tribal resource governance mechanism and livelihood practices used to be based on circular economy with minimum carbon footprint. Land use changes and degradation of natural resources have severe impact on the tribal livelihood, their health, knowledge and skill sets and ultimately on the HDI.

circular economy with minimum carbon footprints that aid in both conservation of the resources and also mitigation and adaptation to the climate change for food and nutrition security. However, change in the land use practices, displacements, degradation of the natural forest ecosystems, loss of biodiversity, land degradation coupled with climate change has severely impacted the livelihoods and overall wellbeing of the tribal community.

A strong system of traditional leaders, such as the "Majhi" in the Santhal community, and institutions, such as the "Halma" system used by the Bhil community to solve problems through collective community actions, maintain social order, and manage common property resources, are all characteristics of tribal communities. Although Gram Sabha is empowered as the decision-making body in scheduled areas and tribal people in non-scheduled areas are covered by the PRI system, they rely heavily on their traditional institutions and leadership to run their villages at the local level.

Therefore, it is crucial to gather the appropriate traditional culture and spiritual beliefs of the tribes within the context of constitutional requirements, policies, and acts for overall socioeconomic development of the tribal communities. This will help to develop a framework for improving their Human Development Index and achieving the Sustainable Development Goals (SDG), targets, and national indicators. The culture, in particular the belief system, and the biogeographical characteristics of the tribal terrain must be taken into consideration when designing policy interventions aimed at promoting tribal development. They need to be created by creating an operational plan for the implementation of the

A thorough understanding of the bottlenecks for implementation of tribal development programs and learning from the success and failure cases is needed to develop future road maps

An overarching policy influencing biodiversity, soil, water conservation, sustainable natural agriculture food production systems combined with proper implementation of health, education, and social welfare schemes, can lead to the timely realization of SDGs.

policies, programmes, and schemes and contextualising them under the distinctive and appropriate tribal cultural practises that would significantly lessen the long-term negative effects of climate change and would support the SDGs.

1.3 Need for Development of a Strategy for Sustainable Development and the Present Assignment

Economic expansion is frequently used to co-terminus with development. However, economic growth by itself cannot enhance a person's or a society's standard of living or general well-being. Economic growth is undoubtedly a crucial tool for development, but it is not a goal in and of itself. For assuring holistic development, the Human Development Approach has arisen, and the Human Development Index is used to measure it (HDI). The Human Development Index (HDI) is an overview indicator of typical performance in significant areas of human development.

- (i) A long and healthy life
- (ii) Knowledge
- (iii) Having the means to live comfortably are the first three

While HDI is used as an important indicator for human development, the sustainability and equability aspects have been integrated into the overall development through 17 Sustainable Development Goals (SDGs) adopted by all United Nations Member States in 2015 which are to be achieved by 2030. SDGs are designed “to ending poverty and other deprivations hand-in-hand with strategies that improve health and education, reduce inequality, and spur economic growth while tackling climate change and working to preserve our oceans and forests”.

Sustainable tribal development should therefore correlate with HDI improvement and development of action plans to contribute to the SDGs as a whole. Traditional traditions have been linked to SDGs through the community's belief and faith in them. Biodiversity, soil, water conservation, sustainable natural agriculture food production, and proper implementation of health, education, and social welfare programmes would lead to the timely fulfilment of:

SDG 1 – (NoPoverty)

SDG 2 – (ZeroHunger)

SDG 3 – (GoodHealth and Well-being)

SDG4 – (QualityEducation)

SDG5 – (GenderEquality Women Empowerment)

SDG6 – (CleanWater, Sanitation)

SDG8 – (DecentEconomic Growth)

SDG 13 – (ClimateAction)

SDG14 – (Lifebelow Water-Aquatic Biodiversity)

SDG15 – (Lifeon Land, Terrestrial Biodiversity)

It calls upon developing a strategy for sustainable tribal development by integrating different Acts, policies and programs and aligning them for improving the HDI while contributing towards the SDGs.

The Assignment

The Scheduled Castes and Scheduled Tribes Research and Training Institute (SCSTRTI), Government of Odisha, has been given the responsibility of carrying out the study to "Develop a Conceptual Framework for Sustainable Tribal Development in Saturation Mode

through Convergence Approach," with the assistance of IBRAD, the Centre of Excellence under the Ministry of Tribal Affairs.

There are still some gaps in the indicators of human development, despite the fact that constitutional safeguards, targeted policies, programmes, and schemes for the social, educational, economic, political, and cultural development of the ST population, as well as dedicated budgetary allocation through TSP/STC, SCA to TSP/TSS, Article 275(1), and various Centrally Sponsored and Central Sector Schemes, have significantly improved the ST population's overall socioeconomic condition. A thorough understanding of the obstacles to the implementation of tribal development programmes is necessary in this context, as are the lessons learned from both successful and unsuccessful circumstances.

In order to design a strategy for sustainable tribal development in saturation mode utilising convergent techniques, the project will examine the issues with various tribal development programmes, determine what worked and what didn't from various place-based and evidence-based case studies.

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Tribal Development Strategies: ACTS / Policies Schemes / Programs

Chapter -2

2.1 Constitutional Safeguards and Provisions for the Scheduled Tribe

STs have a constitutional duty to protect their social and economic interests. Since Independence, the Constitution has made sure that tribal development is a top priority. The Constitution of India says that everyone is equal before the law (Article 14). It also gave the State the power (Article 15(4)) to make special provisions for the social and educational advancement of any "Backward Classes."

The Indian Constitution has a lot of protections for the welfare and growth of the tribal communities. There are four main ways to group the relevant articles:

- (A) Protective Provisions (Articles 15, 16, 19, 46, 146, 342, etc.)
- (B) Developmental Provisions (Articles 46, 275, etc.)
- (C) Administrative Provisions (Articles. 244 & 275)
- (D) Reservation Provisions (Arts. 330, 332, 334, 335, 340, etc.)

The developmental measures carefully advance the educational and economic objectives of "the STs while the protective provisions shield tribe members from social injustices and all forms of exploitation. According to Article 244, the administrative regulations in the Fifth and Sixth Schedules grant the State the authority to manage and administer tribal lands, while Article 275 states that ST

Promoting the socio-economic interest of STs is a constitutional mandate with Constitutional provisions and safeguards. Tribal development has been given priority since Indian Independence.

communities are eligible for exclusive financial assistance for development”. The reservation policies ensure that the STs are fairly represented in government positions, schools, and legislative organisations. Additionally, “it grants the State the authority to establish a Commission (Article 340) to examine the conditions of the socially and educationally disadvantaged classes and to designate which tribes or tribal communities are regarded as STs (Article 342)”.

Scheduled Areas

Several rules have been put into the Constitution's Fifth and Sixth Schedules to protect the rights of Scheduled Tribes when it comes to land and other social issues.

During the time when the British ruled India, many places where Adivasis were the majority of the population were named Excluded or Partially Excluded Areas. These areas were covered by both the “Government of India (Excluded and Partially Excluded Areas) Order of 1936 and the Scheduled Districts Act of 1874. After India got its independence, these areas were put on the Fifth and Sixth Schedules as Scheduled Areas”. After that, the President made a few more areas with a lot of tribal people Scheduled Areas.

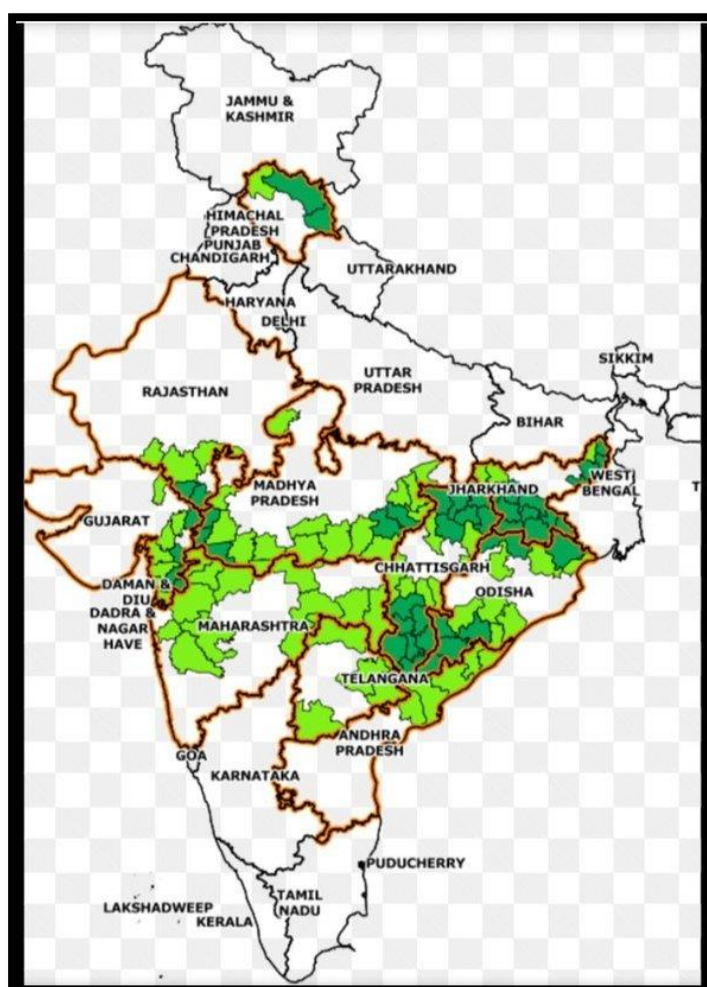
“Article 244(1) of the Constitution says that "Scheduled Territories" are areas that the President can declare to be Scheduled Areas by order after consulting with the Governor of that State”. Ten states, including Andhra Pradesh, Jharkhand, Chhattisgarh, Himachal Pradesh, Madhya Pradesh, Gujarat, Maharashtra, Odisha, and Rajasthan, have Schedule V territory.

Several rules have been written into the Constitution's Fifth and Sixth Schedules to protect the interests of Scheduled Tribes with regard to land and other social issues.

To be called a "Scheduled Area under the Fifth Schedule," an area must meet the following criteria:

- Most of the people living there are tribal
- The area is small and close together
- There is a working administrative unit, like a district, block or taluk
- The area's economy is behind that of its neighbours

Figure 2.1: Fifth Schedule Area



Source: National Conference on PESA

In accordance with Article 244(2) of the Constitution, the sixth schedule addresses "tribal areas" in the states of Assam,

Meghalaya, Tripura, and Mizoram and directs the establishment of District or Regional Autonomous Councils for those regions. The legislative, judicial, and executive branches are very powerful under the control of these councils.

By granting Scheduled Areas their own rules, such as giving the Governor a specific position and creating the Tribes Advisory Council, the Fifth Schedule attempts to preserve the indigenous community. The 73rd Amendment to the Constitution was made applicable to the Scheduled Areas with the Panchayats (Extension to the Scheduled Areas) Act of 1996. To ensure that tribal members were truly involved in the planning and decision-making processes, this was done. The 1991 report of the Bhuria Committee served as the foundation for the adoption of PESA.

Each state that has Scheduled Areas is required to establish a Tribe Advisory Council, and if the President directs it, every state that has Scheduled Tribes but not Scheduled Areas is also required to do so.

The Governor is given the authority in paragraph 5 to either entirely revoke the applicability of any federal or state law to the Scheduled Area or to permit exceptions and adjustments (1). Funds are distributed through the Tribal Sub Plan, or "TSP," for the administration of particular plans and budgets for Scheduled Areas. The transfer of land from one Scheduled Tribe to another may be stopped or restricted by legislation that the governor may enact. Every year or as often as the President requests it, the appropriate Governor is obligated to provide the President with a report on the management of the Scheduled Areas. This significant study is used as a decision-making tool by the Union Government. The Union

government could direct States that contain Scheduled Areas to develop and implement key measures for the welfare of STs within such States.

The Sixth Schedule territories were some of the places that were "excluded" up till the Government of India Act, 1935, in the former Assam and other tribally dominant areas that became distinct States. Certain regions have specific provisions under Part XXI of the Constitution. The spread of such provisions into newer locations is the result of social movements and political mobilisation.

As a result, according to the Mungerkar Committee Report from 2009, which examined the issues with governance and management in the Scheduled Areas, "particularization, not generalisation," and "discretion and rule by rote" are the driving concepts for developing and maintaining the Scheduled Areas.

The Fifth Schedule, tribal lands and forests, health and education, the operation of Panchayats, and the plight of tribal women were only a few of the topics that the Bhuria Commission concentrated on between 2002 and 2004.

According to Article 275 (1) of the Indian Constitution, *Parliament determines the annual grants-in-aid that each state receives from the Consolidated Fund of India. It is possible to set various integers for various states.*

In order to improve the lives of Scheduled Tribes in a State or raise the administrative level of Scheduled Areas in that State to parity with the rest of the nation, payments will be made from the Consolidated Fund of India to cover the costs of any development schemes initiated by the State with the Government of India's approval.

One hundred percent annual grants from India's government are made under Article 275(1)'s Proviso to assist States in bridging the development gap between Scheduled Tribes (STs) and other Indians. A portion of this money is credited to India's Consolidated Fund, and the rest goes to states and tribes as part of their Tribal Development Initiatives and Votes.

Changing Status of Tribals

- In 1975, the Indian Government declared 52 tribal groups as PVTGs
- In 1993, there were 23 groups which were added to the list
- Thus, there are 75 PVTGs out of 705 Scheduled Tribes
- Odisha has the highest number of PVTGs. In 2020, the Odisha government further identified 888 villages/hamlets inhabited by PVTGs
- The PVTGs are spread over 18 States and one Union Territory (UT), in the country (2011 census)

2.2 Evolution of Tribal Development Strategies since Independence

Tribal development has been given a priority since Independence in 1947. There have been Constitutional safeguards, policy supports and legislations, dedicated financial provisions and institutional arrangements for the socio-economic development of the ST population, to bridge the gap between them and the general population, providing

them the opportunities to lead a dignified life and improving their quality of life.

According to Tribal Panchsheel, which was announced by India's first Prime Minister in 1950, the following five principles govern tribal development:

- (i) If we want the tribal people to flourish, we must not impose our own ideas on them but instead foster their own traditional arts and culture in every way possible.
- (ii) Tribal land and forest rights should be honoured.
- (iii) A team of their own should be trained and built up to handle administration and development.
- (iv) It is important that we should not over-manage these places, and we should not compete with their own social and cultural institutions.
- (v) The quality of life that is improved as a result of the programme should be used to evaluate the results rather than numbers or financial expenditures.

There has been steady allocation of funds for tribal development starting from the First Five Year Plan period (1951-55).

Early attempts at Micro-planning in Tribal Areas

The programme of Community Development Blocks was the first large scale micro--planning effort in the country. When these programmes were taken up in tribal areas, it was found that the unit of population and locations adopted for the advanced areas were not suitable for the tribal habitations. Therefore, a smaller unit of about 25,000 population as against about 66,000 was adopted as a CD block for Tribal Development. The geographical extent of a Tribal Development Block was restricted to 150 to 250 square miles.

A Tribal Development Block (TD block) represented the total developmental effort concentrated in the area following the concept adopted for C. D. Blocks. The TD provided direction and magnitude to the total effort so that the tribal communities could be enabled to come at par with the other communities within a specified time. The tribal areas were comparatively more backward and the financial outlays for Tribal Development Blocks were considerably higher than those for the C. D. Blocks.

At the end of the first five-year plan period, 43 Special Multipurpose Tribal Blocks (SMPTB), afterwards known as Tribal Development Blocks (SMPTB), were created with the intention of having targeted interventions for the development of the STs as the fundamental administrative blocks. Each SMPTB received INR 1.5 million from the central government. The SMPTB Committee, founded in 1959 under the direction of Verrier Elwin, looked into how these Blocks were operating and found that they were providing useful services.

With the passage of time, the Tribal Development Block also became a 'Scheme' in the same way as the Community Development Block. The B.D.Os. confined their attention to the limited programmes supported by the limited budget. Meanwhile, many sectoral programmes in health, agriculture, etc., outgrew the narrow delimits of the *T.D/C.D.* Block programme which gradually paled into insignificance.

In order to address tribal communities' entire status, including the problem of land alienation in tribal areas, the United Nations Dhebar Commission was established in 1960.

The Lokur committee (1965) delineated the criteria for scheduling of groups as Scheduled Tribes which is followed to this day.

During the Third Five-Year Plan Period, the process of making Tribal Development Blocks (TBD) in areas where more than 66 percent of the people were tribal started (1961 to 1966). In 1966, the Shilu Ao Committee looked at how the TD Blocks were working to help with tribal development and welfare. This was during the Fourth Plan. The Shilu Ao Study Team said of the third plan, "If development is judged by what needs to be done to bring the tribals up to speed with the rest of the population, there is still a lot of room." It was decided that a Tribal Development Block was too small for thorough planning and would limit the programme to just being a plan with no real connection to the problems in the area. The Tribal Development Block could not be the basis for investing in the tribal areas as part of the general plan.

During the fourth five-year plan, six pilot projects were set up in the states of Andhra Pradesh, Bihar, Madhya Pradesh, and Odisha. Each pilot project had its own Tribal Development Agency, which was a Central Sector Scheme for each project. In the Fourth Plan, Rs. 1.50 billion was spent on each of the core programmes for economic development and Rs. 0.50 billion was spent on the main roads. During the Fifth Plan, these agencies were brought together with the Integrated Tribal Development Projects.

On the eve of the Fifth Five-Year Plan, the situation of all tribes was looked at again in depth, and a new plan for tribal development was made. The whole situation with the tribes was split into two geographical parts: areas with a lot of tribes and areas where the tribes are spread out. In areas where there

are a lot of tribes, the State Governments came up with tribal sub-plans as a way to plan for development.

The Scheduled Tribe Component, also known as the Tribal Sub Plan (TSP), is a device created to ensure the proportionate flow of Plan resources for the development of Scheduled Tribes. The TSP was launched in 1974 as part of the fifth five-year plan with the intention of improving the socioeconomic development gap between Schedule Tribes (STs) and the general population in a time-bound way. It was designed to direct spending and benefits from all development sectors toward the ST population in order to create a dedicated source of funding for tribal development.

When it was put into place with a commitment to population-proportionate allocation of resources that are non-lapsable and non-divertible (8.6%), the TSP was one of the primary finance sources for giving necessary inputs for managing and developing tribal issues in the country. All of the federal and state governments' programmes are coordinated via it as a central centre. However, TSP is not applicable in states with a majority of ST citizens (more than 60%). Thanks to this arrangement, more money is now going into the development of STs, which has allowed for the building of infrastructure facilities and the inclusion of the target population in beneficiary-focused programmes.

All State and Union government departments are required by the TSP to earmark cash. Before, money has been pouring sporadically and arbitrarily into tribal areas. A State or Union Territory plan is in line with the TSP (UT). Due to the fact that such a plan is a part of the overall plan for a State or UT, it is known as a sub-plan. Benefits from the TSP are

distributed to tribal members and tribal areas in addition to what percolates from the general plan of a State or UT.

In order for the TSP to be implemented effectively and fulfil the goal of inclusive development, the former Planning Commission and later the NITI Ayog have periodically issued recommendations on its formulation, implementation, and monitoring. The budget for 2017–18 merges plan and non-plan components, and standards for allocating money for TSP have changed as of 2017–18. In December 2017, it is renamed Development Action Plan for STs (DAPST) for budgetary reasons. At the moment, funding from the Scheduled Tribe Component (STC) are allocated against the overall budget of the Ministries/Departments, not their whole plan budget.

However, the Ministries/Departments are required to set aside money from their overall budget for STs to participate in certain activities. A percentage shall not be less than 50% of the population's proportions, the Task Force's decision, or the actual, whichever is higher. A minimum of 4.3 percent of the fund should be allotted to STC by ministries that come under category II. TSP has been renamed "allocation for welfare of scheduled tribes" under the new NITI Aayog guidelines, and it will now be determined from centrally sponsored schemes and central sector schemes. To keep TSP funding separate from the general schemes, they are codified in budget books. As a result, it became possible to track the movement of funds for certain schemes. Ministries that currently only designate money for SCs should do the same for STs. Ministries running beneficiary-focused programmes ought to be placed in a mandatory category. Following the 2011 population Census, ministries that affect STs but are not

currently under their purview will be included and required to contribute funds proportionate to 50% of the ST population. According to the new regulations, in the event that one scheme is not utilised, the budget may be used, with the Ministry and Financial Advisor's agreement, for other departmental schemes related to DAPST under the budget head.

The Integrated Tribal Development Projects (ITDPs), which were established in Block(s), Tehsils and Talukas where the population of Scheduled Tribes was documented to be more than 50% of the overall population, are used to carry out the schemes, programmes, and projects under the TSP.

Integrated Tribal Development Projects

The Sub-Plan areas in 24 States and two Union Territories (UTs) were divided further into 193 Integrated Tribal Development Projects/Agencies (ITDP/ITDA). The concept of ITDP, however, varied from State to State because of the differing demographic distribution of the tribal population. Any single project comprised a number of Tribal Development Blocks. The Tribal Development Block was taken as a micro-unit while the Project encompassed the meso-unit for planning. A number of ITDPs in a tribal region together comprised a macro unit.

The preparation of the Integrated Tribal Development Projects was the first ever attempt at comprehensive planning for an area with specific focus on the development of tribal communities. It must be noted that the tribal sub-plans are conceptually much wider than the State Plans. They were to ensure flow of investment from

- (i) State Plans

The basic objective of SCA to TSS is to support the efforts of the State governments in bridging the gap between ST and other social groups

The preparation of the Integrated Tribal Development Projects was the first ever attempt at comprehensive planning for an area with specific focus on the development of tribal communities.

- (ii) Central and Centrally Sponsored Programmes
- (iii) Financing institutions besides a substantial outlay of the Special Central Assistance.

According to the Planning Commission's guidelines, which state that projects must "try in broad terms to react to the main concerns affecting the indigenous groups in these areas," projects have been prepared.

Special Central Assistance (SCA) to TSP

The Special Central Assistance (SCA) to TSP was started in 1977–1978 to make up for the lack of resources for putting TSP into action. It is given to state governments and UT administrations as an addition to the state Tribal Sub Plan (TSP) to help them get around the lack of resources that makes it hard to carry out the various programmes under the TSP, especially those that support demand-based income-generation programmes to improve the socioeconomic status of the tribals.

SCA to TSS during 2019 – 2020 and Onwards

From 2017–2018 forward, the GoI will grant the States a 100% grant for the SCA to TSS programme, which is a centrally supported programme. The main goal is to aid state governments' efforts to close the gap between ST and other social groups by

- ✓ HRD by enhancing access to education and Health Services
- ✓ Enhanced quality of life by providing basic amenities in tribal areas/localities for communities by interventions in the area of safe drinking water and sanitation, electrification, last-mile road and

communication connectivity, market development, transportation, etc wherever deficiency cannot be covered through other schemes of the GoI/State

- ✓ Enhanced capacity to avail opportunities for livelihoods through skill up-gradation (subject to NSQF compliance), financial inclusion
- ✓ Entrepreneurship development, access to entitlements/rights/service delivery, improved facilities at par with other areas
- ✓ Alleviation of poverty and unemployment through measures like increasing farmers' income-generating opportunities (farm/non-farm), value chain development including food processing, and creation of infrastructure/assets

Inter district allocation has been done by the States based on gaps in various sectors of development while focusing on the priority districts identified by MoTA and Aspirational Districts identified by NITI Aayog. Total 174 districts have been identified in the country by MoTA as priority districts.

Guidelines for allocating funding and carrying out programmes and activities covered by Article 275(1) of the Indian Constitution during 2020–21 and afterwards

In Article 275 of the Indian Constitution, it is stated that "Grants from the Union to certain States for the purpose of enhancing the welfare of the Scheduled Tribes in that State or upgrading the standard of administration of the Scheduled Areas therein" are permitted. The States receive the whole amount of this yearly allocation from the Indian Government. It's charged to the Consolidated Fund of India, excluding grants for NE States, which are a voted item. In order to be

effective, it must address any gaps left by State programmes and efforts for tribal development. Through encouraging ST development, the Grant's main objective is to lessen the population gap between Scheduled Tribes (STs) and non-STs.

The Guidelines for Scheme of Development of PVTGs

This programme makes money available for the survival, defence and growth of PVTGs that aren't expressly served by other Central and State funds. Even if the planned activities are already covered by other programmes, money under this scheme are intended to fill in the gaps and broaden their reach. The scheme's goal is to intervene in all aspects of the PVTGs' socio-cultural and economic lives in order to make a noticeable improvement in their quality of life while preserving their culture and heritage and using a habitat-level development approach. The Central Sector makes up the entire plan. Grant-in-Aid and the creation of capital assets are the scheme's two main areas where money is disbursed. State governments carry out initiatives as part of the same that are specifically designed to address areas like education, health, and livelihood programmes for the PVTGs. To ensure a convergence of resources—both financial and human—for the scheme, resources from other MoTA schemes, CSS of line Ministries, and schemes of State governments must be tapped. In particular, money under State TSP/scheme TSP components must be used.

Identification of PVTGs:

Primitive Tribal Groups (PTGs) were designated as the least developed tribal groups by the Dhebar Commission in 1973 as a separate category.

Through plans for economic, educational, and social development that are made just for each tribe, the Ministry of Tribal Affairs helps with different kinds of development in key areas.

PVTG livelihoods depend mostly on the forest. The forest is their life and livelihood. But due to forest degradation and land use changes their access to the NTFPs are getting severely restricted

- ✓ With the addition of 23 more groups in 1993, there were a total of 75 PVTGs, which were dispersed over 18 states and one Union Territory (A&N Islands) in India. The Government of India first recognised the most vulnerable tribal groups as a separate category in 1975 and proclaimed 52 such groups (2011 Census).
- ✓ The state of Odisha has the most PVTGs (13), followed by Andhra Pradesh, out of the 75 listed (12).
- ✓ The PTGs were redesignated as PVTGs by the Indian government in 2006.

The country's PVTGs are dispersed across its many geographic regions. The population of the PVTGs is roughly 27,68,322 as of the 2001 Census. Twelve PVTGs have populations over 50,000, while the other groups have populations of 1000 or less. The PVTG of Sahariyas has the largest population (4,50,217), whereas Sentineleis and Andamanese have minor populations (respectively 39 and 43).

Social Conditions and Declining Population

The degree of social and economic inequality is extremely high among PVTGs. Additionally, the issues they face range greatly amongst groups. Compared to overall population growth, the population of PVTGs is either stagnating or dropping, with the declining rate being notably significant in the Andaman & Nicobar Islands. On the Andaman islands, there are five PVTGs: the Great Andamanese, Jarawas, Onges, Sentineles, and Shom Pens. Over 3500 people were thought to have lived in the Great Andaman in 1858, but just 625 did in 1901. In comparison to 241 Jarawas, 96 Onges, 39

Sentineles, and 398 Shom Pens, there were just 43 Great Andamanese in the 2001 Census.

Livelihoods

Food gathering, Non Timber Forest Produce (NTFP), hunting, livestock care, agricultural cultivation, and the production of handicrafts by skilled artisans are just a few of the many sources of revenue used by PVTGs. Their main source of revenue comes from the forest. The forest is essential to their very survival. They collect a variety of NTFPs, including honey, gum, amla, bamboo, shrubs, fuel wood, dry leaves, nuts, sprouts, wax, medical plants, roots, and tubers. They collect NTFP items mostly for personal use, selling the remaining to middlemen. However, the disappearing forests, environmental changes, and new laws protecting forests are significantly restricting their capacity to gather NTFP. Due to their lack of understanding of the value of NTFP output, intermediaries have constantly taken advantage of PVTGs.

Different Central Sponsored Schemes

There are a number of schemes meant for the ST communities that are implemented by the Ministry of Tribal Affairs as follows:

- ✓ National Fellowship and Scholarship for Higher Education of ST Students
- ✓ Scholarship to the ST Students for Studies Abroad
- ✓ Eklavya Model Residential School (EMRS)
- ✓ Pre-Matric Scholarship
- ✓ Post-Matric Scholarship

- ✓ Institutional Support for Tribal Product Development and Marketing (TRIFED etc.)
- ✓ Programs for Development in Tribal Areas (EAP)
- ✓ Minor Forest Produce Minimum Support Price (MSP for MFP)
- ✓ The Vanbandhu Kalyan Yojana
- ✓ Assistance to Nonprofit Organizations Working for the Welfare of Scheduled Tribes
- ✓ Support for Tribal Research Institutes - Tribal Festival, Research, Information, and Mass Education

2.3 Institutional and Administrative Measures for Effective Implementation and Delivery of Services in Tribal Concentration Areas

Ministry of Tribal Affairs

Before 1999, a number of Ministries were in charge of tribal relations. The Ministry of Tribal Affairs was founded in 1999 in order to pursue a more concentrated strategy for the coordinated and planned development of STs. It performs the role of the "Nodal Ministry" for planning ST development projects and creating broad strategies. The Ministry of Tribal Affairs is in charge of overseeing the general development and welfare of the STs. The sectoral programmes and schemes, however, are under the direction of the respective Central Ministries/Departments, State Governments, and/or Union Territory Administration for their coordination and development. Each Ministry or Department is responsible for a particular industry. By supervising programmes for economic, educational, and social development that are predominantly run by such organisations, the Ministry helps to improve the performance of State Governments and Union Territory Administrations in crucial areas.

In a manner similar to this, each state with ST residents has a Nodal Department that manages issues relating to tribal affairs.

Ministry of Tribal Affairs

- The Scheduled Tribes are under the control of the Ministry of Tribal Affairs in India. It was established as a section of the Ministry of Social Justice and Empowerment in 1999 with the intention of establishing a focused strategy for the integrated socio-economic development of the Scheduled Tribes (STs).
- The ministry is in charge of the overall plan, coordination, and planning for development projects involving the Scheduled Tribes.

Integrated Tribal Development Projects (ITDP)

Since the fifth five-year plan, integrated tribal development projects (ITDPs) have been set up under the tribal sub-plan (TSP) to help with targeted interventions and make sure that the services reach the tribal population. The specific goals of these projects are to reduce poverty, improve education, and stop exploiting the tribal families. The ITDP is a group of constituent blocks in which at least 50 percent of the residents are ST. A district may have more than one ITDP.

The following 18 States and 2 Union Territories have declared 193 ITDPs or ITDAs: “Andhra Pradesh, Assam, Chhattisgarh, Gujarat, Himachal Pradesh, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Manipur, Odisha, Rajasthan, Sikkim, Tamil Nadu, Telangana, Uttar Pradesh, West Bengal, Andaman & Nicobar Islands, and Daman & Diu”.

Modified Area Development Approach (MADA)

The Sixth Five Year Plan (1980–1985) aimed to establish a higher level of financial devolution so that at least 50% of tribal households would receive assistance to escape poverty. Instead of plans for infrastructure expansion, the emphasis was on family-focused economic programmes. In order to cover smaller areas with a population of 10,000 or more and a Scheduled Tribes (ST) concentration of 50% or more, the Modified Area Development Approach (MADA) was developed during the sixth five-year plan period, and 245 MADA pockets were identified. Another 20 were added by classifying a total of 72 tribal groupings as "primitive".

Clusters

In places where Scheduled Tribes (ST) were concentrated at a rate of at least 50% and where the total population was at least 5,000, Clusters were decided to include from the Seventh Five Year Plan onward.

The full Revenue Village functions as a constituent unit in both the MADA and Cluster pocket scenarios.

Such projects aimed at reaching the tribal population in a pervasive manner and bringing all the remotely located furflung tribal population into the development fold.

There are 809 blocks spread over 90 districts that have 50% or more tribal population and these areas account for 45% of the ST population of the country. Conversely, 55% of the ST population live outside these tribal majority blocks. It is challenging to plan and implement a comprehensive tribal development reach for those STs living outside the tribal majority blocks.

Through these administrative structures efforts are being made to reach and cover the STs and bring them into the fold of development.

