

# **Tribal Development and the Role of Panchayats: The study of Darjeeling District.**

**Thesis submitted for the Degree of Doctor of Philosophy (Ph.D) in  
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## Preface

The tribal people being the original inhabitants of India constitute a significant part of this vast nation. But due to ignorance and poverty, they do not know their right and privileges. After Independence, the Constitution of India provided safeguards for the tribal people. To translate these constitutional provisions into practice, planned efforts have been made and series of innovative plans, programmes and institutions have been created with a view to bring about a desired change in the life of the people.

Development and welfare work are easier through decentralized administration and local initiative with responsibility and power. Thus, Directive Principles of State Policy gives importance to the Panchayats in this respect. Thus, Panchayat system has gained importance in rural development in general and tribal development in particular. The Panchayati Raj administration is aimed at restructuring of land distribution, choice of appropriate technology and application of appropriate knowledge, development of cottage industries and better coordination of planning and programmes. In addition to land reform measures, detection of benami land and distribution of these among the disadvantaged and recording of bargadars, implementation of Food-for-Work, NREP, RLGEF, IRDP by the Panchayats in identification of beneficiaries, selection of schemes and monitoring the Drought Prone Area Programme [DPAP] schemes relating to 'minikit' distribution in agriculture, small irrigation, social forestry, rural water supply, housing and several important schemes on Scheduled Castes and Scheduled Tribes and on cottage industries and small scale industries have been under the direct responsibility of the Panchayats.

The present study tries to make a thorough review of the history of administrative measures of Indian Constitution and series of plans and programmes through Five Year Plans for tribal development in India and in the state of West Bengal. Then it is intended to depict with empirical evidence as to upto what extent the panchayats are successful in bringing development and upliftment of tribals living in rural areas of Darjeeling hills and the impact of various development schemes implemented through panchayats in the socio-economic development of the tribes of the Darjeeling Hills.

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Ms. Marsha Lama

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# CHAPTER 1

## INTRODUCTION

The tribal population is identified as the aboriginal in-habitants of our country. They are seen in almost every State of India. For centuries, they have been living a simple life based on the natural environment and have developed cultural patterns congenial to their physical and social environment. References of such tribal groups are found even in the literature on the ancient period, right from Ramayana and the Mahabharata periods.

The 2001 census puts the Scheduled Tribes population at 83,580,634 constituting 8.2 percent of the total population of India. Among them about 80 percent live in the 'central belt', extending from Gujarat and Rajasthan in the west, and across the states of Maharashtra, Madhya Pradesh, Chhattisgarh, Bihar, and Jharkhand and Orissa, to West Bengal and Tripura in the east. Most of the remaining 20 percent live in the north eastern states of Meghalaya, Mizoram, Nagaland, and Arunachal Pradesh and Sikkim and in the Union Territories of Dadra and Nagar Haveli, Andaman Nicobar and Lakshadweep. A few of them live in the southern states of Kerala, Tamil Nadu and Karnataka. Andhra Pradesh has the largest tribal population among the southern states of India.

### 1.1 Meaning of 'Tribe':

The term 'Tribe' is derived from the Latin word 'tribuz'. Originally it was used to imply three divisions among the early Romans. According to the Oxford dictionary, "a tribe is a group of people in a primitive or barbarous stage of development acknowledging the authority of a chief and usually regarding them as having a common ancestor". The definition given in the Imperial Gazetteer of India runs thus 'a tribe is a collection of families bearing a common name, speaking a common dialect, occupying or professing to occupy a common territory and is not usually endogamous, though originally it might have been so'.<sup>1</sup>

Ralph Linton gives his definition "in its simplest form the tribe is a group of bands occupying a contiguous territory or territories and having a feeling of unity deriving from numerous similarities in culture frequent contacts, and a certain community of interest". To Lucy Mair "a tribe is an independent political division of a population with a common culture". G.W.B. Huntingford maintains that "a tribe is a group united by a common name in which the members take a pride by a common language, by a common territory, and by a feeling that all who do not share this name are outsiders, 'enemies' in fact". To, L.M.Lewis "Ideally, tribal societies are small in scale, are restricted in the spatial and temporal range of their social, legal and political relations, and possess a morality, a religion, and world-view of corresponding dimensions. Characteristically too, tribal languages are unwritten, and hence, the extent of communication both in time and space is inevitably narrow. At the same time,

tribal societies exhibit a remarkable economy of design and have a compactness and self sufficiency lacking in modern society”.

In the Indian context most accepted definition has been offered by D.N. Mazumdar, the noted Indian anthropologist, “ a tribe is a social group with territorial affiliation, endogamous, with no specialisation of functions ruled by tribal officers, hereditary or otherwise, united in language or dialect, recognizing social distance from other tribes or castes but without any stigma attached in the case of a caste structure following tribal traditions, beliefs and customs, illiberal of naturalization of ideas from alien sources; above all conscious of homogeneity of ethnic and territorial integration”.

According to L.P. Vidyarthi; the tribe is a social group with definite territory, common name, common district, common culture, behaviour of an endogamous group, common taboos, existence of distinctive social and political system, full faith in leaders and self-sufficiency in their distinct economy.<sup>2</sup> T.B.Naik has proposed the following seven criteria by which a tribe can be recognized;

- A tribe has the least functional inter-dependence within the community;
- It is economically backward;
- It is geographically isolated from other peoples;
- It speaks a common dialect which may however be subject to regional variations;
- A tribe is politically a unit under a common tribal authority;
- A tribe’s members are averse to change; and
- A tribe has its own traditional laws which often differ from those of the majority communities.

To be a ‘tribe’, a community must have all these attributes.<sup>3</sup> However, if these criteria are applied to the tribes accepted as ‘scheduled tribes’ by the Indian Government, many would be disqualified. The Indian Government extends the privileges granted to the ‘scheduled tribes’ to those social groups which are not fully integrated into the Indian nation for reasons of economic handicaps, different ecological conditions, a different racial origin, and a different mental and religious world outlook and culture.<sup>4</sup>

The tribal people of India are differently termed as *Adivasi* [indigenous peoples], *Vanavasi*[forestdwellers],*Pahari*[hilldwellers],*Adimjati*[originalcommunities],*Jana-jati*[folk people]and the like. It is significant that each of the terms either denotes their ecological, economic, historical or cultural characteristics. Of all these terms the most popular one is *Adivasi*, which co-notate their aboriginality or indigenoussness while the Constitutional term for them is *Anushuchi Janjati*, the scheduled tribe peoples.<sup>5</sup>

The term ‘tribe’ have not been defined clearly anywhere in the Indian Constitution.While the term ‘Scheduled Tribes’ is of recent origin, which came into being with the birth of Republican Constitution of India on January 26,1950. Upto 1919 they were included along with other categories of backward classes under the head ‘depressed classes’. Under the present Constitution the tribals are Scheduled and are popularly termed ‘Scheduled Tribes’.<sup>6</sup>

The term 'Scheduled Tribes' is defined under Article 366 [25] as "Scheduled Tribes means such tribes or tribal communities or parts of or groups with such tribes or tribal communities as are deemed under Article 342 to be Scheduled Tribes for the purposes of the Constitution". Article 342 prescribes procedure to be followed in the matter of specification of Scheduled Tribes.<sup>7</sup>

As these group are presumed to form the oldest ethnological sectors of the population the term 'Adivasi' ('Adi'=original and 'Vasi'=inhabitant) has become current among certain people. The International Labour Organisation has classified such people as 'indigenous'. According to ILO conventions the aboriginals or tribals have been defined as the "tribals or semi tribal groups of the independent countries deprived socially or economically and having their own customs, traditions and traits or they have their own special customary laws/conventions".<sup>8</sup>

The term 'scheduled tribe' can be better understood in contrast with the term, 'scheduled caste', whereas scheduled tribes have, for a long period remained in isolation with distinctive socio-economic and cultural mode of living, the scheduled caste though at the bottom of the social hierarchy have always lived as part and parcel of the so-called civilized society. While tracing the historical background of the term scheduled tribes, some members of the India's Constituent Assembly favoured the term 'Adivasi' in place of 'Scheduled Tribes'. However, the Committee Chairman, B.R. Ambedkar opposed the term 'Adivasi' and professed the word 'Scheduled Tribes, as widely supported by several distinguished scholars and other experts.

## **1.2 Concept of Development:**

The concept of 'development' is neither a new concept nor old. Development is a continuously changing concept, as its nature in the present day differs considerably from that seen early in the 1950s, or from that in the 19<sup>th</sup> century. Many have defined 'development' in terms of increase in national economy, some others include social improvement in it and still others think of it in terms of increase in the capacity of a political system. Development is usually conceived as an aspect of change that is desirable, broadly predicted or planned and administered or at least influenced by governmental action.<sup>9</sup> Thus, the concept of development consists of: (a) an aspect of change, (b) a plan or prediction, and (c) involvement of the government for the achievement of that planned or predicted goal. The term 'development' is also used for the process of allowing and encouraging people to meet their own aspirations.<sup>10</sup>

Development and modernization are not interchangeable terms as development results from proliferation and integration of functional roles in a community whereas modernization is a particular case of development.<sup>11</sup> The term 'development' cannot be used synonymously with 'growth' as well. Growth implies an increase in the gross national product. Its emphasis is mainly on economic aspect rather than on social, political or cultural aspects. Modernization

implies a systematic process involving complementary changes in the demographic, economic, political, communications and cultural sectors of a society. Thus it entails a change from the existing ethos, morals, values and norms. In the underdeveloped countries, development requires social and cultural change as well as economic growth i.e. qualitative transformation must occur concurrently with quantitative increase. There is infact, a reciprocal relation between the two and neither process is likely to continue for long without the other. Hence, development means change plus growth.<sup>12</sup> Development, therefore, includes growth, modernization, increase in social facilities, political awareness, etc.

According to ILO, Development involves 'humans' as distinct from material product. It is defined as a process which involves improvement in the quality of life of the weaker sections and a greater participation and involvement in the masses in the process of decision making in the economic, social, political and cultural life of the society.<sup>13</sup>

To Denis Gonlet "development is not a cluster of benefits given to the people in need, rather a process by which a populace acquires a greater mastery over its own destiny".<sup>14</sup> Vidyarti observed that development means growth and change which includes both the material and human- the socio-cultural factors which are an integral part of the dynamics of growth. He felt, "while striving for the development of a group or an area, due emphasis has to be given to their traditional values and historical experiences".<sup>15</sup> In fact economist like Schumacher has also observed, "Development does not start with goods; it start with people and their education, organization and discipline".<sup>16</sup> To T.N.Chaturvedi, "it is a process which stands for transformation of society".<sup>17</sup> In a seminal paper, Dudley Seers argued that development involved "the realization of the potential of human personality" and went on to suggest that this was best achieved through the "reduction of poverty, unemployment and inequality".<sup>18</sup>

To, Ajit Kumar Singh, an anthropologist, development implies orderly movement of an organism or a social system from a lower level of functioning to a higher level of functioning and integration. The lower higher continuum may be stated in terms of certain quantitative values. On the other hand, however, it also implies some qualitative changes reflected in the capacity of a community to respond to the more complex and remote objects environment with a complex and varying response. Hence, the question of integration of various elements with reference to one another is therefore as important as the new differentiations of structure of maturation of the old ones. Thus it implies that the development is a product of unconscious maturation as well as that of conscious guidance through education, social controls and participation in organised life. While explaining the attributes of development he observes, that the concept of development has progressed through four different phases and a fifth phase is beginning to dawn at the horizon.<sup>19</sup>

1. **Development-Growth of Income:** Initially there was heavy emphasis on the economic aspect of development or the need of raising the per capita income, especially by the injection of outside investment and technology. The reference point and yard stick were the developed countries of the West and the strategy for

development was transfer of funds and technical know-how from developed to developing countries through aid-giving programmes.

2. **Development-Social Progress:** The economist realised that they did not have all the answers, and that development was far more complex than increase in per capita income. A large variety of variables measuring health, education, sanitary conditions, calorie intake, protein consumption, etc were therefore added into the equation. The reference point or yardstick remained in the developed countries. During this stage of evolution of the concept of development, a great effort was made to build up institutions to provide a wide range of social services to the rural poor.

The institutional approach involves that in a way the institutions becomes the point of reference. This approach brings in its wake the danger that those living at a certain distance from an institution, can profit very little from it. Development thereby begins to generate “centres of development” on the one hand and large tracts of untouched terrain on the other, and then a growing disparity between the two even at the regional or local level.

3. **Development-Integration:** In the above approach, development was seen primarily as something coming from outside, whether in the form of finance, capital or social benefits. The failure of the First Development Decade in the mid-60s proved that unless the process started within the poor country itself, it was unlikely to start at all. The problem was a highly unequal distribution of wealth, mostly being concentrated in the hands of a small minority, while the masses of the people lived in poverty and on the margin of society. The chief task of development therefore came to be seen as that of re-integrating the marginal people into the existing social structures. So attempts were made to broaden the latter and thus ensure a greater flow of benefits from those who had, to those who hadn't.

During this phase, the point of reference shifts to the developing countries themselves, to their metropolitan centres, their organised sectors of the economy, and the elite of the decision makers, who themselves are fashioned according to Western standards and values. Naturally enough, these persons, inspired with best intentions, view development of the ordinary people from their own angle, thus one gets planning from above. The strategy for development reaches out from the centres or institutions, in the form of projects and extension programmes planned at the centre, started through outside initiative, financed by the centre, through services manned by development workers who come from outside the community. This does not preclude the presence of self-help elements, but lip service is usually paid to this approach.

4. **Development-Liberation:** There were two flaws in the third approach. First, it presumed that the benefits of development could “tickle down” from the top to the bottom of the social scale and without making any changes in the existing social structure.

Second, it presupposed that the poor would gladly accept development as a gift from above. In this fourth phase then one reaches the opposite of what the original idea of development started out with which development can only start from below and the people at the bottom. The ordinary man at the grass roots became the point of reference and yardstick for judging whether development has taken place or not. Any development measure at whatever level it be taken, find its justifications to the extent that directly it helps marginal man in the third world to become more fully himself. The human aspect now takes precedence over the economic and technological. Economic projects and progress are very much relevant but to the extent that they result from decision making by the ordinary man in his own community, to the extent that they bring more equality and more participation in decision making.

5. **Development Dialogue:** Pointers are already at the horizon to indicate that the “development decade” has done 360 degrees and that in the near future, the so called “developed” groups will begin to discover that they can learn very much from the poor in matters of total and integral development, the equality of life, the warmth of human relations, the stability of family life. Once this fifth stage will have been reached, a real dialogue between the “developed” sectors and the “marginal people” on the basis of mutual respect for each others dignity can begin to take place. A.K.Singh observes that the advanced elite do not have much knowledge regarding this and should therefore not plan on the issue of development or liberation of the tribal people, without consulting them. This could be done only if there was a dialogue with the tribal people and a willingness to give a serious try to planning from below.

To A.K. Singh the basic problem of tribal areas, with regard to development is their low degree of absorption capacity for and development input. The reason behind it is that the tribal society is different from general society, but the latter has refused to accept this, and continues to try to develop tribal people according to its own image. This leads to failure, which the tribal is blamed. He is called backward again and again till a movement comes when he himself begin to believe that he is indeed so. The problem will not be solved till the planners accept the fact that tribal people are different so there has to be a dialogue with them so that tribals can question the values and presupposition on the basis of which the planners have assumed the responsibility of developing them. There lies a great communication gap between the tribal and non-tribal society. To speak in terms of transactional analysis, where “civilized” society tends to adopt the parent-child relationship when dealing with tribal people, rather than the adult-adult relationship. This stance vitiates all communications, and keeps the tribal people in a situation of inferiority.

A necessity for adopting a different approach to develop the tribal societies arose out of these experiences of culture contact. It was soon realised that only a constitutional provision was not enough. The active participation and developing the initiative of the tribal community were designed with this end in view. Mass literacy programme and

the problem of poverty first to be tackled to develop the social climate and mental atmosphere. Therefore, an approach was needed to knit together these activities into a coherent pattern. The emphasis on promoting better living conditions of the whole tribal community was designed to meet this end. Hence an individual project was not to be regarded as an end in itself. Actually the completion of project was only the beginning of the process of development that would cover all aspects of tribal life. It involved a simultaneous use of surveying, studying and providing the social needs of the tribal people as a whole.

The main aim of development is to increase national as well as per capita income and to raise the standard of living of the people and to secure justice, freedom, equality and security for them in the society. Since development cannot be discussed in terms of economic development alone as it is not possible to draw a line of demarcation between the economic, political and social components of development. All these components tend to come into play when development is seen taking place through the cumulative circular causation process. Thus the major dimensions of development are economic, social and political.

Economic development is essentially an important component of development. Raising national income, reducing poverty and more equitable distribution of wealth and income are all essential components of economic development. The World Development Report [1991] defines economic development “as a sustainable increase in living standards that encompass material consumption, education, health, and environment protection”.<sup>20</sup> Kindleberger uses both economic growth and development in economic discussion. To Kindleberger “economic growth means more output, and changes in the technical and institutional arrangements by which it is produced”.<sup>21</sup>

For the definition of economic development, Gerald M. Meier lays emphasis on three words “process, real national income and long period.” To him, (i) process is the operation of certain forces whereby real national income actually increases. As regards (ii) real national income, it refers to a “country’s” total output of final goods and services, expressed not in terms but in real terms: the money expression of national income must be corrected by an appropriate price index of both consumer and capital good.” Finally, (iii) long period of time implies the underlying upward trend in net national product. Meier concludes that a policy maker should be “concerned ultimately with the achievement of better nourishment, better health, better education, better living conditions, and an expanded range of opportunities in work and leisure for the poor peoples of the world”.<sup>22</sup> In the context of tribal development, economic development aims at increasing the material aspects of tribal culture through better utilization of the environmental resources, i.e. forest, minerals, flora and fauna, agriculture, horticulture, animal husbandry and industrial potentials.

Economic development in terms of an increase in per capita income is no longer regarded as the only development objective. As a matter of fact, it may pave the way for a substantial improvement in the quality of the people. Social development is a broad concept which is

quite close to economic development. In fact, in the process of modernisation both economic and social developments have to go hand in hand in a politically developed country. According to T.K.N. Unnithan, "Social development may be seen as a process of ushering in a new order of existence. The quality of life and the quality of social relations which exist would indicate the level of order of existences".<sup>23</sup> Social development, thus, means bringing about improvement in the social being of the people and as such lays stress on provision of health services, education, housing, cultural amenities, protection of children, a change in the status for workers and reduction of disease, poverty and other social ailments. All the tribals are not in the same stage of social development. There are some groups in remote and inaccessible tribal villages. On the other hand, there are some groups which have had the benefit of sufficient interaction with rural and urban population. There may be a third group of people who have made adjustment with the rural-cum-urban social environment and who are already on the way of assimilation into the larger complex. The fourth group comprises of those who have become a part of the urban and rural complex and as such are indistinguishable from the other population. A process of detribalization may be said to have been taken in their case. While it is generally agreed that sufficient time should be given to the first three groups to get them oriented to the Indian social life as a whole, there is a great deal to be said in favour of some of the important forms of tribal culture. It is evident that changes are bound to make inroads even into the hard core of the tribal culture as a whole.<sup>24</sup>

The third aspect of development is the dimension of political development. It refers to the process of politicization that is increasing participation or involvement of the citizen in the state activities and in power calculations and consequences.<sup>25</sup> The political goals of development imply evolution towards democratic process and forms of government. The approach to different tribal groups would, however, depend upon the existing social organization and the tribal panchayats/councils, if any. Evolution of the political structure of democracy in tribal areas would mean that ultimately it would have to be linked with the larger framework of power politics in the Indian society. While in some areas, independent political parties from the tribal groups have emerged, it may be useful to draw up and abide by healthy communication among different political parties not to exploit the tribal groups politically. At the same time, interest orientation and politicization of tribal groups is essential.<sup>26</sup>

With reference to development, Mahapatra has observed that real development should consider the needs, values and aspiration of the concerned population and local development are not likely to be in conflict with the national objectives, but at the same time, the local people's aspirations and potentialities should be honoured, respected and accommodated. He also felt that resistances to new programmes would be there if such programmes are not properly planned.<sup>27</sup>

To Roy Burman, development activities particularly in the context of tribals should be concerned with,

- a) Satisfaction of minimum needs,

- b) Control and management of productive resource.
- c) Employment Optimisation.
- d) Broad based participation of the population in development process, and
- e) Socio-cultural and political aspect of national integration.<sup>28</sup>

Further, he suggested that anywhere development would lead to the reduction of regional disparity and help in the creation of self reliant economy. Besides it would also lead to the redistribution of income, equalisation of distribution of development benefits, reduction of social stratification and resource mobilisation without affecting quality of life and physical environment.<sup>29</sup>

### **1.3 Statement of the problem:**

The administrators and planners devoted so much of time and energy for macro, meso and micro level planning to achieve sustainable development of Schedule Tribes. The government had spent thousands of crores rupees for various tribal welfare programmes. There is a lot of statistics which shows the huge expenditure for tribal development schemes but still tribal development remains as an enigma. Since the problems of the tribals are basically different in different regions of the country and in different areas of the region. There is in need for micro level analysis and immediate attention and essentially local solutions. There is a necessity to evaluate the tribal development programmes in the micro level for identifying the emerging issues, problems and changes after its long run implementation for the upliftment of the tribal people to integrate them in the mainstream. It is essential to know the economic, social and cultural needs of the tribal people, to fill up the gaps between their actual needs and incentives offered by the government.

It is against this background, that the present study has been undertaken in order to study the tribal development in Darjeeling district and the important role played by the Panchayats in bringing development on the life style of the tribals of Darjeeling.

O'Malley in his gazetteer of Darjeeling (1907) observed that there was "Babel of tribes and nations" in the district. He described the local populations as "exceedingly heterogeneous" and remarked that "together with these hill men are found denizens of the plains." The people of his time included what we call Scheduled Caste Hindus of the present day besides people following different faiths as also 'aboriginals' now known as Scheduled Tribes. Dash in his Gazetteer of Darjeeling [1947] differentiated plains Hindus from Scheduled Castes and mentioned certain sections of the populace as belonging to different tribes.

The following excerpts from the Annual Administrative Report for 1961-62 of Tribal Welfare Department would reveal the background of developmental work done among these people:

“Through long years of alien rule, this important section of people has been lagging behind in the march of progress and smarting under cold neglect. During the British regime scant attention was paid to these backward classes. Certain administrative measures were no doubt taken to safeguard the interests of the tribal people, then known as the aboriginals. With the attainment of freedom, the approach was changed and, apart from enlarging the scope and activities for the welfare of the backward classes, it was decided that the separatist outlook which had characterized the general policy of the British Government should be replaced by a board-based ideology consistent with the interest of national unity and the best traditions of these people. The Government also recognized that the evil legacy of backwardness must be liquidated as early as possible if India is to survive and grow in strength in the committee of nations. A policy was accordingly formulated with a view to bring these people to the level of the general population of the country through schemes aimed at their economic, educational and cultural development.

Although a special cell for tribals and backward classes was set up in the state in January 1949, a full fledged Department of Tribal Welfare began functioning only in 1952. In Darjeeling district the sporadic developmental activities intended to benefit these people were looked after up to that time by the normal agencies of the District officer. With an increase in the work load, a whole time Tribal Welfare Officer, appointed by the Department on the recommendation of the State Public Service Commission, was posted in the district in 1954 with headquarters in Darjeeling. The post, initially non-gazetted, became gazetted in 1963. But as touring and inspection work in the difficult terrain of the district covering four subdivisions was difficult, it was felt that there should be more departmental officers to look after the welfare of the backward people, who were broadly divided into those inhabiting the hills and the plains. To have the welfare work done more intensively, two more officers designated as Special Officers, Tribal Welfare – one drafted from the West Bengal Civil Service and the other from the West Bengal Junior Civil Service were posted in 1967 and 1966 respectively in Darjeeling and Kalimpong”.

Although many works has been done upon the tribals of this region, many of them were monographic studies like ‘Descriptive Ethnology of Bengal’ by Dalton, ‘Tribes and Castes of Bengal’ by Risley, ‘Himalayan village’ by Gorer, ‘The Meches and the Totos of North Bengal’ by Charu Chandra Sanyal, ‘Himalayan Lepchas’ by R.N. Thakur , ‘The Indo-Tibetans’ by Fr. Matthias Hermanns, and ‘A concise history of the Darjeeling district’ by E.C. Dozey, ‘B for Bengal T for tribes’ by Krishnapriya Bhattacharya. These works were mostly ethnographic description of the tribes. Lalan P. Gupta in his book “Tribal Development Administration.” has based his study on this region and he has tried to examine the role of administration in tribal development programmes between the years 1980-81 to 1990-1991.

The previous works did not make in-depth study on the course of tribal development with relation to grass root democracy in this study area. So in order to get a clear view of this issue, the study is an attempt to examine tribal development and its relation to the grass root democracy. This study attempts to look into the development of tribal community inhabiting

in the areas of Darjeeling hills and the role played by the Panchayats in the development in the life style of the tribals. The present socio-economic conditions of the tribals and the impact of the development programmes implemented through panchayats upon the development of tribals of the region are also examined. Attempts are also made to study the process of empowerment and the level of politicization influenced among the tribal through panchayats.

#### **1.4 Research Questions / Objectives of the Study:**

The study seeks to answer the following research questions.

1. What are the historical, economic, social and political background of the study area and the tribals of the study area?
2. What is the present socio-economic and political situation of the tribals in the study area?
3. What are the tribal demographic characteristics of the region?
4. To what extent the tribals are aware of their constitutional rights and privileges to which they are entitled?
5. To what extent the tribals of the region do have the knowledge about Panchayati Raj?
6. To what extent the Panchayats has been helpful in bringing political empowerment among the tribals?
7. What has been the nature of the participation of the tribals in grass root democracy through the institution of Panchayats in the study area?
8. What are the different Tribal Development Programmes implemented in the study area?
9. To what extent the tribals of the region do have the knowledge of the various development schemes for the welfare of the tribals?
10. What are the obstacles which are hindering the successful implementation of the development programmes?
11. To what extent these various development schemes have been successful or failed in bringing development in the lifestyle of the tribals of the study area?
12. Are Panchayati Raj Institutions found responsive to the development and empowerment of the tribal people of the study area?
13. Are the needs of the tribals of the study area are met?
14. What are the main problems still faced by the tribals of the study area?

#### **1.5 Research Methodology:**

##### **(A) Research Design:**

The research design in the study is descriptive as well as exploratory in nature.

##### **(B) Universe of the study and the study area:**

Darjeeling District has been selected for the proposed research work. Darjeeling District comprises of four subdivisions- Darjeeling Sadar, Kalimpong, Kurseong and Siliguri. Out of

the four subdivisions- Darjeeling Sadar subdivision and Kurseong subdivision were selected for study. Darjeeling Sadar subdivision includes rural areas of 50 Gram Panchayats under three community development blocks: Darjeeling Pulbazar, Rangli Ranglot and Jorebunglow-Sukhiapokhari; Kurseong subdivision includes rural areas of 20 Gram Panchayats under two community development blocks: Mirik and Kurseong. Darjeeling Sadar subdivision has been selected for study as it includes the highest number of Gram Panchayats, i.e. 50 Gram Panchayats among the subdivisions in the district and while the Kurseong subdivision has been selected for study as it includes the lowest number of Gram Panchayats, i.e. 20 Gram Panchayats among the subdivisions in the district as against the other two remaining subdivisions i.e. Kalimpong subdivisions which includes 42 Gram Panchayats and Siliguri subdivision which includes 22 Gram Panchayats.

From Darjeeling Sadar subdivision, Jorebunglow Sukhiapokhari Block was selected as it was found more rural than the other blocks i.e. Darjeeling Pulbazar Block and Rangli Ranglot Block. From Kurseong subdivision, Mirik Block was selected as it was found more rural than the Kurseong Block. The study was confined only to the 16 gram panchayats of Jorebunglow Sukhiapokhari Block and 6 gram panchayats of Mirik block. All the tribal household of the rural [Panchayats] areas of the two blocks– Jorebunglow Sukhiapokhari Block of Darjeeling Sadar subdivision and Mirik Block of Kurseong subdivision of the Darjeeling District comprised the universe of the study.

### **(C) Data Collection:**

Data for the present study are collected from both primary as well secondary sources. For empirical work and collection of primary data, survey method was carried out in study area. The main respondents of the study were tribal households both beneficiaries and non beneficiaries and officials of various departments who are directly involved in implementing developmental schemes at the grass root level. Beneficiary refers to those tribals who have been benefitted from the Government sponsored welfare schemes implemented through panchayats whereas non- beneficiary refers to those tribals who haven't availed yet any benefits from the government sponsored welfare schemes implemented through panchayats. Field data was collected through interview which comprise of both close ended and open ended questionnaire. The numerical data collected from the field have been presented in the form of tables. Simple statistical methods of frequency distribution, percentages and mean calculation etc. have been followed.

Apart from the data acquired from the field through observation and interview schedules, the different records at Block and Panchayat levels are used for getting necessary and relevant information. The other secondary sources included official records and reports of expert committees, commission and working group. The information provided by Gazetteers and Census Reports etc and the published books, journals and periodicals and research articles having a direct bearing on the area of research was also used.

**(D) Sample Design:**

The method used for sample selection in this study is random-sampling method. According to 2001 census the total tribal population of Jorebunglow-Sukhiapokhari Block has been 6945 with 3336 males and 3609 females, while the total tribal population of Mirik Block has been 3136 with 1536 males and 1600 females. A total of 300 Scheduled Tribe persons of rural areas (16 gram panchayats) of Jorebunglow-Sukhiapokhari Block and rural areas (6 gram panchayats) of Mirik Block of the Darjeeling District constituted the sample of this study. Out of 300 persons, 160 (53.3%) tribals were beneficiaries of government sponsored welfare schemes, while 140 (47.3%) tribals were non beneficiaries. From the 16 gram panchayats of Jorebunglow-Sukhiapokhari 115 beneficiary persons and 100 non beneficiary persons were selected, while from the 6 gram panchayats of Mirik 45 beneficiary tribals and 40 non beneficiary tribals were selected for study.

**(E) Reference Period:**

The primary data were collected from June 1<sup>st</sup> 2010 to June 15<sup>th</sup> 2011.

**(F) Organisation of the Thesis:**

The thesis is divided into six chapters. The First chapter serves as an introduction with explanation of the meaning of 'tribe' and 'development', statement of the problem, objective of the study, methodology, universe and area of study, data collection and sample design. A review of literature related to tribal studies is carried out in the Second Chapter. A note on demographic particulars of Scheduled Tribe population in India, classification of Indian Tribes, and the policies, plan and programmes for tribal development in India since independence is sketched in the Third chapter. The situation of Scheduled Tribes in West Bengal, Tribal Development and the role played by panchayats for tribal development in West Bengal is sketched in the Fourth Chapter. Fifth Chapter presents an insight in the historical, political and socio-economic background of the Darjeeling Hill and tribals of the region. The role of the panchayats in the development of the tribals of the rural areas of the Darjeeling Hills and the impact of various development schemes implemented through panchayats the upliftment of the poor tribals is also examined in the chapter. Finally the Sixth chapter provides a summary of the findings and conclusion.

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## CHAPTER 2

### REVIEW OF LITERATURE

Christoph von Fuerer Haimendorf in his book 'Tribes of India, the struggle for survival'<sup>1</sup>, draws on observation on the tribal communities of Andhra Pradesh, particularly the Gonds, where in the 1940s, the author was in charge of tribal affairs while in service of Hyderabad, to assess the successes and failure of government policies towards them. Haimendorf details with much skill the process of social change that have taken place in recent decades. This embraces for Gonds, the transition to market economy, accompanied by growing exploitation, the fragmentation of their communities and the alienation of much of their land, reducing them from independent subsistence farming to virtually land less labourers. Land alienation is the central theme of the book. He also presents a wealth of details on the effects that changing forest policies have had on the tribal people.

In the book 'The Scheduled Tribes'<sup>2</sup>, G.S.Ghurye has attempted to study the position of the primitive tribes in India and the problems they faced mainly by referring to the kind of treatment carried on them by the British Indian government and the special laws passed by the British Parliament on their account. He also examines the reports and recommendation which anthropologists have made in regard to them. The author emphasized, that the solution of the problems of these backward classes lies in strengthening the ties of the tribes with other backward classes through integration. He regarded the problem of these aborigines not as a separate problem, but as essentially the same as that of other socially and economically depressed classes of Hindu society.

Stephen Fuchs in his book 'The Aboriginal Tribes of India',<sup>3</sup> examines the historical background of the aboriginal races of India. He gives detail description of political, socio-economic, religion and cultural aspects of aboriginal races of India. He also gives description of tribes of India by grouping them geographically and gives in each chapter a presentation of the general situation of the tribes of the region and then pointed out the special features found in the individual tribes. In the concluding chapter the author describes the various efforts of the Indian government towards the economic and social uplift of the aboriginal tribes and their complete integration in the national life of India as full-fledged citizens with equal rights and opportunities.

'Descriptive Ethnology of Bengal'<sup>4</sup> is a descriptive work prepared by Edward Tuite Dalton, which is based on various races and tribes, especially those usually called aborigines, as absorbed by the author. He has grouped different tribes under nine categories. He has examined over the hill tribes of the Northern Frontier, population of the Assam valley, the tribes of the Northern borders, Tipperah and Chittagong Tribes, Hinduised Aborigines and Broken Tribes, the Bhuniya, the Kolarians and the Dravidians and the Aryans. He has also focused on the agricultural tribes and also on mixed and impure tribes. E.T.Dalton has throw light on their early settlement, their appearances, their religion and society and also their

economy and culture. On the whole, the author gives a better understanding of the tribes of the undivided Bengal.

L.P.Vidyarthi and B.K.Rai have made an elaborate study on the tribal culture of India in their book 'The Tribal Culture of India'<sup>5</sup>. In the opening chapters of the book the authors outline the history of Indian anthropology and provided historical appraisal of the tribes. The book gives a wide description of the economic system, the social organization, the political life, religious life and folklore, art and craft of the tribes. The descriptions of the tribal villages are also present in it. In the concluding chapter the authors have discussed about the changes in the tribal culture and factors effecting the change in their culture.

S.L.Doshi has surveyed and made a careful study upon the Bhils of Western India in his book 'Tribal Ethnicity, Class and Integration'<sup>6</sup>. He has focused on the ethnic life of the tribal people, the achievements of the development and the social change witnessed among them. He observes that the Bhils feared that in the wake of the process of their integration with the larger Indian society, their ethnic identity might be hampered and they therefore made all efforts to retain the core of their ethnicity. The author applied secular approach based on politico-economic considerations to interpret tribal stratification as to him, their existed classes among the Bhils. But the element of class antagonism has yet not emerged and the tribal ethnicity-the bundle of primordial attributes retain the identity of the total Bhil stock irrespective of the class formations.

S.L.Doshi in his another book 'Emerging Tribal Image'<sup>7</sup>, presents twelve articles which although are not in a sequence but they are all based on the region of Rajasthan. In his book S.L.Doshi puts focus on the issues like tribal development, tribal ethnicity, tribal peasantry and tribal integration both at regional and national levels. In his article on 'Relevance in tribal development', he has discussed on the relevance of tribal development vis-à-vis their cultural identity. He also discusses on some of the attributes and the issues regarding relevant sociology. He observes that approach to the concept of development appears to be faulty and development programmes implemented did not tally with or correspond to the needs of the tribal society. Most of the benefits given to the tribes have been appropriated by the tribal leaders and elites, while the common tribals have received a negligible fraction of the cake. The theme of tribal integration has been analyzed in a number of his articles relating to an assimilationist society, political unification and ethnicity and class.

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Yatindra Singh Sisodia in his book 'Political Consciousness among Tribals'<sup>8</sup>, has adopted a micro level analysis by focusing on the tribals of Jhabua district of Madhya Pradesh. He has tried to examine tribals understanding of politics and political processes in their respective areas with reference to their socio-economic status and also identify the main obstacles in their development. The author concludes from his study that the tribals of the area are placed in a situation which is from all considerations not favorable to them. Their population is high with poor literacy rate and no traditional occupations of their own. As far the level of consciousness is concerned, it has increased in the tribal region of Jhabua district of Madhya Pradesh and was moving in an exceeding manner.

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P.K.Bhowmick presents a descriptive ethnographic account of the Lodhas in Midnapore district of West Bengal in his book 'The Lodhas of West Bengal' <sup>9</sup>. This monograph is a socio-economic study of the Lodhas. The author starts with the history of Midnapore and the origination of Lodhas. The cultural pattern of the life of the Lodhas has been described in different chapters of this volume. In the concluding chapters the author examines the effects created by the changes in the political situation faced by the Lodhas which led to economic and territorial displacement. He further details the impact of scheming communities which disrupted their old patterns of economic life and equilibrium of the whole society.

L.P.Vidyarthi has reviewed the ethnographic and folklore researches conducted by the social scientists on tribal culture of the different parts of India in his book 'Rise of Anthropology in India' <sup>10</sup> Vol 1. In the concluding chapter of the volume the author also attempts at making a theoretical and methodological appraisal of the studies on the social change among the tribes of India.

S.N.Chaudhary in his book 'Dalit and Tribal Leadership in Panchayats' <sup>11</sup>, has made a micro level analysis as the study was conducted by keeping into focus the Sehore Block of Sehore district and Bethul Block of Bethul district of Madhya Pradesh. Tracing the history of Panchayati Raj in country the book analyses the status of scheduled castes and scheduled tribe leadership in Panchayats, particularly in the light of 73<sup>rd</sup> Constitutional Amendment. The book also provides socio-economic profile of the Dalits and Tribal leaders in Panchayats, level of awareness of the representatives and also perception of others viz. community members, government officials and the local N.G.Os, about the functioning of Panchayati Raj Institutions under the tribal leadership. The author also suggested steps to strengthen interface between Panchayat and the Dalit /Tribal leadership.

In the book 'Tribal Development in India, programmes and perspective' <sup>12</sup>, Mahendra Mohan Verma has mainly focused on the entire scheduled tribes population inhabiting the state of Uttar Pradesh. He has attempted to document the various programmes and schemes envisaged and being implemented by the Central as well as State Governments for the upliftment of the scheduled tribes in Uttar Pradesh. The study covers issues like the need and policy for tribal welfare; tribal welfare programmes /schemes at the national level; administrative structure and functioning; tribal welfare programmes being implemented in Uttar Pradesh regarding education, economic assistance, health and housing, etc; review of Integrated Tribal Development Projects under Tribal Sub Plan; welfare programmes for dispersed and primitive tribal communities in the state of Uttar Pradesh. He also provides suggestion for improvement in these schemes and programmes.

Jagnath Pathy in his book 'Tribal Peasantry Dynamics of Development' <sup>13</sup> begins by making an analysis and refuting some dominant propositions made by researchers concerning tribe and tribal societies. On the contrary he outlines a suggestive alternative to the conception of the tribe, and dynamics of tribal systems. He has based his study to a micro level analysis by selecting five villages of tribal Gujarat. He exposes their class structure-of land lords, rich peasants, middle peasants, small peasants and farm workers. He examines the part played by

each class in the productive process. He also analyses the ideology of tribal welfare and its impact. From his observation he concluded that barely 10% of tribals have benefited; while only the landlords and rich peasants made most of it and also tribals of the region gave priority to irrigation and land development reforms rather than welfare programmes focusing on employment and education.

The book 'Tribal Situation in India'<sup>14</sup> edited by K. Suresh Singh is an edited volume which consists of the proceeding of a seminar held at the Indian Institute of Advanced study, Shimla on July 6 to 19, 1969. The objectives of the seminar were information collection based on tribal problems from respective regions of India, suggestion regarding the problems and to provide guidelines for policymakers. Although the seminar was concerned with the tribal situation in all parts of India, particular attention was given to the North East Hill Area [NEHA]. Two major themes appear to have dominated the conference. One is the definition of 'tribe' in the Indian context, and the other is the definition and assessment of the concept of 'integration'. Another important topic scrutinized by the seminar is that of socio-political movements among tribals.

Krishnapriya Bhattacharya made a careful study of the different tribal communities of West Bengal in his book 'B for Bengal T for Tribes'<sup>15</sup>. He has provided with descriptive information on twenty four tribal communities inhabiting West Bengal of which Dimal are not yet recognized as a Scheduled Tribes. Although in West Bengal, generally forty tribal communities are there [including the two communities declared Scheduled Tribes very recently]. Few have been clubbed together and categorized under some single categories. But the authors work was limited to only twenty four tribal communities due to the lack of information and the failure of interaction with those communities.

Kakali Paul Mitra in her Book 'Development Programmes and Tribals'<sup>16</sup>, has made a micro level analysis where she has focused her study to the four groups namely, the Santal, the Mahali, the Kora and the Oraons living under one I.T.D.P. project area in Birbhum district in West Bengal where I.T.D.P. has been operating since 1983. From the Birbhum district she selected Bolpur-Labhpur Project Area and from this project area. Sarpalehana-Albandha Gram Panchayat and Kankali Gram Panchayat had been taken up for study. She has made a critical evaluation of the impact of the tribal development programmes on their life and society, after their implementation for upliftment of the tribal people to integrate them in the main stream. An effort has been made to study the nature of adoption of the schemes by the tribal people of the study area. She observes that in spite of financial assistance from I.T.D.P. the tribals have been taking loans and other monetary assistance. She attempts to study the situation in which tribals are compelled to take such loans from alternative source.

Md. Ayub Mallick has made an attempt to study the impact of development programmes on the life situation of the tribals in his book 'Development Programmes and Tribal Scenario'<sup>17</sup>. His study has been confined to observation upon one area only – Jamalpur Block which was one of the under developed block in the district of Burdawan of West Bengal. The author examines the development programmes undertaken in the area of study and also the obstacles

to the fulfillment of development programmes. He also examines the participation of the tribals in the development programmes. The pattern of politicization of tribals are also examined. The author concludes that the block under study is prospective for further development as the economic conditions are not well developed and tribals are still poor.

Md. Ayub Mallick in his another book 'Panchayati Raj and Tribal Development in West Bengal'<sup>18</sup> has presented a micro empirical study where he has focused his study to Kansha Block in the district of Burdhan. He makes an attempt to relate tribal development to grass root democracy. His work deals with the study of development of tribal community under the impact of the new Panchayati Raj dispensation introduced in West Bengal in 1978. He examines the policies and programmes of rural development undertaken and the level of their impact at the Kansa block by the Left Front regime during 1978-98 with the aim of politicization of the tribal people. He further examines the extent of empowerment brought among the tribals as a result of the introduction of Panchayati Raj. From his study author concludes that most of the beneficiaries were still poor and ignorant and also not properly represented in the Panchayati Raj Institutions.

In the book 'Reservations for Scheduled Castes and Scheduled Tribes'<sup>19</sup>, H.C. Upadhyay observes the problem of backwardness among the Scheduled Castes and Scheduled Tribes in the society. He examines the constitutional safeguards provided for the protection of interest of the weaker sections of the society, the reservation made in the legislature, education and services and the various welfare schemes introduced for the upliftment of the Scheduled Castes and Scheduled Tribes. The author has also provided with valuable suggestion to improve the socio-economic conditions of Scheduled Castes and Scheduled Tribes.

Sarat Chandra Roy's book 'The Oraons of Chota Nagpur'<sup>20</sup> presents a detailed ethnographic monograph of the Oraons of the Chota Nagpur and throws light upon the tribal history of Oraon, their physical characteristics, their economic life and society and their culture.

Ajit K. Singh in his book 'Tribal Development in India'<sup>21</sup>, presents a microscopic study of Bishunpur Tribal Development Block in Ranchi district of Bihar which is inhabited by ten different tribal ethnic groups in Bishunpur Block. He makes an analytical study of overall development in Bishunpur tribal Development Block and evaluates the approaches and personnel policy under community development programmes and analyses whether the development programmes are successful or have failed. Author ends his study with several recommendations for tribal development.

The book 'Planning for Tribal Development'<sup>22</sup>, edited by Ranjit Gupta consists of the proceeding of a seminar sponsored by the Indian Institute of Management, Ahmedabad held on from April 30 to May, 1976 with the main aim to discuss the problems of the tribals in the western region and to suggest designs for development of the areas they inhabit. The papers discussed were based on the themes like religion specific problems, insights from the field, and tribal development planning. The paper presented by B.D. Sharma 'Tribal Development in Scarce-Resource Regions', focused on the distinguishing features of the Western Bhil region, particularly Jhabua in Madhya Pradesh where resources have got completely depleted

and prepared a suitable model for development. Problems of Tribal Development in Maharashtra was discussed by P.R.Sirsalkar, similarly problems of Tribal in the Hilly Tracts of Gujarat were focused by R.B.Lal and S.S.Solanki.

Charu Chandra Sanyal in his book 'The Meches and the Totos of North Bengal'<sup>23</sup> has presented a detailed monograph on the two sub-Himalayan tribes of North Bengal in two volumes respectively. He has given detailed description of their life, their demographic distribution, social life and culture and religion. These volumes also contains about their family affairs, the visible manners and customs and invisible thoughts of their mind.

In the book 'The Tribes and Castes of Bengal'<sup>24</sup>, H.H.Risley draws up an ethnographic description of the various castes and tribes found among the seventy millions of people inhabiting the territory of undivided Bengal or Eastern India. After six years of intensive study and survey conducted, this book was first published in 1891 and still remains important and significantly valid for Bihar, Orissa, Bangladesh, West Bengal and Assam.

Amal Kumar Das and Manis Kumar Raha present a descriptive monograph on the Oraons of Sunderban in their book, 'The Oraons of Sunderban'<sup>25</sup>. He gives a detailed account of the pattern of the life and culture of the Oraons in the Sunderban whose forefathers migrated to this part of the country from Ranchi and its neighborhood, about a century ago. Due to hard economic pressures in their original homeland, they migrated to different adjacent states as tea-garden labourers, colliery labourers, and indigo-plantation labourers. The author has tried to throw some light on the changes that have been brought in their traditional culture brought about by migration, contact, new environment etc as compared to their congeners in Bihar.

B.D.Sharma in his book 'Tribal Development-The Concept and Frame'<sup>26</sup>, has focused his study to the tribals of Bastar district of Madhya Pradesh. In his study the author takes up the case of extremely backward tribal areas with rich resources and their development and economic advancement. He critically examines the relationship of forest and tribal economy, industrial complex and their tribal hinterlands. The author has also dealt with the issues of development of small tribal communities and polyandrous tribes of the North West Tribal region. The study gives a clear-cut picture of the socio-economic aspects of the tribal life and explains the potentialities for their development.

Shyamlal's book 'Tribal Leadership'<sup>27</sup> provides a deep insight into the understanding of leadership system in operation in the tribal areas of Rajasthan. He presents a picture of the traditional, transitional and emerging patterns of tribal leadership in Banswara district of Rajasthan which is inhabited by one major and four minor tribes. He also gives description of various tribal rebellions and socio-cultural movements and examines the leadership of tribal leaders and their biographical analyses, the nature, function and organization of tribal leadership as reflected during the general elections from 1952 till 1985.

N.C.Choudhury in his book 'Munda Social Structure'<sup>28</sup> aims at giving a comprehensive account of the various segments of Munda social structure giving emphasis to their system of

kinship and marriage and shows how history permeates into other aspects of their economic and socio-political life.

In the book "Tribal Development in India"<sup>29</sup>, Rajan Kumar Sahoo has focused on an analytical and diagnostic study of economic status of the "Saura" tribes of two blocks namely Kodala and Polasara in a backward district called Ganjam district in Orissa. Keeping his study focused on the study of economic development of tribals, he also devotes on the study of the development of forest, agriculture and industries.

Ashok Ranjan Basu in his book 'Tribal Development Programmes and Administration in India',<sup>30</sup> has taken up the study of tribal development programmes keeping Himachal Pradesh in focus. He gives a detailed account and evolution of the various tribal development programmes in the various sectors undertaken by the Government and critically assesses the overall capability of the administrative system vis-à-vis the development plans for tribal areas. He examines specific programmes in the field of land reforms, agriculture, horticulture, animal husbandry, power and industry, communications, education and health. He further examines the personnel system for development administration followed by a detailed discussion on implementation, monitoring and evaluation.

The book 'The Scheduled Tribes'<sup>31</sup> edited by K.S.Singh presents the readers with a brief but descriptive anthropological profile of the tribals of India. This book is based on the contributions made by a number of scholars.

P.Gisbert gives a good account of various tribes in India and their culture in his book 'Tribal India-A Synthetic view of Primitive Man'<sup>32</sup>. This book includes the classification and the description of preliterate societies according to their ways of obtaining food. The author describes their basic institutions as marriage and family, the position of women, law and justice, property and land ownership, religion and also emerging social changes in those societies.

Joseph Dalton Hooker, a famous British Botanist in his book 'Himalayan Journals'<sup>33</sup>, in two volumes, has made a great contribution on the study of hills especially on Darjeeling. Beginning with a quaint palkee-ride from Calcutta, Hooker escorts the readers through the jungles of Behar and Birbhoom, across the river Teesta and up the lofty mountain peaks in Tibet.

In the book 'History of Darjeeling and the Sikkim Himalaya'<sup>34</sup> K.C. Bhanja has provided the readers with the description of the land and people, the legends and expeditions, the religions and rituals of the region in authentic colours. He has delved deep into the mystic of the Himalayas, bringing out yet unknown historical facts and figures, including the expeditions by brave men who came here for the love of adventure and opened the virgin territory for others to see and enjoy. The mountain and lakes, streams and rivers, glaciers and avalanches, fauna and flora, comes alive in his description. The first-hand account gathered by author makes the narrative authentic as well fascinating.

E.C.Dozey's book 'A Concise History of Darjeeling District since 1835 with a complete itinerary of tours in Sikkim and the district.'<sup>35</sup> has not only provided with a detailed history of Darjeeling but also describes the various hill people and gives an account of trips out of Darjeeling. Replete with information of the kind it was most useful for the travelers to Darjeeling and vicinity.

Lalan P Gupta in his book 'Tribal Development Administration'<sup>36</sup>, kept his focus on the district of Darjeeling in West Bengal. He makes an attempt to look empirically into the role of administration in tribal development programmes, projects and schemes. He also examines the impact made after the application of developmental programmes of the government department over the beneficiaries. He also traces out the existences of possible gaps between the expected role and role actually performed by the administration in the implementation of such schemes. The author ends his study with several suggestions for tribal development administration.

In the book 'The Indo-Tibetans',<sup>37</sup> Fr.Matthias Hermanns has provided a descriptive ethnographic study on the Mongoloids, The Mountain tribes of Nepal, Sikkim and Bhutan and also Paleo-Mongoloid. He also examines the problems faced by Mongoloid tribes and the case of inter play between Indo Tibetans and Indians.

R.N.Thakur in his book 'Himalayan Lepchas'<sup>38</sup>, gives a descriptive ethnographic monograph of the Lepchas of the Eastern Himalayas. The author deals with the origination of the Lepchas. He examines the social, economic and demographic profile, social institutions, culture and religion among the Lepchas. From his study author concludes that Lepchas are facing detribalization and due to social interaction, they have undergone considerably change.

The book 'The Lepchas of Sikkim'<sup>39</sup> written by Geoffrey Gorer which was first published under the title 'Himalayan Village-An account of the Lepchas of Sikkim', in which the author makes an effort to present an adequate description of Lepcha society and in particular of the village of Lingthem and Zongu. The author has also focused on mainly unformalised aspects of Lepcha life.

R.S.Mann's article 'Tribal Development: An Alternative Strategy',<sup>40</sup> discusses about the various measures taken for the upliftment of the conditions of the tribals. He examined over the weakness of these schemes and suggested dimensions for strengthening the existing model of tribal welfare to impart maximum benefit to these people.

In his article 'Tribal Welfare and Development in West Bengal',<sup>41</sup> A.K.Das gives a detailed account on the measures taken to promote the socio-economic conditions and educational standard of the tribal people of West Bengal since the First Five Year Plan.

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## CHAPTER 3

### TRIBAL DEVELOPMENT IN INDIA

The tribal population of the country as per the 2001 census, is 8.43 crore, constituting 8.2% of the total population.<sup>1</sup> The population of tribes had grown at the growth rate of 24.45% during the period 1991-2001. More than half of the Scheduled Tribe population is concentrated in the States of Madhya Pradesh, Chhattisgarh, Maharashtra, Orissa, Jharkhand and Gujarat. This chapter gives an insight into the tribal situation in India and the policies, plans and programmes for tribal development in India.

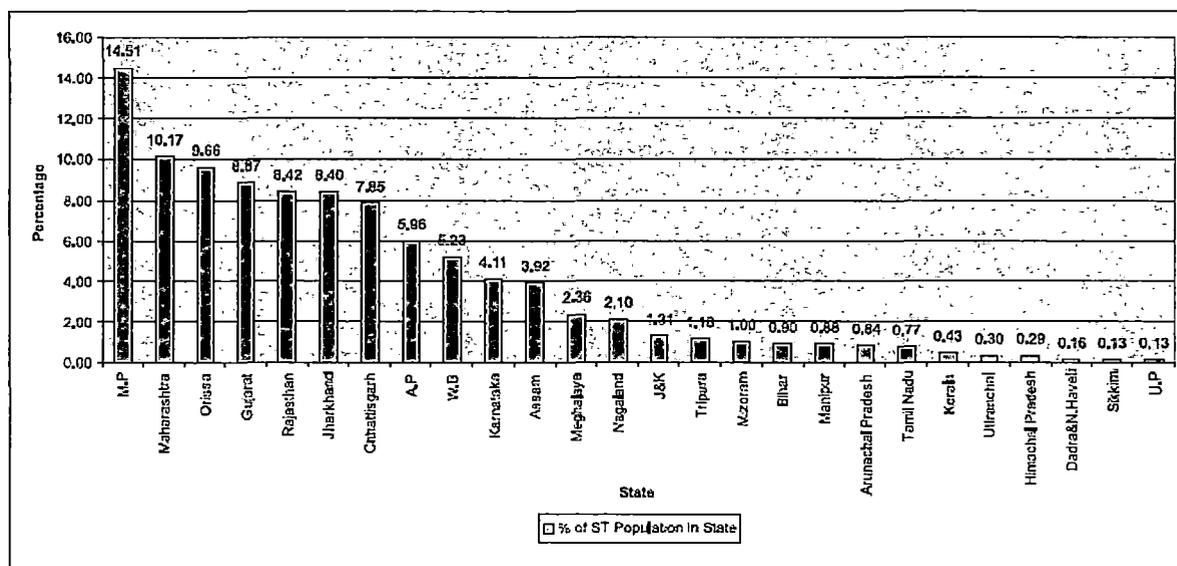
#### 3.1 A Brief Account of the Demographic Particulars of Scheduled Tribe Population in India.

Tribal communities live in about 15% of the country's areas, in various ecological and geo-climatic conditions ranging from plains and forests to hills and inaccessible areas. Tribal groups are at different stages of social, economic and educational development. While some tribal communities have adopted a mainstream way of life, at the other end of the spectrum, there are 75 groups, in number known as Particularly Vulnerable Tribal Groups (PTGs), who were identified earlier for having the following characteristics:

- pre-agriculture level of technology;
- stagnant or declining population; and
- extremely low literacy;
- subsistence level of economy.

The distribution of the tribal population in different States/UTs of India has been shown in Figure 3.1 and Table 3.1.

**Figure 3.1 Distribution of STs Population**



Source: Annual Report of 2006-2007, Ministry of Tribal Affairs.

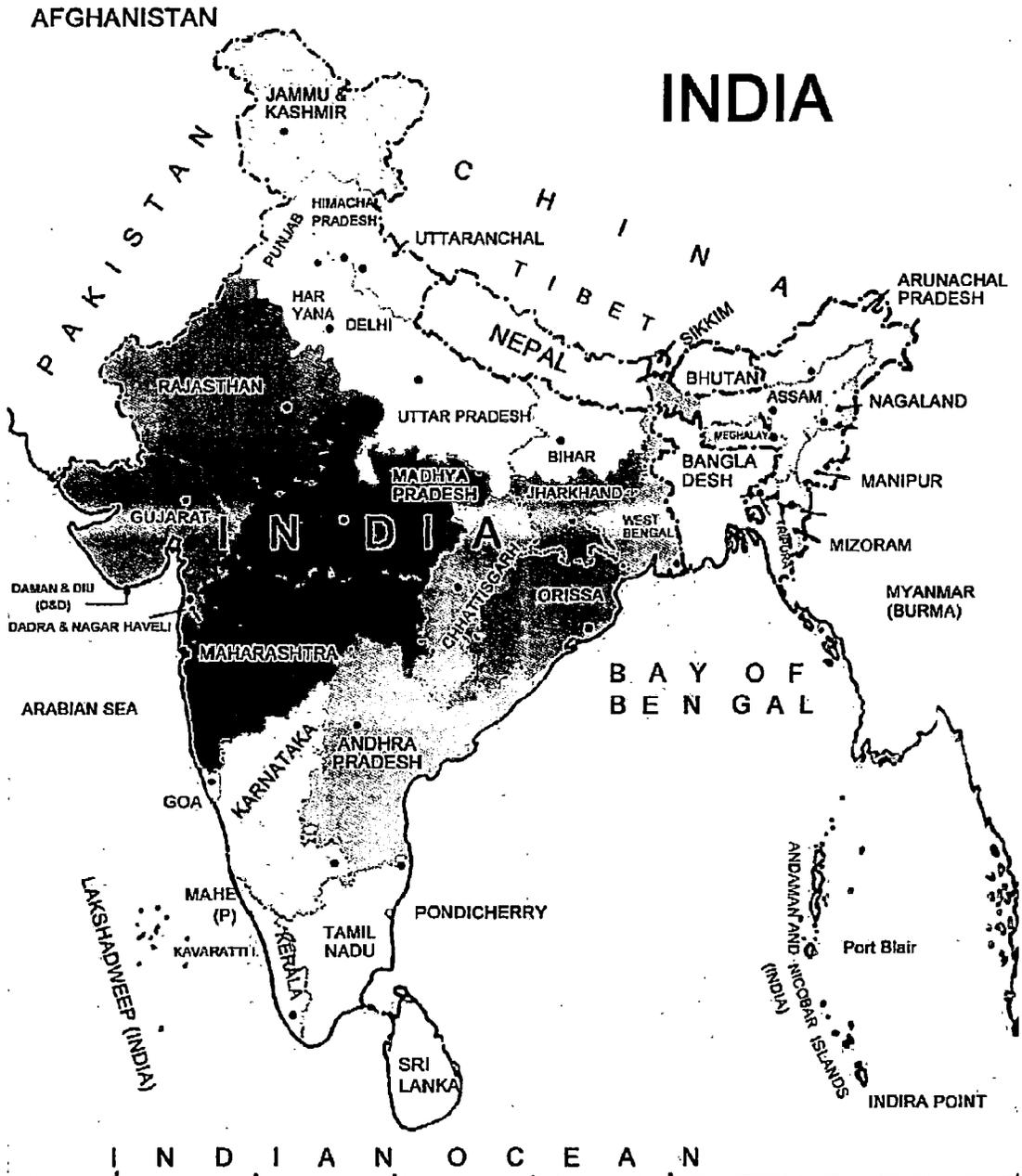
Table 3.1

Distribution of STs population in different States/UTs		
States	% of ST Population in States/UTs to the total ST population of the country (Descending Order)	
1	Madhya Pradesh	14.51
2	Maharashtra	10.17
3	Orissa	9.66
4	Gujarat	8.87
5	Rajasthan	8.42
6	Jharkhand	8.40
7	Chhattisgarh	7.85
8	Andhra Pradesh	5.96
9	West Bengal	5.23
10	Karnataka	4.11
11	Assam	3.92
12	Meghalaya	2.36
13	Nagaland	2.10
14	Jammu and Kashmir	1.31
15	Tripura	1.18
16	Mizoram	1.00
17	Bihar	0.90
18	Manipur	0.88
19	Arunachal Pradesh	0.84
20	Tamil Nadu	0.77
21	Kerala	0.43
22	Uttarakhand	0.30
23	Himachal Pradesh	0.29
24	Dadra and Nagar Haveli	0.16
25	Sikkim	0.13
26	Uttar Pradesh	0.13

Source: Annual Report of 2006-07, Ministry of Tribal Affairs.



Figure 3.3 Distribution of ST population of India in the States.



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	10-15% (MP, Maharashtra)		2-4.9% (Karnataka, Assam, Meghalaya, Nagaland)
	8-9% (Orissa, Gujarat, Rajasthan, Jharkhand)		1-1.9% (J&K, Tripura, Mizoram)
	5-7.9% (Chhattisgarh, A.P., W.B)		Below 1% (Bihar, Manipur, Arunachal Pradesh, Tamil Nadu, Kerala, Uttaranchal, Himachal, Dadra & N. Haveli, Sikkim, UP)

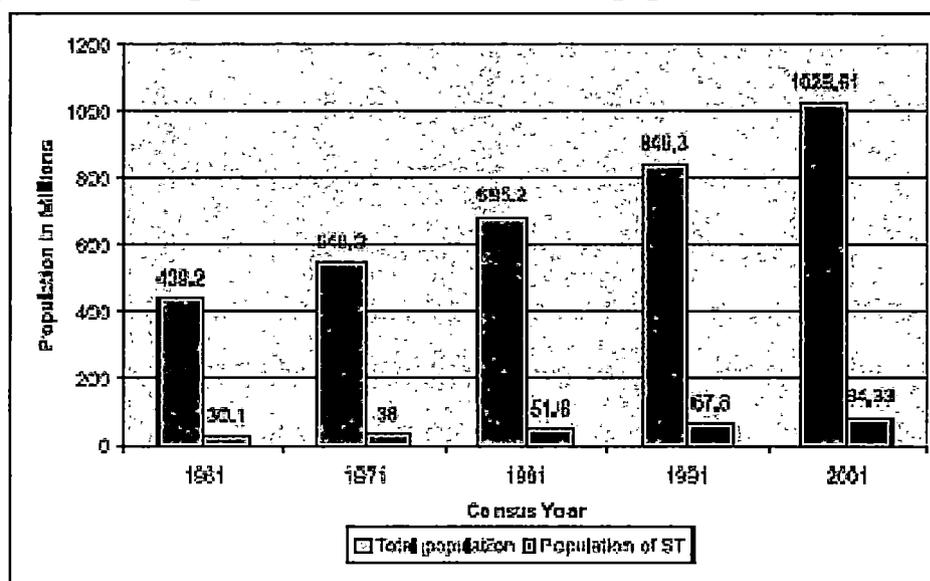
Source: Annual Report of 2006-07, Ministry of Tribal Affairs.

In some states the tribal population is low. But when calculated as the percentage of the total tribal population of India, it constitutes the majority within the State or UT itself (e.g. in Lakshadweep, Mizoram, Nagaland, Meghalaya, Arunachal Pradesh and Dadra and Nagar Haveli). A very sizeable segment of tribal population, as stated earlier, resides in the States of Chhattisgarh, Gujarat, Jharkhand, Orissa, Rajasthan, Maharashtra and Madhya Pradesh. The tribal population as percentage of the States/ UTs is indicated in Figure 3.2. The tribal population of each State/UT as a percentage of the total tribal population of the country is given in Figure 3.3.

There are over 700 Scheduled Tribes notified under Article 342 of the Constitution of India, spread over different States and Union Territories of the country. Many tribes are present in more than one State. The largest numbers of scheduled tribes are in the State of Orissa (i.e., 62). The synonyms of these 700 or so tribes are also very many and are listed in the schedule. The main concentration of tribal population is in central India and in north-eastern States. However, tribals are present in all States and Union Territories except Haryana, Punjab, Delhi, Pondicherry and Chandigarh.

**A) Population Profile:** According to the 2001 Census, the population of Scheduled Tribes in the country is 8.43 crore, which is 8.2 % of the total population of the country. The population of Scheduled Tribes has been on the increase since 1961 which is shown in the Figure 3.4. The State wise overall population, ST population, growth rate, etc during 1991 to 2001 as per census 2001 are given in the Table 3.2

**Figure 3.4 Comparison between Total and ST population in five censuses.**



Source: Annual Report of 2006-07, Ministry of Tribal Affairs.

Table 3.2

DEMOGRAPHIC STATISTICS: 2001 CENSUS									
S. No	India/State	Total Population		Decadal Growth in %	ST Population		Decadal Growth in %	% age of STs in the State to total State population in 2001	% age of STs in the State to total ST population in India in 2001
		1991	2001		1991	2001			
0	India	838,583,988	1,028,610,328	22.66	67,758,380	84,326,240	24.45	8.2	-
1	Andhra Pradesh	66,508,008	76,210,007	14.59	4,199,481	5,024,104	19.64	6.6	5.96
2	Arunachal Pradesh	864,558	1,097,968	27	550,351	705,158	28.13	64.2	0.84
3	Assam	22,414,322	26,655,528	18.92	2,874,441	3,308,570	15.1	12.4	3.92
4	Bihar	86,374,465	82,998,509		6,616,914	758,351		0.9	0.9
5	Chhattisgarh		20,833,803			6,616,596		31.8	7.85
6	Goa	1,169,793	1,347,668	15.21	376	566	50.53		0.001
7	Gujarat	41,309,582	50,671,017	22.66	6,161,775	7,481,160	21.41	14.8	8.87
8	Haryana	16,463,648	21,144,564	28.43					
9	Himachal Pradesh	5,170,877	6,077,900	17.54	218,349	244,587	12.02	4	0.29
10	Jharkhand		26,945,829			7,087,068		26.3	8.4
11	Karnataka	44,977,201	52,850,562	17.51	1,915,691	3,463,986	80.82	6.6	4.11
12	Kerala	29,098,518	31,841,374	9.43	320,967	364,189	13.47	1.1	0.43
13	Madhya Pradesh	66,181,170	60,348,023		15,399,034	12,233,474		20.3	14.51
14	Maharashtra	78,937,187	96,878,627	22.73	7,318,281	8,577,276	17.2	8.9	10.17
15	Manipur	1,837,149	2,166,788	17.94	632,173	741,141	17.24	32.3	0.88
16	Meghalaya	1,774,778	2,318,822	30.65	1,517,927	1,992,862	31.29	85.9	2.36
17	Mizoram	689,756	888,573	28.82	653,565	839,310	28.42	94.5	1
18	Nagaland	1,209,546	1,990,036	64.53	1,060,822	1,774,026	67.23	89.1	2.1
19	Orissa	31,659,736	36,804,660	16.25	7,032,214	8,145,081	15.83	22.1	9.66
20	Punjab	20,281,969	24,358,999	20.1	0				
21	Rajasthan	44,005,990	56,507,188	28.41	5,474,881	7,097,706	29.64	12.6	8.42
22	Sikkim	406,457	540,851	33.06	90,901	111,405	22.56	20.6	0.13
23	Tamil Nadu	55,858,946	62,405,679	11.72	574,194	651,321	13.43	1	0.77
24	Tripura	2,757,205	3,199,203	16.03	853,345	993,426	16.42	31.1	1.18
25	Uttarakhand		8,489,349			256,129		3	0.3
26	Uttar Pradesh	139,112,287	166,197,921		287,901	107,963		0.1	0.13
27	West Bengal	68,077,965	80,176,197	17.77	3,808,760	4,406,794	15.7	5.5	5.23
28	Andaman & Nicobar Islands	280,661	356,152	26.9	26,770	29,469	10.08	8.3	0.03

Source: Annual Report of 2006-07, Ministry of Tribal Affairs.

Contd Table 3.2

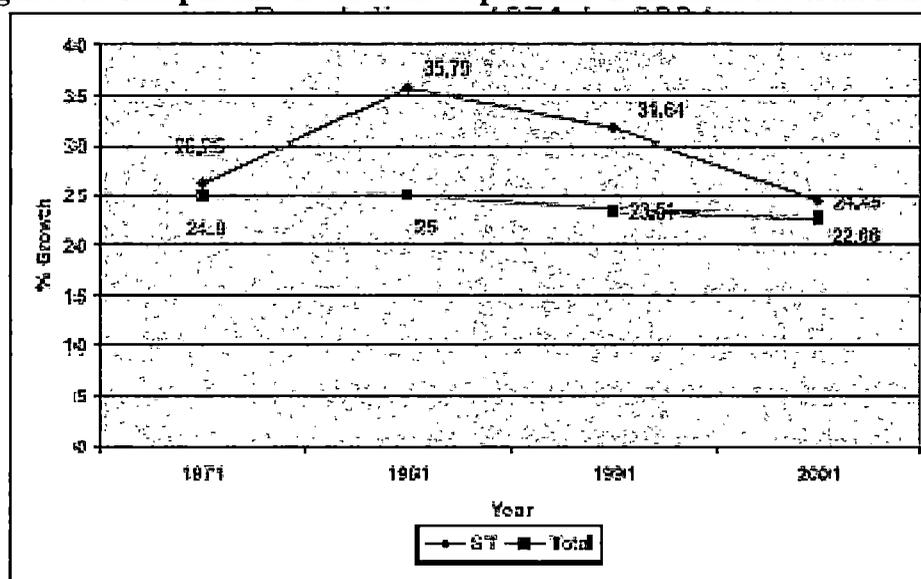
S. No	India/State	Total Population		Decadal Growth in %	ST Population		Decadal Growth in %	% age of STs in the State to total State population	% age of STs in the State to total ST population in India
		1991	2001		1991	2001			
29	Chandigarh	642,015	900,635	40.28	0				
30	Dadra & Nagar Haveli	138,477	220,490	59.22	109,380	137,225	25.46	62.2	0.16
31	Daman & Diu.	101,585	158,204	55.73	11,724	13,997	19.39	8.8	0.017
32	Delhi	9,420,644	13,850,507	47.02	0	NST			
33	Lakshadweep	51,707	60,650	17.3	48,163	57,321	19.01	94.5	0.07
34	Pondicherry	807,785	974,345	20.62	0				
35	J&K		10,143,700			1,105,979		10.9	1.31

\* States like Chhattisgarh, Jharkhand and Uttaranchal (now Uttarakhand) were created in the year 2000 after reorganisation of the states of Madhya Pradesh, Bihar and Uttar Pradesh.

Source: Annual Report of 2006-07, Ministry of Tribal Affairs.

