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**Evaluation Study of Integrated Tribal
Development Project in Dangs**

R. B. Lal

Tribal Research and Training Institute
Gujarat Vidyapith, Ahmedabad-380 014

126

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126

EVALUATION STUDY OF INTEGRATED TRIBAL DEVELOPMENT PROJECT IN DANGS

Since the beginning of Fifth Five Year Plan, a fresh approach for eliminating the constraints of the previous plans and ushering in a real growth oriented programme for the tribal people as well as for tribal areas was evolved. In pursuance of this approach, all areas with more than 50 percent of the tribal concentration were identified for which separate tribal sub-plans were prepared. In this way, the concept of tribal sub-plan was introduced which have been envisaged as representing total developmental effort in these areas. The entire tribal sub-plan areas of the country have been divided into 180 Integrated Tribal Development Projects. In Gujarat State, the following 9 Integrated Tribal Development Projects have been created keeping in view the broad development strategy under the concept of tribal sub-plan.

1. ITDP, Bansda, covering the area falling under Dharampur, Bansda, Chikhli, Umbargaon and Pardi talukas.
2. ITDP, Dangs covering the entire Dangs district.
3. ITDP, Songadh, covering the area falling under Nizar, Uchhal, Songadh, Vyara and Valod taluka.
4. ITDP, Mandvi Covering the areas falling under Mandvi, Mahuva, Bardoli and Mangrol talukas;
5. ITDP, Rajpipla, covering the areas falling under Dediapada, Sagbara, Walia, Nandod, Jhagadia talukas;
6. ITDP, Chhotaudepur, covering the areas falling under Chhotaudepur, Nasvadi and Tilakwada taluka;
7. ITDP, Dahod, covering the areas falling under Dahod, Jhalod, Santrampur, Limkheda and Devgadhbaria talukas;

8. ITDP, Khedbrahma, covering the areas falling under Khedbrahma, Vijaynagar, Bhiloda and Meghraj talukas and
9. ITDP, Danta covering the areas of Danta taluka and Amirgadh region of Palanpur taluka.

The tribal sub-plan envisages allround development of the tribal areas of the State in the integrated manner, the concept being kept flexible to solve local problems. One of the distinguishing features of the tribal sub-plan is that the programmes have to be prepared with reference to the specific needs of each area. The Integrated Tribal Development Projects prepared by the Government of Gujarat were perspective plans bringing out full development potential of the project area with appropriate investments. Indicators were evolved for each programme for establishing the present and the desired level of development. For the purpose of planning, the whole of the sub-plan area in the State was considered as macro-level unit with the identified tribal areas of each Integrated Tribal Development Project area as a micro level unit of development.

Since the tribal sub-plans and Integrated Tribal Development Projects represented the total effort the programme sought to influence the entire investment which comprised four elements. They were (i) outlays from State Plans, (ii) investment by the Central Ministries, (iii) institutional finance and (iv) special central assistance. At the time of preparation of sub-plan, various departments indicated their tribal sub-plan component and provided technical guidance and district and year-wise financial and physical targets. The special central assistance, tribal development department's State plan funds and institutional finance were supplemental to the efforts of the departments. The inter-sectoral relationship of development programmes was clearly identified at the time of preparation of sub-plan.

The main themes of this new strategy ushered in the shape of Tribal Sub-plan and Integrated Tribal Development Projects were :

(i) narrowing down the gap between the levels of development of tribal and other areas and (ii) improving the quality of life of tribal communities.

An essential pre-requisite for effective implementation of a well prepared project plan is evaluation. Now that the investments have grown in size, evaluation studies are essential for proper utilization of funds and optimization of the benefits, particularly for the weakest group. In view of the urgency of evaluation, a plan has been chalked out to evaluate each of the 9 ITDPs in the State in totality. To begin with, it was decided to undertake study of Integrated Tribal Development Project, Dangs in order to evaluate the impact which might have been made upon the economic and social life of the tribal people living in the region. As we know, evaluation is a process to see if objectives are reached. It is a method for determining how far the ITDP's programmes have progressed and how such further it should be carried to accomplish objectives. In other words, it is an orderly or scientific process of thinking to find out if the changes are taking place in people in right direction or not.

PURPOSE OF EVALUATION

1. Evaluation helps us to determine progress with any given activity or job.
2. It will help us to know whether the programmes are accomplishing what they set out to do.
3. It will help us to determine the effectiveness of certain methods or activities.
4. It will provide information that will give satisfaction and a feeling of accomplishment to cooperators and leaders.

OBJECTIVES

The process of evaluation is made much simpler when the objectives are clearly stated. A good statement of objectives provides something with which the result of the

programme can be compared and the accomplishments judged. It is therefore essential that before embarking upon any programme of change, its objective is specified clearly.

Our objectives were broadly as follows :

- (i) To know what were the existing economic and social conditions of the tribals of the project area at the time of inception of the tribal sub-plan. This will form the base line data with which we may compare the changes which have come in these spheres.
- (ii) To examine the programmes thoroughly which have been initiated in the area in order to bring betterment to the people. Whether these programmes were formulated in tune with the cultural background of the people or not.
- (iii) To examine the facilities, both budgetary and administrative, for successful implementation of the programmes.
- (iv) Whether the budgetary provisions and personnel organisation were adequate in case of each of the programmes or not.
- (v) Which of the programmes were accepted by the people and which were rejected. A thorough probe into the reasons for acceptance and rejection will have to be made in order to judge the merit and demerit of the programmes.
- (vi) Whether the physical achievements reached by the block have made any real impact on the people or not which means to locate the changes in the economic and social life on account of the programmes.
- (vii) In case, certain pockets in the area of the block have progressed, an attempt should be made to know the reasons and factors underlying the development of those particular pockets. Again, why other pockets continued to remain backward.

- (viii) Whether any attempt has been made to fulfill the felt needs of the people of particular regions in the project area. It thus becomes inevitable to get proper idea about the felt needs of the people and then it should be examined what steps have been taken to fulfill such needs.
- (ix) To find out the problems of adjustment of tribal development programme. This will lead to human and cultural problems in implementation of programmes.
- (x) Finally, to find out ways and means for improving the economy and quality of life of the tribal people of the area.

TECHNIQUES

1. A thorough examination of the existing records available at project headquarters, Talathi head quarters and Panchayat head quarters was done. This provided an insight into the number and types of programmes initiated, the financial and administrative built up for the programme, the projects completed, the number of participants, physical targets achieved, material improvements in the region etc.
2. We have to look for the evidence of intended changes. Most of such evidences may come from observations; farm and home visits, meetings, conversations, discussions and report of the local leaders. This is more or less an informal form of evaluation which should be recorded as it gives deep and real insight into the changes in the people. Such conversations, discussions and report of the local leaders will also provide data about the prevailing conditions of the people prior to the block.
3. A questionnaires, containing questions mainly about the schemes adopted by the households and their attitude and feelings about the ITDP programmes, official etc. This questionnaires was canvassed in five villages and altogether 150 house-

holds have been covered. The villages were selected from different areas in the district, keeping in view the criteria of distances from the district headquarters. Thus two of the villages were situated quite far away from the district headquarters while one was considerably near and the remaining two were in-between. In the selection of villages, it was also taken into consideration that each of the three major tribes in the Dangs got adequate representation in the sample.

The project-in-Charge also spent some days in several villages for gathering strong and vital evidences for changes in the economic life of the tribal people. He also collected information regarding the prevailing conditions before the ITDP was started in this region.

CHAPTER-II

AREA AND PEOPLE

It has been well known that the Dangs, as a whole presented the aspects of a large and almost unbroken forest. It has been extremely hilly on all sides, and broken by deep ravines, through which the Ambica, Purna, Kapri and Gira rivers and their tributaries have been flowing down towards Surat district. The highest elevation has been 4,358 feet. Towards the centre and west the densest forest and to the east, the largest clearings were formed. The rocks consisted of various forms of trap and though the mineral resources have not been closely examined, it might be that they would be very valuable. In the valleys and depression, good black soil was often found while on the slopes and uplands it was generally reddish in colour or if dark, full of boulders. Generally, the soil was found to be reddish in colour. In and around hamlets, the villages have a number of fruit bearing trees, wild scrub, creepers and bamboo groves. Beyond this, the surrounding of the villages were completely covered with different type of long teak trees, scrub, creepers and such other vegetations. Timber (teak and various other useful species), bamboo and minor forest produce were by far the most important products. The people depended to a considerable extent on games, fish, roots, berries and other fruits. Looking from any hill top, except dense forest nothing was visible to the naked eye. One who was not accustomed of living in the forest area, the scene and environment was itself frightening.