Dedicated Institutions Provide Financial Support to the Tribal Communities for Marketing of Tribal Products

“Term Loan, Adivasi Mahila Sashaktikaran Yojana, Adivasi Shiksha Rinn Yojana, Micro Credit Scheme for Self Help Groups (SHGs), and Tribal Loan are some of the programmes that the National Scheduled Tribes Finance and Development Corporation (NSTFDC), an apex organisation under the Ministry of Tribal Affairs, was founded with the aim of providing economic empowerment to the Scheduled Tribes”.

“The Government of India established TRIFED (Tribal Co-Operative Marketing Development Federation of India Limited) as a National Level Cooperative in August 1987 in accordance with the Multi-State Cooperative Societies Act of 1984”. By selling goods created by the tribes and granting the tribes more authority, it seeks to promote the social and economic well-being of the nation's indigenous population. The plan calls for creating Self-Help Groups (SHGs), increasing tribal members' awareness of their rights, and preparing them for a particular task. It also entails developing a brand, seeking for marketing prospects in both home and foreign markets, and ensuring that tribal products can be sold sustainably. The purpose of TRIFED's MSP for MFP and Van Dhan programmes is to enhance the standard of living for those who have forest rights in accordance with The Scheduled Tribes and Other Traditional Forest Dwellers (Forest Rights Act, 2006).

While NSTFDC provides financial assistance under its various schemes to the ST communities, TRIFED provides marketing support of the tribal products.

Pradhan Mantri Jan Jatiya Vikas Mission

TRIFED has been revamped through funding of Rs 1200 crore per year for skilling of the tribal people and artisans for productivity enhancement and marketing of the products for livelihood development. The focus is on promoting ethnic, natural and organic products.

The available natural resources of the villages, their sustainability and development for strengthening the livelihood would be given a priority. The management of the forests received under Community Rights and productivity enhancement of the lands received under FRA 2006 could be a game-changer.

Five years Goal of the Ministry of Tribal Affairs – Integrated Tribal Village Development (ITVD)

The Ministry has identified 36,428 villages in the country with 50% or more tribal population and is backward for development in a saturated mode with convergence through tribal development and other government departments. These villages are inhabited by 4.21 lakh ST population. Therefore, nearly 40% ST population will be covered through this scheme. Each year 7500 will be taken up from 2021-22 onwards and thus the target will be achieved within a period of five years. Eventually, the target is to cover all the 117000 villages with 25 percent ST population.

The villages will be developed in a holistic manner by addressing all the aspects of development, education, health, nutrition, livelihood and security with a special focus on developing the human resources as an asset.

While MoTA spends only 3% of the total tribal budget the state governments and other ministries do the rest.

The challenge lies in the preparation of a comprehensive plan at the village level with the converging the resources from different departments. forest right holders

The Ministry has identified 36,428 villages in the country with 50% or more tribal population and is backward for development in a saturated mode with convergence

The Ministry will provide the funding for the development of the villages to the State. Besides different schemes/programs/flagship programs of different departments will be converged for the development of the villages particularly focusing on the area of infrastructure development, creating irrigation facilities, market linkages, and skill development. This will be done by developing a sub-plan for the tribal areas to fill the critical gaps and attain the needs of the people.

The ITVD program will be monitored by the Secretary of the Ministry.

Adi Adarsh Gram Yojna

In the targeted villages under the Pradhan Mantri Adi Adarsh Gram Yojna, different flagship programs like Bharat Nirman, NREGA, Pradhan Mantri Gram Sadak Yojna, Sarv Sikhsha Abhiyan, ICDS, Bharat Net, etc will be converged for integrated development and the schemes targeted to the individuals like Ayushman Bharat, scholarships, housing, pensions, Divyangan, etc. Nearly forty to fifty INR per year will be spent on each village.

Focusing on Data-based Comprehensive Planning and Development Covering 10 Aspirational Districts

For the period between 2021-2026, the Cabinet has approved 14 schemes with an outlay of INR 5.43 million with an addition of INR 750 million under Article 275 (1) and INR 15million for the North East region. There has been an increase in the budget provision from 5.5% to 8.3%. These schemes aim to improve the villages' education, livelihood, and infrastructure.

MoTA is coordinating with 20 Ministries for the improvement of education, livelihoods, and infrastructure in the villages. There are 41 Ministries implementing the STC component.

While MoTA spends only 3% of the total tribal budget the state governments and other Ministries do the rest. The STC component is implemented by 41 Ministries under STC and SCA to TSS. The challenge lies in the preparation of a comprehensive plan at the village level converging the resources from different departments.

Salient Facts Pertaining to Scheduled Tribes in India

- Article 244 of Part X of the Constitution says that "scheduled areas" and "tribal areas" will have their own way of running the government.
- The Fifth Schedule of the Constitution deals with the administration and control of scheduled areas and scheduled tribes in most states, except for Assam, Meghalaya, Tripura, and Mizoram. The Sixth Schedule of the Constitution deals with the administration of tribal areas in these four northeastern states.
- Based on the 2011 Census, there are 104 million tribal people living in India, which is 8.6% of the total population.
- Madhya Pradesh has the most people, with 15.3 million people, or 21 percent of the country's total population. Lakshadweep has the most people, with 94.8 percent of the country's total population.
- The Bhils are the biggest tribe with almost 4.6 million members, while the only has 19 people.

2.4 Important Legislations

The laws designed specifically for the ST communities are as follows:

- ✓ Forest Rights Rule 2012 and the Forest Rights Act of 2006
- ✓ The 1996 Panchayat Extension to Scheduled Areas Act
- ✓ The Scheduled Castes and Scheduled Tribes (Prevention of Atrocities) Act of 1989 and its amendments, as well as the Scheduled Castes and Scheduled Tribes (Prevention of Atrocities) Rules of 1995 and their amendments
- ✓ Protection of Civil Rights Act of 1955 and its 1977 regulations

Over the period since independence the tribal development approach has taken a turn from the welfare-based development to a rights-based approach with the enactment of the landmark Forest Rights Act 2006 and PESA 1996 whereby along with tenurial security paradigm shifts in terms of community resource governance and institutional framework is proposed.

We will discuss in detail the legislations and their role in sustainable tribal development under Chapter No 7.

The conceptual framework for Sustainable Tribal Development in saturation mode through convergence is proposed in the context of the Five Year Vision of the Ministry of Tribal Affairs.

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Despite steady improvement on various socio-economic parameters the tribal HDI was at 0.253 as against the all-India HDI of 0.343 (UNDP India, 2021).

Status of Tribal People in India: a SWOT Analysis Including Critical Areas of Concern

Chapter -3

Tribal populations in most parts of the country have witnessed a steady improvement in various socio-economic parameters over the period. There have been improved means of livelihood, relatively better health status through a different form of subsistence pattern including the adoption of several occupations, predominantly natural resource-based such as forest and agriculture allied, industrial and agricultural labour, animal husbandry, fishing, trade and commerce of which the handicraft industry is of prime importance. It is also encouraging to see that many of the tribal youth have aspired for higher education and have reached the country's premier educational institutions like IIT, IISc, NIT and many others. Many have been absorbed into the central and State government civil services and other professional services including academic research. But still there remains some gap between the ST population and other social categories causing a relatively lower Human Development Index for the tribal population.

3.1. Tribal HDI

To determine a nation's "average accomplishment in three basic dimensions of human development: a long and healthy life, knowledge, and an acceptable level of living, the Human Development Index, or HDI, is used internationally. In every regard, India is a diverse nation. According to the United Nations Development Programme's Human Development Index (HDI), which includes 189 countries, it is ranked 131st out of these 189 nations (2021)". The HDI for STs is 0.253, compared to a national HDI of 0.343 (UNDP India, 2021). As a result, there is a disparity of 36% between the ST HDI and the all-India HDI.

3.2. Tribal Education

To advance education and skill development, a considerable sum of money is spent on providing the tribes with access to educational institutions. A variety of scholarships, hostel accommodations, stipends, stationery awards, boarding grants, mid-day meals, etc. have been made available by the federal government and state governments. Students from indigenous communities are also given access to coaching and support services when they compete in events like the Indian Administrative Services (IAS). They are eligible for foreign scholarships. Additionally, there are programmes in place to prepare tribe members to work as teachers in their local communities. The Scheduled Tribes (STs) have lower literacy rates than the general population despite all of these initiatives.

Although the proportion of STs who are literate has improved from 8.53 percent in 1961 to 59 percent in 2011, there is still a significant literacy gap between STs and other Indians. There is a 12.4 percent and a 15.2 percent literacy disparity between men and women, respectively, according to the 2011 Census. In 88 districts in the states of Jammu and Kashmir, Rajasthan, Uttar Pradesh, Jharkhand, Odisha, Chhattisgarh, Madhya Pradesh, Gujrat, and Andhra Pradesh, as well as Karnataka, the percentage of female literacy is less than 25% (Census 2011). When they switch from elementary to middle school, approximately half of the students in this cohort leave without graduating (based on the educational status recorded in the same census). Only 20% of them sit for the high school examination because around 80% of them quit school in Grade X. In the entire nation, only 6.7 percent of ST adults over 18 have completed at least 12th grade.

From merely 8.53% literates in 1961 the ST literacy has increased to 59% in 2011 still almost a 14%-point gap exists between the literacy rates of STs and others in India.

The Periodic Labour Force Survey (PLFS) report 2017–18, published by the Ministry of Statistics and Programme Implementation, indicates that the overall literacy rate is 76.9%, with a result for STs of 67.7%. The PLFS 2018–19 study states that STs have a higher literacy rate (70.4%) than the total population (78.1%). These data show an overall rise in the literacy rates of the ST community and a narrowing of the literacy gaps with the general population. The ST and general population still differ from one other by about 9 percentage points.

Tribal Health

The Expert Committee on Tribal Health's report, which is presided over by Dr. Abhay Bhang, outlined a plan for closing the gap between tribal health indicators and population-wide indicators. Despite the fact that the ST population's sex ratio of 990 is significantly better than the general population's 933, the child sex ratio among STs has decreased in an alarming manner from 972 in 2001 to 957 in 2011. Indicators of health are poor, and morbidity and mortality are more prevalent among India's tribal population.

The Lancet (2016) reports that the ST community in India has a life expectancy at birth of 63.9 years, compared to 67 years for the general population. However, the expert committee deemed this figure to be overstated because child deaths are frequently underreported among the tribal population.

According to the Expert Committee Report, the Infant Mortality Rate of the ST population was 74 for every 1000 children born according to the Census based calculations for the year 2008 as compared to 62 of the rest of the population and which was the highest in the world among the indigenous population. As per NFHS- 4, the IMR among the ST population in 2014 was 44.4 and the time trend analysis (1988-2014) shows the tribal IMR has halved over a period of 26

years from 90 to 44 but the gap with other social groups has widened from 10 percent to 38 percent. The percentage of under 5 Mortality among STs has reduced from 135 in 1988 to 57 in 2014 but the excess of under 5 mortalities, when compared with others, has widened from 21 percent to 48 percent.

The percentage of Institutional deliveries of the ST population is the lowest. Even though there is a significant increase from 18 percent in NFHS 3 (2005-06) to 68 percent in 2015-16 (NHHS 4) data. Likewise, there is increase in the percentage of coverage of full immunization from 31.3 percent to 55.8 percent between NFHS 3 and NFHS 4 period. 68.5 percent of ST women suffer from anaemia as compared to 55.3 percent of the total population. A study conducted by Rohisa et al (2019) on 445 tribal women in Kasargod district, Kerala showed as high as 89% of the ST women having anaemia with 62 percent and 11 percent of the women having moderate to severe anaemia respectively. The study shows that even in the State which tops the country in various health indicators the condition of the ST population needs to be improved greatly.

Several studies showed that the intake of most foods and nutrients by tribal people is below the Recommended Daily Allowance (RDA) by the Indian Council of Medical Research (Tribal Health Report 2018, NNMB Survey report), that there is a high rate of malnutrition among tribal children (NFHS 4, UNICEF), that as many as 4.7 million tribal children suffer from chronic nutrition deprivation, and that 80% of them are from the States of Karnataka, Chhattisgarh, and Gujdar. About 40% of Indian tribal children under the age of five are stunted, but the number of severely stunted tribal children (16%) is higher than the number of severely stunted non-tribal children (9%) (CNNS 2016-18). According to the NFHS 4 report, 44% of tribal children under 5 are stunted (not tall enough for their age), 45% are underweight (not heavy enough for their age), and

Higher rate of under Five Mortality, low percentage of institutional deliveries, prevalence of anaemia among ST women and girls and malnutrition are the critical challenges for tribal communities

27% are wasted (low weight for height). Worse is the fact that, according to the NFHS 5, there are more people in the country who are malnourished than there were in the National Family Health Survey-4. India Spend reported in October 2017 that 32% to 33% of boys under 5 from Scheduled Castes and Tribes are underweight, compared to 21% of boys in the general population. The BMI of tribal adults is low, and tribal women and children have more cases of anaemia than other groups (NFHS 5 reports). This kind of poor nutrition is still a major cause of illness and death in the tribal population. Malnutrition is a complicated problem that can be caused by many things, but some of its direct causes are a poor diet, not eating enough healthy and nutritious food, and changes in eating habits.

Concern has been raised about the poor health of tribes. Studies done by ICMR in the country show that the primitive tribes have different health problems. These problems are mostly caused by many different factors, such as their habitat, difficult terrain, ecologically variable niches, lack of education, poverty, isolation, superstition, and cutting down trees. Malaria, STDs, tuberculosis, genetic diseases like G6PD deficiency and sickle cell anaemia, and diseases caused by not getting enough food affect tribal people more than other people. Also, the number of people in the primitive tribes has been going down or staying the same.

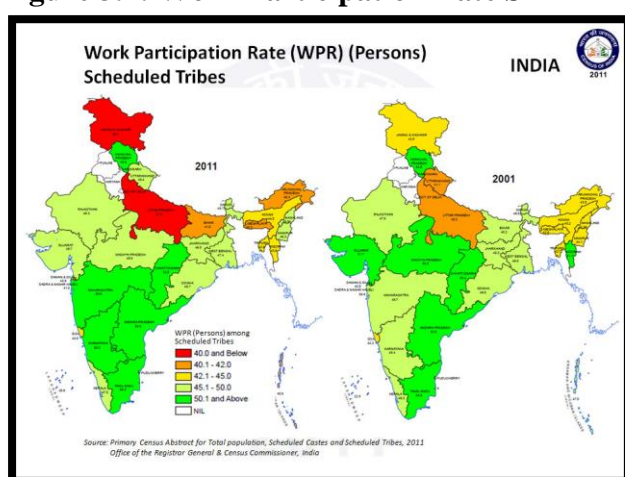
3.3. Poverty Among the Tribals

Domestic farming and the collection and processing of small-scale forest products provide the tribe with the majority of its income. On the barest amount of money, they frequently struggle to pay their bills. In rural areas, “the proportion of ST people living below the poverty line was 62.3 percent in 2004–2005 and 45.3 percent in 2011–2012, while it was 35.5 percent and 24.1 percent in urban areas, respectively, according to the Tendulkar Methodology”. According

to the 2011 Socio-Economic Caste Census (SECC), 73 percent of Adivasi rural families are regarded as being below the poverty line. Almost 87 percent of them work as agricultural labourers or other temporary employees, earning a pitiful INR 5,000 (\$68) each month. Only 29% of them lack access to land. Most of the land owned by Scheduled Tribes is categorised as being marginal and small (0–2 hectares) (Agriculture Census 2015-16). In comparison to Scheduled Castes (26.6%), Other Backward Classes (18.3%), and Scheduled Tribes (9.7%), Scheduled Tribes participants were ranked as having the lowest level of wealth in the National Family Health Survey 2015–16 (NFHS–4). According to the “Oxford Poverty and Human Development Initiative and the United Nations Development Programme's Global Multidimensional Poverty Index (GMPI) report 2021, five out of every six multidimensionally poor people in India belong to lower castes or tribes”. The ST community had the highest percentage of poor people (50.6 percent). In comparison to other neighbourhoods, three times as many STs lived in poverty. According to the Labour Bureau, Ministry of Labour and Employment's Annual Employment-Unemployment Survey 2015–16, just 46% of ST employees aged 15 and above have a full year of employment.

Majority of the ST population are living in dilapidated houses, do not have access to tap water and sanitation facilities, and only 10% of them use clean fuel for cooking

Figure 3.1: Work Participation Rate ST



*Source*²

²<https://www.downtoearth.org.in/news/child-sex-ratio-worsening-faster-among-sts-census-report-42629>

Living conditions among the ST population

As per the Census 2011 data

- ✓ 53 percent of STs live in dilapidated houses, and 44 percent of them have single room households
- ✓ Only 10.7 percent of the ST population has access to tap water
- ✓ Three out of four tribal people defecate in the open
- ✓ Only 47 percent of ST household has electricity as the main source of lighting
- ✓ Only 10 percent of the ST households use clean fuel for cooking

Table-3.1: Comparison between the ST and Total population on some of the basic development parameters

Parameters	ST population	Total population
Literacy rate	58.96	72.99
Dropout rates (I – X)	70.9	49.3
Infant Mortality	62.1	57.0
No vaccination	11.5	5.1
BMI >18.5 among women	46.6	35.6
Anemia in women	68.5	55.3
Total workers Male	55.6	68.9
Total Workers Female	44.4	31.1

Source: Statistical profile of scheduled tribes In India 2013

Out of the 117047 villages with 25 percent or more ST population, there were, 676.72 lakh members of the ST population.

Improvement of the HDI of ST population needs focused attention and it cannot be taken for granted that the HDI of the ST population will improve at par with the other population of the state.

Table -3.2: Concentration of ST Population Statewide

Facilities available	Percentage
Drainage	50.39
PDS	49.61
Tap Water	47.32
Electricity	93.8
Telecom services	85.02
Internet café/CSC	19979
Post Office	22808 (number in place)
Market	23.02
Roads	81.45
Health Centres	24.56
Veterinary clinic	13.37
Schools	88.47
Vocational Centres	8
Banks	9.35
ATM	6.98
Public Transport	69.31

Source: Ministry of Tribal Affairs

3.4. Improvement of a State’s HDI May not Improve the Relative Backwardness of STs

Even if the HDI of a state as a whole goes up, that might not mean that the HDI of the ST community in that state will also go up. According to the Human Development Report 2005, Kerala has the highest HDI of all the Indian states. However, more than two and a half times as many STs live in poverty in rural Kerala as live in

poverty in rural Kerala as a whole. In the same way, there was a 15% difference between the illiteracy rates of STs and those of non-STs.

This information shows again that strategic, targeted steps need to be taken to improve the HDI among the STs.

On the other hand, the lives of STs in Mizoram and other North-East Indian States are better than in other parts of India. With more than 80% of its people being STs, Mizoram has the second-highest literacy rate in India, at 91.6%, compared to the country's overall rate of 74.4%. (HDR 2013). The State Human Development Report (2013) says that the State is a long way ahead of the rest of the country, especially when it comes to enrollment up to the upper primary level. In most North-Eastern States, like Mizoram, the status of the ST population is either the same as or just a little bit behind the status of the total population. In some cases, the ST population has done better than the total population.

So, as can be seen in North-East India, tribal identity, dependence on forests, and community ownership of natural resources may not be the main problems with improving human development indicators. So, the fact that STs in other parts of India aren't as well off the reason for which may be something else.

3.5. Tribal Development: SWOT Analysis

A SWOT analysis examines both internal and external factors that impact the growth of any organization or development of any community. One can examine these factors along the opportunities ahead and to safeguard against the threats present.

3.5.1. Strength

When trying to figure out how strong tribal development processes are, the Tribal Affairs Department has the following strengths:

The Ministry of Tribal Affairs is in charge of planning overall policies and coordinating programmes to help STs develop. State governments, NGOs, corporations, projects that get money from outside the country, and many other people are all helping to fund tribal development projects. These projects include “Scheduled Areas Development, Monitoring of ST Welfare Grants based on the framework and mechanism set up by NITI Aayog, and others. There is a National Commission for Scheduled Tribes whose job is to report on how Scheduled Areas are run and how Scheduled Tribes are doing”.

3.5.2. Prospects for Tribal Education

Some of the major schemes directed towards improving the educational status of the tribals from the primary to the tertiary level through providing scholarships, residential school for the children to ease the access of education of remotely placed tribes, developing life skills along with formal education are “Eklavya Model Residential Schools, Pre-Matric Scholarship schemes, Post-Matric Scholarship schemes, National Fellowship schemes, National Scholarship schemes, etc”.

3.5.3. Prospect for Tribal Livelihoods

Mission mode livelihood development of the tribal in 100 tribal-dominated and left-wing extremist affected districts through Pradhan Mantri Jan Jati Vikas Mission, Venture

Capital Fund for the STs for entrepreneurship development, Van Dhan Vikas Yojna to strengthen the MFP based livelihood of the tribals, revamping the TRIFED for marketing of the tribal products, establishing a number of Tribal Products outlets across the country, LogisticS and marketing of tribal products in the North East, Support to NSTFDC, Schemes for Development of PVTGs, Pradhan Mantri Adi Adarsh Gram Yojna for the integrated development of the targeted tribal villages through convergence approach have all been designed and implemented for improving tribal livelihood.

Besides redesigning the TSP approach as a Scheduled Tribe Component (STC) with earmarking of funds under STC against the overall allocation of schemes of the Ministries/Departments and not of their overall budget and monitoring of the expenditure by the Nodal Ministry chaired by the Secretary has been designed for increased efficiency and accountability.

3.5.4. Prospect for Health

Convergence with the Ministry of Health and Family Welfare for implementation of flagship programs, identification of the infrastructural deficit in 90 tribal dominated districts and develop focused action plans, provision of funding to the States by MoTA under the “Schemes ‘Special Central Assistance to Tribal Sub-Scheme (SCA to TSS)’, ‘Development of Particularly Vulnerable Tribal Groups (PVTGs)’ and Grants under Article 275(1) of the Constitution for various health related activities / interventions based on their demand, focused Tribal Health Action Plan of the Ministry to develop the facilities in saturation mode as per

Tribal people generally live in isolated and remote areas, have different levels of exposures and aspirations. Their development needs and challenges are also unique in nature and vary from each other.

guidelines of the Ministry of Health and Family Welfare and also ensure access to the services”.

3.5.6. Provision of Funds

The allotment of money for Scheduled Tribe Components will be raised from INR 19437 crore in 2014–15 to INR 87585 crore in 2022–23. In addition, the allotment of funds for the “Ministry of Tribal Affairs has been enhanced from INR 3832 crore in 2014-15 to INR 8407 Crore (BE) in 2022-2023. Article 275 of the Constitution of India stipulates that state governments receive sufficient funding from the central government (1)”. The term "dedicated funding through TSP" has been replaced by "STC," "SCA to TSS," "Article 275 (1)," and "PVTG development."

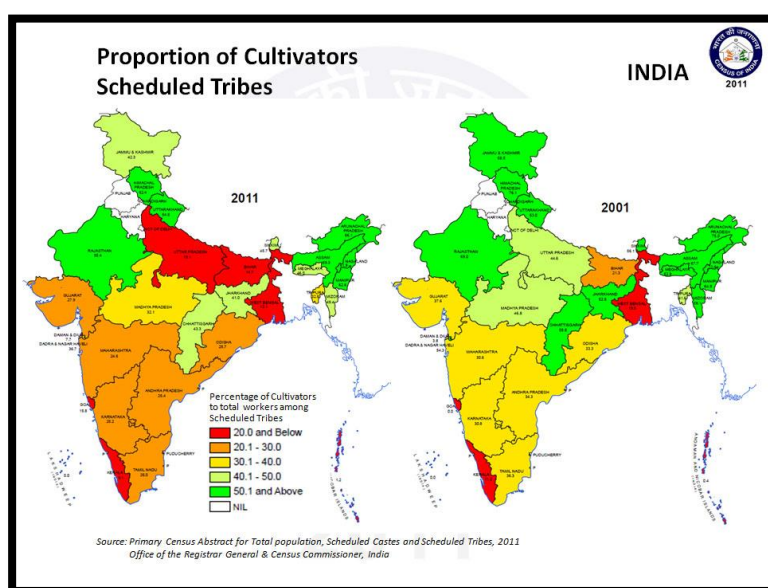
The government provides financial assistance to a number of research institutes, including the Tribal Research Institute, the Centre for Excellence, and a great number of other non-governmental organisations (NGOs), for the purpose of conducting a variety of studies, research, and other allied activities.

3.5.7. Weakness as Challenges

- Members of the Scheduled Tribes typically live in remote locations of the country. Because their natural environments and cultural contexts are so dissimilar to one another, the challenges and needs associated with their respective stages of development are also highly distinct.
- The Scheduled Tribes are, for the most part, farmers who grow food for subsistence. Over ninety percent

of them are dependent on agriculture, which is mostly dependent on rain for its water supply and suffers from low yields and low levels of production. A few of them practise jhum, also known as shifting cultivation. Approximately 82% of the indigenous people are actively participating in primary economic activities.

Figure 3.2: Proportion of Cultivators



Source³

Only a few tribes continue to hunt and gather food in the Andaman & Nicobar Islands and other regions of India. The majority of forest inhabitants (Birhore, Mallar, Kharia, Kadar, Chenchu, etc.) collect diverse roots and tubers, fruits, honey, and rope made from untamed creepers. They may keep the produce for future use or trade in it for other agricultural goods. They occasionally go for hunting and fishing trips for diversity. These tribes have a pastoral lifestyle, similar to the Todas who live in the Nilgiris.

³<https://slideplayer.com/slide/4198199/>

- **Co-operatives Both Challenges and Opportunities:** It is vital to promote "cooperation" and "co-operatives" in order to reform tribal agriculture and stop tribals from being exploited by moneylenders, forest contractors, and other non-tribals. The majority of the indigenous people must borrow money from traders and moneylenders due to their acute poverty. However, once they accumulate debt, they appear to be trapped in the hands of the lenders forever, from which they struggle to free themselves. Additionally, they require defence against forest contractors that hire them as bonded labourers at extremely low rates. The cooperatives can be quite important in this situation.
- **Communications:** The majority of tribal people reside in hilly and mountainous regions, in remote or relatively remote areas, or in areas without adequate road access or transportation amenities.
- **Land Distribution and Land Alienation:** In indigenous areas, land alienation is a significant issue. Land that belongs to the tribal people has continued to be taken by moneylenders, also known as "sahukars," and other non-tribal people. The indigenous people are frequently landless, which leaves them open to land alienation.
- **Displacements and Involuntary Migrations:** Mineral-rich tribal areas have experienced industrialization, which has led to evictions and forced migration.

Often the ITDA level plans are prepared without active involvement of the ST people at the village or Gram Sabha level without capturing their specific needs. The STC components, SCA to TSS, Article 275 (1) grants are generally used as regular funding rather than filling the critical gaps and the development benefits do not percolate to the lowest strata of the tribal society.

- **Tribal Development Agency Projects:** The activities of the ITDAs are often planned without community involvement and without considering the comprehensive development needs of the tribals.
- **Lack of Village-wise Database:** There is a lack of proper village-wise database for the ITDA areas. The resource allocations are done more on a routine basis rather than addressing the specific and unique needs of the villages/communities.
- The funding under STC components, SCA to TSP/TSS, Article 275(1), Grants for PVTGs are used as regular funding rather than filling the critical gaps.
- The advantages of growth, however, have occasionally not trickled down to the lowest classes of society and have instead concentrated in the hands of the wealthiest members of the tribal community.
- Despite having provisions under PESA and FRA, often the tribal communities are not consulted and the approval of the Gram Sabha is not obtained for implementation of the development projects.

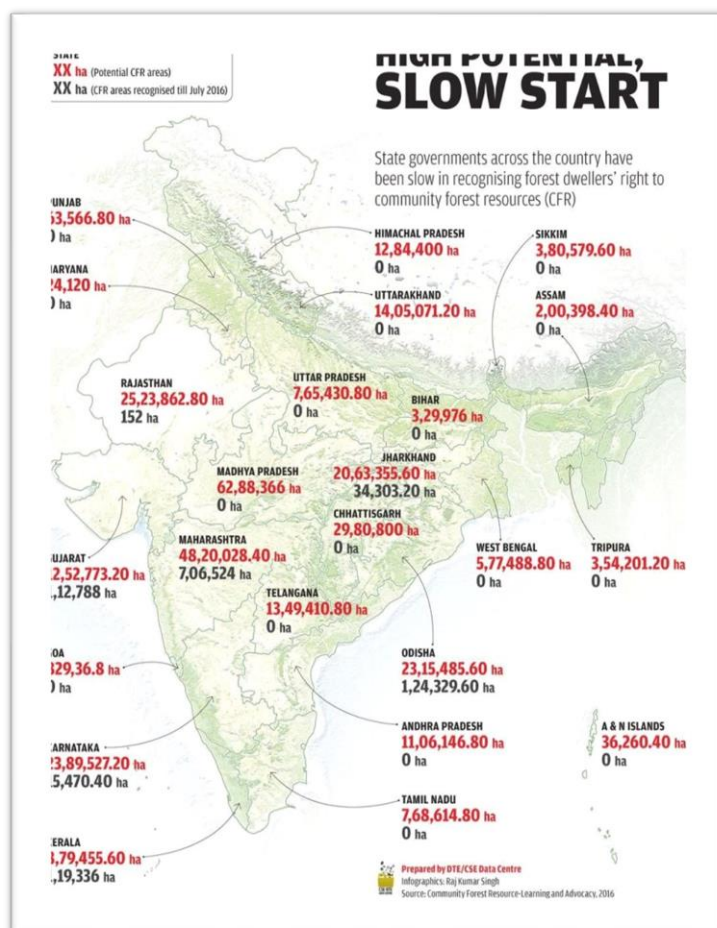
FRA 2006 grants individual and community rights for land-based livelihood development, improve the biodiversity conservation, control over the access and use of minor forest produces and entering the open market.

3.6. Opportunities on Offer

Forests and Forest Rights Acts: The majority of tribal communities are located in rural areas, either either within or in close proximity to forests, or among forest mosaic landscapes. The economy of the tribe, their health, and their overall social and cultural development are all significantly impacted by the forests. In many parts of the world, the forests and trees that people live in are among the most essential resources at their disposal.

Land is used for forestry more frequently than for agricultural purposes. Approximately 70% of India's rural population relies on fuelwood to meet its household energy demands, and millions of tribal and other indigenous people living in isolated, forested communities depend on the forest for their food and way of life. Furthermore, India's urban population relies on fossil fuels to supply all of its energy requirements at home. The bulk of tribal people, the most marginalised group in society, rely on the nearby forests for their subsistence.

Fig 3.3 CFR Potential and Distribution



Source⁴

⁴<https://www.downtoearth.org.in/coverage/wildlife-biodiversity/forest-governance-2-0-59363>

With individual and community Rights under FRA 2006 tribal community gains tenurial security over the land and also on the forest resources. This provides an enormous opportunity for land-based livelihoods development of the tribal, improve the biodiversity conservation regime through community management, control over the access and use of minor forest produces and entering the open market. Also, provisions are made under SCA to TSS for the development of land under FRA.

Biological Diversity Act 2002 and provisions for equitable benefit-sharing arrangements and protecting traditional knowledge and practices through IPR.

PESA 1996 provides opportunities for controlling the MFPs by Gram Sabha strengthening the tribal livelihoods checking land alienation and displacement

3.7. Tribal Development: Opportunities and Challenges

There are numerous government policies, Acts, programs, and schemes for ensuring the welfare and well-being of tribals as well as a dedicated flow of funds. The allocation for STC component has steadily increased from 19437 crores (Actual) in 2014-15 to 87575 crores (BE) in 2022-23. The allocation for the Ministry of Tribal Affairs has also increased from INR 383.2 million (Actual) in 2014-15 to INR 840.7 million (BE) in 2022 – 23.

The recent initiatives of the MOTA through the adoption of flagship programs like Eklavya Model Residential School, Van Bandhu Kalyan Yojna, revamping TRIFED for marketing of tribal products, Adivasi Adarh Gram Yojna through the convergence of STC components of different Ministry as well as convergence of other flagship programs of different Ministries,

mission mode development of tribal livelihood through Pradhan Mantri Janjatiya Mission has widened the scope of development and that requires some reflection on different issues and challenges for the way forward.