**B) Growth:** The decadal population growth between the Census Year 1971 to 1981 in respect of the tribal population has been higher (35.79%) than that of the entire population (25.0%). The decadal population growth between the Census Year 1981 to 1991 in respect of the tribal population has also been higher (31.64%) than that of the entire population (23.51%). Similarly during census year 1991 to 2001 it has been 24.45% against the growth rate of 22.66% for the entire population.<sup>2</sup>

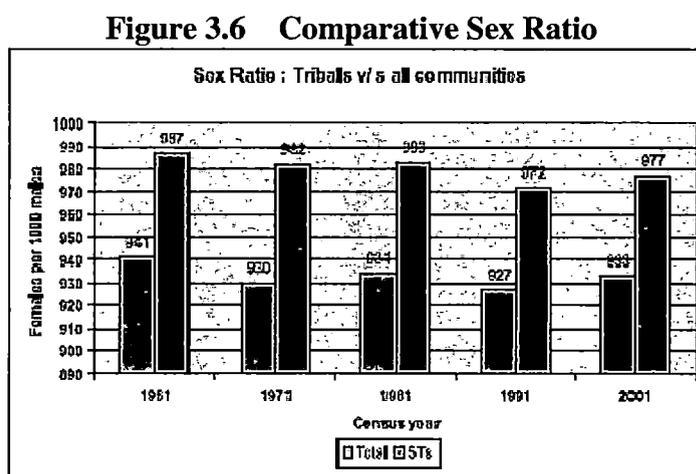
Figure 3.5 Comparison of Decadal Population Growth of the total and ST



Source: Annual Report of 2006-07, Ministry of Tribal Affairs.

The table 3.2 shows the ST population in the State of Karnataka has witnessed the highest growth rate of 80.82% followed by Nagaland (67.23%). The increased rate of population growth, in some cases, however, is as result of addition of new communities to the STs Lists. The lowest growth rate in respect of ST population as per 2001 census was recorded in Andaman and Nicobar (10.08%) followed by Himachal Pradesh (12.02%).

**C) Sex Ratio:** As compared to the sex ratio for the overall population (933 females per 1000 male), the sex ratio among Scheduled Tribes is more favourable, at 977 females per thousand males (2001 Census), though also declining. In all States except Andhra Pradesh, Tamil Nadu and Uttarakhand, the ST sex ratio as per 2001 Census was better than the general sex ratio.<sup>3</sup> The Figure 3.6 shows the comparative sex ratio on Scheduled Tribes and other communities from the year 1961 till 2001.



Source: Annual Report of 2006-07, Ministry of Tribal Affairs.

**D) Child-Sex Ratio:** The 1991 Census revealed that the child sex ratio in 0-6 age group for the general population was 940 girls per 1000 boys for the country as a whole. In case of STs, this ratio was more favourable and stood at 985 girls per 1000 boys. In 2001, the child sex ratio in the general population further reduced to 919 girls to 1000 boys. The situation among STs, though also on the decline, remains comparatively better at 972 girls per 1000 boys. In the UT of Dadra and Nagar Haveli, the ST sex ratio for the 0-6 age group is positive. There were 1018 girls per 1000 boys in 1991, which declined to 1009 girls per 1000 boys during 2001 Census. However, it was still higher than the general sex ratio of 1005 girls (1991) and 911 girls (2001) per 1000 boys in the UT.<sup>4</sup> The State-wise detail of 1991 and 2001 census figures indicating child sex ratio is at Table 3.3.

Table 3.3

**CHILD SEX RATIO (POPULATION 0-6 AGE GROUP)**

S. No.	State	1991 Census			2001 Census		
		Total	Gen.	ST	Total	Gen.	ST
	<b>India</b>	<b>945</b>	<b>940</b>	<b>985</b>	<b>927</b>	<b>919</b>	<b>973</b>
1.	Andaman & Nicobar Islands	973	981	897	957	957	956
2.	Andhra Pradesh	975	972	978	961	957	972
3.	Arunachal Pradesh	982	993	976	904	940	976
4.	Assam	975	973	990	965	966	962
5.	Bihar	953	950	983	942	938	975
6.	Chandigarh	899	889	NST	845	834	NST
7.	Chhattisgarh	984	978	996	975	962	998
8.	Dadra & Nagar Haveli	1013	1005	1018	979	911	1009
9.	Daman & Diu	958	966	911	926	923	983
10.	Delhi	915	912	NST	868	861	NST
11.	Goa	964	964	1122	938	937	915
12.	Gujarat	928	916	988	883	865	966
13.	Haryana	879	875	NST	819	807	NST
14.	Himachal Pradesh	951	945	966	896	876	955
15.	Jammu & Kashmir	NA	NA	NA	941	939	979
16.	Jharkhand	979	973	993	965	955	979
17.	Karnataka	960	957	970	946	941	961
18.	Kerala	958	957	961	960	961	974
19.	Lakshadweep	941	1138	936	959	1057	957
20.	Madhya Pradesh	941	929	987	932	915	979
21.	Maharashtra	946	940	982	913	903	965
22.	Manipur	974	979	968	957	955	959
23.	Meghalaya	986	949	991	973	963	974
24.	Mizoram	969	988	969	964	909	966
25.	Nagaland	993	916	1003	964	919	969
26.	Orissa	967	951	998	953	938	979
27.	Pondicherry	963	962	NST	967	962	NST
28.	Rajasthan	916	910	958	909	897	950

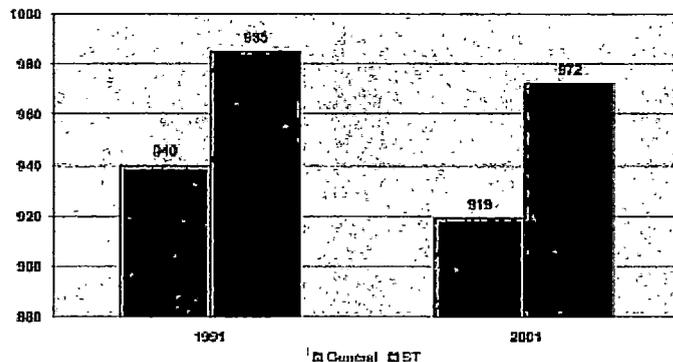
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29.	Sikkim	965	960	973	963	963	964
30.	Tamil Nadu	948	943	955	942	937	945
31.	Tripura	967	954	984	966	956	981
32.	Punjab	875	865	NST	798	767	NST
33.	Uttar Pradesh	927	926	967	916	911	973
34.	Uttarakhand	949	945	973	908	899	955
35.	West Bengal	967	967	983	960	958	981

1. Excludes Jammu & Kashmir from 1991 Census as 1991 Census was not conducted in J&K;
  2. Excludes figures of Paomata, Mao Maram and Purul sub-divisions of Senapati district of Manipur for 2001;
- Total Includes General, ST & SC population  
 NA-Not available, NST-No Notified STs,  
 GEN-Other than SC/ST population

Source: Annual Report of 2006-07, Ministry of Tribal Affairs.

Figure 3.7 Child Sex Ratio (0 – 6 years)



Source: Annual Report of 2006-07, Ministry of Tribal Affairs.

**E) Literacy:** The literacy rate for the total population in India has increased from 52.21% to 64.84% during the period from 1991 to 2001 whereas the literacy rate among the Scheduled Tribes has increased from 29.60% to only 47.10%. Among ST males literacy increased from 40.65% to 59.17% among ST female literacy increased from 18.19% to 34.76% during the same period. The ST female literacy is lower by approximately 21 percentage point as compared to the overall female literacy of general population. However, the increase in total as well as female literacy among STs is significant. Literacy rate has increased from 8.53

percent in 1961 to 47.10 percent in 2001 for STs, while the corresponding increase for total population was from 28.30 percent in 1961 to 64.84 percent in 2001.<sup>5</sup> The details are given in the Table 3.4.

**Table 3.4**

<b>Literacy amongst STs and all Social Groups</b>						
Year	STs			All Social Groups		
	Male	Female	Total	Male	Female	Total
1961	13.83	3.16	8.53	40.40	15.35	28.30
1971	17.63	4.85	11.30	45.96	21.97	34.45
1981	24.52	8.04	16.35	56.38	29.76	43.57
1991	40.65	18.19	29.60	64.13	39.29	52.21
2001	59.17	34.76	47.10	75.26	53.67	64.84

Source: Registrar General of India

Literacy Rate increased by 17.5 percentage points from 1991 to 2001 for STs and increased by 12.63 percentage points for total population during the same period. Male-female gap in literacy rate increased from 22.46 percentage points in 1991 to 24.41 percentage points in 2001 for STs while it declines from 24.84 percentage points in 1991 to 21.59 percentage points in 2001 for total population.

The percentage of literacy gap between STs and all population varies from 0.5 to 31.9 percentage point during 2001. The States like Tamil Nadu, Kerala, Karnataka, Goa, Andhra Pradesh, Maharashtra, Gujarat, Madhya Pradesh, Orissa, West Bengal, Uttar Pradesh, Bihar and Jammu and Kashmir are having more than 17.7 (i.e. literacy gap at all India) percentage gap of literacy rate between STs vis-a-vis total population during 2001. All States registered a decline gap between 1991 to 2001 except in Uttar Pradesh, Bihar and Dadra and Nagar Haveli. Although Uttar Pradesh and Bihar maintained almost the same gap as compared to census 1991 but the gap widened in case of Dadra and Nagar Haveli. States like West Bengal, Orissa, Goa, Kerala and Tamil Nadu are having more than 25 percentage point gap of literacy between STs and all population in these states. State-wise details are given in the Table 3.5.

Table 3.5

**LITERACY RATE OF TOTAL POPULATION AND  
SCHEDULED TRIBES POPULATION AND GAP IN LITERACY  
RATE -INDIA /STATES/UNION TERRITORIES: 1991-2001**

(Figures in percentage)

ST Code	India/State/UT#	Literacy rate- 1991		Gap in Literacy Rate	Literacy rate-2001		Gap in Literacy Rate
		Total	ST		Total	ST	
1	2	3	4	5	6	7	8
	INDIA	52.2	29.6	22.6	64.8	47.1	17.7
1.	Andaman & Nicobar Islands#	73.0	56.6	16.4	81.3	66.8	14.5
2.	Arunachal Pradesh	41.6	34.4	7.2	54.3	49.6	4.7
3.	Assam	52.9	49.2	3.7	63.3	62.5	0.8
4.	Andhra Pradesh	44.1	17.2	26.9	60.5	37.0	23.4
5.	Bihar	37.5	18.9	18.6	47.0	28.2	18.8
6.	Chandigarh#	77.8	NST	-	81.9	NST	-
7.	Chhattisgarh	42.9	26.7	16.2	64.7	52.1	12.6
8.	Dadra & Nagar Haveli	40.7	28.2	12.5	57.6	41.2	16.4
9.	Daman & Die	71.2	52.9	18.3	78.2	63.4	14.8
10	Delhi#	75.3	NST	-	81.7	NST	-
11.	Goa	75.5	42.9	32.6	82.0	55.9	26.1
12.	Gujarat	61.3	36.4	24.9	69.1	47.7	21.4
13.	Haryana	55.8	NST	-	67.9	NST	-
14.	Himachal Pr.	63.9	47.1	16.8	76.5	65.5	11.0
15.	Jammu & Kashmir	NA	NA	NA	55.5	37.5	18.0
16.	Jharkhand	41.4	27.5	13.9	53.6	40.7	12.9
17.	Karnataka	56.0	36.0	20.0	66.6	48.3	18.3
18	Kerala	89.8	57.2	32.6	90.9	64.4	26.5
19.	Lakshadweep	81.8	80.6	1.2	86.7	86.1	0.6
20.	Madhya Pradesh	44.7	18.4	26.3	63.7	41.2	22.5
21.	Maharashtra	64.9	36.8	28.1	76.9	55.2	21.7
22.	Manipur	59.9	53.6	6.3	70.5	65.9	4.6
23.	Meghalaya	49.1	46.7	2.4	62.6	61.3	1.3

Source: Annual Report of 2006-07, Ministry of Tribal Affairs.

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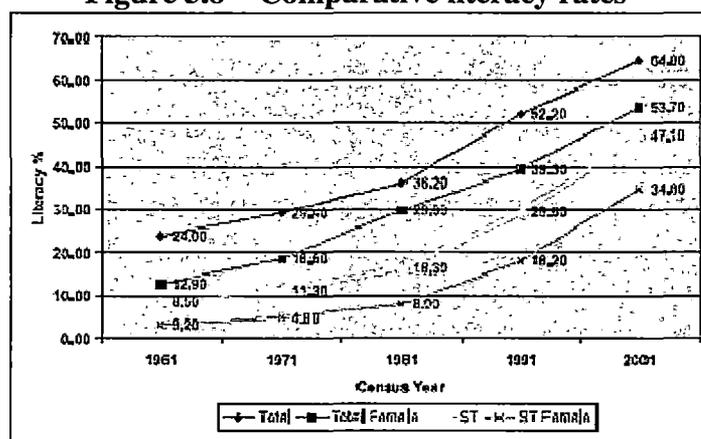
24.	Mizoram	82.3	82.7	0.4	88.8	89.3	0.5
25.	Nagaland	61.6	60.6	1.0	66.6	65.9	0.7
26.	Orissa	49.1	22.3	26.8	63.1	37.4	25.7
27.	Pondicherry #	74.7	NST	-	81.2	NST	-
28.	Punjab	58.8	NST	-	69.7	NST	-
29.	Rajasthan	38.6	19.4	19.2	60.4	44.7	15.7
30.	Sikkim	56.9	59.0	2.1	68.8	67.1	1.7
31.	Tamil Nadu	62.7	27.9	34.8	73.5	41.5	32.0
32.	Tripura	60.4	40.4	20.0	73.2	56.5	16.7
33.	Uttar Pradesh	40.7	20.0	20.7	56.3	35.1	21.2
34.	Uttarakhand	57.8	41.2	16.6	71.6	63.2	8.4
35.	West Bengal	57.7	27.8	29.9	68.6	43.4	25.2

1. Excludes Jammu & Kashmir where 1991 census was not conducted.
  2. Excludes figure of Paomata, Mao Marm & Purul Sub divisions of Senapati districts of Manipur; for 2001.
- # NST = No Notified Scheduled Tribes in the States.

Source: Annual Report of 2006-07, Ministry of Tribal Affairs.

The trends in the literacy rates from 1961 to 2001 are indicated in the Figure 3.8.

**Figure 3.8 Comparative literacy rates**



Source: Annual Report of 2006-07, Ministry of Tribal Affairs.

**F) Indicators of Backwardness:** According to the 2001 Census figures, 44.70% of the ST population were cultivators, 36.9% agricultural labourers, 2.1% household industry workers and 16.3% were other occupation workers. Thus, about 81.6% of the main workers from these communities were engaged in primary sector activities. These disparities compounded by higher dropout rates in formal education, resulting in disproportionately low representation in higher education. Not surprisingly, the cumulative effect has been that the proportion of STs below the poverty line is substantially higher than the national average. As

per the statement provided by the Planning Commission, it is observed that ST people living below the poverty line in 1993-94 were 51.94% in the rural areas and 41.14% in the urban areas respectively. This percentage of ST population living below the poverty line has decreased to 47.3% in the rural areas and 39.9% in the urban areas as per poverty line estimates in the year 2004-2005. There is decrease of STs living below the poverty line by about 4.7% in the rural areas and 1.15% in urban areas since 1993-94 to 2004-05.<sup>6</sup> State-wise details are in Table 3.6

**Table 3.6**

Percentage of Population ( Social Group Wise) below poverty line by states- 2004-05									
S.No	States	Rural				Urban			
		ST	SC	OBC	Others	ST	SC	OBC	Others
1	2	3	4	5	6	7	8	9	10
1	Andhra Pradesh	30.5	15.4	9.5	4.1	50.0	39.9	28.9	20.6
2	Assam	14.1	27.7	18.8	25.4	4.8	8.6	8.6	4.2
3	Bihar	53.3	64.0	37.8	26.6	57.2	67.2	41.4	18.3
4	Chhattisgarh	54.7	32.7	33.9	29.2	41.0	52.0	52.7	21.4
5	Delhi	0.0	0.0	0.0	10.6	9.4	35.8	18.3	6.4
6	Gujarat	34.7	21.8	19.1	4.8	21.4	16.0	22.9	7.0
7	Haryana	0.0	26.8	13.9	4.2	4.6	33.4	22.5	5.9
8	Himachal Pradesh	14.9	19.6	9.1	6.4	2.4	5.6	10.1	2.0
9	Jammu & Kashmir	8.8	5.2	10.0	3.3	0.0	13.7	4.8	7.8
10	Jharkhand	54.2	57.9	40.2	37.1	45.1	47.2	19.1	9.2
11	Karnataka	23.5	31.8	20.9	13.8	58.3	50.6	39.1	20.3
12	Kerala	44.3	21.6	13.7	6.6	19.2	32.5	24.3	7.8
13	Madhya Pradesh	58.6	42.8	29.6	13.4	44.7	67.3	55.5	20.8
14	Maharashtra	56.6	44.8	23.9	18.9	40.4	43.2	35.6	26.8
15	Orissa	75.6	50.2	36.9	23.4	61.8	72.6	50.2	28.9
16	Punjab	30.7	14.6	10.6	2.2	2.1	16.1	8.4	2.9
17	Rajasthan	32.6	28.7	13.1	8.2	24.1	52.1	35.6	20.7
18	Tamil Nadu	32.1	31.2	19.8	19.1	32.5	40.2	20.9	6.5
19	Uttar Pradesh	32.4	44.8	32.9	19.7	37.4	44.9	36.6	19.2
20	Uttarakhand	43.2	54.2	44.8	33.5	64.4	65.7	46.5	25.5
21	West Bengal	42.4	29.5	18.3	27.5	25.7	28.5	10.4	13.0
	All India	47.3	36.8	26.7	16.1	33.3	39.9	31.4	16.0

Legend SC= Scheduled Castes, ST=Scheduled Tribes, OBC= other backward classes

Source: Planning Commission

**G) Health indices of STs versus others:** The infant mortality, under- 5 child mortality and percentage of child mortality rate for STs as well as of other disadvantaged socio-economic groups as shown in the Table 3.7.

Table 3.7

Some Health Indicators			
Indicator	Infant mortality/1000 live births	Under- 5 mortality/ 1000 live births	Child mortality rate
India	57.0	74.3	18.4
SC	66.4	88.1	23.2
ST	62.1	95.7	35.8
OBC	56.6	72.8	17.3
Others	48.9	59.2	10.8

Source: NFHS 3: 2005-06, M/o Health and Family Welfare

**H) Education:** Gross Enrolment Ratio (GER) for elementary stage (classes I- VIII) is defined as percentage of the enrolment in Elementary stage to the estimated child population in the age group of 6 to below 14 years. GER has increased from 102.4% in 2004 -05 to 109.6% in 2006-07 for all STs and from 93.5% in 2004-05 to 97.1% in 2006-07 for total population.<sup>7</sup> The gross enrolment ratio in respect of all categories and Scheduled tribes at elementary stage (I-VIII) is given in Table 3.8.

Table 3.8

Gross Enrolments Ratio (GER) for Elementary Stage (I- VIII)						
				(Figures in percentage)		
Scheduled Tribes				Total Population		
Year	Boys	Girls	Total	Boys	Girls	Total
1995-96	105.7	75.1	90.9	86.9	69.4	78.5
1999-2000*	99.3	70.9	85.2	90.1	72.0	81.3
2000-01*	102.5	73.5	88.0	90.3	72.4	81.6
2001-02*	99.8	77.3	88.9	90.7	73.6	82.4
2002-03*	86.7	73.9	80.5	85.4	79.3	82.5
2003-04*	90.6	81.1	86.1	87.9	81.4	84.8
2004-05	108.5	95.8	102.4	96.9	89.9	93.5
2005-06	111.9	100.6	106.4	98.5	91.0	94.9
2006-07	114.7	104.2	109.6	100.4	93.5	97.1

\*Provisional

Sources: Ministry of Human Resources Development

The enrolments in these stages include underage and over-age and hence the total percentage may be more than 100% in some cases.

Gender disparity in GER at elementary stage declined 12.7 percentage points in 2004-05 to 10.5 percentage points in 2006-07 for ST children and declines 7.0 percentage points in 2004-05 to 6.9 percentage points in 2006-07 for total population.

### 3.2 Classification of Indian Tribes:

Tribes of India can be classified on the basis of geographical region, language, race, religion and culture contact. Yet a multiplicity of factors leads complexity to the effort of classification of these tribal groups. These factors are inter-racial mingling, geographical mobility owing to several reasons and the development process which began prior to independence in some of the tribal regions and was accelerated by the keen interest taken in these tribal groups by the British Administrators in India in the pre- independence period.

#### A) Geographical Classifications:

The tribal communities are distributed in most of the states of India. Roy Burban, has divided the tribal communities living in different regions into five territorial groups, taking into consideration of their historical, ethnic and socio-cultural variations.<sup>8</sup>

They are,

- a. North-East India comprising Assam, NEFA, Nagaland, Manipur and Tripura;
- b. The sub-Himalayan region of North and North-west India comprising the North sub-montane districts of Uttar Pradesh and Himachal Pradesh as a whole including the areas recently transferred from Punjab;
- c. Central and East India comprising West Bengal, Bihar, Orissa, Madhya Pradesh and Andhra Pradesh;
- d. South India comprising Madras, Kerala and Mysore; and
- e. Western India comprising Rajasthan, Gujarat and Maharashtra.

Taking into account of these classifications and ecological, social, economic, administrative, ethnic and racial factors, L.P.Vidyarthi has classified into six regions; North Eastern region, Himalayan region, Central India region, Western India region, Southern India region and Island region.<sup>9</sup>

The Indian Anthropologist, B.C. Guha classified Indian tribes into 3 zones: <sup>10</sup>

1. North and North-eastern Zone
  2. Central zone
  3. Southern zone
1. **The North and North-eastern Zone:** This zone consists of the sub- Himalayan region and mountains and hilly tracts of the eastern region. Thus, this region includes the Himalayan region right from Kashmir, Himachal Pradesh, hills of Uttar Pradesh, and all the north- eastern states of former Assam.
  2. **The Central zone:** The largest concentration of tribal population is in this zone. The tribes of M.P., U.P., Bihar, Southern Rajasthan, Orissa, Southern Maharashtra fall in this category. In other words, the zone consists of the Plateau and mountaneous belt between the Indo-gangetic plain in the north and Krishna river in the south

3. **The Southern zone:** This zone falls to the south of the Krishna river. The tribes of Andhra Pradesh, Karnataka, Tamil Nadu and Kerala come under this zone.

The classification of B.C. Guha does not mention tribals residing in the islands of Andaman and Nicobar. The main tribes living in these islands are Zarava, Onge North Sentilese, Andamanese and Nikobari<sup>11</sup>.

- I. North and North-Eastern Region:** This region consists of tribes of Uttar Pradesh, Himachal Pradesh, Eastern part of Kashmir, East Punjab, Assam (old province) and Sikkim. The important tribes of the region of North-east are Lepcha, Dafla, Pirmi, Garo, Naga, Khasi, Chakura, Khuki, Apatani, etc. As these tribals reside in border areas of India they have got special significance. For example, the Bhotias of Kumaon Garhwal are known for being traders. Besides business and trade they are experts in handicrafts. The Tharus of Tarai region of Uttar Pradesh also have distinguishing characteristics of their own where women have a special place. The Khas tribes of Jhonsar Bhaver were once well known for polyandry. Nagas of eastern region had a special significance in Indian politics. Also, these people were known for their famous custom of Head hunting and war dance. Kukis, Lusai, Lakher Cheri etc, used Tibetan-Chinese dialects. The Khasis and Garos are tribes which still follow matriarchy. Most of the tribes of the eastern region practise axe or shifting cultivation and have terraced farming. Handicraft is another important occupation after agriculture.
- II. Western and North-western Region:** This region consists of tribals residing in Gujrat, Maharashtra and Rajasthan. Major tribes of Rajasthan are Bhils, Meenas, Garasias, Banjaras etc. While the main tribes of Gujrat are Mahadev Kholi, Katkari and Dabla.
- III. Central Region:** Maximum number of tribes resides in this region. The main tribes of Bihar (which fall in this region) are Santhal; Munda, Oraon and Birhor. In Orissa the important tribes are Bondo, Khond, Soara and Juang. In Madhya Pradesh the major tribes are Gonds, Baigas, Marias and Murias. Guha stated that the tribals residing in this region are relatively better off than those from the southern region. They have adopted organised cultivation from the civilized Hindus and are much more influenced by the Hindu way of living. Almost all the tribals residing in this region follow patriarchy. Some of them are completely hinduised and their tribal identity is present in name only. This shows how rapid has been the process of sanskritization. In some cases tribal identity has been maintained by these people only with a view to avail of the constitutional benefits on account of Reservation policy.
- IV. Southern Region:** This region falls below the Krishna River. The tribes of Travancore-Cochin, Karnataka, Andhra Pradesh and Tamil Nadu come under this category. The important tribes of this region are: Toda and Kota of Nilagiri region, Chenchu and Kurovan of Andhra etc. Besides Kadar, Eurula, Chelli, Kurumba, Kena etc, are some of the important tribes of this region. Todas are famous for their polyandrous system; Nayars are known for Matriarchy.

In addition to the above 4 types of classification of Indian tribals, the tribals residing in Andaman, Nikobar and Lakshadweep also have special significance. Thus, we find that the geographical conditions of the various regions of the country have affected the tribal groups in terms of customs, culture, economy and way of living. The tribal groups residing in different parts of the country have been able to maintain their distinct social and cultural identity owing to geographical and climatic variations. Besides, their economic activities have been affected by geographical conditions.<sup>12</sup>

### **B) Racial composition:**

Much research is needed to come-up with a reliable racial history of India. There have been streams of migration to this country from time to time in the past but actual routes of immigration were not known. Moreover, there has been so much of racial intermingling that the racial identity of a particular group was difficult to ascertain. Yet anthropological evidence shows that in each cultural region, some distinct traits of a particular race do exist. In this context the attempt made by B.S. Guha given in the Census of India in 1931 is quite significant. B.S.Guha listed six main races with nine subtypes of Indian population.<sup>13</sup>

- 1) Negrito
- 2) The Proto- Astroloid
- 3) Mongoloid
  - i) Palaeo-Mongoloids
    - (a) Long-headed
    - (b) Broad-headed
  - ii) Tibeto-Mongoloids
- 4) The Mediterranean
  - i) Palaeo-Mediterranean
  - ii) Mediterranean
  - iii) Oriental type
- 5) The Western Brachycephals
  - a) Alpinoid
  - b) Dinaric
  - c) Armenoid
- 6) The Nordic.

Guha has summed up his conclusions specifically as regards the racial composition of tribal India as follows:

1. The Kadars, the Irulas, and the Panyans of South India with frizzy hair, have an undoubted Negrito strain.
2. The tribes of middle India belong to the Proto-Australoid stock.
3. The brachyephalic Mongoloids of north eastern India have typical features of the face and the eye.
4. A slightly different Mongoloid type with medium stature, high head and medium nose lives in the Brahmaputra valley.

According to him tribal people of India can be grouped into 3 major categories:

- a. **The Proto-Australoids:** This group is characterized by dark skin colour, sunken nose and lower forehead. e.g. the Munda, the Oraon, the Ho, the Gond, the Khond, etc.
- b. **The Mongoloids:** Tribal people of the Himalayan region specifically of north Himalaya come under this category.
- c. **The Negrito:** The Kadars of Kerala and the Andamanis of the Andaman Island come under this stock.

However, Stephen Fuchs, on the basis of Guha's classification, tried to give a slightly revised version and classified tribes into following racial categories: <sup>14</sup>

- 1) **The Negritos:** According to anthropologists, Negritos were the earliest race in India. Guha believed that Kadar, Palayans of South India had a Negrite strain, though he admitted that they were, however, not the pure Negrito. D.N. Majumdar and S.S. Sarkar, however denied the contention of Guha. According to them, some of the Negrito racial elements are found in other races also. Hutton believes in their existence in the Assam Region and gives the example of Konyak Nagas. S.S. Sarkar traced Negrito strains among the primitive males and among small vagrant tribal groups which depend on the collection (food gathering) economy.

- 2) **The Proto- Australoids:** They are the second oldest racial group. This category of tribal groups can be found in some of the tribes of Central and South India. Guha compared these tribes with Veddas of Sri Lanka and the aborigines of Australia and finds these groups essentially alike. Thus, Indian Tribes have to a great extent retained the characteristics of this race. Guha considered the term 'Proto- Austroloid' as most suitable for these Indian Tribes.
- 3) **The Mongoloid Type:** In the sub- Himalayan region, north , north-eastern belt, the instances of Mongoloid race can be traced. Examples of these could be Bhotias of Kumaon and Garhwal Himalayas. Ladakhis and Baltesi, Lahoulis, the Limalbus, The Lepchas and Rongpas who have the Mongoloid element. In Nepal such tribes are Gurung, Murmi and Gurkhas (having a Mongoloid element). Besides, in N.E. states the Bodo group comprising of the Garos, Kacharis, Tipperalis, Lalungs Rabhas Mache 'Nagas' can be placed in this category.

Besides, B.S. Guha and E. Fischer talked of the Oriental type of race in north- East India. The Aryans and Orientals were followed in the subsequent centuries by various invaders on a smaller scale. Between 500 B.C. and the beginning of the Christian era, north India was first invaded by Persians and Greeks, and later on by Sakas and Kushans (from Central India). Again during the 5<sup>th</sup> century B.C., another horde of nomads from central Asia- the Huns came to India and permanently settled in northern India. Then there were Muslim invasions in the 8<sup>th</sup> century A.D. Such invasions continued until the sixteenth century when the Mughals established empire. Later on, small scale invasions took place on the west coast of India. Portuguese and later on the Dutch landed on India's western coast. Later, after the Britishers settled in India, a new clan of Anglo-Indians came into existence, who are considered as the progeny of British settlers and Indian women of various castes. There has been a lot of intermingling between various races in India. This was prevalent to such an

extent that even isolated tribal groups have not been able to maintain their pure racial characteristics.<sup>15</sup>

### C) Linguistic Classification:

The people of India may be divided into four speech families.<sup>16</sup> These are:

1. Indo-European (Aryans)
2. Dravidian
3. Austrian (Kolor Munda) and
4. Tibetan Chinese (Sino-Tibetan).

Majumdar (1985) believed that Aryan speech came into existence only as a consequence of cultural contact. In the context of tribal people a majority of experts believe that the most important groups is that of the Gonds who speak the Dravidian language. These Gonds are scattered throughout Madhya Pradesh and Andhra Pradesh. Another important language of this group is Koi which is spoken by the Khandas of Orissa, the Oraons of Chhota Nagpur and the Maltas of Rajmahal hills. The speeches of Toda, Paliyan, Chenchu, Erula and Kadar are also included in the Dravidian family. The Adivasis who speak these languages are far less advanced than their other linguistic kinsmen.

**Austic:** The Austic speech family is also known as the Munda speech family i.e. the language of the Kol or Munda group; the Santalis are found in Bihar, Orissa, Bengal and Assam; Mundari, Ho, Kharia, Bhumij and a few others which belong to Bihar. Besides, Austic speech family includes Korku in Madhya Pradesh, Savara and Gadaba in Orissa, Khasi in Assam and the language of the Nikobarase.

**Mongoloid:** This language is confined to the tribals residing in southern slope of the Himalayas and its north Bengal, Tripura, Assam, Nepal, Sikkim and the Darjeeling district of West Bengal. This is divided into two branches (1) Tibetans- Burmese and (2) Siamese-Chinese. The tribals in Assam, Meghalaya and in other north-eastern parts of India speak this language. In Assam the Bodo, Abhors, Miris, Daflas and Mikirs fell in this speech group. Besides, Nagas, Meithei or Manipuris, the (Lushais) also belong to this speech family.

India has been a melting pot of races; therefore, it is difficult to put Indian tribes under any category. Yet the efforts made by Anthropologists and other scholars in this context are worth appreciating.

### D) Economic Classification of Indian Tribes:

The classification made by Adam Smith, Thurnwald and Herskovits to classify the tribal people on the basis of their economic life is well known all over the world. The scheme presented by Thurnwald is taken as the most acceptable in the Indian context are as follows:

1. Homogeneous communities of men as hunters and trappers, women as collectors e.g. Kadars, Chenchus, Kharia, and Korwa etc.
2. Homogeneous communities of hunters, trappers and agriculturists viz. Kamars, Baigas and Bihors are examples of this type from tribal India.
3. Graded society of hunters, trappers, agriculturists and artisans. Most of the Indian tribes fall under this category. The Cheros and the Agarias are some of the famous artisan tribes.
4. The herdsmen- the Todas and some sections of the Bhil tribe are its examples.
5. Homogenous hunters and herdsmen. This category is not represented among Indian tribes.

6. Ethnically stratified cattle breeders and traders. The Bhotias of the sub-Himalayan region of U.P. hill i.e. Kumaon and Garhwal breed yaks and are itinerant traders.

7. Socially graded herdsman with hunting, agricultural and artisan population.

D.N. Majumdar did not fully agree with the above classification. Taking into consideration mainly the technological achievements, a more lucid classification of the economic life of the Indian tribes may be attempted as follows:

1. Tribes hunting in the forests.
2. Tribes engaged in axe/shifting cultivation.
3. Tribes engaged in cultivation on levelled land.
4. Simple Artisan tribes.
5. Pastoral tribes.
6. Tribal living as folk artists.
7. Agricultural and non-agricultural labour oriented tribes.
8. Tribes engaged in service and trade.

Broadly speaking the tribals in India can be grouped as food gatherers and agriculturists. Among agriculturists there are primitive cultivators and the plough cultivators. Animal keeping, handicrafts etc. are by and large the subsidiary occupations of most of the tribes. However, a few of them are exclusively artisans or herdsman.<sup>17</sup>

#### **E) Classification According to Culture Contact:**

To classify Indian tribes on the basis of their cultural development is a really difficult task. Owing to rapid means of transport and communication various tribals came into contact with outsiders and there was the process of culture contact which resulted into acculturation, enculturation and assimilation. Verrier Elwin has tried to classify Indian tribes into four categories on the basis of culture contact:<sup>18</sup>

- a. In the first category are those tribes who are tribes in the real sense of the term. These people are at the earliest stage of development. Numerically they are present in smaller numbers at present and live in unapproachable places.
- b. The secondary category of people consists of those who are partially attached to their tradition, culture and other modes of living, yet more used to outside life and generally less simple and honest than the first category.
- c. Third category consists of those tribes who are numerically maximum in number, whose tribal characteristics in terms of religion, culture, policies and social organization are on the way to decline.
- d. Examples of another category are tribals like Bhils and Nagas who are said to be representatives of the old aristocracy of the country, who retain much of their oriental tribal life and who have won the battle of cultural contact

In the opinion of D. N. Majumdar, tribal culture may be placed into following three groups:

- i. Those who are culturally most distant from the rural-urban groups i.e. more or less away from outside contact. Some of the tribals living at isolated places can be placed in this category.
- ii. Those who are under the influence of the culture of rural-urban group and have developed discomforts and problems consequently.

- iii. Those who in spite of their being in outside-rural-urban contact have not suffered the problems of the second group, or in other words, they are acculturated into rural or urban culture.

The Indian Conference of Social Work in the year 1952 appointed a Tribal Welfare Committee which suggested the below classification:<sup>19</sup>

- i. Tribal communities
  - ii. Semi-tribal communities
  - iii. Acculturated tribal communities
  - iv. Totally assimilated tribal communities.
- i. These tribal communities are those who reside in hilly, mountaineous or dense forest regions- in places which are unapproachable and are even now maintaining their tribal way of life to a great extent.
  - ii. Semi-tribal communities- These people have started living nearer to the village communities and have adopted agriculture and other related occupations.
  - iii. Acculturated tribal communities- These people have started residing in or near rural or urban communities and have started living in villages and towns/cities. These people have also started adopting occupational and other socio-cultural traits of the outside world.
  - iv. Fully assimilated tribal groups- These people have remained tribals only for name sake and have totally adopted socio-cultural and other traits of the so-called/civilized people.

Vidyarthi, made an attempt to classify the tribal people in terms of their culture. He classified the tribal people into six culture types- (i) Forest hunting type, (ii) Primitive hill cultivation type, (iii) Plain agriculture type, (iv) The simple artisan type, (v) the pastoral and cattle breeder type, and (vi) Urban industrial type. He considered five factors to identify these cultural types. These are- their economy , their ecology , socio-cultural adaptation of tribes to ecology and the economy, the religious beliefs, and emerging contemporary situation, influx of other groups of people.<sup>20</sup>

Professor G.S. Ghurye has also divided Indian Tribals into following three categories:

1. In the first category he placed those who had succeeded in attaining a respectable position in Hindu society and have successfully faced their problems.
2. In the second category are those communities who have partially become members of the Hindu community. These people by initiating the Hindu culture and its way of living (after close contact) have tried to become like the Hindu community.
3. Ghurye put in the third category those tribal communities who lived in hilly and mountaineous regions and resisted the invasion of cultural and other social practices of the outside world in their tribal life.

It was natural to have problems and resistance in the beginning but ultimately the tribals (after culture-contact) gradually gave up their traditional cultural practices. The process of sanskritization began rapidly and no doubt, at present tribal identity has remained only for name sake. In fact had there been no provision for reservation the caste identity would have also disappeared. This would have been similar to the way in which British administrator (during pre-independence) recruited some of the tribal or lower caste

Hindus (who were fit for an army job) for the 'British- India army', only after changing their surname or after adding the Rajut sur name 'Singh' after their first name. It is important to mention here that Britishers in India during their initial period, ruled this country according to the prevailing practices. During that period only 'Rajputs' could be recruited for army jobs and the Britishers identified 'Rajputs' by their surname 'Singh'. In short, the contention here is that as the process of culture contact became faster, there was rapid loss of tribal cultural and social practices almost all over the country and the tribals had little to gain and much to loose in this process.<sup>21</sup>

#### **F) Classification of Indian Tribals on the Basis of Religion:**

The process of culture contact affected the sphere of religion also and the tribals tried to assimilate themselves with various religious communities or various religions of the civilized people in India. Because majority of the tribals came in contact with the Hindus, therefore, they adopted Hindu religion. In this connection some information was collected in 1961 Census which classified the religion of the tribes who were residing in rural areas at that time. Here it is necessary to point out that in the year 1961 about 97 percent of the tribals were residing in rural areas and their percentage was as follows:

**Table 3.9 Classification of Tribals on the Basis of Religious Affiliations**

<b>Religion</b>	<b>Percentage of total rural tribal population</b>
Hindu	89.40
Christian	5.53
Buddhism	0.34
Muslim	0.20
Others	4.53

Source: Census of India.

This makes it clear that by and large the tribals have adopted Hindu religion. Those who have accepted Christianity are also considerable in number, and in number are next to those who have adopted Hinduism. An important point to be kept in mind is that even those tribes who have embraced any of the major religions, have not necessarily shed their beliefs and rituals and many of them practice their faith along with their newly acquired faith.<sup>22</sup>

The socio-economic and cultural life of the tribal groups of India varies from tribe to tribe and region to region. They belong to various ethnic stocks have distinct pattern of economy, technology, and religious behaviour and speak a large number of languages and dialects. Though there is diversity in 'lifestyle' and 'mode of life' of these communities, but there exists a good deal of similarity in their socio-cultural and psychological level. Till today the tribes are more or less trying to retain their separate social identity, customs and regulations. There are differences between these tribes because they are at different levels of development and participation in national life. However, in general, the tribes are economically, educationally and politically backward, compared to the non-tribal people.

### 3.3 Tribal development- Approaches in pre independence era and post independence era.

It is essential to know how these tribal people have been approached so far by the administrations. The approaches to the tribals may be separately considered in the context of pre-independence and post-independence periods. Historically there have been three main approaches:

1. Policy of segregation:
  - A. In Pre independence period.
  - B. In Post independence period
2. Assimilation: a result of constant contact of the tribes with the rest of Indian population and the efforts of social reforms.
3. Integration of the Tribes in Regional and National Setting.

Before the discussion of the policy of segregation in Pre independence, we cannot overlook the approaches taken in the Pre British era against the tribals, since they formed an integral part of Indian civilization. It is believed that they were the earliest and original inhabitants of the country. In the context of aboriginality of the Indian tribes different authorities have expressed different views. Elwin called the Baigas “the original owners of the country” they inhabit. Thakkar Bapa considers the tribals to be the ‘Adipraja’, i.e., aboriginals of the country and the sons of Bharatbhumi, older than the Hindus. Ghurey opines that it is possible to contend that even if the tribals are not aboriginals of the exact area they now occupy, they are the autochthons of India and to that extent they may be called the aboriginal. However, the tribals fall in the line of ancestry of the Indian people and are a constituent of Indian population.<sup>23</sup>

In the early historical period of India, which coincides with the Hindu period, the tribals either compromised with the Hindu neighbours or went further in the deep forest. All through the long centuries of Hindu rule the tribals find assimilated into the neighbouring Hindu culture. Tribal solidarity was weakened with the process of de-tribalization as they were encircled by the wider Hindu society. Ghurey opines that “almost all the so-called aboriginal tribes of the region have a Hinduised section, small or large, that they have been in fairly intimate contact with the Hindu for a long time, and that they have common interest with the Hindus in matter of religion and gainful occupation. They have shown a tendency to look upon themselves as Hindus or as people closely connected with Hindus.” “While sections of these tribes are properly integrated in the Hindu society, very large sections, in fact the bulk of them, are loosely integrated. Only very small sections, living in the recesses of the hills and the depth of forests, have not been more touched by Hinduism” and “have retained much more of the tribal creeds and organization than many of the castes of the Hindu society, yet they are in reality Backward Hindus”.<sup>24</sup>

The observations of Ghurey (1963), Bradley Birt (1903), Baine (1891), Risley (1901), O'Malley (1911), Shoobert (1931) and Elwin (1952) suggested the assimilation of the tribals with the Hindu culture. It indicated that during the Hindu period of Indian history the tribal people had more or less good relations with Hindu neighbours and in course of interaction

with the Hindu neighbours they emulated many socio-cultural elements of the Hindus. During the Hindu period there was no assertive or stated policy for the tribal people, but they had more or less good mutual relations which led to tribal absorption into the major Hindu tradition.<sup>25</sup>

Feudalism in India emerged within the framework of Hindu system of social organization but the structure of production in the tribal societies never took the form of feudalism, until the elements of Hindu feudal aristocracy were forcibly imposed in these areas by the Mughals in order to collect revenue. Until that time the tribal society knew no landlords, no rents. The mode of production was communalistic with no division of labour and political organization was like self-sufficient republic.<sup>26</sup> The Muslim rule witnessed a new phenomenon as the rulers harassed them in different way. In this period various types of rent and cesses were imposed on the tribals, which was in cash and also in kind. In some regions the tribal people felt disturbed due to large scale conversion of the tribals to Islam.

#### **1(A) Policy of segregation - In Pre independence period:**

The policies adopted by the British rulers were to isolate the tribals from the general masses and separate the tribal areas from the purview of the normal administration. The rulers deplored the assimilation of tribal groups in order to create a division between the tribals and non-tribals so that they could continue their rule over the pan-Indian society, exploit natural resources and cheap labour and keep the tribals in perpetual backwardness.<sup>27</sup> The policy of isolation by the Britishers was largely dictated by their deliberate efforts not to develop communication in the tribal areas which, as a result, remained cut off from the rest of the population. This policy led to exploitation by the non tribal elites. Their plight was supplemented by the introduction of the National Forest Policy in 1894 to curb the traditional rights of tribal on forests.

In some areas the British rulers created “excluded” and “partially excluded” areas and gave separate political representation. In fact the area-wise isolation began with the enactment of the Government of India Act of 1870 and a few tracts were specified as “scheduled tracts”. A number of Acts were enforced from time to time till 1919 when certain territories were declared “Backward Tracts” under the Government of India Act of 1919. The areas were, more or less, the same as those of “scheduled tracts” and “scheduled districts” with certain additions and omissions. The “backward tracts” were the result of reforms suggested by Montague and Chelmsford in their report, in which they considered certain areas to be backward, the people being primitive without political institutions and so on. This drama of helping the tribals with special protections carried on. The British Parliament was eager enough to show that something had been done to help the tribal through special administration in the areas concerned. Again in 1936 two areas were created, “Excluded Areas” and “Partially Excluded Areas” under Sections 91 and 92 of the Government of India Act of 1935. The list of the areas was embodied in the Government of India (Excluded and Partially Excluded Areas) Order, 1936. In 1939 Elwin advocated for the establishment of a

sort of National Park of the tribals and advised that their contact with the outside world should be reduced to the minimum. Again in 1941 he supported the idea of isolationism to a great extent.<sup>28</sup>

According to R.S.Sharma, Indian feudalism can be traced back to Maurya period, especially the Guptas. During that period the feudal powers levied excessive taxes, exploited the people by imposing forced labour via the unequal exchange between the ruling elites and the ruled. J. Banaji opines that the tribals were badly affected in this relations of production or relations of exploitation in the transition from one mode of production to another, from exchange in kind to exchange in money or from pre-capitalist mode of production to capitalist mode of production. This relations of exploitation is defined as a particular form in which surplus is appropriated from the direct producers, not the specific forms, eg. serfdom where the direct producers are tied to the means of production through some form of extra economic coercion. It takes place with the development of productive forces and property relations when the use of surplus value is expropriated by an aggregate group without providing the producers with their actual dues. Marx refers this extraction of surplus value as exploitation, when the labour time necessary for the producer to produce a value equal to the one he receives in the form of wages is less than the actual duration of his work. In its transition to capitalism, the feudal mode of production nourishes, strengthens the capitalist mode of production for its existence, and on the other hand, the latter provides strength to the former in order to reorient the former and establish its superiority. Capitalism for its own interest makes alliance with the pre-capitalist modes of production in order to secure raw materials and cheap labour supplied by the Hindu elites in total exploitation of the tribal people. Later on, capitalism makes deep inroads into the system leading to the transformation and gradual destruction of the pre-capitalist formation. After that, pre-capitalist formation disappeared and capitalism 'establishes its domination over' and capitalism expanded in those places where it was protected by feudalism.

According to H. Alavi there was direct extraction of surplus by way of land revenue and dissolution of self sufficient village economy which resulted from 'the subordination of economies to the needs of imperialism... so that segments of (these) economies do not trade with each other'. The colonial capitalism created the demand of money economy in the non-money tribal economy. To meet this demand a class of money lenders were created to lend at the usurious rates leading to the large scale alienation of tribal lands. Middlemen traders cropped up from among the money lenders in order to make commercial exploitation of forests, control the food production through the system of money-lending, tribals were, therefore, were uprooted from their natural habitats.<sup>29</sup>

According to Verrier Elwin, tribals lost their means of subsistence and solidarity because of the alienation of land, loss of freedom of the forest, discontinuance of ritual hunt, loss of creative impulse and collapse of tribal industries, loss of nerve and moral resistance, all these being result of the colonial system of law and administration, tribals external contact and organized movements.<sup>30</sup>

Citing D.N.Majumdar, Prof Ghurye points out the following 'discomfort' of the tribals: <sup>31</sup>

- 1) The excise laws during the British period have hit the tribals hard.
- 2) British administration has replaced the tribal officials and thereby has disorganized tribal life.
- 3) Cultivable lands have been taken away from their hold.
- 4) Heavy license fees have been levied on for quarrying in the land.
- 5) Shifting cultivation has been prohibited.

### **1(B) Policy of segregation - In Post independence period:**

In the early period of independence, the Government of India too adopted the policy of isolation though in a slightly modified form. The partial exclusion of large tribal areas was followed by special welfare measures which helped them in going ahead with a separatist move, i.e., the demand, for an independent Naga state and an autonomous Jharkhand. The Advisor on the tribal affairs to the Government of Assam, Verrier Elwin, recommended isolation of tribal groups in certain extreme cases. The declaration of "a few particular areas of tribal concentration as scheduled areas and tribal areas" indicated of the isolation policy on which Shri A.V.Thakkar as chairman of the subcommittee constituted by Constituent Assembly, emphasized that some form of isolation was suggested to check exploitation and not to keep the tribals isolated. It further recommended "considering the past experiences and the strong temptation to take advantage of the tribal simplicity and weakness it is essential to provide statutory safeguards for the protection of land". The implementation of the safeguard was made by declaring some areas Tribal and Scheduled. But since the governmental machinery was confined to the scheduled areas, the tribals living outside the areas were not duly protected.<sup>32</sup>

The enlisting of the Scheduled Tribes also creates the wrong impression of the tribals under a special law. The first serious attempt to list these communities as primitive tribes was made during the census of 1931. In the Government of India Act [1935] a reference was made to "Backward Tribes" and again the Thirteen Schedule to the Government of India [Provincial Legislative Assemblies] Order 1936 specified certain tribes as backward in the Provinces of Assam, Bihar, Orissa, Central Provinces, Barar, Madras and Bombay. In the 1941 census these people were recorded as "Tribes" and separate totals were furnished only for a few selected individual tribes. Here again, the old British concept of "excluded area" was applied in a modified form where the ethnic groups were the basis rather than the area. Moreover, the Constitutional safeguards and the inclusion of tribes in the Fifth Schedule created gaps between general population and tribal population.

In pursuance of the provision under Article 343 of the constitution, the President made an order in 1950 specifying certain tribes or communities as Scheduled Tribes. These lists have been modified or amended or supplemented from time to time. Again in different Five year plans the tribal development faced financial segregation as the funds meant for "tribal

welfare” was kept reserved for tribal development and the general fund was not utilized for the development work among them.<sup>33</sup>

## **2. The Assimilation:**

The assimilation of the tribal people with the rest of the population is another approach and is a continuous process. In India, the tribal people have come in contact with various communities and situations leading to assimilation in different parts. Some tribals have gradually accepted the Hindu way of life and others have accepted Christianity. Mazumdar [1947], Dube [1960] and Ghurye [1963] opine that this culture contact has created a set of different types of tribes on acculturation level. According to G.S.Ghurye, the so called aboriginal tribes may be divided into three classes, first such sections of them as Raj Gonds and others who have successfully fought the battle and are recognized as members of fairly high status within Hindu society; has come into close contact with Hindus and third, the hill sections which have exhibited the greatest power of resistance to the alien culture that have pressed upon their border.<sup>34</sup> D.N. Mazumdar held “Hindu influence” responsible and gave a threefold classification: real primitive, primitive tribe with a degree of association with Hindu caste and Hinduised tribes. Whereas Elwin talked about it as the “external influence” and suggested four types of tribes, (1) most primitive, (2) individualistic and used to outside life, (3) detribalized, and (4) tribal aristocrats. Dube classified them into five categories on the basis of the present habitation and behaviour of the new communities which come in contact and they are (1) aboriginals living in seclusion, (2) tribal group with some village folk associations, (3) tribals living in mixed villages (4) tribals who have been forced to live as untouchables and (5) tribal enjoying a high social status. These classifications reveal that the process of assimilation has been a part and parcel of the Indian tribal culture.<sup>35</sup>

Ghurye characterized the tribals as backward Hindus and argued that any attempt to isolate them from Indian life would be meaningless. He feels that, “while sections of these tribals are properly integrated in Hindu society, very large sections, in fact the bulk of them, are rather loosely integrated. Only very small sections, living in recesses of hills and forests, have not been influenced by Hinduism”. He opines that the tribals “are imperfectly integrated classes of Hindu society. Though for the sake of convenience they may be designated the tribal classes of Hindu society, suggesting thereby the social fact that they have retained much more of the tribal creeds and organization than many of the castes of Hindu society, yet they are in reality Backward Hindus”.<sup>36</sup> The Gonds, the largest single Tribal unit, “are the best illustration of the stresses and strains of assimilation.” “There are three subdivisions among them, two of them being aristocratic. Of these latter the Raj Gonds of the Central Province are better known and they rank with the Hindu cultivating castes; and Brahmins take water from them”.<sup>37</sup> Hence, the tribal people of different regions have assimilated themselves in the neighbour folk people and have been in fairly intimate contact with them.

## **3. Integration of the Tribes in Regional and National Setting:**

Since the post-independence tribal policy in India was an extension of paternalistic and protectionist policy adopted by the colonial regime, it was in no way integrational in its spirit.

The policy decisions on tribal welfare; on the eve of independence were influenced by two mutually opposite schools of change. The first school was pioneered by A.V.Thakkar and other Gandhians of the contemporary period, which denounced the colonial policy of tribal isolation and separatism. Their approach was to forcibly absorb them in the mainstream of national life, completely ignoring the fact that the tribal societies have distinct cultural patterns and customs requiring special treatment and subsequent need for a special approach of development. The second school, which was led by an anthropologist, Verrier Elwin, which was opposed to all processes of detribalization, and argued in favour of a policy of 'national park', where the tribal population could be left alone in the grandeur and freedom of their hills and jungles. Elwin was particularly apprehensive of Hindu domination over tribal cultures due to their physical proximity and hence, envisaged a state of absolute protection of the tribals from the engulfing fold of Hindu religion and culture.<sup>38</sup>

Striking a balance between the two contrasting approaches by eliminating isolation and force, from the two opposing theories, a new approach, based on respect and appreciation for tribal culture and tradition on an understanding of the social, psychological and economic problems with which they are faced, was evolved so that tribals are developed along with other societies on their own genius.

So the ultimate way in which the tribals were approached is the integrational one. From the past experiences of the policies of isolation and assimilation and their result forced the administrators to go a mid way and that the solution to the problem of backward areas and people lay into integration not isolation. The policy and approach towards the tribals after independence was influenced by Pandit Nehru to a great extent. He strongly believed in the coexistence of numerous diverse cultures. The quintessence of Nehru's policy for tribals popularly known as the tribal Panchsheel is expressed in the foreword he wrote for the second edition of Verrier Elwin's book 'Philosophy of NEFA [1960]. He stated five fundamental principles for the tribal upliftment, as an integrational approach which was later confirmed by the researches of anthropologist. The principles are:

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

Vidyarthi felt that from the experience of the working of the “Panchsheel” for the tribals it is concluded <sup>39</sup>:

- (i) that we should not force tribals to do things,
- (ii) that tribal rights aim at saving tribals from exploitation which can be possible only by integrating them with their neighbouring people,
- (iii) that only tribal officers may work in the area with some local bias, and in these conditions experienced non-tribal officers have proved themselves to be anthropological in approach,
- (iv) that tribal programmes be very simple, and
- (v) that one has to “serve the tribals in a dedicated spirit”.

S.C. Dube also reviewed the policy in the broader concept of national unity and opines that in tribal India there is not one tribal culture but an admixture of so many tribal customs and traditions, and “unity” is not at all there. (The British administration and the free-India administration were previously of the view that there existed unity in tribal India.) The various all India tribal Conferences organized by the Government or actively supported by it indirectly created solidarity in tribal India. But he found in this only additional encouragement to the separatist move in some parts of the country. The most desirable course, therefore, he suggests, was to work for integration of the tribes in the regional and national setting according to their genius.

The latest approaches, i.e. : (i) single-line administration, (ii) comparatively small districts due to communicational difficulties, (iii) area development approach to develop the area in its totality in the Fourth Plan and drawing the Sub- Plans in the Fifth Five Year Plans are a clear reflection of the policy of integration with the regional and national setting.<sup>40</sup>

The discussion on how tribals are approached will, however, remain in complete unless we consider the approaches to tribal welfare.

### **3.4 Approaches to the Tribal Welfare:**

The term tribal welfare has been used to cover an all-round development of the tribals as a weaker section of the Indian population. Before analyzing the different approaches it is important to review the views of different thinkers who have presented different frameworks about the tribal welfare activities in the country. D. N. Majumdar opines that there are three distinct tribal zones with specific problems awaiting solution and no two areas have similar problems. He finds two types of efforts that have been made for the welfare of the community, viz., (i) Reform Approach and (ii) Administrative Approach.<sup>41</sup>

In the reform approach he includes the social reformer and the administrator backed by the scientist. He is of the view that anthropology is not merely an academic discipline, it is also an applied science, and has worked everywhere as a handmaid to politics, imperialism and colonialism. Reform, he says, should be brought among the tribals only by first understanding

the tribal dynamics. Expert knowledge of anthropological methods and techniques of approach should be used both by the administrators and social reformers. He, however, concludes that the reform approach cannot solve the problems of the tribals, unless, and it is important, the tribal leadership is initiated in the matter of tribal reform.

Under the administrative approach, according to Majumdar, the States and Central Governments have helped the tribals in a stereotyped way- so many wells have been opened, tribal education was imparted through their own dialect, etc. But the main problem was that what had been done in Hyderabad was repeated in Assam and Chotanagpur. According to Majumdar this was not correct and the welfare programmes was to be adjusted to the requirements of each area. Again he preferred going in for nationalization of welfare activities rather than leaving the destiny of the tribes in the hands of so called politicians.

S.C. Dube felt that the approach to the tribal problems so far has been either aesthetic or political. He presented four main approaches to the tribal problems. They are: (i) the social service approach, (ii) the political approach, (iii) the religious approach, and (iv) the anthropological approach. In the social service approach the voluntary social agencies did considerable humanitarian work in the tribal areas in their own cultural frame of reference. In the political approach in the pre-Independence period the Britishers created the "excluded" and "partly excluded" areas and gave separate political representation to the tribes. In free India various all- India tribal Conferences have been indirectly creating "unity" in the tribals. In the religious approach material help is given for converting the tribals to a new faith, e.g., Christianity, which ultimately has given birth to an in-group of Christian tribals. Lastly in the anthropological approach main stress has been laid on understanding the tribals and then drawing up the tribal welfare programmes.

L. P. Vidyarti concurring with S. C. Dube's views assesses the tribal welfare approaches as four : (i) anthropologist's approach, (ii) social workers approach, (iii) missionaries approach, and (iv) administrative machinery for tribal welfare. Here he pinpoints the Christian missionaries rather than the religious approach. He further talks about the administrative machinery for tribal welfare. Thus there are mainly five approaches which have been employed so far for the welfare of the tribals in India.<sup>42</sup> These are:

- i. Political Approach,
- ii. Administrative Approach,
- iii. Religious Approach with special reference to Missionary Approach,
- iv. Voluntary Approach, and
- v. Anthropological Approach

#### **i. Political Approach :**

The political approach for the tribal welfare may be understood in the context of the pre and post-independence period. The colonial rule created "excluded" and partly excluded" areas and gave separate political representation to the tribes. Nationalists opposed these measures as a part of a diabolic conspiracy to a new separatism.

After Independence, the constitution has given the tribals a number of safeguards by considering them to be the weaker section of the population. In the first instance a period of 10 years was given to achieve the goal, but as the problem was too complicated to be solved through a single decade, it has persisted through decades.

## **ii. Administrative Approach:**

The Administrative Approach is closely followed by the political approach. The Government of India has constituted vast administrative machinery for tribal welfare. The President of India is primarily responsible and has been given powers to safeguard the interests of these communities and he has appointed the Director General for Backward Classes at the national level with special duties of investigating into all matters related to safeguards given to the tribal people. The Director General with the help of Regional Directors virtually funds and controls all the tribal welfare activities. He submits its report annually detailing all that has been observed by him personally and through his Regional Directors.

At the State level, the Governor has been made responsible and on his behalf the Chief Minister and the Welfare Minister are in charge of the special schemes to be implemented in the tribal areas. In some major concentrated tribal areas, the State has an independent Tribal Welfare Ministry. The Welfare Ministry is advised by two bodies- The Tribe's Advisory Council and the Tribal Research Institute- in framing the policies and programmes for tribal welfare. There is also indirect control of Parliament on the welfare activities which are looked after by the Parliamentary Committee on the welfare of Scheduled Castes and Scheduled Tribes and from time to time Government has also constituted different commissions to assess and analyze the welfare works.

## **iii. Religious Approach:**

The religious approach has been attempted by different religious agencies like Christian missionaries, the Ramakrishna Mission, the Arya Samaj and other local religious institutions is also engaged in the welfare work for the tribals. The missionaries of various denominations have been active in different parts of tribal India especially in tribal Bihar, eastern Madhya Pradesh, north Orissa in middle India and Meghalaya, Nagaland and Mizoram in north eastern Himalaya. The Christian missionaries have been active in tribal India and though they have been primarily interested in evangelization, the welfare works- educational, economic, hygiene and social works have invariably followed.

## **iv. Voluntary Approach**

Under the voluntary agencies approach social workers, social welfare agencies, social movements, social reformers, etc, are working to uplift the weaker sections of our society in their own ways. Voluntary social services organization have done considerable humanitarian work in the tribal areas but their idealism and spirit of service have not been matched by their understanding of tribal organization, values and problems.

## v. Anthropological Approach

The importance of the knowledge of anthropology for efficient administration was, perhaps, realized as early as 1807, when the Court of Directors of East India Company made formal decision that “such knowledge would be of great use in the future administration in the country”. Consequently Dr. Francis Buchanon was appointed by the Governor General-in-Council to undertake an ethnographic survey “to enquire into the condition of the inhabitants of Bengal and their religion”. Since then anthropological-oriented administrative officers like Risley, Thruston, Dalton, Grigson, Gurdon and many others had been deputed by the British Government to prepare handbooks, gazetteers, monographs, etc, on the tribes and castes of India. Owing to their pioneer effort, whatsoever might be the scientific value, a bulk of ethnographic literature was produced and perhaps, it proved helpful to the colonial administrators.

Some controversies took place in the 1930s to 1950s of the present century about contributions of anthropology to the tribals. The anthropologists stand regarding tribal problems continued to be condemned at the administrative level. The temporary isolation of tribal groups recommended by Verrier Elwin faced a number of criticisms. After Independence, in 1949, some anthropologists came out with several papers and addresses, dealing with the importance of applied anthropology in tribal welfare programmes. There are also various tribal research institutes which are engaged in conducting researches on Scheduled Castes and Scheduled Tribes. Besides many University departments in the country undertake research on them.

### 3.5 Constitutional Safeguards for Tribals:

Pre-independence tribals living in forests, hills and even on the plain were isolated from the mainstream. The status of the tribals was unsatisfactory during the princely and colonial administration for they followed a policy of neglect and saga of exploitation upon the tribals. Due to this, their land and forest were slowly and gradually grabbed by the rich people like landlords and moneylenders. The excessive encroachment on their rights in forest land led to an expression of anger in the form of riots. Thus independent India inherited a complex tribal problem from the British colonial system. The major thrust was to solve the tribal problem in view of our commitment to the objective of social justice, social, economic and political equality of status and opportunity as enshrined in the preamble to the constitution. The makers of the constitution paid special attention towards the tribal problems and tried to eradicate it forever. The concern of the constituent members of the constitution for protection and promotion of the interests of the deprived sections is amply reflected in the preamble of the constitution which was amended in 1976. It succinctly proclaims the aims and objects of the constitution, i.e., to constitute into a Sovereign, Socialist, Secular, Democratic Republic.

The Scheduled Areas and Scheduled Tribes Commission for the Tribal Welfare and Development, 1961 headed by Shri U.N. Dheobar observed that the constitution arranged for

the provision of resources and provided the required institutional status. Some of the safeguards for the tribals in the constitution were initially in co-operated for ten years. In fixing this period, the constitution had envisaged an effective follow up programmes which would have obviated the need for their continuance. This hope has not materialized and the period has been extended. But it is observed that this has not been due to any deficiency in the constitution itself. It is the result of deficiency in performance.<sup>43</sup> The constitution deliberately laid emphasis on both aspects-protective as well as developmental. The members of the constitution were keen that the tribals join the mainstream of national life, in order to retain their traits and cultural heritage. Keeping this in view, the tribal status in constitution, therefore special provisions are made for their social and economic development. The constitution also permits for change in laws, according to the tribal situation in concerned area.

The main objective of Indian Constitution regarding the tribal folk is not to disrupt the harmony of tribal life but to work for its advancement and their integration in the democratic set up. In the new federal structure of Independent India, a special place was assigned to the tribal areas. The founding fathers of the nation appreciated their unique socio-economic situation which was simple and may require a complete different dispensation during the time of transition. Tribal development or administration of tribal areas was not formally assigned to the provisions made in the Constitution. But these areas were brought under the under two schedules [Fifth and Sixth], for which special provisions were made. The "excluded" areas were put under the Sixth Schedule. The "partial excluded" areas and some of the tribal area in the erstwhile Indian states were included in the Fifth Schedule.

Under the Fifth Schedule of the Constitution, the President is empowered to declare any under-developed area having substantial population of the Scheduled Tribe as a Scheduled Area. Such areas have been declared in eight states, viz. Andhra Pradesh, Bihar, Gujarat, Madhya Pradesh, Maharashtra, Orissa, Punjab and Rajasthan. The Governor has been given almost unlimited power in the Fifth Schedule to make Regulations for the schedules areas. This regulation can negate or modify any law passed by the Parliament or State Legislature in its application to the entire Fifth Schedule area or a part there of. Special regulations can be also be made for these areas under the same provision. Under the Fifth Schedule the Constitution also provides for establishment of Tribal Advisory Council who are consulted by the Governor in relation to his regulation-making power. It shall be the duty of the Tribal Advisory Council to advise on such matter pertaining to the welfare and advancement of the Scheduled Tribes in the state as may be referred to the by the Governor. Tribal Advisory Council have so far been set up in the states of Andhra Pradesh, Bihar, Gujarat, Madhya Pradesh, Maharashtra, Orissa, Punjab and Rajasthan, all of which have Scheduled Areas and also in the States of Madras and West Bengal, which have Scheduled Tribes but no Scheduled Areas.<sup>44</sup>

The Sixth Schedule envisages a special administrative mechanism of self government to the tribals inhabiting the tribal areas<sup>45</sup>. The Sixth Schedule was originally designed for the North East Region and is still effective for this part of India. Article 244[2] and Article 275[1] of

the Indian Constitution have given birth to this Schedule, according to which, the tribal areas as declared in this Schedule will work as the autonomous districts. Each autonomous district has a District Council for its administration. The Governor can fix the total number of all members of the Council and also reserve all the constituencies for the tribals and debar non-tribals, from contesting the elections in such areas. This can be done to protect the interest of the tribals as the non-tribals by their greater financial strength can win the election in the predominantly tribal constituencies by buying votes. The laws made by the Parliament or State Legislature do not run automatically in these areas unless applied by a Notification of the Governor. The laws are either made by the District Councils or are applied by them. These Councils serve as an instrument of self-management and have powers of legislation and administration of justice apart from executive, developmental and financial responsibilities.<sup>46</sup>

In order to protect economic interest of the tribals, safeguard their way of life and ensure their development so that they might take their legitimate place in the general life of the country following provisions are provided in the Indian constitution to safeguard the interest of scheduled tribes.

[Art 15] the prohibition of the discrimination on grounds of religion, race caste, sex, or place of birth;

[Art 16] equality of opportunity in matters of public employment;

[Art 17] abolition of untouchability;

[Art 23] prohibition of traffic in human beings and forced labour;

[Art 38] to secure a social order for the promotion of welfare of the people;

[Art 29] protection of interest of minorities;

[Art 46] offers promotion of educational and economic interests of scheduled tribes;

[Art 244] special administration of Scheduled Areas and Tribal Areas;

[Art 275] provides for grants-in-aid from consolidated fund of India to states for implementation of tribal development programmes;

[Art 330] reservation of seats for scheduled tribes in the house of people.

[Art 332] reservation of seats for scheduled tribes in the legislative assemblies of the states.

[Art 334] reservation of seats further extended to thirty years [w.e.f.25.1.1980];

[Art 335] allow special claims to scheduled tribes to services and posts under the union or of a state;

[Art 338] directs the president to appoint a special officer for scheduled caste and scheduled tribes to investigate all matters relating to the safeguards provided under the constitution. The Commission for the Scheduled Castes and Scheduled Tribes has been functioning as per the provision of this Article and his scope includes states as well as Union Territories;

[Art 339] outlines the control of the Union over the administration of scheduled areas and the welfare of Scheduled Tribes. Under the provisions of this article President may appoint any time and shall at the expiration of 10 years from the commencement of this Constitution a commission to report on the administration of the Scheduled Areas and welfare of the Schedule Tribes. A National Commission for Scheduled Castes and Scheduled Tribes has since been appointed. This article also empowered the Union to give directions to any state in regard to drawing up execution of schemes specified in the direction and essential for the welfare of the Scheduled Tribes in the state.<sup>47</sup>

The Tables 3.10 and 3.11 shows the total number of seats in both the House of people and Legislative Assemblies as well as the number of seats reserved for scheduled castes and those reserved for scheduled tribes as constituted in 2004 on the basis of the Delimitation of Parliamentary and Assembly Constituencies Order, 1976 as amended from time to time. Along with it, the present position of the total number of seats in the House of People and State Legislatures as well as the number of seats reserved for both the scheduled caste and scheduled tribes as subsequently constituted as per the Delimitation of Parliamentary and Assembly Constituencies Order, 2008 is given in the Tables 3.10 and 3.11.

**Table 3.10 Reservations of Seats for Scheduled Tribes and Scheduled Castes in the House of People.**

Serial No. and Name of the State/Union Territory.		Number of seats in the House as constituted in 2004 on the basis of the Delimitation of Parliamentary and Assembly Constituencies Order, 1976 as amended from time to time.			Number of seats in the House as subsequently constituted as per the Delimitation of Parliamentary and Assembly Constituencies Order, 2008.		
		Total	Reserved for S/C	Reserved for S/T	Total	Reserved for S/C	Reserved for S/T
	1	2	3	4	5	6	7
	STATES						
1	Andhra Pradesh	42	6	2	42	7	3
2	Arunachal Pradesh	2			2		
3	Assam	14	1	2	14	1	2
4	Bihar	40	7		40	6	
5	Chattisgarh	11	2	4	11	1	4
6	Goa	2			2		
7	Gujarat	26	2	4	26	2	4
8	Haryana	10	2		10	2	
9	Himachal Pradesh	4	1		4	1	
10	Jammu and Kashmir	6			6		
11	Jharkhand	14	1	5	14	1	5
12	Karnataka	28	4		28	5	2
13	Kerala	20	2		20	2	
14	Madhya Pradesh	29	4	5	29	4	6
15	Maharastra	48	3	4	48	5	4
16	Manipur	2		1	2		1
17	Meghalaya	2			2		2
18	Mizoram	1		1	1		1
19	Nagaland	1			1		

Serial No. and Name of the State/Union Territory.		Number of seats in the House as constituted in 2004 on the basis of the Delimitation of Parliamentary and Assembly Constituencies Order, 1976 as amended from time to time.			Number of seats in the House as subsequently constituted as per the Delimitation of Parliamentary and Assembly Constituencies Order, 2008.		
		Total	Reserved for S/C	Reserved for S/T	Total	Reserved for S/C	Reserved for S/T
20	Orissa	21	3	5	21	3	5
21	Punjab	13	3		13	4	
22	Rajasthan	25	4	3	25	4	3
23	Sikkim	1			1		
24	Tamil Nadu	39	7		39	7	
25	Tripura	2		1	2		1
26	Uttarakhand	5			5	1	
27	Uttar Pradesh	80	18		80	17	
28	West Bengal	42	8	2	42	10	2
UNION TERRITORIES							
1	Andaman and Nicobar Islands	1			1		
2	Chandigarh	1			1		
3	Dadra and Nagar Haveli	1		1	1		1
4	Delhi	7	1		7	1	
5	Daman and Diu	1			1		
6	Lakshadweep	1		1	1		1
7	Puducherry	1			1		
TOTAL		543	79	41	543	84	47

Source: Election Commission of India.

