

## TRIBAL DEVELOPMENT THROUGH FIVE YEAR PLANS IN INDIA – AN OVERVIEW

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### ABSTRACT

Planning is generally accepted in many developing countries as an indispensable means to promote development. The preference for it arose out of the inability of the poor and traditional societies to imitate and promote development process on the one hand and the desire of the state to put an immediate end to human sufferings on the other; the preparation and implementation of the plans of development in these countries respect the acceptance of the responsibility of development on the part of the states. During the process of planning for development in these countries some new problems have emerged and the existing ones have assumed new dimensions leading to significant changes in the concept and strategies of planning and development. In India, planning processes are being implemented for over six decades. Tribes encounter socio-economic, cultural and political problems. They are considered as a weaker section of the society. The tribal development planning is being implemented along with five-year plans under the control of Government of India. But, Indian tribes are facing some unsolved problems. The present paper is a new attempt to focus on the efforts of five year plans and unsolved problems and their status after the 66 years independence of India.

**Keywords:** Tribal Development, Five Year Plans, Unsolved Problems of Scheduled Tribes

### INTRODUCTION

A social group is usually identified by a common territory, dialect, cultural homogeneity, social and political organization. It may include several sub groups. A tribe becomes Scheduled Tribe only when it is notified as Scheduled Tribe under Article 342 of Constitution of India. There is no doubt that tribes are backward and exploited more when compared to other ethnic groups of our country. There is less means of communication in tribal areas, lack of proper drinking water, illiteracy; inadequate medical facilities are some of the major problems. Tribal development efforts in India were established during the British rule. British rulers had to face tribal insurgency and unrest. Tribal insurgency was suppressed by the use of armed forces by British administrators. But at the same time, Britishers had realized the problems of the

tribal. Hence, British administration established separate administrative system in tribal areas.

After independence, a secular constitution was adopted to govern the country. Several constitutional provisions were made for the development of tribe. Many schemes of development were formulated and implemented. Several schemes of tribal development are still active through several five year plans in India. Attempts have been made to make the scheduled tribes to develop socially, educationally, economically, politically and culturally. For the development of tribes, various models, approaches and theories of development have been propounded in different five-year plan periods. Some of them include Community Development Programme, Multipurpose Tribal Blocks, Tribal Development Block, Development Agencies, Primitive Tribal Groups, Integrated Tribal Development Projects, Modified Area Development Approach, Tribal Sub-Plan, Dispersed Tribal Development Programme, and Centrally Sponsored Schemes etc.<sup>1</sup>

In the Five Year Plans, the programmes for the welfare of the schedule tribes aim at:

1. Raising the productivity levels in agriculture, animal husbandry, forestry, cottage and small- scale industries etc., to improve the economic conditions.
2. Rehabilitation of the bonded labour.
3. Education and training programmes.
4. Special development programmes for women and children.

But various evaluation studies on these programmes for the integrated development of the tribals have brought out the inadequacies of these programmes<sup>3</sup>. Though the efforts have been in the direction for development of tribal particularly with the creation of special multi-purpose tribal blocks during the second plan period however, a major break-through took place in the Fifth Five Year Plan in which a new strategy of tribal sub-plan for preparing micro plans for relatively valuably tribal groups requiring special attention was enunciated.<sup>4</sup>

### **PLAN WISE FUND ALLOCATIONS**

Indian government has implemented various programmes for the tribals through Five Year Plans. Plan wise detailed fund allocation for tribal development sector is consolidated in table 2.

**Table-2: Details of Plan-wise Fund Allocation for Tribal Welfare**

Plan Period	Total Fund Allocation	Allocation for Tribal Development Programmes	Percentage
1 <sup>st</sup> plan (1951-56)	2069.00	13.93	0.06
2 <sup>nd</sup> plan (1956-57)	4800.00	49.92	1.08
3 <sup>rd</sup> plan (1961-66)	7500.00	50.53	0.60
Annual Plan (1966-67)	2081.54	32.32	0.48
Annual Plan (1967-68)	2246.00		
Annual Plan (1968-69)	2359.00		
4 <sup>th</sup> plan (1969-74)	15901.47	79.5	0.5
5 <sup>th</sup> plan (1974-79)	38853.24	1157.67	3.0
Annual Plan (1979-80)	12176.00	855.16	
6 <sup>th</sup> plan (1980-85)	97500.00	3640.25	3.7
7 <sup>th</sup> plan (1985-90)	180000.00	6744.85	3.8
Annual Plan (1990-91)	65714.50	N.A	N.A
Annual Plan (1991-92)	73482.15		
8 <sup>th</sup> plan (1992-97)	434100.00	22409.65	5.2
9 <sup>th</sup> (1997-2002)	859200.00	32087.26	3.7
10 <sup>th</sup> plan (2002-07)	1618460.00	1481.00	0.09
11 <sup>th</sup> Plan (2007-2012)*	3644718.00	3633.00	0.09
12 <sup>th</sup> Plan (2013-17)*	35,68,626.00		

NA: Not Available

\*Business Standards, September 8, 2012.

**Source:** Documents of Planning Commission, from 1<sup>st</sup> plan to 12 plan, Government of India,

The above table presents the commitment of government on tribal development. After independence lot of problems have risen especially for tribes in terms of population. The government programmes and allocation of funds are insufficient to solve all problems. For example, the tribal population is given in the Table 3.

**Table-3: Tribal Population in India**

Year	Tribal Population	Percentage to Total Population	Decadal Growth Rate
1951	19,111,498	5.29	41.19
1961	30,130,184	6.86	33.84
1971	38,015,162	6.94	24.80
1981	51,628,638	7.83	24.69
1991	67,658,638	8.08	23.79
2001	84,326,240	8.20	22.7
2011	10,43,000,00	8.61	23.7

**Source:** Census of India from 1951 to 2011, Government of India.

According to the above table, we can observe that the tribal population has increased day-by-day and the increase of problems for the tribal community is evident. In spite of the actions taken by the government to eradicate these problems through the Five Year Plans, still it requires more efforts to overcome these completely. The efforts of Indian Government for tribal development are given below<sup>5</sup>.