There is no such thing as a monolithic tribal community. There are varying degrees of socio-cultural and economic development not only across different ethnic groups but also between different subsets of the same ethnic group due to the fact that each ethnic group faces its own unique set of issues and difficulties. Tribes that are still in the stage of gathering food and hunting have a completely unique set of challenges, in contrast to those that engage in the form of shifting agriculture known as slash and burn. In a similar vein, the latter face distinct challenges than those who are settled in their agricultural endeavours. Therefore, because of the diverse geographical settings, degrees of isolation, patterns of exposure and livelihood practises, historical contexts and cultural kinds, the challenges are likewise diverse, and different sets of plans are necessary over time to address them.

The nation's dispersed tribal community is in a distinct position in respect to the existing political and governmental structures than the rest of the population. Even in locations where they are a numerical minority, they form part of the nation's main administrative structure. Despite statutory reservations being made for Scheduled Tribes in government positions and educational institutions across the nation, certain rights have still not been fully enforced. The Fifth and Sixth Schedules of the Constitution, which were allocated to them in regions where they have a numerical advantage,

contain two distinct administrative systems that have been handed to them.

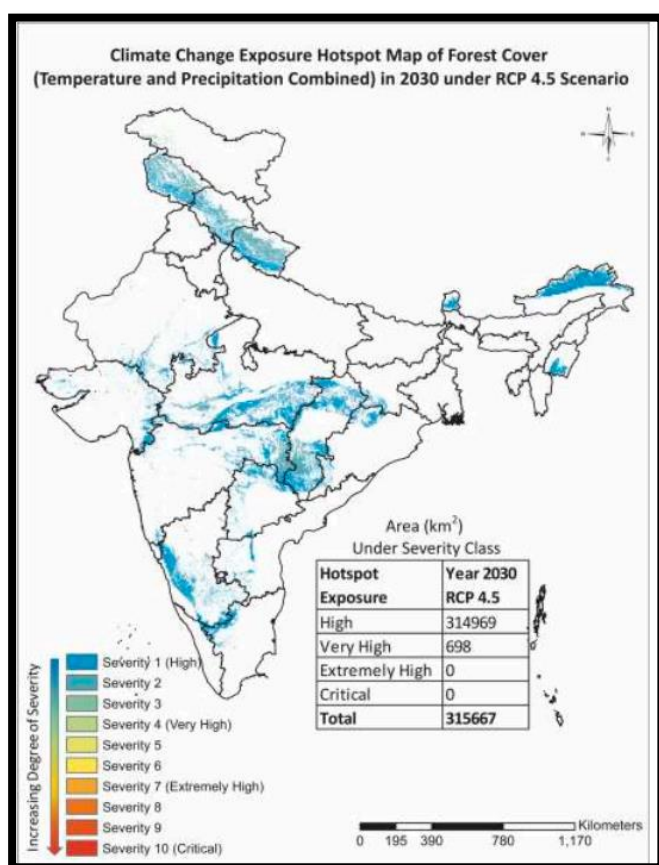
The STs make up around 15 percent of the country's total land area, yet they are the most inaccessible and widely distributed of all the regions. Their native habitats consist primarily of forested hills, undulating terrain that is inaccessible, and undulating terrain that is often rich in natural and forest resources. They have spent centuries existing apart from all other entities. As a consequence of this, there has been a pattern of socioeconomic growth that is distinct from the mainstream, as well as a lack of exposure and aspirations, as well as an inability to define their rights and negotiate with the economy and society that is generally accepted. The gradual realisation that contact with the outside world had resulted in the tribal people's incurring debt and suffering a loss of control over their lives, lands, and forests came about as a result of this observation.

It is ironical that the majority of the country's poorest residents reside in traditional tribal communities, which are also the locations with the most abundant mineral and forest resources. The states of Jharkhand, Chhattisgarh, and Odisha are home to a sizable population of tribal people. These states own 60% of the nation's bauxite reserves, 70% of the country's chromite reserves, 80% of the high-grade iron ore reserves, and 70% of the country's coal reserves. The results of numerous research indicate that states with Fifth Schedule Areas account for around 65 percent of the world's mineral production. In sum, royalties earned from these states make up up to 88.5 percent of all royalties collected nationwide (Wahi and Bhatia, 2018). Due to competing demands on these resources and the conversion of forest land to other uses in

the name of development, tribal people are becoming even more marginalised.

Large-scale infrastructure projects, including roads, railways, dams, and irrigation systems, as well as the development of industry and mining have all taken place in these areas. These called for the acquisition of land, which frequently had a detrimental influence on tribal livelihoods, led to displacement, and prompted involuntary migration. According to the “Report of High-level Committee, Ministry of Tribal Affairs (2014), just 24.7% of the ST population that was uprooted during this time was rehabilitated, out of the 60 million or so people who have reportedly been displaced since India's independence. This lack of security and susceptibility has an impact on the population's capability to make long-term land management plans and invest in risky ventures that will only make them more exposed to climate change and reduce their capacity for adaptation. In the 2019 IPCC Special Report on Land and Climate Change, this topic is also emphasised and acknowledged. The ST population has a landlessness rate of 9.4%, higher than the national average of 7.4% while being the only group with constitutional protection for their land rights”.

Fig 3.4 Climate Change Exposure Hotspot Map of Forest Cover



With the projected impact of climate change the life and livelihood of the tribal communities have become more vulnerable.

Source: State of Forest Report, Forest Survey of India, 2021

Despite having several constitutional safeguards and protection by laws like FRA 2006, PESA 1996, and LARR 2013 that empowers Gram Sabha as the authority for deciding on land conversion in the tribal areas the STs still suffer from land alienation and livelihood insecurity. The status of the PVTGs are more of a concern. There are some laws that directly impact the tribal habitats and livelihood like:

- (i) The Forest Conservation Act 1980,
- (ii) Wildlife Protection Act 1972,

- (iii) The Coal Bearing Areas (Acquisition and Development) Act (CBA), 1957,
- (iv) Mines and Minerals (Development and Regulation) Act, 1957 and have contradictory provisions with PESA 1996, FRA 2006 and LARR 2013.

It is important to develop an unique cadre have the adequate capacity and competency to act from the Gram Sabha level and also of the executive agencies to understand the provisions to the uppermost and develop a synergy between general development and tribal development.

Therefore, it requires a comprehensive understanding, revisiting the “*development paradigm*” and design a “sustainable tribal development” framework aligning with the SDGs and protection of tribal identities as enshrined in the Indian Constitution.

4. Significance of Current Task

Since the Independence of India in 1947 the tribal development approach has been from the welfare-based development to rights-based development direction. With the enactment of the landmark Forest Rights Act 2006 and PESA 1996 along with the manifestation of the tenurial security, paradigm shifts in terms of community resource governance and institutional framework were proposed. The desired impact of such provisions is yet to be achieved requiring a thorough understanding of the bottlenecks of implementation of tribal development programs. It is necessary to collate the learnings from the success and failure in design of a Framework for Sustainable Tribal Development.

It is important to develop the capacity and competency at the Gram Sabha level and also of the executive agencies to understand the provisions and develop a synergy between general development and tribal development.

It is understood that no sectoral or piecemeal approach is equipped to achieve the goal of tribal development. The requirement is for a comprehensive approach to address the issues of tribal development by rooting it in the substratum of the natural ecosystems and habitats that encapsulate the cultural practices of the tribal community. This includes their level of aspirations, capacity to absorb information, adopt and adapt to technology and financial supports and absorb the influence of external forces including the market forces. It underpins their interactions with other communities and their capacity for negotiation and self-organization.

The sustainable Tribal Development framework must take into account how the initiatives for improving the three basic parameters of human development, viz., health, education and livelihoods will be sustained in the long run and adopted by the community. This form of Sustainable Tribal Development is essential for meeting the SDGs of

- (i) No Poverty (SDG 1)
- (ii) Zero Hunger (SDG 2)
- (iii) Improved Health and Wellbeing (SDG 3)
- (iv) Improved Education and Skill Development (SDG 4)
- (v) Empowering Women and Girls (SDG 5)

Any contribution to these five SDGs cannot be achieved without making a concerted effort to contribute towards conserving biodiversity (SDGs 13, 14), Conserving fresh water and ensuring access to clean water (SDG 6) and actions to mitigate and adapt to climate change (SDG 12).

Keeping the above scenario in place a project has been assigned by the Ministry of Tribal Affairs, Government of India to Odisha SCSTRTI to “Develop a conceptual

Tribal Development requires a comprehensive approach for improving the three basic parameters of human development, viz., health, education and livelihoods in the overall framework of attaining the SDGs

framework for sustainable Tribal Development in saturation mode through the Convergence Approach”. The SCSTRTI Odisha in turn entered into an MoU with the IBRAD Centre of Excellence recognised under the Ministry of Tribal Affairs, Government of India, for conducting the study as a partner.

3.8. Project Objectives

The objective of the project is

- ✓ to study the various legislations and programs for tribal development,
- ✓ understand the bottlenecks for their effective implementation and
- ✓ also to learn from various case studies the factors of success of different tribal development initiatives and
- ✓ explore the options for developing a conceptual framework for Sustainable Tribal Development.

3.9. Methodology and Scope of the Study

Based on the standard method followed for policy analysis and discussion with the government functionaries and experts from different parts of the country the methods and approaches for the study were finalised. The decision was that the policy analysis for the study will be undertaken along two pathways

- **The Descriptive Part** - Analysis of the existing policies related to Tribal Development in the country following an analytical and descriptive method with an attempt to explain the policies, understand why a particular policy was developed at a particular time and assess the intended or other impacts of the policy and also the bottlenecks of its

Systematic Literature review was done by formulating the research problem with the scope of study relating to tribal health, education and livelihoods, the three basic constituents of HDI Analysis of different policies having direct impact on the tribal population is done to understand the contradictions and synergies among them as well as their implementation challenges

implementation based on literature review and also in consultation with different stakeholders.

- **The Prescriptive Part** – Based on an analysis of the existing policies with recommendations being made to overcome the bottlenecks and develop a conceptual framework for Sustainable Tribal Development through convergence mode.

3.10. Meta-Analysis

The policy analysis has been conducted primarily following the Meta-Analysis Approach through a literature review at the macro scale covering the pan-India level structured problem interpretation. The focus is on explaining the contextual factors that influence policy implementation and subsequent bottlenecks. The analysis focuses on factors leading to either the success or failure of the policy/programs. These factors are categorized under different heads.

3.11. Mesoscale Policy Process Analysis

Involvement of different stakeholders, government functionaries, NGOs as well as the community through focussed group discussions (FGDs) to understand the processes and means of policy implementation. The objective is to capture the viewpoints of the stakeholders and how the policies are implemented besides what should be recommendations.

3.12. Micro Scale Analysis

Understand the problem of a particular village and subsequent solutions for effective implementation of the policies/programs/ schemes through pilot testing within the community.

Involvement of different stakeholders, government functionaries, NGOs, academics and subject experts as well as the community through focussed group discussions (FGDs) was done to understand the processes and means of policy implementation

Considering the timeframe and resources available, and prevailing COVID 19 related restrictions large scale survey instruments to collect the primary data were not applied for the study.

Following activities were carried out for the study.

- Systematic Review of Literature

A systematic literature review has been done. The Policy research encompasses certain broad areas. The review protocol has been decided as follows to reduce the biases in data selection and analysis:

- i. Formulating the research problem clearly detailing the premise of the study.
- ii. Searching for and downloading the requisite literature, with emphasis on evidence-based models and case studies on the basis of Web-based search engines using open access resources in Google, Google Scholar, Research Gate along with Open Access Journals, Government Departmental websites as the primary sources for review. A backward search was done to identify relevant work cited by the articles, references at the end of the article and a forward search to find all articles that have since been cited in the articles reviewed using search engines like Google Scholar. The ISI Citation Index has been helpful in identifying the maximum related literature.
- iii. Screening for inclusion of the relevant ones for the study - After compiling the list of references, the abstract of the paper and the full text has been studied to find whether it matches the research question and

then it is included. But the excluded papers are also stored for record-keeping purposes and cross-checking.

- iv. Extracting data from the literature in terms of bottlenecks, factors for success and failures.
- v. Collating, analyzing and synchronizing data; and
- vi. Preparing thematic reports based on the findings

The Analysis and Comparison of Human Development Indices of Tribals Vis-à-Vis the General Population based on Secondary Data

Based on the literature review a comparative analysis of the human development indices of the tribal in comparison with other populations is done to set the foundations of the study. As the tribal population is not a homogenous entity, and is spread over different geographical locations and has specific cultures, an attempt has been made to determine the different development needs among the tribal communities like the PVTGs.

Analysis of Government Policies and Development Programs/Schemes Targeting Tribal Development through Secondary Data and Literature Review. This is done through:

- (i) Defining the problems assessed by a given policy.
- (ii) Assessing policy objectives for the target populations.
- (iii) Studying the implementation impact of the policy
- (iv) Identifying the Factors for success and failure.
- (v) Policy contributions towards changing the HDI

The sectors having a direct impact on the Human Development Index have formed focus areas for the study including Health, Education and Livelihoods besides associated Acts and Policies that have a significant impact on tribal population.

Stakeholder Consultation and Experts Inputs

A number of online meetings were conducted with different stakeholders including government functionaries, NGOs, researchers, and, community members.

Thematic meetings on the topics related to TSP- STC/SCA to TSS/Article 275 (1) of the Constitution, Tribal health, Tribal Education, Tribal Livelihoods, FRA, and PESA were conducted with related panels of experts.

Suggesting a Framework for Sustainable Tribal Development through the Convergence Approach

This has been the final outcome of the study whereby the framework of Sustainable Tribal Development through a convergence approach is proposed.

3.13. Thematic Focus

Based on the discussions the study was conducted with a focus on the sectors which have been identified on the basis of areas where tribal communities are lagging behind and need special attention. These sectors have a direct impact on the Human Development Index and therefore have formed the focus areas for the study including Health, Education and Livelihoods and the associated Acts and Policies that have a significant impact on the lives and lifestyle of the tribal population.

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Gaps in Framing Policies/Acts/Schemes and Their Implementation

Tribal development has been an integral part of the development agenda of our country. It is being implemented through various policies, Acts, and schemes since Independence. Despite significant improvement in the status of education, health and income there continue to be wide gaps of attainment between the tribal communities and the non-tribal populations in all these spheres. Such gaps in these three critical areas will certainly create impediments in achieving the targets under the SDGs for the entire country. Overcoming the development gaps in the tribal areas, ensuring equitable development benefits and improving the human development indicators have been put on priority by the Ministry of Tribal Affairs.

Besides, the policy decisions of the Ministry and observations by the Parliamentary Standing Committees from time to time, a number of Commissions, Committees/High Level Committees, Task Forces and Expert Groups have been constituted since the First Five Year Plan period to study the tribal development issues and to provide recommendations for the development of the tribals. In addition, thousands of research papers are published both, by academics as well as by the Tribal Research Institutes stating the issues, challenges, and development deficits pertaining to the tribals.

The arguments in their favour generally attribute five major factors to the gaps in development of the tribals:

- i. The Acts and policies are not implemented in their true spirit, therefore, delaying the desired results. Likewise, instead of synergy and complementarity, many of the Acts and policies have contradictory goals and processes. The governance and

Overcoming the development gaps in the tribal areas, ensuring equitable development benefits and improving the human development indicators have become a priority for the Ministry of Tribal Affairs.

- administrative provisions to empower the tribal self-governance have serious implementational gaps.
- ii. Lack of a comprehensive approach towards tribal development considering their socio-cultural context and inter-generational co-adaptation with nature. Rather, the issues are addressed on a piecemeal and ad hoc basis in isolation without coordination among different agencies.
 - iii. The structural loopholes within the dedicated institutions meant for tribal development result in inefficient service deliveries and a lack of accountability.
 - iv. Social and geographical isolation of the tribal population has resulted in their lack of access to various facilities, lack of exposure, and the loss of traditional socio-cultural practices instigating their lack of aspiration for development
 - v. Land alienation, displacements, forced migration, and, loss of rights over the natural resources and livelihoods due to development projects and the absence of requisite land documents

There are several tribal-populated and tribal-dominant areas across the country which are not yet covered under the Scheduled Areas and thus do not come under the purview of protection of the Scheduled Areas

These perspectives have been analyzed to discern the gaps between the policies and practices in the context of tribal development.

4.1. Governance and Administration Gaps

“The Fifth Schedule and the Sixth Schedule provide protection to the tribal population through separate laws for Scheduled Areas. These include a special role for the Governor and the institution of the Tribes Advisory Council. Though Scheduled Areas are specifically designated to protect the tribal identity and rights there are several tribal-populated and tribal-dominant areas across the country which are not as yet covered under the Scheduled Areas and do not come under the purview of protection of the Scheduled Areas. These are applicable both for the nine states of India that have Scheduled Areas and the states of West Bengal, Bihar, Uttar Pradesh, Uttarakhand,

Goa, Tamil Nadu, Kerala, and Karnataka and the Union Territories of Daman and Diu, Dadra and Nagar Haveli, Lakshadweep, and the Andaman and Nicobar Islands”.

The demographic structure of the Scheduled Areas is also changing fast with considerable in-migration of non-tribals to Scheduled Areas and conversely migration of the tribal population to the non-Scheduled areas. There is a need to extend the provisions of Scheduled Areas to other tribal dominated areas. The Bhuria Commission recommended:

- a) “that the notification of Scheduled Areas should include villages as well as towns and cities in the blocks, tehsils and districts, including all forest and revenue lands”
- b) “that all the Integrated Tribal Development Projects (ITDPs), Modified Development Approach (MADA) pockets included in the Tribal Sub-Plan should be considered for notification as Scheduled Areas subject to conformity with the established standards”.
- c) “Various other Government-appointed Committees had also recommended including the remaining Tribal Sub-Plan and Modified Area Development Approach (MADA) areas and similar pockets under the Scheduled Areas which are yet to be complied with fully”.

Several orders have been issued since 1976, to ensure that “the Scheduled Areas coincide with the Tribal Sub-Plan areas. There are States like Chhattisgarh that have about 81,669 sq. km as Scheduled Areas whereas 88,000 sq. km in the State comes under the Tribal Sub-Plan (TSP), thus creating a disparity. There have been interstate differences in opinion about the conditions of declaring Scheduled Area. Whereas Chhattisgarh has reiterated the condition of 50 percent presence of Scheduled Tribe population for declaration of Scheduled Area as well as the treatment of the Gram Sabha as a viable unit

The strategy of MoTA to develop all the villages with a minimum 50 percent tribal population through convergence mode in phases within five years could address the issue of reaching the tribal communities outside the Scheduled Areas as well

Madhya Pradesh, on the other hand, has suggested a norm of 40% tribal population in a block and Gram Panchayat for eligibility”.

Understanding the unique problems, demands, and requirements of the tribal people residing in both scheduled and unscheduled areas is crucial in order to guarantee last-mile service delivery to everyone. The difficulty of reaching the tribal populations beyond the Scheduled Areas could be resolved by MoTA's plan to build all the villages with at least 50% tribal population through convergence mode in phases within five years. But tribal communities that live outside the Scheduled areas won't be protected from non-tribals (especially when it comes to land sales, loans, and political representation) and won't be able to make their own decisions about many things on their own.

Numerous tribal territories are included in the Fifth Schedule, and the governors of each state are generally in charge of managing the tribal areas inside their states. The Governors of each Indian State that contains a Scheduled Area are required to submit reports on the administration of those areas to the President of India every year or whenever the President of India so requests. However, “according to several reports (Scheduled Tribes Commission Report (2002-2004); Ministry of Tribal Affairs 2013), rather than an impartial evaluation of the effectiveness of the management of Scheduled Areas, the implementation of protective safeguards for tribal members, and the regulations made by the Governor in accordance with his powers under the Fifth Schedule Without even considering the efficacy of the programmes' implementation or doing a data analysis, the papers just highlight a list of schemes and programmes for tribal development”. Even the reports are not submitted on schedule, and delays of two or three years are not unusual. This is demonstrated by the fact that, as of the 25th of May in 2013, the Governor's Reports for the state of Gujarat's fiscal year 2011–12 were the only reports

There is a need to extend the provisions of Scheduled Areas to other tribal dominated areas. There is disparity between the Scheduled Areas and the TSP areas in different States.

the Ministry of Tribal Affairs had received; the reports from the other eight states were still pending. Maharashtra too failed to submit its report for the previous fiscal year, 2010-2011. The federal government will provide guidance to the state governments based on this research to help them handle the scheduling of the Scheduled Areas more effectively. The purpose seems to have been diminished in the absence of an analytical report that focuses on particular requirements and improvement targets, and as a result, it fails.

The President of India wrote to all the Governors to have a dedicated Tribal Cell in the Secretariat of the Governor but except for Maharashtra no other State having scheduled areas initiated the cell. This highlights the need for a separate, dedicated cadre earmarked specifically for Tribal Development.

Even though the Tribal Advisory Councils' (TAC) function is limited to that of an advisory body, the Governor is the one who submits the issues for TAC to analyse and offer solutions to. TACs rarely talk about significant issues like land dispossession, according to the findings of a 2012 survey by the Asian Indigenous and Tribal Peoples' Network. Even the Councils' own resolutions are not carried over to later meetings, and the implementation of their recommendations is not unbiasedly assessed. Not doing either of these things. In the Scheduled Areas, numerous novel ideas are currently being put into practise without the TAC's approval.

In contrast to the Sixth Schedule areas, where such laws do not automatically apply unless the Governor deems it desirable, the Fifth Schedule areas are exempt from such laws' direct application unless the Governor deems it to be detrimental to the interest and welfare of the state's indigenous communities. The sixth schedule leaves out the fifth schedule's areas. The Wildlife Protection Act and the Forest Conservation Act, which have a direct impact on tribal rights and ecosystems, are just two examples of legislation that must be

There is a need to have separate, dedicated cadre earmarked specifically for Tribal Development

enforced in the Fifth Schedule Areas. Due to misinterpretations, erroneous interpretations, and ambiguities in the terms of the PESA 1996 and FRA 2006, this leaves room for some potential for inconsistency and controversy.

On the other hand, the industries mentioned in the Sixth Schedule have received significant legislative, judicial, and executive authority with relation to a number of significant issues. In accordance with the Sixth Schedule, independent district and regional councils with a variety of legislative, administrative, and judicial authorities might be established. The North East is governed in addition to the Sixth Schedule by a number of other constitutional clauses, such as Article 371-A in Nagaland, which grants autonomy in matters relating to customary law, civil and criminal justice, and ownership of land and resources, as well as religious and social practises. The Sixth Schedule has authority over some of Mizoram even though the state is governed by Article 371-G. In addition to Article 371-C, the Manipur (Hill Areas) District Council Act also applies to the state of Manipur. Institutions that are required by the constitution as well as older political ones coexist. Examples include the "Syiems" institution among the Khasi, the "Daloi" institution among the Jaintia, the "Nokma" institution among the Garo, the "Khulakpa" institution among the Naga, and the "Haosa," "Semang," and "Pachong" institutions among the Kuki people of Manipur.

Autonomous District Councils (ADCs) and Regional Councils (RCs) for autonomous regions are created in the Sixth Schedule under Article 244(2), with legislative powers relating to:

- Allocation, occupation, or reserving of land, other than reserved forests, for agricultural or grazing purposes, for residential or other non-agricultural purposes, or for any other use that is likely to advance the interests of the people who live in any village or town (Provided that nothing in such laws

shall prevent the compulsory acquisition of any land, whether occupied or unoccupied for public purpose)

- Management of any forest that is not a Reserved Forest
- Use of any canal or water course for agricultural purposes
- Regulation of the practise of "jhum" or any other form of shifting cultivation
- Establishment of village or town committees or councils and their powers
- Any other matter related to village or town administration, including village and town police, public health, and sanitation
- Succession of chiefs or heads of state
- Inheritance of property
- Marriage and divorce
- Social custom

The Council has the authority to pass laws governing things like basic education, medical facilities, marketplaces, cattle pens, ferries, fisheries, highways, and waterways. The lending and trade of money by local non-residents and non-tribal residents is subject to control by the District Council. It has the authority to levy taxes and tolls on property, people, buildings, trades, animals, cars, boats, items entering local markets, products transported by ferries, and the upkeep of schools, hospitals, and roads.

The ADCs have the authority to grant permits and leases for mineral prospecting and extraction, and they are qualified to receive a portion of the royalties generated by mineral extraction that go to the State.

The Sixth Schedule additionally stipulates that the Council must approve any state legislation before it may be applied to an autonomous district.

The Sixth Schedule provides that no Act of the State legislature shall apply to any autonomous district unless approved by the Council.

Under the Sixth Schedule, “the Governor of the States may apply or not apply any Act of Parliament or the Legislature in the autonomous regions of Assam, Tripura, and Mizoram. Apart from Assam, the other Scheduled Areas of the Northeastern region are subject to the President of India's discretion to apply or not to apply any Act of the Parliament or the Legislature on any subject. Members of the Scheduled Tribes could face trials by the Councils for offences committed under their separate spheres of jurisdiction”.

The Central and State Governments' funding is frequently a necessity for ADCs (routed through the State governments). The planning and execution phases are negatively impacted by the frequent substantial disparity between the agreed budget and the transfer of funds from the State Government to the Council.

According to the Sixth Schedule's provisions, not all of the activities and departments were yet transferred to the Councils.

The Councils do not have any provisions for the reservation of women, unlike Panchayats. Women are consequently virtually entirely missing from the organisations and institutions established as a result of these restrictions.

4.2. Gaps in Implementation of Policies and Programs

PESA 1996

Since the political-bureaucratic system has mainly failed in its endeavours, the Bhuria Committee (1994) strongly advocated that "powers should be devolved on the people so that they can create programmes that suit them and implement them for their own purposes." As a result of “the committees' recommendations, Parliament approved the Provisions of Panchayats (Extension to the Scheduled Areas) Act of 1996, also known as PESA, bringing the

73rd Amendment's provisions to the Scheduled Areas in the eight states that were then in effect (now 10 States). The PESA recognised the right of indigenous communities to govern themselves through their own self-governing structures. It acknowledges their previous ownership rights to natural resources as well". The Gram Sabhas are granted the power to manage organisations and personnel in all spheres of society, as well as minor (non-timber) forest resources, minor water bodies, minor minerals, local markets, stopping land alienation, and managing alcohol. They significantly impact development plans as well. The Gram Sabha must be able to manage communal resources, approve all plans and projects, identify beneficiaries, and provide certifications of fund utilisation, among other things.

The Gram Sabha or panchayat, at the appropriate levels, has the ability to:

- Prior obligatory recommendations for land acquisition, rehabilitation, and reconstruction in Scheduled Areas.
- A prior, required recommendation for the issuance of a licence or lease with the intention of mining minor minerals.
- An earlier required proposal for the granting of a concession for the exploitation of minor minerals through an auction.

By acknowledging that "a village is a natural unit of the community (defined as a habitation or group of habitations, as opposed to the administratively defined unit based on population) and that its Gram Sabha (in contrast to the elected Gram Panchayat as in the Panchayat Raj Acts of the States) is paramount, it gives the village a significant role". The Gram Sabha's right to use a number of powers was accepted.

Within a year after PESA's enactment, state governments had to comply with its requirements and amend their respective Panchayati

In the absence of a clear understanding of the customary laws, traditional management practices in the Scheduled Areas and their proper documentation, section 4(a) of PESA cannot be implemented.

Raj Acts. The PESA States received draught model PESA regulations from the Ministry of Panchayati Raj in 2009 so they may create their own State-specific PESA rules for their respective States. Despite the fact that the states adopt the PESA Acts, only six states—Andhra Pradesh, Gujarat, Himachal Pradesh, Maharashtra, Rajasthan, and Telangana—have produced state-specific PESA regulations to date, and Chhattisgarh has produced regulations that are about to be implemented. The States of Odisha, Madhya Pradesh, Chhattisgarh, and Jharkhand, which have substantial tribal populations in addition to rich forest and mineral resources, have not yet given the Gram Sabha further authority by implementing State-specific Rules. The transfer of authority from the executive branch to the Gram Sabha is put on hold until the States have approved the Rules.

By putting more power in the hands of the neighbourhood villagers, PESA 1996 de-centralises authority over the natural resources, particularly minor forest produce, one of the key sources of tribal incomes. It even provides the Gram Sabhas the authority to decide whether to harvest minerals from their region. Separate recommendations for the Gram Panchayat Development Plan (GPDP) for local development in PESA Areas were distributed to the PESA States, and it is emphasised that the GPDP should be coordinated with the tribal, environment, and forest departments. But the Act hasn't been fully put into practise due to a lack of enthusiasm and motivation.

In accordance with Section 4(a) of PESA, "the state Panchayat Act must be made to ensure that they are in consonance with customary law, social and religious practises, and traditional management practises of community resources," but frequently neither a clear understanding of customary laws nor traditional management practises in the scheduled areas has been established, let alone that

they have been properly documented. As a result, this provision is lessened.

Through participatory democracy and true populist empowerment, PESA supports a fundamental shift to local self-governance. Although it has been in place for 25 years, the effect has not yet been felt, and the indigenous people have not yet acted to assert their rights over the natural resources that are essential to their way of life.

The Gram Sabha is granted a limited responsibility in connection to land acquisition for development projects and the resettlement of displaced people in the majority of State Acts. The Gram Panchayat or Zilla Panchayat has been given the power to grant prospecting licences or mining leases for minor minerals. The Panchayat Samiti/Taluka Panchayat/Mandal Parishad has jurisdiction over local plans and resources, including tribal subplans, according to the state acts of Andhra Pradesh, Gujarat, Himachal Pradesh, and Odisha, but the Gram Sabha has a similar role under the laws of Madhya Pradesh and Maharashtra. By utilising the flexible language in PESA that permits "the Gram Sabha or the Panchayats at suitable level" to be empowered instead of the Gram Sabha, all States, with the exception of Madhya Pradesh, ignored both the text and spirit of PESA. The Gram Sabha level's capacity for communal self-governance is consequently constrained. Gram Sabha frequently lacks the information and skills necessary to rate the topics and give judgments. The upper echelon of the PRI system often violates the autonomy of the Gram Sabha, which is against the PESA precept.

In a manner similar to this, the Gram Sabha's use of the terms "consultation" and "recommendations" has provided ample room for the process to be undermined. The term "recommendation" is in the nature of an opinion or point of view and is not enforceable against the party; as a result, it might not sufficiently defend the rights and assets of the Gram Sabha. PESA does not apply to many state and

federal laws relating to mines and minerals, forests, land acquisition, etc., including the Wildlife Protection Act of 1972, the Forest Conservation Act of 1980, the Mines and Minerals (Development and Regulation) Act of 1957, the Coal Bearing Areas (Acquisition and Development) Act (CBA), the CAMPA Act, and many others.

4.3. Need for Harmonization Between PESA 1996, FRA 2006 and other Acts

The FRA and PESA must be read together because they are both important laws that govern how Scheduled Areas are run. Since FRA 2006 has been passed, PESA needs to be changed. FRA can be used outside of the Fifth Schedule Areas, unlike PESA. The SC/ST (Prevention of Atrocities) Amendment Act of 2015 makes it illegal to break forest rights. On the other hand, the FRA is not even mentioned in the 2016 Compensatory Afforestation, Management and Planning Authority Act.

"While granting Panchayats in the Scheduled Areas such powers and authority as may be necessary to allow them to function as institutions of self-government, a State Legislature shall ensure that the Panchayats at the appropriate level and the Gram Sabha are specifically given ownership of minor forest produce; [Section 4(m) (ii)] The Forest Rights Act of 2006 (FRA) also gives people the right to own, access, and get rid of small forest products that have traditionally been gathered inside or outside of village boundaries". PESA lets people own MFPs, but it doesn't say anything about other things like access or use. The FRA is a stand-alone Act that includes Rules and makes specific provisions for different kinds of Forest Rights. As a subcommittee of "the Gram Sabha, the Forest Rights Committee has all the power that PESA gave to the Gram Sabha. Because of this, PESA and FRA agree with each other. In a letter from February 13, 2015, to the Secretary to the Governor of Maharashtra, the Ministry of Tribal Affairs explained this. Gram

Sabha is in charge of making decisions about MFP, and the committee is its executive branch”.