**Table 3.11 Reservations of Seats for Scheduled Tribes and Scheduled Castes in the Legislative Assemblies.**

Serial No. and Name of the State/Union Territory.		Number of seats in the House as constituted in 2004 on the basis of the Delimitation of Parliamentary and Assembly Constituencies Order, 1976 as amended from time to time.			Number of seats in the House as subsequently constituted as per the Delimitation of Parliamentary and Assembly Constituencies Order, 2008.		
		Total	Reserved for S/C	Reserved for S/T	Total	Reserved for S/C	Reserved for S/T
	1	2	3	4	5	6	7
	STATES						
1	Andhra Pradesh	294	39	15	294	48	19
2	Arunachal Pradesh	60		59	60		59
3	Assam	126	8	16	126	8	16
4	Bihar	243	39		243	38	2
5	Chattisgarh	90	10	34	90	10	29
6	Goa	40	1		40	1	
7	Gujarat	182	13	26	182	13	27
8	Haryana	90	17		90	17	
9	Himachal Pradesh	68	16	3	68	17	3
10	Jammu and Kashmir *	76	6				
11	Jharkhand	81	9	28	81	9	28
12	Karnataka	224	33	2	224	36	15
13	Kerala	140	13	1	140	14	2
14	Madhya Pradesh	230	34	41	230	35	47
15	Maharashtra	288	18	22	288	29	25
16	Manipur	60	1	19	60	1	19
17	Meghalaya	60		55	60		55
18	Mizoram	40		39	40		39
19	Nagaland	60		59	60		59

Serial No. and Name of the State/Union Territory.		Number of seats in the House as constituted in 2004 on the basis of the Delimitation of Parliamentary and Assembly Constituencies Order, 1976 as amended from time to time.			Number of seats in the House as subsequently constituted as per the Delimitation of Parliamentary and Assembly Constituencies Order, 2008.		
		Total	Reserved for S/C	Reserved for S/T	Total	Reserved for S/C	Reserved for S/T
20	Orissa	147	22	34	147	24	33
21	Punjab	117	29		117	34	
22	Rajasthan	200	33	24	200	34	25
23	Sikkim	32**	2	12	32	2	12
24	Tamil Nadu	234	42	3	234	44	2
25	Tripura	60	7	20	60	10	20
26	Uttarakhand	70	12	3	70	13	2
27	Uttar Pradesh	403	89		403	85	
28	West Bengal	294	59	17	294	68	16
UNION TERRITORIES							
1	Delhi	70	13		70	12	
2	Puducherry	30	5		30	5	

\*Under the Constitution of Jammu and Kashmir, the number of seats in the Legislative Assembly of that State excluding the 24 seats earmarked for Pakistan occupied territory is 87 out of which 7 seats have been reserved for the Scheduled Castes in pursuance of the Jammu and Kashmir Representation of the People Act, 1957.

\*\*Reserved 1 seat for Sanghas, 2 seats for Scheduled Castes and 12 for the Sikkimese of Bhutia Lepcha origin under section 7(1A) of the representation of the People Act, 1950.

Source: Election commission of India.

The Table 3.12 shows the number of seats reserved for both scheduled tribes and scheduled castes in Lok Sabha since its inception till the present date.<sup>48</sup>

**Table.3.12 No of seats Reserved for Scheduled Tribes and Scheduled Castes in the Lok Sabha**

	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	XIII	XIV	XV
	Lok Sabha 1952	Lok Sabha 1957	Lok Sabha 1962	Lok Sabha 1967	Lok Sabha 1971	Lok Sabha 1976	Lok Sabha 1980	Lok Sabha 1984	Lok Sabha 1989	Lok Sabha 1991	Lok Sabha 1996	Lok Sabha 1998	Lok Sabha 1999	Lok Sabha 2004	Lok Sabha 2009
General	381	387	385	406	406	426	422	422	412	417	423	423	423	423	412
Reserved For S/T	26	31	30	37	36	38	41	40	39	41	41	41	41	41	47
Reserved For S/C	72	76	79	77	76	78	79	79	78	79	79	79	79	79	84
Total seats	489	494	494	520	518	542	542	541	529	537	543	543	543	543	543

Source: Election Commission of India.

In 1999, the share of the Scheduled Castes and Scheduled Tribes in the Parliament was 79[14.5 percent] and 41[7.5 percent] respectively. The corresponding figure for the Legislative Assemblies was 562[13.8 percent] for Scheduled Castes and 539[13.2 percent] for the Scheduled Tribes. The higher share of the Scheduled Tribes in the Assemblies is due to the creation of tribal states mainly in the north eastern region. In 2004 the share remained the same. In comparison to the previous years in 2009, the share of both the Scheduled Castes and Scheduled Tribes was raised slightly higher where 84[15.5 percent] seats were reserved for the Scheduled Castes and 47[8.7 percent] seats were reserved for the Scheduled Tribes in the Parliament

Under the Constitution, there is no provision for reservation of seats for both the Scheduled Castes and Scheduled Tribes in the Rajya Sabha. This is mainly because the members are not elected directly but the seats are filled up through indirect election. However, occasionally consideration is shown to the Scheduled Caste and Scheduled Tribe candidates for election to the Rajya Sabha. Similarly like Rajya Sabha, there is no provision of reservation in the Legislative Councils [Vidhan Parishad]. However, in some states, a few Scheduled Tribes candidates have been elected to the Legislative Councils. In spite of the fact that there is no mandatory provision in the Constitution for the inclusion of any Scheduled Castes and Scheduled Tribes in the Union Councils of Ministers. From the annual reports of the Commissioner for Scheduled Castes and Scheduled Tribes it is evident that at least one seat has always been provided in each category of the Council of Ministers for the persons belonging to these classes. This proportion of representation has an upward trend.<sup>49</sup>

Reservation for Scheduled Castes and for Scheduled Tribes in the Parliament and State Legislatures is a Constitutional obligation. However, no such stipulation was attached when

local self government institutions were introduced in the country. It was left to the states to enact laws and regulation, as they deemed fit. The Ashok Mehta Committee [1978] strongly observed that of course there has been practice of cooption/nomination of SC/ST members but they have been used by the dominant factions for their own vested interest. In this sense, the 73<sup>rd</sup> Amendment Act 1992 and the Panchayat Act [Extension to Scheduled Areas], 1996 are a revolutionary shift from the past.

The 73<sup>rd</sup> Constitutional Amendment Act makes the reservation of seats for SCs/STs and women in the Panchayati Raj Institutions mandatory. It provides for reservation both at the level of seats and at the level of offices. The reservation of seats in these bodies is provided in proportion to the respective size of the population of the SCs and STs in the concerned areas. Such seats are to be allotted by rotation to different constituencies in a panchayat. Further, one-third of the seats from within all categories [i.e. SCs, STs, general] are to be reserved for women. As for the offices, which are stipulated in the form of chair of locally elected Assemblies at different levels, the reservation is provided at each level in proportion of the size of population of the SCs and STs to the total population of the state. In all states, enactments have been passed in conformity with the 73<sup>rd</sup> Amendment Act and reservation for STs and others in all three tiers of the Panchayati Raj Institutions have been provided for. However, there have been some variations, both with respect to provisions and to modes of operation /implementation and this is so in reference to both seats and offices.<sup>50</sup>

The 74<sup>th</sup> Constitutional Amendment Act was passed in 1993 which dealt with urban local bodies of the states. The act also provided for the reservation of seats for Scheduled Tribes in every municipality and “the number of seats so reserved shall bear, as nearly as may be, the same proportion to the total number of seats to be filled by direct election in that Municipality as the population of the Scheduled Tribes in the Municipal area bears to the total population of that area and such seats were allotted by rotation to different constituencies in a municipality.” Further, one-third of the seats from within all categories [i.e. SCs, STs, general] are to be reserved for women. The offices of chairpersons in the Municipalities are also reserved for the scheduled tribes in manner of the law provided by the legislature of a state. The reservation of seats and reservation of offices of chairpersons would cease to have effect on the expiration of period specified in article 334.<sup>51</sup>

The provision of the 73<sup>rd</sup> Constitutional Amendment Act did not apply to the Scheduled Areas<sup>52</sup> located in Andhra Pradesh, Madhya Pradesh, Rajasthan, Gujarat, Maharashtra, Himachal Pradesh, Orissa and Bihar (vide clause(1) of Article 244 of the Constitution) . The Parliament of India extended the Seventy Third Amendment Act to these areas on Dec 24, 1996 by legislating the Panchayats [Extension to the Scheduled Areas] Act 1996. The basic premise of the provision of the panchayats was designed so as to facilitate participatory democracy in tribal areas by empowering Gram Sabha, restore the power to community to manage natural resources like land, water, forest and minerals, and evolve an effective delivery system for development within its territorial jurisdiction. It provides for reservation of scheduled tribes in panchayats and also reserves the post of chairpersons exclusively to the Scheduled Tribes in these areas. Taken as whole, one may describe its total design as a Magna Carta of democratic empowerment of the lower rungs of federal representative hierarchy. Even though it is still early, as expected, available accounts of the performance of the panchayats vary. Some show them in good light, the performance of others may be indifferent. The record may improve as the Gram Sabha and panchayat executives acquire experience and confidence. But an important factor here is how the political executive and the bureaucracy view the constitution-backed panchayats. For the state and district tiers have

been noticed to perceive the new institutions as upstart sharers of their resources and patronage and also that their interest lies in creating impediments and ensuring their dysfunction.<sup>53</sup>

The Constitutional safeguards described above, lay down the framework within which our tribal policy has to operate. The most important fact about the tribal conditions today is that they present a wide range of socio-economic conditions from near-isolated tribalisms to varying degrees of modern forms and even complete assimilation into the national community. The growth of industrialisation, particularly in the tribal areas, urgent needs for border defence and steps taken in that connection, general development of communication, etc., are the factors which are the main agents of these changes. Under these conditions, any policy, if it has to be fruitful and beneficial, should allow a good deal of latitude for differential treatment to the groups at various stages of development. Further, its implementation should be done through machinery which is sensitive to all these factors and elastic enough to allow all sorts of adjustments that the changing scene of tribal life may warrant. The makers of our Constitution were sagacious enough to lay down a system of safeguards that allows for a cautious treatment of the tribals to ensure non-interference in whatever good is found in their culture. These safeguards also open out best opportunities of higher education, government positions, etc., for those who are ready to take time. At the same time, they get all facilities of life to which they are entitled and they are given every aid to fight successfully against poverty and ignorance, unemployment and disease, exploitation and absence of better techniques. Full care has, however, to be taken to ensure that the scheduled tribes are developed according to their own genius, without imposing anything on them. The late Shri Jawaharlal Nehru has given a lead in this respect, in his speech delivered at the Scheduled Tribes and Scheduled Areas Conference, held in Delhi in 1952. Speaking about the Scheduled Tribes, He said:

“.....we must approach the tribal people with affection and friendliness and come to them as a liberating force. We must let them feel that we come to give and not to take something away from them. That is the kind of psychological integration India needs. If, on the other hand, they feel you have come to impose yourself upon them or that we go to them in order to try and change their methods of living, to take away their land and to encourage our businessmen to exploit them, then the fault is ours, for it only means that our approach to the tribal people is wholly wrong.”

### **3.6 Indian Five Year Plans Periods and Tribal Development Programmes.**

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 initiate 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 reflect the acceptance of the responsibility of development on the parts of the states. During the process of planning

for development in these counties 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 every situation, planning is very important and followed by implantation or execution, depending on the surrounding. In India planning processes are being implemented for over seven decades. Planning means a scheme of action or procedure. According to Webster's Encyclopaedic Unabridged Dictionary of the English Language (1996), Plan refers to any method of thinking out acts and purposes beforehand. It is like a sketch, draft, diagram, and a chart.<sup>54</sup>

In spatial a cultural consideration, Indian tribal population is at widely different stages as well as economic development. Tribes encounter difficulties/ problems in the context of socio-economic, cultural and political development. They are considered as weaker sections of the society. The tribal development planning is being implemented along with five-year plans under the control of development of government of India. Surely, five year plans help the tribal people for their sustainable development. In this section of the chapter an attempt is made to trace the planning process with specific reference to tribal development in Indian five-year Plans.

#### **A) First Five- Year Plan (1951-56) :**

The first plan for India was of the order of Rs. 1960 crores, out of which a lump sum provision of Rs. 19.93 crore nearly 1% of the total plan allocation was made for development of tribal areas.<sup>55</sup> The various states provided another Rs.11 crores for the development of tribal areas. The Community Development Programme launched during the first year of the plan (1951-52), the community development blocks were constituted throughout the tribal areas in the country to implement certain sectoral programmes like agriculture, health, education, communication and so on for the promotion of all round development of the tribes. In 1954, the Special Multi-Purpose Tribal Development blocks constituted exclusively for the development of tribal areas supplemented the efforts of these blocks.

Many tribal groups became landowning communities, but in times of famine and economic difficulty, their lands passed on to absent landlords. The problem of land restoration and distribution was linked up with the larger problem of land reform affecting all agriculturalists, but the tribal population could be induced and assisted to move to large uncultivated areas, which were suited to their modes of living. The tribes adopted terrace mode of cultivation using the normal village implements. The community development project accelerated the speed of agricultural development in the tribal areas. Tribal economy in the past was able to develop or exploit the physical region without control or hindrance.

The Commissioner of Scheduled Castes and Scheduled Tribes and the Department of Scheduled Castes and Tribes in the various states dealt with the problem of education of tribal children. States programmes of tribal education included the creation of residential education ashrams, vocational and technical training schools and hostel for tribal students. A

patent programme of health education with the assistance of mobile dispensaries and the gradual introduction of regular medical services introduced the advantages of scientific methods in dealing with problems of health and disease of the people.

### **B) Second Five- Year Plan (1956-61) :**

In the second plan, total outlay was Rs.4600 crores, particularly the allocation to tribal sector, was Rs.49.92 crores again roughly over 1% of the outlay.<sup>56</sup> The Ministry of Education had earmarked Rs.11.38 crore for post matric scholarship for scheduled tribes, scheduled castes and other backward classes- scheduled tribes alone getting 33000 stipends. The production of textbooks in tribal dialects, improvement of the curriculum for tribal schools and research work in tribal activities were specially emphasised. The plan contemplated the establishment of 200 community and cultural centres.

The health services included the setting up of 600 dispensaries, mobile health units and sinking of 15000 drinking water wells in tribal areas. In additions, a number of schemes were sponsored by the central government with a view to tackle the special problems by the central government with a view to tackle the special problems of scheduled tribes and scheduled areas in a more intensive manner than in the past. These include multipurpose projects like colonization schemes, construction of houses, construction of new roads and improvement of existing means of communications in scheduled and tribal areas, opening of new medical and health units to eradicate diseases such as leprosy, construction of drinking water wells, development of cottage industries, vocational and technical training of welfare workers.

A sum of Rs.3.52 crores had been allocated for the economic upliftment of scheduled tribes, which covered the schemes such as the establishment of Multi- Purpose cooperative societies, forest cooperatives, training-cum- production centres for various cottage industries and grants for economic aids to the trainees to enable them to settle in small industries. A provision of Rs.0.75 crores had also been made for opening technical schools to give training in mechanical and civil engineering disciplines and certificate courses for training of tribal in agriculture and for teacher training.

### **C) Third Five-Year Plan (1961-66) :**

The third plan for India was of the order of Rs.8576.5 crores, outs of which a lump sum provision of Rs.50.53 crore was made for development of tribal areas.<sup>57</sup> The broad policies for development of tribal populations and tribal areas had been reviewed by the study team on social welfare. The welfare of backward classes had set up the committee on plan project, the committee on special multipurpose tribal blocks and the central advisory board for tribal welfare and also in special studies in respect of such tribal areas as NEFA and Nagaland. The Scheduled Areas and Scheduled Tribes Commission, which was set up in April 1960, submitted an interim report based on its study of development in nine states ( Andhra

Pradesh, Assam, Bihar, Gujarat, Madhya Pradesh, Maharashtra, Orissa, Punjab and Rajasthan and one union territory). The report emphasised that programmes should be undertaken in tribal areas for land improvement, land reclamation and soil conservation, minor irrigation, supply of improved seeds, manures, implements and bullocks, provision of facilities for training, demonstration of improved practices, development of cattle, fishers, poultry, piggeries and sheep-breeding, organisation of training-cum-production centres and provision of assistance and advice to village education.

In the medical and public health Programme the working group suggested priority for preventive measures for diseases common in each area, provision of itinerant medical units, establishments of maternity and child welfare centres and provisions of drinking water in difficult areas were also considered in the interim report of the commission. The allocations of third plan under different items are detailed in the Table 3.13.

**Table 3.13**

<b>Allocation Details of Third Plan Under Different Item.</b>			
<b>Item</b>	<b>All States and Union Territories Provisions in Third Plan</b>	<b>Nine States and Provision in the Third Plan (Centre and State)</b>	<b>Union Territory Outlay Recommended in the Interim Report of SC and ST.</b>
Education	14.48	12.26	15.38
Economic Upliftment	37.12	34.39	48.07
Health, housing and other schemes	9.55	6.99	9.45
<b>Total</b>	<b>61.15</b>	<b>53.64</b>	<b>72.90</b>

Source: Third Five- Year Plan Documents, Planning Commission, Government of India.

High Level Committee headed by M.T. Raju was appointed during 1965. The committee suggested equitable distribution of community developments funds and delineates blocks as viable units of tribal development. The blocks were given the most preferred treatment on the allocation of funds. The committee classified the panchayat samithi blocks into advanced, ordinary, backward and tribal based on the levels of their development.

#### **D) Three Annual Plans (1966-1969):**

During this period no special funds were provided for tribal development. However in 1969-70 a decision was taken to extend the total life of Tribal Development Blocks to 15 years by incorporating a new stage three. During the third stage each Tribal Development Block was given Rs. 10 lakhs.

#### **E) Fourth Five-Year Plan (1969-74) :**

The Fourth plan for India was of the order of Rs. 15902.2 crores out of which a lump sum provision of Rs.32.50 crores was made for development of tribal areas.<sup>58</sup> Persons of the Scheduled castes and Scheduled tribes together comprise more than one fifth of the tribal population. The finance allocation of Rs.100 crores was for development of scheduled castes and Rs.150 for development of scheduled tribes. A review of the level of development achieved in these blocks has brought out the need for extension of the period of supplementary allocations in tribal development block.

In the third plan, 1,022 million and 1,718 million children belonging to the scheduled tribes and scheduled castes benefitted with parametric scholarship or stipends. In the fourth plan an outlay of Rs.11 crores was provided for the award of post matric scholarships to scheduled castes and scheduled tribes. The number of students of the scheduled castes and scheduled tribes awarded post-matric scholarships increased from 2180 in 1951-52 to 127684 in 1967-68. An outlay of Rs.1.5 crores was provided for research, training facilities and special projects. The planning commission has constituted a study team on tribal research institutes to examine their research and training activities, functions and actual working, to explore the feasibility of including within the scope of their functions the problems of scheduled castes and denitrified communities in addition to scheduled tribes and to examine the need for setting up a central research and training institute for coordinating the activities of the regional institutes and for training personnel. In Kerala and Assam the difference between the maximum percentages of literacy in a scheduled tribe was 51% and 40% respectively.

During the Fourth Five Plan, a series of programmes were conceived and addressed to specific target groups. The Small Farmers Development Agencies (SFDA) and Marginal Farmers and Agricultural Labourers Development Agencies (MFAL) were the first two in the series. In these cases, attention was shifted from area development to development of identified individuals who qualified for special attention according to certain objective criteria. The Drought Prone Area Programme (DPAP) was another measure in the same direction but with a difference. Here the attention is given to the problem faced by an entire region which is depressed because of its agro-climatic situation. The specific target-group approach, however, was adopted to cater attention on the weaker sections of the society. In the wake of establishment of these area specific and weaker-group oriented projects, the programme for tribal areas were also on a pilot basis. Tribal Development Agencies (TDA's) were established on the pattern of SFDA which addressed themselves to the problems of the tribal population. The level of investment in the new programme was much higher compared to Tribal Development Block. Six tribal development agencies were started during the Fourth

Plan. Each Tribal Development Agency covered a group of Tribal Development Blocks. Tribal Development Agencies were expected to comprise elements of economic development, social services and prospective measures.

By the time of Fourth Plan, one of the drawbacks of the functioning of Tribal Development Blocks became clear that their activities were not properly integrated with the general development plans for the region. The Fourth Plan tried to rectify this drawback by adopting the integrated area development approach. Sectoral outlays for tribal development during the First Five Year Plan to the Fourth Five Year Plan are shown in the Table 3.14.

**Table 3.14**

<b>Sector- Wise Outlays for Tribal Development (Rs in crores)</b>				
<b>Plan Period</b>	<b>Education</b>	<b>Economic Upliftment</b>	<b>Health, Housing etc</b>	<b>Total</b>
First Plan	5.10	8.46	3.81	17.37
Second plan	8.05	22.70	9.76	40.51
Third plan	13.23	30.72	7.10	51.05
Annual plans 1966-69	9.32	24.07	1.93	35.32
Fourth Plan	31.50	42.25	10.45	84.20

Source: Fourth Five year Plan Approach Paper

The Table 3.14 shows that the investment in (sector wise) successive Five Year Plans have progressively increased sharply. Sectoral outlay of economic upliftment was given the highest priority in different plans.

#### **F) Fifth Five- Year Plan (1974-79) :**

During the middle of the Fourth Five Year Plan, i.e., in the year 1972, the Planning Commission set up a "Task force on Development of Tribal Areas" with L.P. Vidyarthi as the Chairman. In their appraisal, the task force observed that in spite of various kinds of investment by the State and Central governments for tribal development in successive plans, the problem of the tribals reflected in primitive methods of agriculture, land alienation, indebtedness, adverse effects of industrialization, low rate of literacy, poor health of nutrition etc., had not been solved.<sup>59</sup> The committee opined that one of the important factors for the lack of impact so far was that development of Scheduled Tribes and tribal areas had been looked upon as a problem of 'welfare' as distinguished from 'development'.

Taking into account of the recommendations of the task force and other previous committees, during the Fifth Five Year Plan, an altogether new approach was adopted towards tribal

development. This was termed as Tribal Sub-Plan. It envisaged the total development of the tribal areas and provided the mechanism for integrating the developmental activities of the government and the semi government organizations by financing through the Integrated Tribal Development Project (ITDP). The Sub-Plan aimed at narrowing the gap between the levels of development of tribal and other areas, and to improve the quality of life of the tribal communities in general.

The fifth plan for India was of the order of Rs.37250 crores out of which a lump sum provision of Rs.1182.00 crore- approximately about 0.32% was made for development of tribal areas.<sup>60</sup> Tribal sub-plans incorporating Programmes of particular significance to the tribal economy were prepared for areas with large concentration of scheduled tribes, in 16 states and 2 union territories. These programmes were funded through provisions in the state plans and central assistance. About 40, out of the 145 integrated tribal development projects have been formulated and an amount of Rs. 65 crores would have been spent during the first three years of the plan.

The investment in the tribal areas from the First Five Year Plan to the Fifth Five Year Plan is presented in the Table 3.15. The Table 3.15 shows that the investment in tribal development has been increasing step-by step in the proceeding plans. The percentage wise investment for tribal development was high during the Fifth Five Year Plan with 3.01% of total plan outlay.

**Table 3.15**

<b>The Investment in the Tribal Areas from the First Plan to the Fifth Plan (Rs in Crores)</b>			
<b>Plan</b>	<b>Total Plan outlay</b>	<b>Tribal Development</b>	<b>Percentage</b>
First Plan	1,960	19.93	1.0
Second Plan	7,672	42.92	0.9
Third Plan	8,577	50.53	0.6
Annual Plan (1966-67)	6,756	32.32	0.6
Fourth Plan	15,902	75.00	0.5
Fifth Plan	39,322	1,182.00	3.01

Source: The Sixth Five Plan Approach Paper.

The Tribal Sub-Plan 1974-79 basically represented disaggregation of sectoral programmes and the total outlay was a derived figure from this sector wise qualification. The First Sub-Plan 1974-79 accorded the highest priority to elimination of exploitation.

During the Fifth Plan, agricultural and allied sectors claimed the highest investment amounting 26% followed by education and health services which accounted for about 21%. Co-operation has been given a very high step up during this plan period with a total

investment of Rs 60 crores largely meant for marketing of agricultural and minor forest produces. Transport and communication had been kept at a low key claiming only about 8% of the total investment. For each Integrated Tribal Development Project (ITDP), an Integrated Area Development Plan focusing attention on the specific problems of the area and the tribal people has been formulated. The Sub-Plan areas in each state thus comprised a number of viable projects.

### **G) Sixth Five-Year Plan (1980-85):**

The sixth plan for India was of the order of Rs. 97,500 crores, out of which a lump sum provision of Rs.4193 crore was made for development of tribal areas, which was 4.30% of the total plan allocation.<sup>61</sup> The major objective of the sixth plan (1980-85) was to wage an all out war on poverty and mobilize all our latent energies for the creation of a more dynamic and more equitable society through development of SC/ST. In view of this special component plans were formulated as part of various programmes to enable Scheduled Caste/ Scheduled Tribal families to cross over the poverty line within short periods.

Separate sub plans were formulated covering 63 percent of the tribal population in the country, in 16 states and 2 union territories. The Tribal Sub Plan areas were divided into 180 integrated tribal developments for operational purposes. Other programmes included establishment of tribal research institutes for survey and research on tribal problems.

For scheduled tribes the present sub plan approach, which operated through tribal development projects, was continued. Tribal identity and the tribal way of life were preserved in a manner consistent with their aspirations for development. The main thrust of the policy thus for development of the scheduled castes/ scheduled tribal during the sixth plan fourfold namely,

- a) Integration of services at the delivery point to the beneficiary with a view to develop self-reliance
- b) Development of services from the bottom-upwards instead of top-downwards
- c) Development of skills and
- d) Introduction of latest technology based on local materials and local skills to reduce drudgery of workers and also to remove the social stigma attached to their present profession.

A simple subsidy based approach has perpetuated dependence and curbed initiative. Scheduled/Scheduled Tribal areas have shown benefits accruing to the children like ICDS project in the forms of Anganwadis, Balwadis, Creche-cum-balwadi, preschool education.

### **H) Seventh Five Year Plan (1985-90):**

The basic premises of the Tribal Sub-Plan continued in the Seventh Plan also. During the seventh Plan, the Tribal Sub-Plan strategy comprised the following:

- a) Identification of the Development Blocks where tribal population is in majority and their constitution into ITDPs (Integrated Tribal Development Projects) with a view to adopt there an integrated and project- based approach for development.
- b) Marking of funds for the Tribal Sub-Plan and ensuring the flow of funds from the control of State plan, sectoral outlays and from financial institutions.
- c) Creation of appropriate administrative structures in tribal areas and adoption of appropriate personnel policies.

The programme of tribal development with ITDP (Integrated Tribal Development Project) pattern was continued in the Seventh Plan also without any basic or major changes in the approach, pattern or structure, but better co-ordination was sought between various agencies, and social services were given priority. LAMPS (Large Agricultural Marketing Societies) were to be strengthened through broadening their popular base. Seventh Plan paid attention towards the rehabilitation of poor tribals and the removal of tribal women's backwardness.

The seventh plan of India was of the order of Rs.180000 crores, out of which a lump sum provision of Rs.6976.76 crore (3.86% of the total plan outlay) was made for development of tribal areas.<sup>62</sup> Special consideration was accorded to scheduled caste and scheduled tribe families in the Integrated Rural Development Programme (IRDP), the most important poverty alleviation programme in the country. The target of coverage of scheduled caste/scheduled tribe beneficiaries in the seventh plan was 30 percent in the case of scheduled castes and 13.04 percent in the case of scheduled tribe beneficiaries. A target of 50 percent has been fixed for scheduled caste and scheduled tribe beneficiaries with effect from April 1990. Since 1990-99, scheduled caste beneficiaries were treated at par with scheduled tribe beneficiaries for subsidy purposes, both getting 50 percent subsidy to a ceiling of Rs. 5000 prior to 1990-91; the subsidy admissible to schedule caste families was only 33 percent. In the wage employment programme of Jawahar Rozgar Yojana, preference was given to scheduled castes and scheduled tribes and bonded labourers. It has also been provided that at the village panchayat level, 15 percent of the annual allocation must be spent on items of work that directly benefits the scheduled castes and scheduled tribes. Expenditure in different plan periods for development of Scheduled Tribes is shown in the Table 3.16. The Table 3.16 shows that funds from State Plan is higher than the funds from the Special Central Assistance (SCA). SCA was low during the Fifth Five Year Plan and high during the Seventh Five Year Plan. The total expenditure for tribals development has been increasing sharply. The seventh plan's investment was highest with 7951.82 crores. During the Seventh Plan the funds from the state plan is high with 7100.57 crores.

**Table 3.16**

<b>Expenditure in Different Plan Periods for Tribal Development (Rs. In Crores)</b>			
<b>Plan</b>	<b>Funds from State Plan</b>	<b>Funds from Special Central Assistance</b>	<b>Total</b>
Fifth Plan	759.44	186.76	946.20
1979-80 ( Actual)	382.45	59.45	441.90
Sixth Plan	3387.89	486.11	3874.00
Seventh Plan	7100.57	851.25	7951.82

Source: A note on Review of Programmes during the Seventh Plan, Planning Commission, New Delhi.

#### **I) Eighth Five-Year Plan (1992-97):**

In the eighth plan, taking in view of the problem related to the implementation of schemes for tribal development, the planning commission tried to be more realistic. The plan largely emphasized the re-orientation of administrative structure at all levels for functional co-ordination, integration and effective delivery of services. The strategy of eighth plan also specifically aimed at improving the living environment of the tribals by giving them better social and civic amenities and facilities. The working group recommended that the objective of the seventh plan would continue for eight plan period.

The eighth plan for India was of the order of Rs.314576.43 crores, out of which a lump sum provision of Rs.18311.93 crore was made for development of tribal areas.<sup>63</sup> Problems of scheduled castes and scheduled tribes were tackled by suitable stream-lining of mechanism of planning and implementation of programmes of special component plan, tribal sub plan, and the schemes specifically targeted for the welfare and development of scheduled castes and scheduled tribes.

The strategy of special component plan for scheduled castes and scheduled tribes, tribal sub plan were reviewed inter-alia to make them effective instruments of planning to ensure real and tangible flow of benefits to the target group, both individuals and families.

The attempts during the eighth plan were to rationalize the scheme to:

- i. Provide guidance with reference employment opportunities and offering appropriate incentive for course, which have a large market demand
- ii. Improve the performance, if necessary by prescribing minimum standards and

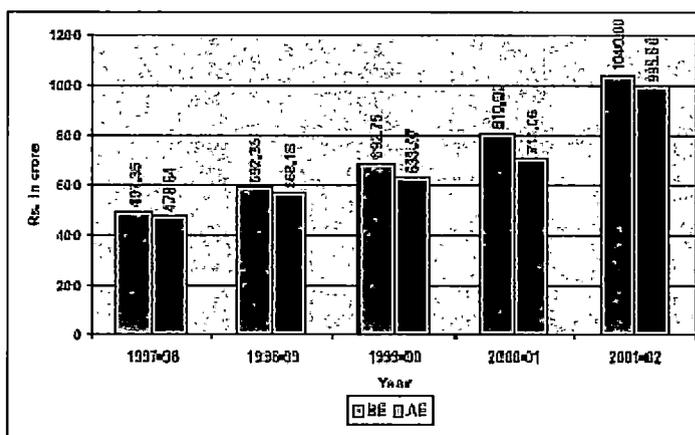
- iii. Identify causes for inter-caste/tribe variation in availing benefits under the scheme and chalk out appropriate remedial action.

In the Eighth Five Year Plan, Tribal Sub-Plan (TSP) area, MADA (Modified Area Development Approach), Scattered Development Plans, and Primitive Tribe Development Plans for the tribal development approach was stressed.<sup>64</sup> Despite the efforts to diversify economic activities in non-formal sectors, the predominant source of livelihood in TSP (Tribal Sub-Plan) area continued to be agriculture. The main thrust was on the development of fisheries, sericulture, horticulture, plantation on waste land and growing vegetables. During the Eighth Plan these areas provided supplemental income and new avenues of employment to the tribals. Human resources development through education, vocational/craftsman training was taken up to improve the skills of the tribals. Expansion of irrigation facilities and electrification of tribal segment, expansion of irrigation wells, fertilizers, improvement of cattle breed and mining activities were also stressed. In this plan, family oriented schemes were also stressed to uplift the tribal families. The community development programmes were given second priority.

#### J) Ninth Five-Year Plan (1997-2002)

The Ministry implemented various tribal development programmes during the Ninth Plan period and incurred an expenditure of Rs.3387.41 crore against the budget estimates of Rs.3632.45 crore.<sup>65</sup> The major expenditure of Rs.2746.63 crore (81.09%) was in the form of grants-in-aid released to the State Governments as Special Central Assistance to the Tribal Sub Plan and grants under Article 275 (1) of the Constitution of India. The scheme-wise and year-wise details with regard to budget estimates and expenditure for the Ninth Five Plan period are given in the Figure 3.9.

**Figure 3.9 Budget provision and expenditure during 9<sup>th</sup> Plan**



Source: Annual Report of 2009-10, Ministry of Tribal Affairs.

The main objective of the Ninth Plan was to intensify the efforts to bridge the gap between Scheduled Castes/ Scheduled Tribes and the rest of the population. An outlay of Rs.775 crores was provided for the Ninth Plan Group-head wise outlays during Ninth Plan period are indicated in Table 3.17.

**Table 3.17**

<b>Group- Head Wise Outlay During Ninth Plan Period (Rs. In crores)</b>		
<b>Sl.No</b>	<b>Programmers</b>	<b>Ninth Plan Outlay (1997-2002)</b>
<b>I</b>	<b>Ongoing Schemes:</b>	
<b>A</b>	<b>Scheduled Castes:</b>	
1	Education	204.20
2	Economic Development	29.55
3	Housing and other schemes	324.36
4	Special Component Plan	-----
	<b>Total: Scheduled Castes</b>	<b>558.11</b>
<b>B</b>	<b>Scheduled Tribes:</b>	
1	Education	18.79
2	Economic Development	1.58
3	Housing and other Schemes	3.00
4	Tribal Sub Plan	39.53
5	Hill Area Development Programme	-----
	<b>Total: Scheduled Tribes</b>	<b>62.90</b>
	<b>Total: Ongoing Schemes (A+B)</b>	<b>621.01</b>
<b>II</b>	<b>New Schemes</b>	<b>153.99</b>
	<b>Grand Total: I and II</b>	<b>775.00</b>

Source: Planning Commission Report on Welfare of SC/ST and other BCs, Government of India, New Delhi.

Literacy status is one of the key indicators of socio-economic development and the relative employment opportunities largely depend on the level of education. At present 1017 ADW (Adi Dravidar Welfare) schools and 247 Tribal Residential Schools are run mainly for the benefits of these communities. Totally 223762 children were studying in AD (Adi Dravidar) schools and 38,656 children in Scheduled Tribes (27.89%) was less than the overall literacy level (62.66%). The difference in female literacy level (for SC 34.81% and for ST 20.23%) is still more pronounced. The pass percentage in X and XII standards in Adi Dravidar Welfare schools was 57% and 73% in 1997-98 and during 2000-01 it was 54% and 59% respectively. Special training was imparted through the Department of Teachers Education Research and Training (DTERT) to the teachers working in Adi Dravidar and Tribal schools by using modern methods of teaching and new techniques. Secondary grade teachers training programme was started since 1997-98 in 17 DTERT (Department of Teachers Education Research and Training) centres exclusively for Adi-draavidars and Tribals. So far, 850 students including 85 tribal students had undergone training and the first batch completed two years course in 1999. Besides sanction of regular educational concession, the other measures taken include strengthening of infrastructure facilities like construction of school building, additional classrooms, laboratory building, provision of lab equipment, computers, furniture and play material, upgradation of schools at all levels, opening of residential schools, construction of vocational training centres, provisions of basic amenities like toilets, drinking water etc.

In the field of economic development, financial assistance was offered to these communities from TAHDCO for undertaking economic activities viz., distribution of plough bulls, milch animals and starting of petty traders. During 1998-99, the scheme of free supply of tools and appliances was modified as 'Kalvi Kudumba Thittam'. Under this scheme, family as a unit of development was recognised and poor SC/ST family having a member with a degree or diploma holder was assisted for self-employment. Existing training institutions were strengthened. Several innovative training programmes in fashion technology, plastic processing, footwear technology, driver training etc., were also conducted and placement was tied up with reputed institutions. Special coaching facilities for the SC/ST candidates were extended through pre-examination centres to enable them to appear for civil service competitive examinations to get employment in State/Central Government offices and public sectors undertaking. Special short term coaching was given to SC/ST candidates through Directorate of Employment and Training to appear for professional course entrance examination under Centrally Sponsored Scheme on 50:50 basis. Coaching classes were conducted for 21 days in 29 centres for 1200 candidates per year in the State.

Regarding Housing, distribution of free house site pattas, construction of houses for poor Adi-draavidars and Tribals and provision of infrastructure facilities to SC/ST habitations were the prime priority areas in the Ninth Plan. Nearly 2.59 lakh house-site pattas were issued and 1.38 lakh houses were constructed. Supply of protected drinking water facilities was provided in 12387 SC/ST habitations. 25 community halls were constructed. Provision of burial ground and pathways to burial ground, drinking water facilities, electricity facilities, etc. were also implemented. Mobile dispensaries and medical camps were organised to attend to the

general and specific health problems of the tribal communities, since tribal habitations are located in isolated hill and forest areas. Direct programmes for the welfare and development of primitive tribes were launched through an iterated action plan incorporating supply of safe drinking water, food and nutrition security, health coverage, educational facilities, housing etc.

### K) Tenth Five-Year Plan (2002-07):

An out lay of Rs. 1200 crores was provided for the Tenth Plan for the Welfare of Scheduled Castes and Scheduled Tribes, out of which an amount of Rs.1044.16 crores was provided for Scheduled Castes and 155.84 crores for Scheduled Tribes for both ongoing and new schemes. The major programmes wise details are indicated in the Table 3.18.

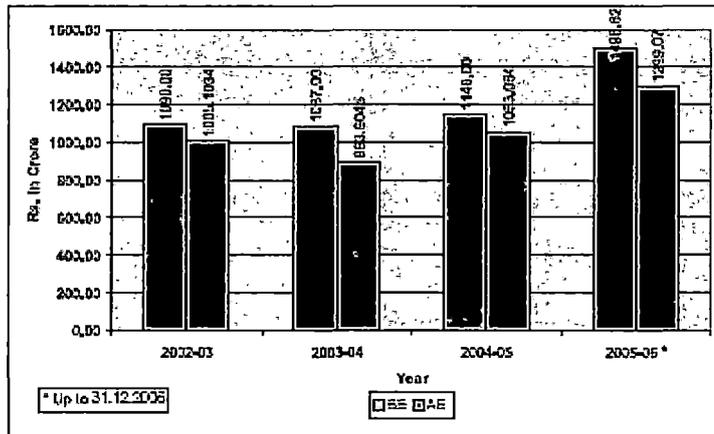
**Table 3.18**

<b>Details of Major Programmes in Tenth Five- Year Plan Periods (Rs. In crores)</b>				
Sl. No.	Programmes	On Going Schemes	New Schemes	Total
A	Scheduled Castes:	433.85	54.69	488.54
1	Education	5.94	51.75	57.69
2	Economic Development	364.36	96.45	460.81
3	Housing and other Schemes	37.12	-----	37.12
	Total: Scheduled Castes	841.27	202.89	1044.16
B	Scheduled Tribes:			
1	Education	28.58	62.90	91.48
2	Economic Development	0.40	1.82	2.22
3	Housing and other Schemes	0.00	3.23	3.23
4	Tribal Sub Plan	50.16	0.00	50.16
5	Hill Area Development Programme	8.75	0.00	8.75
	Total: Scheduled Tribes	87.89	67.95	155.84
	Grand Total: A and B	929.17	270.83	1200.00

Source: Planning Commission Report on Welfare of SC/ST and other BCs, Government of India, New Delhi.

The Planning Commission approved an allocation of Rs.1,754 crore for the Tenth Five Year Plan. In this, the allocation under the two major schemes i.e. Grants under SCA (State Channelising Agencies) to TSP (Tribal Sub Plan) and Article 275 (1) of the Constitution of India is not included. The budget estimates, revised estimates and expenditure for first four years of the 10<sup>th</sup> Five Year Plan are given in the Figure 3.10.

**Figure 3.10 Budget provision and expenditure during first four years of the 10<sup>th</sup> Plan and provisional expenditure in the 5<sup>th</sup> up to 31.12.2006:**



Source: Annual Report of 2006-07, Ministry of Tribal Affairs.

The Tenth Five Plan continued with the schemes and programmes directed at the socio-economic development of the tribal population through an area based approach. Initiatives to arrest the incidence of land alienation through legislative mechanism were also explored during the Tenth Plan.<sup>66</sup>

**(a) Educational Development:** The Departments of Elementary Education and Literacy and of Higher Education in States have provided special incentives to Scheduled Tribe students which include textbooks, uniform, abolition of tuition fee, and so on. Special focus is also accorded to Scheduled Tribe students under the District Primary Education Programme, Kasturba Gandhi Balika Vidyalaya, and Midday Meal Programme. Navodaya Vidyalaya, National Talent Search Scheme. The Post-Matric Scholarship is in operation since 1944-45, and open to all Scheduled Tribe students whose parents annual income is up to 1 lakh, to facilitate students to pursue professional courses. An amount of 58.9 crore was utilized to benefit seven lakh Scheduled Tribe students in the Tenth Plan. The Scheme of establishing Ashram schools in Tribal Sub-Plan areas provides funds for construction of school buildings as well as hostels and staff quarters. Seventy-eight Ashram schools with a capacity of 9610 seats were supported at a cost of Rs 22.34 crore. The scheme of construction of hostels for Scheduled Tribe boys and girls provides for the construction of new hostel building as well as extension of the existing hostel buildings. An amount of Rs 57.84 crore was utilized for the construction of 120 hostels for 9884 students. The scheme of setting up educational

complexes is being implemented for promotion of education among tribal girls in 136 identified low literacy districts of the country. In the Tenth Plan, an amount of Rs 62 crore was allotted under the scheme to set up 76 complexes. A scheme for vocational training in tribal areas for developing the skills of tribal youth for a variety of jobs as well as self employment is also in operation.

**(b) Economic Development:** The National Scheduled Tribes Finance and Development Corporation (NSTFDC) was set up in 2001 with an authorised share capital of Rs 500 crore. The Corporation supports various income and employment generating activities through loans, marketing support, training, and so on. Special focus is accorded to Scheduled Tribe women beneficiaries under programmes such as the Adivasi Mahila Shashaktikaran Yojana, which facilitate income generating activities through women's self-help groups (SHGs). Under NSTFDC (National Scheduled Tribes Finance and Development Corporation), 14.53 lakh Scheduled Tribes were benefited during the Tenth Plan. The State Scheduled Tribe Development Corporations (STDCs) which function as channelizing agencies in identifying eligible beneficiaries and extending financial and other assistance to them are also supported by NSTFDC (National Scheduled Tribes Finance and Development Corporation). The STDCs (State Scheduled Tribe Development Corporations) were provided with funds to the tune of Rs 48.76 crore in the Tenth Plan. The Tribal Cooperative Marketing Development Federation of India Ltd (TRIFED) provides marketing assistance and remunerative prices to Scheduled Tribes for collection of minor forest produce (MFP), and surplus agricultural produce to protect them from exploitative private traders and middlemen. In the Tenth Plan, States were provided SCA (State Channelising Agencies) of Rs 2518.07 crore to strengthen their Tribal Sub Plans. Though the majority of the tribals are settled cultivators, their farming activity is generally uneconomical and non-viable due to lack of access to necessary agricultural inputs, specially assured irrigation. Therefore, a special provision of funds under grant-in-aid under Article 275(1) of the Constitution has been made for financing minor irrigation works.

**(c) Restoration of Traditional Rights:** The government took a major initiative in enacting the Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006 which was notified in the Gazette of India, extraordinarily, dated 2 January 2007. The Ministry has also framed the draft Rules for implementation of the provisions of the Act. The major rights that are granted under the Act inter alia are the right to cultivate forest land to the extent under occupation, (subject to a ceiling of 4 hectares); the right to own, collect, use and dispose of MFP (minor forest produce); rights inside forests which are traditional and customary, for example, grazing.

**(d) Self Governance:** Despite some protective measures and developmental efforts, the emerging tribal scenario characteristically continues to manifest:

- i. Increasing the tribal alienation on account of slipping economic resource like land, forest, common property resources;
- ii. Displacement and dispossession of life-support systems;

- iii. General apathy of official machinery;
- iv. Escalating atrocities, at times related to assertion of rights;
- v. Growing clout of market forces; and
- vi. Meagre advancement through planned development efforts.

The scenario calls for a major shift towards entrusting, enabling and empowering the tribal people to look after their own welfare and address issues of development through their own initiative. The extant constitutional-cum-legal-cum-policy framework has been enormously strengthened by the enactment of the Provisions of the Panchayats (Extension to the Scheduled Areas) Act, 1996 (PESA), a charter of autonomous tribal governance, embodying rights in favour of tribal communities coupled with respect for their ethos.

**(e) Protective Measures:** Despite protective legislation, incidents of atrocities on members of Scheduled Tribes, including gang rape and murder, continue to take place in almost all parts of the country. During the period 2001 to 2005, the total recorded incidents of atrocities against Scheduled Tribes were 30128. Five states- Madhya Pradesh, Orissa, Rajasthan, Andhra Pradesh, and Chhattisgarh- contributed 72% of the total incidents of crime against Scheduled Tribes.

**(f) Primitive Tribal Groups (PTGs):** There are 75 identified Primitive Tribal Groups (PTGs) spread across 17 States/ UTs living in utmost destitute conditions. Some of them, in dire straits, also face the threat of extinction. In order to provide focused attention to the survival, protection and development of these PTGs (Primitive Tribal Groups) a special scheme launched in 1998-99 was implemented during the Tenth Plan to provide tribe specific services and support including, inter-alia, housing, land, agricultural inputs, cattle rearing, health, nutritional services and income generating programmes.

**(g) Displacement, Rehabilitation, and Resettlement:** Ancestral land, villages, habitations belonging to the tribal people have been made available for various development projects as tribal areas possess 60-70% of the natural resources of the country. In such case, though primary displacement appears small due to low population density, secondary displacement has been extensive, encompassing common property resources that provided supplemental livelihoods, particularly to those with low or no dependence on farming. Estimates of Scheduled Tribes displaced on account of acquisition over the past six decades vary between 8.5 and million (roughly about 40% of all oustees). The widespread secondary displacement in the zone of influence has neither been measured nor was provided for, calling for an accurate verification of actual displacement both in terms of persons and resource loss. Cash compensation for land having been the practice as per the provisions of the Land Acquisition Act, 1894, oustees owning the little land, such as wage-labour artisans, have hardly figured in the relief and rehabilitation packages. As a result, some groups have continued to suffer successive, multiple displacement.

Land (both owned by community and individuals) is the most important source of livelihood for the tribal people for agriculture (settled and shifting cultivation), horticulture, floriculture,

forestry and animal husbandry. Several laws and regulations have been in place to prevent the alienation of tribal land private grabbing of such land. A Report of the Ministry of Rural Development reveals in March 2005.

- i. 3.75 lakhs cases of tribal land alienation have been registered covering 8.55 lakhs acres of land;
- ii. Out of the above, 1.62 lakhs cases have been disposed of in favour of tribals covering a total area of 4.47 lakhs acres.
- iii. 1.55 lakhs cases covering an area of 3.63 lakhs acres have been rejected by the courts on various grounds; and
- iv. 57521 cases involving 0.44 lakhs acres of land are pending in various courts of the country.

Despite the fair rate of disposal, the other related issues are: (i) the time taken in disposal, (ii) the number of alienations for which Scheduled Tribes found access to courts difficult, if not impossible and (iii) the physical possession of the land needed to be addressed comprehensively.

#### **L) Eleventh Five-Year Plan (2007-2012):**

The Eleventh Plan has made an attempt for 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, TSP 1976, PESA 1996, ; 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 was to be kept in view during this shift.<sup>67</sup>

**(a) Self Governance:** Article 243G of the constitution and PESA Act make it incumbent that State legislations endow power and authority on Panchayats in Scheduled Areas enabling them to function as institutions of self-governance, preparing and implementing schemes of economic development and social justice. The Act confers abundant powers on the four tiers- Gram Sabha, Gram Panchayat (extant since decades), Intermediate Panchayat (development block tier) and Zilla Panchayat (ZP, district tier)-which need to be given effect in real operational terms. The vision of self- governance should be made functional forthwith in keeping with the spirit of PESA.

The Gram Sabha and the three other hierarchical Panchayats would require infrastructure, personnel, and financial resources to carry out their tasks. Apart from other sources, the State Finance Commissions need to provide the necessary devolutions for Scheduled and Tribal Areas, as per Article 243(l) of the Constitution. The Ministry of Tribal Affairs should ensure direct flow of funds to the ZPs of the district in these areas, which should apportion them on an equitable basis to the three lower Panchayat bodies for various programmes.

The Fifth Schedule needs to be urgently operationalized. The Tribes Advisory Council (TAC) needs to be made proactive, functioning as an advisory body to the State Government in matters relating to Scheduled Tribes. Second, it should function as a tier in between the ZPs in Scheduled Areas and the State Government. Its jurisdiction should be expanded to cover all matters relating to tribes people, and not limited, as of now, those which are referred to it

by the Governor. The Ministry of Tribal Affairs is required to ensure regular and meaningful annual reports for the Governor as per para 3 of the Schedule. The Ministry should also examine the feasibility of insertion in the Fifth Schedule of a suitable provision to the effect that discretionary power may be exercised by the Governor on the advice of Tribal Advisory Council. Lastly, the Scheduled Areas and Tribal Sub Plan areas should be made co-terminus, enabling protective and legal measures to be available in all Tribal Sub- Plan areas. To the extent possible, demarcation of Scheduled Areas should be notified down to the village level and other settlements.

**(b) Educational Development:** The following measures were being taken to accelerate the educational progress among the tribal population during the Eleventh Plan:

- a. In the deficit areas, the requisite number of primary schools needs to be established. Specific norms for middle schools and high schools for tribal areas will be evolved and deficiencies made up. All schools should have proper school buildings, hostels, water, toilet facilities (particularly for the girls schools).
- b. Residential high schools for Scheduled Tribes boys and girls will be set up at suitable places. At the Gram Panchayat level, ensuring girl's hostels will be attached to the existing primary/elementary schools that do not have hostels, wherever it is feasible to do so.
- c. Textbooks in tribal languages, especially at the primary level, will be produced to enable better comprehension by Scheduled Tribe students in classes up to III. Side by side, adequate attention will be paid to the regional language so that children do not feel handicapped in higher classes.
- d. Efforts will be made to set up Industrial Training Institutes (ITIs) in the Tribal Sub Plan areas. Other training centres will include community polytechnics, and undertaking rural/ community development activities in their proximity, through application of science and technology.
- e. Timely distribution of fellowships, scholarships, textbooks, uniforms and school bags to students.
- f. The ICDS/ Anganwadi schemes for tribal areas will be evaluated and shortcomings eliminated.
- g. A larger number of special coaching classes will be organised and the concerned institutions will be suitably aided to enable Scheduled Tribe students to compete in entry-level competitive examinations for professional courses.
- h. Adult education will be paid adequate attention.
- i. Steps will be taken to promote tribal languages, culture and heritage through adaption of pedagogical method, community participation in school management, and so on.
- j. There is a need to constitute a special committee composed of eminent sociologists, anthropologists, educationists, administrators, representatives of Scheduled Tribe communities, and so on, to comprehensively assess the problems of Scheduled Tribe education and make recommendations for implementation.

**(c) Health:** Efforts will be made to make available affordable and accountable primary health care facilities to Scheduled Tribes and bridge the yawning gap in rural health care services through a cadre of ASHA and sectoral convergence of all the related sectors. Periodic reviews will be conducted on the delivery system and functioning of the health care institutions under three broad heads to optimize service in the tribal areas:

- i. health infrastructure,
- ii. manpower and
- iii. facilities like medicines and equipment.

Action will be taken to make up the shortfall in the different categories of health institutions, liberalization of norms, addressing infrastructural deficiencies, application of quality standards and revitalization of Health Care Systems.

**(d) Economic Sectors and Livelihood Opportunities:** An overwhelming proportion of STs depend on cottage and small industries, and horticulture for their livelihood. Towards making the existing tribal livelihoods more productive, intensive efforts will be mounted to reconstitute, vitalize and expand the agricultural sector. Use of irrigation in agriculture with a preference for organic farming, will be a major step. Training centres will be opened to impart skills for diverse occupations to the tribals. Efforts will be made to promote horticulture, animal husbandry, dairy farming, sericulture, silviculture and cottage and small industry by extending the necessary technology and credit, marketing and entrepreneurial information, and training. TRIFED (Tribal Cooperative Marketing Development Federation of India Ltd) has to shoulder the task of marketing to ensure remunerative prices to Scheduled Tribes. Lending by agencies like the State Governments, NSTFDC (National Scheduled Tribes Finance and Development Corporation) and TRIFED (Tribal Cooperative Marketing Development Federation of India Ltd) will be streamlined by better coordination at higher levels and efficient delivery at the field level. Large-Scale Multi Purpose Corporate Societies and such like cooperative institutions in tribal areas will be revived to make them representative, autonomous and professional.

**(e) Tribal-Forest Interface:** To enable the tribal primary producers, collectors and consumers to enter into transactions with primary cooperatives, the monopoly of corporations in certain items procured by them through contractors and middlemen will be replaced by alternative market mechanisms like minimum price support with institutional backing. It will be incumbent on the National-level organisations like TRIFED (Tribal Cooperative Marketing Development Federation of India Ltd) and NAFED (National Scheduled Tribes Finance and Development Corporation) to play their due role in marketing of the tribal MFP. Technological support for value addition will be extended to the corporations as well as other institutional and private processors. Skills like culling, barking, tapping of gums, storage of sal seeds and preparation of tamarind extracts, needs to be upgraded through ITIs (Industrial Training Institutes) , TRIFED (Tribal Cooperative Marketing Development Federation of India Ltd), NSTDFC(National Scheduled Tribes Finance and Development Corporation) and other training organizations.

As visualized under the National Forest Policy (NFP) Resolution (1988), tribal association with forestry will be maximized through tribal cooperatives and Self Help Groups of tribal women. Specific schemes for quality improvement, higher productivity and regeneration of MFP (Minor Forest Produce) species will be implemented to facilitate sustainability of this source of tribal livelihood. No outside labour will be engaged where tribal labour is available.

Inter-disciplinary scientific studies to develop feasible agronomic strategies to make shifting cultivation ecologically compatible and economically viable will be undertaken. Special protection will be extended to Jhumias. Rules under the Forest Rights Act, 2006 and PESA need to be framed expeditiously. Scheduled Tribe women will be recruited to the posts of forest guards, foresters and forest rangers, by suitably lowering the educational qualification, if required. Such forest guards and foresters will ensure safety of women venturing in the forest areas for their livelihood needs.

**(f) Tribal Sub- Plan and Tribal Policy:** Tribal Sub-Plan will be reformed to restore its dynamic character and make it an effective instrument for tribal development and once the National Tribal Policy was finalized, action was to be taken to follow up on it.

**(g) Tribal Unrest and Socio-Political Movements:** Lack of socio-economic development, physical and economic exploitation, land alienation and other problems have led to a situation in which 75 predominantly tribal districts are affected by violence. The situation could be remedied by taking the following steps.

- i. Prevention of exploitation of tribals through strict penal action against errant moneylenders, businessmen, traders, middlemen, government servants and other exploiters. Effective implementation of the Scheduled Caste and Scheduled Tribe (Prevention of Atrocities) Act, 1989.
- ii. The practice of employment of contractors and middlemen by public sector organizations should be replaced by tribes-benefitting procedures.
- iii. Amendment of instruments like the Land Acquisition Act, 1894; Forest Act, 1927; Forest (Conservation) Act, 1980; Coal Bearing Areas (Acquisition and Development) Act, 1957; and National Mineral Policy, 1993 to eliminate iniquitous provisions ensuring protection of the interest of tribals.
- iv. Displacement should be avoided in the first place. If inescapable, it should be the minimum possible; land for land will be the general rule. All those displaced need to be identified and rehabilitated suitably.
- v. Land reforms should be implemented stringently.
- vi. The Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006 should be implemented by the States in letter and spirit.
- vii. Rigorous implementation of the provisions of laws combating land alienation and simultaneous stringent steps to restore the alienated land back to the people.

**(h) Prevention of Land Alienation:** Apart from rigorous implementation of laws for preventing alienation of tribal land and plugging loopholes in such laws, the following measures also need to be taken

- i. Updating and computerization of land records in tribal areas.
- ii. Separate fast-track courts in the Scheduled Areas to deal with cases of tribal land alienation.
- iii. Translation of anti-alienation laws into regional languages and, possibly, in tribal languages, for wide dissemination in tribal areas.
- iv. A law for urban agglomerates in Scheduled Areas on the analogy of PESA Act, 1996 needs to be considered for enactment.

**(i) Rehabilitation and Resettlement:** The government has recently approved the National Rehabilitation and Resettlement Policy 2007, with the following objectives:

- i. Minimize displacement and promote non-displacing or least-displacement alternatives
- ii. Ensure adequate and expeditious rehabilitation with participation of the Project Affected Families (PAFs) through an independent authority
- iii. Create obligations on the State to protect the rights of weaker sections, particularly Scheduled Castes and Scheduled Tribes
- iv. Provide a better standard of living with sustainable income
- v. Integrate rehabilitation concerns into development planning and implementation.

Effective follow-up action will be taken to operationalize the policy.

**(j) Infrastructure:** Both the Fifth and Sixth Schedule Areas are considered backward, with poor infrastructure being a major handicap in improving the quality of life. The first proviso to Article 275(1) of the Constitution directs building infrastructure in such areas on par with that of the rest of the areas in the country by providing money from the Consolidated Fund of India. Focused strategies for infrastructure development in sectors like education, drinking water, PDS, health, minor irrigation, roads, housing, tele-communications and electrification will be pursued.

**(k) Primitive Tribal Groups (PTGs):** The strategy will be different for the two distinct groups of Primitive Tribal Groups. The approach for heritage groups will place emphasis on conservation of the eco-system, lifestyle and traditional skills along with an economic component. In case of peripheral communities, the approach will be conservation of the eco-system, along with stress on economic programmes. For the purpose, the unique attributes of each group will determine specific treatment in planning and implementation. A National Plan of Action for tribe-specific comprehensive conservation-cum-development needs to be formulated and executed.

Periodic reviews need to be conducted on the functioning of health care institutions in the tribal areas under three broad heads: (i) health infrastructure, (ii) manpower and (iii) facilities like medicines and equipment. The NRHM seeks to strengthen the public health delivery system at all levels. The Department of Drinking Water Supply needs to cover all uncovered tribal areas before the end of the Plan period. Urban tribal pockets and other tribal habitations need to be covered with sanitary latrines equipped with minimum basic facilities. Many tribal areas receive adequate rainfall. Rainwater harvesting structures will be installed appropriately, particularly in schools and colleges. TPDS will be revamped to ensure its outreach actually extends to tribal areas. The system should convey to them foodstuffs of their choice like coarse cereals, pulses, edible oils, and so on. There is a need to ensure that the tribal villages are automatically electrified, taking recourse also to nonconventional sources of energy. Universal telecom voice coverage will be ensured in the tribal areas during

the Plan period. In 1975, guidelines to States/UTs were issued by the Centre for taking steps for discontinuation of commercial vending of liquor in tribal areas in pursuance of the Excise Policy, 1974. Although the States/UTs have accepted the guidelines, commercial vending of intoxicants continues in tribal areas and stringent measures are needed for its prevention.

### **(I) Data-based Planning:**

The issues in tribal development are complex and often not understood very well. Each of the nearly 300 main tribal groups differs from each other in customs, practices, traditions, faith, and language. As such, uniformity in socio-economic development plans for all tribal groups and programmes is not appropriate. Vast quantities of data, generated at various geographical sites across the country, lie scattered, unanalysed and unused.

They need to be processed and stored meaningfully in a tribal data bank. The programmes and schedules of the 18 State Tribal Research Institutes (TRIs) in the country demand coordination and synergy. The issues of scheduling and de-scheduling of communities have assumed national importance and need to be appraised rationally and dispassionately. All these point to the need at the central level for a National Institute of Tribal Affairs (NITA) to deliberate on these matters as also on a whole range of other issues. NITA (National Institute of Tribal Affairs) will serve as a think tank to the Ministry of Tribal Affairs. Expeditious steps will be taken to set up NITA (National Institute of Tribal Affairs).

To conclude the World Bank country study on Poverty in India (1997) pointed out that, “an illiterate rural woman, a member of Scheduled Tribe or Caste a person who lives in landless household or is dependent on wage- earnings, all face a significantly higher than average risk of poverty”. The above situation tells about the status of tribal people living in our country. The tribes when compared to other people are facing more problems/difficulties. For this reason the government organisation are implementing various five –year plan for the welfare of tribes. The plans should be made useful or implemented for their self-development and enrichment. In doing so, five-year plans help the tribal people for their sustainable development. Therefore the travails of tribal development need to be understood properly. The programmes should be related to the specific needs of the tribal community. Also, tribal development programmes should be integrated with the ongoing rural development programmes meant for poverty alleviation. A pragmatic and holistic approach to tribal development alone can produce good results.

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## CHAPTER 4

### TRIBAL DEVELOPMENT IN WESTBENGAL

Modern West Bengal is a truncated State comprising an area of 88,752 square kilometres (34,267 sq mi); a legacy of British colonialism who finally left the country in 1947. The very name Bengal in the past was probably derived from a word Bonga- a popular Austro- Asiatic word very commonly used by the Santhal, one of the major agricultural tribes of India, signifying ' holy' or 'super-natural power'. This indicates the interlaced association of an older Austric- speaking group of the region and even today in many place- names of this state this is being reflected. The physical features of the state will appear, to a casual observer, a land with diversities, namely, snowcapped mountainous regions with sky- kissed peaks in the extreme north, terraced undulations, slowly sloping down to the south with variable gradations, mixed with alluvium and ultimately embracing the foaming and dancing bay in the southern tip, which is geographically known as 'coastal sandy region'. While the sub mountainous region is known as 'Tarai' that proceeds southernly as the northern plain. The south-eastern part of the region is dotted with thick and monotonous estuarine jungles, popularly known as Sundarbans where plenty of Sundari (*Heritiera fomes*) trees grow and shelter the famous Royal Bengal tiger along with wild animals. The major portion of this Sundarbans has now fallen in Bangladesh which was curved out of the Indian Union by the knives of the politicians and ultimately accepted mostly by many of the leaders of our country. The south-western tract has originated from the archaic rugged terrain of Chhotanagpur, evenly distributed with granite outcrops or small hillocks. Scanty jungle of drawf Sal (*Shorea Robusta*) and other trees and plants clothed some of the surface lands. The availability of plenty of core stone tools belonging to the Palaeolithic period which goes as far back as to an approximation of 1,00,000 years, supplemented by chipped, ground and polished stone tools signifies the beginning of agriculture and settled human life.<sup>1</sup>

On such a backdrop, we find living a good number of so called tribal communities who are popularly known as Adivasis, i.e. the Bhumiputras, the early settlers or 'autochthonese'. These groups of people have simple technology. For conceptual purposes, they speak a common language or dialect, have a common culture, are more clan-based, i.e., kin oriented or ethnocentric in temperament with less hierarchy and less economic specialisation, indicating 'mechanical solidarity' as propounded by Durikheim. The erstwhile Bengal Presidency had its headquarters at Calcutta, consisting of Provinces of Orissa-Bihar- and a potion of Bengal of the relevant time, which is now known as Bangladesh. Even Mughal ruler Sah Suja (1639-1659) had its head quarters at Midnapur. However, the so-called Bhumiputras or the tribal group of people lived since the hoary past and had the advantage of interaction which in many cases alienated them from the one group and the other and sometimes brought many into one through blending processes of assimilation. It is also an accepted fact that the tribals groups are not permanent crystalline structure in any stage of history. What with the waves of migration of the dominant groups and what with the fear of their annihilation of the recalcitrant elements and by the viable acculturating processes, they

were compelled to take shelter in the inhospitable regions which are less accessible areas, just to keep their body and soul together and keep their cultural entities. But harsh historical processes, prompted by socio-economic needs, brought many of them to a lasting assimilation scene and threw them into the arms of the broader societies around. Even so, today we find in many places distinctiveness in their cultural and pristine religious spheres a reflection though slow but steady processes of interaction in various ways, exposing them to many transformational conditions. However, they are composed of a peculiar tribal virility larded with simplicity, and also they lack the desire of possession of much material objects.<sup>2</sup> In West Bengal there is no Scheduled area. The State Government has not proposed that any area should be declared as Scheduled Area in West Bengal.[ Scheduled Areas are defined in the Indian Constitution as 'such areas as the President may by order declare to be Scheduled Areas'; they are meant to benefit from special administrative arrangements. 'The criteria followed for declaring an area as Scheduled Area are preponderance of tribal population; and marked disparity in economic standard of the people'. Fifth Schedule Areas are said to be 'tribal dominated areas', and include areas located in ten states, stretching from Gujarat to Orissa].

In point of fact, we shall deal with the tribal groups who have been Scheduled, i.e., who get the advantage of constitutional benefits on the basis of which money is allocated for their upliftment. In this connection, it may be said that some tribals, in many cases, are found to live in distinct political boundaries or states which have been divided for administrative purposes. The list of Scheduled Tribes, as originally notified by the President of India in 1950 under Article 342 of the Constitution included only seven tribes for the State of West Bengal. Their population as per 1951 census was 11.65 lakhs. This list was subsequently amended to include nineteen more tribes for this State in accordance with the Scheduled Castes and Scheduled Tribes Orders (Amendment) Act 1956. This number was recommended by the Backward Classes Commission which was constituted by the Government of India. The total tribal population of these nineteen tribal communities according to 1951 census was 13,44,527. Again, we find changes in this figure due to reorganization of States in 1956 when West Bengal was given some portion of Bihar. Purulia, a separate district, was formed and a corridor was provided to the northern side of West Bengal which also previously belonged to Bihar. The list was further modified and revised to some extent, bringing the total number of the tribes to 41. The total population of the forty-one tribal communities in the reconstituted State of West Bengal was 15.67 lakhs forming approximately 6 per cent of the total population of the State. The list was further modified as per the Scheduled Castes and Scheduled Tribes Orders (Amendment) Act, 1976 to thirty eight tribal communities and with the limitation of the area and the removal of the area restriction these communities started receiving the status of Scheduled Tribes throughout the State of West Bengal, unlike the situation prevailing earlier when the area restriction, within the list of communities was a special characteristic. The total population of these thirty eight communities, as per 1971 Census was 25,32,969 showing an increase of 23.31 per cent over the population recorded in 1961 census (20,54,081). As per 1981 Census, total population of these existing thirty-eight Scheduled Tribes is 30,70,672 showing a growth rate of 21.23 per cent during 1971-81

decade. The Scheduled Tribes of West Bengal constituted 5.63 per cent of total population of the State in 1981 whereas their percentage of coverage in 1971 was 5.72. This state occupied thirteenth rank position in 1981 as per the tribal concentration whereas the position was eleven in 1971.

#### **4.1 A Brief Account of Demographic Particulars of Scheduled Tribes Population in West Bengal.**

**A) Population:** The total population of West Bengal at 2001 Census has been 80,176,197. Of this 4,406,794 persons are Scheduled Tribes constituting 5.5 per cent of the total population of the state. The state has registered 15.7 percent decadal growth of Scheduled Tribes population in 1991-2000. The list of Scheduled Tribe which had thirty eight tribal communities was again modified by the Scheduled Castes and Scheduled Tribes Orders (Amendment) Act, 2002<sup>3</sup>, where two communities i.e. Limbu (Subba) and Tamang were [inserted by Act 10 of 2003, section 4 and the second schedule] were added to the thirty eight notified tribal communities of West Bengal. As per the Constitution (Scheduled Tribes) Order, 1950, the following were listed as scheduled tribes in West Bengal.

1. Asur
2. Baiga
3. Badia, Bediya
4. Bhumji
5. Bhutia, Sherpa, Toto, Dukpa, Kagatay, Tibetan, Yolmo
6. Birhor
7. Birjia
8. Chakma
9. Chero
10. Chik Baraik
11. Garo
12. Gond
13. Gorait
14. Hajang
15. Ho
16. Karmali
17. Kharwar
18. Khond
19. Kisan
20. Kora
21. Korwa
22. Lepcha
23. Lodha, Kheria, Kharia
24. Lohara, Lohra

25. Magh
26. Mahali
27. Mahli
28. Mal Pahariya
29. Mech
30. Mru
31. Munda
32. Nagesia
33. Oraon
34. Parhaiya
35. Rabha
36. Santal
37. Sauria Paharia
38. Savar
- [39. Limbu (Subba)
40. Tamang.]<sup>4</sup>

**Table 4.1**

DISTRICT WISE SCHEDULED TRIBE POPULATION DISTRIBUTION: 2001 CENSUS

SR.	DISTRICT	Total Population	ST Population	% ST	% WBST
**	WEST BENGAL	80176197	4406794	5.50	100.00
01.	DARJEELING	1609172	204167	12.69	4.63
02.	JALPAIGURI	3401173	641638	18.87	14.56
03.	KOCH BIHAR	2479155	14246	0.57	0.32
04.	UTTAR DINAJPUR	2441794	124865	5.11	2.83
05.	DAKSHIN DINAJPUR	1503178	242317	16.12	5.50
06.	MALDA	3290468	227047	6.90	5.15
07.	MURSHIDABAD	5866569	75953	1.29	1.72
08.	BIRBHUM	3015422	203127	6.74	4.61
09.	BARDHAMAN	6895514	441832	6.41	10.63
10.	NADIA	4604827	113891	2.47	2.58
11.	24 PARGANAS (N)	8934286	198936	2.23	4.51
12.	HUGHLI	5041976	212062	4.21	4.81
13.	BANKURA	3192695	330783	10.36	7.51
14.	FURULIYA	2536516	463452	18.27	10.52
15.A.	FURBA MEDINIPUR	4417377	26504	0.60	0.60
15.B.	PASCHIM MEDINIPUR	5193411	772177	14.87	17.52
16.	HAORA	4273099	19168	0.45	0.43
17.	KOLKATA	4572876	9810	0.21	0.22
18.	24-PARGANAS (S)	6906689	84766	1.23	1.92

Source: Census of India 2001.