The Constitutional commitments prompted the Policy-Makers and the Planners to accord high priority to the welfare and development of Scheduled Tribes right from the beginning of the country's developmental planning, launched in 1951. The First Five Year Plan (1951-56) clearly laid down the principle that 'the general development programmes should be so designed to cater adequately to the Backward Classes and special provisions should be used for securing additional and more intensified development'.

The Second Five Year Plan (1956-61) envisaged that the benefits of economic development should accrue more and more to the relatively less privileged classes of society in order to reduce inequalities. As for the Scheduled Tribes, 'Welfare Programs have to be based on respect and understanding of their culture and traditions and an appreciation of the social, psychological and economic problems with which they are faced'. This was in tune with "PANCHSHEEL" - the Five Principles of Tribal Development - enunciated by the first Prime Minister, Pt. Jawaharlal Nehru. An important landmark during the Second Plan was the creation of 43 Special Multi-purpose Tribal Blocks (SMPTBs) later called Tribal Development Blocks (TDBs). Each was planned for about 25,000 people as against 65,000 in a normal Block. An amount of Rs.15 lakh per SMPTB was contributed by the Central Government. The Committee on SMPTBs set up under the Chairmanship of Verrier Elwin (1959) studied the working of these Blocks and found that they were providing very useful services.

The Third Five Year Plan (1961-66) advocated the principle to establish greater equality of opportunity' and to bring about reduction in disparities in income and wealth and a more even distribution of economic power. While appraising the programmes of the Third Plan the Shilu Ao Study Team remarked that 'if progress is to be judged by what remains to be done to bring the tribes on par with the rest of the populations, the leeway is still considerable'.

The Fourth Five Year Plan (1969-74) proclaimed that the 'basic goal was to realize rapid increase in the standard of living of the people through measures which also promote equality and social justice'. An important step was setting up of six pilot projects in Andhra Pradesh, Bihar, Madhya Pradesh and Orissa in 1971-72 as Central Sector Scheme with the primary objective of combating political unrest and Left Wing extremism. A separate Tribal Development Agency was established for each project.

The Fourth Plan outlay for each was Rs.1.50 crore for the core programmes of economic development and Rs. 0.50 crore for arterial roads. These agencies were later merged with Integrated Tribal Development Projects during the Fifth Plan.

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

The Sixth Five Year Plan (1980-85) was sought to ensure a higher degree of devolution of funds so that at least 50 per cent of tribal families were provided assistance to cross the poverty line. Emphasis was on family-oriented economic activities rather than infrastructure development schemes. A "Modified Area Development Approach" (MADA) was devised for pockets of tribal concentration with population of 10,000, at least half of them being Scheduled Tribes, and 245 MADA pockets were delineated. Also, 20 more tribal communities were identified as "primitive", raising the total to 72.

In the Seventh Five Year Plan (1985-90), there was substantial increase in the flow of funds for the development of Scheduled Tribes, resulting in the expansion of infrastructural facilities and enlargement of coverage. Emphasis was laid on the educational development of Scheduled Tribes. For the economic development of SCs and Scheduled Tribes, two national level institutions were set up viz., (i) Tribal Cooperative Marketing Development Federation (TRIFED) in 1987 as an apex body for State Tribal Development Cooperative Corporations; and (ii) National Scheduled Castes and Scheduled Tribes Finance and Development Corporation (NSFDC) in 1989. The former was envisaged to provide remunerative price for the Forest and Agriculture Produce of tribal while the latter was intended to provide credit support for employment generation.

In the Eighth Five Year Plan (1992-97), efforts were intensified to bridge the gap between the levels of development of the Scheduled Tribes and those of other sections of the society so that by the turn of the century, these disadvantaged sections of the population could be brought on par with the rest of the society. The Plan not only emphasized elimination of exploitation but also paid attention to the special problems of suppression of rights, land alienation, non-payment of minimum wages and

restrictions on right to collect minor forest produce etc. Attention, on priority basis, continued to be paid for the socio-economic upliftment of Scheduled Tribes. A review of tribal development in early Nineties revealed that 'Though the TSP Strategy has yielded results, yet were not in a position to commensurate with the efforts put in and investments made'. However, the allocation for development of Scheduled Tribes was increased during this plan period also.

The main objective of the Ninth Five Year Plan was to intensify the efforts to bridge the between Scheduled Tribes and the rest of the population. Literacy states is one of the key indicators of socio-economic development and the relative employment opportunities largely depend on the level of education, for this purpose strengthened of infrastructure facilities like construction of school building, additional classrooms, laboratory buildings, provision of lab equipment, computers, furniture and play material, up gradation of school's at all levels, opening of residential schools, construction of vocational training centers, provisions of basic amenities like toilets, drinking water etc. In the field of economic Development at, financial assistance was offered to these communities from TAHDCO for under taking economic activities viz., distribution of plough bulls, Mitch animals and starting of petty traders.

Regarding housing, distribution of free house site pattas, construction of houses for poor tribes and provision of infrastructure facilities to ST habitations were the prime priority areas. Provisions of burial ground and pathways to burial ground, drinking water facilities electricity facilities, etc., were also implemented. Mobile dispensaries and medical camps were organized to attend to the general and specific health problems .of the tribal comities, since tribal habitations are located in isolated will and forest areas. Direct programmes for the welfare and development of primitive tribes and dispersed tribes were launched through an iterated action plan incorporating supply of safe drinking water food and nutrition security health coverage, educational facilities, housing etc.

In the Tenth Five Year Plan (2002-07)<sup>6</sup> Guided by the conclusions that were recorded in the Mid-Term Appraisal of the Ninth Five Year Plan (1997-2002) stating that 'A small bunch of bureaucratic programmes had done little to avert the precipitous pauperization, exploitation and disintegration of tribal communities and therefore, most of the persistent problems like poverty, indebtedness, land alienation, displacement, deterioration of forest villages and the tribes living therein, shifting cultivation etc., continue to persist even till today as the 'Unresolved Issues of Tribal Development', the Tenth Five Year Plan lays down its first priority in finding solutions to these very Unresolved Issues. Solutions to this effect can best be found only when the deprivation and exploitation of tribes is eradicated. The Tenth Plan will, therefore, adopt eradication of deprivation/exploitation of tribes as the centre-point in its approach, while pursuing

simultaneously the Ninth Plan commitment of empowering the tribes.