There were fourteen petty estates in the Dangs in the earlier period (at the time of arrival of Britishers). All the estates were held by Bhil chiefs, of whom four claimed the title of Raja, the other were styled as Naiks, Pradhans or Panwars. All were practically independent, though a nominal superiority was awarded by the Britishers to the Raja of Gadhvi, under whose banner the rest were bound to serve in time of war. In former times

(during Mughal period) the Raja of Gadhvi was, in common with other chiefs of Dangs, tributary to the 'Deshmukh' of Mulhar, a strong fort in the Balgaum taluka of Nasik district. But the oppression exercised by the Deshmukh in collecting his tribute led to such frequent disturbances that the British Government was induced to deduct the amount from the sums paid to the Dangs chiefs for the lease of their forest and to hand it over directly to the representative of the Deshmukh. According to one agreement concluded in 1862 between the Bhil Rajas of the Dangs and the British Government, the Bhil Rajas had leased to the then Government the right of forest exploitation but had retained certain judicial powers, not only for their own tribesmen, i.e. Bhils but also in regard to settlers of other communities such as Kunbis or Koknis and Warlis, However, the Bhil Rajas had to rule under over all control of the then political department of Government of India, The administration of justice, Civil and criminal, was vested in the Collector of Surat as ex-officio, political Agent. Capital sentences being referred for the confirmation of the Government and the Diwan exercised first and second class magisterial power. Petty cases were settled by the Rajas and Naikas themselves, each in his jurisdiction, the punishment being chiefly fines in money and cattles. The whole area of Dangs was leased to the then Government of India, for an indefinite term. The recognition of these Rajas and chiefs was due to the circumstances that the early Bombay administrators were inclined to treat the de facto exercise of civil and criminal jurisdiction by a land holder as essaying with it a quasi sovereign estates. As shown in table I there were fourteen estates, in existence before 1947. (Source-Bombay Gazetteers, 1901)

TABLE - I

Different estates in Dangs (Area and Population wise)

Sr. No.	Name of the Estate	Area in sq.mile	Numbers of villages	Population	Estimated gross revenue (in Rs.)
1.	Gadhvi	305	53	4,362	6,500
2.	Amala	172	45	3,222	3,200
3.	Derbhavti	172	41	3,199	4,300
4.	Vasurna	172	42	2,373	3,200
5.	Pimpri	100	25	2,284	4,100
6.	Kirli	12	9	386	700
7.	Shivabara	12	6	141	600
8.	Chinchli gadad	16	25	1,291	800
9.	Avachar	6	6	268	300
10.	Pimbladus	4	2	132	250
11.	Vadhyaman	9	2	129	250
12.	Bilbari	2	3	217	200
13.	Palasvitur	8	3	142	250
14.	Zari Garkhadi	9	3	168	250
	Total	999	269	18,814	24,900

All of them have been receiving an annual political pension from the present Government of India. The Gadhvi Raja got an annual political pansion of Rs.18,504/-.

Out of this amount, he paid nearly Rs. 2,000/- as income tax while he distributed nearly Rs. 3,000/- to Rs. 4,000/- among his immediate kin groups.

The area of Dangs at the time of this enquiry was 389.6 sq. miles while in 1941 it was 667 sq.miles. The population variation has also been noteworthy, the causes of which were difficult to trace. A Study of the following figures would give ample illustration of the variation.

TABLE - II
Population Variation

Year	Population	Variation
1891	32,747	Nil
1901	18,582	14,165
1911	29,345	10,763
1921	24,481	4,864
1931	33,748	9,267
1941	40,498	6,750
1951	47,282	6,784
1961	71,567	24,285

It was hard to believe that such fluctuation in population at every decade was in natural process i.e. due to excessive birth or excessive death. Similarly, it might not be probable that because of emigrations and immigrations such a variation was effected. The area of Dangs adjoined Sahyadri range on its east. It was a rugged and hilly area. The district which started from the mountain ranges and descended on the western side to the edge of Gujarat plain was a forest region. the continuous stretch of hills interspersed with deep ravinas through which minor rivers and their tributary flew made the terrain difficult for access. Out of the total area of 689 sq.miles, 660.18 sq. miles

was forest (Reserve forest - 356.91 sq.miles). All these factors were not conducive for immigration on a large scale. It was really confusing to assess the correct reasons for such wide variation in population from one decade to another decade.

Although the largest group has always been the Bhils, the next being Kunbis and Warlis, the Kunbis now formed the largest group. According to 1971 census the population of Kunbis in Dangs was 39,876 whereas the Bhils numbered 28,475. Apart from these two major communities, Warlies, Gamits, Dhodias, Dhorkolis, Dublas, Naikdas, Vitolias, Pardhis and Kathodis were also found in Dangs. (See Table III).

TABLE - III

Distribution of population according to tribes

Sr. No.	Name of the tribe	Number	Percentage
1.	Kunbis	39,876	45.3
2.	Bhils	28,475	32.3
3.	Warlis	12,688	14.4
4.	Gamits	3,692	4.2
5.	Dhodias	1,386	1.6
6.	Kathodis	689	0.8
7.	Vitolia or Kotwalia	488	0.6
8.	Naikas	424	0.5
9.	Dublas	153	0.2
10.	Choudhary	101	0.1
11.	Dhorkoli	44	- Negligible
12.	Pardhi	11	- Negligible
13.	Unclassified	1	- Negligible
	Total	88,028	100.00

Despite the inequalities of ritual and political status the Bhils and Kunbis of the Dangs shared in many respects a common cultural pattern. Due to this, both of them were called by outsiders by a generic term 'Dangi'. The Dangi Bhils, however, were for all practical purposes a distinct tribe having a distinct language, a territory and a distinct style of life. Similarly, Kunbis of Dangs too have a distinct style of life. Both were separate endogamous units and inter-tribal marriage such as between Bhils and Kunbis or between Bhils and Warlis or between Kunbis and Warlis were almost unknown.

ECONOMIC LIFE

The economy of the tribals of Dangs revolved round the forest during earlier times. The forest among all things, firstly provided them suitable land for slash-and-burn cultivation which was the main source of subsistence. The slash-and-burn cultivation was marked with series of processes of (i) selection and cutting of forest, (ii) burning and removing of wood, (iii) sowing, (iv) weeding, (v) watching and (vi) harvesting. It was always in the minds of the Dangies of earlier times as to which of the forest tract should be cut in a particular year. They used to continue to watch the growth of vegetation in the forest tracts with a view to select suitable areas for slash-and-burn cultivation. Fallow lands were left from six to eight years for the growth of vegetation. After the lapse of that period it was considered to be ready for being cut and burnt. As the season for cutting the forest came near, a Dangi went round the hills with his kins and examined the tracts and then he also calculated his own resources for exploiting those lands. There were also individuals in a village who might not have such tracts in a particular year ready for cultivation. In such cases, they took on lease suitable tracts from his fellow villagers. Once suitable tracts were selected for agricultural operations, the head of the family offered worship in the name of forest Gods. After this ritualistic performance the selected forest tract was cut. This marked the busy agricultural operation for a Dangi

family and for that matter for the whole village in Dang. With sickles and axes in their hands all the members of the family used to come down in the tract-to-be-cut to cut the luxuriant thick forest. If vast tracts were to be cleared, the close kins came to help. This occasion in a Dangi family also marked the visit of maternal and affinal kins living in neighbouring villages to help them in the first agricultural operation. While cutting the trees, care was taken to leave out such trees which were useful to them for procuring fruits or flowers. The cutting operation usually took place in the month of February and March. After cutting of the trees and plants these were left to be dried up. After a month or two when the twigs and branches of the trees were dried up; some of the woods were collected for use as fuel while others were left in the land. Before the advent of the first monsoon shower in June, the leaves, twigs and branches of the plant left in the land were set on fire. According to the belief of these tribals of Dang, the ashes were helpful as manure in speeding the ripening of the crops and giving better quantity in the yield. The burning of wood took place from last week of April to second week of June. Even now, although the tribals of Dang have become settled agriculturists and no longer practice slash-and-burn type of cultivation, they burned twigs and branches of trees in their permanent fields in order to provide the land with a thick base of ash. In any Dang's village one could see flames leaping here and there in the fields, which sometimes gave the impression; if seen from distance, that the forest was under fire. The belief still persisted that ashes of burnt wood was beneficial for the crop. Further, they would argue that by burning, they were able to destroy unnecessary vegetation which might hinder, later on, in the proper growth of the crops. But this did not seem to be very true because in any case they have to weed out the grasses with the subsequent growth of the crops. At the present time, twigs and branches were collected from the forest and were put in the entire piece of land by spreading them evenly throughout the land.

Sowing operation used to be started the June and July with ritualistic observances. In earlier times, and even today, sowing was done by either broadcasting the seeds or after digging holes by digging sticks, the seeds were put inside the holes. The sowing operation normally lasted for a month depending upon the time of the break of the monsoon showers. After a month or so, weeding was done in the fields. When the plants were fully grown and got ears and fruits, the villagers watched them regularly in order to protect them from birds and animals. In the months of December - January, the harvesting was done. Before the crop was brought into the granary of the house from farmyard, they offered the ceremonial offerings to 'Kansari Mata' who was supposed to be a deity granting fertility.

As was to be expected, predominance of forest areas and paucity of land available for cultivation was the striking feature of land utilization in the Dangs which would be evident from the following Table.

TABLE IV

Table showing land utilization in Dangs

Sr. No.	Item	Area (in acres)	Percentage of total area
1.	Total geographical area	4,23,000	100.00
2.	Area under cultivation	93,900	22.20
3.	Area other than cultivation	3,29,100	77.30
	(i) Cultivable waste, permanent pastures and other grazing land	2,600	0.61
	(ii) Others	3,26,500	77.19

The Dangs was situated on the northern end of the Sahyadri ranges and was also a region of heavy rainfall. The average rainfall was nearly 75 inches. The whole region,

therefore, abounded in forest. Out of the total area of 689 sq.miles the forest area admeasured 660.18 sq.miles, of which 356.91 sq.miles were reserved forest and 303.27 sq.miles protected forest (according to 1961 consus). But although there was paucity of cultivable land, the main source of livelihood for the tribals of this region has always been the agriculture. Primarily, agriculture accounted as chief occupation for larger number of persons. According to figures given in the next Table as much as 88.39 percent of its workers were in agricultural pursuits.