Ultimately we find 40 scheduled tribes distributed in different parts of West Bengal. There are some areas where some tribes are concentrated, but many more tribal people had to migrate long ago due to various forces of push and pull, viz., demand for tribal labour in Tea Plantation areas, the urgent requirements of the Zamindars for clearing the jungles in the Sundarbans and also to meet the demand of the Indigo Planters as also the seasonal agricultural labours ('Namal', i.e., coming down to the low land) to the region where the owners of lands need them during sowing and harvesting season. Forces of urbanisation have also their share as they provide these groups some attraction for earning easy money as labourers. These have been the forces which, in the circumstantial exigencies, brought the tribals and encouraged them to form satellite villages in and around the city centres or the areas of affluence.

District-wise Scheduled Tribe population distribution is given in the Table 4.1. As per 2001 census Scheduled Tribes numbering 4,406,794 persons constituted 5.5 percent of the total population of the state. Santals constitute more than half (51.8 per cent) of the total Scheduled Tribes population of the state. Oraons (14 per cent), Mundas (7.8 per cent), Bhumij (7.6 per cent) and Kora (3.2 per cent) are the major Schedules Tribes having sizeable population. Along with Santal, they constitute nearly 85 per cent of the state's total Scheduled Tribe population. The Lodha, Mahali, Butia, Bedia, and Savar are the remaining Scheduled Tribes, and having population of one per cent or more. The rest of the Scheduled Tribes are very small in population size.<sup>5</sup>

Population and proportion of ten major Scheduled Tribes in West Bengal, as per 2001 census, are given in the Table 4.2.

**Table 4.2**

SL. No	Name of the Scheduled Tribe	Total Population	Proportion to the total Scheduled Tribe population
1	All Scheduled Tribes	4,406,794	100%
2	Santal	2,280,540	51.8
3	Oraon	617,138	14.0
4	Munda	341,542	7.8
5	Bhumij	336,436	7.6
6	Kora	142,789	3.2
7	Lodha	84,966	1.9
8	Mahali	76,102	1.7
9	Bhutia	60,091	1.4
10	Bedia	55,979	1.3
11	Savar	43,599	1.0

Source: Census of India 2001.

The Scheduled Tribes in the state are predominantly residing in the rural areas (93.9 per cent). Among Lodha, Savar, and Bedia more than 95 per cent are residing in the rural areas. Contrary to the overall situation among the majority of tribes, Bhutia has recorded the highest 34 per cent urban population. The Mahali (10.2 per cent) and Kora (9.9 per cent) are the other Scheduled Tribes having comparatively concentration in urban areas. More than half of the

Scheduled Tribes population of the state is concentrated in the four districts namely Medinapur, Jalpaiguri, Purulia, and Bardhaman. Of the remaining districts, Bankura, Maldah, Uttar Dinajpur, and Dakshin Dinajpur have sizeable Scheduled Tribes population.

**B) Sex Ratio:** As per 2001 Census, the sex ratio of total Scheduled Tribes population in the state is 982, which is higher than the national average for Scheduled Tribes (978). The state also has recorded a higher child sex ratio (0-6 age group) of 981 as compared to the aggregated national figure (973) for the Scheduled Tribes. The sex ratio among Bhutia (999) is the highest among the major Scheduled Tribes. But the child sex ratio (951) is low among them. Bedia has recorded the lowest sex ratio of 962. The situation is just the reverse among Bedia.<sup>6</sup>

**C) Literacy and Educational Level:** Among all Scheduled Tribes, 43.4 per cent of the total population has been returned as literate, which is lower than the national average (47.1 per cent). The male literacy rate of 57.4 per cent and female of 29.2 per cent, show a gender disparity in literacy. Of the ten major Scheduled Tribes, Bhutia with 72.6 per cent overall literacy, 80.2 per cent male and 65.2 per cent female literacy respectively, is well ahead of others. Savars are at the other extreme having 26.3 per cent overall literacy and 16 per cent female literacy rate.

Literacy Rate among ten major Scheduled Tribes in West Bengal, as per 2001 census, is given in the Table 4.3.

**Table 4.3**

SL. No	Name of the Scheduled Tribe	Literacy Rate (above 7 + years)		
		Total	Male	Female
1	All Scheduled Tribes	43.4	57.4	29.2
2	Santal	42.2	57.3	27.0
3	Oraon	43.4	55.4	31.0
4	Munda	41.0	54.0	27.7
5	Bhumij	45.6	61.6	29.1
6	Kora	43.4	58.4	28.2
7	Lodha	34.8	46.8	22.5
8	Mahali	41.1	55.6	26.3
9	Bhutia	72.6	80.2	65.2
10	Bedia	48.4	61.7	34.6
11	Savar	26.3	36.4	16.0

Source: Census of India 2001.

Total of 51.7 per cent of the Scheduled Tribes in the age group 5-14 years have been attending any educational institutions. Of the ten major Scheduled Tribes, Bhutia has been recorded the highest 77 per cent and Savar the lowest 35.5 per cent of their respective population attending educational institutions. In West Bengal, merely 8.4 per cent of total literates among Scheduled Tribes are having educational level above matriculation. The Bhutia was 26.1 per cent are well ahead among the major Scheduled Tribes in this regard.<sup>7</sup>

**D) Work Participation Rate:** In 2001 Census, 48.8 per cent of the Scheduled Tribes population has been recorded as workers, which is close to the aggregated national average for Scheduled Tribes (49.1 per cent). Of the total workers 65.7 has been returned as main workers and 34.3 per cent as marginal workers. Work Participation Rate at 43.7 per cent among females is slightly lower than males (53.8 per cent). Gender disparity, however, is paramount in the category of main workers; 78.3 per cent males and 49.9 per cent females have been returned as main workers. The percentage of female marginal workers is more than twice than that of male.

Distribution of Total, Main & Marginal Workers among the Scheduled Tribes in West Bengal, as per 2001 census, is given in Table 4.4.

**Table 4.4**

	<b>Total Workers (Percentage to Total Population)</b>	<b>Main Workers (percentage to Total Workers)</b>	<b>Marginal Workers (Percentage to Total Workers)</b>
Total	2,149,255 (48.8%)	1,412,133 (65.7%)	737,122 (34.3%)
Male	1,195,480 (53.8%)	936,302 (78.3%)	259,178 (21.7%)
Female	953,775 (43.7%)	475,831 (49.9%)	477,944 (50.1%)

Source: Census of India 2001.

Among the major Scheduled Tribes, Savars has recorded the highest Work Participation Rate at 53.4 per cent, while it is lowest among Bhutia (36.3 per cent).<sup>8</sup>

**E) Category of Workers:** Industrial category wise, of the total Scheduled Tribe main workers, 23.7 per cent have been recorded as cultivators and 45.1 per cent as agricultural labourers. The Mahali are ordinarily involved in non-agricultural activities with only 5.3 per cent of their main workers in cultivation and 19.6 per cent as agricultural labourers.<sup>9</sup>

**F) Marital Status:** The distribution of Scheduled Tribe population by marital status shows that 50.6 per cent is never married, 43.1 per cent currently married, 5.4 per cent widowed, and 0.8 per cent divorced/separated. The Santal has recorded the highest one per cent of their total population as divorced/separated, while it is the lowest among Oraon (0.5 per cent). Percentage of the Scheduled Tribes Population by Marital Status in West Bengal, as per 2001 census, is given in Table 4.5.

**Table 4.5**

<b>SL. No</b>	<b>Name of the Scheduled Tribe</b>	<b>Never married</b>	<b>Currently married</b>	<b>Widowed</b>	<b>Divorced/Seperated</b>
1	All Scheduled Tribes	50.6	43.1	5.4	0.8
2	Santal	49.9	43.4	5.7	1.0
3	Oraon	54.3	40.4	4.8	0.5
4	Munda	50.9	43.1	5.2	0.7
5	Bhumij	49.3	43.9	6.0	0.7
6	Kora	49.3	43.6	5.8	0.8
7	Lodha	50.3	43.8	5.2	0.7

SL. No	Name of the Scheduled Tribe	Never married	Currently married	Widowed	Divorced/ Separated
8	Mahali	48.2	45.7	5.2	0.9
9	Bhutia	53.6	40.9	4.7	0.8
10	Bedia	49.3	45.4	4.6	0.6
11	Savar	48.0	46.4	4.9	0.8

Source: Census of India 2001.

For all Scheduled Tribes, 2.6 per cent of the female population below 18 years- the minimum legal age for marriage- is ever married. Of the ten major Scheduled Tribes, Savar has recorded the highest 3.5 per cent of their families as ever married, which is well above the state average for Scheduled Tribes. On the other hand among Oraon and Bhutia only 2 per cent of females are ever married below the stipulated age. The ever married males below 21 years- the stipulated age for their marriage- constituted 2.1 per cent of their population. Of the ten major Scheduled Tribes, Mahali have recorded the highest 2.9 per cent married males, while it is the lowest among Bhumij (1.7 per cent).<sup>10</sup>

**G) Religion:** Of the total 4,406,794 Scheduled Tribe population 74.6 per cent are Hindus, followed by 6.1 per cent Christian, 1.8 per cent Buddhists, and merely 0.4 per cent Muslims.<sup>11</sup>

## 4.2 Classification of Scheduled Tribes of West Bengal.

The Scheduled Tribes of West Bengal may racially be divided into two broad categories- Proto-Australoid and Mongoloid. The plains area tribals (Santals, Oraons, Mundas, Bhumijas, Koras, Lodhas, Mahalis, Malpaharis, Nagesies etc.) in general possess Proto-Australoid and Mediterranean traits and mainly the North Bengal tribes such as, Lepchas, Bhutias, Rabhas, Meches, etc have Mongoloid physical features and characteristics. Linguistically, the tribals of West Bengal may be grouped into three broad categories. The Santals, Mundas, Hos etc belong to the Austric Speech family; the Oraons and Malpaharies to Dravidian Speech family, and the Lepchas, Bhutias, Meches, Rabhas etc to the Tibeto-Chinese family of Languages.<sup>12</sup>

**Table 4.6 Tribal Groups and Linguistic Affinities.**

Sl. No	Name of the Tribes	Linguistic Affinities
1	Asur	Austro-Asiatic
2	Baiga	Indo-Aryan
3	Bedia/Bediya	Indo-Aryan
4	Bhumij	Austro-Asiatic
5	Bhutia	Tibeto-Burmese
6	Birhor	Austro-Asiatic

<b>Sl. No</b>	<b>Name of the Tribes</b>	<b>Linguistic Affinities</b>
7	Birjia	Austro-Asiatic
8	Chakma	Indo-Aryan
9	Chero	Indo-Aryan
10	Chik Baraik	Indo-Aryan
11	Garo	Tibeto-Burmese
12	Gond	Dravidian
13	Gorait	Indo-Aryan
14	Hajang	Indo-Aryan
15	Ho	Austro-Asiatic
16	Karmali	Indo-Aryan
17	Kharwar	Austro-Asiatic
18	Khond	Dravidian
19	Kisan	Dravidian
20	Kora	Indo-Aryan
21	Korwa	Indo-Aryan
22	Lepcha	Tibeto-Burmese
23	Lodha/Kheria/Kharia	Austro-Asiatic
24	Lohara/Lohra	Austro-Asiatic
25	Magh	Tibeto-Burmese
26	Mahali	Austro-Asiatic
27	Mahli	Austro-Asiatic
28	Malpahariya	Dravidian
29	Mech	Tibeto-Burmese
30	Mru	Austro-Asiatic
31	Munda	Austro-Asiatic
32	Nagesia	Austro-Asiatic
33	Oraon	Dravidian

Sl. No	Name of the Tribes	Linguistic Affinities
34	Parhaiya	Austro-Asiatic
35	Rabha	Tibeto-Burmese
36	Santal	Austro-Asiatic
37	Sauria Paharia	Dravidian
38	Savar	Austro-Asiatic
39	Subba (Limbu)	Tibeto-Burmese
40	Tamang	Tibeto-Burmese

Source: Census of India 2001.

On the basis of the Linguistic affinities the tribes of West Bengal are categorised into three broad groups, though almost all of them are bilingual or multi-lingual. It is taken paradoxically true that somehow or other the Lodhas, one of the denotified tribes and now designated as a 'Primitive Tribal Group', have been bracketed with the Kherias or Kharias. It may be due to their common claim to be identified as the Savars, a 'fowling or trapping' community, who wanted to have their names enter the epic literature, wherein we find frequent mention of the name of "Savara", a forest dwelling or marginal tribe. Some Hindu influence must have prevailed among them and this has taken deep roots into their mind and culture for sharing the fascinating and dominating Hindu social system. Most of them try to fall back upon the nostalgia of their olden days of living in pleasure-roaming in the jungle, depending on their forest produce and on hunting-gathering economy. Many Anthropologists opines that they have a distinctive socio-cultural life; but the common forest based ecology drew them to some common pursuits and to some sort of apparent alignment.<sup>13</sup>

Santals are said to be a dominating Austric- speaking people and due to their strong political organisation and stable economy from their agricultural gains, they always wear a broad grin on their faces and are not afraid of facing any situations at all times, of day and night. However, changes due to Hindu influence is noticeable among them at times when they are asserted as 'Majhis' when they give up many of their original tribal attributes through Safa hor movement. The Mundas have little affinity with the Santals so far as their language is concerned. But they are more Hinduised, though many of them speak in their own dialect. But their clan organisation and other aspects vary. The Mahalis are nothing but the Santals, as we find may more clan names of the Mahalis are linked with that of the Santals. This may be due to the fact that occupational specialisation involving their bamboo work has separated them from the Santals. They have become 'Mahalis' only following the caste-guide model. Mah means bamboo in Austric language and they specialise in the bamboo work as they crawl in caste bound social system which provide them an occupational and economic security. The associated traits of culture prompted them to accept and ultimately specialize in bamboo work.<sup>14</sup>

The term 'Kora' indicates 'small' or 'little'. Possibly, this group originally belonged to the great Hor (Santal) race and had to work as day labourer, without having sufficient agricultural land holdings. This categorised them as Kora which means little or 'small'. In this connection it may be said that most of the terms attributed to these groups of the so-

called tribes are deliberately attributed to them by the stronger brethren and in course of time they had to accept these unhesitatingly, though in many cases they have their own term for ethnic or group identity. The Santals call themselves Hor, meaning 'man', whereas others are called by them as Diku, i.e. alien which possibly is the English root word for 'dacoit'. Prof. S.K.Chatterjee is of the opinion that the terms Santal has been derived from the word Samanta-Pal or the 'border guard' who live in and around the periphery of the Hindu dwelling villages. These people have to accept the term and even in our Constitution they are recognised as Santals and they assert themselves so at times for having retribalisation to merit the advantages of some Constitutional benefits.<sup>15</sup>

Some north-eastern tribes also are wrongly identified in different terms and this they are now found to be protesting. These terms were brought in use during the colonial rule due to their lack of understanding. For example, the 'Daflas' now assert themselves as 'Nishi' and 'Mikir' as 'Arleng' etc. The very term 'Kuki' is considered to be derogatory by the so-called Kuki group of people. Nevertheless, we are concerned with the names by which they are identified and listed as 'Scheduled' during the census operations. We are to admit that many of the tribes either by alienation from the main group or forced by alien pressures, had to identify themselves with such names as prevalent then. Though the colonial administrators recorded these facts by collecting data with very little verification, they rather tried to see India with a distinctive outlook segmented vertically as well as horizontally, as the process of gathering and interpreting the facts were possibly done by a kind of monologuing process and thus have become culturally 'isolated' in the greater Indian context. But our Indian ethnographers in most cases are re-interpreting them through dialogues, getting, a very clear image profile of the tribal communities who also contributed potentially to build up Indian civilization. In this case, we have to admit that Constitutional facilities, economic and political gains combinedly have accentuated the idea of distinct identity for such a categorisation.<sup>16</sup>

The tribal people, more particularly the Santal, Oraon, Munda, Bhumij, Lodha, Mahali etc have been living in the Western Districts of the State (Midnapur, Bankura, Birbhum, Purulia) adjacent to the Bihar and Orissa states for a pretty long time and these tribal folk in general and the Santals in more particular have a good deal of historical tradition in these districts. On account of growth of collieries in the western part of Bardwan District in the nineteenth century the Santals migrated from Santal Parganas to work as colliery labourers. South-east part of Bardwan District and northern part of Hooghly District were generally affected during the second half of the nineteenth century due to considerable deterioration of hygienic conditions. Round about 1860, these areas became largely depopulated due to the break out of "Bardwan fever" in severe epidemic form. At that time tribals of Midnapur and Bankura districts were encouraged by owners of land to come down and settle in the area. With the improvement of the condition the settlement of the tribals was gradually discontinued. But every year, tribals from Midnapur, Bankura, Birbhum, Purulia, Santal Parganas etc migrated from Bardwan to Hooghly Districts seasonally to work in the agricultural land as labourers. But the intensity of these seasonal migrants also gradually started dwindling due to the improvement of situation in the places of their origin. In the district of 24 Parganas the tribals came down and settled since the beginning of nineteenth century. They were mainly brought over to these areas to clear up the jungle tracts of the Sunderban and to bring the land under cultivation. Tribals in the northern fringe of 24 Parganas, Nadia and Mursidabad were brought a few generations ago to work as labourers in the indigo plantations. Santals of West Dinajpur, Malda and Mursidabad believe that their forefathers migrated to these areas after the Santal rebellion of 1855 which took place in Santal Pargana and Birbhum. After partition

many tribals from East Pakistan (now Bangladesh), who had been taken over to clear up jungle tracts and to work in the indigo plantations, came over to India, and settled in Nadia and a few places in 24 Parganas and West Dinajpur Districts.<sup>17</sup>

In North Bengal the history of settlement of the tribals follows a different course unlike the one described above. In Darjeeling District Lepchas and Bhutias are considered to be the earliest inhabitants. There are also a quite large number of Bhutia immigrants from Tibet, Sikkim, and other sub-Himalayan region. Meches and Rabhas are considered to be the earliest inhabitants in Jalpaiguri districts and part of Cooch Bihar district. They migrated to these areas of West Bengal in the historic past from the adjoining districts of Assam. The Garos of this area are considered to have migrated from Mymensingh District of Bangladesh. Tribal communities like Oraons, Mundas, Santals Kherias, Nagerias etc are also found in Jalpaiguri and Darjeeling District where they migrated a few generations ago, as tea garden labourers. It is thus seen that a considerable position of tribal population of the state of West Bengal has migrated from the neighbouring states of Bihar, Orissa, Assam and Sikkim and countries like Tibet, Bhutan, Nepal and Bangladesh during the last few generations. They cleared up the jungle tracts and made the land cultivable. They constitute a significant portion of the labour force of the State. In North Bengal there are a few tribal groups (Mech, Rabha, Garo) who settled there a long time ago. Though the Mongoloid tribal groups of North Bengal constitute only 3 per cent of the total tribal population of the State and their number is not quite large in comparison to other tribal groups still their importance from various aspects of socio-economic and cultural life of the State cannot be ignored.<sup>18</sup>

### **4.3 The Socio-economic Profiles of Scheduled Tribes of West Bengal.**

Economy of a group of people with primitive technology depends on the ecology, environment and adaptational processes which lead to cultural traits. The people have to sustain themselves by exploiting the natural resources. But in some cases, changes of economy are due to various factors- migration to different regions and availability of new employment facilities due to changing situations. In spite of all these, we find that, the Birhors (Bir- jungle and hor- man) who live on the Bengal-Bihar border), i.e in the undulating hills of Purulia, are not agriculturalists. They are gathering- hunting people with their traditionalism. They used to make ropes twisting the bark of some wild trees.

Next to the Birhors, are the Lodas, who also indulge in the same sort of economy of gathering-hunting, specially in the jungle covered areas. Their main concentration is in Midnapur district and in adjoining jungle tracts of Mayurbhanje (Orissa) and some places of Singhbhum (Bihar). These groups have been encapsulated with the region which once provided them with bountiful natural products; hence, the old tradition continues, though we find gradual stages of their transformation while they moved to the eastern tracts of Midnapur. This might be the result of push and pull factors of better living facilities. This Lodha group of people had to bear the stigma of born-criminality. This group is again categorised as one of the major Primitive Group of people. The Kherias or Kharias, who are considered as equals with the Lodhas, as far in West Bengal concerned also live in adjoining regions of Bihar and Orissa where they are more in number. But we find them numerous in the districts of Purulia, Bankura and Midnapur. This Kharia Group, with their jungle based economy, is in the Primitive stage, and lack of communication facilities to the habitats of these people, put them more in suspension. These groups are again bracketed with the Lodhas and, as such, they enjoyed the facilities extended to the Primitive Tribal Groups.<sup>19</sup>

The other major Austro-Asiatic language groups of people are dominated by the Santals, who are distributed in almost all the districts, of which Midnapur has the highest concentration. They are basically settled agriculturalists and they subsist on plough cultivation but occasional hunting expeditions are also in practice among them. The Mundas also represent a settled agriculturalists group, but they move in many districts in search of better employment facilities. They are greatly Hinduised, docile and much peaceful people. The Asura groups of people were traditionally iron-smelters, but now a days due to the changing circumstances they engage themselves in agricultural activities. The Kora are also day labourers and agriculturalists. The Mahalis are traditionally basket makers, though some of them take to agriculture in a limited way. The different problems faced by the Mahalis in the context of basket making are as follows:

1. Problems of getting raw materials
2. Fluctuation of demand and problems of marketing
3. Crude method and primitive tools
4. Lack of innovation
5. Resource.

The Oraons are basically Dravidan-speaking people, who mainly depend on plough cultivation. But some of them have accepted the job of sweeping and scavenging work while they live in the urban setting of Calcutta. In the Sundarbans, however, and also in the tea-estates, they are known as good and sincere labourers. The tribes belonging to Tibeto-Burmese language group are the Rabha, Garo, Chamka, Bhutia, Mugh, Mech, Lepcha, Hajang and the Totos. They practice agriculture and many of them are employed in tea gardens. The Totos are very small in number, and prefer to be employed in gardening. They are being employed in the plantations as day labourers in the border regions of Bengal or in the impounded areas at the foot hills surrounded by the mountainous walls and the gorging streams. This group is framed in narrow territory. A few decades ago their numbers gradually dwindled. They also belonged to one of the Primitive Tribal Groups in West Bengal and thus are enjoying the facilities extended to them.<sup>20</sup>

The Rabhas and Mech mostly concentrated in the Districts of North Bengal particularly in Jalpaiguri and Cooch Behar Districts of West Bengal. They make beautiful textile objects. The weaving is done by both the sexes, usually by the females in the small primitive loom. But due to the primitive nature of loom, it is always a very time consuming affair. Supply of raw material (cotton thread) is also a problem. It is quite certain that if there is improvement in the loom, if there is regular supply of raw material and arrangements for marketing can be made, then there may be a great prospect of this craft as well.

With regard to the social life of all the tribal groups, there are some basic uniformities. Almost all of them assert themselves to their own traditional names that are known to all. There is little scope for inter-tribe marriages, except in rare cases at the tea estates. All these tribes have clan organisations. The Mundas in the districts in the district of Midnapur show a greater division of the tribes in Bansha (lineage) Patabhai or sub-lineage. There are clans and almost all the clans have their respective totems, which are considered to be the identifying institutions and these clan-brotherhood restrict marriages among themselves. The totemic object is either respected or is regarded taboo for eating or consuming, if it becomes an indispensable element of food item.

All the tribal groups are patriarchate in nature, i.e. agreeing to descent, inheritance, authoritative, residential etc all the time in the male lines, where the matriarchate Garo and the Rabha constitute as a very insignificant tribe in West Bengal. Their concentration is on the north-eastern tract of this country. Strong traditional social and political organisation as once it was binding and controlling force, but due to spread of modern education and involvement of people in modern politics, the political organisation has become weak. But in respect of marriage or other traditional cases of violation, this political organisation appears to tackle the situation properly with an imbibed idea of ethnocentrism. In spite of religiosity, almost all the tribal groups have their traditional deities and spirits, i.e. they have a world of supernaturals which controls the destiny of the people. There are the Supreme god and other deities of minor nature as well as the tutelary village deities in charge of the welfare of the village, either by driving away the evil spirits or by mitigating the supposed wrath of the gods and goddesses.<sup>21</sup>

The Santals strongly believe in witchcrafts which is popularly known as Daini-Vidya. The heartless killing of the witches as per their tradition with the help of the Jan-guru (who can allegedly see through the unseen evil acts by practicing occultism and suggest remedial measures) is very common among them. Even these beliefs are so deep rooted that people cannot think without this. The Lodhas have also a similar concept of Yugini, who is supposed to spread the germ cells of epidemic diseases. Modern education, employment in white-collar jobs and the changing scenario of these people, have some effect on the religiosity of the tribal people. Examples of conversions to other religious faiths are there among many tribals, especially Christianity and thus many tribal people have a changing belief system now.

The members of a Kharia tribe showed in special situations a very limited number of conversions cases to Islam, particularly in Midnapur districts. In spite of all the amazing conglomeration of traditions, beliefs, formal rituals and practices, the tribal people remained as a conceptual model of traditionalism and all these taken together constitute and revitalise this group. This traditionalism has been handed down to them by their ancestors from generation to generation. In order to fight out the disasters and unknown evil forces of supernaturalism, many formalities in the shape of taboos, restricts, prayers, chanting of hymns are in use to placate and pacify the deities all around them, to achieve a secured and undisturbed life and living. All these procedures, according to their tradition, can avert the occurrence of misfortune and bring success and prosperity in their life. Thus, we find worships, sacrifices and other forms of prayer to appease the displeasure of all the angry spirits who are belied to bring about illness, drought, mischance and calamities of various natures. But, in the changing situation, this sort of traditionalism has a very little place and in many places they are to adjust themselves with the changing situation of the world.<sup>22</sup>

Tribes in West Bengal show a unique, habitation pattern. Nowhere in this state have had they lived in absolute majority. They mostly live in associations with the other non-tribal population of this state. This shows a very clear picture of interaction with the non-tribes of this state. Tribes in west Bengal are not living in isolation from the non-tribal communities of this state and also there is not a single tribe in this state who is self segregated. Most of the tribal communities of Bengal are maintaining both side by side as well as up and down relations with their so called non-tribal neighbours. In Bengal tribal non-tribal interactions are noticed almost in every sphere of life. The practice of agriculture by most of the Bengal tribes and their pattern of culture has grown out of such an economic activity leading them to form a part of peasantry of this state. There has been a trend among many tribal communities in

Bengal to adopt the rites, rituals and ceremonies of their dominant Hindu neighbours. Sekh Rahim Mondal opines that cultural convergence of the tribals with the non-tribals does not necessarily strengthen the corresponding process in the social context. Moreover, with their cultural convergence the social divergence increases between them. This is due to the fact the social boundaries of the two communities are fixed, defined and rigid in nature. This is more true in case of non-tribes, than in comparison to the tribes.<sup>23</sup>

According to S. R. Mondal, exposures to modern education, communication network, market, political process, administration and various induced programmes of socio-economic development and such others helped the tribals to integrate with the greater society. The same set of process has also played a major role to assimilate the tribes leading to total loss of identity. This is relatively true for very smaller tribe of the region. Being exposed to greater society several small tribes have nearly lost their own characteristic identity for example the Bhumij, the Deswali-Majhi etc. Such a process sometimes create problem even for physical survival of the tribes say for example the case of Toto and Mech. Relatively larger tribes like Santal, Munda, Oraon etc being exposed to greater society realized that they are not only losing their culture identity, but also do not find a congenial social environment to observe the system smoothly. This has resulted to review their position and which finally made them identity conscious and that manifested through the process of ethnicity. The process of cultural revivalism or ethnicity sometimes urge for fulfillment of aspirations of the tribal people which lead to the identity shift and thus contributing to the process of fusion or fission. For example, demand for Jharkhand by many tribes of eastern India is an expression of such an emerging socio-political formation.<sup>24</sup>

The status of women in tribal communities much more dignified. There is no marked preference between a boy and a girl among the tribals. Both are almost equally wanted. The girls and women enjoy considerable amount of freedom in their movement. Women are considered as an economic asset. Her life is spent to work in the field, raising of children, look after the cattle and attending to all the domestic duties Among the tribals women have a very important and economic role to play. Widowhood in tribal community is not severely looked upon. A tribal widow is free to remarry. Also the rate of divorce and separation is very low among the tribals. In case of Hinduised tribes, the values and attitude of the dominant Hindu peasant community seems to have regulated the ascription of women roles. These have usually resulted in a decline of freedom of the women in movement in pre marital friendship, choice of mate, right to divorce and remarry. In some cases, there is even a tendency to replace to the customs of bride-price with bride-groom price. Christianity on the other hand has been a major vehicle of change and modernisation among the tribals of this state. It has opened before them opportunities of educational upliftment and way to achieve new status by performing the diversified roles. It has been observed there is a direct correlation between Christianity and higher literacy among the tribals. This has resulted in awareness, motivation for change, and political consciousness.<sup>25</sup>

However S.R.Mondal concludes that under present situation due to decrease of physical isolation and increase of socio-economic interaction of the tribals with the non tribals, the former is in the process of integration/ assimilation with the latter. Consequently the tribals constitute the part of peasantry in Bengal. It is true that the tribals are more folk like than that of the non-tribals, but their cultures are by no means unique or fully autonomous. The difference between tribal and non-tribals are going to be minimized day by day. The difference between them is relative rather than the absolute one. Conceptually both belong to

the same socio-cultural continuum, but not at opposite ends of that continuum. Here S.R. Mondal stresses that, through, there has been a sincere effort from the side of the tribes to integrate/assimilate more with the non tribals, yet the latter's response to such a social process is not very enthusiastic. In the economic, political and cultural fronts the tribals come very closer to non-tribals. But this will no way reduce their social and mental distance. Moreover, with this cultural convergence, there has been increase in social divergence. This has made them conscious of their position, which sometimes is expressed through the process of ethnicity. Further, the constitutional safeguards and various other privileges have motivated the tribes to go of retribalisation for the sake of their economic, political social change.<sup>26</sup>

#### **4.4 Tribal Development in Different Plan Periods in West Bengal.**

Problems of the tribal people received special attention after Independence. During the British regime very little attention was given towards welfare and development of this very important section of this country. They were mainly kept aloof from the main currents of national life. However, there were certain administrative measures for safeguarding the interests of the tribal people, then known as "aboriginals". With the attainment of independence the approach of 'Isolation' was discarded and instead of separatist outlook the policy of integration was adopted for ensuring national unity and healthy growth. Thus immediately after Independence, a Special Ministry for Aborigines and Backward Classes was set up by the Government of West Bengal in January 1949. In 1952, a full fledged Department of Tribal Welfare replaced the Special Ministry to take over the administrations of different welfare measures and to meet constitutional obligations to the different sections of Backward Classes, particularly the Scheduled Tribes. In course of time the activities of the Department increased manifold and the part-time Minister and part-time officers were replaced by a full-fledged Department with a directorate and field officers of its own.<sup>27</sup>

During pre-plan period the main function of the Ministry for Aborigines and Backward Classes was to co-ordinate the activities of different departments in relation to the Backward Classes. The responsibility of administration of chapter VII A of the Bengal Tenancy Act was also taken over by the Ministry. It was also the look-out of the Ministry to protect the aborigines against injustice and exploitation. In addition to the schemes implemented by the special Ministry a few schemes for welfare of the Scheduled Tribes were implemented by various departments out of the normal budget of their own. Five special Officers for Aborigines were employed for ensuring protection of the tribal people from injustice and exploitation and to render all facilities which the law of the land permitted. They were also to enforce the provisions of Chapter VII A of the Bengal Tenancy Act, so that the poor aborigines might not have their land snatched away from them by cleverer sections of the people. These Officers also encouraged cultural activities and rendered advice on all matters.<sup>28</sup>

To enable the tribals to defend their just rights in the courts of Law a scheme for giving free legal aid was in operation since pre-Independence period. During the period 1947-51 an amount of Rs. 9,559 was spent on this account. A sum of Rs.25,000 was sanctioned in 1950-51 and placed at the disposal of Directorate Officers and Divisional Commissioners as special discretionary grants towards and Divisional Commissioners as special discretionary grants towards expenditure on small and urgent projects connected with the welfare of tribals and backward classes, in addition to ordinary discretionary grants. For the advancement of

education among the Tribes, Scheduled Castes and Backward Classes, a special Fund known as “Fund for the Promotion of Education among Backward Classes” was set apart providing stipends, building grants, books grants and grants for examination fees, etc to them. In 1948-49, the grant was to tune of Rs. 11,48,000 and in 1949-50 and 1950-51 these were Rs. 11,37,000 and Rs. 11,58,000 respectively. The tribal people received their due share of benefit out of this fund. A college was run at Darjeeling for the Hill Tribes and a hostel for the Bhutias and Lepchas of the same district.<sup>29</sup>

There was provision for remittance of the court fees chargeable on applications of the tribals under sections 49-F, H, J and M of the Bengal Tenancy Act and also on in the case of lawyers appointed by the Government for the tribals. Court fees had been exempted on applications for special license for home brewing country liquor. An amount of Rs. 4000 in 1949-50 and Rs. 10,000 in 1950-51 were provided to the tribals for special purposes such as payment of court’s decrees and meeting the expenses for the necessities of life. The Government also relaxed the rules for grant of crop-loans to tribals who suffered from restrictions in the matter of mortgaging their lands and could not consequently avail themselves of these loans. One Multipurpose Co-operative Society was established for the Santals at Jhantipahari in the district of Bankura. In 1949 the society did business in controlled goods to the value of Rs. 3, 27,686 and earned a profit of Rs. 17,758. A number of minor irrigation schemes for improvement of backward areas were launched by the Irrigation Department of the Government. A sum of Rs. 1, 63,645 was spent for this purpose up to 1950-51. The following institutions meant for the benefit of the tribal people were running under the Industries Department of the Government.<sup>30</sup>

- a) The Darjeeling Industrial School and Workshop at an estimated cost of Rs.1, 05,000 per year.
- b) Five Peripatetic Weaving Schools in the district of Bankura, Midnapur, Malda and Birbhum at an annual expenditure of Rs.32,000/-
- c) Three Palm-gur centres in Vishnupur sub division of Bankura District at a cost of Rs. 1,500/-
- d) A Co-operative Wool Weaving Society at Kalimpong. The Department spent Rs. 1,500 annually on the demonstrators.

With the above facts in the background let us examine the significant features and achievements in different plan periods. Under Article 275 (1) of the Constitution, special programmes for the welfare of Scheduled Tribes were launched from 1951-52 and this marks the beginning of the development programmes under First Plan. The administration of the Tribal Welfare activities was placed under the control of a full-fledged Tribal Welfare Department since June 1952. At the beginning of the First Plan period various schemes for the welfare of Scheduled Tribes were implemented by the different departments of the State Government out of their own budget. A separate budget provision was made for the welfare schemes of Scheduled Tribes in 1954-55 and these schemes were included in the State Sector of the Plan as analogous schemes. The expenditure for the welfare of Scheduled Tribes were incurred under the following categories-

- i. Expenditure out of State Plan provision
- ii. Expenditure out of Central grant-in-aid,
- iii. Expenditure out of normal budget of the State Government.

In contrast to the First Plan period the mode of expenditure during the Second Plan Period was as follows:-

- i. State plan- The expenditure for each individual scheme was shared by the Government of India on 50:50 basis,
- ii. Centrally sponsored scheme- the entire cost was borne by Government of India,
- iii. Committed expenditure- the entire cost of those schemes which started during the First Plan Period and continued in Second Plan was met out of the normal budget of the State.

Since the beginning of the first plan the pace of development work has increased manifold as would be evident from the following facts.<sup>31</sup>

During the First Plan Period an amount of Rs. 53.2 lakhs only was spent on specific schemes meant for the welfare of the Scheduled Tribes as against Rs. 149 Lakhs during the Second Plan Period which increased to Rs. 231.5 lakhs during the Third Plan Period. Various types of schemes under different sectors such as education, health, agriculture, cooperation, cottage industries miscellaneous etc. were taken up in different Plan Periods for an over-all development of the Scheduled Tribes. Educational schemes were given the first priority amongst the schemes of different sectors in this State. Expenditure during Second Plan in education sector was Rs. 36.5 lakhs which progressively increased to 87.69 lakhs during Third Plan. These figures do not include the amount spent for Post-Secondary Scholarships which was exhibited outside the Plan provision. Apart from free tuition facilities to all tribal students reading in secondary schools, the Government also provided boarding charges, book-grants, stipends etc. in deserving cases. During the First Plan books grants, boarding charges etc were given to 2,312 students, 136 primary schools, 30 basic schools and one M.E. Schools were opened, 18 hostel constructed Whereas during the Second Plan book grants were given to about 7,000 tribal students involving an expenditure of Rs. 1.45 lakhs. The Third Plan provided book grants in 19,000 cases at the cost in Rs 5.7 lakhs. Similarly, as against the provision of Rs.21,000 for giving examination fees to 994 students, the Third Plan provision was for 2,5000 students at a cost of Rs.55,000. Under the Second Plan boarding charges were given to 4,200 students of secondary schools at a total cost of Rs. 5.62 lakhs as against a provision of Rs.22 lakhs during the Third Plan for the same entire purpose. Due to the impact of all these schemes the number of tribal students in the secondary schools increased from 3,500 in the year 1954-55 to 13,700 in 1961-62. The Tribal students were provided with the scholarships in the post secondary stage also. In addition to the schemes of above nature, schemes for upgrading of schools, construction and extension of school hostel were also continued during the Third Plan. During the Third Plan new schemes for providing ashram facilities for tribal students and another for providing coaching facilities to 2000 meritorious students were introduced.<sup>32</sup>

The schemes for economic uplift were given second place in order of priority in the plan for welfare of Backward Classes. Under this head scheme in different sectors, e.g., agriculture, irrigation, cottage industries, cooperation etc were taken up. Second Plan expenditure towards economic uplift for the Scheduled Tribes was to the tune of Rs. 35.62 lakhs as against provision of Rs. 77.52 lakhs during Third Plan. During the First Plan period in the field of agriculture Rs. 25,000 worth of fodder, manures, seeds etc., were distributed, 89 demonstrations centers were organised, two poultry farms were opened and 7,740 poultry birds were distributed at subsidized rates, 144 stud bulls were distributed for improvement of

livestock in tribal areas. For irrigational purposes altogether 87 small minor and major irrigation schemes were completed. In the field of cottage industries, five peripatetic weaving schools were started. Training facilities at Vishnupur Industrial school and at Cooch-Behar Industrial School and Workshop were expanded for the benefit of the Tribal people, two Training-cum-production centres for seed lac were opened at Bankura and Murshidabad, two centres for manufacturing of jute and woollen goods were opened at Malda and West Dinajpur, a scheme for development of wool industry was introduced in Darjeeling District. Altogether more than 300 tribal boys were benefited by cottage industry schemes under the First Plan. In the field of Co-operation 30 Co-operative grain golas were opened in order to ensure easy availability of credit in rural areas. Four dairy societies and one co-operative weaving society were also established.<sup>33</sup>

During the Second Plan Period, about 10,000 maunds of seeds were distributed at subsidized rates, about 3,000 demonstration plots were opened in cultivators holdings, 40 more stud bulls were distributed, one Poultry Multiplication centre was opened and 15,600 birds were distributed at subsidized rates. Two hundred and six goat-keeping, sheep rearing, pig-rearing blocks, each with one male and 20 female animals were set up. Grants were given to 6,400 families for encouragement of homestead vegetable-cum-fruits gardening. In matters of training, 420 students were given stipends financially for getting in vocational trade and crafts of which 178 students were financially assisted, on completion of their training, to set up business of their own. Besides, six training-cum-production centres in different trades were started and 300 persons were trained. In the field of co-operation, in recognition of the importance of co-operative grain golas, the original target under the second Plan was revised upward to open 117 new grain golas. Arrangements were made for providing credit in cash as well as in grain and the societies were re-designated as grain gola-cum-credit societies. Besides, seven creamery societies were opened to provide subsidiary means of livelihood, 530 families were supplied with improved dhenkis. A scheme for bee-keeping and another one for development of lac cultivation were in tribal areas. Altogether, 1,170 persons were benefitted by these schemes. At Kalimpong, a Wool Industries Centre was set up. Schemes for marketing of paddy and for providing storage facilities to the paddy growers of Sundarban areas were opened. Seventy three Toto families were rehabilitated in the district of Jalpaiguri and a scheme for settlement of 128 land-lease tribals in agricultural colony was taken up. In addition 640 persons were given financial assistance for purchase of agricultural land and houses.<sup>34</sup>

Apart from the maintenance of the schemes started under the First and Second Plan, the Third Plan provided two training units in bee-keeping, one centre for development of lac cultivation, 130 goat keeping, sheep-rearing, pig-rearing blocks. A provision of Rs. 19 lakhs was also earmarked for small and minor irrigation schemes for the benefit of tribal people. Facilities to 1,250 Scheduled Tribe students in vocational trades and crafts were provided during the Third Plan. Schemes for development of non-mulberry Tasar Industry, training in sericulture, ericulture, spinning etc. were also provided. A provision of Rs. 60,000 was made for providing residential facilities to students receiving training in vocational trades and crafts. Rupees Two Lakhs were provided for giving financial assistance to Scheduled Tribes artisans in selected trades for setting up independent business. For purchases of agricultural land and house sites by landless Scheduled Tribes, Rs. 5 lakhs were provided as assistance. Provision of Rs. 10 Lakhs was also made for reclamation and development of waste land for distribution of such land to landless tribal people and those with uneconomic holdings. The number of multi-purpose co-operative for dispensing credit in cash and kind was further

strengthened by 300 new societies with a provision of 22.20 lakhs. At the end of 1961-62, the total number of grain golas functioning stood at 197. A provision of Rs. 1.50 lakhs was made in the Third Plan for organizing 17 labourers, cooperatives. Provision of Rs 50 thousand also made for providing supervisory cost to industrial co-operatives to be formed by ex-trainees of vocational trades and crafts.<sup>36</sup>

Apart from these schemes of educational advancement and economic uplift, other miscellaneous schemes covering the different sectors as health, housing, roads, etc were also undertaken for the welfare of the Scheduled Tribes. Under the First Plan, 8 beds were reserved in TB Hospitals for tribal patients, 148 dispensaries were given grant for simply supply of costly medicines to poor patients free of charges. Six Health Centres and eleven Leprosy clinics were opened in tribal areas. For removing the scarcity of water supply in tribal areas, 7,700 new sources of water supply were constructed. For opening of communication in the interior tribal areas, 41 miles of roads and 29 small village roads were constructed. For amelioration of the condition of the tribal forests villagers 217 forests villagers, huts were constructed and arrangements were made for supply of drinking water to these huts by providing 68 new sources of water supply. Six welfare centres were started in tribal areas and 12 non-official organisations were given grants for welfare work among the Scheduled Tribes and Castes. Under the Second Plan schemes of general nature were continued. Three hundred sixty five dispensaries were given grant, 30 additional beds were reserved for treatment of tribal T.B. patients, 2158 new sources of drinking water were constructed, and 2,160 tribal families were given grant for construction of houses. Three Leprosy clinics were started and one mobile Dispensary-cum-V.D. unit were opened in North Bengal. Seventy miles roads and about two culverts, bridges and cause way were constructed. Grants were given to forest villagers for construction of 212 huts and for providing 106 water supply sources. Thirty three new welfare centres were opened and non official organisations numbering about 14 were given grants for carrying out welfare works in tribal areas. One hundred and twenty eight Bhutia and Lepcha Monasteries were given grant for preservation and development of their culture. Besides, grants were given to adult education centres, night schools, and exhibition and also for the purpose of other cultural and recreational activities. Rewards and prize were given for outstanding welfare work. The total expenditure on such miscellaneous schemes came to Rs. 134.44 lakhs during the second plan period.<sup>36</sup>

A provision of 66.24 lakhs was made under the Third Plan for schemes of similar nature. This amount included provision of Rs 20 lakhs for giving grant to about 4,000 families for purchase of house sites and constructions of houses, Rs. 10 lakhs for providing about 1000 sources of water supply in tribal areas. A provision of Rs 5 lakhs was also made for setting up two mobile T.B. Units for preventive and curative purposes and two Health units for curative purposes in unreserved tribal areas. There was also a provision of Rs. 2 Lakhs for giving grant to a few selected non-official organisations for carrying out tribal welfare work. Besides, grants were given to institutions, organisations etc for culture, recreational and social activities. During the Third Plan there was a provision of Rs 3.14 lakhs for the welfare measures of the Denotified Tribes. The measures included scheme of rehabilitation and housing of 100 ex-criminal tribe families. Provision was also for providing Ashram facilities to Denotified tribes in basic schools. Under the scheme three hostels were set up attached to basic schools each IV with accommodation for 20 students.<sup>37</sup>

After the Third Plan Year Plan there was a recess in the continuity of Five Year Plans during the period 1966-69, when annual plans were in operation. The pattern of schemes was almost

similar during these annual plans as in the case of earlier Five Year Plan Periods, excepting a few variations. An employment oriented scheme known as General Duty Attendants Training Scheme for Tribal girls was introduced during 1966-67. The scheme envisaged setting up of a training Centre in Bankura in cooperation with Medical College and Hospital there, to give training to the selected tribal girls in elementary nursing and other hospital duties so that they could be employed as General Duties attendants, in different hospitals on completion of training. One of the main policies of Government was to distribute the surplus vested land to the Scheduled Tribe persons possessing no or less than two acres of land. With the introduction of the West Bengal Land Reforms Act in which a new chapter (chapter II A) was inserted by way of Amendment in 1965, the old Bengal Tenancy Act stood repealed. All the provisions of chapter VII A of the B. T. Act governing the alienation of Land by tribals was incorporated in the new Act with some additions and changes to the benefit of the tribals. Like land, forests also play an important part in the daily life of the tribals. The sub-committee of the representatives of the Forests, Cooperatives and Tribal Welfare Departments appointed by the Ministers level co-ordination committee in 1965 made some recommendations in the matter of granting certain rights and privileges to tribals in Forests and in information of forests Co-operatives. In addition, during the year (1965) decisions were taken to examine the practicability and feasibility of setting up two residential secondary schools for tribal students in the State with diversified courses. Government orders were also issued for reservation of 5% and 15% of seats for Scheduled Tribes and Scheduled Castes respectively in Engineering College and Technical Institutes of the State. The order also provided for relaxation of upper-age limit for seeking admission. Another important decision was to plan for intensive development of tribal packets with ad-hoc assistance from Central Government. The Central Government also long denied to this State any assistance for establishment of Tribal Development Blocks on the ground that the prescribed criteria for the purpose do not obtain in any part of West Bengal. The Department had all along been pressing forward the view point that some special consideration should be shown to West Bengal for the Welfare and development of 2 millions of Scheduled Tribes living in the State. The Central Government finally accepted the justness of the argument and agreed to give full assistance for the implementation of the scheme of the development of the tribal concentrated pockets in lieu of Tribal Developments Blocks. Accordingly, sixteen sub-blocks in nine districts (Malda, Jalpaiguri, Darjeeling, West Dinajpur, Hoogly, Bankura, Birbhum, Midnapur and Purulia) were taken up during the year. A provision of Rs. 10 lakhs was made in the first year against which a sum of Rs. 8.58 lakhs was spent.<sup>38</sup>

During the Annual Plan of 1966-67 of the State an amount of Rs.32.87 lakhs was spent for schemes meant for education advancement (23.63 lakhs), economic uplift (6.01 lakhs) and Health, Housing and other schemes( 3.23 lakhs). Under centrally sponsored programme an amount of Rs 15.87 lakhs was spent towards schemes under education sector (3.85 lakhs), economic sector (3.37 lakhs) and health, housing and other schemes (8.65 lakhs). Most of the schemes of the Third Plan Period remained in operation during the year barring a few which were discontinued. In this year, about 72% of the total expenditure under the State Plan was made for the educational schemes. Five Primary Schools were constructed at a total cost of Rs 20,000 in scheduled Tribes areas; four new Ashram Hostels were constructed at a cost of Rs. 80,000; the existing Ashram Hostels were maintained at an expenditure of Rs.61,000; tuition fees were provided to 20,394 students (9.90 lakhs), book grants given to 4,262 students (0.83 lakhs); boarding charges were provided to 4,549 students (9.78 lakhs); special stipends were given to 1,163 students (1.08 lakhs) and 0.13 lakhs was spent towards examination fees of 639 students; one new school attached to school was constructed at a cost

of Rs.20,000 and two existing hostel buildings were extended at a cost of Rs 24,000; Rs. 47,000 were spent for reading coaching facilities to students reading in Class IX, X and XI. Under the centrally sponsored programme Rs 92,000 were granted for construction of four schools hostels for Scheduled Tribe girls; major portion of the fund was spent for giving post matric scholarships to 58 students (Rs. 2.94 Lakhs).<sup>39</sup>

More than 18% of the total expenditure for Scheduled Tribes in the State Sector were spent on the schemes of economic uplift. Financial assistance were provided to 267 Scheduled Tribe families for purchasing of plough cattle, agriculture implements and for reclamation of waste land and expenditure incurred thereon was Rs. 40,000; 92 minor irrigation schemes were executed at a cost of Rs. 3.22 lakhs; 144 families were provided with financial assistance for purchase of house-site and agricultural land at an expenditure of Rs. 33,000, 544 pigs were distributed in 16 selected blocks in the year at a cost of Rs. 37,00; training in vocational trades and crafts were given to 132 Scheduled Tribes at a cost of Rs 28,000 and residential facilities were made available to 102 trainees for which an amount of Rs 12,000 was incurred; financial assistance to the tune of Rs. 28,000 were given to 271 trainees who successfully came out of the Training-cum- Production Centres of the Department for setting up of their trade and also to traditional and trained artisans. Under the Centrally Sponsored Programme, the most important scheme for economic uplift was development of co-operatives. During the year 28 new societies were established at a total cost of Rs. 2.87 lakhs in addition to the 399 established during a preceding years; six labour Co-operatives societies were established during the year at a total cost of Rs. 50,000; 9 Scheduled Tribe Candidates received training in Five Junior Level Co-operatives Training Institutes. In addition sub-Block scheme was run under centrally sponsored programme. During the year Rs. 1.92 lakhs were spent to create 157 new sources of potable water like tube-wells, masonry wells, R.C.C. wells, pipe lines etc in tribal areas; 7 leprosy clinics started during first and second Plan period were maintained so also two mobile units for treatment of V.D. patients and 50 beds reserved for tribal T.B. patients in various hospitals; 168 Scheduled Tribe families given grants for purchase of house-sites and housing materials at a cost of Rs. 50,000. To promote drive for literacy and recreational activities, 68 clubs, libraries and other Institutions of Scheduled Tribes were given grants at a total cost of Rs. 9,000. Seven non-official voluntary agencies were provided grants to the tune of Rs.34,000 for doing welfare work among the Scheduled Tribes. Two Ashram hostels started earlier for the students of the denotified communities were maintained at a cost of Rs. 29,000 out of centrally sponsored schemes.<sup>40</sup>

During 1967-68, an amount of Rs 38.36 lakhs out of State Sector provision and Rs. 12.32 lakhs under central sector were spent towards welfare of Scheduled Tribes. In addition, an amount of Rs.0.20 lakhs was spent for the welfare of the Denotified Tribes. During this year also main stress was given on educational programmes. The Table 4.7 will provide information in details about different schemes during the year 1967-68 together with the expenditure incurred and physical targets achieved.<sup>41</sup>

Table 4.7

Sl. No.	Name of the schemes	Expenditure (Rs. In Lakhs)	Achievements/Beneficiaries
A.	EDUCATION		
1.	Payment of Tuition fee	11.19	24,033 students
2.	Book grants to tribal students reading in Secondary Schools	0.94	5,262 students
3.	Coaching arrangements in Secondary Schools	0.31	861 students
4.	Examination fees for students appearing at the S.F. Examination and H.S. Examination	0.16	725 students
5.	Special stipend to poor meritorious students in selected secondary schools.	0.37	454 students
6.	Provision for Ashram facilities in Basic schools	0.46	2 Hostels run and 4 Hostels Buildings constructed.
7.	Extension of existing School hostels.	0.28	2 Hostels extended.
8.	Construction of new hostel buildings	0.50	3 Hostels
9.	Boarding charge for students of Secondary Schools.	13.72	5,464 students
10.	Provision for hostel facilities for students reading in Post-Secondary Institutions in Calcutta	0.12	Preliminaries done but scheme postponed
11.	Grants for construction of Primary Schools.	0.37	8 schools
II.	Centrally Sponsored Programme.		
1.	Scholarship to students reading in Post-secondary Schools.	3.52	696
2.	Construction of hostels for girls students.	0.40	3 Hostels
B.	ECONOMIC UPLIFT		
I.	State Plan.		
1.	Motor Mechanism and Motor Driving	0.07	16 persons
2.	Pig rearing as a subsidiary means of livelihood.	0.05	Old blocks maintained
3.	Minor Irrigation	3.56	45 schemes
4.	Training facilities in vocational trades and crafts.	0.30	127 trainees.

Sl. No.	Name of the schemes	Expenditure (Rs. In Lakhs)	Achievements/Beneficiaries
5.	Development of non-mulberry Tassar Industry.	0.35	125 trainees.
6.	Residential facilities to students receiving training in vocational trades crafts.	0.10	65 students.
7.	Scheme for spinning and weaving.	0.36	17 trainees.
8.	Financial assistance to artisans in selected Trades.	0.20	199 persons.
9.	Provision for purchase of agricultural lands and House sites.	----	
10.	Reclamation & Development of waste land	-----	
11.	Provision of wooden bridges and masonry culverts.	0.05	2 Culverts
12.	Improvement of Kutcha Village Roads.	0.15	2 Roads
13.	Scheme for Training Centre for Carpentry	0.12	13 Trainees.
<b>II Centrally sponsored Programme</b>			
1.	Co-operation (Grain golas, Labourers and forest Co-operatives).	0.52	1 new grain gola and maintenance of 28 grain golas, 2 new Labourers Co-operatives and maintenance of 6 old co-operatives.
2.	Ad-hoc assistance for pocket of tribal concentration (various welfare schemes).	7.20	Water sources 29, primary schools 3, Road-10, Co-operative Society-6, Minor Irrigation 5, Land reclaimed 81.79 areas, Housing-48 families, Wooden bridge 4, Community Hall Teachers quarters-2, Settlement in 360 acres of land.
<b>C. HEALTH, HOUSING AND OTHER SCHEMES.</b>			
<b>I. State Plan.</b>			
1.	General Duty attendant training	0.29	30 persons
2.	Aid to voluntary agencies	0.48	10 Organisations
3.	Grants to Institutions and Organisation for Cultural, Recreational and Social activities and the like.	0.15	144 Organisations and Institutions.

Sl. No.	Name of the schemes	Expenditure (Rs. In Lakhs)	Achievements/Beneficiaries
4.	Field staff & and Supervisory staff	3.19	348 Sources
5.	Recreational and Development of waste land and rehabilitation	0.51	Field staff strengthened.
6.	Water Supply.	2.72	135 sources.
II. Centrally Sponsored Programme			
I.	Tribal Research and Training. Welfare Denotified Tribes. Education (Centrally Sponsored Programme).		
1.	Ashram and Hostel facilities to denotified community students in Basic Schools	0.20	1 Hostel, maintenance of two existing Ashram hostels.

Source: Annual Administrative Report for 1967-68, Tribal Welfare Department, Government of West Bengal.

West Bengal with its per capita plan outlay of Rs. 243 during the 18 years (1951-69) occupied 12<sup>th</sup> position amongst the States in respect of per capita plan outlay. The position of Scheduled Tribe population of this State was certainly much low. The sectoral flow was almost negligible and the Scheduled Tribes mostly depended on the programmes under Backward Classes Sector. During Fourth Plan the expenditure under this sector for the Scheduled Tribe population was Rs. 38,712.13 lakhs, which was 0.32 per cent only. The normal schemes, which were usually executed up to Fourth Plan period for the Welfare of the Scheduled Tribes under Backward Classes Sector were mainly relating to educational grant schemes, schemes for construction of houses for poor and deserving Scheduled Tribes, scheme for supply of potable drinking water, minor irrigation schemes, rehabilitation scheme for the denotified Scheduled Tribes, scheme for giving ad-hoc assistance to pockets of tribal concentration, scheme for constructions of Primary school buildings hostel buildings attached to schools and colleges, roads, bridges and culverts and economic support schemes like establishing grain gola, labourers and forest Co-operative and training-cum-production centres. Some progress was achieved in promoting education in Secondary and post-Secondary stages, in other fields the coverage was extremely poor. Due to lack of any integrated approach whatever benefits that accrued to the tribal people could not be sustained in real terms subsequently. The State of West Bengal could not satisfy the criteria of having 2/3<sup>rd</sup> or more tribal population, an area of 150-200 squares miles viability to function as an administrative unit and a population of about 25,00 for opening of the tribal development blocks since second Plan period. It was also not possible to carve out any Tribal Development Block even on the basis of reduced criteria of 50 per cent, tribal concentration for the Fourth Plan. Because of dispersed tribal population in the State even the scheme of sub-Blocks on the criteria of

- i. an area of 60-100 sq. Miles
- ii. total population of 10,000;
- iii. tribals concentration of at least 50 per cent could not be operated in this State.

Accordingly, since 1966-67 an ad hoc assistance of Rs. 10 lakhs was approved yearly from the central sector for special schemes in the pockets of tribal concentration where at least 45 per cent of the population must be tribals.<sup>42</sup>

Under the scheme for giving ad-hoc assistance about 750 villages were covered during from 1966-67 to 1972-73 (Since annual plans for three years to the last year of the Fourth Plan Period) in 14 districts under 62 sub-blocks. In these villages about 61 lakhs were spent on schemes like water supply, housing construction of Primary Schools, Roads, bridges, supply of plough-cattle, land development and minor irrigation schemes, live stock and poultry schemes etc. During this period entire sum of Rs. 61 lakhs was spent with a total tribal population coverage of 2.41 lakhs, which means that on an average a sum of Rs. 3.60 was spent per head annum. Actually, the figure will be less as the benefits had also reached the rest of the population living in the area. This scheme suffered from the lack of continuity and follow-up action, limitations in building up necessary infrastructure for area development and absence of any administrative machinery for supervision. At the end of Fourth Five Year Plan it was felt necessary to review the performances so far achieved through these years. Prior to this, in 1961 a review of Tribal Development was made in the Report of Commission for Scheduled Areas and Scheduled Tribes under the chairmanship of Shri U. N. Dhebar. It was pointed out that many of the evils to which the tribals were subjected were still there. Indebtedness, land alienation, bonded labour system and cunning operation of the money lenders, contractors and traders were playing their roles unchecked. Later on, in 1969 the study Team on Tribal Development Programmes headed by Shilu Ao made similar observations and it was pointed out that the result of planning was not impressive, rather the progress of development was checked in certain areas and perceptible imbalance occurred in between different regions and communities. It was thought that programmes for general development would also automatically help the tribals living in backward areas but it was not so and the same was mainly due to non- appreciation of special problems of the tribals and drawing up suitable programmes to solve the same. An expert committee was setup in 1972 under the chairmanship of Dr. S.C. Dube for advising the formulation of a new, strategy during the Fifth Five Year Plan. The Committee observed "some of the tribal communities have remained completely untouched by the process of development and some have even been adversely affected by it. This cannot be allowed to continue. It is proposed, therefore, to take a fresh look at the tribal situation in the country, review the strategy of development and define the total needed national effort with a view to making tribal communities equal partners in all spheres of national life as early as possible...."<sup>43</sup>

Although West Bengal had the seventh highest tribal population of the country, the programmes for the welfare and development of tribal people in this state have had little coverage in the earlier Plan Periods as the State could not satisfy most of the criteria of Tribal Development Block approach. In the Fifth Five Year Plan, the Government of India and the Planning Commission envisaged Tribal Sub-Plan approach. The Guidelines for preparation of Sub-Plan and on Preparation of Integrated Tribal Development Project for Tribal Areas elaborated the outline as follows:

- i. All districts with 50 per cent or more tribal population
- ii. All taluks/tehsils/police stations not included in (i) above with more than 50 per cent tribal population and
- iii. All development Blocks not included in (i) and (ii) above having more than 50 per cent tribal population.

There are only three Blocks in Jalpaiguri and Purulia Districts of West Bengal which could come under the purview of the above guidelines. As the majority of the tribal population would be left out under these guidelines, West Bengal adopted a different pattern of identifying mini-micro projects areas, by grouping one or more contiguous C.D. Blocks, having a good number of single-unit or cluster of mouzas with 50 per cent or more Scheduled Tribe population as per 1961 Census. This got the approval of the Planning Commission in 1973 and the Ministry of Home Affairs in 1974. In other words in view of the special tribal demographic situation of the State, the Planning Commission adopted separate approach for demarcating the tribal population and with contiguity in boundaries were considered for constitution of a unit for Integrated Tribal Development Project.(I.T.D.P.) In West Bengal out of the 16 districts, twelve districts (Purulia, Bankura, Birbhum, Midnapore, Hooghly, 24-Panganas, Burdwan, Murshidabad, Malda, Jalpaiguri, Darjeeling and West Dinajpore) were selected for this project considering the numerical strength of the population. As per the criteria 33 I.T.D.P. areas (sub-Plan areas) were identified in these 12 Project Districts. Of the total tribal population (25,32,969) of the State as per 1971 Census, 38.80 per cent (9,82,958) resided in these 33 mini-micro areas which were under 114 C.D. Blocks and 98 Police Stations. Total mouzas covered in these I.T.D.P. areas numbers 4,389 with a population of 15,24,487 of whom 64.48 per cent (9,82,958) were tribal people. The area in 12 districts under consideration was 78,963.0 Sq. k.m. out of which 8633.11 k.m. were covered under Tribal Sub- Plan.<sup>44</sup>

On the eve of the Fifth Plan a comprehensive programme of development was prepared, in the first stage of areas of Tribal concentration. Side by side, programme of primitive tribal communities was also given high priority and specific scheme were drawn up for them. It was decided to take up the task of intensive development of dispersed tribal communities at the second phase, during the Sixth Plan Period. The Tribal sub-Plan which represents total development effort in the tribal region comprise the following four elements: i) Investment for State Plans, ii) Investment for Central Plans, iii) Special Central Assistance for Tribal Development and iv) Institutional finance. It was shown in the draft sub-Plan that an investment to the minimum extent of Rs. 158 crores would be necessary for the tribal areas of West Bengal. The State Plan outlays for these areas were worked out as Rs.40 crores. At the instance of the State Planning Board and the Planning Commission the demand for Special Central Assistance were scaled down to 37 crores for additive programmes to the sub-Plan. The balance amount was from Central Ministries' allocation and institutional finance. Financial outlays in different sectoral programmes during Fifth Five Year Plan period under State Plan and Central Assistance Programme is given in Table 4.8:<sup>45</sup>

**Table 4.8**

	<b>Sector state Plan for Sub-Plan areas</b>	<b>Outlay</b>	<b>Special Central Assistance.</b>	<b>Remarks.</b>
1.	Agriculture	389.00	1,120.00	15% of the expenditure on revisional settlement operation was for tribals and backward areas.
2.	Marketing	70.00	97.70	
3.	Irrigation	1,289.00	500.00	
4.	Land and Land Utilization.	10.82		
5.	Forests	115.00	300.00	
6	Animal Husbandry and Veterinary services	69.80	298.39	
7.	Education	247.96	20.00	

	Sector state Plan for Sub-Plan areas	Outlay	Special Central Assistance.	Remarks.
8.	Health and Public Health	206.00	200.00	
9.	Cottage and Small Scale Industries.	33.00	100.00	
10.	Communication	480.00	320.00	
11.	Cooperation	26.61	200.00	
12.	Social Welfare (Special Nutrition Programme).	86	1.27	
13.	Backward Classes Sector			
a)	Welfare Programmes	179.90	170.75	
b)	Special development programmes for the underdeveloped tribes.	2.50	88.25	
c)	Project Organisation.	----	40.00	
d)	Creation of Propaganda Cell for promotion of temperance.	----	1.00	
		4,050.04	3,666.91	

Source: Source: Annual Administrative Report for 1974-75, Tribal Welfare Department, Government of West Bengal.

The State Planning Board observed that the maximum emphasis should be given on production oriented schemes to attain viability and for proper integration of all schemes. The Planning Commission also commented that economic development could be based mainly on agriculture and allied activities. Emphasis had been laid on creation of additional employment potential through encouragement of cottage and small scale industries both based on agro and minor forest, as well as by encouraging poultry keeping, duck and goat rearing; and these activities should be supported by training programmes and credit facilities. The strategy to tackle the problems of exploitation of tribal people should receive some package deal from the State Government. In the sub-Plan the main stress has been given on setting up of LAMPS (Large Sized Multipurpose Co-operative Societies), one for each 10,000 population to be located in the most concentrated tribal pockets in the ITDP Areas. These were considered the main instrument in the Project Areas to fight all evils of exploitation and for generating sustained economic growth. These are designed to cater the needs of the tribal people from a single point by arranging marketing of their agricultural, industrial and forest produce, supplying of essential commodities and production inputs, arranging flow of credits, providing credit for consumption and social processes and social purposes, providing credit for redemption of all debts and post-debt relief care. An apex body of the LAMPS, named as West Bengal Tribal Development Co-operation Corporation (WBTDC) pressed into service for coordinating and assisting the working of the LAMPS. The LAMPS are also required to provide the loan component of these agricultural and animal husbandry schemes where granting of graded subsidy has been proposed.<sup>46</sup>

The Agriculture Department indicated their outlays under special State Plan Programme for tribal areas and also other area development programmes like SFDA/MFAL/DPAP etc. Some schemes like training of tribal farmers, restructuring of cropping pattern, construction of small dug-wells, soil conservation schemes etc were also included. Forestry programmes in sub-Plan Areas included afforestation, soil conservation, production of minor forest, mixed plantation on community lands, cultivation of host plants, training etc. The medium Irrigation projects in Tribal sub-Plan Areas were expected to cover 150 thousand hectares at the end of

the Fifth Five Year Plan, average benefits cost ratio being 1.38 to 2.56. The special schemes on animal husbandry included setting up pig farm, goat farm for supply of requisites species of animals at subsidised rate to tribals. There were also cattle and poultry development schemes and some veterinary schemes like establishments of aid centres, clinic van etc. To increase the employment potential in tribal areas training of tribal youths in cottage industries, in animal husbandry and in forestry was included. The scopes for employment of both skilled and unskilled hands were opened up with the increased developmental activities in the areas in Agriculture Sector, Irrigation Sector, Forestry Sector, Road Sector etc. Under Education Sector, to raise the enrolment percentage of tribal children from 58.5 per cent to 71 per cent under general plan expenditure and up to 78 per cent in tribal areas with some additive programmes. There were programmes for better health coverage by suitably integrating programmes under State Plan for opening of health centres, clinics for prevention of V.D., Leprosy and T.B., rural water supply and nutrition programme. There was also provision for certain infrastructural facilities like regulated markets, approach roads to markets, power connection etc. The sub-plan also envisaged undertaking certain socio-cultural programmes like establishments of welfare centres, promotion of tribal art, language and culture, mass communication etc. for the promotion of the quality of their social and cultural life.<sup>47</sup>

Sector-wise breakup of supplemental outlays for tribal development in different Plan Periods reveals substantive portion of money was meant for "Economic uplift" then in order came "Education" and "Health Housing", etc. receiving least consideration up to the end of Fourth Plan. The Table 4.9 will present a clear picture in this respect.<sup>48</sup>

**Table 4.9**

<b>Sectoral Supplemental Outlays for Tribal Development in West Bengal</b>				
<b>Plan Period</b>	<b>[Rs. In Crores]</b>			
	<b>Education</b>	<b>Economic Uplift</b>	<b>Health Housing</b>	<b>Total</b>
First Plan	5.10	8.46	3.81	17.37
Second Plan	8.05	22.70	9.76	40.51
Third Plan	13.23	30.72	7.10	51.05
1966-69	9.32	24.07	1.93	35.32
Fourth Plan	31.50	42.25	10.45	84.20

In the Fifth Plan period (1974-79) the total plan outlay was Rs. 39.322 crores of which 3.01 per cent was for the Tribal Development Programmes. The detail outlay and expenditure of the Tribal Sub-Plan during 1974-79 is given in the Table 4.10<sup>49</sup>

Table 4.10

Outlays and Expenditure of Tribal Sub-Plan During Fifth Five Year Plan in West Bengal						
[Rs. In Crores]						
Year	State Plan			Special Central Assistance		
	Outlay	Expenditure	% Utilization	Outlay	Expenditure	% Utilization
1974-75	23	25	109	4.03	3.08	72
1975-76	72	60	83	20.00	14.59	73
1976-77	181	154	85	40.00	30.99	77
1977-78	248	223	90	55.00	51.49	94
1978-79	332	290	87	67.00	64.96	97
Total	856	752	88	186.30	165.1	189

Table 4.11 shows that in the Fifth Plan both State Plan and the Special Central Assistance outlay and expenditure increasing yearly but the percentage of utilization is decreasing. Following statement showing Special Central Assistance received from Government of India, outlays, expenditure, for Tribal Sub-Plan in the Sixth Plan, Seventh Plan and Eighth Plan Period.<sup>50</sup>

Table 4.11

Outlays and Expenditure of Tribal Sub-Plan During Sixth Plan Period in West Bengal					
[Rs. In Lakhs]					
Year	Total State Plan Outlay	S.C.A. Received from Govt. of India		Expenditure	
		S.C.P.	T.S.P.	S.C.P.	T.S.P.
1980-81	58,036.41	1002.00	364.58	1043.18	366.16
1981-82	63,850.00	944.00	366.00	943.20	370.89
1982-83	49,910.25	1093.00	421.00	928.76	418.17
1983-84	54,300.75	1170.80	500.00	1224.36	527.46
1984-85	74,800.00	1418.21	524.60	1418.11	531.15
Total	3,50,000.00	5628.01	2176.18	5557.61	2213.83

The Table 4.12 shows State Plan outlays, flow to T.S.P. and expenditure made thereof during Seventh Five Year Plan and onwards.