The Eleventh Plan<sup>7</sup> has experienced a paradigm shift with respect to the overall empowerment of the tribal people, keeping the issues related to governance at the centre. The operational imperatives of the Fifth Schedule, Tribal Sub Plan 1976, Panchayat ESA 1996, RFRA 2006; the desirability of a tribal-centric, tribal-participative and tribal-managed development process; and the need for a conscious departure from dependence on a largely under-effective official delivery system will be kept in view during this shift.

The perpetuation of socio-economic backwardness among the Scheduled Tribes, in spite of the efforts made so far, presents a formidable challenge demanding effective and result-oriented steps in every developmental sector in the Twelfth Plan. The approach of the Twelfth Five Year Plan must be to achieve overall improvement in the socio-economic conditions of the Scheduled Tribes with the following objectives:<sup>8</sup>

- Relaxing the normative prescriptions about taking up a programme or a scheme in the Tribal majority areas.
- Administrative strengthening of the implementing agency so as to enable taking up implementation of these programmes in the scheduled/tribal areas. This may also require a clear cut personnel policy with regard to posting of officials in those positions, fixity of their tenure and incentivizing these officials for having rendered their services in those areas for a prescribed period.
- Preferring engaging people from the tribal community itself in the areas predominantly inhabited by tribal for government efforts at spreading education, health and extension services, nutrition, public distribution, and so on. If necessary, the basic minimum qualification for such engagements could be relaxed for a specified period (say during the Twelfth Five Year Plan period). For example, engaging a +2 student from the nearby locality for teaching tribal students in primary classes.
- Sensitizing officials with detailed information for serving in the tribal areas so that they become empathetic to the sensitivities of tribal lives and their traditions.
- Reorganizing basic services such as nutritional interventions, education, health services, public distribution system, employment generating activities under MGNREGA with posting adequate staff with surety of tenure and assurance of funds to implement these programmes.

- Emphasis on education, health and livelihood support. For education, schools must be opened wherever necessary and for matriculation and above, facilities at designated places should be created. For health, necessary extension work and facilities for preventive edictal-care should be ensured. For livelihood support, apart from the land and forest based activities under MGNREGA imparting of skills and creating employment opportunities near their habitations should be encouraged. For this skills relevant to the tribal should be identified on the basis of a socioeconomic survey and then necessary skills training should be provided to them.
- No post in the implementing agencies in scheduled areas/areas with tribal majority should be left vacant; every post must be filled up and wherever necessary, additional post Scheduled Tribes should be created for effective implementation.
- Implementation of the schemes must be monitored closely at prescribed periodicity. Implementation should not be made to suffer on account of problems associated with transfer of funds.
- Better coverage of roadways for tribal areas (population of 500–1,000), with population up to 100 being covered in LWE to be connected.
- Better connectivity through railways in LWE and tribal areas.
- Land acquisition of tribal land to be addressed as required under PESA and displaced tribal population to be resettled and rehabilitated.
- Tribal communities to have full right to minor forest produce.
- Converge MGNREGA with artisanal work to provide livelihood to tribal, many of whom are engaged in artisanal work.
- Land and Tenancy Reform: Deal with outstanding matters of tribal ownership.
- Increase coverage of the most vulnerable within the Scheduled Tribes in the health sector. Increase cadre of health workers to better serve tribal.
- Plan within a plan of the Twelfth Plan: Suitable programmes for Central Indian Tribal Belt, border and backward areas and those who suffered discrimination like DNTs.
- Better and speedy implementation of PESA and FRA Institutional Mechanism of Conflict Resolutions.

Even the Central and State Governments are implementing the various developmental programmes for the scheduled tribes in India those are not developed, their present situation has explained in the following tables.

**Table-4: Literacy Rate of Scheduled Tribe Population during 1961-2001**

Year	Male	Female	Total
1961	13.83	3.16	8.53
1971	17.63	4.85	11.30
1981	24.52	8.04	16.35
1991	40.65	18.19	26.60
2001	59.17	34.76	47.10
2011	71.7	64.0	63.1

**Source:** Selected Educational Statistics 2004-2005, Ministry of Human Resource Development, Government of India.

**Table-5: Dropout Rate, 2004-05-Scheduled Tribe (Provisional)**

Year	Sex	Classes 1 <sup>st</sup> to 5 <sup>th</sup>			Classes 1 <sup>st</sup> to 7 <sup>th</sup>			Classes 1 <sup>st</sup> to 10 <sup>th</sup>		
		All	Scheduled Tribe	Gap	All	Scheduled Tribe	Gap	All	Scheduled Tribe	Gap
2004-05	Boys	31.8	42.6	(-) 10.7	50.4	65.0	(-) 14.6	60.4	77.8	(-) 17.4
	Girls	25.4	42.0	(-) 16.6	51.3	67.1	(-) 15.8	63.9	80.7	(-) 16.8
	Total	29.0	42.3	(-) 13.3	50.8	65.9	(-) 15.1	61.9	79.0	(-) 17.1
2011	Boys	28.7	37.2	(-) 8.5	40.3	54.7	(-) 14.4	50.4	70.6	(-)20.2

**Source:** Selected Educational Statistics 2004-2005, Ministry of Human Resource Development, Government of India and Statistics of School Education 2010-2011

**Table-6: Percentage of Working and Non-Working Population**

(Total and Scheduled Tribes)

	Total Workers		Cultivators		Agricultural Labour		Household Industry		Other Workers		Non-Workers	
	All	ST	All	ST	All	ST	All	ST	All	ST	All	ST
India	39.10	49.06	31.65	44.71	26.55	36.85	4.22	2.13	37.59	16.31	60.90	50.94
Rural	41.75	50.37	40.24	47.07	33.05	38.37	3.92	2.08	22.80	12.48	58.25	49.63
Urban	32.75	34.56	2.81	6.55	4.71	12.28	5.22	2.87	87.27	78.20	67.75	65.44