Both the PESA of 1996 and the FRA of 2006 gave the Gram Sabha the power to make decisions about how to manage natural resources, land, and other social issues. But the Gram Sabha is not a single, unified group, and people's abilities to understand complex issues, legal implications, institutional arrangements, and their own powers vary. This means that the Acts can't be followed to the letter and spirit without orienting and building up the Gram Sabha.

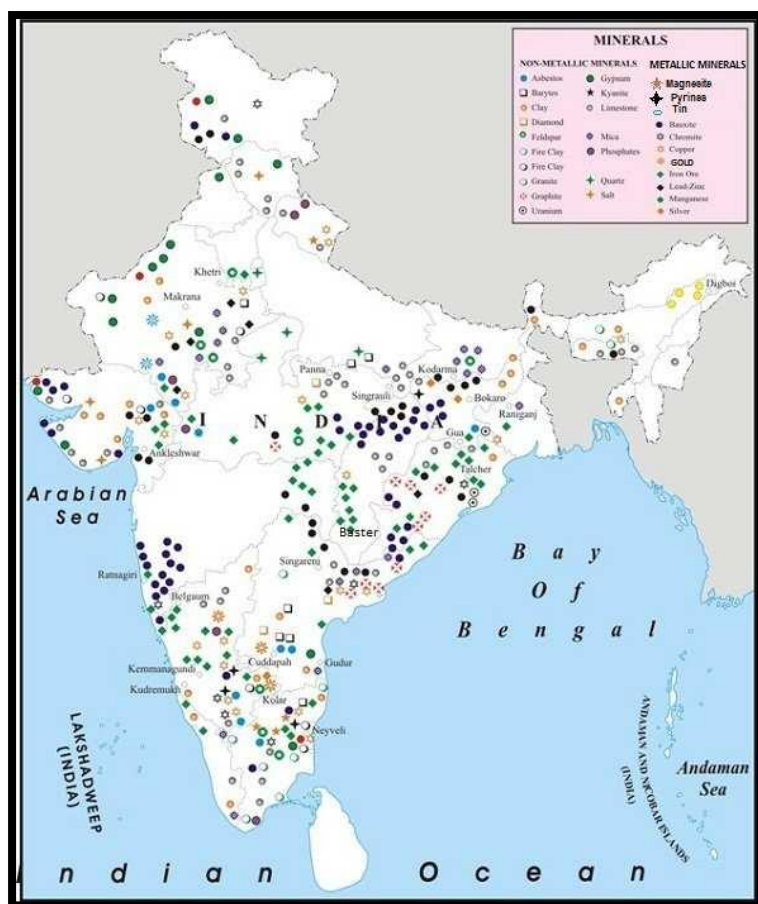
4.4. Land Alienation, Displacements and Forced Migration

Most of these plans involve using public lands, like farmland and forestland. Between 2005 and 2016, official permission was given for 2,962 environmental clearance letters for four industries: mining, thermal power, river valley projects, infrastructure and coastal regulation zones. These letters allowed a total land use change of 12,44,736 ha (CPR and NAMATI). About a quarter of India's 6.5 million land conflict victims live in Scheduled Areas (Srivastava et al 2020). The Land Acquisition Act, which was passed in 1894, gave the government the right to buy land for "public use," which included mining and building dams. The Right to Fair Compensation and Transparency in Land Acquisition, Rehabilitation, and Resettlement Act of 2013, or "RFCTLARR Act," was made to meet the special needs of the Scheduled Tribes. According to the Act, land purchases in Scheduled Areas must be approved by the relevant Gram Sabha, Panchayat, or autonomous District Council. This rule applies to all purchases, even those made in an emergency. For people to be able to make good decisions, the Panchayat, Municipality, Municipal Corporation, District Collector's, Sub-Divisional Magistrates', and Tehsil offices must have access to the social impact assessment reports in the local language. These reports must be made by the Panchayat, Gram Sabha, Municipality, and Municipal Corporation.

As part of any project to buy land for Scheduled Castes or Scheduled Tribes, the law says that a "Requiring Body" must give detailed information about the process of resolving land rights that haven't been settled yet and restoring the titles of Scheduled Tribes. Five important types of projects are exempt from this rule because of the Act. Defense, rural infrastructure, affordable housing, industrial corridors, and infrastructure projects like public-private partnerships (P3s) are some examples (PPPs).

As a result of a 1957 law known as, "the Coal Bearing Areas (Acquisition and Development) Act, the Ministry of Coal does not have to contact or seek approval from local residents before acquiring land for coal extraction. Mining and prospecting permits were issued in accordance with the Mines and Minerals (Development and Regulation) Act, 1957, which was revised in 2015 to include a number of rules and restrictions". A major issue is that all legislation have been primarily based on "consultation" with local populations rather than on "consent." There are concerns and assumptions that public participation in decision-making will cause the project to be delayed, despite the fact that statute permits it. Therefore, the regulations have been less tightly enforced, and the State-specific Rules have diverged from the Parent Law.

Fig 4.1 Mineral Maps of India



Source⁵

Striking a balance between the 'development' and conserving the rights of natural resources and livelihoods of the tribal communities through their informed decisions and fair compensation as per the legal framework has to be the priority

In other words, it is essential to strike a balance between "growth" and the preservation of tribal populations' rights to natural resources and their means of subsistence through educated decisions and equitable recompense in accordance with the law. All Gram Sabhas in Scheduled Areas and Panchayat officials, particularly tribal officials, need a comprehensive capacity-building strategy to help them perform trade-off analyses for a sustainable land management plan.

⁵https://www.researchgate.net/publication/293743403_Geo-medical_problems_Vis_-a-Vis_role_of_multi-level_elemental_anomalies_through_geo-genic_sources_emergence_health_disorder_A_review/figures?lo=1

4.5. Structural and Functional Issues within the Institutional Mechanism Dedicated to Tribal Development

The ITDA, MADA, and Cluster approaches are used to implement the tribal development activities and the tribal subplan in the tribal project areas. The Project Officer, ITDA, is responsible for managing the tribal project regions. This is intended to be the main institution for carrying out tribal development programmes. ITDA's responsibilities include understanding and evaluating the local needs, including those that are unique to the local tribes and geographic areas, coordinating with line departments to pool resources and address obstacles, developing a comprehensive plan for tribal development with a focus on closing critical gaps, supervising and monitoring the activities carried out by the line departments, and documenting qualitative and quantitative changes in the tribals

However, the majority of ITDAs lack sufficient manpower for activity planning, execution, and monitoring. The ITDAs carry out a number of programmes, including TSP-STC, SCA to TSS, Article 275(1), Van Bandhu Kalyan Yojna, and State Plan Schemes.

Only a few States, like Andhra Pradesh, established a single line administration in the Tribal Sub-Plan Areas by empowering ITDA to control and coordinate the functions of the various departments operating here, despite the Government of India writing to all States a few years ago to adopt a single line administration for tribal development. The project officer has been given authority to plan, carry out, evaluate, and coordinate the operations of all the departments operating in the region. The activities are typically carried out by various line departments.

The agencies responsible for carrying out numerous projects in the ITDA area lack sufficient employees and the ITDA Project Officer has no authority over them. The Adivasi Cooperative Societies, which are officially under the Project Officer of ITDA, were,

according to Makhwana (2017), functionally under the Taluka or Regional Manager of MSTDC. Without enough employees, the project officer's office is reduced to keeping statistical records of the programmes that other agencies had executed.

Numerous studies have shown that different agencies operating within a tribal project area for the same aim behave in silos. Comprehensive tribal development is hampered by a lack of cooperation among the various actors, including the ITDA, collectors, and other organisations.

In the ITDA system, the Project Officer for Andhra Pradesh is a senior level IAS officer who is appointed by the Collector.

A senior Class II Officer with skeletal staff is appointed as the project officer in other States, such as Odisha. Because of this, it is challenging for him or her to hold other officers accountable for completing responsibilities on schedule.

The sources of funding for the ITDAs also varies wherein apart from the provisions of SCA to TSS, Article 275(1) all other departments under the ITDA area is putting their funds to ITDA in Andhra Pradesh, in most of the States apart from the CS and CSS funding no other department is putting money under ITDA.

Another major drawback is that instead of assessing the tribal hamlet wise gaps, and developing a comprehensive plan to assess the critical gaps with the involvement and approval of the Gram Sabha, the activities are implemented on an ad hoc and routine basis. Each tribal community and even the same ethnic group living in the same habitat, the PVTGs as well as different bio-geographical tribal habitats have specific challenges as well as opportunities. A village specific dedicated database is necessary.

A generic approach with a “fit for all” strategy will not work for tribal development. It needs to be area and community specific.

The SCSTRTI, Odisha has initiated the process of developing a baseline database of each of the 1653 tribal villages in the State for the Integrated Village Development Plan through the convergence of line departments and approved by the Gram Sabha. This plan would then be submitted to the ITDA for approval by the District Project Monitoring Committee. This should be replicated by the TRIs of other States.

Therefore, a generic approach with a “fit for all” strategy will not work for tribal development. It needs to be area and community specific. A broad district or even block level plan will neither cover the specific issues and critical gaps nor could ensure participation of the community for planning of their area. Without involvement of the community right from planning to implementation and monitoring of the plans implemented the initiatives cannot be sustained.

Moreover, all the tribal population in a State are not covered under ITDA. For example, in Odisha there are 9.5 million Scheduled Tribe Population and only 65 percent of them are covered under ITDA and micro projects and the TSP funds are not reaching to the isolated ‘left out’ populations.

In the next section we will have a discourse on the need for convergence for sustainable tribal development in saturation mode.

Analysis of TSP Approach and Convergence Mode TSP

A constitutional requirement is to advance the socioeconomic interests of Scheduled Tribes, and the Tribal Sub Plan (TSP) was developed as a tool to guarantee the equitable distribution of Plan resources for Scheduled Tribe development. The Tribal Sub-Plan (TSP) attempts to close the socioeconomic development gap in a time-bound manner between Schedule Tribes (STs) and the general population. All Ministries/Departments designated for earmarking outlays for TSP may evaluate gaps, prioritise the development needs of the STs, and align the schemes to bridge the gaps, according to the Planning Commission's instructions published on February 11, 2014. The programmes created under the TSP should directly assist ST people, ST households, and/or ST habitations in some other way that can be measured.

The tribal communities do not consist of uniform groups. The requirements and difficulties experienced by various communities and locations in terms of development are diverse, as are things like culture, language, and modes of subsistence. The sub-plan strategy is implemented to deal with the varying requirements, priorities, and development gaps, bringing indigenous groups up to pace with other populations. The TSP's primary purpose was to provide additional funding in addition to normal scheme allocations with a focus on tribal development. It serves as the country's main source of funding for tribal development.

Reliable data sources show that more than 25 years after the TSP's adoption, the gaps between the tribal and general population's basic development indicators not only continue but, in many cases, have grown (Please refer to chapter 3). The PAC report presented in December 2017 recommended that TSP funds be required to be placed into a separate head of account, to strengthen administrative arrangements for proper utilisation and monitoring of TSP funds, and

that the Ministry of Tribal Affairs create a central nodal unit for oversight to oversee this implementation of fund flow. This will enable better coordination and efficient implementation of TSP through an online monitoring system, and all TSP funds should be monitored. It was advised to get the local tribal community's feedback and suggestions before finalising the plan for carrying out any TSP programme.

Funds for TSP-STC have been redirected since 2017–18, and as of December 2017, it is now known for budgeting purposes as Development Action Plan for STs (DAPST). The Scheduled Tribe Component (STC) now earmarks monies from the Ministries/Departments' overall scheme allocation, not from their overall budget. However, the Ministries/Departments are required to set aside money from their overall budget for STs to participate in certain activities. With the Ministry's and Financial Advisor's agreement, it also made it permissible to use the unused funds from one programme within the budget head for other programmes of the department for DAPST.

5.1. The guidelines focus upon social inclusion and mainstreaming of the tribal communities whereby

- Ministries, States should ensure mainstreaming of the most vulnerable groups.
- Ministries/states promote institutional capacities at different levels for better utilization, effectiveness, efficiency and outcomes of the schemes
- Performance of States and Districts for social inclusion to be recognised and incentivized
- Ministries and States to address multiple vulnerabilities through convergence.
- Ministries/States to design new programs that are innovative in nature.

5.2. Change in Approaches

The TSP allocation over the years was lower than what is suggested, and in many cases, allocations were made in broad plans without taking into account their effects, particularly on the tribal community, and the allocations remained essentially hypothetical. Numerous urgent requirements of indigenous communities exist, but they have not been expressly taken into account by TSP allocations. A large sum was left unspent in the majority of the years, which is another critical issue.

The TSP has been renamed "allocation for welfare of Scheduled Tribes" under the new NITI Aayog guidelines, and it will now be determined from centrally sponsored initiatives and central sector schemes.

The TSP was renamed Scheduled Tribe Component (STC) by the Ministry of Finance after Plan and Non-Plan merged. 4.3 to 17.5 percent of 41 federal ministries and departments' annual scheme allocations must be set aside for the TSP in order to encourage tribal development, according to an order from NITI Aayog. The designated Central Ministries / Departments use TSP funds under their programmes for a range of development projects in the areas of education, health, agriculture, irrigation, roads, housing, drinking water, electrification, job creation, skill development, etc., in order to accelerate the socioeconomic development of the nation's Scheduled Tribes. Furthermore, state governments must distribute TSP funds proportionally to the total number of State Plans, based on the ST population in the State as of the 2011 Census.

Budget books were used to codify TSP funding and separate them from general programmes. As a result, it became possible to track the movement of funds for certain schemes. The state governments of

Andhra Pradesh, Telangana, Karnataka, and Uttarakhand gave TSP a legal mandate in response to these constructive steps.

5.3. Monitoring of STC

The monitoring of the STC plan was only given to the Ministry of Tribal Affairs in FY 2018–19, after the TSP was monitored by the former Planning Commission during 2017–18. With an emphasis on both output and results, the Ministry is keeping an eye on the STC component. The Ministry has an online site called the Scheduled Tribe Component Management Information System (STCMIS) that it launched in 2018. Through the portal, the Ministry keeps track of the money that is given or allocated for the welfare of the Scheduled Tribes in the Union Budget.

5.4. Tribal Development in a Saturation Mode Through Convergent Approaches

There has been enough allocation of funds under DAPST. It is observed that out of Rs. 70,772.24 crore allocated by the obligated 40 Ministry/Department, Rs. 31553.18 Crore has been allocated by the three Departments, namely Rural Development, Water and Sanitation, and Agriculture which contribute about 45 percent of the total Central STC Budget except for the Budget of the Ministry of Tribal Affairs. Therefore, these three Departments have a pivotal role in improving the socio-economic condition of the tribal communities in the country. The other major contributors are the Ministry of Health and Family Welfare, School education and Literacy, Higher Education, Drinking Water and Sanitation, and Women and Child Development. All these Ministries play a crucial role in improving the HDI as well.

The Ministry has prepared an Action Plan for comprehensive development of 36,428 villages in the next five years by taking one-fifth of the villages every year from 2021-22 to 2025–26.

5.5. Identification of Tribal Villages for Saturation

Ministry of Tribal Affairs based on Mission Antyodaya data of the Department of Rural Development and Census 2011, has done a gap analysis of 1,17,064 villages (as on 31.08. 2019) having 25 percent or more tribal population, in respect of 18 parameters. There are 36,428 villages that have 50 percent or more tribal population, with at least 500 tribals in the population. For filling gaps in these villages and for focused development of these villages, the Ministry has prepared an action plan under the scheme SCA to ITVD of the Ministry for comprehensive development of 36,428 villages in the next five years by taking one-fifth of villages every year from 2021-22 to 2025-26. The scheme is envisaged to undertake the developmental activities in these villages mainly through the convergence of funds available with different Ministries/Departments under STC, whereas the funds of the Ministry of Tribal Affairs which are available under the scheme of SCA to ITVD would be used for gap filling.

Such identification of villages would act as a baseline for planning and utilization of STC funds and will make the interventions focused and targeted.

5.6. The Schemes and Fund Flow

There are 28 Ministries that allocate INR 410000 Million per year under TSP through 58 schemes among them 39 are individual beneficiary oriented schemes.

The flagship programs for rural infrastructure development include NREGA for construction of roads, Bharat Net for internet connectivity and Jal Jeevan Mission for Piped water supply. The individual beneficiary oriented schemes include Ayushman Bharat, Scholarship schemes, Housing Schemes, Pension schemes, Dibyanagan schemes.

With the new guidelines, identification of tribal villages with the specific infrastructure gaps and monitoring of the STC funding by the Nodal Department both the efficiency and accountability has increased.

Under the ITVD scheme around INR 4000 million will be spent per year with an average of INR 40 to 50 million per village per year.

5.7. Convergence as the Game Changer

There is no dearth of funding and resource provisions under the STC component. With the new guidelines, identification of tribal villages with the specific infrastructure gaps and monitoring of the STC funding by the Nodal Department both the efficiency and accountability has increased. As the funding has become schematic it becomes much focused and easy to track the changes.

An analysis of the Minutes of the Meetings to review the STC funds and scope for convergence held with all the obligatory Ministries/Departments under the Chairmanship of the Secretary Tribal Affairs between 19th August to 28th October 2021 (11 meetings were held) provides a picture of the present state of implementation of the STC fund, the gaps and the scope for convergence. Some of the critical issues and gaps identified are as follows:

- The Central Ministries such as the Ministry of Housing and Urban Affairs provide funds to States that in turn do not maintain any data about beneficiary numbers and ST beneficiaries. The Ministry does not have the mechanism to capture physical progress.
- Allocations to States are not done as per the proportion of ST population of the states
- Even allocations are made under the STC component, for example for providing houses in States like Punjab where there is no designated ST population
- Ministry of Road Transport and Highways mentions problems with earmarking funds in proportion to the ST population

Funds under STC are not allocated as per the proportion of ST population by some Ministries and even if it is allocated most of them lack segregated data to capture the outcomes

- Department of Land Resources though are allocating funds as per the mandate but data on social categories such as STs/SCs are not being collected.
- Ministry of Skill Development and Entrepreneurship does not maintain any records about the status of employment of the people after training thus making it difficult to assess the outcomes
- Some Ministries like the Ministry of Textiles are neither allocating funds as per the proportion nor maintaining the ST data on beneficiaries.

5.8. Scope for Convergence/Alignment with Existing Programs and Schemes of Different Departments

The tribal community and the tribal habitats suffer from development deficits as mentioned in Chapter 3. As the tribal often live in isolated and remote areas they suffer from lack of basic infrastructure facilities like road connectivity, piped drinking water facilities, irrigation facilities, health and education infrastructure etc. Despite having rich natural resources and traditional knowledge, particularly on forest resources, they suffer from a lack of skills for processing and value addition to get connected with the formal market network, promotion and marketing of their products. They are suffering from loss of livelihood due to displacement, land alienation and degradation of the natural resources that have constantly been marginalizing them. The situation gets further deteriorated under the context of climate change.

With the new guidelines of the STC and the development of an enabling environment for review of the progress by the MoTA, the scope for convergence with different Ministries, schemes and programs has become more focused.

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An analysis of the Minutes of the Meetings reveals how, through convergence, the critical gaps of tribal development can be achieved under the STC component.

The meetings provided scope for exploring opportunities of convergence whereby MoTA has shared the list of ITVD villages with all the concerned Ministries for allocating their funds accordingly.

5.9. Covering the Infrastructure Gaps in Saturation Mode

Utilization of MGNREGS funds for the development of the targeted tribal villages for the construction of roads, houses, toilets, ponds and lakes are suggested. PMGSY funds can be used for the construction of roads.

To provide benefits to those tribal families that are displaced due to the development of the alternative lands provided to the families displaced from the building of dams may be connected with water under Har Khet Ko Pani Scheme as most of the families affected by the construction of dams are tribal.

As per the Rural Health Statistics 2019-20 published by DoHFW, there is a shortfall of 6602 Sub-Centres, 1371 PHCs and 375 CHCs in tribal areas as on 31st March 2020 at the all India level. It is also observed that as per the gap analysis of tribal dominated villages there is no Sub Centre in 6634 villages within the periphery of 10 kms. Such gaps can be overcome through the utilization of SCA to ITVD and STC funds available with DoHFW. Funds may be provided by MoTA for the establishment of health infrastructure under the programme/scheme of Grants under Article 275(1) of the Constitution and Grant-in Aid to Voluntary Organizations working for the welfare of Scheduled Tribes.

Need based planning for overcoming the deficits and gaps through the specific schemes of different Ministries under the STC would help achieving the goal of sustainable tribal development

Tribal villages are often remotely located and it becomes challenging to provide electricity in the villages. The scope for covering these villages with solar power through convergence with the Ministry of Renewable Energy provides a good opportunity.

There is no mandate to identify SCs/STs under the National Food Security Act (NFSA). However, the benefit is going to be 67 percent of the total population of the country. It can therefore be assumed that they are covering vulnerable sections of the society such as SCs and STs. The DoF&PD may issue guideline to States for saturating tribal villages by prescribing that a certain proportion of new licenses for PDS should be in tribal areas. Tribal SHGs and Van Dhan Kendras can be given licenses.

5.10. Issue of Livelihood Development

Implementation of National Rural Livelihood Mission in the tribal villages for Livelihood Development.

Another important suggestion was that the schemes having small STC allocation may be removed from STC and their allocations may be transferred to the schemes which provide specific benefits to STs and to converge the schemes in the identified tribal-dominated villages. One such scheme is the Pradhan Mantri Matsa Sampada Yojna which is very meaningful and in order to improve effectiveness of STC utilisation, the STC funds of other schemes may be transferred to this scheme.

The MSME may target and provide rural enterprises in tribal dominated villages, promote entrepreneurship and start-ups among tribal youth in convergence with MoTA schemes and implementing agencies such as NSTFDC and TRIFED.

The schemes having small STC allocation may be removed from STC and their allocations may be transferred to the schemes which provide specific benefits to STs.

5.11. Protecting Tribal Culture and Heritage

Ministry of Tourism sees the scope to promote tribal tourism and also tourism in tribal populated districts. The Ministry may ask for proposals from States under the Integrated Development of Tourist Circuits around specific themes (Swadesh Darshan) to focus on the tribal circuits and locations and provide funds for such proposals. In addition, there is scope to support tribal youths as tour guides in these tribal circuit and locations.

Ministry of Culture (MoC) has several potential areas and scope to intervene to promote Tribal culture, Tribal museums, Tribal traditions and way of life and preserve their old, traditional languages and actually can allocate more funds than prescribed by NITI Aayog for tribal culture, museums and preservation of tribal languages. The Ministry can also provide necessary technical inputs for construction of tribal museums.

Activities under the National Youth Leadership Program of the Ministry of Youth Affairs and Sports (MoYS) can be organized for tribal youth in Eklavya Model Residential Schools, Tribal Universities etc.

Convergence does not mean only convergence of resources. Identification of the issues/challenges/research needs by the Ministries in consultation with MoTA like research on Sickle Cell Anemia, GI tagging of tribal products to protect their geographical identities and boost the economic development that have direct impact on the ST population would make the program meaningful for overcoming the critical gaps. The proposal from MoTA to develop joint proposals with other Ministries for funding can be a real game changer. Similarly, through convergence with DARE, organic villages can be promoted in tribal villages and facilitation for Technology Transfer can be done.

Identification of the issues/challenges/research needs by the Ministries in consultation with MoTA that have direct impact on the ST population would make the program meaningful for overcoming the critical gaps.

5.12. TSP Implementation – Lessons Learnt from Different Studies

General:

It is generally easier to spend the allocated funds in the departments of P&RD, Women and Child Welfare, Tribal Welfare and other Welfare Departments. It is difficult to spend funds under TSP in case of Agriculture, horticulture, dairy and Animal Husbandry as lands are remotely located, no land or very small landholdings, marginal lands with no fertility and rocky terrain, no irrigation facilities, poor investment capability, low risk-taking nature due to economic status and lack of knowledge.

In the case of the Irrigation department, it is less as most tribes are landless or own very little and usually unfertile land. The proportionate expenditure has been shown under common infrastructure development.

The Municipal administration and industries, expenditure is shown based on BRO (Budget Release Order) since the investment is mostly on developing common infrastructure. It is difficult to split the expenditure also in urban areas as people are spread all over unlike in rural habitations.

STs under migrant labour are not charted as no specific statistics is available on them and generally no focused attention is laid on the subject.

There is no clarity on numbers. For example, outreach programmes and trainings where exact data cannot be segregated, usually 7 percent of the total expenditure is considered as having been incurred towards TSP in national level organizations.

STs under migrant labour are not charted as no specific statistics is available on them and generally no focused attention is laid on the subject.

The tribal development initiatives in Telangana were put into practise in 42 State departments. The Kalyana Laxmi scheme for ST brides, the approval of INR 2 million to ST students wishing to pursue higher education abroad, free electricity to ST households consuming less than 50 units per month, the provision of fine rice to social and tribal welfare hostels and residential schools, the allocation of adequate funds for renovation of social welfare hostels and residential schools, an increase in the cost of community hall construction, and the construction of a community centre were some significant schemes/programs.

Range of Activities Being Implemented Under TSP

Access to institutional credit is extremely low as there are negligible or small assets available with the tribes, especially forest dependants. Micro-credit availability can be one option for them till they reach a position where they can be enabled to own certain assets.

Constraints and Challenges for Implementation of TSP in Fisheries Sector

Government efforts (especially at the State and district levels) in implementing a proper planning and management-oriented marketing strategy are required for sustainable development of tribal fisher communities.

Most tribal fishermen farmers are to be sensitized towards scientific management of aquaculture and issues related to their adoption. New technologies for their growth and development need to be emphasized.

The main focus is on livelihoods improvement of the tribals through inland open water fisheries management, small scale fish culture, horticulture, backyard animal husbandry, integrated aquaculture and harvests as well as post- harvest technologies.

Present funding pattern under CSS scheme requires beneficiary contribution but as tribes are economically backward with limited source of earning, they find it difficult to contribute the beneficiary share.

Major constraints and challenges for implementation of TSP among the tribal population are:

- i. Inadequate Manpower: Tribal Welfare Department being the nodal Department for welfare of STs in the State, faces manpower shortages in several States with inadequate or no field level staff.
- ii. Interdepartmental Coordination: There does not exist a robust mechanism for inter-departmental coordination and convergence of resources with line departments.
- iii. Administrative Channels: Absence of single line administration as has been adopted by some of the States like Andhra Pradesh and Himachal Pradesh.
- iv. Lack of Technical Expertise: Adequate expertise to disseminate information amongst fishermen and fish farmers of tribal group is absent.
- v. Lack of Awareness: Need for creating awareness among tribals to take up the fisheries schemes. The response currently is not adequate.
- vi. Lack of Motivation: Tribal beneficiaries do not come forward to adopt new technologies due to lack of motivation and interest besides illiteracy, poverty and isolation.
- vii. Absence of an Effective Extension System: The Directorate of Fisheries lacks a dedicated extension wing for upliftment of the tribal population. A dedicated extension wing needs to be set up.
- viii. No quality technology inputs in adequate quantity: Technological interventions introduced in the sector are not reaching the vulnerable groups. The fish farmers are not being provided with quality seed, feed, etc. in sufficient quantity.

- ix. **Low Level of Investment:** Present funding pattern under the CSS scheme requires beneficiary contribution and as tribes are economically backward with limited source of earning, they find it difficult to contribute the beneficiary share. Therefore, very few States are able to implement the TSP plan and are constrained to surrender the funds to Government. The financial constraints tend to trigger a lack of intent for future investment by the tribal beneficiaries after receiving initial support from the Government and can prove detrimental for their future.
- x. **Lack of Credit:** Poor access to institutional credit due to issues of providing collateral security. Inadequate capacity building, managerial skill development and Exposure:
- xi. A major constraint for implementation of the tribal sub plan is lack of technical know-how along with lack of managerial skills for developing quality value addition products among the tribal communities. As they are first generation fish farmers, regular training and capacity building programmes for long term benefits to the tribal community are mandatory.
- xii. Dedicated institutions for tribal development like Integrated Tribal Development Project (ITDP) or the Integrated Tribal Development Agency (ITDA) and the Tribal Research Institutes are weak in terms of human resources and financial powers
- xiii. **Inadequate monitoring mechanism:** a dedicated monitoring unit at the State, district, block level should be established. The targeted groups must be guided and monitored through and post-implementation with adequate hand holding.
- xiv. **Challenges of Remote Areas:** Remoteness of areas like islands inhabited by tribes, absence of regular road and water ways connectivity to the interior areas of such areas

pose major challenges. Improper road connectivity is observed in some parts of the area.

- xv. Timely support: Financial sanctions and fund releases are to be done timely.
- xvi. Delays: The major constraints in implementing TSP under the fisheries sector are inefficient implementation, delayed departmental proceedings and non-adherence to timeliness in providing inputs.
- xvii. Improved technological interventions: An integrated technological agri-aquaculture in terms of abiotic and biotic stress management in crops as also horticulture, livestock, poultry and fisheries are required for enhancing agricultural production in tribal areas. Environmental enhancement, stock enhancement and replenishment, species enhancement and selection of right species, environmentally sound enclosure culture technologies, management enhancement, and integrated multi-trophic aquaculture can be explored for enhancing fish production

Government enhanced the subsidy for the ST population to 60% in case of the Plan States and 80% in the Northeastern and Himalayan States. The balance shall be beneficiary contribution.

5.13. Implementation of Fisheries Schemes under TSP/STC: *Examples from Telangana*

In addition to being a significant contributor to the rural economy and a source of low-cost, wholesome food, the fishing industry has long been regarded as a significant source of income and employment. The Government is determined to give States and implementing organisations unique budget plans for the Tribal Sub Plan (TSP) in order to make sure that benefits of any initiative exclusively go to the Scheduled Tribes community's intended beneficiaries.

As per the Niti Aayog the Central Sector funds are distributed in the ratio of General- 74.8%: SCSP- 16.6%: TSP-8.6%. During the 12th Plan 25% subsidy accrued to ST beneficiaries as subsidy on any project. Later the government enhanced it to 60% in case of the Plan States and 80% in the Northeastern and Himalayan States. The balance was beneficiary contribution.

The said financial pattern of assistance has been followed since the Scheme was launched on CSS- Blue Revolution and the same has continued in the present flagship scheme of the Govt. of India “PMMSY” (Prime Minister Matsya Sampada Yojana). Under the fisheries Sector the Central Government allocated budgets to the States and UTs. While preparing the State Action Plan the State Government distributed the activities and funds based on the ST population of the targeted areas.

States like Meghalaya, Mizoram, Tripura, Sikkim, Manipur, and Nagaland allocated nearly 50% of the funds to ST targeted groups including women beneficiaries. In case of UTs, the plan scheme provides subsidy assistance @ 75 % to the Scheduled tribes and 100 % for the primitive tribes for various components.

People in the district primarily make their livings by utilising the fisheries resources in the water bodies because fishing is one of the key pillars of the local economy. The government primarily supports rural development through fish production and other auxiliary industries, which creates rural employment and raises the socioeconomic standing of the fishers, who are the main contributors to fisheries output. Economically, tribal people are typically below the BPL threshold. Therefore, in order to transform the livelihood situation, technological and financial assistance as well as appropriate training and monitoring are needed.

There is great scope and flexibility to allocate funds and incur expenditure (NREGS and livelihoods activities especially) towards individual livelihoods and for common resources development

In the case of fisheries, it becomes difficult to make the expenditure since in most of the States, a majority of the fishermen population belongs to Backward Classes (BCs) and not Scheduled Tribes.

The Tribal Sub Plan was implemented by the government to facilitate the process of increasing production while concurrently developing the fisheries at the district level. While implementing the provision of feed, seed, etc. at reduced rates with the assistance of technical staff, the government also expands training and capacity building programmes.

Depending upon the allocation, expenditure can take place in forest and rural development departments but in the case of fisheries, it becomes very difficult since in most of the States, a majority of the fishermen population belongs to Backward Classes (BCs). The North East and Lakshadweep etc., have substantial ST population making it easier to spend the allocated funds in the fisheries sector.