Table 4.12

Outlays and Expenditure of Tribal Sub-Plan in West Bengal During Seventh Plan Period			
[Rs. In Lakhs]			
Year	Total State Plan Outlay	Flow to Tribal Sub-Plan	Expenditure
1985-86	67,500.00	2492.72 (3.69%)	2423.28
1986-87	77,600.00	2983.96 (3.98%)	2386.546
1987-88	86,200.00	3266.89 (3.79%)	2771.831
1988-89	95,088.90	3652.265 (3.84%)	2971.85
1989-90	1,11,500.00	3785.97 (3.39%)	4571.075

<b>Outlays and Expenditure of Tribal Sub-Plan in West Bengal During Seventh Plan Period</b>			
	[Rs. In Lakhs]		
Year	Total State Plan Outlay	Flow to Tribal Sub-Plan	Expenditure
1990-91	1,32,822.30	5306.40 (3.99%)	6158.65
			(Anticipated)
1991-92	1,48,600.00	6062.56 (4.08%)	

The concept of family oriented schemes or beneficiary oriented schemes have been introduced in tribal development programmes since Sixth Five Year Plan. The main purpose is to raise the Scheduled Tribe families above the poverty line.

**Table 4.13**

<b>Outlays and Expenditure of Tribal Sub-Plan in West Bengal During Eighth Plan Period</b>			
	[Rs. In Lakhs]		
Year	Total State Plan Outlay	Flow to Tribal Sub-Plan	Percentage
1992-93	1,50,100.00	6,866.90	4.56
1993-94	1,55,000.00	7,533.535	4.86
1994-95	1,70,600.00	6,422.156	3.76
1995-96	2,20,730.00	12,546.00	5.68
1996-97	3,08,094.40	5,485.58	1.78
		(Budgeted)	
Total	10,04,524.40	38,854.171	3.86

**Table 4.14**

<b>Outlays and Expenditure of Special Component Plan During Eighth Plan in West Bengal</b>		
Year	SCP Released by Govt. of India (Rs. In Lakhs)	TSP Expenditure (Rs. In Lakhs)
1992-93	1,171,67	1,64,33
1993-94	1,319,06	940,37
1994-95	1,335,83	1,335,83
1995-96	1,763,21	1,763,21
1996-97	1,381,42	1,381,42
Total	6,971,19	7,067,16

It was estimated by the Ministry of Home Affairs that an account of Rs. 800 Crores approximately was invested towards family benefiting schemes from the State Plan and Central Assistance during Sixth Plan. Such schemes mainly come under agriculture, horticulture, animal husbandry, minor irrigation, fishery, cooperation, and small industries. During Sixth Plan 2,28,267 lakhs families were programmed to be assisted during the plan

period. The total family assisted during Sixth Plan may be around 2,77,618 lakhs. The report of the Working Group reveals that, of these families about 10 per cent of the total coverage of tribal families under economic assistance have crossed the poverty line, while the rest were assisted economically to a certain degree. Further it has been seen that majority of tribal families were still left to be economically assisted to cross the poverty line. During Seventh Plan the investment towards this sector had to be substantially increased both in the State Plan and Central Assistance.<sup>51</sup>

#### **4.5 West Bengal Tribal Development Co-operative Corporation Ltd [WBTDCC Ltd.] and Large Sized Multipurpose Co-operative Societies (LAMPS).**

The tribal people of India could not reap the benefits of independence even after the end of the third Five-year Plan and continued to be poor, downtrodden and illiterate with very little opportunities for improvement and joining the mainstream. In spite of having cultural heritage, they could not attain economic independence. During this time, Government of India initiated 6 pilot projects each at the cost of Rs. 1.5 crores and Rs 0.5 crore for development of roads and infrastructure in four States viz. Andhra Pradesh, Bihar, Orissa and Madhya Pradesh, with considerable density of tribal population. On 03 March 1971 a committee headed by the Joint Secretary, Co-op. Deptt. Sri K.S. Bawa with four other members was constituted by the Agriculture Deptt. Of Government of India to prepare report on the progress of those pilot project areas, especially in organising co-operative movement. The mandate of the committee also included to see whether a special type of organisation can be formed for financial assistance for taking up business and provide marketing opportunities for their various products. The Committee submitted its proposals before the Agriculture Ministry on 24<sup>th</sup> January 1973.

Depending on the recommendations of the Bawa Committee that the level of exploitation could be brought down if the tribal people themselves could form a joint co-operative structure. Accordingly, formation of Large Sized Multipurpose Co-operative Societies (LAMPS) was conceived as primary co-operative society in the lowest or Block level with an apex co-operative body in the State level which would guide the LAMPS in their day-to-day activities as well as business propositions.<sup>52</sup>

In 1975, the Tribal Sub-Plan was initiated in the State of West Bengal in which action was taken to form LAMPS with the fund allocated the 5<sup>th</sup> Five year Plan and under the aegis of the Backward Classes Welfare Department, Government of West Bengal, The West Bengal Tribal Development Co-operative Corporation Ltd. (WBTDCC Ltd.), as the apex body for the LAMPS, was formed and registered on 26<sup>th</sup> March 1976. However, the W.B.T.D.C.C. Ltd started proper functioning from 1978. Prior to the functioning of WBTDCC Ltd the LAMPS were registered and supervised by the Assistant Registrar of Co-operative Societies of concerned ranges.

The Director, Backward Classes Welfare was appointed ex-officio Additional Registrar of Co-operative Societies, West Bengal by a Notification issued by the Government of West Bengal in the Co-operation Department for the purpose of exercising statutory control over the LAMPS for their proper functioning as well as exercising all powers under the W.B.C.S. Act, 1983, except the powers mentioned in Schedule- I of the said Act and the power of statutory audit. Since the issue of this Notification the registration of LAMPS was done by the Director, Backward Classes Welfare.

Subsequently, the Managing Director of W.B.T.D.C.C. Ltd. was appointed ex-officio Additional Registrar of Co-operative Societies under Notification No. 3353-Co-op./E/2P-1/88 dated 4<sup>th</sup> August 2004 for the purpose of exercising statutory control over the LAMPS for their proper functioning as well as to assist the Registrar of Co-operative Societies, West Bengal, so far as it is related to the LAMPS. In the said Notification, the Managing Director, W.B.T.D.C.C. Ltd. was empowered to exercise all the powers mentioned in Scheduled-I of the said Act and the power of statutory audit in the capacity of ex-officio Additional Registrar Co-operatives Societies.

With the issue of this Notification the Managing Director, W.B.T.D.C.C. Ltd. started to accord registration of LAMPS as well as exercise all the powers under the WBCS Act, 1983 except the powers mentioned in Schedule-I of the said Act and the power of statutory audit in the capacity of ex-officio Additional Registrar Co-operatives Societies. To start with, LAMPS were organised in the areas of several small grain golas. Thereafter, formation of LAMPS in the I.T.D.P. Mouzas was started.

As per the existing norms, the district level officer entrusted with the implementation of Tribal Sub-Plan, i.e., the Project Officer-cum-District Welfare Officer (P.O.-cum-D.W.O.) acts as the coordinator of the LAMPS in his operational area. The W.B.T.D.C.C. Ltd. after giving registration arranges for granting of Share Capital and margin money to the LAMPS and also operational capital in the form of loan from the State Govt. for upliftment of the socio-economic condition of the tribal people. LAMPS are to provide for their members, the tribal people of the area, the credit required for their agricultural operations, collection of minor forest produce, arrange for marketing of minor forest produce collected by their tribal members and other surplus commodities produced by them at fair prices, for consumption purpose, for implementation of Family Benefit Schemes and also for supply of essential consumer goods required by them.

Organisational set up of LAMPS may be described in three stages as follows: <sup>53</sup>

1. General Body
2. Board Of Directors
3. Chief Executive Officer
4. Employees

**a) General Body:** General Body consists of persons, each of whom, joining in an application for registration of a LAMPS or a person admitted to the membership of a LAMPS after registration in accordance with the provisions of the W.B.C.S. Act, the WBCS Rules

and the Bye-laws of the LAMPS made thereunder. In addition, any one of two persons admitted jointly to the membership of LAMPS under sub-section (4) of section-69 shall also form a part of the General Body.

**b) Board Of Directors:** The Board of the LAMPS is constituted by:

1. Election from amongst members at annual general meeting; under sub section (1) of section 27 of WBCS Act, 1983.

Provided that the number of Directors to be elected shall not be less than six or more than fifteen as may be specified in the bye-laws thereof and the election is held at an Annual General Meeting under rule 31/rule 36 of the WBCS Rules, 1987.

2. Nomination by the State Government when it decides to make such nomination under section 33 of the WBCS Act, 1983;

The State Government or any authority specified by the State Government in this behalf shall have the right to nominate on the Board of LAMPS not more than three members of the Board, whichever is less.

3. Nomination by Panchayat Body under subsection (5) of section 27 (Panchayat Body may nominate one of its members on the Board of LAMPS).

4. The employees of a LAMPS having not less than 5 employees may elect from amongst themselves one person on the Board under sub-section (3) of section 27 of WBCS Act, 1983 where a LAMPS have a Chief Executive paid out of funds of the LAMPS, such Chief Executive shall be a Director on the Board under sub-section(4) of section 27 of WBCS Act, 1983.

1. Any financial institution which finances LAMPS may nominate one person on the Board of such LAMPS under subsection (5A) of section 27 of WBCS Act, 1983.

Provided a Director elected under sub-section 1 or subsection (3) or nominated under subsection (5) or sub-section (5A) shall hold office for a period of 3 years from the date of his election or nomination, as the case may be

Provided further that a Director elected under sub-section (3) or nominated under sub-section (5) shall not be eligible for re-election or re-nomination as the case may be, within a period of 3 years from the date of expiry of his term of office.

The Directors referred to in sub-section (3), subsection (4) and subsection (5) shall not hold any office in the Board.

Provided that the Directors referred to in sub-section (3), sub-section (4) and sub-section (5) shall have no right to vote in any meeting of the Board held for the purpose of election of office bearers of the Board, nor they hold any office in the Board.

Provided further that the Directors referred to in sub-section (3) shall have no right to vote in any meeting of the Board.

c) **Chief Executive Officer:** The Chief Executive Officer holds the most pivotal position in the functioning of a LAMPS. As he is an ex-officio director on the board under sub-section (4) of Section 27 of the WBCS Act, 1983, he takes part in the policy making of the LAMPS. Again as the Chief Executive he implements/ executes the decisions of the board through the available machineries of LAMPS.

d) **Employees:** As per existing pattern of staff/ employees approval by the Government each LAMPS has 4 employees viz.

- i. Field Officer cum Manger
- ii. Night guard-cum-Weigh man
- iii. Accountant
- iv. Salesman.

**Present Status of LAMPS in West Bengal:** Registration of LAMPS in West Bengal started in the year 1973 with the registration of Belpahari LAMPS Ltd. in the district of Midnapore (now West Midnapore) under the hand and seal of the Assistant Registrar of Co-operative Societies, Midnapore-I. Till the end of 2007-08, 143 LAMPS have been registered in West Bengal. Progressive number of LAMPS as they stood during 5 years are given in Table 4.15 wherefrom the importance given on registration of LAMPS in the successive years to bring the tribal population under the activities of LAMPS can be ascertained.<sup>54</sup>

**Table 4.15**

Year	Progressive No. of LAMPS
2003-04	122
2004-05	125
2005-06	131
2006-07	133
2007-08	143

Source: Backward Welfare Department, Government of West Bengal.

Table 4.16

District wise and region/branch wise distribution of 143 LAMPS with number of members:							
Sl. No.	Name of the District	Name of the Region/Branch	No. of LAMPS	Total No. of S/T Members	Break up of S.T.		Total No. of Members
					Male	Female	
01.	Paschim Midnapore	Jhargram R.O.	21	46,894	30,351	16,543	46,894
02.	Purba Midnapore	Jhargram R.O.	01	1,087	622	465	1,087
03.	Purulia	Purulia R.O.	23	58,332	36,753	21,579	64,600
04.	Bankura	Bankura R.O.	19	43,871	28,248	15,623	43,871
05.	Birbhum	Suri B.O.	12	13,392	8,683	4,709	13,883
06.	Murshidabad	Suri B.O.	03	3,732	2,770	962	4,243
07.	Burdwan	Suri B.O.	07	7,601	4,814	2,787	7,992
08.	Hooghly	Head Office	03	9,700	5,464	4,236	9,746
09.	24 Parganas(North)	-----	02	6,601	3,116	3,485	7,004
10.	24 Parganas(South)	-----	03	1,888	1,306	582	1,888
11.	Malda	Malda	10	15,990	9,450	6,540	17,216
12.	Uttar Dinajpur	Malda	03	8,945	5,205	3,740	11,296
13.	Dakshin Dinajpur	Malda	16	37,345	19,726	17,619	37,720
14.	Jalpaiguri	Jalpaiguri	16	29,944	18,488	11,456	33,731
15.	Darjeeling	Jalpaiguri	04	5,079	3,062	2,017	5,092
	Total		143	2,90,401	1,78,058	1,12,343	33,06,263

Source: Backward Welfare Department, Government of West Bengal.

**Name of S.T. Communities covered by LAMPS membership:** In all the 143 LAMPS spreading over the 15 districts of the State the membership of LAMPS has been acquired by the S.T. people belonging to 40 communities. Some of these communities are:

1. Bhumij
2. Bhutia
3. Birhor
4. Kora
5. Kharia
6. Lepcha
7. Lodha
8. Lohara/ Lohra
9. Mahali
10. Malpaharia
11. Mech
12. Munda
13. Oraon
14. Rabha
15. Santal
16. Savar

17. Sherpa

18. Toto

**Income Generating Scheme:** To revitalise economic activities of the LAMPS, the Corporation provides medium term loan through different schemes under Income Generating Head. The year-wise detail is as follows:<sup>55</sup>

**Table 4.17 Financial Year 2003-2004**

Sl. No.	Name of the LAMPS	Name of the Region	Name of the Scheme	Sanctioned Amount (Rs.)
01.	Kharagpur BI-I	Jhargram	Broiler	1,49,740.00
02.	Negui	Jhargram	Babui Rope	1,14,750.00
03.	Manbazar BI-II	Purulia	Grocery Shop	1,00,000.00
04.	Rajnagar	Suri	Sisal Plantation	2,41,000.00

Source: Backward Welfare Department, Government of West Bengal.

**Table 4.18 Financial Year 2004-2005**

Sl. No.	Name of the LAMPS	Name of the Region	Name of the Scheme	Sanctioned Amount (Rs.)
01.	Sidhu Kanu Birsha (Para)	Purulia	Clean Credit	2,00,000.00
02.	Hura Thana	Purulia	Fertilizer Business	1,00,000.00
03.	Bandwan South	Purulia	Clean Credit	15,00,000.00
04.	Adibasi Fulkusuma	Bankura	Piggery	90,000.00

Source: Backward Welfare Department, Government of West Bengal.

**Table 4.19 Financial Year 2005-2006**

Sl. No.	Name of the LAMPS	Name of the Region	Name of the Scheme	Sanctioned Amount (Rs.)
01.	Baradighi	Jalpaiguri	Goatery	1,00,000.00
02.	Tilokghagra	Jhargram	Broiler	1,71,780.00
03.	Raipur Sobar	Bankura	Sal Plate Making	1,00,000.00
04.	D.R.M.S.	Bankura	Sal Plate Making	1,00,000.00
05.	D.R.M.S.	Bankura	Fertilizer Business	1,00,000.00
06.	Habibpur	Malda	Fertilizer Business	1,50,000.00
07.	Bansihari	Malda	Corogated Tin Business	1,50,000.00
08.	Kushmandi	Malda	Corogated Tin Business	1,50,000.00
09.	Udayan	Malda	Consumer Business	1,50,000.00
10.	Jalghar	Malda	Hardware Business	1,50,000.00
11.	Belpahari	Jhargram	Clean Credit Loan	4,00,000.00
12.	Nazirpur	Malda	Fertilizer Business	1,50,000.00
13.	Hili	Malda	Hardware Business	1,50,000.00

Sl. No.	Name of the LAMPS	Name of the Region	Name of the Scheme	Sanctioned Amount (Rs.)
14.	Gangarampur	Malda	Corigated Tin Business	1,50,000.00
15.	Kamarpara	Malda	Consumer Business	1,50,000.00
16.	Sandesskhali	Head Office	Piggery	1,20,000.00
17.	Bandwan South	Purulia	Clean Credit Loan	5,00,000.00
18.	Karandighi	Malda	Hardware Business	1,50,000.00

Source: Backward Welfare Department, Government of West Bengal.

**Table 4.20 Financial Year 2006-2007**

Sl. No.	Name of the LAMPS	Name of the Region	Name of the Scheme	Sanctioned Amount (Rs.)
01.	Kumarganj	Malda	Grocery Shop	1,20,000.00
02.	Belpahari	Jhargran	Clean Credit Loan	3,00,000.00
03.	Haroa Minakha	Head Office	Broiler	1,50,000.00
04.	Laskarhat	Malda	Consumer Business	1,50,000.00

Source: Backward Welfare Department, Government of West Bengal.

**Table 4.21 Financial Year 2007-2008**

Sl. No.	Name of the LAMPS	Name of the Region	Name of the Scheme	Sanctioned Amount (Rs.)
01.	Ausgram BI II	Suri	Bakery Unit	3,83,000.00
02.	Chattadianmari	Jhargram	Fertliser	2,00,000.00
03.	Durgapur	Suri	Clean Credit	3,50,000.00
04.	Totopara	Jalpaiguri	Bettle Nut	5,00,000.00

Source: Backward Welfare Department, Government of West Bengal.

#### **4.6 Tribal Development and the role played by Panchayats for tribal development in West Bengal.**

Local self-government means autonomy and autonomy designates and simplifies local government. There is a direct correlation and powerful link between localism and self-government. The great bulk of activities of self-government or so to say local government are closely associated with providing services to the common people living in close proximity, who are not able to provide these services for themselves individually. Local self-government essentially emphasizes a certain geographical area, local election or selection and a measure of autonomy including the power of taxation. It is an effective and convenient way to provide services as locally elected institutions are better placed to understand and interpret both the conditions and needs of local communities. There is equality as people have broader opportunities for participation in the policy-making and liberty in mitigating the power of a single power unit in terms of division of powers. Therefore liberty and equality promote participation and efficiency on the parts of the local people and local government. The

essential ingredient of a satisfactory democracy is that a considerable proportion of local people should have experience of active participation in local government institutions.

Panchayat is an institution which is capable of performing an important role in mobilizing the rural people in the development process. As a local level institution operating at the micro-level it shares state power. It is government for the local area. It manifests local will and local interest as distinct from the will of the state at the higher level. It allows space for participation of the people in its affairs within a very small area. As a local institution people find it easier to participate in it. By allowing the people to participate in it, to express local will through extensive participation the Panchayats have the capacity to close the gap between state and society.

West Bengal has a long tradition of rural local self-government institutions. During the British era, Chowkidari Panchayats were set up in 1870 in-groups of villages mainly for maintenance of law and order. Soon thereafter, on commencement of the Bengal Local Self-government Act, 1885 a system of local self-government was introduced; District Board at district level, Local Board at Sub-division and Union Committees at the level of a group of villages. A Royal Commission on Decentralisation (1907-1909) recommended a little more autonomy for the local self-government institutions and the Bengal Village Self-government Act, 1919 was passed which achieved the fusion of Chowkidari Union and Union Committee in the newly created body Union Board at the village level which lasted till 1950s.

The Balwantray Mehta Committee was appointed in 1957 by the National Development Council to suggest measures for better working of Community Development Programme and National Extension Services. The Committee recommended democratic decentralisation to a three-tier Panchayat system based on universal adult suffrage to ensure people's participation in development programmes and genuine transfer of power, responsibility and resources to Panchayati Raj Institutions. On the basis of these recommendations, the West Bengal Panchayat Act, 1957 was passed setting up a two-tier Panchayat system at the village level and at the union level. The West Bengal Zilla Parishads Act, 1963 further introduced two tiers at the Block level and district level thus providing for four-tier structure consisting of Zilla Parishad, Anchalik Parishad, Anchal Panchayat and Gram Panchayat in the State. For various reasons the system did not work after some time and these bodies were superseded in late sixties.

A further initiative was taken to frame a consolidated piece of legislation namely the West Bengal Panchayat Act, 1973 which paved the way for introducing a three tier system with Zilla Parishad at the district level, Panchayati Samiti at the block level and the Gram Panchayat at the anchal (cluster of villages) level. The Act came into force on 1<sup>st</sup> January, 1974 in the whole of West Bengal except coalfield areas in the district of Burdwan, Bankura and Purulia and Tea Gardens, Cinchona Plantations and Reserve Forests. The first Panchayat election was held under the Act in June 1978 and since then Panchayat general election have been held in 1983, 1988, 1993, 1998, 2003 and 2008 strictly observing the five

year period Elections have been held with open participation of political parties through universal adult franchise.

Twenty six amendments to the Act have been made till date. The Act was extended to the tea Gardens, Cinchona Plantation and Forest areas of this State at the time of 5<sup>th</sup> Panchayat General Election held in 1998. The State went ahead of the 73<sup>rd</sup> Constitutional Amendment Act, 1992 by institutionalizing village assembly i.e. Gram Sabha and reserving one-third seats for women and proportional seats for Scheduled Castes and Scheduled Tribes in 1992. The West Bengal State Election Commission was constituted in 1994 and since then it has been conducting elections to the rural and urban Local Self-governments.

In 1988 a major amendment was made in the Act to mark the grant of limited autonomy to Darjeeling Hill Areas with the formation of Darjeeling Gorkha Hill Council and Siliguri Mahakuma Parishad came into being with all the powers and authority of the Zilla Parishad for Siliguri Sub-division. At present the State has 18 Zilla Parishads including 1 Mahukuma Parishad, 341 Panchayat Samitis (including 8 Panchayat Samitis in the hill areas of Darjeeling district) and 3354 Gram Panchayats (including 112 Gram Panchayats in the hill areas of Darjeeling district). Election to 8 Panchayats Samitis and 112 Gram Panchayats in the hill areas of Darjeeling is lying overdue). In the table 4.22 shows the districtwise number of block/ Panchayat Samitis and number of Gram Panchayats in each districts of West Bengal.

**Table 4.22**

<b>District wise Block and Gram Panchayats</b>			
<b>SL No.</b>	<b>District</b>	<b>No. of Blocks/ Panchayat Samiti</b>	<b>No of Gram Panchayats</b>
1.	Bankura	22	190
2.	Birbhum	19	167
3.	Burdwan	31	277
4.	Coochbehar	12	128
5.	Dakshin Dinajpur	8	65
6.	Darjeeling Gorkha Hill Council	8	112
7.	Hooghly	18	210
8.	Howrah	14	157
9.	Jalpaiguri	13	146

<b>District wise Block and Gram Panchayats</b>			
<b>SL No.</b>	<b>District</b>	<b>No. of Blocks/ Panchayat Samiti</b>	<b>No of Gram Panchayats</b>
10.	Malda	15	146
11.	Murshidabad	26	254
12.	Nadia	17	187
13.	North 24 Paraganas	22	200
14.	Paschim Medinipur	29	290
15.	Purba Medinipur	25	223
16.	Purulia	20	170
17.	Siliguri Mahakuma Parishad	4	22
18.	South 24 Paraganas	29	312
19.	Uttar Dinajpur	9	98
	<b>TOTAL</b>	<b>341</b>	<b>3354</b>

Source: Department of Panchayat and Rural Development, Government of West Bengal.

Now, the question is to what extent the tribal people of West Bengal have been empowered. It has two aspects- tribal representation in Panchayati Raj institutions and actual participation of the tribal people in elections and party politics. With regard to the former mention here may be made that the statutory provisions for reservation of seats for Scheduled Castes and Scheduled Tribes have provided them opportunities to become formal leaders of the village. New social factors, such as urbanisation and industrialisation and the agencies of political socialisation, such as political parties have aroused class-consciousness among the backward classes. The Tables 4.23, 4.24, 4.25, and 4.26 gives an insight towards the representation of the Scheduled Tribes and Scheduled Castes in the General Panchayat Election of 2003 in the three tiers of Panchayats in West Bengal.

**Table 4.23: Information on Panchayati Raj Institutions and Panchayat members including SC, ST, Women in W.B. after General Panchayat Elections, 2003.**

Name of District	No. of Gram Sansad	No. of Gram Panchayat	No. of Seats/ Members in GP	No. of Panchayat Samiti	No. of Seats/ Members in PS	No. of Seats/Members in ZP/MP
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Coochbehar	1703	128	1905	12	339	26
Jalpaiguri	2075	146	2241	13	374	31
Darjeeling	1043	112	1597	x	x	x
Siliguri	359	22	405	04	64	07
D.Dinajpur	929	65	993	08	179	15
U.Dinajpur	1422	98	1529	09	263	21
Malda	2008	146	2232	15	388	33
Murshidabad	3635	254	4096	26	697	60
Birbhum	2096	167	2258	19	412	35
Burdwan	3857	277	4346	31	734	65
Bankura	2548	190	2632	22	478	41
Purulia	1911	170	2067	20	384	34
Paschim Medinipur	3491	290	4073	29	733	62
Purba Medinipur	2975	223	3480	25	604	52
Hooghly	3029	210	3440	18	577	47
Howrah	2245	157	2515	14	426	34
Nadia	2653	187	3114	17	512	41
N.24 Parganas	2942	200	3321	22	555	50
S.24 Parganas	4324	312	4898	29	845	66
Total:	45,245	3354	51,142	333	8,564	720

Source: Department of Panchayat and Rural Development, Government of West Bengal.

**Table 4.24: Information on Directly Elected SC, ST Male & Female Members of Gram Panchayat**

Name of District	Male Members				Female Members			
	SC	ST	GEN	Total	SC	ST	GEN	Total
Coochbehar	710	05	513	1228	386	01	290	677
Jalpaiguri	638	315	468	1421	360	177	283	820
Darjeeling	73	110	843	1026	43	76	452	571
Siliguri	154	99	11	264	52	41	48	141
D. Dinajpur	215	115	300	630	122	87	154	363
U. Dinajpur	334	55	555	944	226	43	316	585
Malda	285	93	985	1363	192	54	623	869
Murshidabad	329	28	2293	2650	224	16	1206	1446
Birbhum	510	121	783	1414	287	70	487	844
Burdwan	849	192	1763	2804	531	118	893	1542
Bankura	540	212	838	1590	393	146	503	1042
Purulia	232	258	838	1328	163	172	404	739
Paschim Medinipur	430	430	1651	2511	341	321	900	1562
Purba Medinipur	318	04	1918	2240	183	07	1050	1240
Hooghly	592	98	1532	2222	369	66	783	1218
Howrah	286	01	1344	1631	202	X	682	884
Nadia	652	52	1310	2014	376	27	697	1100
N. 24 Parganas	689	85	1318	2092	431	54	744	1229
S. 24 Parganas	1115	45	1889	3049	776	20	1053	1849
<b>Total:</b>	<b>8951</b>	<b>2318</b>	<b>21,152</b>	<b>32,421</b>	<b>5657</b>	<b>1496</b>	<b>11,568</b>	<b>18,721</b>

Source: Department of Panchayat and Rural Development, Government of West Bengal.

**Table 4.25: Information on Directly Elected SC, ST Male & Female Members of Panchayat Samiti.**

Name of District	Male Members				Female Members			
	SC	ST	GEN	Total	SC	ST	GEN	Total
Coochbehar	136	01	86	223	65	X	51	116
Jalpaiguri	115	70	57	242	57	28	47	132
Darjeeling	X	X	X	X	X	X	X	X
Siliguri	23	15	04	42	07	07	08	22
D. Dinajpur	40	18	49	107	26	17	29	72
U. Dinajpur	60	09	98	167	37	08	51	96
Malda	48	12	192	252	25	12	99	136
Murshidabad	52	05	402	459	38	01	199	238
Birbhum	86	23	153	262	52	11	87	150
Burdwan	146	36	299	481	88	18	147	253
Bankura	105	31	160	296	59	26	97	182
Purulia	42	51	158	251	30	28	75	133
Paschim Medinipur	86	88	290	464	55	43	171	269
Purba Medinipur	51	01	344	396	34	01	173	208
Hooghly	100	22	258	380	63	07	127	197
Howrah	52	X	230	282	28	X	116	144
Nadia	100	07	234	341	58	06	107	171
N. 24 Parganas	123	15	210	348	76	08	123	207
S. 24 Parganas	180	05	354	539	125	07	174	306
Total:	1545	409	3578	5532	923	228	1881	3032

Source: Department of Panchayat and Rural Development, Government of West Bengal.

**Table 4.26: Information on Directly Elected SC, ST Male & Female Members of Zilla Parishad**

Name of District	Male Members				Female Members			
	SC	ST	GEN	Total	SC	ST	GEN	Total
Coochbehar	04	X	13	17	05	X	04	09
Jalpaiguri	07	06	07	20	05	02	04	11
Darjeeling	X	X	X	X	X	X	X	X
Siliguri	01	X	03	04	01	01	01	03
D. Dinajpur	03	02	05	10	02	01	02	05
U. Dinajpur	05	01	09	15	02	X	04	06
Malda	04	01	17	22	02	01	08	11
Murshidabad	05	01	34	40	03	X	17	20
Birbhum	07	02	14	23	04	01	07	12
Burdwan	15	02	26	43	06	03	13	22
Bankura	09	03	15	27	04	02	08	14
Purulia	04	05	13	22	03	02	07	12
Paschim Medinipur	07	07	27	41	04	03	14	21
Purba Medinipur	05	X	29	34	03	X	15	18
Hooghly	10	X	20	30	03	02	12	17
Howrah	04	X	18	22	03	X	09	12
Nadia	09	X	18	27	04	01	09	14
N. 24 Parganas	10	01	22	33	05	01	11	17
S. 24 Parganas	18	X	26	44	07	01	14	22
<b>Total:</b>	<b>127</b>	<b>31</b>	<b>316</b>	<b>474</b>	<b>66</b>	<b>21</b>	<b>159</b>	<b>246</b>

Source: Department of Panchayat and Rural Development, Government of West Bengal.

The Tables 4.23, 4.24, 4.25, 4.26 shows that in the General Panchayat Election of 2003 the total number of elected Scheduled Tribes males members are 2318 and Scheduled Tribe females members are 1496 of Gram Panchayats, The total number of elected Scheduled Tribes males are 409 members and scheduled tribe females are 228 members of Panchayat Samitis and the total number of Scheduled Tribe males are 31 members and Scheduled Tribe females are 21 members in Zilla Parishad. As compared to the number of elected Scheduled Caste representatives, the number of elected Scheduled Tribes representatives was lower in all the tiers of panchayats, the reason behind this may be due to the fact that the population of Scheduled Tribes are lower in proportion than the population of the Scheduled Castes.

**Table 4.27: Information on No. of Panchayats and Elected Representatives in the Village Panchayats in States/UTs as on 31.03.2008.**

Sl. No.	States/UT	No. of Panchayats	Village Panchayats: No of Elected Representatives								
			General (Non-SC/ST) Categories		SC		ST		OBC	Total	Women
	States :			No.	%	No.	%	No.		No.	%
1	Andhra Pradesh	21825	160386	31243	15.00	16662	8.0		208291	68736	33.0
2	Arunachal Pradesh	1639	0	0	0.00	6485	100.0		6485	2561	39.5
3	Assam	2223	20862	1254	5.48	782	3.4		22898	8977	39.2
4	Bihar	8471	99672	16941	14.43	784	0.7		117397	64152	54.6
5	Chhattisgarh	9820	74498	17200	10.94	65552	41.7		157250	53045	33.7
6	Goa	189	1328	0	0.00	181	12.0		1509	514	34.1
7	Gujarat	13819	80349	7615	6.97	21245	19.5		109209	36400	33.3
8	Haryana	6187	52268	14320	21.51	0	0.0		66588	24406	36.7
9	Himachal Pradesh	3243	15383	6095	26.90	1176	5.2		22654	8864	39.1
10	Jharkhand	3746	0	0		0			0	0	
11	Karnataka	5628	64525	16997	18.60	9880	10.8		91402	39318	43.0
12	Kerala	999	14181	1750	10.84	208	1.3		16139	5705	35.3
13	Madhya Pradesh	23051	226873	57752	14.85	104204	26.8		388829	133508	34.3
14	Maharashtra	27893	172370	24624	11.00	26863	12.0		223857	74620	33.3
15	Manipur	165	1599	37	2.21	39	2.3		1675	730	43.6
16	Orissa	6234	48396	14805	17.34	22166	26.0		85367	31121	36.5
17	Punjab	12443	60692	27440	31.14	0	0.0		88132	30875	35.0
18	Rajasthan	9188	21403	24140	21.23	20248	17.8	47846	113713	40044	35.2
19	Sikkim	163	440	52	5.84	399	44.8		891	356	40.0
20	Tamil Nadu	12618	86325	22156	20.27	827	0.8		109308	36824	33.7
21	Tripura	513	3633	1408	26.31	291	5.4		5352	1852	34.6
22	Uttar Pradesh	52000	527779	174842	24.86	673	0.1		703294	273229	38.8
23	Uttarakhand	7227	41717	10413	19.29	1858	3.4		53988	20319	37.6
24	West Bengal	3354	31425	14492	29.25	3628	7.3		49545	18150	36.6
	Union Territories										
25	A & N Islands	67	759	0	0.00	0	0.0	0	759	261	34.4
26	Chandigarh	17	135	27	16.67	0	0.0		162	53	32.7
27	D & N Haveli	11	6	3	2.63	105	92.1		114	45	39.5
28	Daman & Diu	14	64	1	1.30	12	15.6		77	30	39.0
29	Lakshadweep	10	3	-	-	82	96.5		85	32	37.6
30	Puducherry	98	695	218	23.88	0	0.0		913	330	36.1
	<b>TOTAL</b>	<b>232855</b>	<b>1807786</b>	<b>485825</b>	<b>18.36</b>	<b>304350</b>	<b>11.5028</b>		<b>2645883</b>	<b>975057</b>	<b>36.85</b>

Source: Compiled from data provided by the States and Union Territories.

Note: General (Non-SC/ST) categories, Males & Females;

SC: Scheduled Caste Males & Females

ST: Scheduled Tribe Males & Females;

Women: Combined SC, ST and General categories.

**Table 4.28: Information on No. of Panchayats and Elected Representatives in the Intermediate Panchayats/ Panchayat Samitis in States/UTs as on 31.03.2008.**

Sl. No.	States/UT	No. of Panchayats	Intermediate Panchayats: No of Elected Representatives									
			General (Non-SC/ST) Categories		SC		ST		OBC	Total	Women	
	States :			No.	%	No.	%	No.		No.	%	
1	Andhra Pradesh	1098	10938	2586	17.69	1093	7.48			14617	4919	33.65
2	Arunachal Pradesh	136	0	0	0	1639	100			1639	577	35.20
3	Assam	188	1982	80	3.724	86	4			2148	791	36.82
4	Bihar	531	9139	2307	20	91	0.79			11537	5671	49.15
5	Chhattisgarh	146	1404	316	10.61	1257	12.2			2977	1005	33.76
6	Goa	0	0	0		0	0			0		
7	Gujarat	224	3049	297	7.138	815	19.6			4161	1394	33.50
8	Haryana	119	2216	617	21.78	0	0			2833	962	33.96
9	Himachal Pradesh	75	1155	416	24.82	105	6.26			1676	596	35.56
10	Jharkhand	211	0	0		0				0	0	
11	Karnataka	176	2658	678	18.41	347	9.42			3683	1519	41.24
12	Kerala	152	1775	212	10.58	17	0.85			2004	694	34.63
13	Madhya Pradesh	313	3833	1105	16.13	1913	27.9			6851	2378	34.71
14	Maharashtra	351	3022	430	10.96	470	12			3922	1307	33.32
15	Manipur	0	0	0		0				0	0	
16	Orissa	314	3449	1056	16.94	1728	27.7			6233	2208	35.42
17	Punjab	141	1782	840	32.04	0				2622	866	33.03
18	Rajasthan	237	1253	1098	10.99	1025	18.7	2118		5494	2108	38.37
19	Sikkim	0	0	0		0				0	0	
20	Tamil Nadu	385	5119	1358	20.82	47	0.72			6524	2313	35.45
21	Tripura	23	206	78	26.09	15	5.02			299	106	35.45
22	Uttar Pradesh	820	49164	16453	25.05	52	0.08			65660	24674	37.57
23	Uttarakhand	95	2451	596	18.91	105	3.33			3152	1079	34.23
24	West Bengal	341	5540	2422	28.28	601	7.02			8563	2953	34.49
Union Territories												
25	A & N Islands	7	67	0	0	0	0			67	25	37.31
26	Chandigarh	1	11	4	26.67	0	0			15	6	40.00
27	D & N Haveli	0	0	0		0				0		
28	Daman & Diu	0	0	0		0				0		
29	Lakshadweep	0	0	0		0				0		
30	Puduchery	10	89	19	17.59	0	0			108	40	37.04
TOTAL		6094	110213	32968	21.03	11406	7.27	2023		156794	58191	37.11

Source: Compiled from data provided by the States and Union Territories.

Note: General (Non-SC/ST) categories, Males & Females;

SC: Scheduled Caste Males & Females;

ST: Scheduled Tribe Males & Females;

Women: Combined SC, ST and General categories.

**Table 4.27: Information on No. of Panchayats and Elected Representatives in the District Panchayats/ Zilla Parishad in States/UTs as on 31.03.2008.**

Sl. No.	States/UT	No. of Panchayats	District Panchayats: No of Elected Representatives								
			General (Non-SC/ST) Categories		SC		ST		OBC	Total	Women
	States :			No.	%	No.	%	No.		No.	%
1	Andhra Pradesh	22	812	196	17.9	87	7.95		1095	364	33.24
2	Arunachal Pradesh	14	0	0	0	136	100.00		136	45	33.09
3	Assam	20	362	10	2.56	18	4.62		390	135	34.62
4	Bihar	38	956	192	16.6	9	0.78		1157	577	49.87
5	Chhattisgarh	16	160	37	11.5	124	38.63		321	109	33.96
6	Goa	2	50	0	0	0	0.00		50	20	40
7	Gujarat	25	584	58	7.1	175	21.42		817	274	33.54
8	Haryana	19	302	82	21.4	0	0.00		384	135	35.16
9	Himachal Pradesh	12	168	64	25.5	19	7.57		251	92	36.65
10	Jharkhand	22	0	0		0			0	0	
11	Karnataka	29	737	184	18.3	84	8.36		1005	373	37.11
12	Kerala	14	300	35	10.3	4	1.18		339	119	35.1
13	Madhya Pradesh	48	450	153	18.3	233	27.87		836	310	37.08
14	Maharashtra	33	1482	215	11	264	13.46		1961	654	33.35
15	Manipur	4	57	2	3.28	2	3.28		61	28	45.9
16	Orissa	30	488	146	17.1	220	25.76		854	301	35.25
17	Punjab	20	140	69	33	-			209	68	32.54
18	Rajasthan	32	260	194	18.7	193	18.56	393	1040	391	37.6
19	Sikkim	95	43	5	5.26	47	49.47		95	38	40
20	Tamil Nadu	28	514	139	21.2	3			656	227	34.6
21	Tripura	4	55	23	28	4	4.88		82	28	34.15
22	Uttar Pradesh	70	2041	655	24.3	2	0.07		2698	1122	41.59
23	Uttarakhand	13	282	68	18.9		10		360	119	33.06
24	West Bengal	18	469	198	27.5	53	7.36		720	248	34.44
	<b>Union Territories</b>										
25	A & N Islands	1	30	0	0	0	0.00		30	10	33.33
26	Chandigarh	1	7	3	30	0	0.00		10	3	30
27	D & N Haveli	1	1	0	0	10	90.91		11	4	36.36
28	Daman & Diu	1	17	1	5	2	10.00		20	7	35
29	Lakshadweep	1	1	-		24	96.00		25	9	36
30	Puducherry										
	<b>TOTAL</b>	<b>633</b>	<b>10768</b>	<b>2729</b>	<b>17.5</b>	<b>1723</b>	<b>11.04</b>	<b>393</b>	<b>15613</b>	<b>5810</b>	<b>37.21</b>

Source: Compiled from data provided by the States and Union Territories.

Note: General (Non-SC/ST) categories, Males & Females;

SC: Scheduled Caste Males & Females

ST: Scheduled Tribe Males & Females;

Women: Combined SC, ST and General categories.

**Table 4.30: Information on No. of Panchayats and Elected Representatives in the Panchayat at all levels in States/UTs as on 31.03.2008.**

Sl. No.	States/UT	No. of Panchayats	Panchayats at all levels: No of Elected Representatives								
			General (Non-SC/ST) Categories		SC		ST		OBC	Total	Women
	States :			No.	%	No.	%	No.		No.	%
1	Andhra Pradesh	22945	172136	34025	15.19	17342	7.97		224003	74019	33.04
2	Arunachal Pradesh	1789	0	0	0	8260	100.00		8260	3183	38.54
3	Assam	2431	23206	1344	5.284	886	3.48		25436	9903	38.93
4	Bihar	9040	109767	19440	14.94	884	0.68		130091	70400	54.12
5	Chhattisgarh	9982	76062	17553	10.93	66933	41.69		160548	54159	33.73
6	Goa	191	1378	0	0	181	11.61		1559	534	34.25
7	Gujarat	14068	83982	7970	6.98	22235	19.47		114187	38068	33.34
8	Haryana	6325	54786	15019	21.52	0	0.00		69805	25503	36.53
9	Himachal Pradesh	3330	16706	6575	26.75	1300	5.29		24581	9552	38.86
10	Jharkhand	3979	0	0		0			0	0	
11	Karnataka	5833	67920	17859	18.59	10311	10.73		96090	41210	42.89
12	Kerala	1165	16256	1997	10.81	229	1.24		18482	6518	35.27
13	Madhya Pradesh	23412	231246	59106	14.91	106350	26.82		396516	136196	34.35
14	Maharashtra	28277	176874	25269	11	27597	12.01		229740	76581	33.33
15	Manipur	169	1656	39	2.247	41	2.36		1736	758	43.66
16	Orissa	6578	52333	16007	17.31	24114	26.08		92454	33630	36.37
17	Punjab	12604	62614	28349	31.17	0	0.00		90963	31809	34.97
18	Rajasthan	9457	22296	25432	21.15	21466	17.85	50357	120247	42543	35.38
19	Sikkim	258	483	57	5.781	446	45.23		986	394	39.96
20	Tamil Nadu	13031	91958	23653	20.31	877	0.75		116488	39364	33.79
21	Tripura	540	3914	1509	26.32	310	5.41		5733	1986	34.64
22	Uttar Pradesh	52890	578984	191950	24.87	727	0.09		771661	299025	38.75
23	Uttarakhand	7335	44450	11077	19.26	1973	3.43		57500	21517	37.42
24	West Bengal	3713	37434	17112	29.09	4282	7.28		58828	21351	36.29
	<b>Union Territories</b>										
25	A & N Islands	75	856	0	0	0	0.00		856	296	34.58
26	Chandigarh	19	133	34	18.18	0	0.00		187	62	33.16
27	D & N Haveli	12	7	3	2.4	115	92.00		125	49	39.2
28	Daman & Diu	15	81	2	2.062	14	14.43		97	37	38.14
29	Lakshadweep	11	4	0	0	106	96.36		110	41	37.27
30	Puducherry	108	784	237	23.21	0	0.00		1021	370	36.24
	<b>TOTAL</b>	<b>239582</b>	<b>1928326</b>	<b>521618</b>	<b>18.51</b>	<b>317479</b>	<b>11.26</b>	<b>50357</b>	<b>2818290</b>	<b>1039058</b>	<b>36.87</b>

Source: Compiled from data provided by the States and Union Territories.

Note: General (Non-SC/ST) categories, Males & Females;

SC: Scheduled Caste Males & Females

ST: Scheduled Tribe Males & Females;

Women: Combined SC, ST and General categories.

The Tables 4.27, 4.28, 4.29 and 4.30 shows that the village panchayats of all the States and Union Territories in India totals up to 232855 and the representation of Scheduled Tribes total up to 304350 members. States like Arunachal Pradesh (100.0%), Sikkim (44.8%), Chhattisgarh (41.7%), Madhya Pradesh (26.8%), and Orissa (26.0%) have higher percentage

of representation of Scheduled Tribe members compared to the other states. The Table 4.31 shows the number of Scheduled Tribe elected representatives of Gram Panchayats in West Bengal is 3628 i.e. 7.32%.

**Table 4.31**

<b>No. of Elected Representatives of Gram Panchayats in West Bengal as on 31.03.2008.</b>					
	<b>Gen.</b>	<b>SC</b>	<b>ST</b>	<b>Women</b>	<b>Total</b>
Total No.	31,425	14,492	3628	18150	49,545
Percentage	63.42	29.25	7.32	36.63	

Source: Department of Panchayat and Rural Development, Government of West Bengal.

The Intermediate Panchayats / Panchayat Samitis of all the States and Union Territories in India totals up to 6094 and the representation of Scheduled Tribes totals up to 11406 members. States like Arunachal Pradesh (100.0%), Chhattisgarh (42.2%), Madhya Pradesh (27.9%), and Orissa (27.7%) and Rajasthan (18.7%) have higher percentage of representation of Scheduled Tribe members compared to the other states. The Table 4.32 shows the number of Scheduled Tribe elected representatives of Panchayat Samitis in West Bengal is 601 i.e. 7.02%.

**Table 4.32**

<b>No. of Elected Representatives of Panchayat Samitis in West Bengal as on 31.03.2008.</b>					
	<b>Gen.</b>	<b>SC</b>	<b>ST</b>	<b>Women</b>	<b>Total</b>
Total No.	5540	2422	601	2953	8563
Percentage	64.69	28.28	7.02	34.48	

Source: Department of Panchayat and Rural Development, Government of West Bengal.

The District Panchayats / Zilla of all the States and Union Territories in India totals up to 633 and the representation of Scheduled Tribes total up to 1723 members. States like Arunachal Pradesh (100.0%), Sikkim (49.47%), Chhattisgarh (38.63%), Madhya Pradesh (27.87%), and Orissa (25.76%) have higher percentage of representation of Scheduled Tribe members compared to the other states. The Table 4.33 shows the number of Scheduled Tribe elected representatives of Zilla Parishad in West Bengal is 53 i.e. 7.36%.

**Table 4.32**

<b>No. of Elected Representatives of Zilla Parishad in West Bengal as on 31.03.2008.</b>					
	<b>Gen.</b>	<b>SC</b>	<b>ST</b>	<b>Women</b>	<b>Total</b>
Total No.	469	198	53	248	720
Percentage	65.13	27.50	7.36	34.44	

Source: Department of Panchayat and Rural Development, Government of West Bengal.

**Table 4.34: Percentage of Various Deprived Sections in Panchayat Representatives of West Bengal (All Level) after 2008 panchayat elections.**

<b>Categories</b>	<b>Percentage</b>
Women	39.18
Scheduled Caste (SC)	35.76
Scheduled Tribe (ST)	8.47
Other Backward Classes (OBC)	5.70
Muslims	23.17

Source: Information on West Bengal Panchayats, Their Members and Functionaries, 2010, Panchayat and Rural Development Department, Government of West Bengal.

From the Table 4.34 it is clear that women hold around 40% of the total seats at all levels of panchayats in West Bengal while the Scheduled Castes have around 36% seats and the Scheduled Tribes have around 9%. If we compare the above statistics with the statistics before the 2008 panchayat elections then we observe that the percentage of representation of Women members (at all the tiers of panchayats prior 2008 panchayat election) was 36% , while the percentage of representation of Scheduled Caste members 29% and the percentage of representation of Scheduled Tribe members was 7%. So the above statistics show that there was an increase in representation of all these deprived sections. This is a remarkable achievement and only shows the extent to which the deprived sections in the state are active participants in the decision-making process in the state.

West Bengal introduced the Panchayati Raj system and empowered them in the late 1970s, much before the enactment of the Constitution amendment bill. A large number of schemes are being executed through the panchayats in the rural areas in the State for alleviation of economic and non-economic poverty, providing social security to the poor and also for the development of infrastructure in rural areas. Panchayats contributed to the growth process of the rural economy directly by implementing schemes for improvement of the rural

infrastructure and by providing various services. The Panchayati system has gained importance in rural development in general and tribal development in particular. Panchayats are primarily seen as agencies for development. Panchayats played important role in improving connectivity, developing social forestry, improving small irrigation systems, providing water supply and sanitation facilities, executing schemes on universalisation of education and health system improvement. In addition, there are schemes for providing additional inputs in respect of optimum utilization and conservation of natural resources and for the development of the regions, which are comparatively less developed. Some of the welfare schemes executed by the panchayats essential for rural development and tribal development are discussed briefly below.

#### **A) The National Rural Employment Guarantee Scheme:**

The National Rural Employment Guarantee Scheme (NREGS) provides statutory guarantee under the provisions of the National Rural Employment Guarantee Act (NREGA) for 100 days of employment in every year to the adult members of any rural household willing to do unskilled manual work at the statutory minimum wage. For this purpose hundreds and thousands of public works schemes like construction of roads, excavation of canals, improvement of lands, digging of ponds, social forestry are being designed and executed in thousands of villages. The landless agricultural labourers are being given job cards that entitle them to get job or financial compensation if job cannot be given. The three-tier panchayat system has been put in charge of executing this huge programme. Without the involvement of panchayats, it would have been impossible for the national government or any state government to undertake such a gigantic task. The scheme was launched nationally in 200 districts of the country with effect from 2<sup>nd</sup> February, 2006. From 1.4.2008, the scheme is operational in all the districts of the State. With the guarantee of demand-driven fund allocation, this scheme opens up tremendous possibilities of creating a livelihood resource base of the rural poor.<sup>59</sup>

Operational guidelines for the implementation of the programme have the following important features:

- I. Every willing household is to be registered on the basis of application in the prescribed format. The application should be submitted to the concerned Gram Panchayats (GP).
- II. Every registered household will be given a job card by the Gram Panchayat.
- III. Job cardholders are to be provided with work within 15 days of demand, failing which they will be entitled to unemployment allowance subject to certain conditions prescribed under the programme.

Job cardholders are provided wages for unskilled labourer. In West Bengal the wage rate was raised to Rs. 81 per person-day from 1<sup>st</sup> January, 2009. The entire amount is being paid through accounts opened in banks and post offices.

The Employment Guarantee (EG) scheme is a Centrally Sponsored Scheme on a cost-sharing basis between Centre and the State.

#### **A. The Central Government meets the cost of the following:**

- I. The amount required for payment of wages for unskilled manual work under the programme.
- II. Up to three-fourth of the material cost of the programme, including payment of wages to skilled and semi-skilled workers.

- III. Administrative expenses which include the salary and allowances of the Programme Officers and their supporting staff.
- B. The State Government meets the cost of the following:
- I. The cost of unemployment allowance payable under the programme.
  - II. One-fourth of the material cost under the programme including payment of wages to the skilled and semi-skilled workers.
  - III. The administrative expenses of the State Council.

The programme differs from other schemes in respect of the following:

- a) The programme gives legal guarantee for 100 days' employment in a financial year on demand,
- b) It provides for unemployment allowance on the failure to provide employment within 15 days of demand for employment,
- c) Other schemes like SGRY are allocation-based, with EG programme is demand driven.

By the end of the financial year 2008-09, 95,56,067 job cards were issued. Among them, 30.47 lakhs households demanded employment during the year and 30.23 lakhs households were provided wage employment. Up to October, 2009-10, 99.98 lakhs job cards were issued and among them 28.96 lakhs households demanded employment. On an average 72.17 per cent of the households got registered during the year 2008-09 and 786.62 lakhs person days of employment were generated.

**Table 4.35**

**Registration, Demand for Employment and Average Number of Person-days Generated on the Basis of Employment Provided per Household under NREGA during 2008-09**

Name of the District	Number of households who got registered (in lakhs)	Percentage of rural household got registered	Number of household demanded employment (in lakhs)	Number of persons-days generated per household
Jalpaiguri	5.90	87.63	2.22	25
Uttar Dinajpur	4.36	88.96	0.57	24
Dakshin Dinajpur	2.47	67.57	0.70	25
Malda	5.38	81.24	0.98	17
Murshidabad	8.97	77.55	1.84	21
South 24-Parganas	7.40	59.80	1.35	19
Paschim Medinipur	7.40	73.69	3.20	27
Bankura	4.91	82.11	2.05	28
Purulia	4.13	82.23	1.24	31

**Registration, Demand for Employment and Average Number of Person-days Generated on the Basis of Employment Provided per Household under NREGA during 2008-09**

Name of the District	Number of households who got registered (in lakhs)	Percentage of rural household got registered	Number of household demanded employment (in lakhs)	Number of persons-days generated per household
Birbhum	6.37	97.43	1.86	38
Coochbehar	5.19	86.73	2.29	15
DGHC	0.89	70.27	0.40	26
Nadia	6.55	75.97	1.16	30
North 24-Parganas	5.37	51.22	1.69	42
Siliguri MP	0.72	65.99	0.29	20
Hoohgly	4.60	56.34	1.49	20
Purba Medinapur	5.86	69.14	2.67	16
Burdwan	8.48	76.26	4.12	34
Howrah	1.72	32.38	0.36	9
Total	96.66	72.17	30.47	26*

\*= State average.

Source: Department of Panchayat and Rural Development, Government of West Bengal.

As shown in the Table 4.35, the number of person days of work provided per household (by those households who demanded work) was 26 days on an average in 2008-09 as compared to 25 days in previous year. The districts which provided more than 30 days of employment per household during the year were North 24-Parganas, Purulia, Birbhum and Nadia. North 24-Parganas district provided highest number of 42 days of employment on an average, which is comparable to national average of 44 days. The performance of Malda, South 24-Parganas, Coochbehar and Purba Medinapur was very poor, where on an average only 16 days of employment were provided to each household. Till October 2009, only 6438 number of households got 100 days employment. Bankura and Jalpaiguri districts provided largest number households with full 100 days employment. Participation of women in NREGA works has improved in most of the districts of West Bengal. Person-days generated by the women were 29.14 per cent of total person-days generated during 2009-10, up to October, when the desired norm is that at least one third of the beneficiaries will be women. The share of Scheduled Caste and Scheduled Tribe population in getting under NREGA was around 51 percent.

During 2008-09, an amount of Rs. 940.38 crore was spent, out of which Rs. 615.22 crore was spent on payment of wages only. Up to October, 2009-10 an amount of Rs.809.40 was utilized out of which Rs.578.96 has been spent on payment of wages. In 2008-09 wage earned per person-day has been Rs.78 only. Cost of generating one person-day was Rs.119.54 as compared to Rs.100.86 in the previous year. This rise is due to revision of wage rate and taking up of construction of more durable assets involving high material cost. Major problem of implementation of NREGA is inordinate delay in receiving adequate fund to meet the demand. In areas with low demand for work, fund had to be retained for taking up new project, whereas other areas with high demand suffered due to inadequate fund. Last year fund had to be diverted from one district to other. Performance under NREGA during 2008-09 as compared to 2007-08 is shown in the Table 4.36:

**Table 4.36**

<b>Indicators</b>	<b>2007-08</b>	<b>2008-09</b>
<b>Total person-days created (lakhs)</b>	<b>959.77</b>	<b>786.62</b>
Man-days generated per family	25	26
Average wage earned per day (Rs.)	75.62	78.21
Cost of generating one person day (Rs.)	100.86	119.54
Expenditure (Rs. In crore)	967.98	940.38
Expenditure per GP (Rs. in lakhs)	29.60	26.86

Source: Department of Panchayat and Rural Development, Government of West Bengal.

Little availability of land and high cropping intensity make it difficult to provide employment, particularly, during the rainy season. Demand for employment has been more in the agriculturally backward areas. Planning for NREGA at the community level gives more emphasis on improving connectivity, developing social forestry and improving small irrigation systems. Providing all weather roads connectivity to all the habitations and soil and water conservation have been important priorities. Thus, under NREGA assets are being created along with the creation of gainful employment in the State. Year wise creations of assets through NREGA under some broad heads are shown in the Table 4.37:

**Table 4.37**

<b>Creation of assets under NREGA</b>				
<b>Type of scheme</b>	<b>2006-07</b>	<b>2007-08</b>	<b>2008-09</b>	<b>2009-10 (up to Oct.09)</b>
Water conservation and water harvesting (lakhs cu.m.)	103.06	532.10	114.59	191.88
Drought Proofing (hect.)	6373.02	13799.38	15944.50	4115.83
Micro irrigation work (k.m.)	1351.64	4295.83	8119.26	2313.15
Irrigation on individual land (Hect.)	540.33	2005.75	15501.20	708.67
Renovation of traditional water bodies (lakh cu.m.)	77.60	195.27	145.66	110.03
Land development	2717.91	6570.32	28343.60	3199.19

Creation of assets under NREGA				
Type of scheme	2006-07	2007-08	2008-09	2009-10 (up to Oct.09)
(Hect.)				
Flood control and protection (k.m.)	2039.83	4168.78	8582.07	2922.69
Road connectivity (k.m.)	11371.5	27680.40	17183.55	11344.18

Source: Department of Panchayat and Rural Development, Government of West Bengal.

Training of personnel associated with the programme and strengthening the administrative machinery for implementation are major components of West Bengal's NREG programme. Large scale training have been organised for the officials at the district, block, gram panchayat levels as well as for the elected functionaries for proper understanding of various provisions of the act. Training of Gram Unnayan Samiti members was also organised for more community ownership and support. Several posts have been created at all levels to strengthen the government machinery and emphasis was laid upon conducting social audits for improving transparency. One of the major aspects of NREG programme in the State is to introduce institutional mode of payment. People registered under the programme should open an account in bank or in post office. Till October, 2009 76.56 lakhs accounts have been opened in banks and post offices. The implementing agencies will credit the amount in respective accounts.

### B) The Swarnajayanti Gram Swarojgar Yojana:

The Swarnajayanti Gram Swarojgar Yojana (SGSY) aims at alleviating rural poverty by facilitating creation of self-employment opportunities for the poor. Organising the poor, particularly the poor women, in self-help groups (SHGs) has been given priority under this scheme. The primary objectives of the groups are to mobilize savings of the individual members, to ensure availability of need-based financial services to them and to take up income-generating activities. When the groups seek to undertake economic activities, SGSY assistance is provided to them in the form of bank credit and subsidy. The scheme also envisages creation of an enabling environment for the groups to function effectively through such activities like capacity building of the group members, linking the groups with the banks, facilitating marketing of their products or services, etc. The SHGs are also encouraged to participate in various development activities. Individuals living below the poverty line can also be assisted under SGSY, but the major thrust of the scheme is on development of the groups. The scheme is implemented in the districts by District Rural Development Cells (DRDC) of the Zilla Parishads.<sup>60</sup>

According to the guidelines of SGSY, after the formation of a group, the members would rely on their own savings, with the government providing training and infrastructural support. After around six months, the SHGs are graded first by the banks and government officials for judging the eligibility for providing access to bank credit. Those found eligible are allowed to open cash credit account in a bank, part of which is contributed by the government and do not bear any interest. In order to increase the credit limit, the DRDC places a revolving fund in the account. The credit limit set by the bank is determined by the quantum of the revolving fund and the group's own saving. The money in the cash credit account can be withdrawn for consumption or for taking up micro enterprises. The SHGs, which pass the first grading, become eligible for scheme based lending after being graded for the second time. Only Grade

I groups with six months' experience are supposed to be graded for the second time. Table 4.38 shows that number of SHGs has increased from 58,708 in the year 2002-03 to 2,76,152 up to October 2009. Till 2008-09, out of 2.57 lakhs groups, 2.13 lakhs groups were formed by women. This indicates that this form of organisation is highly acceptable to the poor women. Progress was achieved not only in the formation of groups, group saving increased by about eighteen times from 13.47 crore to Rs. 238.98 crore in the period between 2002-03 and 2008-09. During the same period fourteen fold increase took place in drawing of cash credit from Rs. 28.28 crore to Rs. 414.94 crore. This fund has been extensively utilized for undertaking various income generating activities.

**Table 4.38**

<b>Performance and Progress of SHGs under SGSY</b>							
<b>Year</b>	<b>No. of SHGs formed since inception</b>	<b>Savings (Rs. in crore)</b>	<b>No. of SHGs passed Grade-I (cumulative)</b>	<b>No. of SHGs passed Grade-II under project based lending (year-wise)</b>	<b>No. of SHGs having access to cash credit account (cumulative)</b>	<b>Cash credit drawn (Rs. in crore)</b>	<b>No. of SHGs who took up economic activities and received credit and subsidy</b>
2002-03	58708	13.47	27129	2004	14648	28.28	462
2003-04	78985	28.99	40357	2532	24460	45.00	1177
2004-05	113943	32.46	63674	7182	36193	62.12	1861
2005-06	149896	69.67	95106	6595	77223	139.70	1514
2006-07	186486	117.95	137226	9826	104208	220.88	2513
2007-08	223909	199.92	169940	11132	136792	319.88	3167
2008-09	257307	238.98	199098	15294	167059	414.94	4403
2009-10 (up to Oct' 09)	276152	274.61	-----	5640	183425	-----	-----

Source: Department of Panchayat and Rural Development, Government of West Bengal.

A major problem in implementation of SGSY is inadequate banking infrastructure and poor delivery of credit related services. Around 938 Gram Panchayats, out of a total of 3354 Gram Panchayats, do not have banks within their geographical areas. Out of these 938 Gram Panchayats 246 Gram Panchayats having identified as having no bank branches within a radius of about 15 kilometer and 265 number of Gram Panchayats have no branches within a radius of 10 km., while the remaining Gram Panchayats have no banking facility within a radius of 5 km. Even where they exist, their performance with regard to delivery of credit related services has not been satisfactory. Taking up grading exercises, timely, has been a chronic problem. Delay also occurs in opening cash credit accounts by the banks even after the groups passed Grade-I. Till March, 2009 as many as 1.25 lakhs SHGs were waiting for being taken up for their first grading. Delay also takes place in sanctioning micro-enterprise project proposals submitted by Grade-II passed groups.

The second column of the Table 4.39 indicates the number of groups capable of undertaking projects in larger scale is still very small. Also the Credit-Subsidy ratio is poor and has declined from 1.95 in 2002-03 to 1.61 in 2009-10 (up to Oct.2009). Accordingly, progress in respect of absorption of project-linked credit and subsidy has not been satisfactory. Year-wise status of project based lending is shown in the Table 4.39.

**Table 4.39**

<b>Year-wise Status of Credit Linkage through Project Based Lending</b>					
<b>Year</b>	<b>No. of groups linked to projects</b>	<b>Amount disbursed (Rs. in lakhs)</b>			<b>Credit-Subsidy Ratio</b>
		<b>Credit</b>	<b>Subsidy</b>	<b>Total</b>	
2002-03	462	4105.6	2108.5	6214.1	1.95
2003-04	1177	3516.2	2116.9	5633.1	1.66
2004-05	1861	3339.0	2278.8	5617.8	1.47
2005-06	1514	2252.4	1615.0	3867.4	1.39
2006-07	2513	3161.1	2254.2	5415.3	1.40
2007-08	3167	4310.6	2733.8	7044.4	1.58
2008-09	4403	6192.9	3959.8	10152.7	1.56
2009-10 (Up to October' 09)	1814	2667.9	1658.7	4326.6	1.61

Source: Department of Panchayat and Rural Development, Government of West Bengal.

Most of the SGSY groups have been formed by women belonging to the families below the poverty line. It is natural that they take more time to absorb project-linked credit. The State Government also does not encourage imposing loan burden on the SHG's unless they acquire the skill and self-confidence to absorb the credit. However, the number of groups undertaking small-scale economic activities by utilizing the advances from their cash credit accounts is increasing. Many among them have acquired the skill and confidence to take up activities involving higher amounts of investments. Efforts are being made to identify them and provide them with project-based credit and other support. Production and supply of goods and services required for running various projects of the government like ICDS, housekeeping jobs at health centres, providing catering services to government and panchayats offices are being explored for expanding business opportunities to SHGs.

The State Government has taken various steps towards the training and nurturing of groups major component of West Bengal's SGSY programme. For developing self-management capacities of the groups, training of group members is being taken up in large scale in all the districts. More emphasis is being given on improving capacities of the groups for being able to take up economic activities through better understanding of banking operations, taking up suitable productive ventures and marketing their products. In order to accomplish this task resource persons are being marketing their products. In order to accomplish this task resource persons are being identified, trained and engaged both at the district level and the block and Gram Panchayat levels. For those groups who want to take up productive activities in farm or non-farm sectors, including service sector, specialised skill training is organised. The DRDCs

(District Rural Development Cells) have been arranging such skill training in collaboration with various line departments, NGOs and others. Even such specialised institutions like the National Institute of Fashion Technology, Apparel Design and Training Centre and the Institute of Catering Technology have been commissioned to impart skill training. Banks are being asked for opening up Rural Development and Self Employment Training Institutes (RUDSETI). Till now four such institutes were opened at Behrampur in Murshidabad, Howrah, Buruipur in 24-Parganas (S) and Debra in Paschim Medinapur.

The importance given on training under SGSY programme will be evident from the fact that during 2008-09, 24.39 per cent of total expenditure of SGSY was spent on training. Expenditure on training as a percentage of total expenditure was 22.31 in 2007-08 and 19.4 per cent in 2006-07 and 14.5 per cent in 2005-06. In 2008-09, as many as 94,941 Swarojgaris were trained. Around 28.88 per cent of them belonged to the minority community, 24.52 per cent belonged to Scheduled Castes and 5.76 per cent belonged to Scheduled Tribes. Training of Swarojgaris have been intensified further during the year 2009-10 and till October, 2009 2.69 lakhs SHG members have been trained on various skill improvement including better financial management. The State Government tries to provide non-credit inputs to the SHGs so that they can take up income generating schemes. For instance, Grade-I passed SHGs have been made eligible to obtain lease of government fisheries. Tanks excavated under different employment generation schemes are also given on lease to SHGs. The panchayats give land to SHGs for raising nurseries. Inputs for agriculture like seeds, fertilizers have also been given to SHGs for carrying out cultivation of crops. Other inputs like chicks, piglets, and fingerlings have been provided to SHGs for taking up income generating activities in animal husbandry and fishery sectors. In a few districts, like Burdwan, Uttar Dinajpur, etc. many SHGs have taken up dehusking of paddy in an organised way for supplying rice to Food Corporation of India (FCI).

In order to intensify activities relating to training and nurturing of groups and monitoring of their performance, gram panchayats are involved. This will facilitate participation of SHGs in various other development activities. The State Government's ultimate objective is to federate the SHGs formed under different programmes within a gram panchayat in one or more clusters known as Sanghas. The Sanghas are to be federated at the block level. The block level federation has been named as Mahasangha. Till March 2009, 10,451 Upasanghas, 1220 Sanghas has been formed. Earlier more than one Sangha had been formed in a Gram Panchayat. The present policy is to have one Sangha at the level of a Gram Panchayat and one Upasangha at the Gram Sansad level. 16 Block Level federations have also been formed under a special project. There is also a plan to develop credit cooperative society at the Mahasangha level for promoting on-lending to the member-groups. Two Mahila Credit Co-operative Societies have been formed in Dinjata-1 and Tamluk blocks. Two block federations: Amta-I and Amta-II started Micro Finance Institutions (MFI) operations since March 2009. Initiatives have been taken in order to start MFI operations in another six number of block federations.

The State Government has set up a new department 'Department of Self Help Group and Self Employment' with the objective inter alia, to promote the activities of SHGs and also to coordinate the activities of SHGs formed by different agencies like government departments, NGOs and banks. Marketing of the products produced by SHGs is a major problem. It is for this reason that SHGs are advised to produce primary products and other products that can be sold in the village or in its vicinity. There are, however, many SHGs who manufacture products, such as handicrafts, that have market mainly in the urban areas. With the support of the State Government, many of such SHGs participated in local, state and national level fairs to sell their products. As Table 4.40 shows, total sale of products of SHGs in different fairs during 2008-09 amounted to Rs.1638.72 lakhs compared to total sale of Rs.997.28 lakhs in 2007-08.

**Table 4.40**

<b>Sale of SHGs Products in Fairs during 2008-09</b>	
<b>Name of Fair/ Mela</b>	<b>Sale (Rs. in lakhs)</b>
Eleven Regional SARAS including IITF	161.80
Fair at Dashinapan	38.63
Vidyasagar Mela	3.19
Banga Sanskriti Mela & Fair at IIM	1.20
Hastashilpa Mela	6.38
Handicrafts Expo '08	7.43
Permanent outlet (SARAS Gallery)	22.50
Outlets in different districts and local sale	1312.35
Local fairs in different districts	85.24
<b>Total</b>	<b>1638.72</b>

Source: Department of Panchayat and Rural Development, Government of West Bengal.

### **C) Indira Awas Yojana:**

As per the report of Rural Household Survey conducted in 2005 out of 113.9 lakhs households 5.78 lakhs (4.3 per cent) households were houseless and another 57.3 lakhs (42.7 per cent) households lived in kuchha houses. Indira Awas Yojana (IAY) is a rural housing project for the poor. It seeks to assist the homeless living below the poverty line to construct their own houses or upgrade their dilapidated houses. The cost of IAY is shared by the Central and State Government in the ratio of 75:25. The Central and State shares are released in two instalments each year directly to the districts. The allocation of fund under IAY is done on the basis of SC/ST population and housing shortage. The allotment of a house under IAY is generally done in the name of the female member of the household or in the joint name of husband and wife. The unit cost for new construction during 2009-10 is Rs.35,000 in plain areas and Rs.37,500 in hill and difficult areas. The unit cost covers the cost of sanitary latrine and smokeless chullah also. The unit cost of up gradation is Rs. 12,500. Up to 20 per cent of the total fund under IAY is to be utilised for upgradation of houses.<sup>61</sup>

Under IAY at least 60 percent of the total beneficiaries have to be Scheduled Castes and Scheduled Tribe families living below the poverty line. Beneficiaries are selected in the meetings

of Gram Sansads and the final lists of beneficiaries are prepared by the Gram Panchayats out of the beneficiaries selected by Gram Sansads. The list of selected beneficiaries has to be displayed prominently by the Gram Panchayats for information of the general public. In order to make the operation of the scheme transparent, disbursement of the fund under IAY is made through account payee cheques to the beneficiaries in especially organised camps at the office of the Gram Panchayat. The beneficiaries are involved from the very beginning in the construction of their houses. They have to make their own arrangement for construction according to their requirement. The concept of Permanent Wait List (PWL) was brought into effect from 2006-07. A permanent waiting list of eligible households is prepared by each Gram Panchayat for selecting beneficiaries. The PWL is generated from the existing BPL list and includes only those families, who apart from being BPL have scored the lowest rank in respect of the status of housing in household survey. Beneficiaries of each social category have separate lists. The progress of construction and upgradation of houses under IAY has not been satisfactory. Table 4.41 shows the progress under IAY.