**Source:** Perspective Planning Division, Planning Commission, New Delhi

**Table-7: Population Living Below Poverty Line- Scheduled Tribe (1993-94, 2004-05 and 2009-10)**

Category	1993-94		2004-05		Percentage Decrease (1993-94 and 2004-05)	
	Rural	Urban	Rural	Urban	Rural	Urban
All	37.30	32.40	28.30	25.70	(-)9.00	(-) 6.70
Scheduled Tribes	51.94	41.14	47.30	33.30	(-) 4.64	(-) 7.84
GAP	14.64	9.76	19.00	7.60	(+) 4.36	(-) 2.16

Source: Perspective Planning Division, Planning Commission, New Delhi

**Table-8: Percentage of ST Representation in Central Government Services in 1994, 1999 and 2004 (as on 1-1-2004)**

Group	1994			1999			2004		
	All	Scheduled Tribes	%All	All	Scheduled Tribes	%All	All	Scheduled Tribes	%All
A	59016	1727	2.92	93520	3172	3.39	80011	3311	4.1
B	103198	2902	2.81	104963	3512	2.35	135409	6274	4.6
C	2381613	128228	5.38	2396426	145482	6.07	2040970	136630	6.7
D	1023285	62945	6.15	949353	66487	7.00	802116	53776	6.7
Total	3567112	195802	5.49	3544262	218653	6.17	3058506	199991	6.54

Source: Annual Reports, DoP & T, Government of India

**Table-9: Scheduled Tribe Households by Ownership status of the Census Houses, size of the Household and Number of Dwelling Rooms**

Household Size	Number of Households	No Exclusive Room	One Room	Two Rooms	Three Rooms	Four Rooms	Five Rooms	Six Rooms and above
All Households	23329105	993536	10378115	7613267	2638179	1064852	324052	317104
Rural	20142434	875156	9185059	6599568	2160248	844508	245006	232890
Urban	3186671	118380	1193057	1013699	477931	220344	79046	84214
<b>Owned</b>								
All Households	21268909	866698	9414165	6974738	2403817	998212	307721	303558
Rural	19211438	801056	8713173	6331687	2076846	821490	239489	227697
Urban	2057471	65642	700992	643051	326971	176722	68232	75861
<b>Rented</b>								
All Households	1415210	62702	625600	475297	174081	49298	11797	9435
Rural	471132	28141	217354	158772	48054	12975	3016	2820
Urban	944078	41561	408246	316525	126027	36323	8781	6615
<b>Others</b>								
All Households	644986	57136	338350	163232	60281	17342	4534	4111
Rural	459864	45959	254531	109109	35348	10043	2501	373
Urban	185122	11177	83819	54123	24933	7299	2033	1738

Source: HH Series Tables, Census of India, 2011

**Table-10: Scheduled Tribe Households by Availability of Bathing Facility and Type of Drainage Connective for Waste Water outlet**

Area	Total Number of Households	Number of households having bathing facility within the premises			Waste water outlet connected to		
		Bathroom	Enclosure without rood	No	Closed Drainage	Open Drainage	No Drainage
Total	23329105	4035191	3281525	16012389	1421208	3886056	18021841
Rural	20142343	2012348	2859843	15270243	342515	2749626	17050293
Urban	3186671	2022843	421682	742146	1078693	1136430	971548

Source: HH Series Tables, Census of India, 2011

**Table-11: Scheduled Tribe Households by Availability of Separate Kitchen and Type of fuel used for Cooking**

Area	Total Number of Households	Type of Fuel Used for Cooking									
		Fire-Wood	Crop residue	Cow dung cake	Coal/Lignite/Charcoal	Kerosene	LPG/PNG	Electricity	Biogas	Any other	No cooking
Total	23329105	18282922	1454032	608854	251661	323204	2160821	27742	38920	130718	50231
Rural	20142434	17228360	1396753	571307	103079	56389	592586	13844	24185	122110	33821
Urban	3186671	1054562	57279	37547	148582	266815	1568235	13898	14735	8608	16410

Source: HH Series Tables, Census of India, 2011

**Table-12: Scheduled Tribe Households by predominant Material of Wall of Census Houses Occupied by Them**

Area	Total Number of Households	Material of Wall									
		Grass/Thatch/Bamboo etc.,	Plastic/Polythene	Mud/Un-bunt brick	Wood	Stone not packed with Mortar	Stone packed with Mortar	G.I/Metal/Asbestos Sheets	Burnt Brick	Concrete	Any other material
Total	23329105	3660012	121283	10835925	605939	831591	1619123	202061	4947183	431082	74906
Rural	20142434	3439026	93725	10246457	541012	730238	1332769	99652	3422452	182417	54686
Urban	3186671	220986	27558	589468	64927	101353	286354	102409	1524731	248665	20220

Source: HH Series Tables, Census of India, 2011

**Table-13: Scheduled Tribe Households by Main Source of Lighting**

Area	Total Number of Households	Main Source of Lighting					
		Electricity	Kerosene	Solar energy	Other oil	Any other	No lighting
Total	23329105	12061513	10637895	252737	69711	73251	233998
Rural	20142434	9306073	10258993	243471	61842	65236	206819
Urban	3186671	2755440	378902	9266	7869	8015	27179

Source: HH Series Tables, Census of India, 2011

**Table-14: Scheduled Tribe Households by Predominant Material of Roof of Census Houses occupied by them**

Area	Total Number of Households	Material of Roof								
		Grass/Thatch/Bamboo/Wood/Mud etc.,	Plastic/Polythene	Hand made Tiles	Machine made tiles	Burnt Brick	Stone/Slate	G.I./Metal/Asbestos Sheets	Concrete	Any other material
Total	23329105	4293207	211271	7624575	2815524	254973	1058393	4639675	2359092	72395
Rural	20142434	4070488	166340	7268022	2592426	172983	862073	3705832	1248182	56088
Urban	3186671	222719	44931	356553	223098	81990	196320	933843	1110910	16307