Certain exclusive activities and components have been introduced under the “Neel Kranti Mission” for prosperity of the “Blue Economy” like saving-cum relief a “Livelihood and nutritional support for socio-economically backward, “active traditional fishers families for conservation of fisheries resources during fish ban or lean period”, housing for fishers, other basic amenities for them including drinking water facility, construction of community hall with sanitation, water supply and electrification as well as Group accident Insurance etc.

Under the PMMSY, the Entrepreneur model has been introduced which offers ample scope for innovation coupled with entrepreneurial skills for the creation of wealth and employment in the fisheries sector. Under the PMMSY 20% extra unit cost provision is extended for the Northeast Region and remote areas such as Lakshadweep, Andamans etc, where the ST population is majorly benefited.

In States like Telangana, the government order limits forming fishermen cooperatives only to notified fishermen communities (who usually belong to BC/OBC communities), hence making it difficult to involve STs in the formation of societies.

Specific State Regulatory Policies:

In States like Telangana, certain government orders are in place which are confined to forming fishermen cooperatives only with those communities recognized and notified as fishermen communities (usually BC/OBC communities), hence making it difficult to involve STs in the formation of societies. When some schemes are implemented only through cooperatives, it becomes difficult to cover the ST population as can be seen in the case of IFDS (Integrated Fisheries Development Scheme).

In the case of ITDA areas, fishermen societies have to be formed with STs only though fishermen communities which exist in small numbers in those areas, hence leading to conflicts. The end result is the inability not able to tap the water resources for the fisheries sector.

In the case of ITDA areas, fishermen societies have to be formed with STs only though fishermen communities which exist in small numbers in those areas, hence leading to conflicts.

5.14. Proportionate ST Population:

States like Kerala and others where ST population is substantially low, are complaining that they are not be able to spend the fund towards TSP allocation under CSS (Centrally Sponsored Schemes of GOI). They have to return the funds or seek permission to divert the funds for the general category.

5.15. Special or Specific Activities:

There are instances where specific activity-wise allocations are given. Examples of such situations were observed in the Sea Weed Park at Tamil Nadu. Most of the beneficiaries (women from fishermen families) belonged to other communities but the TSP/ST allocation was available. Hence, the State raised the issue that they would not be able to select ST beneficiaries or incur expenditure under TSP and alternative instructions be given for fulfilling the grant-in-aid conditions laid down.

5.16. Mixed Groups/Societies:

Domination of general category fishermen over ST fishermen in terms of leadership and pro-activeness has been observed. The same was noticed in the case of women self-help groups or Forest Protection Committees and the watershed committees.

TSP implementation in Rural Development:

It has great scope and flexibility to allocate funds and incur expenditure (NREGS and livelihoods activities especially) towards individual livelihoods and common resources development. The achievement would probably be much more than the actual proportion of ST population.

Examples: percentage of active ST wage seekers out of the total active wage seekers is about 20% and the percentage of wage payment to ST wage seekers is 23.11% in Telangana

To meet the demand and cover remote, scattered areas, additional technical assistants are employed and special green color job cards are issued to the primitive tribal groups in Telangana. It is reported that convergence with NREGS worked well in the rural development segment because of the flexibility the schemes have in planning at various levels i.e., State, district, mandal/taluk and GP levels. This kind of flexibility is lesser in other line departments schemes.

The Indira Jalaprabha experience under Rural development: Funding was availed under the RIDF scheme of NABARD to provide irrigation infrastructure to SC and ST farmers in assigned or other type of lands owned by them. It was noticed that most of the ST farmers owned very little land and that too in marginal and impoverished lands with undulating or rocky terrain the fertile land is has been the investment capacity to level their land and start

Most of the ST farmers own very little land in marginal and impoverished lands and do not have the investment capacity to level their land. Here convergence with NREGS has scope.

practising agriculture or horticulture. It is here, that the NREGS funds are utilized for leveling the land and RIDF funds were utilized for pooling the land of a group of farmers (4 to 10 depending on the land available, topography and groundwater availability) and bore wells/tube wells were provided. At times, this was combined with micro-irrigation scheme of Horticulture Department, thus achieving much required convergence to make the lands productive, enhance the land value, increase the income and above all give a sense of confidence in owning a worthy piece of land. Policies at the State level can play a major role in harnessing the funds under various schemes and utilizing them in an appropriate manner.

5.17. Gaps and Policy Changes Required to Improve Efficiency of Implementation of TSP

- (i) **Area based Planning:** Tribal sub-plan procedures that aim for region-specific growth and unique programmes for socially and economically more marginalised and vulnerable people have not made much success. Both the micro and macro levels of planning are inadequate.
- (ii) **Strategic Planning:** When developing a strategy, it is important to examine the strengths of the tribal community, the allocation of funding, the setting of physical targets to solve socioeconomic disparities between tribes and habitations, and the use of an equity-based approach. Priority must be given to the requirements of the Particularly Vulnerable Tribal Groups (PVTGs), and special emphasis must be paid to enhancing the circumstances for food security, health, and education in order to mainstream these sections. The plan establishes the TSP's priorities with an emphasis on long-term, steady improvements in connection to regional development.
- (iii) **Planning at Micro and Macro Level:** The absence of efficient micro planning that takes the viewpoint of the community into

Evolving appropriate frame for development to address inter-tribal and inter-habitation variance and inequalities in their socioeconomic status and fixing accountability of the service providers is the priority

account has been a significant weakness in tribal development programmes and administration. Developing a suitable framework for development with a focus on tribal people at the federal and state levels through the use of subplans, ensuring adequate quantification from State and Central Plan funds, and utilising budgetary mechanisms (such as separate demand and major budget headings) to ensure accountability, non-diversion, and full utilization

- (iv) Situation Based Policies: The various issues that tribal communities and areas face do not all have a standardised answer. In particular for vulnerable groups like Primitive Vulnerable Tribal Groups (PVTGs), Bonded Labor, Shifting Cultivators, Forest Villagers, Displaced Persons, etc., there is a need to acknowledge the uniqueness and design policies, programmes, and schemes to meet each individual circumstance.
- (v) Mechanisms for Post Evaluation: Critical analysis to determine whether the ongoing schemes and programmes have the ability to speed up the pace of STs' development and lead to the development gap's being closed in a time-bound way. To guarantee effective use of money, mechanisms, surveillance systems, and regulated MIS are needed. Analysis and critical assessment of implementation tactics, with emphasis on the efficiency of plans and initiatives
- (vi) There have to be in-built mechanisms and surveillance systems to ensure utilization of funds.
- (vi) Separate SoP to be made for smooth implementation of Tribal Sub Plan.
- (vii) Sustainability and prolonged Benefits: Need for post-implementation support to benefit tribals under any scheme. To ensure that the STs are integrated into all government schemes.

Analysis with critical evaluation of implementation strategies, in terms of effectiveness of schemes and programmes is the priority

- (viii) There is urgent need to enhance the capacities and capabilities of tribal farmers to obtain information from various sources.
- (ix) Majority of tribal farmers are marginal and small. Modern technologies need to be developed to suit their needs and requirements. Technologies user friendly, low cost and compatible.
- (x) Planning should focus on developing human capital aspects like better health care facilities, provision of good drinking water, better opportunities for education, etc. The plan has to capture the aspirations of the younger generation of the tribal farmers. There also is an urgent requirement to create a suitable environment for the transfer of indigenous knowledge from the older generations to the younger generation.
- (xi) Focus should be given on integrating tribal artisans like tribal artisanal fishermen involved in fishing craft, gear, nets etc. Need for encouraging skills in promotion of their products.
- (xii) Government should supply inputs like seeds, feed at least for 2-3 crops instead of one-time input cost for tribal BPL Groups.

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Implementation of Tribal Development Programs and Monitoring

There are a number of schemes implemented by the Ministry of Tribal Affairs for the development of the Scheduled Tribes in the Country. These are:

- i. **Grants under Article 275(1) of the Constitution:** According to the requirements of Article 275(1) of the Constitution, grants are provided to 26 States with a ST population in order to improve the standard of administration in Scheduled Areas and to benefit tribal people. States are eligible for 100% of their eligible costs to be covered by this Special Area Programme. The ST population's needs are taken into consideration when the state governments get financing to rectify the infrastructure deficit in sectors such as livelihood, drinking water, sanitation, and education.
- ii. **Special Central Assistance to Tribal Sub-Scheme (SCA to TSS):** SCA to TSS is a federal programme that provides 100% grants to state governments for projects in the areas of education, health, sanitation, water supply, livelihoods, skill development and Ashram Schools, boys' and girls' hostels, vocational training centres (VTCs), minor infrastructure, etc., in an effort to close the gap between the Scheduled Tribe (ST) population and other people.
- iii. **Development of Particularly Vulnerable Tribal Groups (PVTGs):** The Development of PVTGs Scheme includes 75 Scheduled Tribes identified PVTGs in 18 States and the UT of Andaman & Nicobar Islands for projects like education, housing, land distribution, land development, agricultural development, animal husbandry, construction of link roads, installation of non-conventional sources of energy for lighting,

Grants under Article 275(1) of the Constitution, SCA to TSS, Development of the PVTGs are released to meet the critical gaps of tribal development.

social security, or any other new project meant to improve the social and economic situation of PVTGs as a whole.

- iv. **Eklavya Model Residential Schools (EMRS):** In order to help Scheduled Tribe (ST) students in rural areas receive a quality middle and high school education so they can benefit from the reservation in higher education and pursue careers in the public, private, and government sectors, the Eklavya Model Residential Schools (EMRSs) programme was established in 1997–1998. The government promised to provide tribal children with the finest education possible in their natural environment in the Union Budget for 2018–19. To accomplish this, it has been planned that by 2022, there will be an Eklavya Model Residential School in each block with at least 20,000 tribal members and a percentage of STs greater than 50%. Eklavya schools will be similar to Navodaya Vidyalayas in that they would educate sports and improve skills in addition to having unique spaces to preserve regional art and culture. It is one of the Grants, according to Article 275(1) of the Constitution. A plan was created in reaction to the Budget release, and EFC reviewed and approved it. The Cabinet Committee on Economic Affairs (CCEA) decided to revamp the EMRS Scheme during its meeting on December 17, 2018, among other things.

The Eklavya Model Residential Schools having special facilities for preserving local art and culture besides providing training in sports and skill development can create an enabling environment for sustainable tribal development

Various scholarship schemes at the Pre Matric and Post Matric level are provided to aid education development among ST students as a direct benefit.

- v. **Grant-in Aid to Voluntary Organizations Working for Welfare of Scheduled Tribes:** Under the Grant-in-Aid to Voluntary Organizations Working for the Welfare of Scheduled Tribes scheme, the Ministry supports programmes in Education and Health, such as residential schools, non-residential schools, hostels, mobile dispensaries, ten-bed hospitals, etc.

- vi. **Pre - Matric Scholarships to ST students:** Students in Grades 9 and 10 can take part in the programme. The total amount of money a parent makes each year shouldn't be more than Rs. 2.50 lakhs. A scholarship of Rs. 225/- per month is given to day students and Rs. 525/- per month to boarders for 10 months of the year. Scholarships are given out by the State Government/UT Administration. Except for the North East and the Hills States like Himachal Pradesh, Uttarakhand, and Jammu & Kashmir, which get 90:10 funding from the federal government, all States get 75:25 funding. The way the money is split shows that UTs without a legislature get all of their money from the central government.
- vii. **Post Matric Scholarship to ST students:** The goal of the programme is to help Scheduled Tribe students who are taking post-secondary or post-matriculation courses by giving them money so they can finish school. All of the parents' income should not be more than Rs. 2.50 lakhs per year. The amount of the scholarship depends on the course of study and ranges from Rs. 230 to Rs. 1200 per month to pay for fees that schools have to charge. This payment is limited by what the State Fee Fixation Committee has decided. The Scheme is run by the governments of the states and the governments of the union territories. Except for the Northeast and the Hilly States/UTs of Himachal Pradesh, Uttarakhand, and Jammu & Kashmir, which get 90:10 funding from the federal government, all States get 75:25 funding. UTs that don't have a legislature get all of their money from the Central Share.
- viii. **National Overseas Scholarships for ST Candidates for Studying Abroad:** The Scheme offers financial aid to a limited group of students so they can pursue postgraduate, PhD, and postdoctoral studies overseas. Each year, 20 prizes are given out in total. 17 of these grants go to ST students, while three go to students from very vulnerable tribal groups (PVTGs).

To strengthen the minor forest produce based livelihood development there is the scheme for providing MSP to MFP and developing MFP value chain

Income from all sources for parents or families shouldn't be more than Rs. 6 lakhs annually.

ix. **National Fellowship and Scholarship for Higher Education of ST students:**

a. **National Scholarship – (Top Class) Scheme [Graduate level]:** The scheme's goal is to encourage deserving ST kids to enrol in any of the 246 top universities across the nation, including the IITs, AIIMS, IIMs, NIITs, and others, that the Ministry has recognised. A family's total annual income should not be more than Rs. 6.00 lakhs. The value of the scholarship covers living expenses, tuition costs, and book and computer allowances.

b. **National Fellowship for ST students:** Each year, 750 fellowships are offered to ST students who wish to pursue M.Phil. and PhD degrees in India. According to UGC standards, fellowships are awarded. (At now, JRF receives @Rs.25000/- and SRF receives @Rs.28000/-.)

x. **Institutional Support for Development & Marketing of Tribal Products/Produce (Central Sector Scheme):**

The Tribal Cooperative Marketing Development Federation of India Limited (TRIFED) is a Multi-State Cooperative Society that was established in 1987 under the Multi State Cooperative Societies Act, 1984 (currently the Multi State Cooperative Societies Act, 2002). It acts as a service provider and market developer for tribal products. It promotes tribal goods via a state-wide network of retail stores known as "TRIBES INDIA." As a capacity builder, it also offers

TRIs are supported by MoTA to carry out research, documentation, training and capacity building, promotion of tribal heritage and preservation of tribal art and culture

Allocation is made in two phases; 90% of the total budget allocation in the first phase and 10% in the second phase based on the performance. The fund may be diverted to other States if the State fails to submit the UC, report etc.

training to Scheduled Tribe artisans and Minor Forest Produce (MFP) gatherers.

xi. Mechanism for Marketing of Minor Forest Produce (MFP) through Minimum Support Price (MSP) and Development of Value Chain for MFP:

The Ministry of Tribal Affairs launched the "Mechanism for Marketing of Minor Forest Produce (MFP) through Minimum Support Price (MSP) and Development of Value Chain for MFP" scheme in 2013–14 to offer much-needed protection and assistance to Scheduled Tribes members and other traditional forest dwellers whose very survival depends on the collection and sale of MFP.

xii. Support to National/State Scheduled Tribes Finance and Development Corporations (NSTFDC/STFDCS):

An apex organisation called the National Scheduled Tribes Finance and Growth Corporation (NSTFDC) was established in 2001 with the sole purpose of fostering the economic development of the Scheduled Tribes. By offering financial support at low interest rates, the Corporation continues to act as a catalyst for advancing STs' economic development initiatives.

xiii. Support to Tribal Research Institutes (TRIs): The Ministry offers assistance to the State Governments through the Scheme to establish new TRIs where none previously existed and to improve the efficiency of existing TRIs. Financial aid is given to TRIs to carry out different activities to preserve and promote tribal culture and heritage throughout the country through research and documentation, maintenance and preservation of art and artefacts, setting up of tribal museum, exchange visits for the tribal people, and training and capacity building. The Ministry of Tribal Affairs, with the APEX Committee's agreement, grants all

funding under this scheme to TRIs based on need. The State Tribal Welfare Department is used by TRIs to submit their proposal, which includes a detailed action plan for the year and budgetary requirements, to the Ministry. There are cultural museums, libraries, training facilities, and research wings among the TRIs.

xiv. Tribal Festivals, Research Information and Mass Education :

The plan promotes the rich tribal cultural legacy, disseminates knowledge, and increases awareness. Tribal Craft and Food Festivals, Sports, Music, Dance, and Photo Competitions, Science, Art, and Craft Expos, Workshops, Seminars, Documentary Film Production by the Ministry and States, and Publications that highlight significant studies and document historical aspects of tribes are a few examples of how this is done. The MoTA has designated renowned NGOs, research institutions, and universities that have previously established themselves by doing ground-breaking research in the area of tribal cultures as Centres of Excellence in an effort to make up for the dearth of research on tribal concerns (CoEs). CoEs are anticipated to contribute significantly to the creation of the knowledge bank that would aid the Ministry in performing its duties more effectively.

Grants-in-aid under Proviso to Article 275(1) of Constitution of India is an additive to the State initiatives and efforts for Tribal Development.

6.1. Article 275 (1)

The Constitution of India provides as under: "Article 275. Grants from the Union to certain States:

- (i) Such sums as Parliament may by law provide shall be charged on the Consolidated Fund of India in each year as grant-in-aid of the revenues of such States as Parliament may determine to be in need of assistance, and different sums may be fixed for different States. Provided that there shall be paid

out of the consolidated fund of India as grant-in-aid of the revenues of a State such capital and recurring sums as may be necessary to enable that State to meet the costs of such schemes of development as may be undertaken by the State with the approval of the Government of India for the purpose of promoting the welfare of the Scheduled Tribes in that State or raising the level of administration of the Scheduled Areas therein to that of the administration of the rest of the areas of that State."

- (ii) Grants-in-aid under Proviso to Article 275(1) of the Constitution of India are a 100% annual grant from the Government of India to the States. It is taken out of the Consolidated Fund of India (except for grants for NE States, which are a budgeted item) and added to State initiatives and efforts for Tribal Development.

Dated April 23, 2020, F. No. 18015/06/2019-Grants from the Government of India's Ministry of Tribal Affairs lays out rules for how funds will be given out and how programmes and activities will be carried out under the Proviso to Article 275(1) of the Constitution of India.

The main goal of the Grant is to close the gap between the Scheduled Tribe (ST) population and the rest of society by promoting ST development through better access to healthcare and education, improving the level of administration in Scheduled Areas, providing basic amenities in tribal areas, significantly reducing poverty and unemployment through skill upgradation and other ways to make money, and setting up backward and forward links.

Article 275 (1) says that grants must be used to fill important gaps and that they are only meant to help the State's efforts to help tribal development. Any State that has told a ST about a ST can get a grant from this programme.

Criteria for Allocation of Funds: The proportion of ST residents in each State, the presence of tribal communities there, prior performance, and support for innovation for urgent needs and unique reasons are taken into consideration for allocating funding among the States under the Scheme. The budget is allocated in two stages: the first stage involves allocating 90% of the overall budget, based on a weighted average of the proportion of ST people in each State (as of the most recent Census) and the total ST population, and the second stage involves allocating the remaining 10%.

The allocation process in the second phase takes into account prior performance as well as support for innovation for urgent requirements as well as for other special objectives as determined by the Secretary MoTA in consultation with the IFD.

The General Financial Rules' provisions for the production of a Utilization Certificate and a Progress Report must be followed before any money can actually be released to the State. Funds that were previously assigned to States but have not yet been disbursed due to things like pending UCs, PPR, incomplete proposals, a lack of physical development, etc. may be given to other States.

This clause actually violates the rights of the indigenous population since it punishes the community by diverting cash to other states rather than the individuals in charge of carrying out the programme. This requires a second look.

6.2. Planning and Prioritization of Activities

The State Department in charge of tribal development will be the centre for programmes and activities related to tribal development. Both the line departments and the nodal departments must work together. The State Government will make a detailed plan that takes into account all sources of money so that it can be used as a guide for implementation. It is clear that the plan should include a strategy for addressing gaps and deficits in terms of relevant schemes, taking into account the strengths of the tribal community, allocating funding, and setting physical targets to address differences or inequities in their socioeconomic status between tribes and between settlements, all while sticking to an equity-based approach. The State must break the Perspective Plan into manageable yearly Action Plans and create annual plan papers that are in line with them. These papers must take into account all of the funds that will be available throughout the year, including those from the State Plan, the Central Sector, and any centrally supported programmes.

As a result, the guidelines unambiguously require the State to create a comprehensive plan by creating a synergy between several departments.

6.3. Institutional Mechanism for Formulation and Implementation of the Plan

A District Planning and Monitoring Committee (DPMC) with the following composition is responsible for preparation of the plan:

- (i) Dy. Commissioner / District Collector as Chairperson
- (ii) Project Officer of ITDP / ITDA as Secretary
- (iii) District level officers of concerned line Depts. as Members
- (iv) The DPMC may also have representation from local legislative and parliamentary constituencies.

The district-level plan is created by the DPMC and approved by the district planning committee. The DPMC is also in charge of monitoring the month-to-month progress of the programmes, activities, and grants covered by Art. 275(1) and communicating the Quarterly Performance Review Report to the nodal Department for review by the Executive Committee.

Additionally, on a weekly or quarterly basis, the Zila Parishad / Panchayat Samiti Level Panchayati Raj Institutions shall examine the implementation of ongoing development programmes / activities in various areas and send their findings to DPMC.

To coordinate with all the line departments, the PO's position in ITDA becomes vital. The PRI representatives' capacity building is also essential.

The Secretary of the Nodal Department serves as its Member-Secretary and the Chief Secretary serves as its Chairperson. All plans authorised by the DPMC are presented to the Executive Committee.

6.4. Critical areas

The fund is intended to close gaps in a number of development areas, such as education, health, drinking water, electrification, last-mile road and communication, financial inclusion, agriculture, horticulture, animal husbandry (AH), fisheries, dairy, and other primary sectors, in addition to income generation schemes to boost tribal household economies, etc. It is necessary to first prepare the village-wise baseline data base and prepare a plan that involves the communities at large.

The requirements also state that at least 33% of the project's beneficiaries must be women. This must be taken into account in the context of empowering women, not just in terms of numbers.

The objective and scope of SCA to TSP was expanded and now it covers both the family based employment-cum-income generation activities and the infrastructure which can also be run by the Self Help Groups (SHGs) or the Community.

There are provisions for enhancing the current ITDAs, creating new ITDAs, and financing specialised microprojects to improve administration in the tribal areas. There is a need for strategic planning for both the establishment of new ITDAs as per requirements and revamping the existing ITDAs in the context of development of tribal villages in saturation mode through the convergence approach. This is because there are sizable areas that are not covered under ITDA and as a result the benefits are not reaching the tribal communities outside the area.

6.5. Monitoring – Shift from Output to Outcome-Based Monitoring

The standards make it very clear how often the EC should meet and when its quarterly performance review report and annual report should be submitted. Additionally, it recommends that the State Nodal Department develop a thorough monitoring structure with well defined indicators encompassing fund allocation, release and expenditure, service delivery requirements, as well as outcomes. Different States must adhere to a common structure and understanding. To ensure openness and accountability, web-based monitoring is carried out through the portal. To do this, beneficiary lists are submitted to the portal along with geo-referenced photos and pertinent videos. Another method for ensuring that the targeted individuals have access to benefits is the release of funding through DBT under beneficiary-oriented programmes.

6.6. SCA to TSS

In addition to grants-in-aid, the State Tribal Sub-Plan (TSP)/Tribal Sub Scheme receives Special Central Assistance (SCA) from the Ministry of Tribal Affairs (MoTA). This is done while taking into account how many tribal members there are in the State. The intention and purview of SCA to TSP were widened with the launch

The need for having village specific baseline data and gaps is crucial. Instead of having a prescriptive approach the plan should be prepared and approved at the Village Level by the Gram Sabha.

of the tenth five-year plan. To fill in significant gaps in the TSP's family-based revenue producing activities was the initial objective and focus of SCA to TSP. It looked after the support system, which offered both family-run and community- or Self Help Groups (SHG)-run employment opportunities. The SCA funds are distributed to the ITDAs, Micro Projects, and MADAs/Cluster Pockets blocks to enable the implementation of the Infrastructure Development Schemes (IDS) and Income Generation Schemes (IGS) (IDS).

The program's objectives include enhancing human resource development (HRD) by expanding access to education and healthcare, enhancing the quality of life for tribal residents by providing them with services like clean water and sanitation, electrification, last-mile connectivity for roads and communications, market promotion, transportation, etc., and enhancing capacity through skill upgradation (subject to National Skills Qualifications Framework (NSQF) compliance).

6.7. The Guidelines for SCA to TSS during 2019 –2020 and onwards issued vide letter No F.No.18015/03/2019-TSP dated 17.9.2019 Criteria for allocation of fund

Considering the percentage of ST people in the State, the tribal region, previous performance and vulnerability/need.75 percent is distributed in the first phase and 25 percent in the second phase of the allocation process. A second phase allocation was made based on past performance, support for innovative projects, emergent needs, and other priority areas as decided by the Secretary, Ministry of Tribal Affairs in consultation with the IFD. In the first phase, it was allocated based on the proportion of ST population in the State as per the most recent Census and the proportion of tribal dominated areas (on a 2/3 and 1/3 weightage basis, respectively).

Allocation is made in two phases, 75 percent in the first phase and 25 percent in the second phase based on past performance, support for innovative projects, emergent needs and other priority areas as decided by the Secretary, Ministry of Tribal Affairs in consultation with the IFD.

With an emphasis on the priority districts designated by MoTA and aspirational districts defined by NITI Ayog, inter-district allocations were made by the States based on shortfalls in key development sectors. The Ministry of Tribal Affairs (MoTA) named 174 districts across the nation as priority districts.

6.8. Prioritization of Activities

Proposals for filling in the gaps in various development sectors may include actions to improve the quality of current Ashram Schools and Hostels, as well as covering the costs of current Vocational Training Centers (NSQF compliance) and educational complexes. The State government must ensure that overall, at least 33% of recipients are women, therefore plans that specifically target women beneficiaries are given priority.

Therefore, it is essential to have baseline data and gaps particular to villages. The plan should be created and approved at the village level by the Gram Sabha rather than using a prescriptive method.

The creation of a tribal village-level and tribe-specific data base may be required of the State Tribal Research Institutes. Their representatives are eligible for DPMC induction.

The most disadvantaged and neglected tribal populations in India are known as Particularly Vulnerable Tribal Groups (PVTGs). In 18 states and one UT in India, there are 75 such groups that have been identified. They live in dispersed hamlets and habitats in distant and secluded locations. Most of these groups are tiny in size, have made little progress in terms of social and economic development, and frequently live in isolated areas with subpar governmental and infrastructure assistance. Due to their distinctly varied social, cultural, as well as occupational habits and qualities, the Particularly Vulnerable Tribal Groups (PTGs) are regarded as a separate category. Regarding their pre-agricultural economy, extremely low

literacy rate, remote living, etc., the Primitive Tribes set themselves apart from other tribal societies.

6.9. Facts on PVTGs

To lessen their vulnerability, priorities are given to their protection and the enhancement of health, nutrition, livelihood, and educational inputs. The Government of India made the decision to establish and carry out specific programmes aimed at the all-around development of the Particularly Vulnerable Tribes during the fifth five-year plan period. The fundamental goal of the programmes was to provide them with service packages that were appropriate for their cultural, social, educational, and professional backgrounds in order to help them progressively integrate into society and improve their social and economic standing. As time has gone on, these programmes have grown more aggressively.

The Ministry of Tribal Affairs of the Government of India has begun re-examining the strategy for developing PVTGs during the 11th Five-Year Plan. This is being done with the goal of keeping their culture alive while also helping them get ahead economically (2007-2012). So, in the 11th Five Year Plan Period development strategy for the PVTGs, both cultural preservation and development have been given equal weight. The Conservation-while-Development (CCD) Plan tries to improve the PVTGs as a whole in a small way. It aims to meet the most important needs of the PVTGs by improving infrastructure and making basic facilities easy to get to. This will help:

- (i) Get rid of poverty
- (ii) Improve literacy
- (iii) Improve health
- (iv) Solve food security problems

- (v) Make life better
- (vi) Keep traditional culture alive

6.10. Guidelines of Scheme for Development of PVTGs (Issued 17.9.2019)

6.10.1. Objective

Using the habitat level development approach, the PVTGs can improve their social and economic situation while keeping their culture and history.

Under the Central Sector scheme, money is given out through two main parts: Grant-in-Aid and the Creation of Capital Assets. This programme is meant to fill in the gaps and help these communities get better. The State Governments work on projects that help the PVTGs in areas like education, health, and getting a job.

The scheme operates as a gap filling intervention targeted at upliftment of PVTG communities.

6.10.2. Scope

The scheme covers activities of all identified PVTGs and include:

- i. Development of livelihoods
- ii. Employment opportunities and economic development through agriculture, horticulture, animal husbandry, dairy, and skill building through vocational training
- iii. Education
- iv. Health
- v. Safe drinking water including preservation and development of springs and underground water reservoirs
- vi. Sanitation facilities
- vii. Recognition of habitat rights under FRA and development of land forest resources

- viii. Social Security
- ix. Housing and Habitat (preservation of traditional architecture)
- x. Last mile connectivity (Road and telecommunications)
- xi. Supply of electricity, solar power with provision of maintenance
- xii. Micro irrigation
- xiii. Preservation of culture, architecture, traditional medicinal practices and cuisine
- xiv. Sports including traditional tribal games and sports
- xv. Museums and memorials of the PVTGs
- xvi. Marketing of local made products like hats etc
- xvii. Other innovative activities for comprehensive socio-economic development

Resources for the activities must be tapped from other schemes of MoTA, CSS of line Ministries and schemes of the State governments, particularly from funds available under the State TSP/scheme TSP component, to ensure convergence of funds and manpower for the scheme. Funds under this scheme must be made available for the survival, protection and development of PVTGs. Funds for this scheme are for gap filling and expansion of the scope of proposed activities even if they have been covered under other schemes.

6.11. CCD Plan

The State Tribal Development, Social Welfare or any other department in charge of tribal development activities formulates plans for the PVTG community. The long term CCD plan (3 to 5 years) is with the approval of the Executive Committee chaired by the Chief Secretary. It identifies “Critical Deficit Area” and converges resources from line departments.

The State Nodal department need to formulate CCD plan through identification of “Critical Deficit Area” and converge resources from the line departments

The CCD plan should be prepared by adopting the habitat level development approach based on the inherent needs, skills and ground realities as well as incorporating the views of women.

The Executive Committee includes the Chief Secretary as Chairperson. Other functionaries are:

- (i) Principal Secretary of Line department
- (ii) Director TRI
- (iii) PS of Tribal Development – Member Secretary

The plan has to be prepared on the baseline study results. The activities need to be outcome based showing visible improvement in the human development indices and infrastructure. For implementation of the scheme micro projects are to be established in or near the PVTG habitation for focused development of the PVTGs.

The CCD plan should be prepared by adopting the habitat level development approach based on the inherent needs, skills and ground realities. The inputs of the Gram Sabha and views of women must be incorporated. Separate Mahila Sabha meeting must be held for this purpose. At least one third of the total beneficiaries must be women and girls.

To ensure effectiveness of the Scheme the following are essential:

- State Governments were given the flexibility of utilizing the funds using gaps identified through Base Line Surveys.
- The emphasis is on a micro plan approach through formulation of the Conservation cum Development (CCD) plans for ensuring conservation of culture and traditional practices of PVTGs.
- Physical progress of works approved under the scheme is monitored regularly.
- Impact assessment of the scheme must be undertaken by the Ministry and also by the NITI Aayog.

6.12. Bottlenecks to Implementation of Tribal Development Programs Among PVTGs

Awareness is necessary among tribals to take up fisheries as a composite scheme because the response is not adequate. This is largely due to their nomadic life style and lack of awareness of the fisheries sector. Other problems are:

- (i) Alcoholism and attitude of complacency.
- (ii) Tribal farmers are particularly interested in fish or pisciculture for personal or small scale consumption purposes rather than commercial practices.
- (iii) The tribals of Chhattisgarh reside in the Naxalite prominent dense forest areas because of which their access to beneficial schemes is low.
- (iv) The Reangs are the only PVTGs in Tripura. The unavailability of land and water bodies owned by them is a major constraint. Therefore, animal husbandry is preferred by the Reangs in Tripura.
- (v) The tribal Community is not aware of the different schemes operational in the same district. Convergence is a major challenge.
- (vi) The Directorate of Fisheries can be made aware of the various schemes operating in the State under different departments so that the officer in-charge can work towards convergence possibilities.
- (vii) The Primitive Vulnerable Tribal Groups (PVTGs) like the Great Andamanese, Onge, Jarawa, Sentinelese, Shompens, and Nicobarese are protected from social intermixing due to their vulnerability to various socio-environmental induced conditions. The reach of the Department and its various developmental and welfare schemes is limited to this group.