TABLE V

Distribution of workers according to occupational division

Sr.No.	Category of Workers	Percentage
1.	As cultivator	66.62
2.	As Agricultural Labourer	21.77
3.	In mining quarrying, livestock, forestry fishing hunting, plantation, orchard and allied activities	3.89
4.	In household industry	1.11
5.	In manufacturing other than household Industry	0.11
6.	In construction	0.81
7.	In trade & Commerce	1.10
8.	In transport & Communication	0.52
9.	Other Services	4.16

As has been discussed earlier, formerly the slash-and-burn type of agriculture was widely practised in this area. But gradually the tribals have become settled agriculturist although rudiments of shifting cultivation was still evident in their burning of dry leaves and twigs in the cultivable field before sowing. Perhaps the Kunbis were already

knowing the settled type of cultivation and under their impact, the Bhils also gradually adopted this type.

The year-wise work cycle of the people was such that from June (the monsoon usually broke in about the middle of June) to January they were busy in agriculture and for about three months during this period they were fully employed while for the rest of the period they were under-employed and so took recourse to collection of minor forest produce. From February to May, they did not have any agriculture operations and as such either collected forest produce or worked in the logging of woods and other allied activities in the forest area or worked as labourer on daily wages. Since there was no regular organisation for providing employment for this labour force (except PWD), the wage rates fell considerably during this period, in view of the large surplus manpower available. The cases of payment of wages at a rate lower than that prescribed under the minimum wages act were mostly pertaining to this period.

The staple food of the tribals of Dangs has always been nagli and rice. These two crops were the main ones grown in this region. Besides these, varai (an inferior grain) and two or three varieties of pulses were also grown. In the following Table figures have been provided regarding cropping pattern in the whole of Dangs.

TABLE VI

Percentage of area under different crops during 1960-61

Sr.No.	Crop	Percentage
1.	Rice	18.19
2.	Wheat	00.11
3.	Jowar	00.11
4.	Other cereals (nagli, varai, etc.)	39.47
	Total cereals	57.88

5.	Tur	4.04
6.	Grams	0.53
7.	Other pulses	10.00
8.	Condiments & Spices	0.21
9.	Fruit and Vegetables	Nil
	Total Food crops	72.66
10.	Ground Nut	00.86
11.	Sesamum	00.11
12.	Other Oil seeds	15.21
13.	Fibres	00.14
14.	Other non-food crops	11.02
	Total non-food crops	27.34

It was evident from the above table that food crops accounted for nearly two-thirds of the total area sown. There was almost complete absence of cash crops such as cotton, sugar-cane, potatoes, vegetables, etc. The ground nut has been introduced only recently and as such only a few tribals have started raising this crop. However there was an indication that more and more concentration was now being put in growing food crops.

Among cereals, Nagli was the main crop. About 40 to 50 percent of the sown area was accounted for this crop alone. Besides nagli, varai, banti, samo and kodra were other cereals of inferior type, being grown by the tribals of the Dangs. In the category of pulses, besides tur the next important pulse was urad. Among the oil seeds group, khurshani was the most important crop for the tribals of this region.

TABLE VII
Crop Calander

Sr. No.	Name of the Crop	Months of sowing	Months of harvesting
1.	Rice	July	October-November
2.	Wheat	October-November	March
3.	Tur	June	February-March
4.	Gram	September	February-March
5.	Khurshani	August-September	February-March
6.	Nagli	July - August	January - February
7.	Varai	July - August	January - February
8.	Ground Nut	June - July	October - November
9.	Sava	August - September	December - January
10.	Udad	July	December - January
11.	Kodra	June - July	December - January
12.	Kulthi	September - October	October - November

It was apparent from the above table that June to January was the busy period for the tribals of this region. Rice, Nagli, Varai and Khurshani were such crops which were universally grown by nearly all the cultivators for the consumption of the family. The crops which were harvested in February-March were such which only a handful of tribals grew. Rabi - crops, such as wheat and gram required irrigation but the only source of irrigation for this region was water well. As water was found at great depth, it was even hard to get the supply of drinking water regularly from the wells. In all the selected six villages there was almost complete absence of land under irrigation. According to 1960-61 census figures, the total area in whole of Dangs which was under irrigation was only 100 acres. Although number of new wells have been dug up in both the blocks, there was practically no increase in the area of land under irrigation.

DEVELOPMENT BLOCKS

From what has been discussed earlier, it is apparent that the tribal people in the Dangs district belong to what may be called traditional and backward sector. Opportunities for gaining employment and raising family income is limited. Industry of any kind is almost non-existent and animal husbandry is of little importance to them. In the whole area, we come across 'low income traps' because the community, by and large, did not possess the skills for more intensive utilization of resources. Shifting labour, crude methods of cultivation and uneconomic yields provide important factors for the backwardness of the economic organization of the people in this region. The basic issue in this area is to raise the level of income of the people by taking up comprehensive economic programmes.

In order to break the stagnant existence of the tribal people of this region so that they may live a progressive life, a good deal of encouragement, assistance and credit from government source are being provided to the tribals under the schemes of Tribal sub-plan. Since economic development implies an opening up of a new range of economic opportunities, a massive and multi-thronged effort is being put by the State Government to bring rapid development of the people as well as the area. Before the Tribal sub-plan schemes were launched in the Vth Five Year Plan, development efforts had been going on in the Dangs since 1954 after this region being brought under the National extension service. It was converted into C.D. Block on 1st May 1956. In the beginning of 1962, this C.D. Block which was covering all the villages of Dangs district was divided into two Blocks. Dangs I and Dangs II Tribal Development Blocks. This arrangement continued upto the end of March 1973, after which the entire region of the Dangs has been formed into an Integrated Tribal Development Project under the concept of Tribal Sub-plan.

IIIrd & IVth FIVE YEAR PLAN PERIOD

Quite a substantial amount was spent during the period of Tribal Development Blocks. For a period of Five Years, the financial outlay for Dang I and II Blocks was Rs. 14.25 lacs and Rs. 11.75 lacs respectively. A total sum of Rs.26 lacs was thus available for investment in the area for its material and human resources. In the following tables, the expenditure upto March, 1967 has been given which gives an indication of the trend of expenditure for the development of the tribals of this region during IIIrd & IVth Fifth Year Plan. The whole region being hilly, there was acute problem of water which particularly took an ugly shape during April to June months when nearly all the wells got dried. In the summer season, the tribals were forced to drink muddy water of the wells or dirty stagnant water of some pools in the forest region. In recent times, through government agency, water was supplied to the people of those areas where all sources of water got exhausted. From Ahwa, tankers were being sent to such needy villages regularly during April-June months.

FINANCIAL OUTLAY AND PATTERN OF EXPENDITURE

During the period of National Extension Service Block and Community Development Block, Rs.12/- lacs had been envisaged for the Block which covered the entire district. Upto 31st March, 1961, the total Government expenditure was Rs. 9.74 lacs and people's contribution Rs. 0.61 lacs of 5.9 percent of the total expenditure of Rs. 10.35 lacs. When the C.D. Block was converted into two T.D. Blocks, the financial outlay for Block I and II was Rs. 14.25 lacs and Rs. 11.75 lacs respectively for a period of five years. A total sum of Rs. 26/- lacs was thus available for investment in the area for its material and human resources. The amount had been sanctioned under different heads and accordingly the expenditure was made. In the following Tables, the expenditure upto March, 1967 has been given which would give an indication of the trend of expenditure for the development programmes.

TABLE VIII

Allocation of funds and expenditure Statement of Dangs I Block

Sr. No.	Head of Account	Allocation of Fund (Rs.)	Expenditure incurred 1.1.1962 to 31.3.1967	Percentage of expenditure
1.	Block head Quarter	2,72,250	2,55,033	21.12
2.	Agricultural extension and Animal husbandry	3,64,750	2,69,533	22.33
3.	Irrigation, reclamation and soil conservation	40,000	36,062	2.99
4.	Health and rural sanitation	1,90,000	1,20,312	9.96
5.	Education	1,41,000	1,36,890	11.33
6.	Social Education	57,000	46,696	3.87
7.	Communication	56,800	56,351	4.67
8.	Rural arts, crafts and Industries	1,32,500	1,56,912	12.99
9.	Rural housing	70,500	69,850	5.78
10.	Cooperation	1,00,000	60,000	4.96
	Total	14,24,800	12,07,644	100.00

TABLE IX

Allocation of funds and expenditure statement of Dangs II Blocks

Sr. No.	Head of Account	Allocation of Fund (Rs.)	Expenditure incurred 1-4-63 to 31-3-67 (in Rs.)	Percentage of expenditure
1.	Block head Quarter	2,31,490	1,10,444	18.12
2.	Agricultural extension and Animal husbandry	2,53,535	1,26,024	20.67
3.	Irrigation, reclamation and soil conservation	87,801	32,158	5.23
4.	Health and rural sanitation	1,85,810	65,604	10.71
5.	Education	76,396	54,260	8.90
6.	Social Education	40,198	31,408	5.15
7.	Communication	42,000	36,671	6.05
8.	Rural arts, Crafts and Industries	1,06,750	55,502	9.10
9.	Rural housing	51,050	(Figures not available)	6.59
10.	Cooperation	1,00,000	57,162	9.38
	Total	11,75,030	5,69,433	100.00