**Table 4.41**

<b>Progress of Construction of Houses under IAY</b>						
Year	Total available fund (Rs. crore)	Total fund utilized (Rs. crore)	No. of beneficiaries under new construction		No. of beneficiaries under upgradation	
			Target	Achievement	Target	Achievement
2004-05	306.76	273.50	103505	101358	51752	54240
2005-06	298.07*	205.86*	83248	66903	20850	33150
2006-07	367.28	280.51	88501	85200	22166	43638
2007-08	429.36	270.92	122357	87831*	30589	17444*
2008-09(P)	861.52	453.40	153697	117541	-----	4516
2009-10 (up to Oct. 09)	832.57	442.94	297564	115011	-----	124

P=Provisinal.

\*=Revised

Source: Department of Panchayat and Rural Development, Government of West Bengal.

Due to delay in preparation of PW list progress under IAY was hampered. During the year 2008-09, construction of only 1,17,541 new houses was sanctioned against the target of 1,53,697 beneficiaries. Total number of houses sanctioned for Scheduled Castes and Scheduled Tribes beneficiaries was 58.2 percent against the target of 60 per cent and that for minorities was 19 percent against the target of 15 percent coverage. Till October 2009, construction of 1,15,011 new houses was sanctioned under IAY and 124 kuccha houses were sanctioned for up gradation. Non availability of homestead land for the very poor households who are listed in the PW list is a major problem. There is a provision for providing fund up to Rs. 10,000/- per family for purchasing land. The Central and the State government equally share the fund. Land is also provided under the programme called "Chas O Basobaser Bhumidan Prakalpa".

#### **D) Pradhan Mantri Gram Sadak Yojana:**

The Pradhan Mantri Gram Sadak Yojana (PMGSY), which was launched in December 2000, has been included in the Bharat Nirman programme of Government of India. Under PMGSY all habitations having a population of 1000 and above (500 in the case of hill or tribal areas) are to be connected by all weather roads.<sup>62</sup>

In order to implement PMGSY an agency known as the West Bengal State Rural Development Agency (WBSRDA) has been set up. This agency works in close with the Zilla Parisads. In each district there are one or more Programme Implementation Units (PIU). The PIUs are accountable to the WBSRDA, which is in charge of the programme in the State. For providing technical guidance, the Ministry of Rural Development of Government of India has identified four Institutions as the State Technical Agencies. They are IIT, Kharakpur, Bengal Engineering and Science University, Jalpaiguri Government Engineering College and NIT, Durgapur.

In each district, the Zilla Parisad approves its District Rural Roads Plan (DRRP) indicating the existing road network and also the roads proposed to be constructed for connecting the unconnected habitations to the existing road network. On the basis of DRRP, the Zilla Parisads identifies a Core Network Plan (CNWP) consisting of existing roads as well as all the new roads proposed for construction under PMGSY in order to provide single access connectivity to all unconnected habitations. The roads listed in CNWP are taken up for construction based on the criteria fixed by National Rural Roads Development Agency (NRRDA) of the Government of India.

Roads have been constructed in different phases from the year 2000-01. A fund for road construction is provided by the Government of India from its budget and additional fund is provided by the Asian Development Bank (ADB) in few states including West Bengal for faster achievement of the connectivity target. Details of sanctioned project under PMGSY are shown in the Table 4.42.

**Table 4.42**

<b>Phase wise Road Projects Sanctioned under PMGSY</b>				
<b>Year of Sanction</b>	<b>Sanctioned</b>			
	<b>No. of Roads</b>	<b>No. of Habitations</b>	<b>Length (k.m.)</b>	<b>Amount (Rs. crore)</b>
2000-01 (Phase -I)	174*	853	826.32	140.00
2001-02 (Phase -II)	213	920	1126.60	305.49
2003-04 (Phase-III) (Part- I)	208#	816	955.64	278.31
2003-04 (Phase- III) (Part-II)	159	807	1073.94	320.97
2004-05(Phase-IV)	152	883	975.53	311.90
2005-06(ADB- Batch-I)	129	915	956.32	297.80
2005-06 (PMGSY)	233	1603	1667.70	666.21
2006-07(PMGSY)	335	1826	2127.70	790.25
2006-07 (ADB- Batch-II)	109	718	908.10	329.71
2007-08 (PMGSY)	482	1454	2198.04	908.12
2007-08 (ADB- Batch-III)	127	388	696.27	302.10
<b>Total</b>	<b>2321</b>	<b>11183</b>	<b>13512.16</b>	<b>4650.86</b>

\*4 roads abandoned due to problem related to land.

#2 roads abandoned due to problem related to land.

Source: Department of Panchayat and Rural Development, Government of West Bengal.

### E) Rural Infrastructure Development Fund:

Rural Infrastructure Development Fund (RIDF) is a major source of fund for development of infrastructure in the rural areas of the State. Loans are given in different tranches. The Panchayat and Rural Development Department is participating from the VIth tranche (2000-01). They submit their schemes. After the projects are sanctioned 20 per cent to 25 per cent of the project cost is allotted to the Zilla Parishads in advance. The fund is released subsequently on a reimbursement basis. In the Table 4.43, the details of allocation and utilization of fund over last five years under RIDF are shown.<sup>63</sup>

**Table 4.43**

Details of Allocation and Utilisation of Fund under RIDF					
(Rs. in crore)					
Year	Cost of scheme sanctioned during the year	Provision made in the budget	Amount of fund released	Amount of fund utilised	No. of schemes completed
2003-04	2.59	42.37	125.89	101.06	32
2004-05	14.11	95.00	119.65	151.42	49
2005-06	7.98	139.65	84.54	59.19	47
2006-07	135.54	124.65	43.93	50.14	35
2007-08	200.38	125.00	73.31	88.78	42
2008-09	37.30	100.00	94.87	83.58	118

Source: Department of Panchayat and Rural Development, Government of West Bengal.

### F) Natural Resource Management:

Two centrally sponsored programmes are in operation in the State for opening up livelihood opportunities through sustainable development of natural resources. These are Integrated Wasteland Development Programme (IWDP) and Drought Prone Area Programme (DPAP). The schemes are being executed in the districts of Purulia, Bankura, Birbhum, Paschim Medinipur and Burdwan. For DPAP, all the Blocks of Purulia, seven Blocks each of Bankura and Paschim Medinipur and two Blocks of Birbhum have been earmarked.<sup>64</sup>

Watershed Development Programme being a process intensive programme requires long term planning with the active participation of the community throughout the entire stages of formulation, implementation of the project and also maintenance of the assets created. The funding for the IWDP is borne by the Central and State Governments in the ratio of 11:1 and in respect of DPAP the ratio is 75:25. As on 31.03.2009, 11 projects in Birbhum and 8 in Burdwan, 6 in Paschim Medinipur and 4 in Bankura had been sanctioned under IWDP. Similarly in the same year 304 micro watersheds for a total area of 18743 hectares had been sanctioned under DPAP in the four districts. Till 31.03.2009, a sum of Rs. 1352.0 lakhs was spent in 29 IWDP projects and a total area of 20238.27 hectares was treated. Under DPAP, a sum of Rs.1242.43 lakhs was spent.

Twenty seven NABARD-assisted watershed projects are also being implemented in the districts of Purulia, Birbhum, Bankura, Burdwan, Paschim Medinipur and Darjeeling. NABARD assistance comes partly as grant and partly as loan. These projects have two parts. In the first part, which is called 'capacity building phase' and 10 percent of the area of a watershed is taken up by the watershed community for implementation of various works with

grant funds provided by NABARD. After successful completion of this phase, the project enters into what is called 'full implementation phase' (FIP), which is implemented with loan component of the project. By and large, the progress in implementation of most of the projects has been satisfactory. Bhalki and Karotia in Ausgram Block II and I respectively of Burdwan district, Belia and Kashibedia in Bankura I Block of Bankura district, Paharpur in Kashipur Block of Purulia districts are some instances of successful watershed interventions under this programme.

### G) Rashtriya Sam Vikash Yojana:

Rashtriya Sam Vikash Yojana (RSVY) is a special programme for the development of backward districts. At present eight districts are covered under RSVY. The thrust of the programme is to increase agricultural productivity and to generate employment opportunities. The districts are to receive Rs. 45 crore each over 3 years that is Rs. 15 crore per year. The status of RSVY for the eight districts is shown in Table 4.44.<sup>65</sup>

**Table 4.44**

<b>Synopsis of the Status Report of RSVY in respect of Eight Districts as on 31.03.2009</b>				
<b>(Amount in Rs. lakhs)</b>				
<b>District</b>	<b>Allocation for three years</b>	<b>Fund received</b>	<b>Expenditure</b>	
			<b>Amount</b>	<b>Percentage</b>
Jalpaiguri	4500.00	4500.00	3556.72	79.04
Purulia	4500.00	4500.00	3834.24	85.20
Paschim Medinipur	4500.00	4500.00	3576.10	79.47
South 24-Parganas	4500.00	4500.00	3671.18	81.58
Uttar Dinajpur	4500.00	4500.00	4367.24	90.05
Dakshin Dinajpur	4500.00	4500.00	3754.12	83.42
Bankura	4500.00	4500.00	3871.42	86.03
Birbhum	4500.00	4500.00	3582.22	79.60
<b>Total</b>	<b>36000.00</b>	<b>36000.00</b>	<b>30213.24</b>	<b>83.93</b>

Source: Department of Panchayat and Rural Development, Government of West Bengal.

It can be seen from the Table 4.44 that 84 percent of total fund under RSVY has been utilized in three years. Uttar Dinajpur has utilized the maximum amount of its fund. Fund utilization by Jalpaiguri, Paschim Medinipur and Birbhum districts was not satisfactory. During 2007-08, Government of India launched a new programme of Backward Region Grant Fund (BRGF) by replacing RSVY. It was however decided to complete the projects already taken up under RSVY in eight districts and after that BRGF schemes will be introduced.

### H) Programme for Backward Areas:

The Government of India has introduced Backward Region Grant Fund (BRGF) in 2006-07 to address the problem of regional imbalances in development. Assistance from this fund will supplement the development funds received from different sources by the identified regions. 11 districts have been brought under the fold of BRGF where funds would be provided on the basis of plans prepared at three tiers of panchayats and municipalities consolidated at the district level. RSVY programme is already in operation in 8 out of the 11 identified districts. In these 8 districts the BRGF funds will be placed after the RSVY funds are fully utilised. In the other three districts namely, Malda, Murshidabad and Purba Medinipur, the consolidated district plans have been prepared and sent to the Ministry of Panchayati Raj. The status of utilisation of funds under BRGF is shown in Table 4.45.<sup>66</sup>

Table 4.45

Progress under BRGF up to 2008-09				
District	Fund released since inception (Rs. lakhs)	No. of projects completed since inception	Cumulative Expenditure since inception (Rs. lakhs)	Percentage of fund utilised
Malda	1437	179	1054.21	73.36
Murshidabad	1876	752	1366.39	72.84
Purba Medinipur	1675	931	1072.57	64.03
Purulia	1793	172	886.49	49.44
South 24 Parganas	5120	888	2360.94	46.11
Dakshin Dinajpur	2370	216	1172.89	49.49
Birbhum	1986	614	1515.30	76.30
Uttar Dinajpur	1588	202	972.21	61.22
Paschim Medinipur	2857	1335	2283.54	79.93
Bankura	2185	746	1640.00	75.06
Jalpaiguri	2188	313	1677.25	76.66
Total	25075	6348	16001.79	63.82

Source: Department of Panchayat and Rural Development, Government of West Bengal.

Since inception of BRGF programme, a total number of 6348 schemes have been completed in these three districts. The schemes include creation of infrastructure for social development, health and nutrition, housing for the poor, sinking of tube wells etc. So far, Rs. 250.75 crores was released and expenditure of Rs.160.02 crore has been incurred. Performances of Paschim Medinipur, Jalpaiguri and Bankura are satisfactory. Progress of BRGF in South 24-Parganas, Dakshin Dinajpur and Purulia has not been impressive. Under BRGF an amount of rupees one crore per district is made available to the State Government for developing capacities of the PRIs and for planning and monitoring. The capacity building initiatives are organised at the State level through SRD cell of WBSRDA. Since inception, Rs. 32.50 crore has been received as grant for capacity building and Rs. 15.73 crore has been utilised for the purpose till 31<sup>st</sup> March 2009.

#### I) Area Development:

In order to provide focussed attention to the development of the six North Bengal districts-Coochbehar, Jalpaiguri, Darjeeling, Uttar Dinajpur, Dakshin Dinajpur and Malda- Uttarbanga Unnayan Parishad (UUP) was formed in 2000-01. The UUP formulates developmental plans and implements them through Panchayati Raj institutions, urban local bodies, and other government and non-government institutions. The schemes under UUP are implanted in various sectors like agriculture and minor irrigation, soil conservation, small scale and agro based industries, infrastructure development, education and health, etc. Since inception total amount of Rs.26690.86 lakhs has been released under UUP and 2801 number of schemes has been taken up. Till 31.07.2009, 1876 schemes have been completed, 231 schemes are under progress and 694 schemes are yet to start. An amount of Rs.21522.35 lakhs has been utilised. In Table 4.46 shows fund received by each of the six districts since the formation of UUP till July, 2009 and its utilisation are shown.<sup>67</sup>

**Table 4.46**

<b>Fund Utilization by North Bengal Districts under UUP ( up to July, 2009)</b>				
<b>(Amount in Rs. lakhs)</b>				
<b>District</b>	<b>Total Receipts</b>	<b>Fund Utilized</b>	<b>% of Utilization</b>	<b>Rank</b>
Darjeeling	2679.35	2269.73	84.71	4
Jalpaiguri	6637.86	4449.41	67.03	6
Coochbehar	5884.76	5242.43	89.08	2
Malda	4736.33	3577.55	75.53	5
Uttar Dinajpur	3911.80	3542.87	90.56	1
Dakshin Dinajpur	2840.76	2440.36	85.90	3

Source: Development and Planning Department, Government of West Bengal.

Fund utilization by Jalpaiguri and Malda has not been satisfactory. The Paschimanchal Unnayan Parshad (PUP) was formed for promoting integrated development of 74 Blocks in the red laterite areas of five districts: Purulia, Bankura, Paschim Medinipur, Birbhum and Burdwan. These areas are inhabited predominantly by Scheduled Tribe and Scheduled Caste population. The formation of PUP was primarily to uplift these disadvantaged sections. In order to intensify the development work in those areas Department of Paschimanchal Unnayan Affairs was created in July, 2006. The department has made a number of interventions in the field of minor irrigation, supply of drinking water, excavation of ponds, surface water preservation, horticulture, education, healthcare, animal resource development, employment generation, rural housing etc. In the Table 4.47 the funds received and utilized by the 5 districts for the development of the Blocks under PUP are shown.

**Table 4.47**

<b>Report on PUP as on 31.10.2009</b>				
<b>(Amount in Rs. Lakhs)</b>				
<b>District</b>	<b>Total release up to 31.03.2009 from 2006-07</b>	<b>Utilization till 31.10.2009</b>	<b>% of Utilization</b>	<b>Rank</b>
Paschim Medinipur	3766.56	1983.37	52.66	3
Bankura	1852.05	752.37	40.62	4
Purulia	1869.90	653.97	34.97	5
Burdwan	1415.45	1033.21	73.02	1
Birbhum	1087.21	694.26	63.57	2

Source: Paschimanchal Unnayan Affairs, Government of West Bengal.

#### **J) Community Health Care Management Initiative:**

The State Government launched the 'Community Health Care Management Initiative' (CHCMI) in order to ensure convergence of health care services at the community level with direct involvement of the community and the panchayats. The Gram Panchayat, which is the local government at the level of group of villages, has been envisaged as the nodal agency for ensuring the delivery of health related services and their convergence at its level. The first step in this direction was to institutionalise the process of regular monitoring of the activities of the local level service providers. For this purpose, regular meetings of all Gram Panchayat level functionaries, such as health sub-centre staff, Anganwadi workers, members of the

health sub-committee of the Gram Panchayat are held once a month to review the status of health service delivery and to take corrective measures.<sup>68</sup>

Special emphasis is given on primary health care services like immunization, anti-natal and post-natal services, registration of birth and death, status of nutrition of children, water supply and sanitation. The State Government has made the office of Gram Panchayat as the sector office of health supervisors. This will help the Gram Panchayats to monitor the performance of the health sub-centres through the supervisors. CHCMI also seeks to involve Self Help Groups of women for sensitizing the community in various health related issues and also for facilitating service delivery. The CHCMI seeks to ensure that Anganwadi workers, SHG members, members of various voluntary organisations, government and panchayat functionaries work together for achieving better health outcome. In order to make all those involved in CHCMI aware of the objectives of the programme and to make them understand the approach necessary for achieving these objectives, the State Government has undertaken a number of training programmes for all stake holders of the CHCMI. Many people living in remote areas do not have access to curative health care facilities. In order to overcome this problem the State Government has decided to strengthen the dispensaries at the Gram Panchayat level. As on March, 2009, 978 homeopathic dispensaries had been sanctioned by the Health and Family Welfare department out of which 930 were functioning. In addition, sanction has been given to set up 200 Ayurvedic and 250 Allopathic dispensaries 65 Allopathic medical camps are in operation.

#### **K) Social Security:**

Under the National Old Age Pension Scheme (NOAPS) pension is paid to the destitute males and females over 65 years of age. Previously, the amount of pension was Rs 100 only. From 2006-07, the pension amount has been raised to Rs. 400 per month. Expenditure on the scheme is shared equally by the Central and the State Government. From November 2007, the scheme was renamed as Indira Gandhi National Old Age Pension Scheme (IGNOAPS). Thus whoever belongs to BPL and attains the age of 65 years is now covered under IGNOAPS. In 2008-09, 8,87,759 beneficiaries were identified under IGNOAPS programme and an amount of Rs. 327.28 crore was utilized for making payments. Number of beneficiaries and the expenditure on the scheme in different years is shown in the Table 4.48.<sup>69</sup>

**Table 4.48**

<b>Performance of a National Old Age Pension Scheme</b>		
<b>Year</b>	<b>Number of Beneficiaries</b>	<b>Expenditure (Rs. in crore)</b>
2002-03	332876	30.20
2003-04	309896	34.45
2004-05	291671	39.05
2005-06	451579	59.86
2006-07	474106	111.65
2007-08	821033	281.88
2008-09	887759	327.28
2009-10 (upto Oct., 09)	1033587	306.93

Source: Department of Panchayat and Rural Development, Government of West Bengal.

The National Family Benefit Scheme provides a onetime grant of Rs. 10000 in the case of death of the primary bread earner of a below the poverty line family in the age group 18 to 65 years. The grant is to be provided within 4 weeks of the death. In 2008-09, 32,792 beneficiaries were covered under the scheme involving an expenditure of Rs 32.80 crore. A scheme called 'Provident Fund for Landless Agricultural Labourers' (PROFLAL) is in operation in the State since 1998. Under the scheme all agricultural labourers with landholding below 50 decimal and within the age group of 18 to 50 years are eligible for the scheme. An eligible agricultural labourer deposits Rs. 20 per month and the State Government contribute an equal amount till the subscriber reaches the age of 50 years. On reaching 50 years, the accumulated amount along with the usual interest is paid to the subscriber. If the subscriber does not want to continue the scheme, his savings as well as the government's contribution is paid to the subscriber within six months of closing of the amount. Till 31<sup>st</sup> March 2009, a total of 8,26,742 agricultural labourers had deposited Rs. 29.22 crore on which the accrued interest was Rs. 9.67 crore.

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## CHAPTER 5

# TRIBAL DEVELOPMENT AND THE ROLE PLAYED BY PANCHAYATS FOR TRIBAL DEVELOPMENT IN DARJEELING DISTRICT.

The district derives its name from its headquarters which, in its turn, is named after Dorje-ling, the Buddhist Monastery that once stood on the Observatory Hill overlooking Mall, the nerve centre of the town. The name Darjeeling, -ling meaning place, and dorje standing for the ecclesiastical sceptre or the double-headed thunderbolt, which the lama holds in his hand during service. "In Tibet the word vajrah became dorje and as time went on it became one of the most common of all the emblems associated with priestly power. It is almost always to be found among the objects on the altars in the temples".

### 5.1 Physio Geographical condition of Darjeeling District:

Darjeeling, the northern most district of the Jalpaiguri division, is located between 27° 13' 05" and 26° 27' 10" North latitudes and 88° 53' 00" and 87° 59' 30" East latitudes. It is roughly resembles an inverted wedge its base resting on Sikkim, its sides touching Nepal, Bhutan and Jalpaiguri district of West Bengal, while its apex projects into the Purnea district of Bihar, West Dinajpur district of West Bengal, and Bangladesh. Of all the frontier districts of India, the boundary of Darjeeling is most complicated. It is hemmed in by international frontiers. There is Nepal to the west, Sikkim, a state of India to the north, and Bhutan and Bangladesh to the east. Only three India districts, one of which is in Bihar, offers accessibility to Darjeeling, and that again, only from the South.<sup>1</sup>

Topographically, the Darjeeling district consists of a portion of the outlying hills of the lower Himalayas and a stretch of territory lying along their base known as the Terai. The hills rise abruptly from the plains and the elevation increases northward. The mean elevation of the Terai is 300 feet [91.44m] above the sea level, while some of the hills within the district rise to more than 10,000 feet [300m]. Within these two main groupings, there is mosaic of micro topographic units and this complex physical environment is due to different geomorphic processes, each of which has developed its own characteristics assemblage of land-forms.

The Terai lies between the mountains and the plains and is traversed by numerous hill streams. Its name originates from a Persian word signifying dampness. "Geologically, it is sort of neutral country, being composed neither of the alluvium of the plains, nor of the rocks of the hills, but for the most part of alternating beds of sands, gravel and boulders brought from the mountains. Botanically, it is readily defined as the region of the forest-trees; almost which the Sal, the most valuable of Indian timber is conspicuous... The terai soil is generally

light, dry, and gravelly [such as the Sal prefers] and varies in breadth from ten miles along the Sikkim frontier to thirty or more on the Nepalese".<sup>2</sup>

The Darjeeling hill area is formed of comparatively recent rock structure that has a direct bearing on landslides, their cause varies from one locality to another. Heavy monsoon precipitation is, however, the common cause of all the landslides. A. J. Dash has given a very systematic account of the landslips in the district: "Scars left by landslides are common features of the landscapes in every part of the District. Gravity, in causing slips, is aided by the steepness of slopes and soaking of the mantle rock, essential conditions of instability being lack of support in front and lubrication behind. The parts of the hills usually affected either are composed of soft rocks such as schists, shales and clays or support thick mantles of soil and weathered rocks on steep slopes". Soils of Darjeeling hill areas are extremely varied, depending on elevation, degree of slope, vegetative cover and geolithology.<sup>3</sup>

The climate of Darjeeling district is especially noteworthy because of its position in relation to the Tibetan landmass, the wide differences in altitudes, the powerful effect of the monsoons against the Himalayan barrier and the peculiar configuration of the neighbouring mountains which deflect winds and affect local temperature and rainfall. There are four observatories in the district at Darjeeling, Bagdogra, Kalimpong and Kurseong. Besides these, the tea estates, military cantonments and Forest and Agriculture Departments record climatic data on their own. Spring and autumn are the seasons most favoured by visitors to the district. The monsoon is a period of bothersome mist and continuous rain. The winter, after December, is usually too cold and unpleasant. The local climate depends largely on the elevation which varies from 1,000 feet (300 meters) in the Terai to 12,000 feet (3,600 meters) in the northern part of the district. In the Terai and the lower valleys the climate is similar to that of the adjoining districts in the plains of Bengal and Bihar while that at the higher elevations is cool and bracing. The summer is from March to May. Thereafter, the south-west monsoon arrives and lasts till about the beginning of October. October and the first half of November constitute the post-monsoon season while the period from mid-November to the end of February is the cold season.<sup>4</sup>

On account of the hilly nature of the terrain there are sharp variations in rainfall even between nearby stations. The rainfall, however, is generally heavier in the Southern Terai and ridges and slopes near the plains. Kurseong, on the southern slopes of the lower Himalayas, for instance, has an annual rainfall of 4,052.3 mm. while Kalimpong, near the northern border of the district, gets only 2,254.0 mm. The precipitation during the south-west monsoon constitutes about 80 per cent of the annual rainfall, July being the wettest month. Thunderstorms accompanied by rain occur in summer and in October. The variation in the total rainfall from year to year is not much. Consecutive years with recorded rainfalls of less than 80 per cent of the normal are rare and occurred only once between 1901 and 1950. On an average there are about 120 rainy days. About 80 percent is received during the month between May to September from the South-West Monsoon and about 20 percent during the remaining other months. Whereas the plains face quite hot summer, short rainy season and mild dry winter.<sup>5</sup>

In summer, from March to May, the heat in the plains and low valleys is as oppressive as in other sub-Himalayan districts of West Bengal, the mean daily maximum temperature (33.5°C or 92.3°F) touching the highest level in May. The night temperatures are, however, higher during the south-west monsoon season than in summer. In the hilly portions of the district both day and night temperatures are higher during the rains than in summer. After the withdrawal of the south-west monsoon, both day and night temperatures begin to fall throughout the district, the decrease being more rapid from November. January is the coldest month of the year when, in the plains, the mean daily maximum temperature is 24.2°C (75.6°F) and the minimum 8.6°C (47.5°F), the corresponding figures for Darjeeling town being 8.6°C (47.5°F), and 1.9°C (35.4°F). Frosts are fairly common throughout the cold season in the hilly parts of the district. In association with the passage of western disturbances, cold waves occasionally visit the district between November and early March when the minimum temperature may fall below 0°C in places like Darjeeling and Kalimpong.<sup>6</sup>

The principal economy of Darjeeling Hill area depends on tea production, horticulture, agriculture, forestry and tourism. The physical configuration of the district makes the conditions of agriculture in different parts exceedingly varied. The strip of area at the foot of hills contains level stretches of alluvial soil admirably suited for rice cultivation. In the interior is a mass of hills, the slopes of which are, in places, so stony and precipitous that nothing but scrub jungle can thrive on them or an occasional tree in the crevices of the rocks. Much of the land is unsuitable for cultivation of any kind, but, on the other hand, the soil on the gentler slopes is often of wonderful fertility. The annual rainfall also varies greatly, averaging 60 inches in parts of the Tista Valley, while on the outer slopes which adjoin the Duārs to the east of the district it is over 200 inches per annum. This extraordinary variety of conditions makes it practically impossible to give any connected account of agriculture in the district as a whole. Darjeeling produces large quantity of tea which earns foreign exchange.<sup>7</sup>

The most remarkable features of the forests of Darjeeling is the wonderful variety of species that they contain; there are, in fact, probably few places in the world in which so many different types of forest exist within so small an area. The major portions of the forest are today found at elevations of 2000 meters and above. The area located in between 1000-2000 meters is cleared either for tea plantations or cultivation. About 30 percent of the forest covers found in the lower hills are deciduous. Evergreen forest constitutes only about six percent of the total forest coverage. *Shorea robusta* (sāl) remains the most prominent species of Tropical moist deciduous forest along with heavy under growth.<sup>8</sup> The Rivers of the district are the chief water resources of the area. Teesta, Rangit, Mechi, Balason, Mahananda, Lish, Gish, Chel, Ramman, Murti and Jaldhaka are the important rivers of the district. The main rivers are perennial and characterised by high run-off being fed from glaciers and monsoon rains. The rivers of the district are not navigable. Some of these are utilized for generation of the hydel power.<sup>9</sup>

## 5.2 Historical Background:

A land-mark year in the History of Darjeeling was 1835, but it would better to trace its history before that. Prior to its acquisition by the East India Co. in 1835, Darjeeling formed a part of Sikkim and for a brief period of Nepal. Previously Darjeeling formed a part of dominions of Raja of Sikkim, who had been engaged in an unsuccessful warfare against the Gorkhas. From 1790 the Gorkhas made several attempts to capture the entire region of Darjeeling. By the beginning of 19<sup>th</sup> Century, they had overrun Sikkim as far eastward as the Teesta River and had conquered and annexed the Terai. In the meantime, the British were engaged in preventing the Gorkhas from overrunning the whole of the northern frontier. The Anglo- Nepal war broke out in 1814, which resulted in the defeat of the Gorkhas and subsequently to the Saugauli Treaty in 1815. According to the treaty, Nepal had to cede all those territories which the Gorkhas had annexed from the Raja of Sikkim to the British East India Company. Later in 1817, through the Treaty of Titalia, the British East India Company reinstated the Raja of Sikkim (who was driven out), restored all tracts of land between the Mechi River on the west and Teesta River to the Raja of Sikkim and guaranteed his sovereignty.<sup>10</sup>

Under this treaty, the Company assumed the position of the paramount power in Sikkim, the Raja being bound to refer to the arbitration of the British Government all disputes between his subjects and those of Nepal or any other neighbouring State. Ten years after it was signed, disputes arose on the Sikkim and Nepal frontier, which, according to the terms of the treaty, were referred to the Governor-General. Two officers, Captain Lloyd and Mr. Grant were deputed in 1828 to deal with the disputes and they penetrated into the hills of Darjeeling. They were very much attracted by numerous advantage of Darjeeling including sites for sanatorium and military, and hence, recommended to the Governor General for its occupation. Lloyd was directed to negotiate with the Raja of Sikkim who succeeded in obtaining the execution of a deed of grant from the Raja of Sikkim on 1<sup>st</sup> February 1835.<sup>11</sup>

The deed ran as follows: “ The Governor General, having expressed his desire for the possession of the hill of Darjeeling on account of its cool climate, for the purpose of enabling the servants of his Governments, suffering from the sickness, to avail themselves of its advantages, I, the Sikkimputti Rajah, out of friendship for the said Governor General, hereby present Darjeeling to the East India Company, that is, all the lands south of the great Rangit River, east of Balsun, Kahail and Little Rangit rivers and West of Rungno and Mahanadi rivers”. This was an unconditional cession of what was then an uninhabited mountain.<sup>12</sup>

In 1839, Dr. Campbell of the Indian Medical Service, British Resident in Nepal, was transferred to Darjeeling as Superintendent. Dr. Cambell found Darjeeling an inaccessible tract of forest with scanty population. He converted it into an excellent sanatorium and improved the communication system. Thereafter, there was an internal rebellion led by Lamas and other leading men of Sikkim. A punitive expedition was sent by the British in February 1850. In this expedition the British Government annexed the Terai (foothills of the Himalayas) and the portion of the Sikkim Hills bounded by the Ramam and the Great Rangit

rivers on the north, by the Tista on the east and by the Nepal frontier on the west. This area of 640 Sq. Miles (1657.60 sq.km) was attached to Darjeeling. Following the Indo-Bhutanese War of 1864 a treaty in November 1865 ceded what is Kalimpong subdivision to the British. The Kalimpong area was first notified as sub-division under the Deputy Commissioner of Western Duars district. But in 1866, it was transferred to Darjeeling. With this change the Darjeeling district reached its present shape. This was an epoch in the history of the district. Peace was established and development of the area systematically started.<sup>13</sup>

After Kalimpong had been brought under British administration the district was divided into two sub-divisions: the headquarter subdivision including all the hills on both sides of the Tista; and the Terai subdivision which included all the plains in the foothills. The headquarter of the Terai sub-division was at Hanskhawas near Phansidewa from 1864 to 1880. In 1880 it was transferred to Siliguri, in consequence of the importance the place had acquired as the terminus of the Northern Bengal State Railway. In meantime, Kurseong had begun to develop, and accordingly in 1891 it was made the headquarters of a new subdivision, including both the Terai and the lower hills west of the Tista. Later in 1907, Siliguri was made a separate subdivision; this re-established the old Terai sub-division. In 1917, Kalimpong subdivision was also created. Since then the four subdivisions constituted the district of Darjeeling. The district was included in the Rajshahi Division, until October 1905 when, as a result of the Partition of Bengal, it was transferred to the Bhagalpur Division. With the rearrangement of the provinces it was retransferred to the Rajshahi Division. The Partition of Bengal in 1947 left the boundaries of the district intact and in the share of West Bengal. The district, with rest of India, attained independence as a part of India in August 1947.<sup>14</sup>

Darjeeling district was formerly a Non-Regulation district, that is the Acts and Regulations did not come into force unless they were specially extended to it. Darjeeling hill areas belonged to the Non-Regulation scheme before 1861. It was brought under the general regulation system for a short period of 1861-1870 but the necessity of taking it out of the regulation system was insisted on. Three considerations weighed heavily in favor of bringing Darjeeling under Non-Regulation system:

1. preservation of indigenous system of land tenures
2. necessity of entrusting undivided responsibilities to the District Officer
3. formulation of simple laws in conformity with native institutions and simplicity of local people.

Being inhabited by a comparatively backward and mostly tribal people, Darjeeling remained under Non-Regulation Areas and had from time immemorial enjoyed an indigenous system of land tenure which they could understand and which they did not like to part with. The appointment of the district officer in a Non-Regulation area with enough freedom to act in a given situation, as one visible authority, was guided by this consideration alone. Although such a policy was advocated for protection of simple tribal people, from the viewpoint of

progress and advancement it was exclusive and detrimental. In terms of advancement Darjeeling was far ahead of districts under Regulation Laws with regard to basic civic amenities such as road improvements and maintenance, supply of drinking water, markets, health facilities and educational opportunities. Nonetheless, it was kept segregated from district under Regulations in respect of its administration.<sup>15</sup>

The administrative arrangement for the district of Darjeeling, considered as less advanced district, was placed under Governor- General from 1870 to 1874. After this it was brought within the purview of the Laws Local Extent Act 1874 (also known as the Scheduled District Act). The Act provided that in the listed districts “normal legislation and jurisdiction were force only in part or with modifications if necessary of any enactment in force at the time in any part of British India”. Therefore, the district was not placed with the ambit of the general laws in application over the rest of India: such laws were, as mentioned before, applied only in part or with modifications. Darjeeling district was Scheduled Area and hence outside the purview of laws applicable to the areas not coming under the Act. The administrative arrangement provided for remained unaltered for quite a long period.<sup>16</sup>

The Government of India Act 1919, besides retaining almost all the provisions for scheduled districts and their corresponding administration, brought all the scheduled district under a new terminology, “the Backward Tract”. The backward tract was subject to special law usually prescribing simple and elastic forms of judicial and administrative procedure. The

District of Darjeeling was a ‘Backward Tract’ and remained so till the passing of the Government of India Act 1935 which declared the district as a partially excluded area. Thus an Act either of the federal legislature or the provincial legislature would not extend to the partially excluded area, unless the Governor of the province would give his assent to the application of the Act in its entirety or with such modifications or exceptions as he thought necessary. The Governor could also make regulations for such area for peace and good government. In the case of a partially excluded area the governor had to consult the council of ministers so Darjeeling became a partially excluded area within the province of Bengal. But there was one time when the British took Darjeeling out of Bengal (Rajshahi sub-division) between 1907 and 1912, when they tagged Darjeeling to the Bhagalpur sub-division of Bihar. The reason given was the common use of Devanagiri script by the Nepalis and Hindi-speaking people which made administration simpler at least in theory. But later in 1912 Darjeeling was re-transferred to Bengal.<sup>17</sup>

The district of Darjeeling thus fell apart from the general administrative system of the British territories of India though the description for this district’s pattern differed from time to time. It was a part of the non-regulation areas since the acquisition of its territories till 1861. It was under the direct responsibility of the Governor-General in regard to legislation from 1870 to 1874. It was a scheduled district from 1874 to 1919. It was a backward tract from 1919 to 1935. It was a partially excluded area from 1935 to the end of the British rule. With the independence of India, the special administrative status of Darjeeling as ‘partially excluded area’ came to an end; and it become one of the general districts of West Bengal.<sup>18</sup>

### 5.3 Polity:

The queen of hills witnessed a long lasting agitation of more than a half century for the separate state of “Gorkhaland” outside the state of West Bengal and within India. The historic movement that shook the state of West Bengal in the early eighties stood for the formation of separate political administrative unit outside West Bengal and within Indian Union. The movement headed by Gorkha National Liberation Front (GNLF), formed in July 1980, turned into a mass movement of the Nepali Speaking people in the three subdivision of the district. The primary demands of the agitation were:

- A separate state of Gorkhaland outside the administrative control of West Bengal;
- Abrogation of Clause VII of Indo-Nepal Treaty of 1950;
- Recognition and inclusion of Nepali language in the eighth schedule of the Constitution of India;
- Employment and economic development of the local people and the region respectively.

Subash Ghising, an ex-army personal, poet and a novelist led Gorkha National Liberation Front (GNLF). However, the autonomy claim was the central theme of Darjeeling politics long before independence. Repeated demands were raised in 1907, 1917, 1920 and 1934 by different local political groups. Demand for a separate statehood of Darjeeling including the adjoining Dooars areas of Jalpaiguri (where over 50% were Nepali inhabitants) was raised by GNLF in the true sense during 1980-85 periods. The issue was promoted in 1980 by invoking article 3 (a) of the constitution of India for the first time.<sup>19</sup>

Demand for abrogation for Article 7 of the Indo-Nepal Treaty of 1950 and the question of citizenship of the Indian Nepalis were the later developments. Since Article 7 allows the Nepalis of Nepal to cross over to India, reside and own property and also participate in trade and commerce, the GNLF alleged that the clause had jeopardize the position of Indian Nepalis, for they would be confused with the Nepalese of Nepal and face eviction. To stress the distinction between the Indian Nepalis and Nepalese Nepalis the term “Gorkha” and “Gorkha Bhasa” were increasingly being used in place of Nepali and Nepali and Nepali language, respectively. It was also thought that people living in the district of Darjeeling were ethnically, culturally, linguistically, socially and historically distinct from West Bengal. Therefore, there was also an increasing demand for constitutional recognition of the Nepali language, more importantly since 1972 in order to maintain ethnic and linguistic identity of the hill people. Although, Moraji Desai openly discarded the demand and leveled it as a foreign language it was during Rajiv Gandhi’s premiership by a gazette notification, the centre recognised the “Gorkhas” as India citizens. Later in the early 1990s Nepali language was included in the eight Schedule of the Constitution of India, though it was not recognised as the Gorkhali Bhasa. Besides, growing unemployment, inadequate infrastructure, educational facilities, medical care, increasing deforestation, lack of opportunities and more

importantly the step motherly treatment by the Bengal Government towards the hill people were among the major causes which added an impetus to the Gorkhaland Movement.<sup>20</sup>

The period between 1986 and 1988 saw a series of violence and counter violence in the hills of Darjeeling, parts of Terai and Dooars of Jalpaiguri district. The Centre in return reacted with the counter violence unleashed by CRPF, BSF and state Armed Police. Since GNLF was a political wing, it maintained an armed wing, namely, Gorkha Volunteer Corps (GVC). However, the GVC maintained a distinct identity within the GNLF. The GNLF cadres began to arm themselves by the end of 1986. It was only in Kalimpong unit of GVC where there was no reconciliation. There was a large scale clashes between GNLF and GVC in Kalimpong as a consequence. It was in 1988; ex-army personnel named Chhatre Subba emerged as the leader of GVC and the president of Gorkha Liberation Organisation (GLO), from Kalimpong itself. The ego clash between the GNLF and GVC followers led to clashes with frequent intra kidnapping and intra raiding of each others strongholds by the two rival groups. A large numbers of men were killed and beheaded while hundreds were tortured in the clashes between them. There were also intra GNLF clashes mainly due to Subhash Ghising's high handedness. Mutual mistrust and enmity was also there between the nationalist and the Marxist turned nationalist Nepalis. By the end of 1987 more than 500 houses of the Marxist Nepalis were set on fire and more than 65 Marxist were killed. It is argued that these fratricidal clashes could have been avoided had the GNLF been an organisation fighting for ethnic and linguistic identity.<sup>21</sup>

The agitation was brought down to standstill by the mid 1988 and on the 22<sup>nd</sup> of August 1988 the GNLF supremo Mr. Ghising signed a political document in the presence of the then Union Home Minister Mr. Buta Singh and the Chief Minister of West Bengal Mr. Jyoti Basu, promising not to proceed with the agitation for Gorkhaland henceforth. In return Darjeeling hills were granted an autonomous Council i.e. Darjeeling Gorkha Hill Council (DGHC) consisting of the three hill subdivisions to look after the interest of the people. It was given independent financial power to use the development of these areas by the central government with the concurrence of the state government. A majority of the folks were not happy with the decision and put forward their voices against but their voices were silenced by the iron hands. It was thought DGHC was unjust the replacement of the erstwhile Jilla Parisad (body at the district level.)<sup>22</sup>

The decade of 90s saw radical changes on the political scenario of Darjeeling. The DGHC consisted of councilors elected by the people of Darjeeling. This body was granted autonomy to function as an independent body. However, with the passage of time, over-confidence set in among the councilors of Darjeeling. Easy win in Elections ensured the councilors lethargy to work. Moreover, almost all the councilors were illiterate or uneducated. There was frequent funds mismanagement. Close observers assert that Ghising was repeatedly failing to deliver the needful. Thus not only the movement lost fire, the functioning of DGHC became sloth. Development of the area took a back seat. The economic conditions of the local folk became worse from bad over the period of time. Funds earmarked for development projects were diverted to pay for overheads. Over the years, the situation gained momentum. It is

alleged, in spite of the formation of DGHC, Darjeeling is still a neglected region. Development work failed to yield desired results. Earlier in 2001 Subash Ghising's car was ambushed on way from Siliguri to Darjeeling. The general mass of the area felt it was nothing but the outburst of the long and widespread discontentment of the hill against the monopoly of GNLFF under Ghising. However, Chhatre Subba was suspected in the blast. This led to a renewed spate of unrest in the region. Repeated bands became a regular feature and its effect began to reflect on the economy.<sup>23</sup>

The DGHC elections were due in 2004. However, the government decided not to hold elections and instead made Subash Ghising the sole caretaker of the DGHC till a new Sixth Schedule council was established. Resentment among the former councilors of DGHC grew rapidly. Among them Bimal Gurung, a former GNLFF councilor of the Darjeeling Gorkha Hill Council, fell out with Subash Ghising for "opposing the Sixth Schedule status for the hills and for his speeches against Subash Ghising, the party president". Bimal Gurung who was considered one of the most powerful leaders of the hills, stated to oppose the Sixth Schedule bill even though it had received Cabinet approval in the Indian Parliament. Riding on a mass support for Prashant Tamang, an Indian Idol reality show contestant from Darjeeling, Bimal Gurung quickly capitalized on the public support he received for supporting Prashant, and was able to overthrow Ghising from the seat of power. He founded new political party. Gorkha Janmukti Morcha (GJMM) on 7 October 2007. The aims and the objectives of the new party was to "fight for the democratic right of the Indian Gorkhas living in India and (to) work unitedly for the creation of separate state for the people residing in the three hill Sub-division of Darjeeling, Siliguri Terai and Dooars areas."<sup>24</sup>

GJMM's opposition of the Sixth Schedule and demand for Gorkhaland was supported by other parties as well, viz. The Communist Party of Revolutionary Marxists (CPRM), the BJP, the Congress and the Akhil Bharatiya Gorkha League (ABGL). The BJP organised an all-party meet attended by ABGL, the CPRM, the Congress, the Gorkha Rashtriya Congress, the Trinamool Congress, the GJMM and the Bharatiya Gorkha Parisangh (BGP), which adopted a resolution asking the state to drop the Sixth Schedule proposal and remove Ghising as caretaker administrator of the Darjeeling Gorkha Hill Council (DGHC).<sup>25</sup> The Hill parties did not want the Sixth Schedule as Clause 11 of the Sixth Schedule stated "this in principle Memorandum of Settlement is the full and final settlement of the Darjeeling Hill Areas issue and no further demands in this regard would be entertained". GJMM burnt copies of the 1988 Memorandum of Settlement which had categorically stated, "the GNLFF agree to drop the demand for a separate State of Gorkhaland", thereby reviving the century old demand of Gorkhaland. GJMM observed hunger strikes, indefinite strikes and prevented locally produced goods from reaching the rest of Bengal, as a protest against the imposition of the Sixth Schedule and for the removal of Subash Ghising. A team was also deputed to New Delhi to apprise the national leaders about the general consensus of the people of the DGHC area. The Bharatiya Janata Party's refusal of the sixth schedule for DGHC pushed it to the Parliamentary Committee. The Parliamentary Committee in its findings suggested that "the Ministry of Home Affairs is required to make a fresh assessment of the ground realities all over again before proceeding with the Bills in the two Houses of Parliament". The Sixth

Schedule Bill was thus put in the back burner. The only supporter of the Sixth Schedule, Subhash Ghisingh, was banned from entering the hills. Ghisingh was finally forced to resign on 10<sup>th</sup> March 2008 as DGHC caretaker.<sup>26</sup>

GJMM initially resorted to bandhs, hunger strikes and non-payment of utility bills to further their demand. It was quite enough to get the attention of the State Government, who invited them to Kolkata for bipartite talks. GJMM refused to attend the talks as the state Government had set preconditions that they would discuss developmental issues but not Gorkhaland. The Chief Minister extended the invitation again and denied having set any preconditions for the talks. The first tripartite talk between Government of India, Government of West Bengal and leaders of the Hill Parties headed by GJMM was held on 8<sup>th</sup> September 2008. The hill delegation also submitted a 51 page memorandum to the Union Home Secretary, Government of India. Ahead of the 2009 general elections in India, the BJP again announced its policy of having smaller states and to create two more states, Telangana and Gorkhaland, if they won the general election. GJMM supported the candidature of Jaswant Singh of BJP, who won the Darjeeling Lok Sabha seat with 51.5% votes in his favour. In the July 2009 budget session of Parliament, three Parliamentarians- Rajib Pratap Rudi, Sushma Swaraj and Jaswant Singh- strongly pleaded for creating a state of Gorkhaland. The demand for Gorkhaland took a new turn with the assassination of Madan Tamang, leader of Akhil Bharatiya Gorkha League. He was stabbed to death allegedly by Gorkha Janmukti Morcha supporters on May 21, 2010, in Darjeeling, which led to a spontaneous shutdown in the three Darjeeling hill sub-division of Darjeeling, which led to a spontaneous shutdown in the three Darjeeling hill sub-divisions of Darjeeling, Kalimpong and Kurseong.<sup>27</sup> After the murder, the West Bengal government threatened action against Gorkha Janmukti Morcha, whose senior leaders are named in the FIR, meanwhile hinting discontinuation of ongoing talks over interim arrangement with the Gorkha party, saying it had “lost popular support following the assassination”.<sup>28</sup>

On 8<sup>th</sup> February 2011, three GJMM activists were shot dead by the police as they tried to enter Jalpaiguri district on a padyatra led by Bimal Gurung from Gorubathan to Jaigaon. This led to violence in the Darjeeling hills and an indefinite strike was called by GJMM that lasted 9 days.<sup>29</sup> In the West Bengal state assembly election, 2011 held on 18<sup>th</sup> April 2011, GJMM candidates won three Darjeeling hill assembly seats, proving that the demand for Gorkhaland was still strong in Darjeeling. GJMM candidates Trilok Dewan won from Darjeeling constituency, Harka Bhadr Chhetri from Kalimpong constituency, and Rohit Sharma from Kurseong constituency. Wilson Champramari, an independent candidate supported by GJMM, also won from Kalchini constituency in the Doars.<sup>30</sup>

After three year of agitation for a state of Gorkhaland, which began with the formation of the Gorkha Janmukti Morcha (headed by Bimal Gurung in 2007, the GJMM reached an agreement with the state to form Gorkhaland Territorial Administration which is a semi-autonomous body to administer the Darjeeling hills. The GTA (Gorkhaland Territorial Administration) will replace the Darjeeling Gorkha Hill Council, which was formed in 1988 and administered the Darjeeling hills for 23 years. The agreement for GTA was signed on 18<sup>th</sup> July 2011 at Pintail Village near Siliguri in the presence of Union Home Minister P.

Chidambaram, West Bengal chief minister Mamata Banerjee and Gorkha Janmukti Morch leaders. The agreement was signed by West Bengal Home Secretary G.D. Gautama, Union Home Ministry Joint Secretary K.K. Pathak and GJMM general secretary Roshan Giri.<sup>31</sup>

#### 5.4 Tribal Demography in Darjeeling:

The growth of population has traditionally been high in the Darjeeling hills. The problem is further compounded by immigration from across the state and across the border. Total population in the hills rose from roughly 1000 in 1850 to 173342 in 1901, registering 17-fold increase over the fifty years. Over the next half-century, it nearly doubled to stand at 328725 in 1951. Between 1951 and 2001, the hill population increased about 2.6 times, rising to 863109.<sup>32</sup>

According to O'Malley the population of the Darjeeling is exceedingly heterogeneous. The majority of the people in the hills were of Mongolian origin, belonging chiefly to various Nepalese castes, but also including a large number of Lepchas, Bhotias and Tibetans. Together with these hillmen were found the denizens of the plains, who have been attracted to the hills by the prospect of easily acquired wealth. In the Terai the mixture of races is equally great. O'Malley opines that the aboriginal Koches or Rajbanshis as they prefer to call themselves, are most numerous, numbering 29,460 but no less than 52 percent of the inhabitants were born elsewhere, and the Mundas and Oraons from Chota Nagpur and the Santals from the uplands of the Santal Parganas have a strength of nearly 14000. Darjeeling has in fact been described as "Babel of tribes and nations".<sup>33</sup>

**Table 5.1**

<b>Tribal population in West Bengal and North Bengal in 2001</b>			
	<b>Persons</b>	<b>Male</b>	<b>Female</b>
West Bengal %	440,6794	2223924 50.47%	2182870 49.53%
North Bengal %	145,4330	733064 50.40%	721266 49.60%
Percentage of North Bengal ST population to State ST population	33.00%	32.96%	33.04%

Source: Census of India, 2001

The Table 5.1 shows that the total tribal population in West Bengal is 440,6794 and the total tribal population of North Bengal is 145,4330 which is 33% of the total population of the state.

Table 5.2

Tribal population in North Bengal districts according to 2001 census						
District	Percentage of District ST population to State ST population					
	Total	Male	Female	Total	Male	Female
Cooch Behar	14246	7425	6821	0.32	0.33	0.31
Jalpaiguri	641688	324250	317438	14.56	14.58	14.54
Darjeeling	204167	102287	101880	4.63	4.60	4.67
Uttar Dinajpur	124865	63123	61742	2.83	2.84	2.83
Dakshin Dinajpur	242317	122442	119875	5.50	5.51	5.49
Malda	227047	113537	113510	5.15	5.11	5.20

Source: Census of India, 2001

In the Table 5.2 the tribal population in the various districts of North Bengal is shown. From the Table 5.2 it can be observed that among the North Bengal District, Cooch Behar constitutes only 0.32 percentage of the total population in the district, but Jalpaiguri district has the highest percentage share of tribal population to total population i.e. 14.56. So among the six districts of North Bengal, Darjeeling District ranks in the fourth highest position which constitutes 4.63 percentage of the tribal population to the total population.

The total population of the Darjeeling District as stated as per 2001 census, is 16,09,172 of which the Scheduled Tribes population is 2,04,167 which is 12.69 percent of the total population of the Darjeeling District. The corresponding population, according to 1991 census, was 12,99,919 of which the Scheduled Tribes population was 1,79,153 which was 13.78 percent of the total population of the district. According to 1981 census the total population was 10,24,269 of which number of Scheduled Tribes was 1,51,073 which was 14.75 percent of total district population which also constituted 5.63 percent to that of total state population. It can be observed year from the data of the three last census of 1981, 1991 and 2001 that there has been a rapid increase in the total population of the Darjeeling District and in the population of Scheduled Tribes also. The details of 2001 census regarding subdivision and community development blocks wise distribution of Scheduled Tribes population by sex are being presented in the Table 5.3:

Table 5.3

Scheduled Tribe population by sex in the district of Darjeeling, 2001				
Sub-division/ MC/M/NA	C.D. block/	Scheduled Tribes		
		Male	Female	Total
Sadar Sub-division		16867	16826	33693
Darjeeling-Pulbazar		4531	4442	8973
Rangli-Rangliot		3336	3609	6945
Jorebunglow-Sukhiapokhari		2552	2476	5028
Darjeeling (M)		6448	6299	12747
Kalimpong Sub Division		19047	18967	38014
Kalimpong-I		5879	5999	11878

Scheduled Tribe population by sex in the district of Darjeeling, 2001				
Sub-division/ MC/M/NA	C.D. block/	Scheduled Tribes		
Kalimpong-II		7625	7210	14835
Gorubathan		2967	2913	5880
Kalimpong(M)		2576	2845	5421
Kurseong Sub-Division		6649	6691	13340
Kurseong		3832	3765	7597
Mirik		1536	1600	3136
Kurseong(M)		1128	1176	2304
Mirik (N.A)		153	150	303
Siliguri Sub-Division		59724	59396	119120
Matigara		9222	9189	18411
Naxalbari		13575	13501	27076
Khoribari		8585	8514	17099
Phasidewa		26898	26756	53654
Siliguri (MC)		1444	1436	2880
District Total		102287	101880	204167
Rural		89740	89138	178878
Urban		12547	12742	25289

Source: District Statistical Handbook, 2004, Darjeeling.  
Bureau of Applied Economics and Statistics, Government of West Bengal.

**Table 5.4**

: Sex Ratio:Tribe and Non-Tribe Compared (2001)				
	Total Population		Tribal Population	
	Total	0-6 group	Total	0-6 group
India	933	927	978	973
West Bengal	934	960	982	981
Darjeeling	937	962	996	1001
Jalpaiguri	942	969	979	991
Cooch Behar	949	964	919	898
U. Dinajpur	938	965	978	973
D. Dinajpur	951	966	979	981
Malda	948	964	1000	985

Source: Census of India, 2001.

The Tables 5.3 and 5.4 showing sex ratio of both tribal and total population shows that the sex ratio in the tribal population is much higher compared to that of the total population. According to the Census 2001 the sex ratio for the total population is 933 and for tribal population is 978, whereas in the sex ratio for the total population in West Bengal is 934, for the tribal population it is 982. In the districts where the concentration of tribal population is high, i.e. in Jalpaiguri, Darjeeling, South Dinajpur and Malda sex ratio is always more than 980. Though the sex ratio for the total population is falling in almost all parts of the country the tribal population in North Bengal do not show any such trend at least in 2001 Census. The child sex ratio (0-6 age group) in the district of Darjeeling is 1001, which is high in number

to the corresponding figure to that of the other districts of North Bengal and also to the State and National level.

**Table 5.5**

<b>Tribal Literacy Rate (2001)</b>			
	<b>Male</b>	<b>Female</b>	<b>Gender Gap</b>
India	59.2	34.8	24.4
West Bengal	57.4	29.2	28.2
Darjeeling	65.1	45.8	19.2
Jalpaiguri	54.2	30.7	23.6
Cooch Behar	66.4	43.3	23.1
U. Dinajpur	39.5	17.6	21.9
D. Dinajpur	55.1	30.2	24.9
Malda	44.7	19.6	25.1

Source: Census of India, 2001

In the Table 5.5 shows the Tribal Literacy Rate which shows that although the tribals still lags behind the general population, the tribal population in West Bengal, North Bengal and even in the District of Darjeeling has made some significant progress in the field of education. Among the tribal male population the literacy rate is 59.2 percent in India, in West Bengal the literacy rate is 57.4 percent and in the district of Darjeeling the literacy rate is 65.1 percent. The female literacy in the tribal population in India is 34.8 percent, in West Bengal it is 29.2 percent and in the district of Darjeeling the female literacy rate is 45.8 percent. In comparison of the tribal literacy rate of both male and female in the district of Darjeeling to the corresponding rate to the one of India and the state of West Bengal and the other district of North Bengal, the tribal literacy rate in Darjeeling is in a better position. The gender gap in the tribal literacy rate in Darjeeling District seems to be the lowest in comparison to the other districts and also in comparison to the state and at the national level.

**Table 5.6**

<b>Tribal Work Participation Rate (2001)</b>									
	<b>Total</b>			<b>Rural</b>			<b>Urban</b>		
	<b>Persons</b>	<b>Male</b>	<b>Female</b>	<b>Persons</b>	<b>Male</b>	<b>Female</b>	<b>Persons</b>	<b>Male</b>	<b>Female</b>
India	49.1	53.2	44.8	50.4	53.8	46.9	34.6	46.8	21.6
W. Bengal	48.8	53.8	43.7	49.6	54.1	45.1	35.5	48.6	21.6
Darjeeling	40.9	48.2	33.5	42.2	49.0	35.4	31.0	42.2	19.9
Jalpaiguri	41.6	46.9	36.3	41.9	46.9	36.7	33.5	45.6	20.6
C. Behar	42.4	53.5	30.4	43.4	54.0	31.7	31.2	46.8	14.6
U. Dinajpur	49.5	54.9	44.0	49.8	55.1	44.5	35.4	48.2	19.9
D. Dinajpur	53.1	57.7	48.4	5.37	58.2	49.0	31.1	38.1	23.7
Malda	50.7	56.6	44.8	50.9	56.7	45.0	34.5	48.8	19.1

Source: Census of India, 2001

The Table 5.6 shows the Tribal work participation rate in India, in West Bengal and in the six districts of North Bengal. Since the tribal population largely lives in subsistence economy the work participation rate among them is generally high, compared to the general population. According to 2001 census, the work participation rate in India is 49.1 and in West Bengal it is marginally less at 48.8 percent. While among the tribal males in West Bengal the

participation rate is 53.8 among the females it is 43.7- a gap of more than 10 percent. In Darjeeling the total tribal work participation rate is 40.9 percent where among the tribal males the participation rate is 48.2 percent and among the females is 33.5 percent, a gap of 14 percent approximately. The gender gap in work participation rate in the districts of North Bengal is equally wide. Among the districts of North Bengal the work participation rate is relatively high, around 50 percent, in Malda, North Dinajpur and South Dinajpur districts while the rate is much lower, close to 41 percent, in Darjeeling, Jalpaiguri and Cooch Behar districts. The female work participation rate in the latter three districts is also much less, almost by 10 percent, than in the former three districts.

	Agricultural Labourers			Other Workers		
	Persons	Male	Female	Persons	Male	Female
India	28.4	24.9	35.0	18.9	21.8	13.4
W. Bengal	68.7	65.6	70.4	15.1	19.2	12.8
Darjeeling	31.9	31.6	32.0	41.4	44.7	39.0
Jalpaiguri	23.4	21.6	24.4	61.5	66.2	58.5
C. Behar	49.0	42.3	51.7	23.9	30.8	21.1
U. Dinajpur	81.6	76.7	83.4	5.6	7.9	4.8
D. Dinajpur	84.2	78.6	86.0	4.9	7.5	4.0
Malda	81.6	76.8	83.5	6.0	9.1	4.7

Source: Census of India, 2001

A look at the sector-wise distribution of tribal workforce in the table 5.7 reveals that women predominantly engaged as agricultural labourers. In West Bengal 70.4 percent of the tribal women workers are engaged as agricultural labourers against the all-India figure of 35 percent. In Darjeeling district the total percentage of tribal population engaged as agricultural labourers are comparatively low to the figures of other North Bengal districts and to that of the state. The total percentage of tribal population of Darjeeling who are engaged in other non-agricultural occupation is comparatively higher i.e. 41.4 percent to the figures of other North Bengal districts.

### 5.5 Demographic and Socio-economic Profiles of the Tribes in the Mirik Block

**Table 5.8**

Total population	46326
Total male population	23363
Total female population	22963
Total ST population	3806
Total ST male population	1865
Total ST female population	1941
No. of ST households ( all rural)	952

Total ST population in the age group (0-6)	263
Total ST male population in the age group (0-6)	126
Total ST female population in the age group (0-6)	137
Total ST literate	2657
Total ST male literate	1461
Total ST female literate	1196
Total ST engaged in trade and commerce	2%
Total ST male engaged in trade and commerce	1.5%
Total ST female engaged in trade and commerce	0.5%
Total ST engaged in other services	3%
Total ST male engaged in other services	2%
Total ST female engaged in other services	1%
Total Households	9974
Total ST households (all rural)	952
Number of hospitals, dispensaries, clinics, health centres and family welfare centres	Hospital: 01    Dispensaries:08 Health Centres:11
Number of primary schools	40
Number of secondary schools	03
Number of higher secondary schools	04
Number of junior high schools	04
Number of continuing education centres	01 (NIOS)
Number of colleges	01
Number of public libraries	05
Number of villages electrified	75
Number of villages having drinking water facilities	20
Main source of income of the majority	Agriculture and Tea Garden
Main source of income of ST population	Labour
Main crop of the area	Tea
Number of shall tube wells/ areas	01

Number of banks operating	05
Number of haats	03
Number of local markets	01
Number of post office	03
Number of pucca roads	01
Number of bus routes	01
Number of ST student hostel	01
Sources of drinking water	01
Number of telephone exchanges	01
Number of police station	01
Number of ration shops	18

### 5.6 Demographic and Socio-economic Profiles of the Tribes in the Jore-bunglow Sukhiapokhari Block.

**Table 5.9**

Block Headquarters	Sukhiapokhari
Altitude	7200ft.
Police Station covered by the Block	Jorebunglow P.S. and Sukhia Pokhari P.S.
Total area of the Block	149.08 Sq miles or 95414.14 acres or 338.57 Sq. Kms. Forest: 56,414.65 acres; Tea Estate: 30,196.98 acres; Khas Lands 8,802.51 acres.
Longitude-Latitude	Longitude-North 27.00 degrees, East 0.88 degrees; Latitude-North-14.9 degree, East-35.9 degree.
Main Rivers	Balasan River, Rangbhang River and Riyang Khola.
Total No. of Mauza	Khasland:16; Forest:08; Tea Estate: 28
Weekly Haats	District improvement fund-3 Sukhiapokhari, Pokhriabong and Simana
Weekly Hats	Unrecognised-7 Maneybhanjang, Jorebunglow, Rangbull, Sonada Bazar, Pulbazar(Mollat T.E.),

	Mareybong, Ghoom Bhaniyang.
Total No. of Tea Gardens	28
Total Population	100725
Total Male Population	49,759
Total Female Population	50,966
Density per Sq Km	453 as per 2001 census
Percentage of population	6.26%
Total ST population	5028
Total ST Male Population	2552
Total ST Female Population	2476
Total No. of Gram Sansad	198
Total No of Gram Panchayat	16
Total No. of Panchayat Samity	1 9 (not yet in function)
Total No. of Mouza	47
Total inhabited village	47
Total households	22048 (as per 2001 census)
Main source of income of the majority	Agriculture and Tea Garden Labour
Total No. of Self Help Group	222
Total Workers	33,930
Total Cultivators	2747
Agricultural labourers	2696
Bargardars	27
Patta Holders	881
Small Farmers	1285
Agricultural labourers	2696
Total Household industry	1349
Others Workers	27138
Main Workers	28032
Marginal Workers	5898
Non Workers	66795

Number of hospitals, dispensaries, clinics, health centres and family welfare centres	BPHC-1, PHC-3, Pry-Sub Health Centre-36
Common Diseases among STs	T.B/ Respiratory
Sex Ratio	926 (Male-49,759), (Female-50966)
Birth Ratio	89.37% per annum
Death Rate	66.78% per annum Male-548; Female 316
Infant mortality rate	38% per 1000
Number of primary schools	110
Number of secondary schools	6
Number of higher secondary schools	4
Number of junior high schools	8
Number of shishu shiksha kendra	SSK-75, MSK-8
Number of colleges	3
Number of technical institutes/colleges	0
Literacy	86.9%-Male ; 66.8%-Female; Total-76.7%
Libraries, Reading Rooms and Mass literacy centres	Libraries-14, Free Reading Room, Mass Literacy Centres-372.
Cinema Hall	1, sitting capacity-60
Agricultural products	Maize, Cardamom, Millet, Sugarcane, Potatoes, Tea, Chillies, Ginger and other vegetables.
Post Offices	Post offices-4, sub post Offices-20
Mouzas having drinking water facilities	45
No. of fertilizer depot	1
Seed stores	2
No. of fair price shop	34
Use and distribution of land	<ul style="list-style-type: none"> <li>a) Reporting areas-40887 hect;</li> <li>b) Forest areas-22171 hect;</li> <li>c) Non agricultural area-945 hect;</li> <li>d) Barren and uncultivable land-419 hect;</li> <li>e) Permanent pastures and other grazing land-48 hect;</li> <li>f) Area under misc groves-40 hect;</li> </ul>

	g) Cultivable waste land-132 hect; h) Fallow land-19 hect; i) Current fallow-147 hect; j) Vested land-24 hect; k) Crop grow area-881 hect; l) Potato area-2.2 hect, production-35.3 hect, yeild15,775; m) Fisheries-No. of Government operated-1
Number of Banks	Commercial-3; Gramin bank-2; Co-operative bank-2
Number of Co-operatives societies	133, members 6700 working capitals Rs.28,293/- per year.
BPL families	9261

### 5.7 The Panchayat system in Darjeeling Hills:

The Darjeeling hill areas were under the Darjeeling Gorkha Hill Council which was established under the provision of Darjeeling Gorkha Hill Council Act, 1988 with the objective of total social, economic, cultural and education upliftment of Gorkha and other communities of people living in the Hill areas of Darjeeling District. Darjeeling Gorkha Hill Council was a semi-autonomous body that looked after the administration of the Darjeeling hills. The jurisdiction of the Hill Council covers an area of 2476Sq. Km. covering three revenue Sub-Divisions of Kalimpong, Kurseong and Darjeeling and 13 mouzas of Siliguri Sub-Division.

Darjeeling Gorkha Hill Council was the result of the signing of the Darjeeling Gorkha Hill Council Agreement between the Central Government of India, the West Bengal Government and the Gorkha National Liberation Front in Kolkata on August 22, 1988. The ceremony took place at the Banquet Hall, Raj Bhavan (The Governors Palace) at 10 A.M. The signatories to this tripartite agreement were C.G. Somaih, Union Home Secretary (on the behalf of the Central Government of India), R.N. Sengupta, the Secretary (on behalf of the Government of West Bengal) and Subash Ghising (on the behalf of Gorkha National Liberation Front as the representative of the people of Darjeeling District). The Union Home Minister, Buta Singh, and the West Bengal Chief Minister, Jyoti Basu, also put their signatories on the agreement.

**Functioning of Darjeeling Gorkha Hill Council:** The General Council was headed by the Chairman and consisted of 42 councillors of whom 28 were directly elected and 14 were nominated. The Executive Council consisted of 15 executive Councillors, of whom, 13 were nominated from amongst the elected Councillors and the remaining two out of the nominated Councillors. The Chairman was also the Chief Executive Councillor of the Executive Council.

The DGHC was administered from 1988 to 2005 for three successive terms by the GNLFF with Subash Ghising as the Chairman. The fourth DGHC elections were due in 2005. However, the government decided not to hold elections and instead made Subash Ghising the sole caretaker administrator of the DGHC. In March 2008, Ghising was forced to resign as caretaker after losing public support in the Darjeeling hills to Bimal Gurung-led Gorkha Janmukti Morcha. From March 2008, the West Bengal government appointed IAS officers as the administrators of DGHC and no election to this council has been held.

After three year of agitation for a state of Gorkhaland, which began with the formation of the Gorkha Janmukti Morcha (headed by Bimal Gurung in 2007, the GJMM reached an agreement with the state to form Gorkhaland Territorial Administration which is a semi-autonomous body to administer the Darjeeling hills. The GTA (Gorkhaland Territorial Administration) will replace the Darjeeling Gorkha Hill Council, which was formed in 1988 and administered the Darjeeling hills for 23 years. The agreement for GTA was signed on 18<sup>th</sup> July 2011 at Pintail Village near Siliguri in the presence of Union Home Minister P. Chidambaram, West Bengal chief minister Mamata Banerjee and Gorkha Janmukti Morcha leaders. The agreement was signed by West Bengal Home Secretary G.D. Gautama, Union Home Ministry Joint Secretary K.K.. Pathak and GJMM general secretary Roshan Giri.

After the discontinuation of the elected body in the Council, the various Departments set up by the Council headed by the elected Councillor were put under the charge of Executive Officers and only normal or small schemes could be executed with the approval of the Administrator DGHC. From the year 2005-06 it has not been possible for the Council to take up big schemes and also to utilize the funds received under certain sectors fully. However, there is a new expectation for execution of larger number and more effective schemes for socio-economic development of the hill people under the Darjeeling Hills as soon as the GTA will start functioning.

**5.8 Panchayat and Rural Development Department:** Currently in West Bengal there are 3351 Gram Panchayats (G.P), 333 Panchayat Samitis (PS), 17 Zilla Parishads (ZP) and 1 Mahakuma Parishad (Siliguri sub-division of Darjeeling District ). In the hill sub division of Darjeeling district namely Darjeeling, Kurseong and Kalimpong, rural local governance, comprises of 112 Gram Panchayats only; there is no Zilla Parishad or Panchayat Samitis for the 8 blocks under the hill subdivision of Darjeeling District, Darjeeling Gorkha hill Council(DGHC) played the role of upper tier local governments there. There is a single tier Panchayat system in the hill subdivision of Darjeeling District. Formation of the Panchayat Samiti at Block level is still under consideration. But there are Gram Panchayats, Panchayat Samitis and a Mahukuma Parishad for Siliguri Subdivision of Darjeeling District, the Siliguri Mahukuma Parishad having the status and functions of a Zilla Parishad in all respects. Thus, in West Bengal there are 341 blocks but 333 Panchayat Samitis.