- (viii) The training and technology transfer in the fisheries and aquaculture sector has been poor due to the remoteness and isolation of these PVTGs.
- (ix) Eradicating malnutrition, through provision of sufficient dietary foods, supplements and safe drinking water. There is need to educate them for adequate health and sanitation.
- (x) Lack of awareness and understanding of schemes or provisions in schemes. Absence of pro-activeness and lack of essentially required capabilities.
- (xi) Remote location
- (xii) Existence of extremism and anti-social elements in certain pockets.
- (xiii) The collection of harvest or its procurement is done by the GCC (Girijan Cooperative Corporation), but sustainable harvesting is not looked into. Certification needs to be introduced.

The scarcity of adequate nutritional inputs has resulted in the occurrence of rampant malnutrition in the population

6.13. Improving Availability and Assimilation of Health Parameters of PVTGs of Odisha

The Tribal groups of Odisha, particularly the PVTGs (Particularly Vulnerable Tribal Groups) are severely challenged by malnutrition and health related complexities. These problems occur due to the absence of awareness of the stringent policy framework of Competent Authorities focused on amelioration of the tribal culture.

Health Related Problems of PVTGs of Odisha:

1. Tribes: Bondo, Didayi, Junags, Kutia Kondh, Lodhas, Kharias, Soura.

The PVTGs suffer from a series of diseases found rampantly like:

- (i) *Communicable diseases:* Tuberculosis, Hepatitis, Sexually Transmitted Diseases, Diarrhoea and Dysentery
- (ii) *Non-communicable diseases* like Anemia, Cirrhosis
- (iii) *Genetic diseases* like for Sickle cell Anemia
- (iv) *Parasitic diseases* like Malaria, Filariasis, Scabies, Intestinal Parasitism

Malnutrition due to geographical isolation and uncertainty of food supply amongst the Juang has led to prevalence of high mortality in the tribe mainly due to the depletion of natural resources.

2. Tribes: Pauri Bhuiyans, Kutia Kondhs, Bonda, Juangs

Rampant diseases persistent in these communities are:

- (i) Iron deficiency anemia
- (ii) Malnutrition
- (iii) Malaria
- (iv) Scabies
- (v) Diarrhea.

The systemic depletion of natural resources on which the tribals depend could be the major reason for their deteriorating health. Anemia among children and womenfolk among rampant is the Kutia Kondh tribal settlements.

The Mankidias and Lodhas suffer from Tuberculosis.

The Hill Kharias suffer from wide spread water-borne diseases among the Hill Kharias.

6.14. Challenges:

Scarcity of adequate nutrition-rich food, underemployment or unemployment with no recourse to sustainable resources. This also adversely affects the health of the population. Improper and unhygienic disposal of animal dung and household refuse handled to rampant contamination of the water sources resulting in malaria, skin infections and gastrointestinal disorders. Lack of awareness, due to illiteracy and the reluctance to accept and avail themselves of modern medicine has been observed among the PVTGs. Wide spread trust on traditional healers and fear of institutional delivery lead to delayed prognosis or terminal cases seeking medical attention. The fear of modern healing system is further perpetuated. This further supplemented by the tribal's firm belief in the magico-religious and ritualistic practices. This belief system comprises the traditional use of plants in various rites and rituals that are a part of folk medicine. Most tribal families perceive modern medicine as an alien concept because of which the traditional healers are the first preference for adopting a specific line treatment.

Factors Leading to Failures:

Factors to which failures have been attributed are:

- (i) Unavailability, inaccessibility and unaffordability of resources.
- (ii) Improper disposal techniques for refuse and excreta.
- (iii) Malnutrition attributed to subsistence economy and unbalanced consumption of vital nutrients.
- (iv) Non-acceptance of modern medicine.
- (v) Poor facilities for provision and practice of modern medicinal procedures as a sustained alternative to the tribal people in contrast to their own traditional system of health care.
- (vi) Corruption is a deterring factor. Restrict tribals from approaching medical aid outposts for fear of exploitation due to their ignorance.
- (vii) Failure of State institutions in delivering welfare measures.

6.15. Improving Livelihood Parameters of PVTGs of Odisha

The Particularly Vulnerable Tribal Groups (PVTGs) of Odisha inhabit geographically adverse areas of the Eastern Ghats and the Northern Plateau. The groups possess minimal land holdings and the population is largely landless with a majority of their livelihoods depending on shifting and rainfed agriculture along with collection of Non-Timber Forest Produce (NTFPs). This has led to severe socio-economic challenges for the PVTGs of this area. Poverty is rampant with severe food and nutrition constraints.

6.16. Challenges of the PVTGs in Odisha:

The PVTGs of Odisha are geographically located in the most unfavorable, inaccessible habitats and environmentally adverse areas of the State. This has constricted their livelihood generation options. The communities therefore have low resource base and lower annual income. They are dependant upon the forest produce and manual labour for livelihood generation.

6.17. Unutilized Development

Facilities Provided by Government.

The tribes depend on conventional agriculture. Their villages are drought-prone and lack watershed management. Indigenous agricultural practices have resulted in low productivity and depletion of natural resources. This hampers the livelihood activities. Some tribes like the Dongria Kondhs, Mankadias etc, traditionally follow a hunting-gathering economy.

Factors Contributing to Failures:

1. Traditional skills level is high (like the shifting cultivation etc.) but as advanced level skills are low most youth have

adopted migration as the route to alternative income generation.

2. The Mankirdia depend on NTFP exclusively as they are nomadic in nature. They are unable to assimilate the urban way of living.
3. The rampant poverty of the PVTGs has resulted in their being nutritionally deficient. They are prone to diseases due to their malnourished physical and physiological health.
4. The Dongria Kondhs rely heavily on forests using shifting cultivation, horticulture, collection of Minor Forest Produce), hunting and gathering for their livelihood and sustenance. The Kutia Kondh follow conventional agriculture practices along the edges of the forest for sustenance and livelihood generation. Due to inclusion of their habitat in protected areas, they have been forced to become agriculturists, although they continue to collect minor forest produce (MFPs). Systemic exploitation, degradation of the ecological resources and declaration of protected areas have strained their abilities to obtain NTFPs to supplement their livelihood.
5. Restrictions on entry into the forest and usage of Non-Timber Forest Produce (NTFPs) has made livelihoods generation a difficult task. Violation of human rights and subsequent tradition ordained livelihoods dependency of the tribal on forest has narrowed their option for income generation.

A major issue raised is the de-notified and nomadic communities' lack of proper enumeration and classification which made the planning and implementation of welfare schemes difficult

6.18. Factors Attributed to Success of Programs

1. Alleviated poverty and reduced migration and child labour by providing sustainable alternative sources of livelihood. This sustainable form of land-based, forest-based livelihood generation focuses on economic and nutritional security.
2. Augmenting rural water and land resources, changing irrigation, cultivation and improving agricultural

productivity. For e.g., Deployment of *Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)* through *National Rural Employment Guarantee Act (NREGA)*.

3. The micro credit system empowered tribal women, giving opportunities for financial inclusion to deal with financial matters pertaining to their family. Loans and debt were incurred for accessing health care, purchase of livestock and spending on social ceremonies and marriages.
4. Promote income-generating microenterprises. It has helped in the achievement of economic independence to some extent.

6.19. De-notified, Nomadic and Semi-Nomadic Tribes

The most defenceless and disadvantaged segments of Indian society are the De-notified, Nomadic, and Semi-Nomadic Tribes, as well as the Banjara communities. Prior to India's independence, these communities were referred to as "Criminal Tribes" in India, which encompassed both castes and tribes. Even yet, the Criminal Tribes Act of 1871 was quickly abolished. The members of these communities were still perceived by society as habitual offenders.

6.20. Problems of Identification and Overlap

The De-notified Tribes (DNT) and the Nomadic Tribes (NT) have never had access to or ownership of any private or individual land or homestead. Due to their "deep ecological linkages," these tribes freely utilised forests and grazing fields for their subsistence and residential needs. Many of them have carved out complex ecological niches for themselves and are reliant on different kinds of natural resources. Their options for a living were significantly impacted by altered ecology and surroundings.

One of the main things that people talk about is how hard it is to plan and carry out welfare programmes correctly because the de-notified and nomadic populations aren't counted and categorised correctly. Scheduled Tribes, Scheduled Castes, and Other Backward Classes are the names given to these groups of people (OBCs). Like the ST list itself, different States and sometimes even the same State list the same group in different ways. For example, the Vimukta Jatis and Nomadic Tribes (VJNTs) are considered Scheduled Castes in the Vidharba region of Maharashtra, Scheduled Tribes in the rest of the state, and Scheduled Castes in Andhra Pradesh, which is right next door.

In the same way, the Banjaras are considered Scheduled Castes in Karnataka, Delhi, and Rajasthan, Scheduled Tribes in Andhra Pradesh, Odisha, and Bihar, Other Backward Classes (OBCs) in Uttar Pradesh, and De-notified Tribes in Maharashtra and Tamil Nadu. The situation of DNTs is made worse by the fact that many groups are not on any list and can't get access to affirmative action policies and development programmes, even though they have been treated unfairly in the past and are still being treated unfairly today. These strange things have not been fixed.

Policymakers find it hard to come up with an effective way to help DNTs when they don't have reliable statistics about their population, where they live, and how they are doing in terms of development. People think that there are about 1500 nomadic and semi-nomadic communities and 198 De-notified Tribes in the country.

Members of the Nomadic, Semi-Nomadic and De-Notified Tribes, need special attention as their unique problems need special treatment. Steps to address their developmental issues include:

- (i) Provision of good hostel facilities, particularly for girls.

- (ii) Employment opportunities for nomadic tribes by providing loans for small enterprises.
- (iii) Landlessness is high among the denotified communities and in some places powerful people have grabbed land belonging to DNTs. There are also instances where businesses and government have taken over their land for developing project sites. The land belonging to the DNT should be restored to them.

For the nomadic tribes, a number of identification documents, including Ration Cards, Aadhar Cards, and other identity papers, must be produced and given. Apart from being effectively enumerated, they also need to be able to access government programmes and have a unique identity. These documents would make it easier for the populace to access basic necessities like food and health care, as well as other social safety nets and educational opportunities.

6.21. Education/EMRS

The Scholarship Division of the MoTA gives money to States, Individual Beneficiaries, and Institutes, according to set rules. Under these scholarship programmes, about 30 lakh ST students get financial help through DBT. The Ministry of Tribal Affairs offers the following scholarship programmes for ST students in the country.

- (i) **Pre-Matric Scholarship Scheme:** (Amount Released, Prematric, FY: 2021-2022 is INR 389.18 Cr).

This is a Centrally Sponsored Scheme that is run by the States and UTs. Students can apply online through either the State Scholarship Portal or the National Scholarship Portal. They make sure that students are eligible and that scholarships are given to those who are. Through DBT, the money is sent straight to their bank accounts. The Ministry sends money to

The Scholarship has two components, payment of compulsory fee charged by educational institutions subject to the limit fixed by the concerned State and payment of Maintenance amount varying from INR 230 to INR 1200 per month

the State Governments/UTs based on proposals that include a Statement of Expenditures, a Utilization Certificate, and data about the people who will get the money.

The main features of the scheme are:

- a) Applicable to students studying in Classes IX – X.
 - b) Parental income from all sources should not exceed Rs.2.50 lakh per annum.
 - c) Scholarships are paid @ Rs.225/- per month for Day Scholars and @ Rs.525/- per month for boarders, for a period of 10 months in a year.
 - d) Funds shared at the ratio of 75:25 between the Centre and State Governments and UTs and in the ratio of 90:10 for the North East as well as the Special Category States and UTs (the States of Jammu & Kashmir, Himachal Pradesh and Uttarakhand). For a UT without legislature 100% grant is given by the Centre.
- (ii) **Post Matric Scholarship Scheme:**(Amount Release. Postmatric), FY: 2021-2022; Rs. 1913.59 Cr).

This is a Centrally Sponsored Scheme that is run by the States and UTs. Students can apply online through the State Portal or the National Scholarship Portal, where eligibility can be checked and scholarships for eligible ST students are paid directly into their bank accounts through Direct Bank Transfer (DBT). This Ministry gives the money to the State Governments and UTs based on what they say they need.

6.22. Salient Features of the Scheme:

- It can be used by students taking any recognised course at a recognised school if they have at least a Matriculation or Class X.
- All of the parents' income should not be more than INR 0.3 million per year.
- The Scholarship is made up of two parts. First, you have to pay any fees that educational institutions charge, up to the limit set by the State. The second payment is the Maintenance amount, which can be anywhere from INR 230 to INR 1200 per month, depending on the student's course of study.
- Funds are split 75:25 between the Central Government and State Governments and UTs, and 90:10 between the North East and Special Category States and UTs and the rest (States of Jammu & Kashmir, Himachal Pradesh and Uttarakhand). Center gives a grant of 100% to UTs that don't have a legislature.

(iii) National Scholarship Scheme (Top Class) For Higher Education of ST Students⁶:

This is a Central Sector Scheme that the Central Government pays for and runs. ST students can use the scholarship to study in any of the 246 "Premier Institutes" of the country, such as IITs, AIIMS, IIMs, NIITs, etc., that have been chosen by the Ministry.

- a. Girls, Divyang, and PVTGs get the most attention.
- b. Every year, 1000 new students are given scholarships based on their grades in class 12.

⁶<https://scholarships.gov.in>

- c. The scholarship is given for the whole length of the course the student is taking.
- d. The total family income of the applicant should be less than INR 0.6 million per year.
- e. The scholarship covers tuition, living costs, and book and computer allowances.

(iv) The Scheduled Tribe Students Higher Education National Fellowship Scheme⁷

The Centrally sponsored Scheme a totally paid scheme of the Government of India is for obtaining an MPhil or PhD in:

- a) Higher education institution covered under section 2(f)/12(B) or 2(D) and 12(B) of UGC Act.
- b) Deemed Universities that fall in section 3 of UGC Act, 1956 which are eligible to grant-in-aid from the UGC.
- c) Institutions of higher education that are paid for by the Central or State Government.
- d) Institutes that are important to the country.

6.23. Special Aspects of the Scheme

- Every year, 750 new ST students are given a scholarship to pursue M Phil and PhD degrees. Selection based on Master's degree level grades.
- Girls, Divyagan, and PVTGs are given preference.
- The student will get the scholarship for the duration of the course they are enrolled in.

⁷<https://fellowship.tribal.gov.in/>

- Fellowships for M.Phil. and Ph.D. are available at a monthly rate of Rs. 25000/- and Rs. 28000/-, respectively.
- Fellows are also provided with guidelines-based contingency and HRA allowances.

(v) National Overseas Scholarship⁸

The Scheme provides for financial assistance to selected ST students to pursue Post Graduation, PhD and Post-Doctoral studies abroad.

- (i) Twenty awards are given out each year. There are 17 awards for STs and 3 awards for students from groups that are especially vulnerable (PVTGs).
- (ii) The selection is based on a list of people who did well in interviews that was made by an Expert Committee.
- (iii) After being chosen from the merit list, the student has two years to try to get into a university abroad.
- (iv) The total income of the parents or the whole family should not be more than Rs. 6.00 lakhs per year.
- (v) The scholarship includes the cost of tuition, a living allowance of USD 15,400 per year, an emergency fund of USD 1,532, a poll tax, a visa fee, medical insurance, the cost of air travel, and other travel costs.
- (vi) The scholarship is given out by the Ministry of External Affairs, which is then paid back by the Ministry of External Affairs.

⁸<https://overseas.tribal.gov.in/>

(vi) **Eklavya Model Residential School**

As on 1.3.2022 the total student strength was 85817 students of which males were 41305 and females were 44512. The total schools participating were 671 from 662 blocks.

6.24. Some findings from Tripura⁹

1. Boarding House Stipend for Tribal Students

Issue-1: Lack of Proper Accommodation: Several boarding houses were available in different sub-divisions but most of them were not in good condition in terms of infrastructure. Inadequate electricity, lack of electric equipment, poor drinking water and sanitation system was a common scenario. Students were not comfortable in terms of adequate and desirable food and lodging. They wanted to quit and move to another boarding house.

Issue-2: Lack of Medical Treatment Facility: Most boarding houses did not have even a dedicated First Aid kit. In times of emergency the students faced several problems. The representative had no funds for medical care for the students. Several boarding houses faced these problems.

Issue-3: Lack of Extracurricular Activities: Sports room, play ground and provision of sports kits for playing football, cricket etc were not available in all the boarding houses. Students were not attached to any kind of extracurricular activities. They were becoming socially and culturally excluded which affected their moral strength and psycho-social health.

⁹ Based on study conducted by the Tripura Tribal Research and Cultural Institute, 2016

Issue-4: Safety and Security Compromised: *Some boarding houses isolated being located were far from the main area. Students and warden of the boarding house faced insecurity due to absence of night guard.*

Issue-5: Deficiency in Improvement of Education: *The boarding house students were dependent on class lectures in school and sometimes these were not sufficient for them as there was no coaching centre attached to the hostel and school. This adverse affected their level of education. Most students were from poor families and could not afford private tuitions.*

Issue-6: Student Selection Mechanism for Stipend Faculty: *There were several students requiring boarding house stipend but were not getting it. The students are selected for the stipend were on the basis of a BPL card and not on the basis of their family income. There were lacunae in identifying needy students.*

2. *Madhyamik Dropout Coaching Center for Tribal Students*

Issue 1: Coaching Fee: *Some of the coaching centers took coaching fee which the students could not afford.*

Issue 2: Coaching Guide Not Sufficient: *According to the students, guidance on all subjects was required but was not being provided to the satisfaction level required because most of the coaching centers were running with minimal number of the required teachers.*

3. *Free Text Book Distribution For Tribal Students*

Issue-1: Providing only Text books: *The students received only text books from the school under the free text book distribution scheme. Text books, alone however, were not*

sufficient for completing and improving tribal education. The grammar books, note books and other books are also essentially required. It is because of this inadequacy that the students were facing problems and were bound to purchase the other necessary books from the open market on the basis of their own meager resources.

Issue-2: Loss or Damage to Books: In case a student suffers the loss of any books he or she does not receive a replacement and cannot afford to purchase one.

4. *Pre-Matric Scholarship and Post-Matric Scholarship*

Issue-1: Insufficient Amount of Stipend: Under the pre-matric and post-matric scholarship scheme school students receive a small stipend which is insufficient for continuing their education and it was only released once a year.

Issue-2: Permission for Obtaining Other Stipends: If any of the students were getting a pre-matric or post-matric scholarship then they would not be able to collect or apply for any other the stipend.

5. *Eklavya Model Residential School (EMRS) and Ashram School*

Issue- 1: Provision of Various Facilities: Bathrooms and toilets were inadequate and windowpanes were not clean. Supply of drinking water was irregular. Supply of water was insufficient for cleaning, washing, bathing and other purposes. Maximum number of schools were located far away from any medical facility or hospital. At times of emergency the students faced several problems.

Issues- 2: Lack of Extra-curricular Inspirational Activities for Students: All schools have playgrounds but they are not

suitable for practice of active sports because of their small size. The sports room, play ground were bereft of other playing materials like football, cricket ball, bats etc. in all schools. The students were not obtaining the benefits of any motivational extra curricular activities.

Issue- 3: Improvement in Teaching Methodology: *The students are dependent only on the class lectures in school which they find to be insufficient for their academic needs. No coaching centers are attached to the hostel and school. Most students belong to poor families and cannot afford private tuitions. Students are unable to understand the classroom teaching at the outset and required help. Maximum students agreed that appropriate teaching material was not being used in the teaching-learning process.*

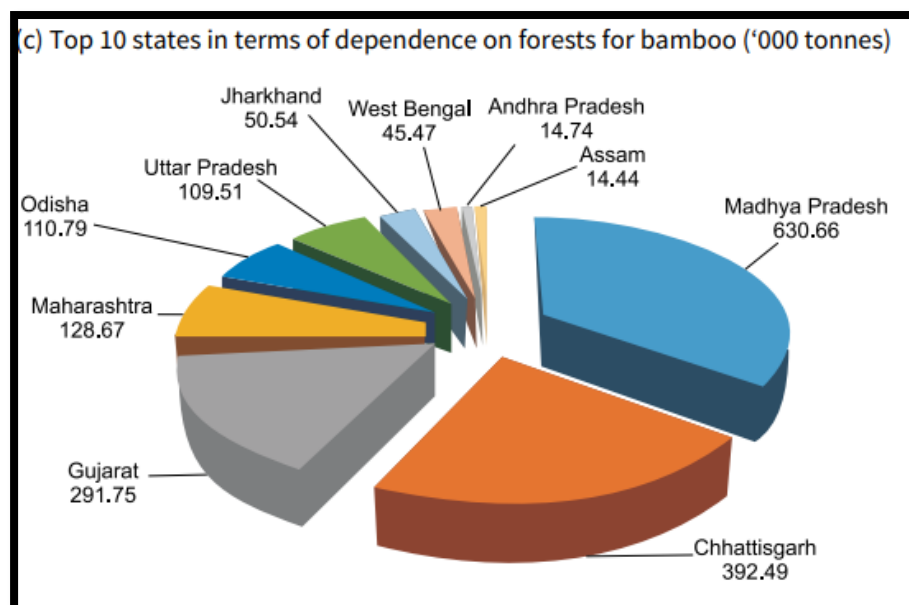
Issue- 4: Dissatisfaction with Food: *Students were not satisfied with the food served at the hostels. Dining halls were not fully furnished. The department followed the Navodayas management model but the per day allotment of EMRS and AS students was very less as compared to the Navodayas students' strength.*

Under the Tribal sub plan the incentives should be in-built and cultivation, harvesting and processing of green bamboo should be promoted. A subsector analysis should be done for developing strategy for marketing of MFPs

6.25. Economic Inputs of MFP to MSP: Role of MFP Federation, Challenges of Value Addition, Marketing etc:

The MFP Cooperative and Marketing (T&D) Federation in MP and Chhattisgarh have been successfully involved in value addition of MFPs. While Madhya Pradesh has hitech laboratory facilities and is making herbal medicines under the brand 'Vindhya Herbals', Chhattisgarh is more into local value addition and marketing of finished products like Honey, Amla Candy, Processed de-seeded Imli, Cashew Nuts, Chironji, etc to name a few. These are branded as "Chattisgarh Herbals".

Figure 6.1: Dependence on Bamboo



The present government has allocated additional MSP to a large number of minor forest products in addition to the Government of India products as an income generation activity in Chhattisgarh State.

The biggest source of rural economy is the bamboo-processing cottage industry which has not, been as successful as in the North East.

It is suggested that incentives should be in-built and schemes to promote cultivation, harvesting and processing of green bamboo must be promoted in the Tribal sub-plan for benefiting the tribal population.

6.26. Sub Sector Analysis for Developing Strategy to Market MFPs:

Each MFP has a niche market. Besides the local markets, specific regions and industry have a consistent demand. For example, Lac produced in Chhattisgarh has tremendous demand of the Paint and Chemical Industry in Punjab. A sub-sector market analysis to assess the demand and supply as per the requirement is essential.

Cultivation can be promoted of particular species to meet the gap and obtaining an assured market to encourage assured production so that the tribals can obtain a fair price for the produce.

Many herbal species like Asparagus (Satawar), Sarpgandha, etc. have ayurvedic relevance for medicinal purposes can be cultivated in cluster farming.

Conceptual Framework for Sustainable Tribal Development in Convergence Mode

Scheduled Tribes constitute 8.6 per cent of the country's total population but represent an enormous diversity and traditional knowledge system related to natural resources and their management¹⁰. The traditional tribal community institutions have evolved unique systems of conserving and managing the natural ecosystems and common property resources, which are now considered globally as the potential game-changer for developing climate change adaptation and mitigation strategies, ensuring food security and attaining Sustainable Development Goals. Sustainable development of the tribal communities is significant on the regional, national and global scale.

The Ministry of Tribal Affairs, the Nodal Ministry for tribal development in the country has formulated a Five Year Plan for data-based targeted interventions in 36,428 villages having 50 percent or more tribal population. The interventions result from the convergence of 20 Ministries, their flagship programs and revamping of the existing institutions like TRIFED. Implementation will be on mission mode to saturate above villages with the basic infrastructure facilities, improve tribal health conditions, knowledge-skill development of the people and ensured sustainable livelihood development. The STC component as well as the state TSS/SCA to TSS and Article 275(1) has been used by the different departments for tribal development related activities. MOTA, as the nodal department only has 3% of the total budgetary allocations for tribal development related programs and the rest are under the state budgetary allocations and by different Ministries¹¹. Implementation of tribal development related programs

Traditional tribal institutions for managing natural ecosystems are considered important globally to devise climate change adaptation and mitigation strategies

¹⁰kindly refer Chapter 1

¹¹Please refer Chapter 2

by any single sector in silo will not have synergistic effect to improve the tribal HDI. Deficiency in the functioning of any one sector will have negative implications on the output of other interdependent sectors.

A conceptual framework is proposed for developing an actionable strategy for Sustainable Tribal Development through convergence mode. This is in the context of the Five Year Goal of the Ministry of Tribal Affairs by positioning itself for improving the tribal HDI as aligned with the SDG targets.

7.1. The Strategy: Systemic Approach For Convergence of Interdependent Sectors and Enabling Policies for Sustainable Tribal Development

Achieving sustainable tribal development is essential for the improvement of HDI in the framework of SDGs. A radically different paradigm of organisational structure, repositioning of institutions, governance that breaks down sectoral barriers and focuses on synergies, and the convergence of funds and policy in the tribal landscape with participation of a wide range of sectors and stakeholders is required. The competency of the tribes needs upgrading to become self-reliant and proud-partners in the development process and not just beneficiaries.

7.2. The Rationale for Convergence Mode

Convergence of sectoral funds and services would provide technical support and also address issues of characteristic physical features of the landscape, the socio-economic issues, tribal societal needs and aspirations. Working together by the convergence of sectoral services can resolve many policy-related conflicts that affect land use, particularly FRA 2006 for forestry, agriculture, water catchment area, NTFP harvests, and value addition for sustainable livelihoods of the tribes. Unless all public sectors responsible for land-use

Implementation of tribal development related programs by any single sector in silo will not have the required synergistic effect to improve the tribal HDI. Deficiency in the functioning of any one sector will have negative implications on the output of other interdependent sectors.

management and over seeking policy converge services at the landscape and provide need-based funds on time, there can be no balanced achievement of conservation and economic development of the communities.

The yardstick of success of Sustainable Tribal Development is not the number of funds spent or infrastructure created. Instead, it is the HDI, community capability, gender equity, and the degree of conservation-based self-reliance of the tribal. The government has to meet the goals of safeguarding the tribal as per the Constitution and also meet the international commitments of the SDGs. Even CBD Article 8(j) recommends the same for the conservation and sustainable use of biodiversity of indigenous and local communities and encourages the equitable sharing of the benefits arising from the utilisation of such knowledge. The UNDP also states that HDI was created to emphasise that people and their capabilities should be the ultimate criteria for assessing the development of a country and not economic growth alone.

Therefore, the foundation of sustainable tribal development depends upon building the community's capabilities, providing them with enabling policy and support to conserve and manage the resources of their landscape and ultimately improving the HDI positioning.

7.3. Strategy for convergence of interdependent sectors for improving the HDI

It is a strategy designed to achieve changes in the way organisations operate, improving performance on the HDI. ***The Human Development Index (HDI) is a summary measure of average achievement in key dimensions of human development: a long and healthy life, being knowledgeable and having a decent standard of living. It is the geometric mean of normalized indices***

The yardstick of success of Sustainable Tribal Development is not the volume of funds spent or infrastructure created. Instead, it is the HDI, community capability, gender equity, and the degree of conservation-based self-reliance of the tribal

for each of the three interdependent dimensions- (i) Education, (ii) Access to resources and (iii) Health¹². The problem lies in the lack of coordination among these three critical players of HDI. ***Deficiency of any one sector, either health, education or livelihoods will adversely impact the HDI. Deficiency in any one sector will have a negative impact on the outcome of another sector.***

The critical question that arises to design and develop pathways for improving the HDI are:

- Since Gram Sabha is mandated as the constitutional body to identify the issues of development, prepare plans, facilitate its implementation and monitor the processes and outcomes. It will be a pre requisite to develop the capacity of the Gram Sabha as a primary stakeholder for tribal development. Therefore, awareness and competency building at the Gram Sabha level is the most important step. The purpose is to involve the community to understand their interdependence with the natural ecosystems like water, land, forest, and livestock and their importance in their life and livelihood. The vision of the Gram Sabha for the development of their village through conservation and development of these villages. Identify the existing institutions under the Gram Sabha and the proactive members within the Gram Sabha who will act as Community Volunteers for organising the community as development partners.

As Gram Sabha is not a homogenous unit and the interests of the people vary, therefore, Common Interest Groups (CIG) would be formed to focus on the specific interests, needs and skills.

One of the critical questions is to find out what kind of structure and governance will be appropriate at the PIA (Project Implementation Agency) level to meet the current situation of the tribal group and achieve Sustainable Tribal Development with specific improvements to the HDI

¹²Kindly refer Chapter 3

Ascertain if Gram Sabhas have the capacity for planning and management or professional support is required?

- What kind of structure and governance will be appropriate at the PIA (Project Implementation Agency) level to meet the current situation of the tribal group and achieve Sustainable Tribal Development with specific improvements to the HDI.
- The critical policy question is whether the planned structure and the results (outcomes - short-term, mid-term and long-term outcomes) can be achieved, given the human and financial resources
- The changes and skills essential to attain the outcome of improved HDI in the framework of SDGs
- Monitoring and evaluation processes to be designed timely corrective action for the intervention being implemented and whether gaps exist between the planned and achieved results
- A forum/ agency for participatory monitoring having a transparent and continuous process of collecting and analysing information about a programme, and comparing actual against planned results and evaluate how well the intervention is being implemented.
- Capture the data on a dashboard by the programme itself that can be compared with other action on the landscape

The determination of causality between the overall goal of HDI and a specific outcome of any single sector, say mitigation of malnutrition, or level of livelihood based on household income is

the key feature that distinguishes impact evaluation from any other type of assessment.

An impact evaluation would provide evidence on whether the changes observed are caused by the intervention of the convergence approach

The following section presents the framework for sustainable tribal development.

There are number of institutions like ITDA, TRIs which can take major role in facilitating implementation of sustainable Tribal Development and monitoring.

7.4. Repositioning and Organisational Restructuring of ITDA/TRI and Others

Repositioning of institutions, like ITDA and TRIs, which are competent to facilitate tribal development-related activities and can be involved as nodal agencies as STD-PIA at the district level with DPMC or any other mechanism. Repositioning of Five institutions, namely, the TRI, ITDA, Block administration, Eklavya Model Residential Schools, and TRIFED is envisioned.

The TRI - Repositioning of TRIs for MoTA funded projects is proposed. The TRI can reposition for a more prestigious and important responsibility of building the competency of the tribal community, facilitating the socio-ecological process, monitor the activities of different sectors, and help improve the HDI.

The role of TRI will be:

- to undertake action research for identification of the gaps and opportunities at the tribal landscape level and support the Project Implementation Agency, ITDA/BDO for preparation of the Integrated Tribal

Repositioning of the TRI as an action research based organisation for Tribal Development Management

ITDA with single-line administration, manpower and financial convergence can act effectively as one of the dynamic STD-PIA in TSP areas.

Village Development Plan. TRI for their research should be oriented to take up action research on Tribal Development Management.

- The TRI officials should be oriented on understanding Tribal Development Management and be oriented on Management principles
- TRIs should take up policy research and provide inputs for effective implementation of policies into practice to the for ITDAs.
- Collation of all the orders/projects/programs related to Tribal Development and capacity building of the ST Panchayat members
- Diagnostic evaluation and monitoring of different tribal development projects/programs to provide timely inputs for the implementing agencies and taking corrective actions.