Source: HH Series Tables, Census of India, 2011

**Table-15: Scheduled Tribe Households by Number of Married Couples per household and number of dwelling rooms**

Household Size	Number of Households	No Exclusive Room	One Room	Two Rooms	Three Rooms	Four Rooms	Five Rooms	Six Rooms and above
All Households	23329105	993536	10378115	7613267	2638179	1064852	324052	317104
Rural	20142434	875156	9185059	6599568	2160248	844508	245006	232890
Urban	3186671	118380	1193057	1013699	477931	220344	79046	84214

Source: HH Series Tables, Census of India, 2011

**Table-16: Scheduled Tribe Households by availability of type of Latrine Facility**

Area	Number of households	Number of households having latrine facility within the premises	Type of latrine facility within the premises								Number of households not having latrine facility within the premises	No latrine within premises	
			Flush/pour flush latrine connected to			Pit latrine		Night soil disposed into open drain	Service latrine			Alternative Source	
			Pipe d sewer system	Septic tank	Other system	With slab ventilated improved pit	Without slab/open pit		Night soil removed by Human	Night soil serviced by animal		Public latrine	open
Total	<b>23329105</b>	5282533	979968	2102143	486850	971122	602875	55945	32920	50710	18046572	626285	17420287
Rural	<b>20142434</b>	3180726	209087	1070596	422195	823863	552786	33832	27762	40605	16961708	373114	16588594
Urban	<b>3186671</b>	2101807	770881	1031547	64655	147259	50086	22113	5158	10105	1084864	253171	831693

Source: HH Series Tables, Census of India, 2011

**Table-17: Scheduled Tribe Household by the condition of census houses occupied by them**

Area	Number of households	Number of households with condition of Census Houses as										
		Total			Residence				Residence-cum-other use			
		Good	Livable	dilapidated	Total	Good	Livable	Dilapidated	Total	Good	Livable	dilapidated
Total	<b>23329105</b>	9476857	12393598	14586650	22319036	9146122	11759096	1413818	1010069	330735	634502	44832
Rural	<b>20142434</b>	7574837	11248715	1318882	19191949	7274493	10641205	1276251	950485	300344	607510	42631
Urban	<b>3186671</b>	1902020	1144883	139768	3127087	1871629	1117891	137567	59584	30391	26992	2201

Source: HH Series Tables, Census of India, 2011

**Table-18: Health Status of Scheduled Tribes (2005-06)**

Health Indicators	Scheduled Tribe	All India
Infant Mortality	62.1	57
Non-natal Mortality	39.9	39
Post-Natal Mortality	22.3	18
Child Mortality	35.8	18.4
Under five Mortality	95.7	74.3
ANC Checkup	70.5	77.1
Percentage Institutional Deliveries	17.7	38.7
Childhood vaccination (full Immunization)	31.3	43.5
% households covered by a health scheme/insurance	2.6	31.9
Prevalence of any anemia (<12.0 g/dl) in women	68.5	55.3

Source: National Family Health Survey- 2005-06, Government of India.

**Table-19: Early Childhood Mortality Rates by Background Characteristics  
(Figures per 100 live births)**

Background Characteristic	Neonatal mortality	Post-neonatal mortality	Infant mortality	Child mortality	Under-five mortality
Urban					
Scheduled tribe	29	1408	43.8	10.4	53.8
Total	28.5	13	41.5	10.6	51.7
Rural					
Scheduled tribe	40.9	23	63.9	38.3	99.8
Total	42.5	19.7	62.2	21	82
Total					
Scheduled tribe	39.9	22.3	62.1	35.8	95.7
Total	39	18	57	18.4	74.3

**Source:** National Family Health Survey-3 2005-06, Ministry of Health and Family Welfare, Government of India

### **HUMAN DEVELOPMENT INDEX (HDI) AND HUMAN POVERTY INDEX (HPI) FOR SCHEDULED TRIBES VIS-À-VIS NON-SCHEDULED TRIBES**

As per the UNDP India Report 2007 on Human Poverty and Socially Disadvantaged Groups in India the HDI for Scheduled Tribes at the all-India level is estimated at 0.270, which is lower than the HDI of SCs and non-SC/ST for the period 1980–2000. The HPI for Scheduled Tribes is estimated at 47.79, which was higher than SCs and non-SC/ST for the period 1990–2000.

### **UNSOLVED PROBLEMS OF SCHEDULED TRIBES IN INDIA**

While progress made by Scheduled Tribes in terms of various achievements enumerated is a matter of satisfaction, yet a lot more actions have to be carried out with more focus on the following unresolved issues which are crucial to raise the status of tribes on par with the rest of the population:

- i) Low Literacy and High Drop-out Rates Despite the programmes for Universalization of primary education, which have been in effective operation since 1986.
- ii) Although, the drop-out rates have been showing a declining trend amongst Scheduled Tribes.
- iii) Inadequate/Inaccessible Health Services

The following have been identified as the major contributors to the increased disease burden amongst the tribal communities i) poverty and consequent malnutrition; ii) poor environmental sanitation, poor hygiene and lack of safe drinking water, leading to increased morbidity from water and vector-borne infections; iii) lack of access to health care facilities resulting in increased severity and/or duration of illness; iv) social barriers preventing utilization of available health care services; v) vulnerability to specific diseases like G-6 PD deficiency, Yaws, and other endemic diseases like malaria etc.

Also, the tribal population, being heterogeneous, there are wide variations in their health status, access and also utilization of health services. The tribal population of North Eastern States, being highly literate and health conscious, excel themselves in utilization of the available health facilities. Therefore, their health indicators are much better than those at the national level, despite the fact that the region is endemic for malaria. On the other hand, primitive tribes remain with inadequate access to both education and health care and nutritional deficiencies and diseases are very common amongst this sect.