The rural people in Darjeeling hill consisting three main subdivisions Darjeeling Sadar, Kalimpong and Kurseong have not been able to taste the Panchayati Raj system which is functioning in other parts of India since its inception in 1993. The main reason behind this is

the creation of Darjeeling Gorkha Hill Council in the year 1988 by bifurcation of the district of Darjeeling into two divisions. When the DGHC came into existence one of the subdivisions Siliguri of Darjeeling District was separated due to obvious political reasons which amounted to the creation of Siliguri Mahukuma Parishad. Important legal changes were made in 1988 through introduction of the Darjeeling Gorkha Hill Council Act, 1988, which changed the three tier structure of the Panchayats in the hill areas of Darjeeling district.<sup>34</sup>

Later in 1993, the Panchayati Raj bill was passed wholeheartedly in the parliament of India to empower the grass root level people not only to exercise their political rights but also to have share in the ruling. In the Panchayat Raj bill in question the Darjeeling hills were debarred from enjoying this right which is being practised in other parts of this country successfully. The Panchayati Raj bill emphasises the three tier system of Panchayat in India with apex body at the district level. Since the Darjeeling hills have been divided into DGHC and Siliguri Mahukuma Parishad, it was not possible to hold three tier Panchayati raj election in the Darjeeling hills. However, the single tier system was functioning till last six years back which is totally defunct at present due to political reasons. Hence, the people in general or particularly belonging to the rural areas are not getting their right and basic facilities since a long time and neither political parties nor administration is found to be interested in sorting out this problem. This is the real state of affairs in Darjeeling hills.<sup>35</sup>

### **5.9 Empowerment of the Tribals and Panchayats in Darjeeling District:**

Empowerment means endowing those who are powerless or having no power with a share of it. It is both process and product. In so far as tribal control and enjoy some power the measures so taken, however inadequate they may be conceived as products. They may be seen also as processes in that they constitute stages to or strategies for the larger process of greater empowerment of the tribes. The process of disempowerment of the tribes began with incorporation of the tribes into the larger social structure. The whole thrust of development after independence was to integrate the tribes into the mainstream as to their geographical isolation, low level of development and social backwardness.<sup>36</sup>

According to Md. Ayub Mallick, the issues of tribal development could not be pursued outside of national development. The national development worked at loggerheads with the interest and welfare of the tribes and the interest of the latter was invariably sacrificed in the name of national development. The process of alienation has started with the process of incorporation. The fruits of development have not gone to the tribes, but to the people from outside. They find themselves increasingly subjected to impoverishment, exploitation and oppression. The tribes had very little say or hand in administration that affected their life. One of the ways in which this problem could have been overcome is by ensuring their involvement and participating in the organs of the state. Empowerment to the tribal people means power to control their own resources and determine and regulate their own life according to their own genius.<sup>37</sup>

The Panchayati Raj Institutions should have to be consolidated through the lessening of dependence of the poor on the not so poor and well to do, redistribution of assets and benefits among the poor, providing them minimum means of livelihood rather than giving mere doles, and mobilization of the poor on class lines in organizing and nourishing their interests. What is required is to bring about changes in the power relations widening the access of the poor in the decision making bodies. The rural poor should be educated to participate in public activities more readily and more freely. They should be encouraged to take part in village politics.<sup>38</sup>

Darjeeling District which comprised of four subdivisions: Darjeeling Sadar, Kalimpong, Kurseong and Siliguri had 134 gram panchayats. In the hill sub division of Darjeeling district namely Darjeeling, Kurseong and Kalimpong, rural local governance, comprises of 112 Gram Panchayats only; there is no Zilla Parishad or Panchayat Samitis for the 8 blocks under the hill subdivision of Darjeeling District, Darjeeling Gorkha hill Council (DGHC) played the role of upper tier local governments there. There is a single tier Panchayat system in the hill subdivision of Darjeeling District. Formation of the Panchayat Samiti at Block level is still under consideration. But there are Gram Panchayats, Panchayat Samitis and a Mahukuma Parishad for Siliguri Subdivision of Darjeeling District, the Siliguri Mahukuma Parishad having the status and functions of a Zilla Parishad in all respects.

Following a constitutional amendment in 1997, the DGHC area has a two-tier panchayat system. However, elections to the panchayat samitis (upper tier) have never been held in the hills, therefore there is a single tier Panchayat system in the hill subdivision of Darjeeling District. The single tier Panchayat system was functioning till 2005 when the last term ended; from then gram panchayats was totally defunct due to political reasons. The fourth DGHC elections were also due in 2005. The government decided not to hold elections and instead made Subash Ghising the sole caretaker administrator of DGHC. The state government did not push for the panchayat elections also because the caretaker administrator of DGHC, Subash Ghising, had insisted on waiting till the Sixth Schedule status was granted to the hills.

The pradhans in the gram panchayats continued issuing birth and residential certificates and headed the committees supervising the 100-day work scheme in the hills till 2008 and in 2008 all the pradhans and the elected members to the gram panchayat resigned due to the ongoing political reasons. In March 2008, Subash Ghising was forced to resign as caretaker after losing public support in the Darjeeling hills to Bimal Gurung-led Gorkha Janmukti Morcha. From March 2008, the West Bengal government appointed IAS officers as the administrators of DGHC and no elections to the council also was held. After the existing Pradhan and elected members resigned no panchayat elections was held as a part of boycott movement to the revived Gorkhaland movement under the leadership of Bimal Gurung.

Even when in 2008 panchayat election was held all over in West Bengal, no panchayat election was held in Darjeeling District.

After the discontinuation of the elected body in the Council, the various Departments set up by the Council headed by the elected Councillor were put under the charge of Executive

Officers. Although the panchayats have technically been dissolved, all the affairs of the panchayats were brought under the charge of Executive Assistant of each Gram Panchayat.

After three years of agitation for a state of Gorkhaland, which began with the formation of Gorkha Janmukti Morcha headed by Bimal Gurung in 2007, the GJMM reached an agreement on 18<sup>th</sup> July 2011 at Pintail Village near Siliguri with the state government to form Gorkhaland Territorial Administration (GTA), a semi-autonomous body to administer the Darjeeling Hills. The GTA replaced the Darjeeling Gorkha Hill Council which was formed in 1988 and administered the Darjeeling hills for 23 years. The Memorandum of agreement also included that “a three-tier Panchayat will be constituted by elections in the GTA region, subject to the provisions of Part IX of the Constitution of India. Notwithstanding anything contained in the West Bengal Panchayat Act 1973, or the West Bengal Municipal Act, 1993, the GTA shall exercise general powers of supervision over the Panchayats and the Municipalities”.

After the end of the term in 2005, there has not been any panchayat election held till date in the rural areas of Darjeeling hills. Prior to that there was panchayat elections held in the year 1995 and 2000 in the three hill subdivision namely-Darjeeling Sadar, Kalimpong and Kurseong. The Table 5.10 shows the details of the Panchayat election of 1995 held in the three hill subdivision of Darjeeling District. The Table 5.10 shows in 1995 the block Darjeeling-Pulbazar had 16 gram panchayats. The total population of the Darjeeling-Pulbazar Block was 52963 with 6536 as Scheduled Tribes and 3109 as Scheduled Castes. Out of the total population of 52963, the total voters were 39887. The block Jorebunglow-Sukhiapokhari had 8 gram panchayats. The total population of the Jorebunglow-Sukhiapokhari block was 30086 with 5146 as Scheduled Tribes and 2086 as Scheduled Castes. Out of the total population of 30086, the total voters were 22227. The block Rangli-Rangliot had 7 gram panchayats. The total population of the Rangli-Rangliot block was 19329 with 3672 as Scheduled Tribes and 1583 as Scheduled Castes. Out of the total population of 19329, the total voters were 12904.

**Table 5.10:**

Panchayat Election 1995												
SL. No.	Name of the block	No. of G.P.	Total Population	ST Population	SC Population	Total Voters	No. of Representatives Elected in G.P.			Reserved seats for women		
							ST	SC	UR	ST	SC	GW
01.	Darjeeling - Pulbazar	16	52963	6536	3109	39887	09	06	88	12	04	43
02.	Jorebunglow. Sukhipokhari	08	30086	5146	2086	22227	06	05	47	08	02	24
03.	Rangli-Rangliot	07	19329	3672	1583	12904	06	03	26	05	02	14
04.	Kalimpong-I	18	54284	9237	4840	37839	12	10	80	16	03	40

Panchayat Election 1995												
SL. No.	Name of the block	No. of G.P.	Total Population	ST Population	SC Population	Total Voters	No. of Representatives Elected in G.P.			Reserved seats for women		
							ST	SC	UR	ST	SC	GW
05.	Kalimpong-II	12	42619	10938	2837	29652	15	05	55	16	00	28
06.	Gorubathan	07	20451	2893	886	13662	02	00	35	05	02	13
07.	Kurseong	10	36306	3421	3756	23300	04	05	50	05	05	26
08.	Mirik	04	10404	1030	826	8003	00	01	20	02	02	08

Source: Panchayat and Rural Development District Office, Darjeeling.

The block Kalimpong-I had 18 gram panchayats. The total population of the Kalimpong-I block was 54284 with 9237 as Scheduled Tribes and 4840 as Scheduled Castes. Out of the total population of 54284, the total voters were 37839. The block Kalimpong-II had 12 gram panchayats. The total population of the Kalimpong-II block was 42619 with 10938 as Scheduled Tribes and 2837 as Scheduled Castes. Out of the total population of 42619, the total voters were 29652. The block Gorubathan had 7 gram panchayats. The total population of the Gorubathan block was 20451 with 2893 as Scheduled Tribes and 886 as Scheduled Castes. Out of the total population of 20451, the total voters were 13662. The Kurseong block had 10 gram panchayats. The total population of the Kurseong block was 36306 with 3421 as Scheduled Tribes and 3756 as Scheduled Castes. Out of the total population of 36306, the total voters were 23300. The block had Mirik 4 gram panchayats. The total population of the Mirik block was 10404 with 1030 as Scheduled Tribes and 826 as Scheduled Castes. Out of the total population of 10404, the total voters were 8003.

There was reservation of seats for women and also women belonging to Scheduled Tribes and Scheduled Castes for each blocks of the three hill subdivision of Darjeeling Hills. In Darjeeling-Pulbazar block 59 seats were reserved for women out of which 12 seats were reserved for Scheduled Tribes women and 4 seats were reserved for Scheduled Castes women. In Jorebunglow-Sukhiapokhari Block 34 seats were reserved for women out of which 8 seats were reserved for Scheduled Tribe women and 2 seats were reserved for Scheduled Caste women. In Rangli-Rangliot Block 21 seats were reserved for women out of which 5 seats were reserved for Scheduled Tribe women and 2 seats were reserved Scheduled Caste women. Kalimpong-I block had 59 seat reserved for women out which 16 seats were reserved for Scheduled Tribe women and 3 seats reserved for Scheduled Caste women. Kalimpong-II block had 44 seats reserved for women out of which 16 seats were reserved for Scheduled Tribe women. In Gorubathan block 20 seats were reserved for women out of which 5 seats were reserved for Scheduled Tribe women and 2 seats were reserved for Scheduled Caste women. Kurseong block had 36 seats reserved for women out of which 5 seats were reserved for Scheduled Tribe women and 5 seats for Scheduled Caste women. In Mirik Block 12 seats were reserved for women out of which 2 seats were reserved for Scheduled Tribes and Scheduled Caste respectively.

The Table 5.10 shows that elected representatives belonging to the Scheduled Tribes category are highly represented in the Kalimpong-II block as compared to the other blocks. 15 representatives belonging to the Scheduled Tribe category were elected in the Kalimpong-II block. While Mirik Block had no representatives belonging to Scheduled Tribe category although there was reservation of 2 seats for scheduled Tribe women. Most of the elected representatives for gram panchayats belonged to the ruling (Gorkha National Liberation Front) GNLF Party in Darjeeling Hills.

The Table 5.10 showing the details of the 1995 Panchayat election shows that the people in the rural areas are quite politically active so far as voting is concerned. In a democracy the most important political participation is the right of adult franchise. In the absence of this right democracy is not possible. In the Darjeeling-Pulbazar Block 75% of the rural population had participated in voting in the election while 25% of the population was apathetic to participation. In Jorebunglow-Sukhiapokhari 74% of the rural population had participated in voting in the election while 26% of the population was apathetic to participation. In Rangli-Rangliot 67% of the rural population voted in the election while 33% of the population was apathetic to participation. In both blocks of Kalimpong-I and Kalimpong-II 70% of the total population voted in the election while 30% did not participate in voting. In Gorubathan block 67% of rural population voted in the election while 33% of the population remained apathetic to participation. In Kurseong Block 64% of the total rural population voted while 36% remained apathetic to participation. In Mirik Block 77% of the total rural population voted while 23% of the population remained apathetic to participation. Therefore the rate of participation in voting of the rural population in the panchayat election of 1995 held in all the blocks of Darjeeling hills is 70% which is positive, while 30% of the rural population was apathetic to participation

**Table 5.11.**

Panchayat Election 2000												
SL.No.	Name of the block	No. of G.P.	Total Population	ST Population	SC Population	Total Voters	No. of Representatives Elected in G.P.			Reserved seats for women		
							ST	SC	UR	ST	SC	GW
01.	Darjeeling-Pulbazar	23	115969	8636	5461	85894	15	10	201	09	07	111
02.	Jorebunglow. Sukhipokhari	16	100724	8564	7809	76540	16	14	174	11	13	86
03.	Rangli-Rangliot	11	64343	5020	2501	46339	10	04	110	04	02	59
04.	Kalimpong-I	18	67672	11878	4806	46519	18	11	91	15	05	50
05.	Kalimpong-II	13	60263	14835	1805	39187	24	01	76	15	02	41
06.	Gorubathan	11	52715	7886	3660	20428	15	03	69	06	04	38
07.	Kurseong	14	85567	7831	6760	57022	11	11	121	08	06	70
08.	Mirik	06	42237	3136	3074	29157	05	04	68	02	03	37

Source: Panchayat and Rural Development District Office, Darjeeling.

The Table 5.11 shows the last Panchayat election of 2000 which was held in the three hill subdivision of Darjeeling hills. After the Panchayat election of 2000 there has not been any

Panchayat elections taken place due to the political reasons. The Table 5.11 shows there has been an increase in the number of gram panchayats in each blocks of the three hill subdivisions of the district. In the Darjeeling-Pulbazar block there were 23 Gram Panchayats and total population was 115969 with 8636 as Scheduled Tribe and 5461 as Scheduled Caste. Out of the total population of 115969, the total voters were 85894. In the Jorebunglow-Sukhiapokhari block there were 16 Gram Panchayats and total population was 100724 with 8564 as Scheduled Tribe and 7809 as Scheduled Caste. Out of the total population of 100724, the total voters were 76540. In the Rangli-Rangliot block there were 11 Gram Panchayats and total population was 64343 with 5020 as Scheduled Tribe and 2501 as Scheduled Caste. Out of the total population of 64343, the total voters were 46339. In the Kalimpong-I block there were 18 Gram Panchayats and total population was 67672 with 11878 as Scheduled Tribe and 4806 as Scheduled Caste. Out of the total population of 67672, the total voters were 46519. In the Kalimpong-II block there were 13 Gram Panchayats and total population was 60263 with 14835 as Scheduled Tribe and 1805 as Scheduled Caste. Out of the total population of 60263, the total voters were 39187. In the Gorubathan block there were 11 Gram Panchayats and total population was 52715 with 7886 as Scheduled Tribe and 3660 as Scheduled Caste. Out of the total population of 52715, the total voters were 20428. In the Kurseong block there were 14 Gram Panchayats and total population was 85567 with 7831 as Scheduled Tribe and 6760 as Scheduled Caste. Out of the total population of 85567, the total voters were 57022. In the Mirik block there were 6 Gram Panchayats and total population was 42237 with 3136 as Scheduled Tribe and 3074 as Scheduled Caste. Out of the total population of 42237, the total voters were 29157.

During 2000 panchayat election also there was reservation of seats for women and also women belonging to Scheduled Tribe and Scheduled Caste. In Darjeeling-Pulbazar block 127 seats were reserved for women, out of which 9 seats were reserved for Scheduled Tribe and 7 seats were reserved for Scheduled Caste. Jorebunglow-Sukhiapokhari block had 110 seat reserved for women, out of which 11 seat were reserved for Scheduled Tribe women and 13 seats were reserved for Scheduled Caste women. In Rangli-Rangliot block 65 seats were reserved for women, out of which 4 seats were reserved for Scheduled Tribe women and 2 seats for Scheduled Caste women. In Kalimpong-I block there was reservation of 70 seats for women, out of which 15 seats were reserved for Scheduled Tribe women and 5 seats for Scheduled Caste women. While in Kalimpong-II block there was reservation of 58 seats for women, out of which 15 seats were reserved for Scheduled Tribe women and 2 seats for Scheduled Caste women. Gorubathan Block had 48 seats reserved for women, out of which 6 seats was reserved for Scheduled Tribe women and 4 seats for Scheduled Caste women. In the Kurseong block 84 seats was reserved for women, out of which 8 seats was reserved for Scheduled Tribe women and 6 seats for Scheduled Caste women. While in Mirik block 42 seats was reserved for women, out of which 2 seats was reserved for Scheduled Tribe women and 3 seats for Scheduled Caste women. In comparison of all the blocks Kalimpong-I and Kalimpong-II had the highest number of seats reserved for women belonging to Scheduled Tribe category.

The Table 5.11 shows that elected representatives belonging to the Scheduled Tribes category are highly represented in the Kalimpong-II block as compared to the other blocks. 24

representatives belonging to the Scheduled Tribe category were elected in the Kalimpong-II block. In comparison of elected representatives belonging to Scheduled Tribes and Scheduled Caste, the representatives belonging to Scheduled Tribe category was highly represented than the one belonging to Scheduled Caste category in all the blocks of Darjeeling hills. Most of the elected representatives for gram panchayats belonged to the ruling (Gorkha National Liberation Front) GNLF Party in Darjeeling Hills.

Like in the panchayat election of 1995, similar trend was prevalent in the panchayat election of 2000 also, regarding the participation of the rural people in voting in elections. The rural population had actively participated in voting in both the elections. In the Darjeeling-Pulbazar Block 74% of the rural population had participated in voting in the election while 26% of the population was apathetic to participation. In the Jorebunglow-Sukhiapokhari Block 76% of the rural population has participated in voting in the election while 24% of the population was apathetic to participation. In Rangli-Rangliot block 72% of rural population voted while 28% of population remained apathetic to participation. In Kalimpong-I block 69% of rural population voted while 31% of population remained apathetic to participation. In the Kalimpong-II Block 65% of the rural population had participated in voting in the election while 35% of the population was apathetic to participation. In Gorubathan block only 39% of rural population voted while 61% of population remained apathetic to participation. In Kurseong block 67% of rural population voted while 33% of population remained apathetic to participation. In Mirik block 69% of rural population voted while 31% of population remained apathetic to participation. In comparison, all the blocks had their rural population participating in voting during elections quite encouraging but there was an exception to Gorubathan block, where the rural population's participation to voting during election was only 39% while 61% of them remained apathetic to participation. Therefore the rate of participation in voting of the rural population in the panchayat election of 2000 held in all the blocks of Darjeeling hills is 68% which is positive, while 32% of the rural population was apathetic to participation. From this it is observed that the rural population is politically active. They were aware of the right to vote and value of voting and electing their representatives in a democracy.

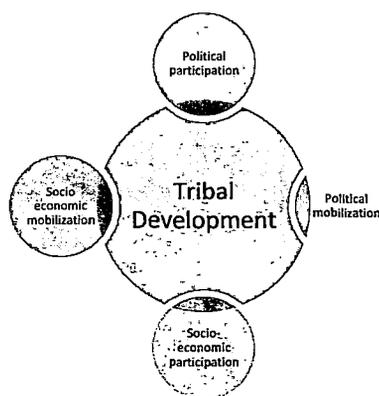
Gram Sabha (village council level annual meeting of the voters) and Gram Sansads (constituency level bi-annual meetings of the entire electorate of a constituency) is the prime unit of political participation. The gram sabha and gram sansads is vested with power to safeguard and preserve the traditions and customs of the people their cultural identity, and community resources. It is also vested with the power to approve plans, programmes and projects for socio-economic development. There are 198 gram sansads and 16 gram panchayats in the Jorebunglow Sukhiapokhari Block. There are 75 gram sansad and 6 gram panchayats in Mirik Block. Participation of the rural population and specially the tribes of the Darjeeling Hills in gram sabha and gram sansads meetings were not encouraging, they were apathetic to participation. Since the meetings of the Gram Sabha and the Gram Sansad are convened by the Pradhan, and in his/her absence, by the Upa-Pradhan. In Darjeeling hills the last panchayat election was held in 2000 and after the term ended in 2005 there was no election held. The Pradhans and other elected representatives to gram panchayats continued with their office till 2008. After the existing Pradhan and elected members resigned no

panchayat elections was held as a part of boycott movement to the revived Gorkhaland movement under the leadership of Bimal Gurung. While popular participation in the panchayat especially in voting during the elections was quite encouraging. The participatory orientation of the tribals in the last two panchayat elections of 1995 and 2000 was high. After 2000 there has been no panchayat election held in the Darjeeling hills due to political reasons.

According to Md. Ayub Mallick, Political participation fulfils four functions, i.e. pursuing economic needs, satisfying needs for social adjustment, meeting psychological needs and pursuing particular values. Successful functioning of democracy depends to a great extent upon the voluntary participation of the people in the political process on a large scale. The government can deliver goods and services, convert the demands into outputs and be in a position to take decision and implement them if it feels that people have a kind of identification with it and if gets their support. Therefore, it is necessary on the part of the people to evince keen interest to play an important role in the functioning of the political system. The socio-economic and psychological needs of the individuals and their attitudes towards particular values of democracy determine the level of political participation and individual's political orientation.<sup>39</sup>

Further, there are various levels of participation, from taking part in political discussion to taking part in decision-making. Casting of votes takes the middle of the row. Economic backwardness, lack of education and socio-economic inequality has debarred the tribals from taking part in decision-making. The participation of tribals in political activities may be listed as casting of votes, taking part in political discussion, attending meetings, participation in election campaigning, canvassing for candidate and in few cases contributing to election fund etc. Md. Ayub Mallick opines that for improving the quality and level of participation, effective measures for tribal welfare are necessary. The present development efforts are not adequate, rather aim of these development efforts should not be mere incrementalism but a thorough revamping of socio-economic conditions. In-fact, socio-economic mobilization and socio-economic participation should be generated first and then political mobilization and political participation would be steeped up. There are four pillars of tribal development. The order is cyclic as shown in Figure 5.1.<sup>40</sup>

**Figure 5.1**



### **5.10 Tribal Development Programmes undertaken in the Panchayats of Jorebunglow Sukhiapokri Block and Mirik Block.**

The rural areas in West Bengal are characterized by accentuation of inequalities, poverty, lack of productivity and lack of basic minimum services. Recognising this, the state has resorted to direct intervention in tribal development. Different strategies emphasize different set of policies in order to achieve goals. The development policies are related to land, agriculture, employment, education etc. The development programmes are based on various approaches: Community Approach, Area Development Approach, Target Group Approach, Employment Generation Approach, Poverty Alleviation Approach, Social Welfare Approach, which are aimed at upliftment of the rural mass based on economic criteria and social welfare measures. The Community Development Programmes are aimed at the transformation of the socio-economic life of the rural mass, development of their material and human resources and development of rural leadership and self governing institutions.<sup>41</sup>

In the Area Development Approach, Intensive Agricultural District Programme, Drought Prone Areas Programme, Desert Development Programme, Command Area Development Programme, Hill Area Development Programme are important. This is the second phase of rural development aiming at improving agricultural production due to population explosion, food shortages etc. This growth oriented agricultural development failed and special programmes for the weaker sections like Small Farmers Development Agency, Marginal Farmers and Agricultural Labourers Programmes, Tribal Areas Development Programme and Tribal Sub-plans did not make much improvement. The programme for the tribals emphasise improvement of the quality of tribal life, elimination of all forms of exploitation, speeding up the process of socio-economic development and building up of confidence among them.<sup>42</sup>

Side by side, employment generation schemes like Crash Scheme for Rural Employment, Social Forestry, Indira Awas Yojana and Million Wells Scheme are important. Taking family as the unit of planning and employment generation Integrated Rural Development Programme is aimed at removing poverty and employment. The supporting component of IRDP is Training of Rural Youth for Self-employment aiming at providing technical skills for rural youth living in poverty. With a view to motivate women to take up income generating activities to supplement their family income Development of Women and Children in Rural Areas (DWCRA) groups have been formed. Further, to enhance quality production and increase in income with the use of modern tools Supply of Improved Toolkits to Rural Artisans (SITRA) programme has been launched.<sup>43</sup>

Previously launched programmes like NREP and RLEGP has been merged into Jawahar Rozgar Yojana (JRY) for improvement of rural infrastructure, creation of social assets and sustained employment and increase in wage levels. Apart from JRY, the Employment Assurance Scheme (EAS) is likely to provide assured gainful employment to the rural poor. The rural poor for their livelihood need few basic services and facilities of social consumption like elementary and adult education, rural health, water supply, electrification etc. and this end Minimum Needs Programme is intended to establish a network of basic

services. For making a well-knit and communicable network of basic services improvement of the conditions of child and mother should have to be made through Integrated Child Development Scheme (ICDS) in terms of improvement of the nutritional and health status of children in the age group of 0-6 years, psycho-physical and social development of child, reduction in infant mortality and school dropout of children and enhancement of the nutritional needs of the child. Under Central Rural Sanitation Programme the central government decided to provide sanitary latrine to poor Scheduled Castes and Scheduled Tribes, where the total resources are to be mobilized on a centre-state share of 50:50.<sup>44</sup> Apart from this, in the National Social Assistance Programme comprise of five schemes namely Indira Gandhi National Old Age Pension Scheme (IGNOAPS), Indira Gandhi National Widow Pension Scheme (IGNWPS), Indira Gandhi National Disability Pension Scheme (IGNDPS), National Family Benefit Scheme (NFBS) and Annapurna Scheme.

Despite various efforts made over few decades rural poverty continues to be significant. It is in this context can be said that self-employment programmes assume great significance, which alone can provide income to the rural poor. The multiplicity of programmes, viewed as separate programmes, produced a lack of social intermediation, absence of desired communication or linkages between various programmes. The programmes were aimed at achieving individual programme targets rather than substantive income generation. To make the development programmes free of defects the Government decided to restructure the self-employment programme known as Swarnajayanti Gram Swarozgar Yojana (SGSY) was formulated in terms of organisation of the poor group formation, credit, training, technology and infrastructure. After coming into in operation of Swarnajayanti Gram Swarozgar Yojana, the programmes like IRDP, TRYSEM, DWCRA, SITRA etc are not in operation in building up potential of the rural poor. The programme is a combination of credit and subsidy and also lays emphasis on training courses.<sup>45</sup>

Jorebunglow Sukiapokhari Block of Darjeeling Sadar Subdivision in Darjeeling District consists of rural areas with 16 gram panchayats, viz, (i) Dhootria Kalej Valley, (ii) Ghum Khasmahal, (iii) Gorabari Margarat's Hope, (iv) Lingiamaraybong (v) Lower Sonada-I, (vi) Lower Sonada-II, (vii) Munda Kothi, (viii) Permaguritamsang, (ix) Plungdung, (x) Pokhriabong-I, (xi) Pokhriabong-II, (xii) Pokhriabong-III, (xiii) Rangbhang Gopaldhara, (xiv) Rangbul, (xv) Sukhia-Simana, (xvi) Upper Sonada.

While Mirik Block of Kurseong Subdivision in Darjeeling District consists of rural areas with 6 gram panchayats, viz, (i) Chenga Panighata, (ii) Duptin, (iii) Paheligaon School Dara-I, (iv) Paheligaon School Dara-II, (v) Soureni-I, (vi) Soureni-II.

Taking Tribal Development in view there are generally two types of welfare scheme for the uplift and benefit of the tribals. Firstly, schemes which directly benefit the tribals and Secondly, schemes which indirectly benefit the tribals. Some of the welfare schemes administered by the panchayats of the Darjeeling Hills were Swarnajayanti Gram Swarozgar Yojana (SGSY), The National Rural Employment Guarantee Scheme (NREGS), Indira Awas Yojana (IAY), National Social Assistance Programme (NSAP), which comprised of

five schemes namely , Indira Gandhi National Old Age Pension Scheme (IGNOAPS), Indira Gandhi National Widow Pension Scheme (IGNWPS), Indira Gandhi National Disability Pension Scheme (IGNDPS), National Family Benefit Scheme (NFBS) and Annapurna Scheme. These above schemes fall under the second category of schemes. The first category of schemes by which directly benefit the tribes like Tribal Sub Plan, Community Development Scheme under Integrated Tribal Development Project are absent in the hills. The tribals living in the rural areas of Jorebunglow Sukhiapokri Block and Mirik Block are benefitted by the second category of schemes. So it is evident from here that there are no particularly tribal development welfare schemes especially for the tribals of the region.

**Table 5.12**

<b>Financial cum Progress Report of Old Age Pension for the Year 2010-2011 under Jorebunglow Sukhiapokri Block.</b>						
<b>Name of the Schemes Pension (non plan)</b>	<b>Quota for the Block</b>	<b>Quota filled at the end of the Block</b>	<b>Month up to which pension has been disbursed at the end of the period</b>	<b>Amount sub allotted from the District</b>	<b>Amount disbursed to the pensioner</b>	<b>Balance</b>
Pension (non plan)	90	90	Mar-11	850,500/-	850,500/-	Nil
Pension General	8	8	Mar-11	75,600/-	75,600/-	Nil
Pension SCP	2	2	Mar-11	18,900	18,900	Nil
Pension TSP						
<b>Total</b>	<b>100</b>	<b>100</b>		<b>945000</b>	<b>9,45,000</b>	<b>Nil</b>

Source: Jorebunglow Sukhiapokri Block Office.

The Table 5.12 shows the financial and progress report of Old Age Pension Scheme for the year 2010-2011 under Jorebunglow Sukhiapokri Block. It is evident that funds from the Tribal Sub Plan for Old Age Pension were not given. Whereas under Pension (non plan) Rs. 850,500/- was allotted from the District (DGHC), Under Pension General and Pension Special Component Plan (SCP) was Rs. 75,600/- and Rs. 18,900/- respectively was allotted which totalled to Rs. 9,45,000 and all the funds were utilised for the benefit of Old Age Pension Beneficiaries.

Table 5.13

<b>Financial cum Progress Report of Widow Pension for the Year 2010-2011 under Jorebunglow Sukhiapokri Block.</b>						
<b>Name of the Schemer Pension (non plan)</b>	<b>Quota for the Block</b>	<b>Quota filled at the end of the Block</b>	<b>Month up to which pension has been disbursed at the end of the period</b>	<b>Amount sub allotted from the District</b>	<b>Amount disbursed to the pensioner</b>	<b>Balance</b>
Pension (non plan)	85	85	Mar-11	8,03,250	8,03,250	Nil
Pension General	4	4	Mar-11	37,800	37,800	Nil
Pension SCP	1	1	Mar-11	9,450	9,450	Nil
Pension TSP						
<b>Total</b>	<b>90</b>	<b>90</b>		<b>850500</b>	<b>850500</b>	<b>Nil</b>

Source: Jorebunglow Sukhiapokri Block Office.

The financial and progress report of Widow Pension Scheme for the year 2010-2011 under Jorebunglow Sukhiapokri Block is shown in the Table 5.13. The Block was allotted total of Rs. 850500/- from the District (DGHC) for the year 2010-2011 which was utilised for the pension of 90 widow beneficiaries. The Table 5.13 shows that there was no fund allotted from the Tribal Sub Plan.

Table 5.14

<b>Financial cum Progress Report of Disable Pension for the Year 2010-2011 under Jorebunglow Sukhiapokri Block.</b>						
<b>Name of the Schemer Pension (non plan)</b>	<b>Quota for the Block</b>	<b>Quota filled at the end of the Block</b>	<b>Month up to which pension has been disbursed at the end of the period</b>	<b>Amount sub allotted from the District</b>	<b>Amount disbursed to the pensioner</b>	<b>Balance</b>
Pension (non plan)	92	92	Mar-11	8,69,400	8,69,400	Nil
Pension General	4	4	Mar-11	47,250	47,250	Nil
Pension SCP	1	1	Mar-11	9,450	9,450	Nil
Pension TSP						
<b>Total</b>	<b>97</b>	<b>97</b>		<b>9,26,100</b>	<b>9,26,100</b>	<b>Nil</b>

Source: Jorebunglow Sukhiapokri Block Office.

The Table 5.14 shows the financial and progress report of Disable Pension Scheme for the year 2010-2011 under Jorebunglow Sukhiapokri Block. It is evident that funds from the Tribal Sub Plan for Disable Pension were not given. Whereas under Pension (non plan) Rs. 8,69,400/- was allotted from the District (DGHC), Under Pension General and Pension Special Component Plan (SCP) was 47,250/- and 9,450 /- respectively was allotted which totalled to 9,26,100 and all the funds were utilised for the benefit of 97 Beneficiaries.

**Table 5.15**

<b>Allotment of Fund for IGWPS under NSAP received for the year 2010-2011 under DGHC Darjeeling District.</b>				
<b>Sl. No.</b>	<b>G.O. No. &amp; Date</b>	<b>Allotment Received</b>	<b>Expenditure</b>	<b>Balance</b>
1.	7/Stat/DP-36/09 dt.05/05/10	Rs.5,91,600/=	Upto Nov.10 Rs.10,71,600/=	Rs.49,200/=
2.	207/Stat/DP-36/06 dt.29/09/10	Rs.2,40,000/=		
3.	218/Stat/PN/P/II/3F- 9/08 dt.06/10/10	Rs.60,000/=		
4.	69/Stat/DP/3F-16/06 dt.10/02/11	Rs.2,29,200/=		
		Rs.11,20,800		

Source: Panchayat and Rural Development District Office, Darjeeling.

The Table 5.15 shows the allotment of fund for Indira Gandhi National Widow Pension Scheme (IGNWPS) received during the year 2010-2011 under DGHC Darjeeling District for the poor widow of household belonging to below poverty line of the Darjeeling hills. Indira Gandhi National Widow Pension Scheme (IGNWPS) under National Social Assistance Programme (NSAP) is implemented by Ministry of Rural Development, Government of India. The pension is given to the widows aged between 45 and 64 years of age. The applicant should be of a household below the Poverty Line as per criteria prescribed by the Government of India. The pension amount is Rs. 200 per month per beneficiary. The pension is to be credited into a post office or public sector bank account of the beneficiary. The pension would be discontinued if there was the case of remarriage or once the widow moves above the poverty line.

The eligibility criteria of a beneficiary to IGWPS are as under:

- a. the applicant (widow) should be in the age group of 40-64 years.
- b. the applicant should be belonging to a household living below the poverty line.

Table 5.16

Darjeeling District										
National Social Assistance Programme: Statement of Financial and Physical Progress of the year 2010-2011										
Name of the scheme: I.G.N.W.P.S. (Rs. in lakhs)										
	O.B.	Total allotment received during the year 2009-2010	Allotment received during the year				Total Fund available	Total Expenditure Incurred	% of utilisation	Balance of fund
			1 <sup>st</sup> Instalment	2 <sup>nd</sup> Instalment	3 <sup>rd</sup> Instalment	4 <sup>th</sup> Instalment				
Darjeeling Hills	Nil	11.208	5.916	2.4	.6	2.292	11.208	10.716	100%	.492
SMP	Nil	—	—	—	—	—	—	—	—	—
		11.208	5.916	2.4	.6	2.292	11.208	10.716	100%	.492

Source: Panchayat and Rural Development District Office, Darjeeling.

Table 5.16 (contd.)

Name of the scheme: I.G.N.W.P.S.							
	No. of Beneficiaries						
	SC	ST	Minorities	Others	Total	Women	P.H
Darjeeling Hills	42	29	12	67	150	150	Nil

Source: Panchayat and Rural Development District Office, Darjeeling.

The Table 5.16 shows the annual financial and physical progress of the year 2010-2011 District of the Indira Gandhi National Widow Pension Scheme (IGNWPS) under National Social Assistance Programme (NSAP) administered within the Darjeeling (DGHC) District. The first allotment received was Rs.5,91,600, second allotment was 2,40,000, third allotment was Rs.60,000 and fourth allotment was Rs.2,29,200 which totalled to Rs.11,20,800 and the total expenditure incurred was Rs.10,71,600 with 100% of utilisation for carrying out the scheme. The total number of beneficiaries was 150 widows belonging to the house hold of below poverty line, out of which were 29 Scheduled Tribes.

**Table 5.17**

<b>Jorebunglow Sukhiapokhari Block</b>									
<b>National Social Assistance Programme: Statement of Financial and Physical Progress of the year 2011-2012, Monthly report of June.</b>									
<b>Name of the scheme: I.G.N.W.P.S (Rs. in lakhs)</b>									
Sl. No.	O.B.	Allotment received during the year 2011-2012				Total Fund available	Total Expenditure Incurred	% of utilisation	Balance of fund
		1 <sup>st</sup> Instalment	2 <sup>nd</sup> Instalment	3 <sup>rd</sup> Instalment	4 <sup>th</sup> Instalment				
1.	Nil	1,36,000	81,600	Nil	Nil	2,17,600	Nil	50%	2,17,600

Source: Jorebunglow Sukhiapokri Block Office.

**Table 5.17 (contd.)**

<b>Jorebunglow Sukhiapokhari Block</b>						
<b>Name of the scheme: I.G.N.W.P.S</b>						
Sl. No.	No. of Beneficiaries					
1.	SC	ST	Minorities	Others	Total	P.H
	8	10	10	40	68	Nil

Source: Jorebunglow Sukhiapokri Block Office.

The Tables 5.17 shows monthly report of June 2011of financial and physical progress of Indira Gandhi National Widow Pension Scheme (IGNWPS) under National Social Assistance Programme (NSAP) in Jorebunglow Sukhiapokri Block. In 2011-2012 funds received for (IGNWPS) till June is 2,17,600 and number of total women beneficiaries is 68 out of which 10 are Scheduled Tribes. All the beneficiaries are aged between 45 and 64 years and belong to the household below poverty line. The pension is credited into a post office or public sector bank account of the beneficiary.

Table 5.18

Allotment of Fund for IGNDPS under NSAP received for the year 2010-2011 under DGHC Darjeeling District.				
Sl. No.	G.O. No. & Date	Allotment Received	Expenditure	Balance
1.	7/Stat/DP-36/09 dt.05/05/10	Rs.2,73,200/=	Up to Nov.10 Rs.4,94,000	Rs. 16,800/=
2.	26/Stat/DP-36/06 dt.20/07/10	Rs.27,600/=		
3.	206/Stat/PN/P/II/3F- 9/08 dt.29/09/10	Rs.82,800/=		
4.	51/Stat/DP-36-6 /09 dt.06/10/10	Rs.27,600/=		
5.	69/Stat/DP/3F-16/06 dt.10/02/11	Rs.99,600/=		
		Rs.5,10,800/=		

Source: Panchayat and Rural Development District Office, Darjeeling.

In the Table 5.18 allotment of funds for Indira Gandhi National Disability Pension Scheme (IGNDPS), under National Social Assistance Programme (NSAP), of the year 2010-2011 under the (DGHC) Darjeeling District is given.

The eligibility criteria under IGNDPS are as under:

(A) the applicant (male or female) should be in the age group of 18-64 years.

- a. the applicant should be suffering from severe or multiple disabilities.
- b. the applicant should be belonging to a household living below the poverty line.

(B) For the purpose of defining severe or multiple disabilities, the following may be considered:

- a. As per PWD Act. 1995, 'Disability' means (i) blindness, (ii) low vision, (iii) leprosy cured, (iv) hearing impairment, (v) loco motor disability, (vi) mental retardation and (vii) mental illness.
- b. Person with disability means persons suffering from not less than 40% of any disability as certified by medical authority.
- c. Persons with severe disability means persons with 80% or more of one or more disabilities.
- d. Multiple disabilities means combination of two or more disabilities.

**Table 5.19**  
**Darjeeling District**

<b>National Social Assistance Programme: Statement of Financial and Physical Progress of the year 2010-2011</b>											
<b>Name of the scheme: I.G.N.D.P.S. (Rs. in lakhs)</b>											
	O.B.	Total allotment received during the year 2009-2010	Allotment received during the year					Total Fund available	Total Expenditure	% of utilisation	Balance of fund
			1 <sup>st</sup> Instalment	2 <sup>nd</sup> Instalment	3 <sup>rd</sup> Instalment	4 <sup>th</sup> Instalment	5 <sup>th</sup> Instalment				
Darjeeling Hills	Nil	5.108	2.732	.276	.828	.276	.99600	5.108	4.94	100%	.168
SMP	Nil		—	—	—	—		—	—	—	—
		5.108	2.732	.276	.828	.276	.99600	5.108	4.94	100%	.168

Source: Panchayat and Rural Development District Office, Darjeeling.

**Table 5.19 (contd.)**

<b>Name of the scheme: I.G.N.D.P.S.</b>						
	<b>No. of Beneficiaries</b>					
	SC	ST	Minorities	Others	Total	Women
Darjeeling Hills	19	15	8	27	69	32

Source: Panchayat and Rural Development District Office, Darjeeling.

From the Table 5.19 showing financial and physical progress of the scheme Indira Gandhi National Disability Pension Scheme (IGNDPS), under National Social Assistance Programme (NSAP), of the year 2010-2011 under the (DGHC) Darjeeling District it is evident that first allotment received was Rs.2,73,200/-, second allotment was Rs.27,600, third allotment was Rs.82800/-, fourth allotment was 27,600/- and fifth allotment was Rs.99,600/- which totalled to Rs.5,10,800/-. The fund was utilised for the disabled beneficiaries belonging to the household of below poverty line under the (DGHC) Darjeeling District, where total expenditure was Rs.4,94,000/- with 100% of utilisation of the fund. The total number of beneficiaries was 69 where 15 were Scheduled Tribes.

Table 5.20

Jorebunglow Sukhiapokhari Block									
National Social Assistance Programme: Statement of Financial and Physical Progress of the year 2011-2012, Monthly report of June.									
Name of the scheme: I.G.N.D.P.S (Rs. in lakhs)									
Sl. No.	O.B.	Allotment received during the year 2011-2012				Total Fund available	Total Expenditure Incurred	% of utilisation	Balance of fund
		1 <sup>st</sup> Instalment	2 <sup>nd</sup> Instalment	3 <sup>rd</sup> Instalment	4 <sup>th</sup> Instalment				
1.	16000	22,800	68,400	68,400	Nil	1,75,600	Nil	50%	1,75,600

Source: Jorebunglow Sukhiapokri Block Office.

Table 5.20 (contd.):

Jorebunglow Sukhiapokhari Block						
Name of the scheme: I.G.N.D.P.S.						
Sl. No.	No. of Beneficiaries					
1.	SC	ST	Minorities	Others	Total	Women
	9	16	12	28	53	30

Source: Jorebunglow Sukhiapokri Block Office.

The Table 5.20 shows monthly report of June 2011 of financial and physical progress of Indira Gandhi National Disability Pension Scheme (IGNDPS), under National Social Assistance Programme (NSAP) in Jorebunglow Sukhiapokri Block. In 2011-2012 funds received for (IGNWPS) till June is 1,75,600 and number of total disable beneficiaries is 68 out of which 12 are Scheduled Tribes. All the beneficiaries belong to the households below poverty line. The pension is credited into a post office or public sector bank account of the beneficiary. In case of death of pensioner, the pension is stopped and no nominee will receive it.

Table 5.21

Allotment of Fund for NFBS under NSAP received for the year 2009-2010 under DGHC Darjeeling District.				
Sl. No.	G.O. No. & Date	Allotment Received	Expenditure	Balance
1.	108(SAN)- PN/P/II/3F- 9/08(NOAPS/NFBS) dt.20/07/09	Rs. 10,00,000 /=	Rs.35,10,000/=(DPRDO)  Rs.3,70,000/=(SMP)	Rs.9,93587/= (DPRDO)  Rs.41,30,000/= (SMP Siliguri) <hr/> Rs.51.23587(Rs. in lakhs)
2.	197(SAN)- PN/P/II/3F- 9/08(NOAPS/NFBS) dt.21/10/09	Rs. 20,00,000/=		
3.	97(Stat)DP-3F- 10/06/dt. 17/12/09	Rs.60,00,000 /=		
		Rs.90,00,000 /=		

Source: Panchayat and Rural Development District Office, Darjeeling.

The Table 5.21 shows fund allotted to National Family Benefit Scheme (NFBS) under National Social Assistance Programme (NSAP) in the year 2009 to 2010 under DGHC Darjeeling District. National Family Benefit Scheme (NFBS) is a component of National Social Assistance Programme. Under National Family Benefit Scheme, Central Assistance of Rs. 10,000/- is given to the bereaved family in the form of lump sum family benefits for households below the poverty line on the death of the primary bread winner.

The assistance is available on the following conditions:

- The primary breadwinner shall be a member whose earnings contribute substantially to the household income.
- The death of such primary breadwinner occurs while he or she is more than 18 years and less than 65 years of age.

Table 5.22

Darjeeling District										
National Social Assistance Programme: Statement of Financial and Physical Progress of the year 2009-2010										
Name of the scheme: N.F.B.S. (Rs. in lakhs)										
	O. B.	Total allotment received during the year 2009-2010	Allotment received during the year				Total Fund available	Total Expenditure Incurred	% of utilisation	Balance of fund
			1 <sup>st</sup> Instalment	2 <sup>nd</sup> Instalment	3 <sup>rd</sup> Instalment	4 <sup>th</sup> Instalment				
Darjeeling Hills	Nil	45.0	5.0	10.0	30.0	—	45.3587	35.1	80%	10.2587
SMP	Nil	45.0	5.0	10.0	30.0	—	45.0	3.7	2%	41.3
		90.0	10.0	20.0	60.0	—	90.3587	38.8		51.5587

Source: Panchayat and Rural Development District Office, Darjeeling.

Table 5.22 (contd.)

Name of the scheme: N.F.B.S.							
	No. of Beneficiaries						
	SC	ST	Minorities	Others	Total	Women	P.H
Darjeeling Hills	76	89	62	124	351	305	Nil
SMP	12	6	8	11	37	25	Nil
	88	95	70	135	388	330	Nil

Source: Panchayat and Rural Development District Office, Darjeeling.

From the Table 5.22 it is known that in the first allotment the Darjeeling district received Rs.10,00,000, the second allotment was Rs.20,00,000, the third allotment was Rs. 60,00,000 which totalled up to Rs. 90,00,000, Out of which Rs. 35,10,000 was spent by DGHC in Darjeeling Hills with 80% of utilisation of funds for carrying out the scheme and Rs.3,70,000/- was spent by Siliguri Mahukama Parishad in Siliguri Subdivision of Darjeeling District. The total number of beneficiaries was 388. In Darjeeling hills the total number of beneficiaries was 351 out of which 95 were Scheduled Tribes.

Table 5.23

Allotment of Fund for NFBS under NSAP received for the year 2010-2011 under DGHC Darjeeling District.					
Sl. No.	G.O. No. & Date	Allotment Received	Total Fund available	Expenditure	Balance
1.	25(Stat)DP-3F-10/06Dt.20/07/10	Rs. 15.00 DPRDO  Rs.15.00 SMP	Rs.51.23587 Rs. .69266 Rs. 30.00 <hr/> Rs . 81.92853	Rs.23,80,000/=(DPRDO) Rs. 14,60,000/=(SMP) <hr/> Rs.38,40,000/=	Rs.1.82853(DPRDO) Rs.41.7 (SMP) <hr/> Rs.43.52853

Source: Panchayat and Rural Development District Office, Darjeeling.

Table 5.24: Darjeeling District

**National Social Assistance Programme: Statement of Financial and Physical Progress of the year 2010-2011**

Name of the scheme: N.F.B.S. (Rs. in lakhs)

	O.B.	Total allotment received during the year 2009-2010	Allotment received during the year				Total Fund available	Total Expenditure	% of utilisation	Balance of fund
			1 <sup>st</sup> Instalment	2 <sup>nd</sup> Instalment	3 <sup>rd</sup> Instalment	4 <sup>th</sup> Instalment				
Darjeeling Hills	10.2587	15.00	15.00	—	—	—	25.95	23.8	95%	2.15
SMP	41.3	15.00	15.00	—	—	—	56.3	14.6	24%	41.7
	51.5587	30.00	30.00	—	—	—	82.25	38.4		43.85

Source: Panchayat and Rural Development District Office, Darjeeling.

Table 5.24 (contd.)

Name of the scheme: N.F.B.S.							
	No. of Beneficiaries						
	SC	ST	Minorities	Others	Total	Women	P.H
Darjeeling Hills	46	59	32	101	238	212	Nil
SMP	58	22	26	40	146	125	Nil
	104	81	58	141	384	337	Nil

In the Table 5.23 and 5.24 financial and physical progress of National Family Benefit Scheme (NFBS) under National Social Assistance Programme of the year 2010-2011 is shown from which it is known that Rs. 82,25,00 was allotted to the Darjeeling District out of which Rs. 25,95,000 was allotted to the Darjeeling Hills out of which Rs 23.80,000 was spent in Darjeeling Hills with 95% of utilisation of fund for carrying out the scheme. The total number of beneficiaries was 384. The total number of beneficiaries in the Darjeeling Hills was 238 out of which 59 were Scheduled Tribes.

**Table 5.25**

<b>Jorebunglow Sukhiapokhari Block</b>									
<b>National Social Assistance Programme: Statement of Financial and Physical Progress of the year 2011-2012, Monthly report of June.</b>									
<b>Name of the scheme: N.F. B.S. (Rs. in lakhs)</b>									
<b>O.B.</b>	<b>Allotment received during the year 2011-2012</b>					<b>Total Fund available</b>	<b>Total Expenditure</b>	<b>% of utilisation</b>	<b>Balance of fund</b>
	<b>1<sup>st</sup> Instalment</b>	<b>2<sup>nd</sup> Instalment</b>	<b>3<sup>rd</sup> Instalment</b>	<b>4<sup>th</sup> Instalment</b>	<b>Total</b>				
Nil	1,40,000	1,90,000	Nil	Nil	3,30,000	Nil	2,50,000	50%	80,000

Source: Jorebunglow Sukhiapokri Block Office.

**Table 5.25 (contd.)**

<b>Jorebunglow Sukhiapokhari Block</b>							
<b>Name of the scheme: N.F.B.S.</b>							
<b>No. of Beneficiaries</b>							
<b>SC</b>	<b>ST</b>	<b>Minorities</b>	<b>Others</b>	<b>Total</b>	<b>Women</b>	<b>P.H.</b>	<b>% of women beneficiaries in respect to total sanctioned cases</b>
6	11	9	6	23	10	Nil	43%

Source: Jorebunglow Sukhiapokri Block Office.

The Tables 5.25 shows monthly report of June 2011 of financial and physical progress of National Family Benefit Scheme (NFBS) under National Social Assistance Programme (NSAP) in Jorebunglow Sukhiapokri Block. In 2011-2012 funds received for (NFBS) till June is Rs. 3,30,000 out of which Rs.2,50,000 scheme with 50% of utilisation of fund was spent in carrying out the scheme. The total number of beneficiaries was 23 out of which 11 are Scheduled Tribes. Out of 23 beneficiaries 10 were women so there were 43% of women

beneficiaries in respect to total sanctioned cases. All the beneficiaries belong to the households below poverty line. The pension is credited into a post office or public sector bank account of the beneficiary. In case of death of pensioner, the pension is stopped and no nominee would receive it.

**Table 5.26**

Mirik Block								
National Social Assistance Programme: Statement of Financial and Physical Progress of the year 2011-2012, Monthly report of June.								
Name of the scheme: N.F.B.S. (Rs. in lakhs)								
O.B.	Allotment received during the year 2011-2012				Total Fund available	Total Expenditure Incurred	% of utilisation	Balance of fund
	1 <sup>st</sup> Instalment	2 <sup>nd</sup> Instalment	3 <sup>rd</sup> Instalment	4 <sup>th</sup> Instalment				
134000	—	—	—	—	13,4000	13,4000	100%	Nil

**Table 5.26 (contd.): Name of the scheme: NFBS**

Name of the Block	No. of beneficiaries							
	SC	ST	Minorities	Others	Total	Women	PH	% of women beneficiaries in respect to total sanctioned cases
Mirik	2	6		26	34	33	Nil	100%

Source: Mirik Block Office.

The Tables 5.26 shows monthly report of June 2011 of financial and physical progress of National Family Benefit Scheme (NFBS) under National Social Assistance Programme

(NSAP) in Mirik Block. In 2011-2012 funds received for NFBS till June was nil and the balance of fund from the last year i.e. 2010 was Rs. 13,4000 with 100% utilisation of fund for the carrying out of scheme. The total number of beneficiaries was 34 out of which 6 were Scheduled Tribes. Out of 34 beneficiaries 33 were women so there was 100% of women beneficiaries in respect to total sanctioned cases. All the beneficiaries belong to the households below poverty line.

Table 5.27

Allotment of Fund for IGNOAPS under NSAP received for the year 2009-2010 under DGHC Darjeeling District.				
Sl. No.	G.O. No. & Date	Allotment Received	Expenditure	Balance
1.	2589/V/DP/3F2/06 dt.01/07/09	Rs. 40,59,600/=	Rs in Lakhs 439.798/=	Rs.20.704 (Rs. in lakhs)
2.	2591/V/DP/3F2/06 dt.01/07/09	Rs. 1,21,78,800/=		
3.	5256/V/DP/3F2/06 dt.11/12/09	Rs. 2,43,57,600/=		
4.	742/V/DP/3F2/06 dt.17/02/10	Rs.53,11,200/=		
		Rs. 4,59,07,200/=		

Source: Panchayat and Rural Development District Office, Darjeeling.

Table 5.28

Darjeeling District										
National Social Assistance Programme: Statement of Financial and Physical Progress of the year 2009-2010										
Name of the scheme: I.G.N.O.A.P.S. (Rs. in lakhs)										
	O.B.	Total allotment received during the year 2009-2010	Allotment received during the year				Total Fund available	Total Expenditure Incurred	% of utilisation	Balance of fund
			Instalment 1 <sup>st</sup>	Instalment 2 <sup>nd</sup>	Instalment 3 <sup>rd</sup>	Instalment 4 <sup>th</sup>				
Darjeeling Hills	Nil	228.92	22.892	68.676	137.352	-	230.35	215.166	90%	15.184
SMP	Nil	230.152	17.704	53.112	106.224	53.112	230.152	224.632	95%	5.52
		459.072	40.596	121.788	243.576	53.112	460.502	439.798		20.704

Source: Panchayat and Rural Development District Office, Darjeeling.

Table 5.28 (contd.)

Name of the scheme: I.G.N.O.A.P.S.							
	No. of Beneficiaries						
	SC	ST	Minorities	Others	Total	Women	P.H
Darjeeling Hills	1219	1849	1513	2629	7210	4344	Nil
SMP	1528	777	614	1061	3980	2267	Nil
	2747	2626	2127	3690	11190	6611	Nil

Source: Panchayat and Rural Development District Office, Darjeeling.

The Tables 5.27 and 5.28 shows financial and physical progress of Indira Gandhi Pension Scheme (IGNOAPS) under (NSAP) of the year 2009-2010 in Darjeeling District. Darjeeling District received first allotment Rs. 40,59,600, second allotment as Rs. 1,21,78,800, third allotment as Rs. 2,43,57,600, and fourth allotment as Rs. 53,11,200 which totalled to Rs.4,60,50,200. The total expenditure of Darjeeling Hills amounted to Rs. 2,15,16,600 and of Siliguri Mahukama Parishad was Rs. 2,24,63,200 with 90% and 95% of utilisation of funds for carrying out the scheme. The total number of beneficiaries was 11190, out of which 2626 were Scheduled Tribes. The total number of beneficiaries in Darjeeling Hills was 7210, out of which 1849 were Scheduled Tribes.

Tables 5.29

Allotment of Fund for IGNOAPS under NSAP received for the year 2010-2011 under DGHC Darjeeling District.				
Sl. No.	G.O. No. & Date	Allotment Received	Expenditure	Balance
1.	19/Stat/DP/3F16/06 dt.08/07/10	Rs.46,11,600 /=	Rs in Lakhs 290.6	Rs.34.12 (Rs. in lakhs)
2.	49/Stat/DP/3F16/06 dt.06/10/10	Rs. 48,92,800/=		
3.	69/Stat/DP/3F16/06 dt.10/02/11	Rs. 1,68,86,400/=		
		Rs. 2,63,90,800/= Rs. 20.704 (09-10 C.B) Rs. 38.71 from DPRDO to SMP <hr/> Rs 324.71 (Rs. in lakhs)		

Source: Panchayat and Rural Development District Office, Darjeeling.

Table 5.30

Darjeeling District										
National Social Assistance Programme: Statement of Financial and Physical Progress of the year 2010-2011										
Name of the scheme: I.G.N.O.A.P.S. (Rs. in lakhs)										
	O.B.	Total allotment received during the year 2009-2010	Allotment received during the year				Total Fund available	Total Expenditure Incurred	% of utilisation	Balance of fund
			Instalment 1 <sup>st</sup>	Instalment 2 <sup>nd</sup>	Instalment 3 <sup>rd</sup>	Instalment 4 <sup>th</sup>				
Darjeeling Hills	15.184	247.056	29.264	48.928	168.864	—	263.64	231.6	85%	32.04
SMP	5.52	55.569	16.852	38.71 From DPRDO	—	—	61.08	59.00	96.50%	2.08
	20.704	302.625	46.116	87.638	168.864	—	324.72	290.6		34.12

Source: Panchayat and Rural Development District Office, Darjeeling.

Table 5.30 (contd.)

Name of the scheme: I.G.N.O.A.P.S.							
	No. of Beneficiaries						
	SC	ST	Minorities	Others	Total	Women	P.H
Darjeeling Hills	1219	1849	1513	2629	7210	4344	Nil
SMP	1528	777	614	1061	3980	2267	Nil
	2747	2626	2127	3690	11190	6611	Nil

Source: Panchayat and Rural Development District Office, Darjeeling.

The Tables 5.29 and 5.30 shows the financial and physical progress of Indira Gandhi National Old Age Pension Scheme (IGNOAPS) under National Social Assistance Programme (NSAP) of the year 2010-2011 in the Darjeeling District. The District received first allotment of Rs. 46,11,600, second allotment was Rs.48,92,800, third allotment was Rs. 1,68,86,400. The total allotment received by Darjeeling Hills was Rs. 2,63,64,000 out of which total expenditure incurred was Rs. 2,31,60,000 with 85% of utilisation of fund for carrying out the

scheme. The total number of beneficiaries in the district was 11190 out of which 2626 were Scheduled Tribes. The total number of beneficiaries in Darjeeling Hills was 7210 out of which 1849 were Scheduled Tribes.

**Table 5.31: Jorebunglow Sukhiapokhari Block**

**National Social Assistance Programme: Statement of Financial and Physical Progress of the year 2011-2012, Monthly report of June.**

**Name of the scheme: I.G.N.O.A.P.S. (Rs. in lakhs)**

O.B. as on 1.04.10	Allotment received during the year 2011-2012				Total Fund available	Total Expenditure Incurred	% of utilisation	Balance of fund
	1 <sup>st</sup> Instalment	2 <sup>nd</sup> Instalment	3 <sup>rd</sup> Instalment	4 <sup>th</sup> Instalment				
23,600/-	8,88,000	2,88,400	7,16,000	10,65,600	29,81,600	27,16,00	80%	2,65,600

Source: Jorebunglow Sukhiapokri Block Office.

**Table 5.31 (contd.)**

**Table 5.31 (contd.): Jorebunglow Sukhiapokhari Block**

**Name of the scheme: I.G.N.O.A.P.S.**

Sl.No.	Total Beneficiaries	No. of Beneficiaries						
		SC	ST	Minorities	Others	Total	Women	P.H
1.	679	58	275	285	346	679	392	5

Source: Jorebunglow Sukhiapokri Block Office.

The Table 5.31 shows monthly report of June 2011 of the financial and physical progress of Indira Gandhi National Old Age Pension Scheme (IGNOAPS) under National Social Assistance Programme (NSAP) in the Jorebunglow Sukhiapokri Block. The Block received first allotment of Rs. 8,88,000, second allotment was Rs. 2,88,400, third allotment was 7,16,000, fourth allotment was 10,65,600 which totalled to Rs.29,81,600 fund received. The total expenditure incurred was Rs. 27,16,00 with 80% of utilisation of fund for carrying out the scheme. The total number of beneficiaries was 679, out of which 275 was Scheduled Tribes. The eligibility criteria under IGNOAPS are as under:

1. age of the applicant (male or female) should be 65 years or above.
2. the applicant should be belonging to a household living below the poverty line.

Table 5.32

Mirik Block								
National Social Assistance Programme: Statement of Financial and Physical Progress of the year 2010-2011, Monthly report of June.								
Name of the scheme: I.G.N.O.A.P.S. (Rs. in lakhs)								
O.B.	Allotment received during the year 2010-2011				Total Fund available	Total Expenditure Incurred	% of utilisation	Balance of fund
	Instalment 1 <sup>st</sup>	Instalment 2 <sup>nd</sup>	Instalment 3 <sup>rd</sup>	Instalment 4 <sup>th</sup>				
1,26,200	10,34,400	—	—	—	11,60,600	10,18,800	89%	41,800

Source: Mirik Block Office.

Table 5.32: (contd.)

Mirik Block								
National Social Assistance Programme: Statement of Financial and Physical Progress of the year 2010-2011								
Name of the scheme: I.G.N.O.A.P.S.								
Sl No.	Name of the Block	No. of beneficiaries						
		SC	ST	Minorities	Others	Total	Women	PH
1.	Mirik	88	286	1	487	862	297	Nil

Source: Mirik Block Office.

The Tables 5.32 shows monthly report of June 2011 of the financial and physical progress of Indira Gandhi National Old Age Pension Scheme (IGNOAPS) under National Social Assistance Programme (NSAP) in the Mirik Block. The Block received allotment which totalled to Rs.11,60,600. The total expenditure incurred was Rs.10,18,800 with 89% of utilisation of fund for carrying out the scheme. The total number of beneficiaries was 862 out of which 286 were Scheduled Tribes. The eligibility criteria under IGNOAPS are as under:

1. age of the applicant (male or female) should be 65 years or above.
2. the applicant should be belonging to a household living below the poverty line.

The pension is credited into a post office or public sector bank account of the beneficiary. In case of death of pensioner, the pension is stopped and no nominee would receive it.

**Table 5.33**

Coverage of Beneficiaries Report in Mirik Block								
Year- 2011 Month-June								
Name of the Scheme	Total No. of Beneficiaries	Gender		Categories				
		Male	Female	SC	ST	OBC	Minorities	Others
IGNOAPS	862	565	297	88	286	-	1	487
IGNWPS	259		259					
IGNDPS	13	7	6					
NFBS	34							

Source: Mirik Block Office.

The Table 5.33 shows the monthly report of June 2011 showing the coverage of beneficiaries report in Mirik Block. The total number of beneficiaries of schemes under National Social Assistance Programme (NSAP) administered in Mirik Block is given, where total number of beneficiaries under IGNOAPS is 862, IGNWPS is 259, IGNDPS is 13, NFBS is 34. All the beneficiaries belonged to the household below poverty line.

**Table 5.34**

Jorebunglow Sukhiapokhari Block				
S.T. Old Age Pension Scheme : Statement of Financial and Physical Progress of the year 2010-2011				
Fund received for the period from	Total number of Beneficiaries	Amount received	Amount disbursed	Balance till date
From the month of Jan2010 to March 2011	1094	1,23,07,500/-	1,20,15,000/-	2,92,500 (26 beneficiaries)

Source: Jorebunglow Sukhiapokri Block Office.

The Table 5.34 shows the monthly report of June 2011 of financial and physical progress in Scheduled Tribe Old Age Pension Scheme in Jorebunglow Sukhiapokri Block where till

June, 1094 Scheduled Tribes beneficiaries were given pension. The total amount received was Rs. 1,23,07,500 and amount utilised on carrying out the scheme was Rs. 1,20,15,000

Table 5.35(A)

Jorebunglow Sukhiapokhari Block: Employment generation under NREGS during the year 2010-11 up to the month of 31 <sup>st</sup> March 2011.								
Sl. No.	Name of the Gram Panchayat	Cumulative No. of household issued Job Card (till reporting month)				Cumulative No. of HH demanded employment (till the reporting month)	Cumulative No. of HH Provided employment (till the reporting month)	Cumulative No. of HH working under NREGA (till the reporting month)
		SC	ST	Others	Total			
1.	Sukhia Simana	91	585	357	1033	388	388	143
2.	Permaguri Tamsang	60	278	728	1066	262	262	87
3.	Plungdung	10	174	509	693	649	649	649
4.	Rangbhang-Gopaldhar	103	385	848	1336	497	497	155
5.	Ghoom Khasmal	48	138	268	454	150	150	150
6.	Upper Sonada	31	332	202	565	113	113	42
7.	Lower Sonada- I	86	309	361	756	134	134	134
8.	Lower Sonada- II	179	372	1370	1921	501	501	130
9.	Rangbull	80	401	526	1007	275	275	55
10.	Pokhriabon g-I	56	226	598	880	238	238	75
11.	Pokhriabon g-II	134	353	772	1259	122	122	122

Jorebunglow Sukhiapokhari Block: Employment generation under NREGS during the year 2010-11 up to the month of 31 <sup>st</sup> March 2011.								
Sl. No.	Name of the Gram Panchayat	Cumulative No. of household issued Job Card (till reporting month)				Cumulative No. of HH demanded employment (till the reporting month)	Cumulative No. of HH Provided employment (till the reporting month)	Cumulative No. of HH working under NREGA (till the reporting month)
		SC	ST	Others	Total			
12.	Pokhriabong-III	78	217	560	855	781	781	107
13.	Moondakot hi	43	358	773	1174	670	670	149
14.	Lingia marybong	124	230	727	1081	278	278	87
15.	Dhothray Kallej Valley	96	390	884	1370	905	905	55
16.	Gorabari 'M' Hope	161	739	765	1665	371	371	39
	Total	1380	5487	10248	17115	6334	6334	2179

Source: Jorebunglow Sukhiapokri Block Office and Gram Panchayat Offices

Table 5.35(B)

Jorebunglow Sukhiapokhari Block: Employment generation under NREGS during the year 2010-11 up to the month of 31 <sup>st</sup> March 2011.							
Sl. No.	Name of the Gram Panchayat	Cumulative Person days generate (in Lakhs) (till the reporting month)					No. of Bank A/C opened/ Post Office.
		SC	ST	Others	Total	Women	
1.	Sukhia Simana	947	6623	5124	12694	5726	795
2.	Permaguri Tamsang	812	2810	7660	11282	6326	669
3.	Plungdung	809	5012	9990	15811	9949	546
4.	Rangbhang-Gopaldhar	1348	6185	9920	17453	6374	1286
5.	Ghoom Khasmal	470	2930	4145	7545	5955	206
6.	Upper Sonada	136	948	912	1996	1194	294
7.	Lower Sonada- I	402	3086	4062	7550	4215	415
8.	Lower Sonada- II	896	1087	9145	11128	5269	918
9.	Rangbull	256	1257	3229	4742	2957	711
10.	Pokhriabong-I	213	2298	13400	15911	5570	450
11.	Pokhriabong-II	1656	3537	11209	16402	9236	505
12.	Pokhriabong-III	972	2217	4980	8169	3078	1195
13.	Moondakothi	774	4342	10879	15995	9208	1165
14.	Lingia marybong	1265	4205	10573	16043	5051	550
15.	Dhothray Kallej Valley	581	3757	6602	10940	4151	918
16.	Gorabari 'M' Hope	1503	5863	12897	20263	9576	905
	Total	13040	56157	124727	193924	93835	11528

Source: Jorebunglow Sukhiapokri Block Office and Gram Panchayat Offices.

Table 5.35(C)

Jorebunglow Sukhiapokhari Block: Employment generation under NREGS during the year 2010-11 up to the month of 31 <sup>st</sup> March 2011.					
Sl. No.	Name of the Gram Panchayat	O.B.	Release during the current year		Closing Balance
			Centre	State	
1.	Sukhia Simana	957468	38041217	0	4253644
2.	Permaguri Tamsang				
3.	Plungdung				
4.	Rangbhang-Gopaldhar				
5.	Ghoom Khasmal				
6.	Upper Sonada				
7.	Lower Sonada- I				
8.	Lower Sonada- II				
9.	Rangbull				
10.	Pokhriabong-I				
11.	Pokhriabong-II				
12.	Pokhriabong-III				
13.	Moondakothi				
14.	Lingia marybong				
15.	Dhothray Kallej Valley				
16.	Gorabari 'M' Hope				

Source: Jorebunglow Sukhiapokri Block Office and Gram Panchayat Offices.

Table 5.35(D)

Jorebunglow Sukhiapokhari Block: Employment generation under NREGS during the year 2010-11 up to the month of 31 <sup>st</sup> March 2011.								
Sl. No.	Name of the Gram Panchayat	Cumulative expenditure						Total
		On unskilled wages	On semi skilled	On skilled wages	On material	Administrative Expenses		
						Recurring	Non Recuring	
1.	Sukhia Simana	1292470	49520	313750	976171	0	0	2631911
2.	Permaguri Tamsang	1161910	42414	286984	487473	0	0	1978781
3.	Plungdung	164250	69300	507400	999301	0	0	3218451
4.	Rangbhang-Gopaldhar	1792830	394425	296700	1021386	0	0	3505341
5.	Ghoom Khasmal	804840	27750	253720	394226	0	0	1480536
6.	Upper Sonada	199600	9438	54700	216990	0	0	480728
7.	Lower Sonada-I	764350	28800	219800	206515	0	0	1219465
8.	Lower Sonada-II	1181200	33600	119800	183302	0	0	1517902
9.	Rangbull	499900	18600	168900	154698	0	0	842098
10.	Pokhriabong-I	1591195	67546	283610	631353	0	0	2573704
11.	Pokhriabong-II	1663100	58750	191900	392817	0	0	2306567
12.	Pokhriabong-III	828100	20370	144920	185821	0	0	1179211
13.	Moondakothi	1783850	49650	349750	927365	0	0	3110615
14.	Lingia marybong	1739130	51570	321960	1098182	0	0	3210842
15.	Dhothray Kallej Valley	1107050	34005	236200	163672	0	0	1540927
16.	Gorabari 'M' Hope	2107629	56175	356473	413631	0	0	2933908
	BLOCK	0	0	0	0	667971	365151	1033122
	Total	20159604	1011913	4106567	8452903	667971	365151	34764109

Source: Jorebunglow Sukhiapokri Block Office and Gram Panchayat Offices.