On close examination, the two Tables revealed that major part of the expenditure has been incurred on agricultural extension and animal husbandry apart from that on the pay of the staff and construction of buildings and staff quarters at the Block head-quarters and Gram-Sevak head-quarters. The expenditure on animal husbandry and agricultural extension included the cost of veterinary hospital, district poultry unit, out lying dispensaries apart from expenditure incurred on distribution of improved breed of

bulls, boars, agricultural implements like iron ploughs, etc. and distribution of improved variety of seeds and chemical fertilizers. In both the Blocks the expenditure on irrigation, reclamation and soil conservation was deplorably low. Expenditure on health and rural sanitation was about 10 percent in both the Blocks which included the construction and equipment of Primary Health Centres as also purchase of medicines and the construction of drinking water wells. Quite a substantial amount out of the total expenditure was spent on education which included construction of school buildings and teacher's quarters. The expenditure on social education included purchase of radios, organization of youth clubs, mahila mandals, village leader camps and rallies, kisan melas, exhibitions, purchase of audio-visual equipment and also the pay of operator, construction and equipment of community welfare centres. On communication, the expenditure has been spent on the construction of fair weather roads. In the absence of any provision for their maintenance, the roads were now as good as non-existent. The expenditure under the head of rural arts, crafts and industries was made on running four training centres which included payment of stipend to the trainees, pay of Instructors and cost of raw material and equipment. In fact expenditure under this Head in the Block I has exceeded the actual amount of allocation of funds for this purpose. More than 5 percent of the total expenditure has been spent in both the Blocks on rural housing which included construction of better houses for the tribals. The expenditure on co-operation has been spent on the organization of multipurpose forest labour and other cooperative societies.

The aforesaid discussion pointed out that the only expenditure that could be said to have directly benefitted the people was that on agricultural extension and animal husbandry though it also included the cost of construction of veterinary hospitals etc. This apart, there were certain items of expenditure like health and rural sanitation,

education, rural arts, crafts and industries, and rural housing that might have benefitted the people indirectly. The fact, however, remained that a sizeable portion of the total outlay has been spent on the pay and allowances of the staff, on the construction of buildings and on purchase of equipments.

Let us now see whether that full utilization of the allocated funds has been made or not. As Dangs II had not completed five years at the end of March 1967, it was being excluded here from this discussion. Looking into the expenditure of Dangs I against the total allocated fund for five years, it was found that only 84.74 percent of the total available fund has been utilized. This was a sad commentary on the working of the Block I. Why so much money remained unspent at the end of fifth year of the Block ? This reflected the sloppiness and incompetence of the workers engaged in implementing development programme among the tribals. As the tribals themselves did not show eagerness to participate in the development programme, the workers have a ready made excuse. But the lack of sincere efforts and competent moves and choosing easy and short-cut ways to fulfill the target alienated the tribals from participating in the development programmer. Their ignorance and simple and tradition-bound way of life came handy for the workers to put all the blames upon them for failure of the programmes. From the statement given in the next Table, it would become clear that money on those Heads, which involved construction work and purchase of equipment etc, has been spent almost to the tune of allocated funds., Such Heads were Block headquarter, rural housing, communication and education.

TABLE X

Table showing percentage of expenditure under different Heads against the allocated funds under the same Head

Sr. No.	Head of the Account	Allocation of Fund (Rs.)	Expenditure incurred	Percentage
1.	Block head Quarter	2,72,250	2,55,038	93.67
2.	Agricultural extension and Animal husbandry	3,64,750	2,69,533	73.89
3.	Irrigation, reclamation and soil conservation	40,000	36,062	90.09
4.	Health and rural sanitation	1,90,000	1,20,312	63.32
5.	Education	1,41,000	1,36,890	96.94
6.	Social Education	57,000	46,696	81.92
7.	Communication	56,800	56,351	99.20
8.	Rural Arts, Crafts and Industries	1,32,500	1,56,912	More than 100.00
9.	Rural housing	70,500	69,850	99.07
10.	Cooperation	1,00,000	60,000	60.00
	Total	14,24,800	12,07,644	84.75

The expenditure spent on rural arts, crafts and industries was more than what has been allocated under this Head. It was easier to spend money on running training centres which included pay of Instructors, purchase of equipments and payment of stipends. It was not meant here to say that these programmes would not have benefitted the tribals; but the point which should be made out here was that efforts on such matters which was of direct benedit to the tribals has not been made to the same extent as to other items. Under the Head of agriculture extension, health and rural sanitation and

cooperation, the full utilization of the allocated funds has not been made. As already indicated earlier, expenditure on these has also been spent on construction of buildings and purchase of equipments. Apart from this, the Block personnel, it seemed, could not spend much money on such items which might have benefitted the tribals directly. This was a sad reflection on the working of the Block. Unless such programmes which were of direct benefit to the tribals were given top priority, how the aim of development of tribals was going to be achieved? Time was running short and it would be an act of sheer callousness to wait for that time when tribals would themselves come forward to take up the programmes. Hence, it was high time that instead of concentrating on constructing buildings and purchasing equipments, more and more attention should have been given to such programmes which were of direct usefulness to tribals.

Physical Achievements of the Blocks

After dealing with the pattern of expenditure, let us now turn our attention to the actual programmes which have been implemented by the Blocks.

Agricultural Development and Animal Husbandry

As has been seen in the description of economic life of the tribals of this region, the agricultural practices has been in the crude form. The traditional practices of agriculture of these tribals revolved round shifting type of cultivation. There was not much scope to get a good yield from the cultivable land. Again, as already pointed out elsewhere in this report, there was great paucity of cultivable land in the Dangs. With such a background, the community Development proclaimed to pay attention to land reforms, to popularize settled type of cultivation, to increase the yield, to spread the use of improved variety of seeds and chemical fertilizers, etc. It has been claimed in the Block's report that a propaganda campaign was launched in the area to persuade the

tribals to accept the improved method of cultivation. The Block organised several demonstrations regarding the use of fertilizers, improved variety of seeds and implements, japanese way of cultivation, etc. Apart from this, agricultural demonstration centres were established at the Gram-Sevak headquarters where improved variety of implements, appliances for using insecticides, etc., were put in order to enable the Gram-Sevak to demonstrate the use of these.

Further, the tribals were instructed to use compost pit for storing the cow dung, dry leaves and grasses which used to get destroyed due to ignorance of the tribals. During the first five year plan, 1573 and during the second and third five year plan, 1069 and 1394 compost pits were dug in different villages. In order to popularize the use of chemical fertilizers, 55 mds, 826 mds. and 746 quintals of fertilizers were distributed during first, second and third year five plans respectively. Similary, 69 md, 286 md and 700 quintal of improved variety of seeds were distributed during first, second and third five year plan respectively. Altogether 988 demonstrations were organised upto the period of third five year plan. During the second and third five year plan, in 129 acres and 1876 acres respectively of cultivable land, the cultivation was done according to japanese method of farming.

Rural Health and Sanitation

At Kalibel, a primary health centre was started. The dispensary at Waghai was also expanded. On account of the problem of drinking water, 100 water wells were constructed by the end of third five year plan. 395 bath-rooms were also constructed and 360 sanitation-pits were dug. During the third five year plan, it was decided to establish another primary health centre at Satarpagal village which came into existence during 1968-69.

Education

During the first three Five Year Plans, primary school buildings were constructed in 21 villages. Apart from this, ten schools were given a grant of Rs. 152.25 each for purchasing educational equipments. Twenty schools were also provided bamboos and other materials for fencing gardens. For advancement in teaching of science, a kit containing scientific appliances was provided to twenty schools. After third five year plan, 36 primary schools buildings were constructed. Appliances for developing gardening were provided to twenty schools during 1966-68. More schools were given the scientific-appliances-kit.

Social Education

By the end of third Five Year Plan, 112 Youth Clubs were organised and these were provided with necessary appliances, 4 Bhajan Mandlis were started and these too were provided with necessary musical instruments and 16 Khedut-mandals (agriculturist-club) were started. During this very period, 25 Mahila Mandals were established and the members of these mandals were provided with sewing-machines. 9 Balvadis were also started in which children were taught by montessory method. 26 play-corners for children were also brought into existence in which appliances for the recreation of children were provided. In different villages, 19 social education classes were started. To develop the leadership qualities in individuals, 99 'Gram-Sahayak' training centres were organised, in which 3694 persons participated. 22 library-cum-reading rooms were also established. 1332 adults attended the classes under Adult-literacy programme.

All these activities were continued even after third five year plan. Apart from these, several tours of agriculturists to other districts have been taken on hand in order to enable them to see by themselves, the better agricultural practices. More training camps

were organised in which 1050 persons were trained in various aspects of development programmes. To encourage the folk-dance of the tribals, a scheme was started in which the dancers were to be provided with clothes, musical instruments etc. Several villages took benefit of this scheme. Formerly, the wheat crop was not grown by the tribals. In 1965-66, wheat - growing - campaign was launched by the Blocks and in 236 acres wheat was grown. During the third five year plan, vegetable seeds were also distributed to encourage the tribals to grow vegetables. Similarly seedlings of 15969 fruit-bearing trees on subsidized price were distributed among the tribals.