The nutritional status of various Scheduled Tribes varies from tribe to tribe, depending upon the social, economic, cultural and ecological background. Though, no systematic and comprehensive research investigations have been carried out, it appears that malnutrition amongst the tribe, especially tribal children and women is fairly common, debilitating their physical condition, lowering resistance to disease, and in the post weaning period, leading, at times even to permanent brain impairment. To quote the Ninth Plan Working Group on the Tribal Development, 'Experts have opined that not a single tribe in the different States of India can be said to be having a satisfactory dietary pattern as Tribal diets are frequently deficient in calcium, vitamin A, vitamin C, Riboflavin and animal protein'. Further, high incidence of malnutrition is observed especially among primitive tribal groups in Phulbani, Koraput and Sundergarh districts of Orissa as also amongst the Bhils and Garasias of Rajasthan, the Padhars, Rabris and Charans of Gujarat, Onges and Jarawas of Andaman and Nicobar Islands and Yerukulas of Andhra Pradesh etc.

Most tribal women suffer from anemia which lowers resistance to fatigue, affects working capacity and increases susceptibility to disease. Maternal malnutrition is quite common among tribal women and also a serious health problem, particularly for those having closely-spaced frequent pregnancies. The nutritional status of tribal women directly influences their reproductive performances and the birth weight of their children, which is crucial to the infant's chances of survival, growth and development. The Scheduled Tribes of India are thus caught in a vicious cycle of malnutrition and ill health.

iv) Agriculture and shifting cultivation is still being practiced by the tribal population on higher slopes of hilly areas of the country. As estimated, more than 6 lakh tribal families in the States of North-East, Orissa, Andhra Pradesh, Bihar and Jharkhand practice shifting cultivation, which is ecologically unsound. The shifting cultivation is integrally linked to the tribal economy in the areas where it is practiced and their social, economic and ritual activities are also centered on this practice. The problem of shifting cultivation is a very complex one involving economic, social and psychological aspects of the tribal communities.

The Ministry of Agriculture has been implementing a scheme for control and transformation of shifting cultivation in the North-Eastern States, but the pace of its implementation has been very slow. Rehabilitation of shifting cultivators should be given priority for improving ecology and economy of tribal areas.

v) Inadequate water resource is a major problem in many tribal villages and habitations, and particularly those in interior hilly areas, are devoid of safe drinking water; and irrigation facilities. However, the National Water Policy adopted in 1987, inter-alia, focuses on the development of water management systems for both drinking purposes and irrigation, based on an integrated approach, to fulfill the needs of the disadvantaged sections of the society.

Water for Drinking Under the Accelerated Rural Water Supply Programme, especially through the Mission Mode Approach adopted in rural and tribal areas, about 10.6 lakh (74.2%) habitations have been covered fully and 3.1 lakh (21.9%) habitations partially so far, with the provision of a safe drinking water source, as against the total 14.3 lakh identified habitations to be covered in the country. This leaves behind only 3.9% of the Problem Villages/Habitations. But, unfortunately, no exclusive information is available about the number of tribal habitations covered under the programme. The problem of drinking water is more acute in hamlets located in higher level hills where ground water cannot be tapped and surface water is difficult and costly to be carried through the scheme to the habitation.

Water for Irrigation covering area of 143.84 lakh hectares in the tribal areas only 13.2% of the cultivated land is being irrigated through canals, tanks, wells/tube wells etc. Thus, the area of the un-irrigated land is very large. The provision of irrigation facilities is, therefore, the key to the improvement of their agriculture and for drought proofing.

vi) Deprivation of Forest Rights Forest and Tribes has symbiotic relationship. Tribe continue to live in the forest areas, although in isolation, but in harmony with nature. Recognizing this dependency, the National Forest Policy of 1988 stipulated (See box) that all agencies responsible for forest management should ensure that the tribal people are closely associated with the regeneration, plantations, development and harvesting of fore Scheduled Tribes so as to provide them gainful employment. Despite these special safeguards, tribes continue to struggle for mere survival as they face formidable problems such as possession of land/house with no rights; restrictions in the collection of minor forest produce; exploitation by middlemen; displacement from national parks and wild sanctuaries, lack of any development in forest villages etc. The protection of rights of tribal in forest is the key to their amelioration.

National Forest Policy and Tribal the holders of customary rights and concessions in forest areas should be motivated to identify themselves with the protection and development of for Scheduled Tribes from which they derive benefits. The rights and concessions from fore Scheduled Tribes should primarily be for the bonfire use of the communities living within and around forest areas, specially the tribal.

The life of tribes and other poor living within and near for Scheduled Tribes revolves around for Scheduled Tribes Rights and concessions enjoyed by them should be fully protected. Their domestic requirement of fuel wood, fodder, and minor forest produce and construction timber should be the first charge on forest produce. These and substitute materials should be made available through conveniently located depots at reasonable prices.

Having regard for the symbiotic relationship between the tribal people and for Scheduled Tribes, the primary task of all agencies responsible for forest management, including the Forest Development Corporation, should be to associate the tribal people closely in the protection, regeneration and development of for Scheduled Tribes as well as to provide gainful employment to the people living in and around the forest, while paying special attention to the following:

- Protection, regeneration and optimum collection of minor forest produce along with institutional arrangements for the marketing of such produce;
- Development of forest villages on par with revenue villages;
- Family-oriented schemes for improving the status of tribal beneficiaries;
- Undertaking integrated area development programmes to meet the needs of the tribal economy in and around the forest areas, including the provisions of alternative sources of domestic energy on a subsidized basis, to reduce pressure on existing forest areas.

vii) Intellectual Property Rights: The tribal communities have a very close dependence on biological resources related to plants and animals/birds. Their livelihood and life style often depends upon and is shaped by these resources. Therefore, their survival and sustenance is intricately linked to conservation and utilization of these resources. Corporate protectionism in terms of patents and intellectual property rights (IPR) arising out of various international treaties/instruments on trade and common property resources such as TRIPS under WTO represents a real threat to economic livelihood of these communities as well as a source of potential exploitation of their resource base as bio-diversity expressed in life forms and knowledge is sought to be converted into private property and treated as an open access system for free exploitation by those who want to privatize and patent it. There is an urgent

need to provide appropriate legal and institutional arrangements for recognizing and acknowledging the rights of tribal communities to such resources and knowledge.

viii) Land Alienation Land is not only the most important productive resource base for the tribe, but also occupies an important place in their psyche as the main-stay of their social and religious practices. Over a period of time, this resource base of the tribal communities has tended to get eroded not only through acquisition for public purposes but also through fraudulent transfers, forcible eviction, mortgages, leases and encroachments.