7.5. The ITDA

ITDA – Presently barring a few States, the ITDA Project Administrators (PA) lack manpower for planning, implementation and monitoring of the activities of different agencies that are implementing the works.

The PA ITDA, in most of the States are below the rank of the District Collector which makes it difficult for them to coordinate with different line departments.

In most states, ITDAs have to depend only on CSS and CS schemes and no other department contributes their resources.

Despite an advisory is issued to the States by the Ministry to adopt a single line administration through ITDA for tribal development-related functions it is not as yet being adopted by most States. ITDA

BDO may engage Subject Matter Experts and NGOs as Support Organizations for the non TSP areas. CRPs should be developed at each village. Payments for the experts and SO should be performance linked

with single-line administration, manpower and financial convergences can act effectively as one of the STD-PIA¹³.

Data Management must be done at both the project level and at the State level.

Odisha has adapted a model of engaging Subject Matter Specialists (SMS) under PA ITDA who act as CEOs of the Project Management Unit and engage NGOs for facilitating organising the community mobilization, preparation of village development plans, monitoring and implementation of various activities.

Block Administration –The BDOs at the block level play a key role in the implementation of all development programs and have the access to and capacity for coordinating with the line departments as well as the Panchayat.

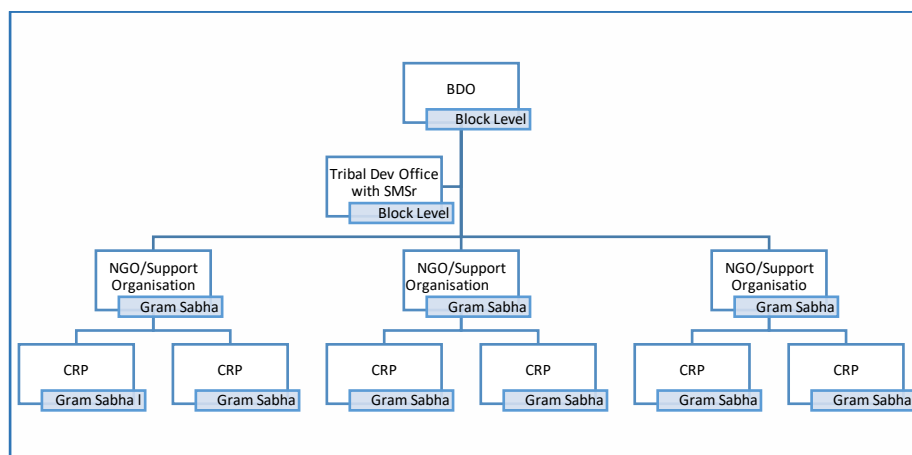
The BDO office should be manned with one Tribal Development Management Officer from the Nodal department for tribal development in the State. The BDO can also engage some Subject Matter Specialist in Agriculture, Animal Husbandry, Fishery, Forestry etc depending upon the local conditions and requirement.

The BDO could engage some NGOs for facilitating village level organisation of the tribal communities and formation of User Groups, registration of the groups, creating awareness and training of the communities, preparation of the tribal development plan at the village level and monitoring the implementation of the activities.

In each Gram Sabha few Community Resource Persons will be identified and trained for providing hand holding support to the communities and spearheading the changes at the Gram Sabha level.

¹³Please refer Chapters 2 and 4 for the details on ITDA

Figure 7.1 : Organogramme of Operationalization at BDO Level



The remuneration structure of the professionals must have in-built mechanism of performance linked payments. The persons/Support Organisations involved should have clearly spelt roles and responsibilities and with monthly attainment targets fixed by the Block/ITDA. The payments would be released against the completion of the tasks and not simply as a monthly remuneration. This would enhance the accountability and performance.

Tribal Youth as Human Resource and Change Agents: The tribal youth in India form a rich human resource in the central part and seven States of the North East of the country with its distinct socio-cultural traditions and institutions. They can be developed into a unique cadre as Change Agents for joining the mainstream of the country. This requires a national strategy to enhance institutional mechanisms for the development of the National Tribal Youth Cadre, on the patterns of NCC with adequate. Skill Development. Such endeavour would not only benefit the tribal youth but also serve in nation-building through socio-economic and environmental development.

The first step in the repositioning requires changing the motto of the Institutions, in terms of what they deliver as output and how this output becomes input for partner institutions.

EMRS—The Eklavya Model Residential Schools (EMRS) which aims at higher and professional courses and can play an important role in conducting awareness generation and practising development-related live projects. Activities involved in conducting a live project on tribal development by senior students will have two-fold benefits: firstly, raising awareness in neighbouring villages and secondly building confidence among students for Project Management experience¹⁴.

TRIFED – TRIFED can reposition itself to overcome the delay in setting up procurement agencies, create awareness about schemes, create training facilities particularly of women gatherers, as well as creating and strengthening the MFP value chain.

Repositioning of existing institutions like Anganbadi, PHC for the health and Primary schools for education with the added capacity to develop skills for monitoring of livelihoods and Agriculture-horticulture with NRLM for support for livelihoods. Subject matter specialists may be hired on contract with incentive-based payment.

7.6. Engagement of Experts for Preparation of Tribal Landscape Management Plan

FRA 2006: Forest rights holders need professional expertise to prepare a management plan and monitor forest sustainability.

Section 5 of the Act demands forest rights holders to not only protect wildlife, forests, biodiversity, water sources, maintaining ecologically sensitive areas, and cultural heritage but also comply with the decisions taken at the Gram Sabha level¹⁵.

According to the Forest Rights Act, the Gram Sabhas must create a conservation and management plan for communal forest resources to

Examples from different States reveal that Gram Sabha needs professional support to effectively discharge their duties under section 5 of FRA 2006 and reap the true benefits of the Act

¹⁴Please refer Chapter 2 and Chapter 5

¹⁵Kindly refer Chapter 4

ensure their equitable and sustainable management. Without expert assistance, the Gram Sabha will find it challenging to create a management plan that takes ecologically sensitive areas into account, maintains water regimes, prepares a plan for biodiversity conservation, manages important wildlife habitats, manages NTFPs and develops a plan for their non-destructive harvesting, as well as negotiates with the forest department for integration with the working plan/management plan of the forest

D The problem has been noted in numerous studies.

The case study from 14 villages of Vidarbha region of Maharashtra highlighted how with support from NGO alliances and grassroots level organisations, the Gram Sabhas have shown keen interest in the introduction of scientific approaches to harvesting NTFP and the sustainable conservation of forest sources (Sahu 2020)¹⁶.

The lack of knowledge and skills of the implementing agencies could not deliver the expected outcomes such as PBR at the local level

Mapping the System of the pattern of the interdependent and interconnected parts or interdependent policy or the sectors which operate for a common purpose or goals is important because the change in one part will have an impact on many others which are interconnected and interdependent.

Decentralise decision-making processes with verifiable, objective quantifiable indicators to assess output with performance-based incentives.

¹⁶<https://www.atree.org/projects/action-research-and-policy-support-community-forest-resource-management-central-india><https://practiceconnect.azimpremjiuniversity.edu.in/governance-mechanisms-in-the-forest-rights-act-2006-a-review/>
<https://www.epw.in/journal/2020/18/special-articles/implementation-community-forest-rights.html>
http://nirdpr.org.in/nird_docs/srsc/srsc310820n.pdf
<https://www.epw.in/journal/2020/18/special-articles/implementation-community-forest-rights.html>

7.7. Process of Repositioning

First, the repositioning requires changing the motto of the Institutions, not in terms of what they do but rather what they deliver as output and most importantly, how this institution's output is input to the connected partner institutions.

Second, it requires redesigning of different public sectors who are like the Silo, which is known to be working in its own tower, into a functional organisation with cross-functional teams. That means the number of Silos has to work as a team in the game to win the score, say HDI of the team not the score of the silo alone.

Third, reduce costs and cycle times with the use of technology, Dashboard to improve data dissemination and decision making.

Fourth, decentralise decision-making processes with verifiable, objective quantifiable indicators to assess output with performance-based incentives.

Repositioning, and reorganising the structure of the institution is not simple, and straightforward. It requires systematic study and familiarization with the Management of Change. It requires experts from the fields of Management and Organisation development.

Sustainable Tribal Development requires a professional equipped with managerial skills as well as just academic acumen.

7.8. Proposal for a District-Level Project Monitoring Committee

In a district, different kinds of projects, programs, and schemes for tribal development are operationally viable. Some programs are directly funded by the centre others are routed through the State, and district and then to the blocks. Different types of strategies for convergence of funds and sectors are discussed as follow:

Development of a Cadre of a new breed of Tribal Development Management Service at the State and Central Level

Sustainable Tribal Development requires a professional equipped with managerial skills as well as just academic acumen.

A cadre of Tribal Development Management Services

Many institutes in the country conduct different types of courses for Tribal Studies and a few for 'Project Managers for Sustainable Tribal Development Management' for bringing operational effectiveness to implementation of programmes and projects of tribal development. These require fostering the convergence of sectoral projects on the tribal landscapes for inclusive growth. This entails a cadre with managerial competency to involve the tribal stakeholders as partners. It also requires skills in financial management for exploring funding opportunities and preparing funding proposals, donor briefings and presentations in support of resource mobilization in the context of SDG and HDI. Such a cadre can be trained along the lines of the Administrative services. They should be paid a special pay package.

While 10% 8.6 percent of the total population of the country are tribals and occupy about 1/3rd of the total landmass of the country including its forest resources. There are 705 tribal communities with several communities which are waiting for inclusion (as their cases have been recommended by respective State/UT Government. The tribal communities have diverse cultural practices and their problems are varied¹⁷. Tribal language pose barriers to communication. A completely different approach is required for planning programs and implementing those. The study team experts felt that like the IAS, IPS, IRS and all India services there should be a specialized category of ITS (Indian Tribal Service). Such incumbents can then be posted in tribal areas and be involved in the drawing up of appropriate

¹⁷Please refer Chapter 1

plans/programs for their effective implementation. Such a cadre has already been in existence in some States of the country and should also be included in the State Civil services as a State Welfare Service Cadre. Policy decisions may be considered as this will step will go a long way in appreciating, addressing and handling tribal issues more effectively.

Some short courses may be organised along the following module outline:

- Enhance an understanding of the tribal landscape, ecosystem, tribal culture and ethos for obtaining clear perspective of the ethnographic profile.
- Familiarise with Acts and Policies like the FRA, PESA, and Biological Diversity Acts which are directly related to tribal development.
- Application of Systemic approaches to Ecosystem Restoration for conservation-based sustainable livelihoods.
- Develop skills to raise awareness, facilitate social change, build the capacity of the tribal community in the given Forest Mosaic landscape for adoption of appropriate technology, develop linkage with public functionaries, converge resources for sustainable livelihoods and thereby improve the health system.
- Build upon adequate skills to prepare and implement integrated development plans with Public Private Partnerships mode (PPP) wherever available.
- Develop competence in project management and financial management.

Despite the availability of funds, what is lacking is comprehensive need-based planning at the village, block, district and State levels through the pooling of resources from all available sources, their timely implementation and monitoring

- Develop good communication skills and capacity in Participatory Action Research, document preparation, and presentation to clients for CSR funding

7.9. Special allowance for Serving in Tribal Areas

A Special Allowance should be provided for serving in the remote tribal areas with some additional incentives for serving more than three years in the remote tribal areas for the Tribal Development Management cadre.

7.10. The systemic approach will help to map the causal chain patterns:

Once the STD-PIA is established the operational plan will be at the site of execution.

The first step is mapping the features of the landscape with its pattern of interdependent and interconnected components of habitats; forests, water, agri-pasturelands, livestock on the one hand and understanding the interlink of the sections of different Acts like the FRA 2006, Biodiversity 2002, CAMPA 2016, Forest Conservation 1972 and other policies which has a direct implication on the management or micro-planning of sustainable livelihoods, SDGs and other aspects of tribal development of the given Gram Sabha. It is a fact that none of the Acts can be effectively implemented in isolation¹⁸.

The second step is understanding the tribal culture, belief system; totemism in particular, whereby tribes relate their identity with forests, trees, or natural habitats as spiritual beings¹⁹. All such elements of culture and institutions have to be studied to facilitate building competency of the community for the adoption of

An institution at the District level with a larger goal of district-level HDI in the framework of SDGs with several players/ sectors of sub goals responsible for Health, Education and Conservation based livelihood is needed

¹⁸Please refer Chapter 4

¹⁹Kindly refer Chapter 1

appropriate technology, following national policies for socio-ecological change that brings about STDs. Similarly, any change by public functionaries that brings about ecological change will change the lifestyle and social institutions, and cultural practices.

The third step of the strategy is to have well-defined subsidiary goals, objectives, and deliverables of each interdependent sector in such a way that one sector can foresee the consequences of its action as an impact on other sectors.

The fourth step is to develop a mechanism for participatory monitoring through simple, yet scientific criteria and measurable indicators to assess the progress on each subsidiary's goals.

A ‘Bilateral Matching Institution’ with the strategy of having a built-in mechanism for facilitating social change as the primary requirement for adoption of appropriate technology in the framework of Constitutional Acts and policy.

7.11. Convergence of Fund of Interdependent Sectors Responsible Directly for HDI and SDGs

There have been appreciable enabling Constitutional supports in terms of policies, Acts, and initiatives by State governments and central Government, with adequate funds, STC-TSP, Article 275 (1) and several others to support the development of infrastructure, opportunities and allied avenues for tribal development²⁰.

Despite the availability of funds, what is lacking is comprehensive need-based planning at the village, block, district and State levels through the pooling of all available resources, timely implementation and constant monitoring. One of the critical strategies for tribal development is through TSP – STC whereby the Ministries and the State governments are committed to earmarking the resource

Examples shows how the synergic actions of the departments of Tribal, Rural Development, Panchayats and Planning Departments as well as the Governor's office can empower the community and bring about tangible socio-economic changes

²⁰Please refer Chapter 5

provisions of their schemes in proportion to the tribal population. A comprehensive and holistic plan for sustainable tribal development in tribal villages can be prepared by identifying available schemes of different Ministries/departments and resources. The funding for primary health, agriculture, horticulture, fisheries, animal husbandry, forest and skill development will be converged with the single line administrative agency for tribal development which is responsible for implementing the plans, fund utilization and monitoring the program.

An institution needs to be in place at the District level, for overall planning say DPMC with a larger goal of district-level HDI in the framework of SDGs with several players/ sectors of sub goals responsible for Health, Education and conservation based livelihoods. The focal goal is the improvement of the HDI of the tribe in the given landscape where three sectors Livelihoods, Knowledge and Health systems work collectively.

Convergence Initiatives Under FRA in Maharashtra

"In addition to the tribal development department, the planning department, and the rural development and panchayat raj department, the governor's office has been very important in making sure that the importance of CFR is recognised and put into practise in Maharashtra." In the years 2008–2018, these four departments issued a total of 87 orders to speed up the process of putting the CFR into place and to provide resources and institutional support after recognition (Sahu et al 2019b). This included an order to set up a Convergence Committee at the District level to connect line department schemes with Community Forest Rights holders; special grants to Gram Sabhas to make community forest resources management plans; seed grants to Gram Sabhas to get rid of NTFP; and regular training and capacity building programmes for the Sub-Divisional Level Committee (SDLC), District Level Committee (DLC), and Line Department Officers on forest rights. Most

*importantly, they were against any policies at the State level that were in conflict with the FRA and tried to affect its letter and spirit. These and many other orders have given forest dwellers a lot more hope that they will be able to claim their rights over forest resources. In the same way, the order from the rural development department on February 16, 2015 gives Gram Sabhas in Fifth Schedule Areas choices about how, where, when, and to whom they can sell their "kendu" leaves. In the same way, on May 16, 2018, the Planning Department in Maharashtra issued an order to give money to Gram Sabhas in Fifth Schedule Areas to use and get rid of NTFPs. In the past few years, the Governor of Maharashtra has changed a number of state and federal laws to protect and improve the rights of tribal people. These notifications made sure that State NTFP rules were changed to help tribal communities. They also made sure that State laws met the requirements of PESA, gave Gram Sabhas the power to make decisions about selling land and protecting commons, and changed provisions to make sure devolution to Scheduled Area Gram Sabhas met the requirements of PESA. In 2013, a separate tribal cell was set up in the governor's office to do studies or surveys on socio-economic indicators to find out the status of the tribal community and the effects of government welfare measures like forest dwellers' rights to NTFP."*²¹

There needs to be a comprehensive strategy for capacity building and training of the professionals of the Nodal department and agencies and PRI functionaries through Compulsory Training on Tribal Development Project Management.

7.12. Capacity Building of Government Functionaries and PRI Members

The government functionaries of the tribal development department/Nodal Department need to adopt a trans-disciplinary approach to understanding the tribal development issues, planning

²¹<https://www.epw.in/journal/2020/18/special-articles/implementation-community-forest-rights.html>

and implementation of the program. There needs to be a comprehensive strategy for capacity building and training of the professionals of the Nodal department and agencies through Compulsory Training on Tribal Development Project Management.

Another key factor in planning, implementing and monitoring the tribal development programs are the Panchayat and Gram Sabhamembers. Hence, capacity building of the PRI functionaries is crucial.

The Parliamentary Committee for Welfare of Scheduled Castes and Scheduled Tribes also recommended developing a manual with a compilation of all the guidelines issued by NITI Ayog from time to time in regional languages for training the field level officers. The State TRIs can be involved in developing the manuals and organising training for the stakeholders.

The case study from 14 villages in Vidarbha region of Maharashtra highlighted how the empowered Gram Sabhas have played a crucial role in shaping the agenda and priorities of local and district administrations and prescribed the integration of different line department schemes to converge at the Gram Sabha level.

7.13. Involve Tribal as Partner in Participatory Tribal Landscape Development Plan

Participatory development involves the community as a partner and not as a mere beneficiary, to foresee the benefit of conservation and loss due to degradation and destructive harvesting. It requires conservation strategy and adopts non-destructive harvesting practices through 'Trade-off' analysis. The Forest Rights Act 2006, and Biological Diversity Act 2002 call upon integrating the conservation and management plan of the Community Forest

Resources which can be part of the broader tribal landscape development plan for Sustainable Tribal Development²².

7.14. Scope for Converging Resources Through Central and State STC²³

Ministry of Tribal Affairs (MoTA) is the nodal Ministry for overall development of tribal people but has only about 3% share of the total financial resources available for tribal welfare across the country. About 17% of such funds rests with other Central Ministries / Departments and remaining 80 percent remains with the State Governments.²⁴ A strategy for convergence of both policies and resources is necessitated to achieve the goal of sustainable tribal development in a concerted manner²⁵.

One of the critical strategies for tribal development is through TSP – STC whereby the Ministries and the state governments are committed to earmarking the resource provisions of their schemes in proportion to the tribal population. Various studies have highlighted the shortcomings of the TSP implementation and since 2017 there has been a major change introduced by changing the earmarking norms of TSP, renamed STC, from the overall budget of the department to make it schematic. The development of financial provisions under the STC component with the 41 Ministries for Sustainable Tribal Development through convergence is spearheaded by MoTA. The STC component provides the highest opportunity for convergence. With MoTA monitoring the STC implementation the efficiency and accountability of different Ministries visibly increased. It is important to develop a common vision and goal for

State level data base needs to be created by the Nodal Agency based on the tribal landscape development plan.

MoTA can develop separate SOP for implementation of STC components, Article 275(1), SCA to TSS grants and share it with the State governments. The monitoring indicators for projects should align with the stages and steps of the SOP.

²²Please refer Chapter 4

²³Please refer Chapter 6 for details

²⁴(F. No. 11015 / 01 / 2019 – STC, MoTA)

²⁵Please refer Chapter 5

sustainable tribal development by involving Ministries with clearly defined criteria and indicators for monitoring the outcomes.

What is of utmost importance is to build the capacity of the Nodal Department, the STD-PIA and the Gram Sabha to prepare a holistic and comprehensive Tribal Landscape Plan at the village level. It would identify all the issues, challenges and gaps, classify the Gram Sabha as per inherent vulnerabilities for equitable sharing of benefits and access to different projects and programs. Baseline data of each family in the Gram Sabha, their existing access to different programs and schemes and potentials for inclusion under various projects/schemes for achieving the saturation targets set by the Ministry. Such plans would be collated at the district level by the DPMCs and at the State level by the EC for convergence of resources from different sectors and need based allocation of funds under the STC component.

MoTA can develop separate SOPs for implementation of STC components, Article 275(1), SCA to TSS grants and share them with the State governments. The monitoring indicators for projects should align with the stages and steps of the SOP.

7.15. Creation of Village-Wise Data Base at State Level to Identify Critical Gaps

The SCA to TSS, Article 275(1), TSP funds are meant for filling critical gaps but this is not the practice. State level data base needs to be created by the Nodal Agency to identify the critical gaps in different tribal habitats. The Annual Action Plan is made by the Nodal Agency and convergence of resources is done with line departments under the STC and other grants.

7.16. Understanding Landscape Features in Pattern of Watershed Projects

The salient features of the landscapes of each tribal village/hamlet are to be studied following the pattern of the watershed project. Satellite images will be used for understanding the basic features and status of degradation to be validated empirically.

Awareness of importance of conservation and preparation of natural resource management plan in collaboration with government functionaries.

Capacity building of community resource persons for resource management and sustainable livelihood development.

Participatory Rural Appraisal and SWOT (Strength, Weakness, Opportunity and Threat) Analysis of the tribal village/hamlet is conducted by involving the Gram Sabha whereby the existing resources, their status, and drivers of degradation will be identified and a plan of action made to overcome the challenges by involving the community²⁶.

Springs the Lifeline of Tribal Development: Springs are groundwater-dependent sources from aquifers or water tables and hold cultural significance for tribal cultures throughout the world. Thus, they play a vital role in the health and longevity of the community as well as for the ecosystem as a whole. In fact, there are a large number of potential/perennial springs in the tribal pockets of the country. Often in the hilly terrain these are seldom tapped for enhancing the source for sustainable livelihoods by way of providing irrigation and drinking water.

Currently, the Ministry has announced a 1000 spring initiative, but its identification and rejuvenation as well as utilization of the source

Participatory planning exercises at the Gram Sabha Level by involving the community will help in preparing a need based plan

²⁶For SWOT Analysis refer Chapter 3

for creating irrigation potential thereby bringing more waste/fallow land under cultivation must taken up in mission mode. A flag ship program with clearly spelt out policy must be considered by the Government for leveraging the TSP funds.

The restoration requires mapping the landscape and an understanding the native flora and fauna as well as geomorphic rehabilitation of the vegetation to facilitate regrow the across the site with native insects, amphibians, reptiles, birds, and mammals. It will recolonise and create spring habitats and groundwater flow is maintained.

The Burning Issue of Forest Fires: Forest fires destroy ecosystems and depletes the chief source of tribal livelihoods and also releases thousands of tonnes of carbon. Of the several factors of forest fire, the most debilitating climate change is the one of important factors a UN report describes a “global wildfire crisis”. The trend is increasing both spatially and temporally - primarily because of climate change. Tribal communities have knowledge, intuition and experience to control forest fires and they can play a vital role in the mitigation and control of forest fires. It is a well-known fact that tribal people have been at the frontline of controlling forest fires. Their women’s self-help groups have helped in clearing the brush and creating fire lines. Forest fires cannot be by ignoring the socio-cultural practices hence a blend of traditional knowledge with scientific methods is attempted.

The Odisha TRI, in collaboration with IIFM is conducting an empirical study in Odisha and M.P to understand the dynamics of forest fires and the findings including the recommendations are awaited for inputs dealing with the menace.

Preparation of Tribal Landscape Development Plan by the community and the government functionaries.

The tribal landscape development plans are to be aligned with the Gram Panchayat Development Plan of PRI system and Village

development plans are to be aligned with the Gram Panchayat Development Plan of PRI system and Village Development Plans (VDPs) approved by the Gram Sabhas in PESA villages

Development Plans (VDPs) approved by the Gram Sabhas in PESA villages²⁷. This is possible only when the bottom up planning is compulsorily linked with the TSP- STC at the Gram Panchayat level and not at the Taluka or Block level.

7.17. Tribal Hierarchy, Leadership and Governance at Gram Sabha Level

The tribal leadership, hierarchy, worldview, and self-governance systems are often not compatible with the local body comprising the gram panchayet or gram sabha where there is a mix of populations. The social organization, institutions and culture of conservation of natural resources are significant aspects of the survival and propagation of the tribal community.

Totemism is a significant manifestation in various forms and types of traditional tribal economies which have for ages relied on the forest through mixed farming and gathering, or as pastoralists, raising livestock²⁸. Tribal hierarchy and leadership must be respected as a unique system of the traditional chiefs who wield the power unlike the Gram Sabha of Panchayet system or the elected leaders.

The approach to tribal development requires the planners to collate appropriate traditional culture and spiritual beliefs in a framework of the constitutional requirements, policies and Acts for overall raising of the socio-economic status of the indigenous people to attain optimum Sustainable Development Goals (SDG), targets and national indicators.

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The FRA 2006 recognises the traditional knowledge, conservation and management of forests and other resources. Likewise, the Biological Diversity Act also protects the traditional knowledge, and

²⁷Please refer Chapter 4

²⁸Kindly refer Chapter 1

practices related to the use, management and conservation of biodiversity including the landraces and cultivars grown primarily by the tribals, ensuring access and benefit-sharing arrangements and also protecting the Intellectual Property Rights (IPR) – section 36 (5). These laws are very progressive and empowering but their implementation is not being done the way it is required. There have hardly been examples where the traditional knowledge and practices of the tribe are protected through IPR or equitable benefit-sharing arrangements are in place. Similarly, as compared to individual rights, community rights where the traditional practices and management of forests and associated natural resources are recognised, and vested are far below in number. As per the Ministry of Tribal Affairs, 19,24,417 Individual Forest Rights (IFR) and 77,502 Community Rights have been distributed so far in the country covering an area of 16,94,000 ha under IFR and 35,86,000 ha. under CFR.²⁹

The PESA Act mentions that “every Gram Sabha to safeguard and preserve the traditions and customs of people, their cultural identity, community resources and the customary mode of dispute resolution” – Section 4 (d)³⁰.

Since the policy is framed in view of some specific issues and sectors, the implementing agency attempts to operate in isolation setting their own priority and ignoring the other sectors

7.18. Need for unification of Complimentary Policy for Implementation

There are several policies, Acts, and rules whether complementary or supplementary, that have a direct impact on tribal development on one side and a positive support for the Sustainable Development Goals of the country on the other. In reality, since the policy is framed in view of some specific issues and sectors, the implementing agency attempts to operate in isolation setting their own priority and ignoring

²⁹<https://forestrights.nic.in>

³⁰Kindly refer Chapter 4

the other sectors which have a direct link with the framers causing a multi-governance system³¹.

For the FRA 2006 section 3(1) (a to m) to be successfully implemented, the individual or community has the right to hold and live in the forest land for habitation and self-cultivation as livelihoods and all others, community rights such as "nistar," grazing, MFP collection, fish and water bodies, traditional seasonal resource access of nomadic or pastoralist communities, community tenures of habitat and habitation for primitive tribal groups and pre-agricultural communities, r The Biological Diversity Act has consequences for the sustainable use of biodiversity, the creation of PBR, the imposition of levies on any fees, and the ability of tribal groups to exercise the statutory authority granted to them by this Act to prevent overexploitation of resources in their territory.

In accordance with the CAMPA Act of 2016 and Rule of 2018, there is a sizable amount set aside for tree planting, even outside of forests, but tribal settlements continue to lose their trees. The Forest Department must employ its staff to promote conservation, sustainable use of biological variety, conservation of land and folk varieties, and numerous other actions linked to biodiversity conservation in order for the tribal members to benefit from CAMPA financing (Section 5.3.b). There are provisions in the CAMPA Act for the development and distribution of high-quality planting supplies to encourage the growth of trees outside of forests (Section 5.3.j).

While there is a mechanism for a tribal development department representative to participate in national and state level planning and execution for CAMPA-related activities. The development of tribal

³¹Please refer Chapter IV

landscapes depends on this, yet CAMPA has little to contribute to actual tribal development.

In particular in the regions where rights are settled under FRA 2006, MoEF&CC and MoTA must work together to create operational guidelines for the implementation of CAMPA.

The Biological Diversity Act of 2002 and the Food and Regulatory Act of 2006 can work together in harmony by conserving important genetic resources, granting access to them, sharing the benefits of doing so for both produce and traditional knowledge regarding the preservation of medicinal plants and herbs, as well as registering biological diversity. Through TOTs, resource persons from tribes can be trained to become trainers because they have extensive knowledge of the regional biological diversity and associated traditional knowledge. For the FRA 2006 section 3(1) (a to m) to be successfully implemented, the individual or community has the right to hold and live in the forest land for habitation and self-cultivation as livelihoods and all others, community rights such as "nistar," grazing, MFP collection, fish and water bodies, traditional seasonal resource access of nomadic or pastoralist communities, community tenures of habitat and habitation for primitive tribal groups and pre-agricultural communities, r The Biological Diversity Act has consequences for the sustainable use of biodiversity, the creation of PBR, the imposition of levies on any fees, and the ability of tribal groups to exercise the statutory authority granted to them by this Act to prevent overexploitation of resources in their territory.

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7.19. Need for Understanding Multiplicity of Contradictory Policy³²

Agriculture and forests are fundamental to tribal culture and way of life. The key laws and regulations that control the nation's land and forest resources, such as the Wildlife Protection Act of 1972, Forest Conservation Act of 1980, PESA 1996, Biological Diversity Act of

³²Please refer Chapter 4 for details

2002, FRA 2006, LARR 2013 and CAMPA Act of 2016, contain a number of ambiguous and potentially mis-interpretable clauses that restrict the rights, opportunities, and empowerment of tribal communities in accordance with the letter and spirit of the law.

Analysis of policies, enabling assistance, and the gap-closing process revealed that some policies are disconnected from one another. The Forest Resources Act of 2006 (FRA 2006) permits tribe members to conserve, protect, and make use of forest resources, although the Forest Conservation Act of 1980 does not.

Millions of tribal members, primarily in the central Indian State, depend on the collection of sal seeds as a major source of pre-monsoon revenue. It has little impact on silviculture because only 1% of the total potential for collection is actually harvested, which has no impact on regeneration. It is primarily sold through middlemen at the neighbourhood bazaars called "haat." The MSP, which is currently INR 20 per kg, was set by MoTA to stimulate its collection. Additionally, it is gathered by Primary Cooperative Societies of MFP Marketing and Cooperative Federation in Chhattisgarh and MP, and sold via tender. Sal seed, which is a component of the biological resource *Shorea robusta*, has not been added to the list of "Normally traded as Commodities" and is therefore not covered by the National Biodiversity Act's application. As a result, the tribal community is unable to apply for Benefit Sharing under the Act's ABS arrangements.