During the period of 1966-69, 688 quintal of improved seeds and 3366 quintal of fertilizers were distributed. 138 improved implements and 9045 seedlings of fruit-bearing trees were given to tribals on subsidized price. During this very period, 323 agricultural demonstrations were organised and in 2682 acres of land Japanese method was adopted. In 3188 acres of land contour-bunding was also done.

In the sphere of animal husbandry, steps were taken to improve the breed of local cattles and to keep them free of diseases. A centre for artificial insemination centre was started at Ahwa. 681 cattles were made sterile. 132 improved variety of bulls were also distributed and for their maintenance, further grant was given to individual tribals. At Ahwa, a poultry centre was established towards which the Block contributed Rs.70,000. For the poultry centre at Waghai, Rs.15,000 as subsidy and Rs.1,000 as loan was provided by the Block. Veterinary dispensaries were opened at Sakarpatal, Piplaidevi and Galkund. 29814 cattles were also vaccinated.

Land Reclamation, Irrigation and Soil conservation

By the end of second Five Year Plan, 1766 acre of cultivable land was bunded and 28 irrigational wells were constructed. Besides the wells, 9 oil-engines were also

distributed. Due to these measures, it was claimed that 176 acres of land came under irrigation. During the period of third five year plan, contour bunding was done in 5364 acres of land, 11 oil engines were distributed, 10 irrigational wells were constructed and on subsidy basis 6 persian-wheels were distributed. After the third five year plan, a scheme of providing fifty percent subsidy for the purchase of oil engines and persian-wheel was brought into operation. Under this scheme, 7 persons have purchased oil-engines and 36 persons have purchased persian-wheels. 150 water-lifting appliances (Dhekudi) were also distributed. 19 more irrigational wells were constructed. 82 Kachcha structures for storing water were also constructed for the use of cattles. Bal-melas and other camps were also organised to hold competition in various activities. In those villages which have been provided with radio, Akashvani Khedut Mandal has been organised.

Communication

During the first and second five year plans, 12 miles of road was constructed by the Blocks which was beneficial to 12 villages. During the third five year plan, a further 19 mileage of road was built under the Block's programmes. Another 7 km. was constructed under the scheme of rural manpower scheme. After third five year plan, the Blocks continued to undertake the programme of constructing approach roads. The road-construction programme was also taken up on large scale by other Government departments. Under the Block's programmes several approach roads were built which were connected with the principal or main road passing through the particular region. In this way, a net work of all weather road was built up throughout the length and breadth of Dangs district. This helped in breaking the isolation of even interior areas.

Rural Art, Craft and Industries

Four training centres were established in the first and second five year plans. These training centres were for tailoring, smithy, bamboo-work and basketry. Altogether, 54 tribal youths received training in these centre during the above mentioned period.

During the third five year plan, tailoring courses were organised at Waghai and at Ahwa smith-cum-welding and carpentry courses were started. 176 persons were trained in these courses. Apart from that, three persons were provided with sewing machines on subsidy basis. Even after third five year plan, the smithy-cum-welding school and carpentry school continued to function. Each of these has a provision to train 15 persons. These courses were for one year. In the following table the break-up of the trained persons has been given.

TABLE XI

Table showing number of persons trained in different schools during different year

Year	Carpentry School		Smithy School	
	Number of Schools	Number of persons trained	Number of schools	Number of persons trained
1966-67	2	28	1	12
1967-68	2	26	1	12
1968-69	1	13	1	12
Total		67		36

There has been a provision for the trained persons to get tools and implements on 75 percent subsidy. During 1967-68, 13 trainees availed this while during 1968-69 2 trainees.

There was a proposal to start a training-cum-production centre.

Cooperation

During the second and third five year plans, seeds and fertilizers were distributed through cooperative societies. Godown-cum-shop for 17 cooperative societies were constructed during third five year plans.

These godowns enabled the cooperative societies to store their goods properly and safely. Further, on the basis of 75 percent subsidy, 26 societies were provided with drums (Pips) for storing cereals and pulses. For the construction of godown-cum-shops, the Block's contribution towards the total cost was upto 75 percent.

The Extension Officer for cooperation made sustained efforts to enroll more and more members for the different cooperative societies. Altogether, 30 agricultural cooperative societies came into existence by the end of 1969. Except four societies, all have availed the benefit of 75 percent subsidy for purchasing drums worth Rs. 1,000/-.

Rural Housing

During the third five year plan, a scheme was chalked out under the Block's programmes to provide subsidy to individual tribals to the tune of Rs. 750 for construction a good and ventilated house with manglore roof. Apart from this, a provision of granting adequate loan for the said purpose was also made. Altogether, 90 persons availed the benefit of subsidy and 81 persons took loan for the purpose of constructing houses. The plan of the houses had already been drawn by the Block and the persons who availed this benefit of the scheme, had to construct the houses according to that very plan. This scheme remained in continuation even after third five year plan.

The cumulative efforts made till the end of IVth year five year plans were aimed towards increasing agriculture production, improving village crafts & industries and organising new ones, providing minimal health services and improving health

practices, providing required educational facilities, for children, improving housing and family living conditions, increasing communication facilities improving the animal husbandry practices of the tribal people. Due to a multi-phased programmes in these areas of development activities, a sufficiently viable infrastructure in the district had been created. This also resulted in making a greater number of tribal people of this region development oriented. However, it appears on a clearly visible plane that these development programmes mainly covered the Kunbis (including Koknas) only who had already been a progressive community in comparison to the Bhils of this region. By and large, the Bhils have been left behind and they still continue to live a primitive existence. The development programmes conducted till IVth five year plan had failed to bring any visible impact on the living conditions of and the economic well-being of the Bhil people who constitute a most important segment of the tribal population of this district. It would be clear to anybody who gets concerned to know about the community which got most benefitted by development efforts, that it was the Kunbis/Konkas alone whose economic life and social conditions have improved.

Vth five year plan period

Let us now see the efforts made during the Vth five year plan and are being made during the current plan period. Under the fifth five year plan, several programmes had been undertaken to further intensify the development efforts to this plan. There has been a shift in the investment priorities. The implementation of the schemes was done at two levels : (i) schemes implemented under different sectors through the district office of the respective departments and (ii) through the district Panchayat. Besides these, a surplus had been also put under the disposal of the project Administrator for taking up schemes of local significance. Following account will give a picture of the achievements during this plan period in different sectors.

Agriculture and Allied Services

Various schemes such as providing free distribution of seeds, fertilizers and pesticides at subsidized rates, scheme for promotion of potatoe crops and its cultivations, schemes to increase production of pulses, etc. were taken. But in most of the schemes, implementation fell short of the target. For instance, in the scheme of promotion of potatoo cultivation, 400 hectares were to be covered with a total financial outlay of Rs.14,00,000 but only 30 hectares were covered and only Rs. 75,825 was spent. Similarly, in the distribution of agricultural kits on subsidized rates a target of distribution of 1,240 kits with a total financial outlay of Rs.1,36,000 has been fixed but here again only 275 kits could be distributed and only Rs.14,276 was spant. Even in the scheme of free distribution of seeds, instead of 35,000s kilos, which was the target, only 14,542 kilos could be distributed. Without going into further details of each scheme it can be said that although several schemes had been initiated, due to one reason or other, the performance has not been satisfactory.

Minor Irrigation

At eight places, a programme of lift irrigation was undertaken. Of these two : (i) at village Kulkas and (ii) at village Takpada, the construction work was completed. In the remaining six places work was continued. But although the Kudkas and Takpada lift irrigation schemes were completed, these have not yet been put to operation for replasing the water into the field of tribals. For operating, the district Panchayat was asked to take over; but it had refused to do so on the pretext that construction work had been faulty and consequently water would not reach to the fields. Apart from that, the cultivators were found reluctant to utilise the water after paying the levy first. They wanted to utilize the water for first few years free of charge and only after getting convinced about its utility in improving their agricultural production, they would be prepared to pay the

water charges. In nutshell, the operation of these two schemes, even after completion of the construction, fitting of motors and laying of pipes has been brought to a stalemate and no solution appeared to be in sight.

Soil Conservation

No particular achievement was made in this sphere.

Drinking water supply

Here also, due to the difficult terrain and in absence of ground water potentialities, not much headway was made. However, a sum of Rs.10,17,000 (out of this amount 4,08,000 was spent in the fourth quarter) was spent towards improving the drainage system in certain villages and on supply of drinking water. In the latter, expenditure was mainly done on Bhigiya dam which would ensure regular supply of water to the residents of Ahwa, the district headquarter. This dam too, as had been constructed in a faulty manner. Under the head of special programmes for backward areas, 11 water wells have been dug for supply of drinking water.

Animal Husbandry

With a view to develop the economic conditions of the small farmers and agricultural labourers, a good beginning had been made in organizing milk cooperative societies. 179 milch cows and buffaloes were distributed among different tribal families and to organize the cooperative, adequate subsidies were also provided to beneficiaries for purchasing shares. This movement has caught up and if sustained efforts are continued, it would go a long way in improving the conditions of the tribals covered under this scheme. So far, the achievement has gone beyond the target fixed.

Some 'Ghankhunt' centres were also established attached with veterinary hospitals; but here the achievement was far less than the target fixed. For improvement

of the breed of local cattles, 19 improved breed bulls, which had been acquired earlier, were maintained by making expenditure towards their upkeep. 'Shankar' bulls were also maintained at three villages.