As pointed out by various studies lack of political and administrative will continues to be the cause for the perpetuation of the problem of land alienation amongst tribal as reflected in the reluctance to amend legal provisions to plug loopholes and swift administrative action to identify alienated land, and restoring it to the tribal with delivery of possession.

ix) Displacement of Tribal Rehabilitation of the Displaced Tribal is a serious problem which is yet to receive due attention. As per the information readily available, Andhra Pradesh, Bihar, Gujarat, Maharashtra, Madhya Pradesh, Rajasthan and Orissa alone, a total population of 21.3 million have been displaced during 1951-90. Of whom, 8.54 million (40%) are tribal and of those only 2.12 million (24.8%) tribal could be resettled so far. A recent Report of the Working Group on Development and Welfare of Scheduled Tribes, appointed during the Eighth Five Year Plan (1990-1995) on the Rehabilitation of Tribal, based on a comprehensive study of 110 projects concludes that, of the 16.94 lakh people displaced by these projects, almost 50 per cent (8.14 lakhs) were tribal. By conservative estimates of Walter Fernandes and other social researchers, 185 Lakh persons were displaced by development projects since 1950, more than 74 lakhs of them were tribal.

As documented by various research studies, only a small percentage of tribal people could get the benefit of rehabilitation facilities. A vast majority of tribal people displaced by big projects are pushed into a vortex of increasing as restlessness, unemployment, debt-bondage and destitution. Women and children among them are the worst affected. The payment of compensation in cash directly disempowers tribal as the exploiters in the area exhaust their money through various unproductive expenditure and fraudulent practices. Any loss of access to traditional sources of livelihood viz - land, forest, water, river, pasture, etc. marginalizes women more than men in the labour market. It is only when land and other sources are regained the tribal in general and tribal women in particular be empowered.

x) **Indebtedness** The problem of indebtedness among tribal is not only an indication of their poverty but also reflects wider economic malaise, i.e., lack of education, low purchasing/bargaining power and lack of resources for engaging in gainful activity and meeting emergent expenditure.

Under the Fifth Schedule to the Constitution, the Governors of States with Scheduled Areas have been given powers for making regulations for placing restrictions on money-lending activities in such Scheduled Areas. Relevant Laws/Regulations exist in 16 TSP States/UTs to regulate the business of money -lending and to give debt relief.

However, the legal measures to curb the activities of money-lenders and traders have failed to have much effect on the severity of the problem due to the ineffective enforcement machinery and lack of alternative source of credits for meeting consumption and productive needs. Lack of a sound national policy to extend consumption credit to poor tribal has tended to make them dependent on usurious moneylenders, which also results in their debt-bondage.

xi) **Bonded Labour** Bonded labour system stands abolished by law throughout the country with effect from October, 1975 by an Ordinance which was later replaced by an Act of Parliament viz., the Bonded Labour System (Abolition) Act, 1976. The responsibility for identification, release and rehabilitation of bonded labourers in Scheduled Tribes with the State Governments. As on 31.3.1993, the total number of bonded labourers identified in 12 States was 2,51,439 including Scheduled Tribes. However, no separate information on the number of tribal 46 bonded labourers identified, released and rehabilitated is readily available. It is essential that the Ministry of Labour monitors the progress of identification and rehabilitation of bonded labourers specifically in respect of Scheduled Tribes. Also, there should be efforts on a continuing basis to identify and rehabilitate bonded labourers in general and Scheduled Tribes in particular.

xii) **Migrant Labour** Low agricultural productivity, erosion of natural resource base, lack of employment opportunities and increased restrictions on rights over forest produce have forced the tribal labourers to migrate to other areas in search of wage employment. Migration of tribal communities takes place towards agriculturally prosperous States, industrial areas or wherever temporary employment is available. Tribal labourers in these areas are subjected to exploitation by contractors and middlemen through practices such as inadequate wage payment, non-provision of basic amenities and other violation of labour laws. Force is also exercised to retain them if they make attempts to leave the employment. Tribal women labourers are often subject to sexual exploitation etc. The ST labourers on migration to

States other than the States of their origin are not recognized as Scheduled Tribes and do not get facilities as Scheduled Tribes. Despite the enactment of Inter-State Migrant Workmen (Regulation of Employment and Condition of Service) Act, 1979, the exploitation of migrant labourers continues to persist and there are no labour organizations to take up the cause of such labourer.

xiii) Excise and Alcoholism Tribal communities traditionally brew liquor from rice or other food grains for their consumption which is also related to certain rituals or social occasions and festivities. The initiation of commercial vending of liquor in tribal areas has started impoverishing of the tribal population leading them to suffer from indebtedness and exploitation of various types. In 1975, the then Ministry of Social Welfare issued guidelines to the States and UTs regarding Excise Policy in Tribal Areas which included discontinuing commercial vending of liquor in tribal areas; permitting the tribal communities to brew traditional rice beer for their consumption; and weaning them away from the habit of alcohol consumption. Although the States and UTs have broadly accepted the guidelines, effective follow-up action is not taken for their implementation. More important, States with a view to augmenting their revenue tend to persist with and even extend commercial vending of liquor in the tribal areas ignoring the harmful effect on the tribal population.