The Wild Life Protection Act gives the State unprecedented authority to designate any place as a protected area and calls for the settlement of only the registered rights, despite the fact that few tribal members' traditional rights are documented (Madhu Sarin, 2014). Additionally, Section 3(k) of the CAMPA Rules 2018 states that Compensatory Afforestation activities would be carried out in accordance with the FRA Act in regions not covered by the Working

Plan, limiting the project's implementation to lands whose rights are established under the FRA (Saxena 2019). In addition, the MOEFCC guidelines now mandate that non-forest land used for compensatory afforestation be declared a Protected Forest or Reserve Forest and that the records be changed to include the name of the Forest Department. The recommendations make it clear that tribal people should have no legal claim to the few remaining community lands as well as any contested lands, such as those in Madhya Pradesh, by declaring them state forests and handing control of them over to the Forest Department (Madhu Sarin, 2014).³³

The Fisheries sector has been recognised as a powerful income and employment generator and plays an important role in the rural economy and is a source of cheap and nutritious food. The Government is keen on allocating an exclusive budget plan for Tribal Sub Plan (TSP) to States/implementing agencies to ensure that benefits of any scheme go to the intended beneficiaries of the Scheduled Tribes. As per NitiAayog under Central Sector funds distributed in the ratio of General-74.8percent: SCSP- 16.6 percent: TSP-8.6 percent. ST beneficiaries get 60 percent as subsidy in case of Plains States and 80 percent in Northeast and Himalayan States and the balance is beneficiary contribution. The said financial pattern of assistance has been followed since the Schemelaunched on the CSS- Blue Revolution and the same is continued in the present flagship scheme of Govt. of India “PMMSY” (Prime Minister MatsyaSampadaYojana). The present funding pattern under CSS scheme requires beneficiary contribution and as tribes are economically backward with limited sources of earnings, they find it difficult to contribute to the beneficiary share. Therefore, a few States are unable to implement the TSP plan and are surrendering the unutilized funds to Government. In the case of

³³http://nirdpr.org.in/nird_docs/srsc/srsc310820n.pdf

fisheries, expenditure under TSP is difficult in most of the States as a majority of the fishermen population belongs to BCS. In States like Telangana, certain government orders are there which are confined to forming fishermen cooperatives only with those communities recognised and notified as fishermen communities (usually BC/OBC communities), hence making it difficult to involve STs in the formation of societies. When some schemes are implemented only through cooperatives, it becomes difficult to cover the ST population as seen in the case of IFDS (Integrated Fisheries Development Scheme). Whereas, in the case of ITDA areas, fishermen societies have to be formed with STs only though fishermen communities exist in small numbers in that area, hence leading to conflicts with the end result being their inability to tap the water resources for the fisheries sector.

It is essential to develop synergy among the policies that affect biodiversity and soil preservation as well as sustainable natural agriculture and food production systems in order to achieve SDG-1 (no poverty), SDG-2 (zero hunger), and SDG-3 (health and well-being) in a timely manner. Moreover, the proper implementation of health, education, and social welfare schemes is needed to ensure the timely achievement of SDG-4 (Quality Education) (Life on Land that is Terrestrial Biodiversity).

7.20. Updating Record of Rights Post-Implementation of FRA

Despite the fact that many states have yet to begin the process of finalising the mapping of forest land and incorporating the rights into records, there is doubt over the Gram Sabhas' jurisdiction. Rights granted under the FRA, notably CFRs need to be incorporated into land and forest registries immediately. There must be a priority given to keeping all relevant records for each community in order to accelerate the implementation process.

7.21. Classification of the Areas Under CFR for Management

Demarcation of land under CFR by the Gram Sabha is the first requirement for preparation of the management plan. Use of GPS for mapping the area accurately to avoid problems in area demarcation and especially potential conflicts.

The capacity of the Gram Sabha needs to be built for preparation of CFR resource map whereby all the available resources, their seasonal pattern, volume of production and collection along with their seasonal access will be mapped. This is essential to understand the resources available and plan for their sustainable harvesting and management.

It is essential to classify the CFR areas as per the ecologically sensitive areas, biodiversity rich areas etc and adopt different conservation practices. The Gram Sabha requires professional support for identification of such areas with conservation goal within their jurisdictions and prepare their management plan accordingly. Ecologically sensitive areas have to be managed taken into consideration from other Acts like WP Act, BD Act in an inclusive manner by creating a balance between convergence and Livelihoods.

Individual Gram Sabha can prepare plan for the areas under their jurisdiction but cannot plan at the landscape level.

7.22. Capacity building of the Gram Sabha and Sharing of Responsibilities

Capacity building of the Gram Sabha for the understanding of forestry issues and management practices is a priority.

An agreement has to be made between the Forest Department and the Gram Sabha as the Gram Sabha does not have the judicial power for

An agreement must be made between the Forest department and the Gram Sabha as the Gram Sabha does not have the judicial power for offence cognisance.

It is also important to develop guidelines on how to converge the community plan with the plan prepared by the Forest Department particularly when there is a substantial difference.

offence cognisance. The role of the Gram Sabha can mostly be limited to management activities like protection, the decision on the sale of the products (what to sell, who to sell), plantation, enumeration, thinning, pruning etc. and a lesser role in conservation.

Also, it is essential to develop a mechanism for convergence of multiple institutions like CFRMC, BMC, and JFMC at the landscape level. It is important to develop guidelines on how to converge the community plan with the plan prepared by the Forest Department particularly when there is a substantial difference.

In the Vidarva region of Maharashtra, more than 1,500 communities have opted out of the customary NTFP regime of the Maharashtra Forest Department. This is especially true for "kendu leaf" and "bamboo" products. With the support of grassroots organisations, these villages identify contractors and sell NTFP from their villages at a higher price.

It was decided by Gram Sabhas that payment for collected non-timber forest products would be made upfront rather than delayed for years, as it had been in the past; that payment for collected non-timber forest products would be used for agricultural purposes rather than relying on local landlord credit; and that forest dwellers without bank accounts would be paid in cash on the day of the sale and would no longer be dependent on the local landlandlord.

The Gram Sabha in Gondia district's Dhiwrintola village printed its own transit pass book as required by the FRA. Using this method, a contractor can transport NTFP goods from their hamlet to a local market or godown. One of the most noteworthy outcomes of the CFR being enforced in Vidarbha is the formation of Gram Sabha federations, which was made possible by grassroots organisations and NGOs. Gram Sabhas have banded together to form Taluka-level Gram Sabha federations in response to the Forest Department's and

contractors' monopoly on forestlands and NTFP. They have done so without sacrificing their autonomy or rights under the Forest Rights Act.

Maharashtra has seen a significant increase in the popularity of Gram Sabha federations in the previous five years. Gram sabha federation was created by 87 villages in Gadchiroli's Korchi taluka to increase their bargaining power with the government and market authorities over the distribution of NTFP in December 2016. A multi-tiered network is established at the taluka level for each Gram Sabha Federation. Forest dwellers have been able to voice their concerns about the NTFP governance process through this platform. Two representatives from each Gram Sabha serve on the Executive Committees of these organisations to select contractors, negotiate price and payment, and communicate with district administrations on behalf of their members. People in these villages made a total of roughly \$33 million from kendu leaf sales during the 2017–18 fiscal year (Sahu 2020).³⁴

7.23. Conversion of Forest Villages to Revenue Villages Within a Prescribed Timeframe

All Forest Villages should be converted to Revenue Villages within a stipulated time frame to ensure that the stalled development activities denied earlier are streamlined and main streamed.

³⁴<https://www.epw.in/journal/2020/18/special-articles/implementation-community-forest-rights.html>

Habitat Rights of the PVTGs: There is no clarity over the process of recognition of the habitat of a PVTG. It seems to exceed beyond administrative and political jurisdictions like multiple DLC or even more than one SLMC. This aspect needs to be featured in at the planning stage.

Protection of Intellectual Property Rights (IPR): Protection of Intellectual Property Right is a part of both FRA 2006 and Biological Diversity Act, 2002 as well as the post 2020 Global Biodiversity Framework. Therefore, the Gram Sabha as the constitutional body and the custodian of the biological resources should be made aware and their capacity must be built for conserving their traditional knowledge and practices, understanding the scope for obtaining IPR. MoTA should have a dedicated cell for facilitating the IPR process of the ST communities and PVTGs in particular.

Need for Trade-offs Analysis: The multiplicity of stakeholders needs to be considered. For example graziers would lose their cattle in forests, but the planters will try hard to protect young trees, the fishermen would prefer more water bodies and restrict others to overharvest aquatic resources. Such a situation creates conflict of interest.

Though the Gram Sabha is empowered under PESA 1996 and FRA 2006 for sensitizing people and facilitating in trade-off analysis and facilitating decision making³⁵, the perceptions of non-tribals at the Gram Sabha are often found to be conflicting with the goals of the tribals.

“There is a great deal of concern expressed in several CFR management-related literature about the possibilities for equitable decision-making and the sharing of benefits from effective resource management among diverse social groups through community-

Documentation of the knowledge of local health traditions for research besides the documentation and validation of institutional knowledge is due IPR to the tribal

³⁵Please refer Chapter 3

driven governance processes. This concern stems from the fact that social structures in these societies are riddled with hierarchies, patriarchal practices, inequality, and unequal distributions of power; these societies also lack a vigilant civil society, the social auditing of public policy, and adequate access to information and decision-making power. In India, several community involvement programmes, including the widely discussed JFM, exemplify the hijacking and appropriation of decentralised forest resource management processes by powerful local elites and bureaucrats” (Lele 2014)³⁶

7.24. Tribal Culture, Belief and Health System Development Strategy

It is the total of the beliefs, practices, customs and traditions of a community which determine health attitudes, health-seeking behaviour and practices. The major systems of medicine followed by the tribal people are home remedies and medicinal plant-based treatment with local healers. It is important to develop capacity and strengthen the traditional health care system with coordination between PHC, ICDS and AYUSH staff at all levels and co-locate AYUSH and PHCs. Untrained Dais (Traditional Birth Attendants (TBAs) need to be trained not only by PHCs but also by AYUSH experts. Linking the traditional healers, TBA and ‘Mitanins’ with AYUSH as part of primary health care service delivery. Documentation of the knowledge of local health traditions for research and documentation and validation of inherent institutional knowledge of the tribal is the due IPR of the tribal.

³⁶<https://www.epw.in/journal/2020/18/special-articles/implementation-community-forest-rights.html>

Though traditional healers are an integral part of the tribal health system they are facing the challenge of procuring authentic medicinal plants from the wild due to the successive degradation of the forest ecosystems. There is a need to integrate the scope for in situ and ex situ conservation of medicinal plants through community and home herbal gardens as per the guidelines of the National Medicinal Plants Board and such strategy needs to be captured at the village/Gram Sabha level, Block, District and State level annual action plan. Gram Sabha should ensure access to medicinal plants for the traditional healers.

At a meeting in Jamnagar Gujrat on March 25, 2022, the World Health Organization and India's Ministry of AYUSH signed an agreement to establish the WHO Global Centre for Traditional Medicine as the global knowledge centre for traditional medicine, supported by an investment from the Government of India of USD 250 million. The Center's mission is to use contemporary science and technology to unlock the healing potential of traditional medicine from throughout the world in order to benefit both people and the planet.

The Tribal Development Agency/ITDA should have close coordination with the ICDS, Mitanin, ASHA workers, ANMs and traditional healers for the implementation of Behaviour Change Communication (BCC) practices. Convergence with the Nutrition Mission for meeting the nutrition requirements will be an important aspect of the convergence.

The tribal landscape plan must include the traditional food and availability of minor millets in the area and their expansion plan, capacity building of the Anaganwadi workers, primary school teachers, Asha workers, IEC strategy for creating awareness and changing behaviour.

All states have been recommended to include traditional food and minor millets in their food baskets, as well as to supplement their diets with iron and folic acid, through school involvement. Special Central Assistant (SCA) to Tribal Sub-Plan (TSP) and grants are also offered to States.

275(1) of the Indian Constitution addresses the health requirements of tribal people (Press Release by MoTA, December 2018). For the sake of reducing malnutrition, this might be a game changer. Minor millets, which are a traditional food source in this area, must be included in the tribal landscape plan. Anaganwadi workers, primary school teachers, Asha workers and IEC strategies for creating awareness and changing behaviour must be included in the tribal landscape plan.

Living Farms and VAAGDHARA are two organisations in India that are working to reclaim and revive wild fruits and vegetables so that they can be used in a household hearth to increase dietary variety. Advocates for the preservation of community woods supported both of these campaigns.

In order to have production of nutritious food it requires improved soil health, pure water and indigenous seeds such as millets, pseudo cereals, maize, as mentioned by MoTA and ICAR. So the strategy must have plan for biodiversity conservation and seed bank creation, follow the indigenous practices of landraces and cultivars as mentioned in Biological Diversity Act 2002, section 41, development of land received under FRA 2006 through convergence with NREGS, PMKSY and other schemes for improved productivity for food security.

MOTA Swastha portal should capture the real time data for monitoring the progress.

PESA 1996 empowers Gram Sabha to develop plans for the social development programs including health. Therefore, Gram Sabha should be consulted for the identification of critical health gaps for incorporation in the Tribal Landscape Development Plan³⁷. The recommendation of the Bhang Committee on Tribal Health to prepare a District wise Tribal Health Action Plan to address specific tribal health issues of the district and its application in all the scheduled areas, ITDA, Tribal blocks, MADA and Cluster would help in targeted interventions to meet the critical gaps.

Each Ashram School should have a special provision for health education and BCC for the students.

The funding available under the TSP-STC component for health in the tribal areas should be over and above the normal provisions which should be for the STs like other populations³⁸. Therefore, the regular activities and expenditure of the Health Department in the tribal areas should not be part of the stipulated TSP. There are some states like the Tribal Development Department of Maharashtra which have stipulated that 15% of the district allocation of funds should be stipulated for health. Such earmarking of funds can be introduced by other states based on the needs and critical gaps.

Need for the development of a simple, yet universally acceptable scientific Criteria and Indicators: for periodically monitoring the sustainability of Forest Landscape as required in section 5 of FRA 2006 and sustainable use as mentioned in Biological Diversity Act 2002. There are many such examples- such as the Biological Diversity Act 2002 which enable the BMC for PBR preparation and

In order to maintain the ecosystem services based circular economy where the natural products in the form of provisioning ecosystem services will continue as long as supporting and controlling ecosystem services are maintained.

³⁷Please refer Chapter 2 and 6

³⁸Please refer Chapter 6

documentation for the IPR. But we find hardly any IPR with the tribal in the last 20 years of promulgation of the Act.

The use of particular indicators, both social and ecological, for monitoring the progress of the tribal landscape can trigger singular or serialized corrective action for the three areas of sustainability, namely environmental, economic and social across the spatial tri-dimensional framework of macro, meso and micro, an interdependent, circular economy (CE). In order to maintain the ecosystem services³⁹ based circular economy where the natural products in the form of provisioning ecosystem services will continue as long as supporting and controlling ecosystem services are maintained. This would greatly reduce the carbon footprint for livelihood-based supply chain activities. Improvement in the income, as well as women and child health and education through dedicated interventions conducted among various tribal communities, would have a direct positive effect on the national indicators of SDGs 1, 2, 3, and 4.

Development and Conservation of Sacred groves: Tribal landscapes have nearly 14000 sacred groves in India which are preserved and have significant religious connotations for protecting such rich groves with rich, rare, endemic and threatened biodiversity. Many of such forests and groves are depleting and need a strategy for preservation. The introduction of the protected area as Sacred groove under the category of community reserve has been provided legal arm under the Wild Life Protection Amendment 2002 for sustainable protection.

Tribal communities have their own governance system and customary laws, institutional mechanisms and regulatory frameworks for utilizing and managing the resources as the socio-ecological processes and have rich traditional knowledge for conservation and management of natural resources.

Documentation and coding of Customary laws in the fifth Schedule need to be done

³⁹<https://www.fao.org/ecosystem-services-biodiversity/background/supporting-services/en/>

Strategy for the PVTGs need special attention as most of them live in an isolated habitat with a pre-agrarian subsistence pattern. Their habitat and cultural practices, as well as belief systems of totemism, is unique. Their value system that shapes their aspiration and development needs is different from that of other tribes.

A case study from Mundadadr village, inhabited by 32 Baiga PVTG families under Kabirdham district in Chhattisgarh state revealed that only four of the residents have received land rights under FRA 2006 almost six years back and numerous claims were submitted during the years, but none were sanctioned. The reason/s given are technical and are way beyond the understanding of the villagers. Awareness generation and capacity building of the community, Gram Sabha and the government functionaries and coordination between the Gram Sabha, SDLC and DLC are important to achieve the desired result.

7.25. Schedule V & VI areas and their implications for Tribal Development⁴⁰

PESA gives Gram Sabha the power to act as a Local Self-Government institution. Problems like who owns small forest products, how to plan and run small bodies of water, and how to keep tribal lands from being sold off have to be solved by giving money and jobs to the lower level of government. Priority should be given to letting people know about PESA villages, the people who run the Gram Sabha, and the opening of the Gram Sabha Kosah (Account). Customary laws in the fifth Schedule need to be written down and put into code. It is important to make sure that the tribal sub-plan allocation in a state with fifth Schedule Areas is broken down into the tribal development plans made at the PESA-marked villages. Also, funds from other institutions, such as the Special Central Assistance to the Tribal Sub-Plan (SCA to TSS) and under Article

⁴⁰Please refer Chapter 4

275(1), must go to the Gram Sabha Kosh so that the community of stakeholders can decide how to invest based on what they need.

According to Saxena (2019) “the force of development has actually often been a scourge to the tribal population, forcefully displacing them from their lands and dispossessing them of their access to common property resources and their livelihoods. Sincere implementation of laws such as PESA and FRA that provide for self-governance by tribal communities can only solve the problem.”

7.26. Scope for Strengthening Tribal Livelihood

Tribal communities over the centuries have developed a symbiotic relationship with the forest and other natural ecosystems that exist in their forest mosaic landscapes and have co-adapted with nature. Such co-adaptation is manifested through their socio-cultural practices and livelihoods. They have developed their own governance system within the traditional boundaries and framed customary laws, institutional mechanisms and regulatory frameworks for utilizing and managing the resources as socio-ecological processes and have developed rich traditional knowledge for conservation and management of such resources. Their material culture including artisanry and craftsmanship has evolved by using these natural resources with which they coexist. They have developed their identity with the specific geographical area and its associated resources and thus their biocultural system interspersed with the ecological systems formed the forest mosaic landscape as did the tribal habitats.

The tribal livelihoods primarily are land-based. Agriculture, both settled and shifting cultivation practices, particularly for the hill tribes, besides hunting and gathering practices were the two main livelihood practices of the tribal population. The tribal communities have constantly faced the challenge of land alienation and

*Setting up Van Dhan
Vikas Kendras as
Common Facility
Centres in strategically
located villages for
processing and value-
addition of NTFP
under Van DhanVikas
Kendra Yojana
(VDVKY) by TRIFED
would help
strengthening tribal
livelihoods.*

*The sustainable tribal
livelihood development
strategy, must
underpin the
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development of land
and associated natural
resources which is the
substance of the entire
tribal life, livelihood
and cultural identity.*

displacement due to various development projects and their access to the forest and Rights over the forest resources got restricted through various Acts and laws. These have caused the loss of tribal livelihoods by gradual eroding of their cultural identities, break down of community institutions, traditional knowledge and skills have a subsequent and cumulative impact on their overall socio-economic life and well-being.

The sustainable tribal livelihoods development strategy, therefore, must underpin the conservation and development of the land and associated natural resources which is the entire gamut of tribal life, livelihood and cultural identity.

7.27. Integration with TRIFED for Strengthening Tribal Livelihood⁴¹

Most of the tribes living in or around forests depend, to a large extent on the NTFPs, called Van Dhan for their livelihoods. These are major raw materials for corporates in the food, pharmaceuticals and FMCG industries. The Tribal Cooperative Marketing Development Federation of India Limited (TRIFED) is a Multi-State cooperative society under the administrative control of the Ministry of Tribal Affairs (Ministry) TRIFED with State partners is setting up Van Dhan Vikas Kendras as Common Facility Centres in strategically located villages for processing and value-addition of NTFP under Van Dhan Vikas Kendra Yojana (VDVKY). TRIFED has been found useful in tribal livelihoods generation through tribal entrepreneurship development, branding and marketing of the NTFP products. However, Systemic Approaches to convergence in interdependent sectors will help creating awareness and training centres and setting up more MFP procurement, value addition and marketing centres. As most NTFP and seasonal products are perishable, a quick pick up

⁴¹Kindly refer Chapter 6

facility will help the tribes in getting money for NTFP sold in time. Another important role of TRIFED is to encourage conservation, multiplication and training for non-destructive and sustainable harvest of NTFP to continue the flow of production of NTFP.

Leveraging Tribal Traditional Art And Handicrafts as Pride For Prosperity:

The tribal traditional art based-handicrafts are specialized skills and are inherited as an important source of livelihood to artisan families. It is a kind of unorganised sector that needs policy support, and guidance and has to make it popular, marketable and remunerative. The Artisan have difficulties in both-difficulties in procurement of raw materials and selling of marketing. It also requires facilities centres for imparting training, marketing, special fund; credit and upgrading the technology and production of techniques. Therefore, indigenous art and crafts which are languishing but have a lot of market potential need to be promoted so that they provide a sustainable livelihood option as a result of which the indigenous culture survives and it gives livelihood to large number of tribal families. This must be supported by a well defined and thought about policy with an improved version of the present TRIFED Scheme.

For example, in Nawatola village of Gondia district in Maharashtra, a community based adventure tourism based set of activities was introduced in 2015. It is managed by tribal youths. Around 50 persons are involved in the activity which generates steady employment for these youths. With the introduction of non-extraction based forest activities the forest is conserved and improved and there have been zero forest offences.

While several government initiatives exist for encouraging the cultivation of medicinal plants, the tie-up with Tribal communities can be enhanced for better conservation and harvesting of the same from the wild

7.27.1. Strategy for Bamboo

One of the biggest contributors to the rural tribal economy is bamboo. Under TSP incentives should be inbuilt and such schemes be formulated which can promote cultivation, harvesting and processing of green bamboo.

7.27.2. A Sub Sector Analysis for Developing Strategy for Marketing of MFPs

Each MFP has a market niche and besides local markets specific regions and industry have a specific and steady demand. For example, Lac produced in Chhattisgarh has demand in the paint and chemicals industries in Punjab. There is need for a sub sector market analysis of the demand and supply to ensure that the cultivation can be promoted of the particular species as per requirement for meeting the gap and an assured market leads to assured production and a fair price for the tribals.

7.27.3. Promotion of Cluster Farming for Many Herbal Species like Asparagus, Sarpagandha etc.

The focus must be on non-forest-based livelihoods to bring down the pressure on the forests. There are funds available under various schemes with other relevant departments which can be converted to the Tribal Landscape Development Plan.

7.27.4. Biodiversity Conservation, Particularly in Medicinal Plants as a Means for Sustainable Livelihoods

Post COVID-19, the importance of the relationship between ecosystem health and human health is being highlighted.

Given the high demand for medicinal plants, the gap between demand and supply is met through overexploitation and unsustainable harvesting to meet the needs of the corporate/pharma

Capacity building and providing tribal farmers with the requisite technological support for climate resilient agriculture to tackle nutrition and food security and safety through skill development training and convergence with PKVY and other programs

industry, resulting in habitat degradation and loss of medicinal plants, to the extent that several of these are now in the endangered species list.

There have to be synergies in the development of two equally important aspects – sustainable harvesting of medicinal plants and intense engagement of communities in the design of interventions related to biodiversity conservation. While several government initiatives exist for encouraging cultivation of medicinal plants, the tie-up with tribal communities can be enhanced for better conservation and harvesting of the same in the wild. The market for medicinal plants is growing globally in India. There must be recognition and realization that the sustainability of supplies and conservation is only possible through the integration of traditional knowledge and engagement of local communities. Investing in quality control procedures, skills in processing, standardisation in products, market support (standards and certification) and regulatory frameworks can contribute to sustainable development in the tribal landscapes.

7.27.5. Climate Proofing the Tribal Livelihoods and Capacity Building for Climate Change Adaptation and Mitigation

Though tribal communities contribute the least for climate change they are the worst sufferers. The small and marginal tribal farmers who have to depend on rainfed mono cropped farming and forest based livelihoods have the least risk bearing abilities and are extremely vulnerable under the changing climatic conditions. Therefore, it is essential to build their capacity and providing them with adequate technological support for climate resilient agriculture, tackling nutrition and food security and safety by diversifying diet, increasing productivity, reducing post-harvest losses, encouraging bio-fortifications and promoting food safety awareness and nutrition education.

The women SHGs can play a crucial role in changing nutrition habits, improving enrolment and retention of students in schools and promoting primary health including mother-child health.

Convergence with skill development trainings provided by the Skill Development Department targeting the women and youth is required.

7.27.6. Promotion of Green energy for ensuring energy security and energy justice

The remotely located tribal habitations face problems of electricity connectivity which deprives them of livelihood opportunities and limits their socio-economic development. Promotion of green energy like solar power for rural village electrification, community irrigation facilities, solar powered drinking water supplies, powering the ashram schools/hostels/PHCs through solar energy could provide energy security. With solar energy the recurring cost is zero that makes it easy for the community to manage systems like the irrigation pumps through community management. Since India is committed to become carbon neutral by 2070 in the COP 26 held at Paris such actions would contribute to the cause of sustainable tribal development and fulfilling the SDGs.

7.27.7. Women Empowerment, Gender Equity Through Natural Resource Management

Among tribal communities and their women in particular manage their homes and livelihoods with farming and wage labour in most instances. With high levels of male migration to cities from tribal areas, women are often left behind to cope with stresses induced by weather and climatic variabilities like excess heat, storms, cyclones and floods. Enhancing livelihood generation opportunities, building skills and capacities to participate in managing the supply chain, and thereby achieving financial independence, especially among women within Tribal landscapes, can contribute towards better economic, nutritional and health status not just for women, but for the Tribal communities as a whole.

Enhancing livelihoods generation opportunities, building skills and capacities to participate in managing the supply chain, and thereby achieving financial independence, can contribute towards better economic, nutritional and health status for the entire Tribal community and more specifically the women.

There is an extensive network of women SHGs created along the length and breadth of our country including the tribal areas. These women SHGs in many cases need nurturing, hand holding and entrepreneurship skills. The Tribal Landscape Development Plan must identify such SHGs and develop a plan and road map for them.

The women SHGs can play a crucial role in changing nutrition habits, improving enrolment and retention of students in schools and promoting primary health including mother-child health.

7.27.8. Creating Synergy with Anganwadi, Primary Schools and CHCs with Women SHGs at the Gram Sabha Level

For improving the HDI at the tribal village level the key players are the Anganwadi workers, primary school teachers and CHC level health workers. A synergy must be developed among these workers and with them the women SHGs. They should be involved as active partners for preparation of Tribal Village Landscape Development Plan as also its implementation and monitoring.

A special capacity building drive on mission mode needs to be designed to build the capacity of these stakeholders to make them aware about different projects/programs/schemes/entitlements to supplement their planning and managerial skills.

7.27.9. Strengthening School Management Committees and Regularising Parent Teacher Meetings

Many the tribal villages, particularly those located in the remote areas, have absenteeism among school teachers. Parents try to admit their children in hostels as they usually become drop outs in day school. Strengthening the School Management Committees with parent representatives and regularising the Parent Teacher Meeting could help resolve reduce the problem.

A special capacity building drive on mission mode needs to be designed to build the capacity of Anganwadi workers, health workers, primary teachers stakeholders

7.27.10. Linking Research of National Tribal Scholars for Improvement of Tribal Areas

There should be a provision for compulsory internship for PhD scholars supported by MoTA to spend minimum six months' time in a tribal village in any tribals dominated block for facilitating the process of sustainable tribal development in the areas. This program can be designed in line with the Problem Solving Program (PSP)/Rural Immersion Program of some of the leading management institutes of the country

7.28. Nomadic, Semi-Nomadic and De-Notified Tribes

Members of the Nomadic, Semi-Nomadic and De-Notified Tribes, need special attention to address their unique problems. Some of the important steps that need to be taken upto address their developmental issues include the provision of good hostel facilities, particularly for girls, employment opportunities for nomadic tribes by providing loans for small enterprises, restoring the lands to the DNTs, providing ration cards, Aadhar cards, and other identity cards and documents to the nomadic tribes for identity and the ability to gain access to government programmes which provide food, health, education and other basic needs as well as other social protection mechanisms.

Digital ethnography may be applied to study the cultural practices, needs and aspirations of the remotely located tribal community in their natural context. It helps save time and costs in monitoring

7.29. Digital Ethnography and Blended Learning for Sustainable Tribal Development

Digital ethnography can be applied with the help of smartphones, Zoom or Googles platform to study the cultural practices, needs and aspirations of the remotely located tribal community in their natural context. It will help save time and cost of field workers in monitoring the progress of the project or providing guidelines for the project. The blended knowledge of Ethnography and Digital Training helps in developing the capacity of the community and bringing change

through social action to apply the indigenous knowledge and adopt proper technology.

7.30. Strategic Plan for Sustainable Tribal Development at the Landscape Level

1. It is important to have inception meetings with different line departments and Panchayat functionaries at the State Level, District and Block level. The Nodal Department responsible for tribal development in the State would be the convener of these meetings. The objective of these meetings is to develop a common goal and a common vision for sustainable tribal development and prepare a five-year road map to attain the goal at the State level and share the goal, vision and roadmaps at the district and block level meeting. This will also be shared with the TAC and Governor's office in the States having Scheduled Areas.
2. Awareness at the Gram Sabha is the most important step. The purpose is to involve the community in understanding their interdependence with the natural ecosystems like water, land, forest, and livestock as well as their importance in their life and livelihood as also the vision of the Gram Sabha for the village development through conservation. The next step is to identify the existing institutions under the Gram Sabha and the proactive members within the Gram Sabha who will act as the Community Volunteers for organising the community as development partners. Capacity building of the Community Volunteers as Community Resource Persons must be done rigorously with sustained hand holding and training.

Awareness at the Gram Sabha Level, identify community and develop them as Community Resource Persons, strengthening the Gram Sabha as an institution with control mechanism are the crucial steps

As the Gram Sabha is not a homogenous unit and the interests of the people vary, therefore, Common Interest Groups (CIG)

must be formed to focus on the specific interests, needs and skills.

3. Strengthening the Gram Sabha as an institution for setting a common goal by involving the community and building cohesiveness among its members, setting their own rules, regulations and control mechanism, capacity building through training, engaging the Gram Sabha for trade-off analysis for facilitating tribal village level landscape development plan and its implementation, to make them understand about the provisions of different policies, resources and entitlements for convergence and developing new rituals following their traditions and customs for sustaining the initiatives and socialisation.
4. Preparation of the village level plan by involving the Gram Sabha members through application of Participatory Rural Appraisal. The Community Volunteers will be the facilitators for preparation of the plan. They will be trained along with a special cadre of workers and motivators on natural resources conditions and potentials, health, Non-Timber Forest Produce, availability of indigenous seeds and landraces, and traditional knowledge and practices. Each Gram Sabha will conduct a SWOT analysis to identify the Strength, Weakness, Opportunity and Threat to their village. A Participatory household survey is urgently required to develop a baseline database. Based on the exercise preparation and approval of the micro plan of the village by the Gram Sabha can be obtained.

The training conducted in a piecemeal manner, at centralised locations without hand-holding and follow up does not yield the desired result of adaption of new technologies and behaviour change.

The Project Implementing Managers will collate the Gram Sabha level plans at the Block/ITDA level and these will be used for preparation of the district/ITDA level plan which would be submitted to the DPMC for

approval. The approved plan would then be shared with the EC and based on the plans the convergence areas would be identified. Resources would be converged from Article 275(1), SCA to TSS, State STC, line departments etc.

5. The training conducted in a piecemeal manner, at centralised locations without hand-holding and follow up does not yield the desired result of adaption of new technologies and behaviour change. It has to be done in situ with handholding support in the form of outreach. The establishment of a place like the tribal Ghotul following the tribal cultural practices of the village for training and continuous learning will help in technology transfer and behaviour change.
6. Based on site-specific needs the trait-based training plan and modules must be developed. The training must be conducted in situ with an immediate action plan for involving the trainees to apply the skills learnt in their own field or changing their behaviour on a project mode and without the time gap. The practical hands on demonstrations are important. Exposure visits to successful places and developing a network would build confidence and raise the aspirations of the participants.

Specialised Training of Trainers and Training with a focus on empowering women and developing their entrepreneur skills is an essential step for bringing change

Convergence with Different Line Departments Done for Training Design and Conducting Training

7. Specialised Training of Trainers must be conducted for them. Local-experts when developed as a trainer are more acceptable and become the change agents.
8. Training with a focus on empowering women and developing their entrepreneur skills is an essential step for

bringing change. The women are critical agents for bringing about social and economic changes.

9. To facilitate the process of change and adoption of new technologies demonstration Centres (DC)/trial plots need to be established by involving the trainees and planning for seasonal and year-round execution of demonstrations on the livelihood activities including agriculture/horticulture, fisheries, agroforestry, fruit trees cultivation, livestock etc.
10. To develop strategy and operational plans for Branding of the products, their marketing and promotion as also to scale up initiatives.

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