There was a proposal to establish animal husbandry centres at seven villages and a total sum of Rs. 1,56,000 had been earmarked for the implementation of this scheme, but only Rs.38,845 could be spent due to the fact that although the centres had come into existence, the requisite staff has not been recruited.

The veterinary hospital of Ahwa was modernized during this period.

Dry land Farming

Although a Regional Research centre for Hill Millets had been in existence since 1964 at Waghai, it has not been able to contribute much towards improvement in the dry land farming system of the hill millets grown in Dangs.

Special Programme for Backward Areas

Under this sector, being operated only in Dangs, a number of tribals were given subsidies for purchasing bullocks, bullock-carts, buffaloes and stipend to artisans and employment in Road works, etc.

Poultry Development

Only one poultry farm has been running at Ahwa. To strengthen it, some programmes were carried out. A group of 20 tribals were also trained under a 15 days training programme in poultry-keeping. A sum of Rs. 2,53,643 was spent upon this scheme, Poultry service centres in two villages have also come into existence but here again staff has not been recruited.

Backward class welfare

Under this sector, several schemes were implemented. These schemes were :

- (i) free scholarship to students upto S.S.C., (ii) supply of free clothes and books to needy students studying upto VIth standard, (iii) Grant-in-aid to backward class hostel, (iv) financial assistance to landless labourers for purchasing implements, (v) financial assistance for starting small scale industries (vi) free medical aid, (vii) financial assistance to individuals for house construction and (viii) Balwadis.

Education

A sum of Rs.18,22,540 was spent during the period under the state sponsored scheme. While under the tribal sub-plan schemes, a sum of Rs.17,84,753 had been spent. The following schemes were implemented :

	Name of schemes	Beneficiales	Expenditure (in Rs.)
State sponsored schemes	1. Free public education on to children under 14 years of age	3,540	12,95,902
	2. Work experience in Primary School	260 Material supplied	66,600
	3. Improvement of service education	—	83,900
	4. General improvement & Primary Schools	323	3,52,123
	5. Adult Education	11,686	29,015
Tribal sub-plan	6. New school with Hostel at Saputara	100 students	16,09,765
	7. Grant-in-aid to school	50 students	1,05,000
	8. Improvement & PBTC, Ahwa.	1 school	65,680
	9. Library of course books at high schools	85 sets supplied	4,308

Health and Nutrition

Under the state sponsored schemes, the expenditures were mainly on Buildings and pay of newly appointed staff. However, under the centrally sponsored schemes, a sum of Rs. 25,44,990 was spent on family planning programmes, leprosy control programmes and malaria eradication programme.

Special nutrition programmes and mid day meal schemes were also undertaken under the centrally sponsored schemes. A sum of Rs.4,63,274 was spent and 13,341 children have taken the benefit under this schemes.

Housing

601 houses were constructed for the landless agricultural labourers in which a sum of Rs.2,63,000 was spent. 300 labourers were provided with plots for constructing houses. In this, an expenditure of; . 45,000 was incurred.

Industry

Under the tribal sub-plan schemes, a Bamboo-cane training centre was started. Financial assistance were also given to cooperative societies. Under the state sponsored schemes, 136 industrial workers availed financial help to the tune of Rs.1,27,000.

Forestry

Under the tribal sub-plan schemes, a sum of Rs.8,76,901 was spent over the scheme of economic plantation of teak, Khair and bamboo trees. For improving the logging system so that the labourers can increase their output and consequently can earn more wages, a sum of Rs.2,01,331 was spent although there was a provision of Rs.7,53,000. But on the other hand, the full amount of Rs.1,06,700 as was given in the outlay, was utilized over the Botanical garden at Waghai.

Communication

3 kms. of new road was added during the period on which an expenditure of Rs.2,12,000 was incurred. This amount was spent at the last moment i.e. January - March, 1978.

Another scheme of Rs. 17.00 kms. road works was undertaken under the scheme of special programmes for backward areas. This scheme was essentially meant to provide labour work to landless labourers.

Primitive community

A scheme for the economic rehabilitation of the Kotwalias of Dangs district had been initiated by the Forest Department in 1976-77 with 10 families on a no loss no profit bases. In 1977-78, the number of Kotwalia families joining this scheme went upto 78. Each household started to earn on an average a monthly income of Rs.180. The Forest Department's senior personnel posted in Dang certainly displayed lot of imagination in organising this scheme. They have taken care of the Kotwalias in quite an appreciative way. One would wish after seeing the success of this scheme that officials of other departments too could have shown such imagination and farsightedness in conducting scheme for the development of the tribals.

X

VI Five Year Plan period

The VIth five year plan could not be launched in 1978. But an annual plan for 1978-79 was prepared under which altogether 153 schemes were undertaken under different sectors; which were implemented through the Heads of different departments at the district level as well as through the District Panchayat. In the annual plan of 1978-79, a total sum of Rs. 1,51,990 had been proposed. Apart from the inter-sectoral financial

outlays, a total sum of Rs.3,34,000 had been earmarked for nucleus budget. This had been done in order to meet the urgent need and requirement of the project area. Schemes and projects of local significance which may not have found place in the inter-sectoral schemes could be undertaken from the provision put under nucleus budget. Any new ideas and innovative adoptions can also be accommodated in this. Altogether 15 projects under different heads had been undertaken under the nucleus budget.

Statement of financial outlays (1979-79)

TABLE XII
Schemes conducted through District Panchayatg, Dangs

Sr. No.	Heads	Number of programmes	Financial outlay (in Rs.)
1.	Education	21	11,72,845
2.	Social Welfare	11	1,88,200
3.	Tribal Development Blocks	3	2,82,000
4.	P.W.D.	2	1,20,000
5.	Health	1	2,000
6.	Cattle Development (Animal Husbandry)	7	2,44,520
7.	Agriculture	11	11,17,125
8.	Cooperation	1	8,000
	Total	57	31,34,690

TABLE XIII

State sponsored Schemes

Sr. No.	Heads	Number of programmes	Financial outlay (in Rs.)
1.	Dy. conservator of Forest, North Division	9	11,80,000
2.	Dy. Conservator of Forests, South Division	10	22,37,300
3.	Assistant Soil Chemist (Mobile soil Test laboratory)	2	1,32,000
4.	Cooperative officer (industry)	12	1,32,000
5.	District Poultry Extension Officer	3	88,000
6.	Civil Surgeon	5	1,78,000
7.	Dist. Tuberculosis Officer	1	1,72,000
8.	District Education Officer	12	11,79,000
9.	Dy. Engineer (R & S)	27	40,98,000
10.	Asst. District Registrar of cooperative societies	5	40,98,000
11.	Dy. Engineer, Minor irrigation	9	20,61,000
12.	Dy. Engineer, Public health & Sanitation	1	2,00,000
	Total	96	1,20,33,000
	Grand Total	153	1,51,67,990

Statement III

Source-wise sectoral Distribution of Nuclens Budget outlay

Sr. No.	Head of development	Sponsore	No.of schemes	Financial outlay (in Rs.)
1.	Animal Husbandry	Panchayat	9	1,36,630
2.	P.W.D.	Panchayat	2	50,500
3.	District Education Officer	State	1	3,000
4.	Civil Surgeon	State	1	26,000
5.	ITI, Ahwa	State	1	33,665
6.	Depot Manager, S.T., Ahwa	Local Institution	1	8,000
	Total		15	2,57,795

There is no need to go into the details of the schemes which were implemented during the year 1978-79 as by and large; these were of similar types undertaken during fifth five year plan.

An understanding of the trend of the schemes adopted under Tribal Sub-Plan during Sixth Five Year Plan period and the patten of expenditures made can be obtained from the information given in the next tables regarding the schemes undertaken during the year 1978-79, 1979-80, 1980-81 and 1981-82 years.

TABLE XIV

Allocation of funds and expenditure and Statement for the year 1978-79

Sr. No.	Head	Allocation of fund in 1978-79 (Rs.in lakh)	Expenditure incurred (Rs.in Lakh)	Percentage of expenditure against allocation
1.	Agriculture Development	21.171	9.682	46.43
2.	Animal husbandry	3.715	0.972	26.16
3.	Village and Household	1.467	0.106	7.23
4.	General Education	24.367	9.283	38.34
5.	Technical Education	4.750	4.400	98.89
6.	Housing	2.250	2.787	123.69
7.	Forest conservation	32.712	31.467	96.19
8.	Small Farmers Agency	6.320	5.104	80.92
9.	Public Works	56.470	30.854	54.42
10.	Soil conservation	1.206	1.020	84.56
11.	Public Health	5.094	3.318	65.14
12.	Social Welfare	2.817	1.049	37.24
13.	Drinking Water	5.500	0.913	16.60
14.	Cooperation	3.800	0.210	5.053
15.	Minor Irrigation	20.610	19.032	92.34
16.	Social Security	0.146	0.124	85.93
17.	Core budget	0.120	0.115	95.93
	Total	192.375	120.344	62.55