xiv) Primitive Tribal Groups Based on a 4-Point criteria viz - i) smallness in size and diminishing in number; ii) backwardness and isolation; iii) pre-agricultural technology; and iv) very low literacy, the Government of India identified 75 tribal communities as Primitive Tribal Groups (PTGs) spread over 18 States/UTs. There is a marked difference between the relatively advanced tribal groups and the primitive tribal groups. The latter live in more interior pockets which are generally inaccessible and the declining sources of sustenance have left them more vulnerable to food insecurity, malnutrition and ill-health. The cultural gap between the primitive tribal groups and the nontribal societies is wide. The socio-economic conditions of PTGs are much worse than other tribal groups. Outstanding examples in this context are the bay-Islanders like the Shompens, Jarawas, and Sentinels of A & N Islands. Even some of the mainland groups which can be cited in this context include the Bondos of Orissa, Cholanaickans of Kerala, the Abujhmarias of Chattisgarh, and the Birhors of Jharkhand. As adequate information on the demographic, educational, health and economic aspects of individual primitive tribes is not available, immediate steps need to be taken for building up urgently a comprehensive information/data base on them and wherever necessary to conduct intensive studies and prepare detailed Status Reports - which should eventually, form the basis for need-based planning to improve their conditions.

xv) Tribal Women - The Neglected Lot Even though enjoying, by and large, a better status in family and society when compared to non-tribal communities, while at the same time sharing the load of livelihood earning on par with men folk, besides attending to household chores, tribal women are usually a vulnerable group within their community with poor health, nutritional and educational status. The tribal women also suffer from high degrees of nutritional anemia leading to low birth-weight amongst infants due to which high rates of IMR and MMR exist in various parts of tribal areas in the country.

In addition, as stated earlier, a very large number of tribal women who migrate to cities/towns or other regions as migrant labour are subjected to all types of hardships/indignity, besides becoming victims of sexual harassment and exploitation. The tribal culture, with more aggressive penetration of exogenous forces, also faces serious consequences on gender relations. For example, social organization and cultural values in Meghalaya are in a serious survival crisis with increasing male dominating structures and processes on the ascendance. Also, the rise in witch-hunting is a veiled attempt by interested relatives and ignorant/superstitious members of the community to deprive widows, old and unmarried women of their rights to property and sustenance guaranteed to them under customary law.

xvi) Tribal Children & The Tribal Girl-Child Tribal Children, suffer from ill-health and due to nutritional deficiencies, lack of safe drinking water and sanitation facilities and poor access to health care. This is reflected in high rates of IMR/CMR, low enrolment ratios in schools, high drop-out rates etc, and low level of achievement. Governmental efforts have focused on reaching a package of services to tribal habitations through ICDS comprising health care, immunization, supplementary nutrition, non-formal pre-school education and health and nutrition education. However, the coverage of these services is deficient in interior/ inaccessible tribal pockets, despite the introduction of a new concept called 'Mini-Anganwadis'.

xvii) Extinction of Tribal Culture the principles of 'Panchsheel' specially adopted in the approach to tribal development recognizes the importance of tribal culture and their traditions. As pronounced in the Second Five Year Plan, 'Welfare Programmes of Scheduled Tribes have to be based on respect and understanding of their culture and traditions and an appreciation of the social, psychological and economic problems with which they are faced'. Thus, preservation and promotion of tribal culture has become the prime concern in formulating various developmental programmes for the well-being of the tribal. However, with accelerated development, tribal have been exposed /subjected to the rapid modernization and industrialization bringing them into sudden contact with non-tribal culture and social mores - which have had deep influence on the tribal life-style and culture, positive as well as negative.

Therefore, along with various developmental policies and programmes initiated to improve the socio-economic conditions of tribal people, there is also an urgent need to preserve and promote various aspects of tribal culture and heritage, including their values of cooperation, community feeling, music, dance, literature, language, festivals/ religion, knowledge and indigenous technology, skills, arts and handicrafts etc. The uniqueness of the tribal culture which enriches the country's cultural mosaic, is fast disappearing and even getting distorted under powerful influences of the dominant culture.

xviii) Extreme Poverty and Tribal Unrest the impact of various poverty alleviation programmes put into action during the last two developmental decades has brought down the poverty levels among Scheduled Tribes. Still, the incidence of poverty amongst Scheduled Tribes continues to be very high

Therefore, there has been increasing unrest amongst the tribal and in tribal areas in the recent past. Radical/Extremist movements are already operating in some parts of the country, the root cause for which is the perceived dissatisfaction with their existing conditions and failure to access benefits and facilities promised to them. There is an urgent need to critically review the approach and strategy of tribal protection and development followed so far, to reorient/ change it wherever needed to ensure flow of development benefits within a definite time-frame and restore their faith in the capability of the government to deliver.

xix) Crimes/Atrocities Against Scheduled Tribes Despite the enactment and enforcement of two Special Laws viz - Protection of Civil Rights Act of 1955 and the SCs and Scheduled Tribes (Prevention Of Atrocities) Act of 1989 and the Indian Penal Code (IPC), and other laws/legal provisions existing for their protection, crimes/atrocities against the tribal, especially against women and children continue to be very high. Also, a large number of crimes committed against Scheduled Tribes remain unreported because of their isolation and their reluctance due to fear and apathy of the enforcement machinery. Tribal are most harassed by judicial processes when they are involved in criminal/civil cases which are alien to their system of conflict resolution, and drag on for years and sap their energy, resources and erode their self-confidence and morale. Appropriate alternative arrangements for disposal of cases arising out of not very serious offences locally with the help of community and without the aid of lawyers and formal court need to be evolved.

xx) Ineffective Implementation of TSP The special strategy of Tribal Sub-Plan (TSP) has been under implementation since 1975 both at the Central and State levels with the objective of ensuring that the benefits from various developmental sectors do not by-pass Scheduled Tribes and accordingly funds, in population proportion, are earmarked for the development of Scheduled Tribes. Only 18 Central

Ministries/Departments and 23 States/UTs, are earmarking the funds for TSP. The strategy of TSP, as it is implemented, has also become much routine. Its impact on improving the conditions of Scheduled Tribes has declined.

The conditions presented above give us a clear picture about the status of tribal people living in our country. The tribes when compared to other people are facing more problems and difficulties. Though the introduction of several Five Year Plans has tried to help and support the tribes, we require well-planned, more effective schemes in order to be successful. Such plans should contribute a lot for the welfare of the tribal community.

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