TABLE XV

Allocation of Funds and Expenditure and Statement for the year 1979-80

Sr. No.	Head	Allocation of fund in 1978-79 (Rs.in lakh)	Expenditure incurred (Rs.in Lakh)	Percentage of expenditure against allocation
1.	Agriculture	18.53	12.36	38.36
2.	Land reform	00.82	00.67	81.52
3.	Animal Husbandry	2.35	1.55	65.92
4.	Dairy Development	4.87	4.074	83.01
5.	Forest	32.27	32.17	89.67
6.	Community Development and Panchayat	7.05	4.10	58.05
7.	Cooperation	4.05	00.39	9.53
8.	Village and household Industries	1.25	00.26	20.57
9.	Housing, Road and Causeway	50.18	39.58	78.87
10.	General Education	13.53	7.80	62.27
11.	Technical Education	2.53	2.51	99.37
12.	Public Health, Medical and Sanitation	5.67	3.66	64.58
13.	Drinking Water	-	4.35	-
14.	House Construction	1.24	00.37	29.09
15.	Backward Class Welfare	1.71	00.90	52.71
16.	Social Security	00.53	00.32	60.30
17.	Nutrition	1.63	00.87	53.30
18.	Administration (ITDP)	00.45	00.58	128.89
19.	Small Farmers Agency	3.36	3.25	96.25
20.	Nucleus Budget	4.00	3.97	99.25
	Total	155.02	123.01	79.35

TABLE XVI

Allocation of funds and expenditure and Statement for the year 1980-81

Sr. No.	Head	Allocation of fund in 1978-79 (Rs.in lakh)	Expenditure incurred (Rs.in Lakh)	Percentage of expenditure against allocation
1.	Agriculture	9,91,000	7,73,248	78.40
2.	Asstt. Soil Chemist	-	-	-
3.	Asstt. Research Scientist	4,14,000	3,20,054	72.00
4.	Land reform	36,000	22,572	62.70
5.	Soil Conservation	6,90,000	5,40,000	78.26
6.	Animal husbandry	5,89,400	3,03,117	41.43
7.	Poultry	88,000	62,866	71.21
8.	Forest-South division	15,21,800	14,86,977	97.00
9.	Forest-North division	13,00,500	12,99,943	99.95
10.	Community Development and Panchayat	13,25,120	5,38,324	46.65
11.	Road, P.W.D. and Bridges	33,05,400	36,82,413	111.00
12.	Executive Engineer (Zila Panchayat, Dang)	44,80,000	27,41,000	61.00
13.	Health	56,000	55,895	99.00
14.	Asstt. District Registrar	5,50,200	42,391	7.70
15.	Cooperative Officer (Industry)	1,59,000	3,975	2.50
16.	General Education (Secondary)	7,22,630	6,72,041	91.57
17.	Primary Education	6,50,000	5,22,353	91.57
18.	Technical Education	2,32,000	2,01,990	87.06
19.	Medical, Public Health and Sanitation	2,02,000	1,62,063	80.26
20.	T.B. Control	2,30,000	46,219	20.09

21.	Drinking Water	-	1,50,215	-
22.	Housing	2,30,000	79,450	34.09
23.	Backward Class Welfare	3,65,200	3,00,576	82.30
24.	S.F. Agency	5,00,000	55,507	17.00
25.	Social Security	96,000	4,71,323	94.56
26.	Nutrition	2,10,000	1,36,473	64.00
27.	Nucleus Budget	5,00,000	4,99,839	99.96
	Total	1,94,44,250	1,50,52,844	79.00

TABLE XVII

Allocation of funds and expenditure Statement for the year 1981-82

Sr. No.	Head	Allocation made	Expenditure done (Rs.in Lakh)	Percentage of expenditure against allocation
1.	Agriculture	7,74,000	7,39,510	95.54
2.	Agriculture Irrigation	28,000	4,000	15.00
3.	Asst. Research Scientist	6,67,800	4,77,456	71.91
4.	Soil Chemist	-	-	-
5.	Soil Conservation	3,83,000	3,45,597	93.00
6.	Animal Husbandry	5,97,000	3,92,866	66.00
7.	Poultry	2,35,000	56,684	24.00
8.	Forest South division	22,20,300	21,87,800	98.00
9.	Forest North division	28,33,500	26,37,716	93.00
10.	Community development and Panchayat	11,24,000	12,40,890	110.00
11.	Roads & Buildings	22,25,000	32,08,016	144.00
12.	Roads & Buildings (zila Panchayat Dangs)	24,25,000	26,38,000	109.00
13.	Health	76,800	75,640	98.00
14.	Cooperation	2,70,000	24,389	9.04

15.	Industry	1,06,000	23,110	23.00
16.	Secondary Education	7,82,000	4,25,000	54.00
17.	Primary Education	7,10,500	6,66,772	93.00
18.	Adult Education	1,84,000	1,75,386	95.00
19.	Labour Welfare	3,11,000	2,95,956	95.00
20.	Medical, Public Health and Sanitation	2,94,800	2,70,347	91.00
21.	T.B. Control	2,40,000	2,27,197	95.00
22.	Drinking Water	80,000	67,443	84.30
23.	Backward Class Welfare	4,93,500	6,89,784	130.00
24.	Small Farmers Agency	12,00,000	6,29,989	52.49
15.	Social Security	50,000	43,733	87.46
26.	Nutrition	2,51,500	69,312	27.00
27.	Ayurvedic	1,00,000	85,500	85.50
28.	Nucleus Budget	6,00,000	5,98,281	99.00
29.	I.T.D.P. Office	1,40,000	1,39,907	99.98
	Total	1,94,00,200	1,84,38,288	95.04

Even a cursory look to the figures given in these four tables would clearly indicate that not much utilization of the funds allocated for agriculture, animal husbandry, cooperation, general education, rural and household industries, social welfare, nutrition and agricultural irrigation have been made. While on the other hand, good utilization of the funds allocated for technical and adult education, forest conservation, social security, dairy development, soil conservation, small farmers agency etc. have been made. In case of some of the heads of expenditure like rural housing, poultry, leprosy control, the pattern of expenditure is very erratic. For instance, on poultry development, the expenditure in a particular year is 71.21 percent while in the very next year it fell down to 24.00 percent. Similarly, on leprosy control, the expenditure in a particular year is only 20.09 percent while in the very next year it shot up to 95.00 percent of the allocated funds. In

the same manner, the expenditure on rural housing scheme, in a particular year exceeded the allocated fund (123691) but in the very next year it fell steeply to 29,09 percent of the total allocation.

Thus, from the pattern of expenditure made on such heads, such as agricultural development, animal husbandry, cooperation, rural and small scale industries, agricultural irrigation which are vitally important for development of tribal economy, it is apparent that no serious effort has been made to improve the level of economy of the tribals of Dangs even under the programmes of tribal sub-plan. In the sphere of cooperation, the performance has been singularly dismal. This is an important programme for tribal areas for elimination of exploitation which has been given a high priority in the scheme of tribal development under the sub-plan.

By and large, even the minimum needs programmes with a view to provide certain basic services like education, health, drinking water, nutrition and housing to the tribals, could not be implemented to the desired extent. It would be logical that the developmental effort in this tribal region should first attend to the task of satisfying the high priority basic needs. But the manner in which the utilization of the allocated fund has been made clearly indicates that no such logic is being followed in the Dangs region. More or less, the same story of the failure of the development programme, which one had been prior to the tribal sub-plan period i.e. during the period of community development and tribal blocks, is being repeated in to. As such even though there has been a spectacular success in relation to the level of investments in this region, which has grown phenomenally in recent years, there will have only a limited success in raising the economic level of the tribal people. There will not have any perceptible impact on their quality of life.

TRIBALS PARTICIPATION

How many tribals actually got involved in the development under tribal sub-plan schemes in Dangs ? Some idea regarding this can be seen from the responses given by the head of the households covered in this study. As shown in the next table, only 79 out of 150 households, forming 52.67 percent, have been covered under the agricultural development programmes. In the programmes concerned with animal husbandry, soil conservation and bullock cart, the percentages of households out of the total have been 36.00, 46.00 and 35.33 respectively. In the schemes of vegetable growing, horticulture, milch cooperatives only 25.33 percent, 19.33 percent and 18.00 percent respectively have been involved. Very poor coverage is seen in the schemes of poultry, bee-keeping, forestry, minor irrigation, rural industries, housing and cooperatives.

TABLE XVIII

Percentage of households accepting different programme

Sr. No.	Type of schemes	No.of households taking benefit	Percentage of out of the total 150 household
1.	Agriculture	79	52.67
2.	Horticulture	29	19.33
3.	Rural Industries	9	6.00
4.	Public Health	44	29.33
5.	Nutrition	58	38.67
6.	Rural Housing	14	9.33
7.	Soil Conservation	69	46.00
8.	Technical Education	20	13.33
9.	Bullock Cart	53	35.33

10.	Milch Cooperative	27	18.00
11.	Animal Husbandry	54	36.00
12.	Poultry	3	2.00
13.	Vegetable Growing	38	25.33
14.	General Education	47	31.33
15.	Drinking Water	13	8.67
16.	Bee-keeping	1	0.67
17.	Forestry	5	3.33
18.	Cooperative	16	10.67
19.	Minor irrigation	1	0.67

Thus, by and large, a big majority of the households have not been able to take benefit from the schemes being implemented under the tribal sub-plan. Here again, it can be easily observed that in the schemes concerning the minimum based programmes, the coverage is quite inadequate.

Some simple and direction questions were put to the informants in order to know their awareness regarding programmes of Integrated Tribal Development Project (ITDP). The responses of the informants make interesting reading.

On being asked regarding their knowledge about the existence of ITDP office at Ahwa, only 45.33 percent of the total informants have replied in affirmative. This means that more than half of the total number of households do not even know that there is an ITDP office at Ahwa, the district headquarters of the Dangs district. A further look into the village-wise figures, as given in the next table, it becomes clear that in the villages which are far away from Ahwa, such as Singna, Malegaon and Tekpada, the percentage of the informants having knowledge about the ITDP office is less, to the tune of 33.33 percent, 24.14 percent and 36.67 percent respectively.

TABLE XIX

Village-wise percentage distribution of informants having knowledge about ITDP office at Ahwa

Village	Response		
	Yes	No	Total
Singana	33.33	66.67	100.00
Malegaon	24.14	75.86	100.00
Tekpada	36.67	65.33	100.00
Baripada	64.52	35.48	100.00
Lahancharya	66.67	33.33	100.00
Total	45.33	54.67	100.00

In such villages which are comparatively nearer to Ahwa, more than half of the total number of informants knew about the ITDP office at Ahwa.

Regarding knowledge about the tribal sub-plan, the response is given in the following table. According to the figures given in this table, only 30 percent of the total informants have absolutely no idea about tribal sub-plan; while 63.33 percent know something. Of the remaining, 4.00 percent have heard about it but have no clarity while 2.67 per cent have given no response. A more close look to the table reveals that in Singana and Malegaon, majority of them have no idea about tribal sub-plan while in Lahancharya and Tekpada majority have some knowledge. In Baripada, each of them have some idea. Thus, though Tekpada is far away from Ahwa, there at least majority have some idea about tribal sub-plan.

TABLE XX

Village-wise percentage distribution of informants according to knowledge about tribal sub-plan.

Village	Absolutely know nothing	Know something	Have heard about it but have no clear idea	No response	Total
Singana	53.33	40.00	6.67	-	100.00
Halegaon	62.07	24.14	13.79	-	100.00
Tekpada	26.67	66.67	-	6.66	100.00
Baripada	-	100.00	-	-	100.00
Lahancharya	10.00	83.33	-	6.67	100.00
Total	30.00	63.33	4.00	2.67	100.00

The query is whether they have gone to visit any government office at Ahwa during the last 5-6 years in connection with development programmes or not. Here again, as shown in the next table, majority of them have given their response in affirmative. In all the villages, the percentage of informants who have made such visits is greater than those who have not made such visits.

TABLE XXI

Village-wise distribution of informants regarding their visiting any government office at Ahwa during last 5-5 years

Villages	Yes	No	Total
Singana	63.33	36.67	100.00
Malegaon	58.62	41.38	100.00
Tekpada	60.00	40.00	100.00
Baripada	96.77	3.23	100.00
Lahancharya	56.67	43.33	100.00
Total	67.33	32.67	100.00

Have they been approached by government officials during the last 5-6 years for development programmes ? To this query, a vast majority of the informants, to the tune

of 82.67 percent out of the total informants have given to their responses in affirmative. As shown in the next table, only 17.33 percent of the total have not been approached. A further close look to the table gives the same pattern of response in all the five villages except Malegaon where the majority of those giving response in affirmative is only marginally high.

TABLE XXII

Village-wise distribution of informants according to their response about being approached by government officials during the last 5-6 years.

Villages	Yes	No	Total
Singana	86.67	13.33	100.00
Malegaon	51.72	48.28	100.00
Tekpada	83.33	16.67	100.00
Baripada	96.77	3.23	100.00
Lahancharya	93.33	6.67	100.00

From the response given in the above table, it can be assumed that the Government Officials of the village level at least remain in touch with the villagers. Even though this is so, majority of the informants in each village remain ignorant about ITDP and tribal sub-plan. The implication of this is that the communication between the government officials whether at village level or at district level, and the tribals is not in an effective state. Even the village level officials maintain only superficial touch with the villagers. They may have effectively close touch with a couple or so families in the village but with rest of the villagers, they do not have an effective closeness.

CONCLUSION

One of the distinguished features of the tribal sub-plan is that the programmes have to be pumped with specific needs of the area which will aim to improve the quality of life of the tribal people as well as generate full employment within ten years. Keeping these objectives in mind, in reviewing the development efforts made in the first and second tribal sub-plan, it clearly emerges that a clear perspective about the long term strategy for development of the tribals of Dangs has not yet emerged. For instance, it had been clearly spelt out that the economy of the tribals of Dangs revolved round the forest. Even today, their very habitat and ecology decidedly points out that forests occupy a central position in their economy. In view of such an important significance of forests with respect to the tribals of Dangs, in the formulation of philosophy and directives for comprehensive plan making for the economic regeneration of the tribals of this region, the subject of management as well as policy regarding forests in the Dangs assumes a serious discussion of socio-economic development programmes for the tribal communities of this region can fail to give due attention to the fact that for large number of tribals, forests have been representing the very basis of their existence.

Although the forest policy does make a mention about the local needs, the investment policy has been more attained to the exotic needs of economy of the wider society. The investments now going into forestry have always been accruing towards commercial considerations pushing aspects of improving the economy of the tribals in the background. Although there is consensus at the national level on the issue of planning forest based programmes which subserve the tribal economy, concrete efforts in this direction has not yet been attempted. In an area like Dangs, planning of development programmes on forest development in isolation has no meaning, the two must reinforce each other. In this area, forest based economy should be planned in

which agriculture could be assigned secondary position. As should be evident by this time, the potentialities of developing agriculture in this region has obvious limitations because of the poor soil, undulating land and above all almost complete absence of irrigational facilities. Due to this being a forest rich region, tribal development and forest development should be two co-equal goals. The basic needs of the tribal economy should be provided on a priority basis as part one in all forestry plans, whether conventional, intensive or commercial.

Another programme implemented concerning for providing inputs and poultry extension facilities has been a dismal failure. When it was enquired from several sources as to why poultry keeping programmes have not been made popular among the tribals of Dangs who have been raising poultry even in their traditional economic set-up, it was given to understand that the improved variety of birds do not survive under the climatic conditions of Dangs. This was far from truth, as the birds in the Government poultry farm at Ahwa have been surviving.

There has been almost a complete absence of programmes to generate counterveiling forces of sufficient dimension so as to help the tribal community to become equal partner in the process of growth. And here one is reminded of the Bhils plight. Where one went it was very much obvious that Bhils have not been included in appreciable number in the process of the implementation of the schemes. Thus, in one way or other, the development programmes are being geared to encourage class stratification in the tribal societies of Dangs, a situation which is clearly far away from the laid objectives of the tribal sub-plan. It is far from the objective of planning for development to make available all resources as well as opportunities for development of a resourceful community like the kunbies at the expense of another but economically poor community like the Bhils. If the Bhils continue to be left behind and the kunbis continue to be

allowed to reap the entire benefits, serious repercussions would follow. Already this trend has started which one can visualize in the phenomena of the big outflow of Bhils families from their own habitat to other areas in search of employment. The fact that this phenomena of the Bhils seasonal migration has started recently when a vigorous effort in the form of tribal sub-plan is being made is a serious blot on the development machinery. The goal of economic development of the tribals is to bring economic opportunities to the tribals in their own habitat. But if the assumption regarding rapid increase in the scale of seasonal migration of the Bhils from Dangs is correct, it speaks of far reaching consequences in our efforts towards economic development of the Bhils. Under these circumstances, a vigorous effort is needed to mobilize the Bhils as well as to chalk out programmes specially for them. This aspect of taking up programmes benefitting the Bhils is not such as could not be brought within the realm of feasibility of working out a strategy for the economic regeneration of the Bhil community. The Kunbis, whose economy has been mainly agriculture oriented is easier target group to handle whereas the Bhils are comparatively difficult one. Naturally, the implementors in order to make their tasks easier, concentrated only on Kunbis. This brings the question of how to motivate the implementors of the programmes to mobilize and motivate the Bhils. One way to do is to make it obligatory on them to include a fixed quota, worked out on ratio basis of households from each of the major tribal communities in the area. As the Bhils constitute nearly 33 percent of the total tribal population in the Dangs, at least 33 percent of the beneficiaries of any programme must be from the Bhil community. The officials should be made responsible in a statutory manner to cover a certain fixed proportion of families from the community whose economic situation is very bleak. It is also suggested to organize separate cooperatives, exclusively for Bhils. If these measures are not taken, the Bhils would have to be declared as a primitive tribal community, like the Kotwalias, Kolghas, Kathodis, etc.

The programmes of immediate benefits to the tribals are generally small with modest financial investments. Preference to bigger programmes even though some of them may not be of direct relevance to the tribals, persists in most of the sectors. For instance, the scheme of Botanical Garden at Waghai, plantation of cashew nuts on Waghai - Saputara road and Ritumbhare Vidyapith at Saputara.

There are areas with depleted resources where sub-marginal land is hardly able to provide even bare subsistence. The destructive features of agriculture in this area is not generally appreciated. The agricultural development effort so far in this area has followed the pattern adopted for the developed areas. Therefore, it has not touched even the fringes of the problem in this region. For example, horticulture could be very suitable for Dangs, but not much imaginative thought has been applied to this aspect. Special agricultural development programme should be prepared for keeping the agro-climatic conditions of this region. Research support in dry farming practices and in agro forestry should be provided as a long term programme in this tribal region.