Tables 5.35(A), 5.35(B), 5.35 (C), 5.35(D) shows the financial and physical progress report of employment generation under National Rural Employment Guarantee Scheme (NREGS) during the year 2010-2011 within the sixteen gram panchayats of Jorebunglow Sukhiapokhari

Block. Table 5.35 (A) shows 17115 number of household in total were issued Job card till 31<sup>st</sup> of March 2011, out of which 5487 were Scheduled Tribes. Gram Panchayat Lower Sonada-II had the highest total number i.e. 1921 of household with job card issued while Gram Panchayat Ghoom Khasmahal , had the lowest total number i.e. 454 of household with job card issued. Gram Panchayat Gorabari 'M' Hope had the highest number i.e. 739 of Scheduled Tribes household with job card issued. Whereas Gram Phanchayat Ghoom Khasmahal had the lowest number i.e. 138 of Scheduled Tribes household with job card issued. 6334 number of household were provided employment from April 2010 till March 2011. Gram Panchayat Dhothray Kallej Valley had the highest number of household i.e. 905 with employment being provided. While Gram Panchayat Upper Sonada had the lowest number of household i.e. 113 with employment being provided. NREGS is a Centrally Sponsored Scheme on a cost-sharing basis between Centre and the State. The fund received by Jorebunglow Sukhiapokhri Block during the year 2010-2011 from the Centre was Rs. 3,80,41,217 while from State there was no fund for the corresponding year. The fund was further allotted to sixteen gram panchayats of the Jorebunglow Sukhiapokhri Block. The total expenditure on wages of unskilled workers was Rs. 2,01,59,604, on wages of semi skilled workers was Rs.10,11,913, on wages of skilled workers was Rs. 41,06,567. The total expenditure on material was Rs. 84,52,903. The cumulative expenditure of Jorebunglow Sukhiapokhri Block was Rs. 34764109, which was spent on carrying out the scheme in the sixteen gram panchayats of the block. The households which were issued job cards belonged to below poverty line. Every willing household belonging to below poverty line were firstly were supposed to get registered on the basis of the prescribed format provided by the respective gram panchayat. The application was to be submitted to the concerned gram panchayats. Every registered household was provided job card by the concerned gram panchayat.

Tables 5.36(A), 5.36(B) and 5.36(C), shows the financial and physical progress report of employment generation under National Rural Employment Guarantee Scheme (NREGS) during the year 2010-2011 within the six gram panchayats of Mirik Block. Table 5.35 (A) shows 9492 in total number of household were is issued Job Cards. The households which were issued job cards belonged to below poverty line. Every willing household belonging to below poverty line were firstly were supposed to get registered on the basis of the prescribed format provided by the respective gram panchayat. The application was to be submitted to the concerned gram panchayats. Every registered household was provided job card by the concerned gram panchayat. Out of six gram panchayats of Mirik Block, Soureni-II had the highest number i.e. 2317 households which were issued job card whereas gram panchayat Duptin had the lowest number i.e. 848 households which were issued job card. In MirikBlock there were 3123 of household belonging to Scheduled Tribes which were issued job cards.

Table 5.36(A):

Mirik Block: Employment generation under NREGS during the year 2010-11 up to the month of 31 <sup>st</sup> March 2011.										
Sl. No.	Name of the Gram Panchayat	Cumulative No. of household issued Job Card (till reporting month)				Cumulative No. of HH demanded employment (till the reporting month)	Cumulative Labour Budget estimation of employment provided (till reporting month)	Cumulative No. of HH Provided employment (till the reporting month)	Cumulative No. of HH working under NREGA (till the reporting month)	Cumulative Labour Budget estimation of Person days (till reporting month)
		SC	ST	Others	Total					
1.	PGSD-I	33	319	978	1330	8846	47170	8846	Nil	47170
2.	PGSD-II	32	364	691	1087					
3.	DUPTIN	59	460	329	848					
4.	SOUREN I-I	16 2	542	1394	2098					
5.	SOUREN I-II	23 3	784	1300	2317					
6.	CPGP	28 7	654	871	1812					
TOTAL		80 6	3123	5563	9492	8846	47170	8846	0	47170

Table 5.36 (B)

Mirik Block: Employment generation under NREGS during the year 2010-11 up to the month of 31 <sup>st</sup> March 2011.								
Sl. No.	Name of the Gram Panchayat	Cumulative Person days generate (in Lakhs) (till the reporting month)					No. of H.H which are beneficiary of Land reform/ IAY	Disable beneficiary
		SC	ST	Others	Total	Women		
1.	PGSD-I	50649	25333	205157	281139	88861	179	81
2.	PGSD-II							
3.	DUPTIN							
4.	SOURENI-I							
5.	SOURENI-II							
6.	CPGP							
TOTAL		50649	25333	205157	281139	88861	179	81

Source; Mirik Block Office and Gram Panchayat Offices.

Table 5.36(C)

Mirik Block: Employment generation under NREGS during the year 2010-11 up to the month of 31 <sup>st</sup> March 2011.										
Name of the Block	O.B.	Release during the current year		Cumulative Expenditure						Closing Balance
		Centre	State	On unskilled wages	On semi skilled & skilled wages	On material	Administrative Expenses		Total	
							Recurring	Non Recurring		
Mirik	63396	46500000	0	28114161	5867668	11119838	964823	421479	46487969	5063396

Source; Mirik Block Office.

Out of the six gram panchayats Soureni-II had the highest number i.e. 784 of households belonging to Scheduled Tribes which were issued job cards whereas gram panchayat Pahilagaon School Dara-I had the lowest number i.e. 319 of households belonging to Scheduled Tribes which were issued job cards. In Mirik Block, 8846 of households have been provided employment from April 2010 till March 2011. 179 of households were also beneficiaries of Indira Awas Yojana (IAY) and 81 of the workers were also disabled beneficiaries. NREGS is a Centrally Sponsored Scheme on a cost-sharing basis between Centre and the State. The fund received by Mirik Block during the year 2010-2011 from the Centre was Rs. 4,65,00,000 while from State there was no fund for the corresponding year. The total expenditure on wages of unskilled labourers were Rs. 2,81,14,161 and expenditure for wages on semi skilled and skilled labourers were Rs. 1,11,19,838. Out of the cumulative expenditure of Rs. 4,64,87,969 in the Mirik block for carrying out the scheme 60.48% were spent on wages and 39.52% were spent on materials.

Table 5.37

Name of the Block	No. of identified Backward Villages in the Block	Total No. of Families in those Backward Villages	No. of families provided with Job-Cards
Mirik	19	2992	250

Source; Mirik Block Office.

The Table 5.37 shows that out of the six gram panchayats of the Mirik Block, 19 villages have been identified as backward villages and there are 2992 families residing in those backward villages. Out of 2992 families 250 families have been provided with Job cards.

Table 5.38

Name of the Gram Panchayat	Cumulative No. of Job Card Issued (Since Inception)	Cumulative No. of Household provided employment (2010-2011)	Total No. of NREGS Schemes Executed (2010-2011)	Total No. of NREGS Completed
PGSD-I	1330	1210	18	2
PGSD-II	1087	989	19	5
DUPTIN	848	795	13	4
SOURENI-I	2098	1988	31	7
SOURENI-II	2317	2098	42	9
CPGP	1812	1766	50	15
TOTAL	9492	8846	173	42

Source; Mirik Block Office.

The Table 5.38 shows cumulative number of job card issued in the Mirik Block is 9492. The total number of Households provided employment from April 2010 till March 2011 was 8846. Gram Panchayat Soureni-II had the highest number i.e. 2098 of households which were provided employment while Gram Panchayat Duptin has the lowest number i.e.795 of households which were provided employment. The wages of the labourers were being paid through the accounts in banks and post offices. The total number of bank account opened till March 2011 was 6694 and the total number of post office account opened till date was 2329. 173 of NREGS schemes were executed from April 2010 till March 2011. Gram Panchayat Chenga Panighatta had the highest number i.e. 50 of NREGS Schemes executed in the year 2010-2011 out of which 15 NREGS work has been completed. Out of 173 NREGS Schemes executed in total in Mirik Block 42 has been completed.

The Swarnajayanti Gram Swaroggar Yojana (SGSY) aims at alleviating rural poverty by facilitating creation of self-employment opportunities for the poor. Under this scheme poor, particularly the poor women are organised into self help groups. According to the guidelines of SGSY, after the formation of a group, the members would rely on their own savings, with the government providing training and infrastructural support. After six months of formation, the SHGs are graded first by the banks and government officials and those found eligible are allowed to open cash credit account in a bank, part of which is contributed by the government and do not bear any interest. The money in cash credit account could be withdrawn for consumption or for taking up micro enterprises. The SHGs, which pass the first grading becomes eligible for scheme based lending after being graded for the second time. Only Grade I groups with six months experience are supposed to be graded for the second time.

Table 5.39

Jorebunglow Sukhiapokhri Block: SHG Groups.						
Sl. No.	Name of the Gram Panchayat	Total Groups	1 <sup>st</sup> grade	2 <sup>nd</sup> grade	Women	Defunct
1.	Sukhia Simana	8	3	2	5	7
2.	Permaguri Tamsang	12	11	-	4	5
3.	Plungdung	13	4	-	4	-
4.	Rangbhang-Gopaldhar	29	26	8	5	4
5.	Pokhriabong-I	15	8	3	5	6
6.	Pokhriabong-II	31	14	1	6	12
7.	Pokhriabong-III	51	38	20	5	31
8.	Ghoom Khasmal	22	17	14	14	3
9.	Lingia marybong	10	4	-	2	1
10.	Rangbull	34	32	11	12	2
11.	Dhothray Kallej Valley	31	22	7	5	17
12.	Lower Sonada- I	22	15	5	7	6
13.	Lower Sonada- II	11	10	4	1	6
14.	Upper Sonada	9	6	5	4	1
15.	Moondakothi	22	12	4	4	-
16.	Gorabari 'M' Hope	17	2	-	1	12
	Total	337	227	81	84	113

Source: Jorebunglow Sukhiapokri Block Office and Gram Panchayat Offices.

In the Jorebunglow Sukhiapokri Block for the execution of Swarnajayanti Gram Swarajgar Yojana (SGSY) poor people of the rural areas have been encouraged to form SHGs. In this scheme poor women of the rural areas belonging to below poverty line are encouraged to form SHGs for creating self employment opportunities. The Table 5.39 shows that in the Block, there are 337 of total SHGs found working till June 2011. 227 of SHGs have passed

the 1<sup>st</sup> grading. 81 of SHGs have been graded for second time. 84 SHGs included only women members while 113 of the SHGs lay defunct in the Block.

- 1) Total number of SHG Groups -337.
- 2) Cluster- 2
  - Name of Cluster- i) Triveni Cluster (Pok-III) Defunct
  - ii) Dhotria Cluster (Dhotria Kalej Valley)
- 3) Sub-Cluster-16
  - a) Ghoom khasmal- 4
  - b) Rangbull- 4
  - c) Pokh III – 1
  - d) Munda kothi – 2
  - e) Rangbhang Gopaldara – 2
  - f) Lingia Marybong-2
  - g) Lower Sonada – 2

4) Backward Village-

Total no. of backward village- 15

- a) Goat Kharka
- b) Balasun T.E.
- c) Tungsun
- d) Munshigaon
- e) Rahadara busty
- f) Balasun Busty
- g) Lower DhajayBusty
- h) Tamkhulay T.E.
- i) Jawbari
- j) Majwa
- k) Chattakpur Forest village
- l) Milling Hatta Busty
- m) Bashghari
- n) Sunwar Busty

Total no. of groups formed in backward villages- 32 groups formed.

Table 5.40

: Report on Backward Villages:									
Jorebunglow Sukhiapokhri Block [for the month of June 2011]									
Name of the G.P.	Name of the identified backward villages	No. of families	No. of SHS required to be formed	No. of SHG formed		No. of families involved	No. of SHG received RF	No. of SHG received credit other than SGSY	No. of SHG received project loan
				Linked with SGSY	Linked with other programme				
Mundakothi	Goat kharka	98	10			Nil			
Dhoteria K Valley	Balasune T.E.	149	14						
	Tungsun	405	22						
	Munshigoan	186	18	3		30			
Parmaguri Tamsang	Rahadara busty	164	14	2		20			
Plungdung	Balasiun busty	181	14						
	Pubung T.E.	99	10	6		66	1		
Pok- III	Lower Dhajay busty	109	14	5		50	5		
Pok-II	Tamkhulay T.E.	251	14	3		30			
Rangbhang gopaldhara	Jawbari	42	5	Nil	2 (DWCRA)	20	Nil		
	Majuwa	89	9	5		50	5		1
Upper Sonada	Chattakpur forest village	64	6	2		21	2		
Lower Sonada-I	Milling hatta busty	19	2	1		10			
Gorabari M Hope	Bashghari	90	10	1		10	1		
	Sunwar Busty	161	14	2		20	14		
Total		2107	176	30	2	327	28		1

Source: Jorebunglow Sukhiapokhri Block Office and Gram Panchayat Offices.

Table 5.40 (contd.)

Report on Backward Villages: Jorebunglow Sukhiapokhri Block [for the month of June 2011]					
Name of the G.P.	Name of the identified backward villages	SHG received basic training		SHG received skill development	
		No. of SHG	No. of member	No. of SHG	No. of member
Mundakothi	Goat kharka				
Dhoteria K Valley	Balasune T.E.				
	Tungsun				

<b>Report on Backward Villages: Jorebunglow Sukhiapokhri Block [for the month of June 2011]</b>					
Name of the G.P.	Name of the identified backward villages	SHG received basic training		SHG received skill development	
		No. of SHG	No. of member	No. of SHG	No. of member
	Munshigoan				
Parmaguri Tamsang	Rahadara busty				
Plungdung	Balasan busty				
	Pubung T.E.	1	3	1	10
Pok- III	Lower Dhajay busty	5	10	5	45
Pok-II	Tamkhulay T.E.				
Rangbhang gopaldhara	Jawbari	1	2		
	Majuwa	5	30	5	26
Upper Sonada	Chattakpur forest village	2	4	2	15
Lower Sonada-I	Milling hatta busty				
Gorabari M Hope	Bashghari	1	2	1	10
	Sunwar Busty				
<b>Total</b>		<b>15</b>	<b>51</b>	<b>14</b>	<b>106</b>

Source: Jorebunglow Sukhiapokri Block Office and Gram Panchayat Offices.

The Tables 5.40 show the physical progress of SHGs of 15 identified backward villages of Jorebunglow Sukhiapokri Block. The 15 identified backward villages had 2107 of families. 176 of SHGs were required to be formed out of which 32 of SHGs were formed in these 15 backward villages till June 2011. In the village Jawbari of Gram Panchayat Rangbhang Gopaldhara, two of the SHGs were also linked with the scheme Development of Women and Children in Rural Areas (DWCRA). The 327 of families were involved in these SHGs in these backward villages of the Jorebunglow Sukhiapokhri Block. 51 members of 15 SHGs received basic training. 14 SHGs received training in skill development and 106 members have also undergone training in skill development.

<b>Table 5.41: Present position regarding Caste Certificate to ST for the month of June 2011 in Mirik Block.</b>	
Application Received	825
Certificate Disbursed	618

Source Mirik BlockOffice

The Table 5.41 shows that in the Mirik Block 825 application was received out of which 618 were disbursed till June 2011. The application received for ST certificates and also SC or OBC certificates in the Mirik Block were sent to Sub divisional Office in Kurseong wherefrom the applicants were issued certificates.

**Table 5.42**

<b>Present position regarding Caste Certificate to ST/ SC/ OBC for the month of June 2011 in Jorebunglow Sukhiapokri Block.</b>				
	SC	ST	OBC	Total
Opening Balance	34	201	21	256
Application Received	40	90	20	150
Cumulative Total	74	291	41	406
Certificate Issued	07	20	10	37
Application Rejected	04	30	15	49
Application Pending	63	241	16	320

Source: Jorebunglow Sukhiapokri Block Office

The Table 5.42 shows in the Jorebunglow Sukhiapokri Block 90 application was received till June 2011. 20 applicants were issued ST certificates from the Block while 30 applicants were rejected.

In the study area (16 gram Panchayats of Jorebunglow Sukhiapokhari Block and 6 gram panchayats of Mirik Block) there is no special welfare programme for the tribes of the region. The welfare programmes which were administered in the gram panchayat and block were for rural upliftment and rural development. The tribes of the region were indirectly benefitted from these schemes. Although the governmental agencies have helped in uplifting the poor tribals, it has enabled the tribals to raise their standard of living. However, very few tribal beneficiaries have received assistance through these welfare schemes administered through panchayats in comparison to the total tribal population inhabiting in the panchayat areas. Moreover the beneficiaries belonging to Scheduled Tribe category under schemes like Swarnajayanti Gram Swarozgar Yojana (SGSY), The National Rural Employment Guarantee Scheme (NREGS), Indira Awas Yojana (IAY), National Social Assistance Programme (NSAP), which comprised of five schemes namely, Indira Gandhi National Old Age Pension Scheme (IGNOAPS), Indira Gandhi National Widow Pension Scheme (IGNWPS), Indira Gandhi National Disability Pension Scheme (IGNDPS), National Family Benefit Scheme (NFBS) and Annapurna Scheme were minimum.

Besides this wage employment (under NREGS), mere housing loan (under IAY) and old age pension (under IGNOAPS) did not make them self-sufficient. The strategy of increase in wage employment and provision of providing house building and house repair loans and also mere old age pension has neglected the entrepreneurial aspect and self-sustained development efforts on the part of the tribals of the region. Moreover wage employment through

programmes like NREGS, produced negligible income generating asset for the poor tribals, but not sustained income generating asset. More programmes like Swarnajayanti Gram Swarozgar Yojana (SGSY) should be encouraged which generates self-employment.

According to Md Ayub Mallick, the poor tribals lacked entrepreneurial initiative. Entrepreneurial development is meaningful, viable and productive way of utilizing the material and human resources. This development among the rural tribal population is the imperative need in the part of the countries embarking on small industry development programmes. The entire success of small enterprise promotion in rural-tribal communities hinges on marketing the products of the neo-entrepreneurs. In the initial stages the promotional agencies should help in marketing the products. The new and the emerging entrepreneurs may be weak to organize the marketing of their products on their own. The promotional agencies may go in for internal or external export of the indigenous channels. Such a support would sustain the ongoing entrepreneurs. In this respect panchayats have important role to play. Mere management of development would not make tribal development a sustainable one with fair and equitable distribution of income, power and opportunities following an ecologically sound and acceptable production system for both growth and development.<sup>46</sup>

Apart from IAY and NREGS, various programmes were in operation in the study area but in all these developmental and welfare programmes there was minimum effort in improving the health and sanitation problems of the tribals of the region. Another most important problem realised during survey was most of the beneficiaries are from the lower category. Due to their economic hardships and low economic background the beneficiaries mostly consume the loan and for this reason local banks were not interested in providing loans to the poor tribals living in the rural areas. It was realised from the survey that very few beneficiaries were able to generate income from the given schemes and welfare programmes. Majority of them did not utilise their loan amount for the actual purpose, some of them utilised their loan amount for other purposes different from the purpose for which their loan was sanctioned. This leads to inability to the repayment of loan. Non-repayment of loan is prevalent among the tribes and non-recovery of bank loans is a menace. The poor tribals should be motivated and guided to utilise the funds and loans provided to them properly and for a purpose.

The welfare programmes in the study area do not follow the necessary pre-requisites like the assessment and development of natural resources in the rural areas, identification of the imperative needs of the poor and tribals, development of infrastructure and development of viable technology, which will be accessible to the weaker sections and would promote modernisation and productivity of their occupations and not just for their survival. The introduction of the Panchayati Raj institutions has enabled power to be decentralized. Planning from below is meant for decision taken by the local level village leaders. Panchayats have helped in creating awareness among the rural masses and motivating them about their rights and duties in the matter of development priorities, functions and processes.

### 5.11 The Socio-Economic Profile of the Respondents:

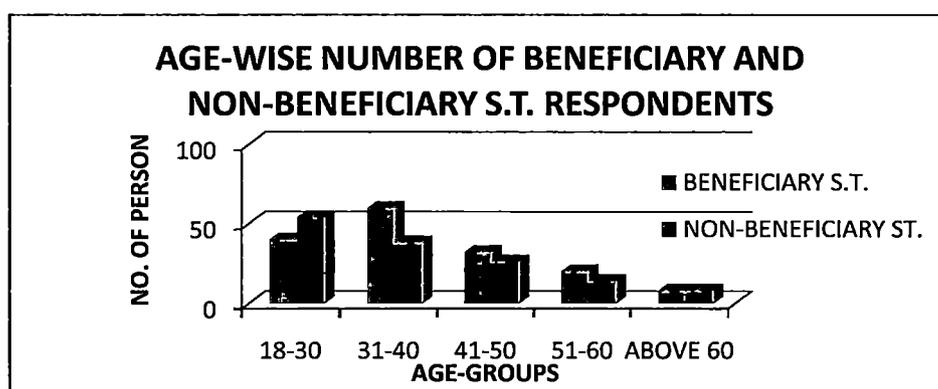
The study has been confined to the 16 gram panchayats of Jorebunglow-Sukhiapokhari Block and 6 gram panchayats of Mirik Block of the Darjeeling District. From the rural areas of these two blocks, 300 respondents have been interviewed for study. Out of 300 respondents, 160 (53.3%) respondents were beneficiaries of government sponsored welfare schemes, while 140 (47.3%) respondents were non beneficiaries. All the 300 respondents belonged to Scheduled Tribe category. From the 16 gram panchayats of Jorebunglow-Sukhiapokhari 115 beneficiary respondents and 100 non beneficiary respondents were taken, while from the 6 gram panchayats of Mirik 45 beneficiary respondents and 40 non beneficiary respondents were taken for study.

Table 5.43

Age-wise Distribution of Respondents.						
Age in years	Non-Beneficiary ST		Beneficiary ST		Total	
		%		%		%
18-30	54	38.57%	40	25%	94	31.33%
31-40	38	27.14%	60	37%	98	32.66%
41-50	26	18.57%	32	20%	58	19.33%
51-60	14	10%	20	12.50%	34	11.33%
61& Above	8	5.71%	8	5.00%	16	5.33%
Total	140	100%	160	100%	300	100%

Source: Field Survey

Figure 5.2



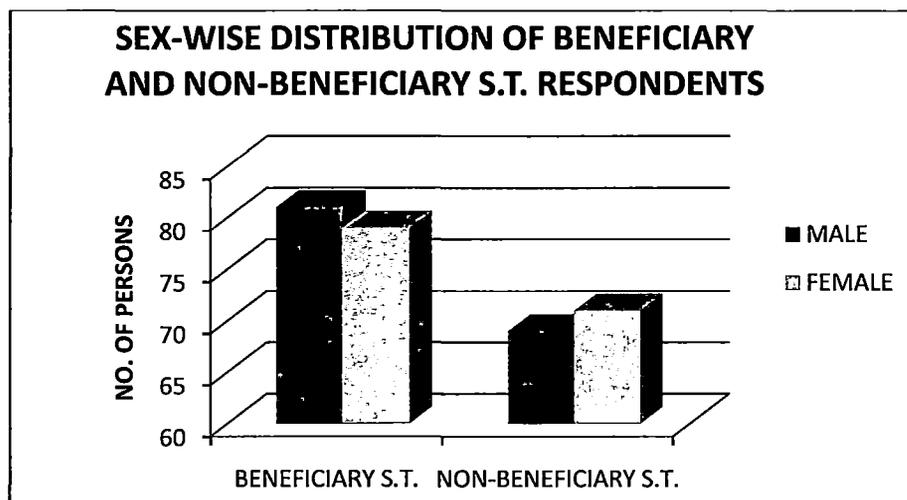
The Table 5.43 and Figure 5.2 show the age-wise distribution of both beneficiary and non-beneficiary Scheduled Tribes respondents. It is observed from the Table 5.43 that more than 80 percent respondents fell under the age group of 18 to 50 years. Also most of the non-beneficiary respondents also fell within the same age group. 38.6% of the non-beneficiary fell under 18-30 age group. This implies that the unemployed youths can be more fruitfully be employed in various income generating self-employment schemes.

**Table 5.44**

<b>Sex-wise Distribution of Beneficiary and Non-beneficiary Respondents.</b>						
Sex	Beneficiary ST		Non-Beneficiary ST		Total	
		%		%		%
Male	81	50.62%	69	49.28%	150	50%
Female	79	49.37%	71	50.71%	150	50%
Total	160	100%	140	100%	300	100%

Source: Field Survey.

**Figure 5.3**



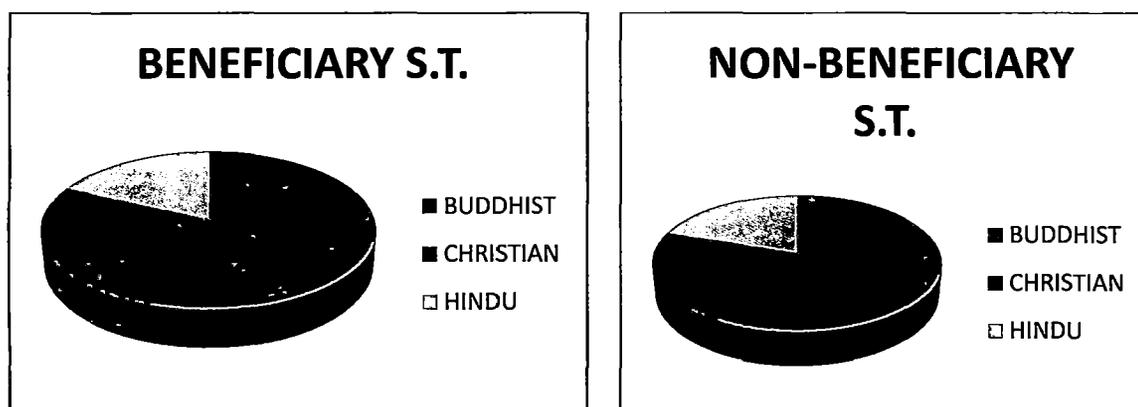
The Table 5.44 and Figure 5.3 show that in total of 300 Scheduled Tribe respondents, predominantly 150 (50%) were males and 150 (50%) were females. The percentage of males and females in both categories of beneficiary and non-beneficiary respondents more or less correspond to each other.

Table 5.45

Religion-wise Distribution of Beneficiary and Non-beneficiary Respondents.						
Religion	Beneficiary ST		Non-Beneficiary ST		Total	
		%		%		%
Buddhist	119	74.37%	86	61.42%	205	68.33%
Christian	12	7.5%	26	18.57%	38	12.66%
Hindu	29	18.12%	28	20%	57	19%
Others	00	00%	00	00%	00	00%
Total	160	100%	140	100%	300	100%

Source:Field Survey.

Figure 5.4



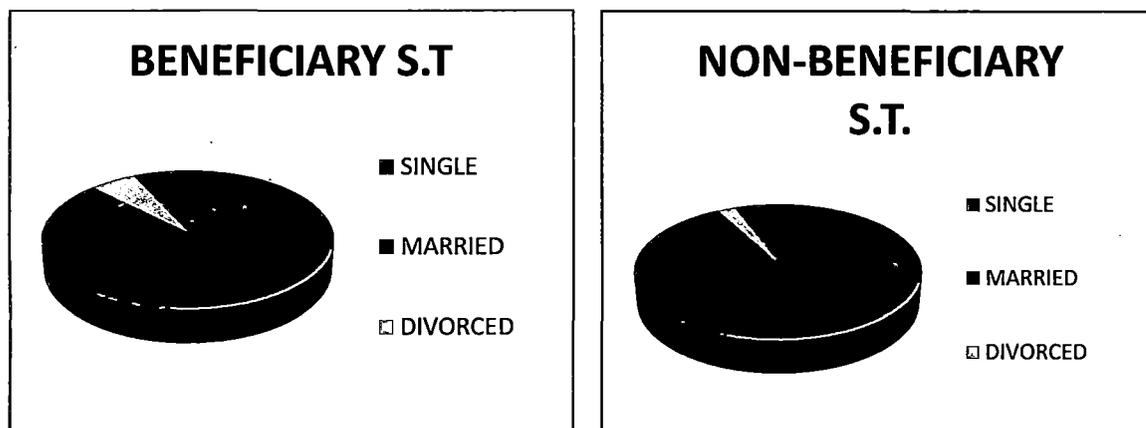
The Table 5.45 and the Figure 5.4 show the religion-wise distribution of beneficiary and non-beneficiary respondents. It is observed that more than 60% of the beneficiary and non-beneficiary respondents professed Buddhism. This was followed by Hinduism (19%) and Christianity (12.66%). The Scheduled Tribes of Darjeeling are Bhutias, Lepchas, Tamangs who profess Buddhism, while Subba are Hindus and some sections of Lepchas and Tamangs have converted themselves to Christianity.

Table 5.46

Marital status-wise Distribution of Beneficiary and Non-beneficiary Respondents.						
Marital Status	Beneficiary ST		Non-Beneficiary ST		Total	
		%		%		%
Single	31	19.37%	50	35.71%	81	27%
Married	109	68.12%	79	56.42%	188	62.66%
Divorced	9	5.62%	3	2.14%	12	4%
Widow/Widower	11	6.87%	8	5.71%	19	6.33%
Total	160	100%	140	100%	300	100%

Source: Field Survey.

Figure 5.5



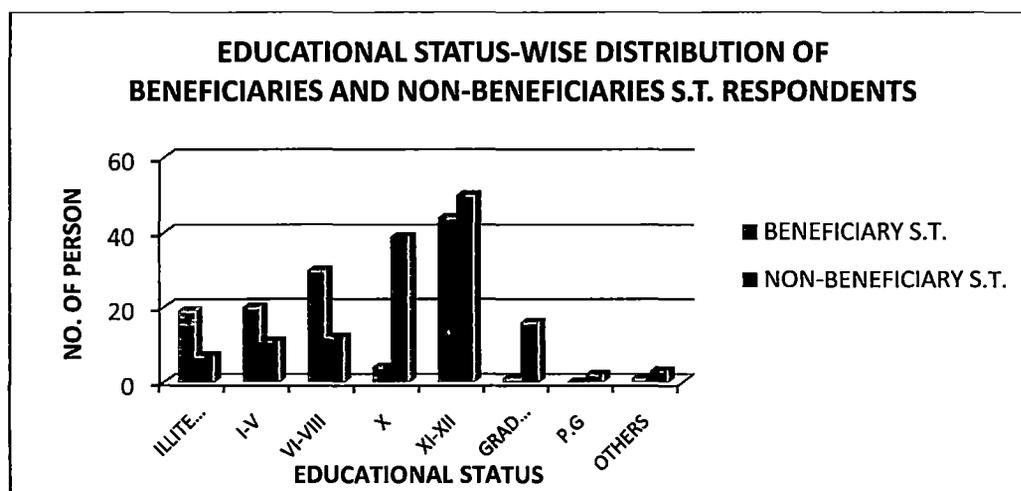
The Table 5.46 and Figure 5.5 show the marital status-wise distribution of beneficiary and non-beneficiary Scheduled Tribe respondents. It is observed that more than 55% of the beneficiary and non-beneficiary respondents are married. The percentage of both the beneficiary and non-beneficiary respondents who are divorcee is only 4% proving that the rate of divorce is low among the Scheduled Tribes of rural areas of the Darjeeling hill.

Table 5.47

Distribution of Beneficiary and Non-beneficiary Respondents' Educational Attainment.						
Educational Status	Beneficiary ST		Non-Beneficiary ST		Total	
		%		%		%
Illiterate	19	11.87%	7	5%	26	8.67%
I-V	20	12.50%	11	7.86%	31	10.33%
VI-VIII	30	18.75%	12	8.57%	42	14%
X	45	28.13%	39	27.86%	84	28%
XI-XII	44	27.50%	50	35.71%	94	31.33%
Graduate	1	.62%	16	11.43%	17	5.67%
Post-Graduate	00	00%	2	1.43%	2	0.67%
Others (technical/professional)	1	.62%	3	2.14%	4	1.33%
Total	160	100%	140	100%	300	100%

Source: Field Survey.

Figure 5.6



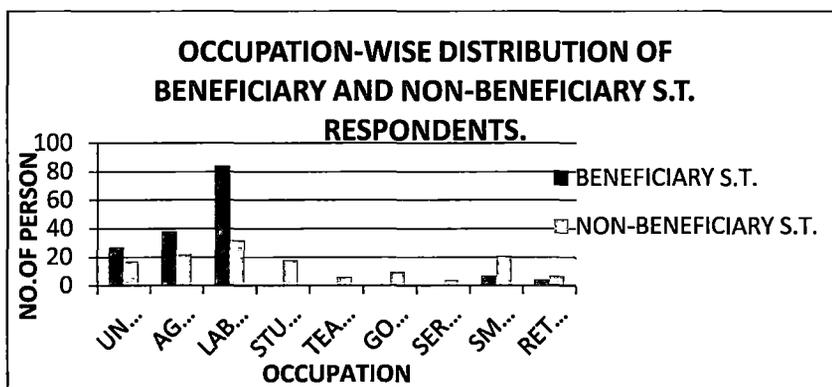
The Table 5.47 and Figure 5.6 show the distribution of beneficiary and non beneficiary respondent's educational attainment. It is observed that 8.7% of the beneficiary and non beneficiary respondents are illiterate and have never attended school nor they could read or write. While 10% of the beneficiary and non beneficiary respondents were found to have attended primary schools and have attained educational level ranging from class I to V and it was even lower (7.8%) with non beneficiary respondents. Also only 5.6 % of the beneficiary and non beneficiary respondents have graduate degree and it is even very low (0.62% only) with the beneficiary respondents. Even the percentage of tribals who have attained post-graduation (0.67%) and technical/professional courses (1.33%) are very low. This implies that the spread of education amongst the tribals of the rural areas, which is a very important prerequisite for any development work, is very poor. Mass education among the tribals has to be regularised and developed. The proportionate changes in techno-scientific and socio-cultural fields are the essential pre-conditions for tribal development. Education brings about modernisation effects, formulates motivations to change among the people, plays vital role in fulfilling the basic objectives: economy, knowledge and excellence. Apart from formal education curriculum, vocational-technical education among the tribes is essential for improving their economy and productivity.

**Table 5.48**

<b>Occupation- wise distribution of Beneficiary and Non-beneficiary Respondents'</b>						
<b>Profession</b>	<b>Beneficiary ST</b>		<b>Non-Beneficiary ST</b>		<b>Total</b>	
		<b>%</b>		<b>%</b>		<b>%</b>
Unemployed	27	16.88%	17	12.14%	44	14.67%
Agriculture	38	23.75%	22	15.71%	60	20%
Labourer	84	52.50%	35	25%	119	39.67%
Student	00	00%	18	12.86%	18	6%
Teaching	00	00%	6	4.29%	6	2%
Govt. Employee	00	00%	10	7.14%	10	3.33%
Services/others	00	00%	4	2.86%	4	1.33%
Small Business	7	4.38%	21	15%	28	9.33%
Retired	4	2.50%	7	5%	11	3.67
<b>Total</b>	<b>160</b>	<b>100%</b>	<b>140</b>	<b>100%</b>	<b>300</b>	<b>100%</b>

Source: Field Survey

Figure 5.7



The Table 5.48 and the Figure 5.7 show the occupation-wise distribution of beneficiary and non-beneficiary scheduled tribe respondents. It is observed from the Table 5.48 that 14.6 % of the beneficiary and non beneficiary respondents are unemployed, while 20% of the beneficiary and non-beneficiary respondents are engaged in agriculture. About 40% of the beneficiary and non-beneficiary respondents earn their income through labour. This is higher among the Scheduled Tribe beneficiary with 52.50% who earn their income through labour. It is observed from the table that not even 15% of the beneficiary and non-beneficiary respondents are white-collar employees and earn regular salaries. The unemployed, the poor cultivators and the labourers are at the bottom of the occupational structure and they constitute the majority. This indicates the nature of unemployment and irregularity or uncertainty of their source of income. This implies that the unemployed youths can be more fruitfully be employed in various income generating self-employment schemes.

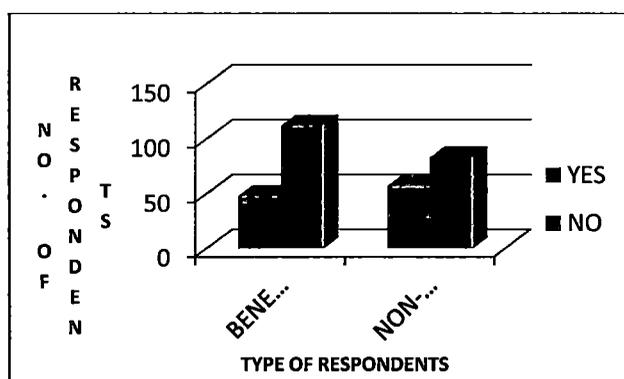
### 5.12 Empirical findings of the study:

Table 5.49

Age-wise answer to the question:												
Are you aware of various Constitutional safeguards/privileges provided to the Scheduled Tribes?												
Age- group	Beneficiary ST				Non-beneficiary ST				Total			
	Yes	%	No	%	Yes	%	No	%	Yes	%	No	%
18-30	10	6.25	30	18.75	25	17.9	29	20.7	35	11.7	59	19.7
31-40	15	9.38	45	28.13	17	12.1	21	15	32	10.7	66	22
41-50	12	7.50	20	12.50	8	5.7	18	12.9	20	6.7	38	12.7
51-60	8	5	12	7.50	5	3.6	9	6.4	13	4.3	21	7
61-above	3	1.89	5	3.13	2	1.4	6	4.3	5	1.7	11	3.7
Total	48	26.9	112	70	57	40.7	83	59.3	105	35	195	65

Source:Field Survey

Figure 5.8



The Table 5.49 and the Figure 5.8 shows that only 35% of the beneficiary and non-beneficiary respondents are aware of various safeguards and privileges provided by the Constitution of India to the Scheduled Tribes, while 65% of the tribal respondents have no knowledge about the various constitutional safeguards and privileges provided to the Scheduled Tribes. This is even worse with the beneficiary respondents where only 26.9% of the beneficiary scheduled tribe respondents are informed about the constitutional safeguards and privileges to the scheduled tribes, whereas among the non-beneficiary scheduled tribes, about 40% of them are informed about the safeguards and privileges provided to the scheduled tribes. It is observed that 20% of the respondents falling on the age group 18-40 are aware of the constitutional safeguards and privileges which implies that the younger generation are more informed about the constitutional safeguards and privileges provided to the scheduled tribes, than elders. The data reveals that a very low percentage of tribals living in the rural areas of the Darjeeling hills are informed about the safeguards and privileges provided by the constitution of India to the Scheduled Tribes. The high percentage of ignorance may be due to the high rate of illiteracy and lack of knowledge and information among the tribals of the rural areas of the study area.

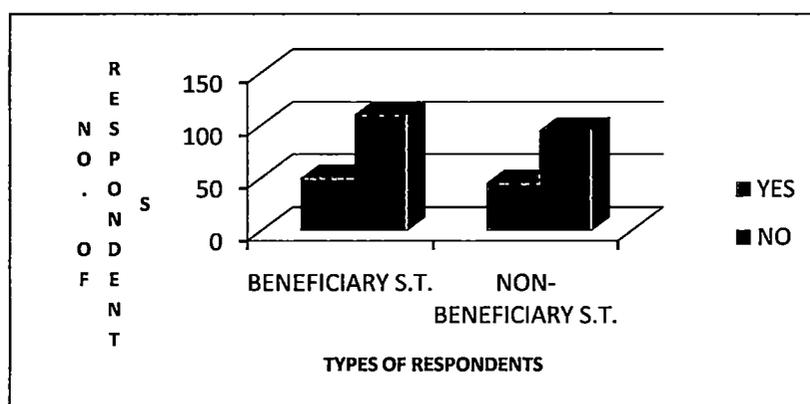
Table 5.50

Age wise answer to the question:												
Are you informed about the various benefit/welfare schemes from Government for the development of Scheduled Tribes?												
Age- group	Beneficiary ST				Non-beneficiary ST				Total			
	Yes	%	No	%	Yes	%	No	%	Yes	%	No	%
18-30	15	9.4	25	15.6	17	12.1	37	26.4	32	10.7	62	20.7
31-40	18	11.3	42	26.3	14	10	24	17.1	32	10.7	66	22

Age- group			Beneficiary ST			Non-beneficiary ST				Total		
	Yes	%	No	%	Yes	%	No	%	Yes	%	No	%
41-50	8	5	24	15	9	6.4	17	12.1	17	5.7	41	13.7
51-60	8	5	12	7.5	3	2.1	11	7.9	11	3.7	23	7.7
61-above	1	0.6	7	4.4	2	1.4	6	4.3	3	1	13	4.3
Total	50	31.3	110	68.8	45	32.1	95	67.9	95	31.7	205	68.3

Source: Field Survey

Figure 5.9



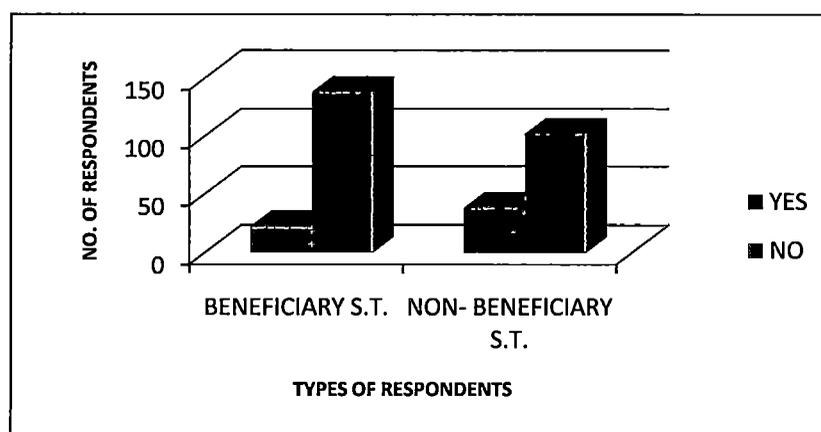
The Table 5.50 and the Figure 5.9 shows that only 32% of the beneficiary Scheduled Tribe and non-beneficiary Scheduled Tribe respondents are informed about the various benefit welfare schemes from Government for the development of Scheduled Tribes, whereas 68% of the respondents are unaware of the various benefits/welfare schemes from Government for the development of Scheduled Tribes. The percentage of respondents of beneficiary and non-beneficiary category, who are informed or who are ignorant about the various benefit/welfare schemes from Government for the development of Scheduled Tribes more or less correspond to each other. Even among the beneficiary respondents the tribals who are informed about the various benefit/welfare schemes from Government for the development of Scheduled Tribes are very low. The data reveals that a very low percentage of tribals living in the rural areas of the Darjeeling hills are informed about the various benefit/welfare schemes from Government for the development of Scheduled Tribes. This high percentage of ignorance among the tribals of the rural areas may be due to lack of education.

**Table 5.51: Age wise answer to the question:**

**Are you aware of objectives of various welfare schemes like SGSY, NREGS, IAY, IGNOAPS, IGNWPS, IGNDPS, NFBS provided by the Government administered under panchayats?**

Age-group	Beneficiary ST				Non-beneficiary ST				Total			
	Yes	%	No	%	Yes	%	No	%	Yes	%	No	%
18-30	6	3.8	34	21.3	16	11.4	38	27.1	22	7.3	72	24
31-40	10	6.3	50	31.3	8	5.7	30	21.4	18	6	80	26.7
41-50	4	2.5	28	17.5	6	4.3	20	14.3	10	3.3	48	16
51-60	2	1.3	18	11.3	5	3.6	9	6.4	7	2.3	27	9
61-above	00	00	8	5	3	2.1	5	3.6	3	1	13	4.3
Total	22	13.8	138	86.3	38	27.1	102	72.9	60	20	240	80

Source: Field Survey.

**Figure 5.10**

The Table 5.51 and the Figure 5.10 shows that more than 80% of the beneficiary and non-beneficiary Scheduled Tribe respondents are not informed about the objectives of various welfare schemes like SGSY, NREGS, IAY, IGNOAPS, IGNWPS, IGNDPS, NFBS and the like, provided by the Government administered through panchayats. A very nominal percentage of about 20% of respondents are informed about the objectives of these various welfare schemes. About 27% of the non-beneficiaries Scheduled Tribes are aware of the objectives and guidelines of these welfare schemes and programmes. This is even worse with the beneficiary respondents with only 14% aware of objectives and guidelines of these welfare schemes. The beneficiary respondents were beneficiary to these welfare schemes like SGSY, NREGS, IAY, IGNOAPS, IGNWPS, IGNDPS, NFBS and the like, but still most

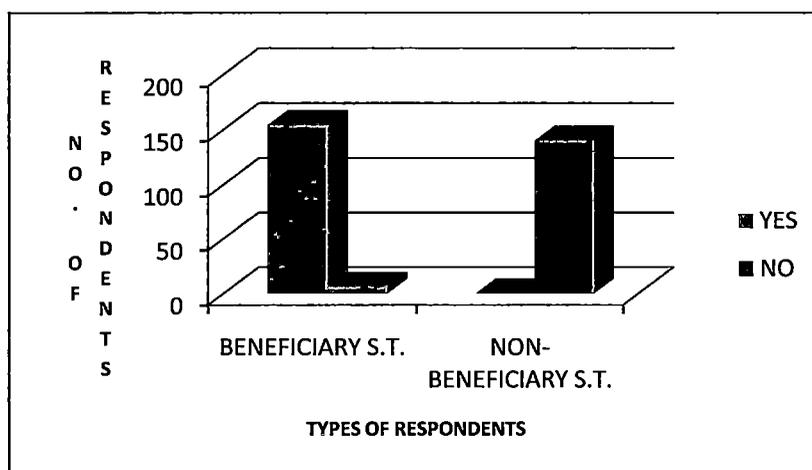
of them did not know the objectives and guidelines of these welfare schemes. 86% of the beneficiary respondents did not know about the objectives and guidelines of these schemes. They only took money as governmental help and for self employment and poverty alleviation. Only 14 % of the beneficiary respondents knew about the objectives and guidelines of these welfare schemes. They received the information about the objectives and guidelines of these welfare programmes from their respective gram panchayat officials and party-panchayat leaders of their locality. This high percentage of ignorance among the tribals of the rural areas may be due to lack of education.

**Table 5.52**

Age wise answer to the question:												
Do you participate in Development/Welfare programmes provided by the Government? (a) Contribution through labour:												
	Beneficiary ST				Non-beneficiary ST				Total			
	Yes	%	No	%	Yes	%	No	%	Yes	%	No	%
18-30	40	25	00	00	-	-	54	38.6	40	13.3	54	18
31-40	58	36.3	2	1.3	-	-	38	27.1	58	19.3	40	13.3
41-50	31	19.4	1	0.6	-	-	26	18.6	31	10.3	27	9
51-60	19	11.9	1	0.6	-	-	14	10	19	6.3	15	5
61-above	6	3.8	2	1.3	-	-	8	5.7	6	2	10	3.3
Total	154	96.3	6	3.8	-	-	140	100	154	51.3	146	48.7

Source: Field Survey.

**Figure 5.11**



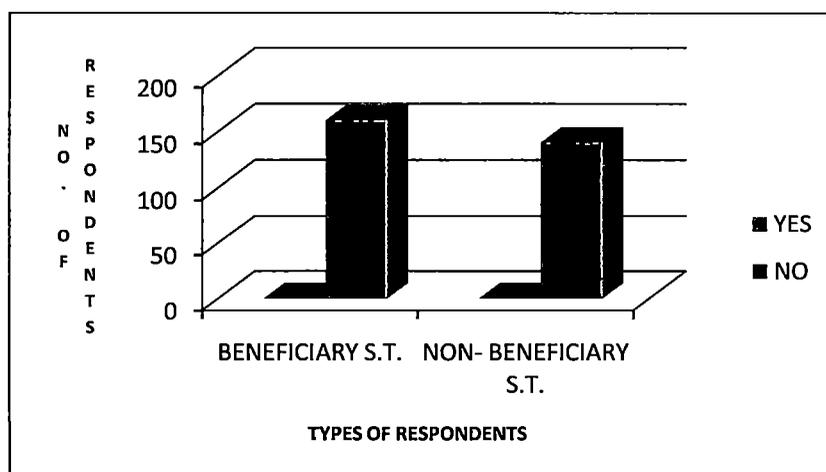
The Table 5.52 and the Figure 5.11 shows 51.3% of the tribal respondents do participate in the development / welfare programmes of the government through labour while 48.7 of the tribal respondents do not participate through labour in the development/ welfare of the government. It is observed that there is no participation of the non-beneficiary tribal respondents in these development/welfare programmes of the government, while there is 96% of tribal beneficiary's participation in the development/welfare schemes through labour.

**Table 5.53**

Age wise answer to the question:												
Do you participate in Development/Welfare programmes provided by the Government? (b) Contribution through money:												
	Non-beneficiary ST				Beneficiary ST				Total			
	Yes	%	No	%	Yes	%	No	%	Yes	%	No	%
18-30	-	-	54	38.6	-	-	40	25	-	-	94	31.3
31-40	-	-	38	27.1	-	-	60	37	-	-	98	32.7
41-50	-	-	26	18.6	-	-	32	20	-	-	58	19.3
51-60	-	-	14	10	-	-	20	12.5	-	-	34	11.3
61-above	-	-	8	5.7	-	-	8	5.00	-	-	16	5.3
Total	-	-	140	100	-	-	160	100	-	-	300	100

Source: Field Survey.

**Figure 5.12**



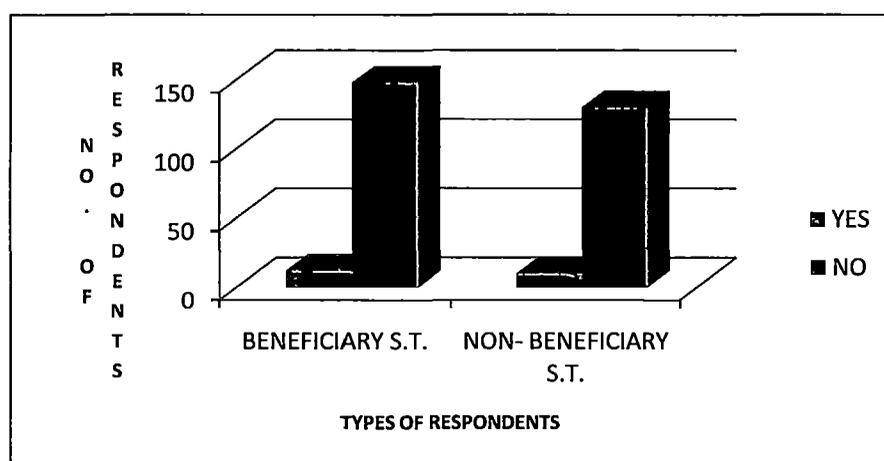
From the Table 5.53 and the Figure 5.12 it is observed that there has been no contribution through money by any of the tribal respondents, both beneficiary and non beneficiary towards the development/welfare programmes provided by the Government.

**Table 5.54**

Age-wise answer to the question:												
Do you participate in Development/Welfare programmes provided by the Government? (c) Contribution through decision making:												
Age-group	Beneficiary ST				Non-beneficiary ST				Total			
	Yes	%	No	%	Yes	%	No	%	Yes	%	No	%
18-30	00	-	40	25	00	-	54	38.6	00	-	94	31.3
31-40	4	2.5	56	35	00	-	38	27.1	4	1.3	94	31.3
41-50	3	1.9	29	18.1	4	2.9	22	15.7	7	2.3	51	17
51-60	1	0.6	19	11.9	2	1.4	12	8.6	3	1	31	10.3
61-above	4	2.5	4	2.5	4	2.9	4	2.9	8	2.7	8	2.7
Total	12	7.5	148	92.5	10	7.1	130	92.9	22	7.3	278	92.7

Source: Field Survey.

**Figure 5.13**



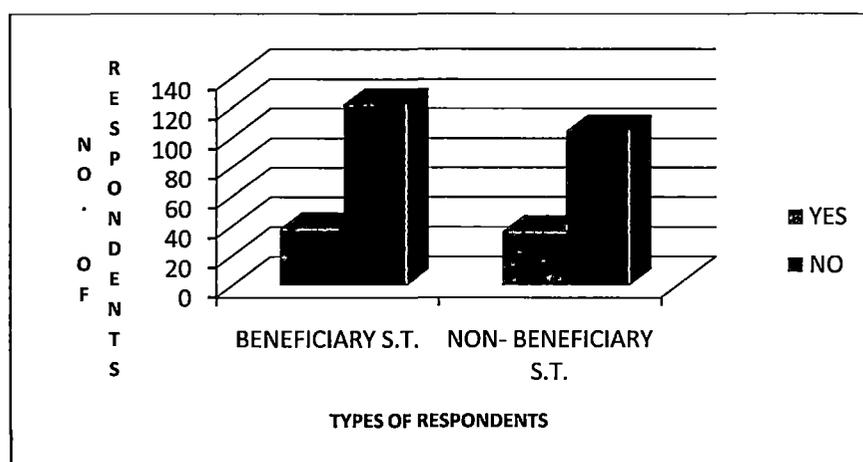
The Table 5.54 and the Figure 5.13 shows that a very nominal rate of 7.3% of the tribal respondents participate in development/welfare programmes provided by the Government through decision making, whereas 93% of the tribal respondents do not participate in the making of decisions at all as to who would get the benefits, how the benefit should be provided and how much the beneficiary would get. The decision was either made by the gram panchayat officials or the local party leader. They made decisions, took the decisions and justified the decisions. They, the tribals only heard about decisions and participated in the meetings only to raise hands and voices in favour of the decisions, but did not say anything to counteract the decision and muddle the decision making process.

**Table 5.55**

Age wise answer to the question:												
Do you think that the funds provided by the Government for various welfare schemes are utilized properly?												
	Beneficiary ST				Non-beneficiary ST				Total			
	Yes	%	No	%	Yes	%	No	%	Yes	%	No	%
18-30	5	3.1	35	21.9	15	10.7	39	27.9	20	6.7	74	24.7
31-40	13	8.1	47	29.4	6	4.3	32	22.9	19	6.3	79	26.3
41-50	8	5	24	15	6	4.3	20	14.9	14	4.7	44	14.7
51-60	7	4.4	13	8.1	6	4.3	8	5.7	13	4.3	21	7
61-above	5	3.1	3	1.9	3	2.1	5	3.6	8	2.7	8	2.7
Total	38	23.8	122	76.2	36	25.7	104	74.3	74	24.7	226	75.3

Source: Field Survey.

**Figure 5.14**



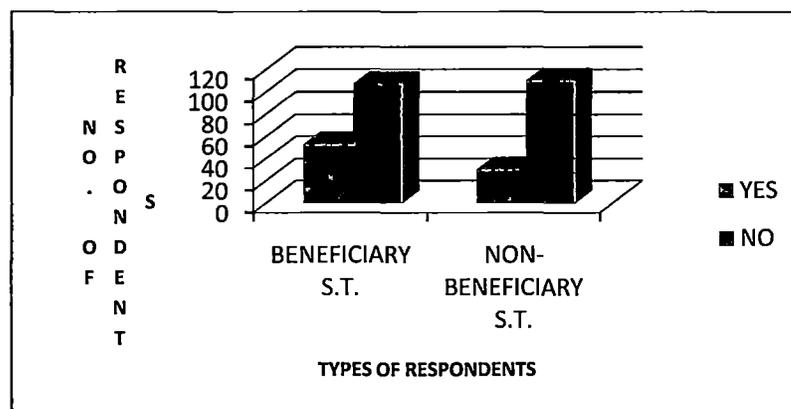
The Table 5.55 and the Figure 5.14 show that only 25% of the tribal respondents feel that the funds for various welfare schemes are utilized properly, while 75% of the tribal respondents feel that the funds provided by the government for various welfare schemes are not utilised properly. The respondent not only felt that the funds are not utilised properly but also criticised the functioning of panchayat authorities for non-utilisation of fund properly. These respondents also expressed that they were not getting adequate benefits and more facilities should be provided to them for, living lives with more certainty and for getting more employment opportunities. They were also not satisfied with the selection of beneficiaries. They said that depressed and poor families were least benefitted. It implies that the respondents tried to point out the procedural and substantive defects of providing benefits to the beneficiaries. In fact, those who needed, did not get benefit, and those who got the benefit, were devoid of their own, choices. Schemes were superimposed on the beneficiaries. Due to superimposition of projects the spontaneous involvement of the tribal people in development programmes becomes absent.

**Table 5.56**

Age wise answer to the question:												
Do you think that grants given by the Government for the development of Scheduled Tribes are adequate?												
	Beneficiary ST				Non-beneficiary ST				Total			
	Yes	%	No	%	Yes	%	No	%	Yes	%	No	%
18-30	11	6.9	29	18.1	13	9.3	41	29.3	24	8	70	23.3
31-40	19	11.9	41	25.6	8	5.7	30	21.4	27	9	71	23.7
41-50	14	8.7	18	11.25	4	2.8	22	15.7	18	6	40	13.3
51-60	5	3.1	15	9.4	3	2.1	11	7.8	8	2.7	26	8.7
61-above	4	2.5	4	2.5	2	1.4	6	4.3	6	2	10	3.3
Total	53	33.1	107	66.9	30	21.4	110	78.6	83	27.7	217	72.3

Source: Field Survey.

**Figure 5.15**



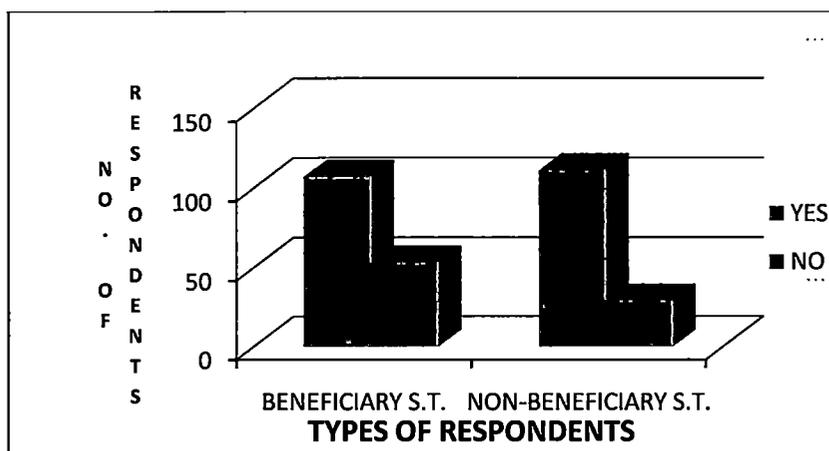
From the Table 5.56 and the Figure 5.15 it is observed that only 27.7% of the tribal respondents felt that the grants given by the government for the development of Scheduled Tribes are adequate. While 72.3% of the tribal respondents felt that the grants given by the Government for the development of Scheduled Tribes are not adequate. Most of the tribal respondents said that both the financial and technical help from the government was meagre and more facilities should be provided to them for, living lives with more certainty and for getting more employment opportunities. Moreover in the study area (16 gram Panchayats of Jorebunglow Sukhiapokhari Block and 6 gram panchayats of Mirik Block) there is no special welfare programme for the tribes of the region. The welfare programmes which were administered in the gram panchayat and block were for rural upliftment and rural development. The tribes of the region were indirectly benefitted from these schemes. It implies that a special welfare programme for the tribals of the region should be administered.

**Table 5.57**

<b>Age wise answer to the question:</b>												
<b>Do you think Panchayats play important role in providing help and assistance to the poor/tribals?</b>												
	<b>Beneficiary ST</b>				<b>Non-beneficiary ST</b>				<b>Total</b>			
	<b>Yes</b>	<b>%</b>	<b>No</b>	<b>%</b>	<b>Yes</b>	<b>%</b>	<b>No</b>	<b>%</b>	<b>Yes</b>	<b>%</b>	<b>No</b>	<b>%</b>
18-30	28	17.5	12	7.5	48	34.3	6	4.3	76	25.3	18	6
31-40	41	25.6	19	11.9	28	20	10	7.1	69	23	29	9.7
41-50	22	13.7	10	6.2	18	12.8	8	5.7	40	13.3	18	6
51-60	11	6.9	9	5.6	9	6.4	5	3.6	20	6.7	14	4.7
61-above	5	3.1	3	1.9	8	5.7	—	—	13	4.3	3	1
Total	107	66.9	53	33.1	111	79.3	29	20.7	218	72.7	82	27.3

Source: Field Survey.

Figure 5.16



The Table 5.57 and the Figure 5.16 shows that more than 70% of the tribal respondents felt that panchayats play important role in providing help and assistance to the poor and the tribals. Also 67% of beneficiary respondents agreed that panchayat played an important role in providing help and assistance to the poor/tribals. It is observed that the majority of the respondents in the study area are very much dependent on governmental help through panchayats as the way to growth and development. It implies that the panchayats constitute the foundation on which the entire edifice of rural development stands. The gram panchayats which function at the grass-root level and are in direct touch with the people, carry the responsibility of implementing various development programmes, projects and schemes at the village level, in terms of identification of beneficiaries, location of project sites etc. The panchayats are responsible for the adoption and implementation of schemes and measures for the development of agriculture, cottage industries, water supply, execution of any function assigned by the state government, and coordination and implementation of development plans, schemes, projects and programmes relating to the development policy of the state government at the block and district respectively and through various standing committees. Therefore, the implementation of rural development programmes through panchayats has produced desired results and the employment generation programmes have benefitted the local people by creating some useful assets and tackling poverty.

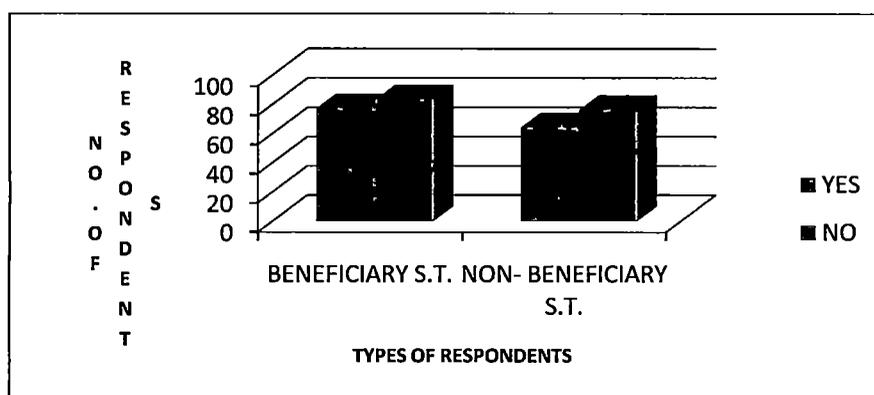
Table 5.58

Age wise answer to the question:												
Are you interested in Politics?												
	Beneficiary ST				Non-beneficiary ST				Total			
	Yes	%	No	%	Yes	%	No	%	Yes	%	No	%
18-30	21	13.1	19	11.9	34	24.3	20	14.3	55	18.3	39	13
31-40	32	20	28	17.5	10	7.1	28	20	42	14	56	18.7

Age wise answer to the question:												
Are you interested in Politics? ...												
	Beneficiary ST				Non-beneficiary ST				Total			
	Yes	%	No	%	Yes	%	No	%	Yes	%	No	%
41-50	16	10	16	10	10	7.1	16	11.4	26	8.7	32	10.7
51-60	8	5	12	7.5	8	5.7	6	4.3	16	5.3	18	6
61-above	-	-	8	5	2	1.4	6	4.3	2	0.7	14	4.7
Total	77	48.1	83	51.9	64	45.7	76	54.3	141	47	159	53

Source: Field Survey.

Figure 5.17



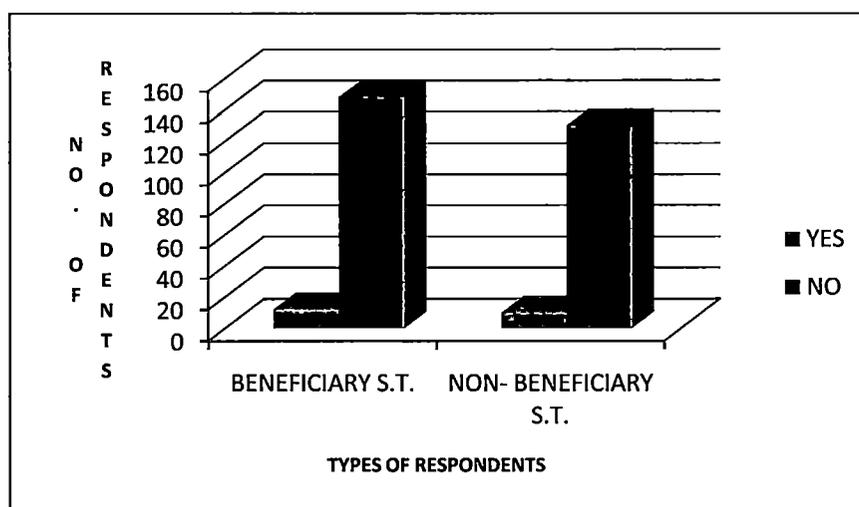
From the Table 5.58 and the Figure 5.17 it is observed that 47% of the tribal respondents are interested in politics, while 53% of the tribal respondents are not interested in politics. The respondents that fell under the age groups 18-50 were more interested in politics. The reason can be due to the present political situations of the region. The Darjeeling hills were undergoing political agitation for the state of Gorkhaland, with the formation of Gorkha Janmukti Morcha (GJMM) headed by Bimal Gurung in 2007. Since the local masses participated actively in the agitation, so in the process also became interested in politics. The three years of agitation of the Darjeeling hills reached an agreement with the State Government on 18<sup>th</sup> July 2011 at Paintail village near Siliguri for forming Gorkhaland Territorial Administration, a semi-autonomous administrative body which will replace Darjeeling Gorkha Hill Council which was formed in 1988 and administered the Darjeeling hills for 32 years.

Table 5.59

Age wise answer to the question: ...												
Do you participate in Gram Sansad/ Gram Sabha or any of such kind of meetings held in your locality?												
	Beneficiary ST				Non-beneficiary ST				Total			
	Yes	%	No	%	Yes	%	No	%	Yes	%	No	%
18-30	00	-	40	25	00	-	54	38.6	00	-	94	31.3
31-40	4	2.5	56	35	00	-	38	27.1	4	1.3	94	31.3
41-50	3	1.9	29	18.1	4	2.9	22	15.7	7	2.3	51	17
51-60	1	0.6	19	11.9	2	1.4	12	8.6	3	1	31	10.3
61-above	4	2.5	4	2.5	4	2.9	4	2.9	8	2.7	8	2.7
Total	12	7.5	148	92.5	10	7.1	130	92.9	22	7.3	278	92.7

Source: Field Survey.

Figure 5.18



From the Table 5.59 and Figure 5.17, it becomes clear that very few tribal respondents of 7.3 % do attend and participate in Gram Sanad/Gram Sabha or any of such meetings held in the locality, while a large section of respondents of 93% do not participate in Gram Sansad/ Gram Sabha or any of such meetings held in the locality. Therefore it can be understood that the rural people rarely participated in Gram Sansad/Gram Sabha or any of such meetings held in locality, where the formulation of development programmes are decided i.e. who will take

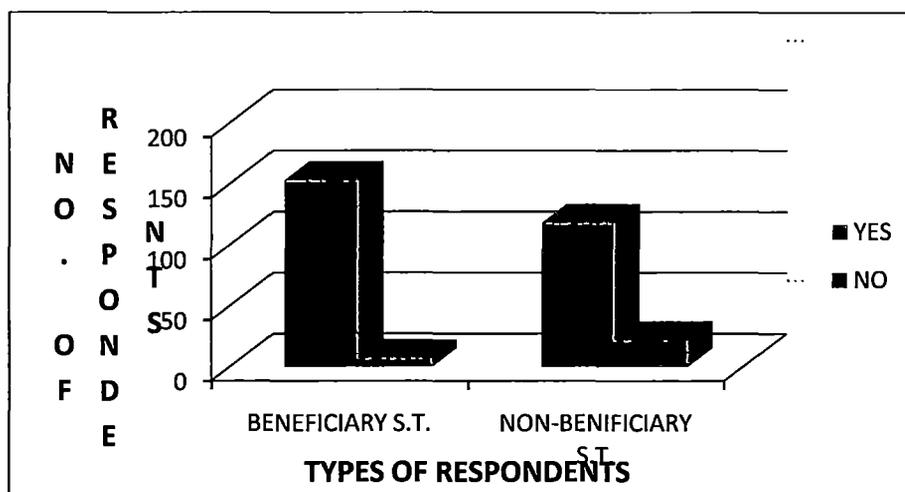
the benefits, how the benefits be percolated down and the overall decision making process. Understanding from the views of the respondents it is evident that party-panchayat leaders, gram sansad members, Pradhans, gram panchayat officials contributed in the control over the decision-making process. In Darjeeling hills the last panchayat election was held in 2000 and after the term ended in 2005 there was no election held. The Pradhans and other elected representatives to gram panchayats continued with their office till 2008. After the existing Pradhan and elected members resigned no panchayat elections was held as a part of boycott movement to the revived Gorkhaland movement under the leadership of Bimal Gurung. Therefore it was the gram panchayat official who more-or-less controlled the decision-making process after 2008 till date because of the absence of Pradhans who convened the meetings of the Gram Sabha and the Gram Sansad and other such meetings of the locality. Moreover the rural people were not aware of various development programmes and schemes given by the government. So even if they participated in such meetings they only heard the decisions and participated the Gram Sansad and Gram Sabha meetings to raise hands and voices in favour of decisions, but did not say anything that counteract the decision and muddle the decision making process.

**Table 5.60**

Age wise answer to the question:												
Do you vote in elections?												
	Beneficiary ST				Non-beneficiary ST				Total			
	Yes	%	No	%	Yes	%	No	%	Yes	%	No	%
18-30	40	25	-	-	48	34.3	6	4.3	88	29.3	6	2
31-40	60	37	-	-	30	21.4	8	5.7	90	30	8	2.7
41-50	28	17.5	4	2.5	22	15.7	4	2.8	50	16.7	8	2.7
51-60	19	11.9	1	0.6	12	8.6	2	1.4	31	10.3	3	1
61-above	6	3.7	2	1.2	6	4.3	2	1.4	12	4	4	1.3
Total	153	95.6	7	4.4	118	84.2	22	15.7	271	90.3	29	9.7

Source: Field Survey.

Figure 5.19



The Table 5.60 and the Figure 5.19 show that 90% of the tribal respondent of the rural areas vote during elections. It is observed that the tribals take part in elections because they do not want to alienate themselves from the mainstream politics. Though they cast votes during elections, they participate in elections only as a social duty. In Darjeeling Hills, last panchayat elections were held in 1995 and 2005. The rate of participation in voting of the total rural population in the panchayat election of 1995 held in all the blocks of Darjeeling hills was 70% which is positive, while 30% of the rural population was apathetic to participation. Whereas the rate of participation in voting of the rural population in the panchayat election of 2000 held in all the blocks of Darjeeling hills is 68% which is positive, while 32% of the rural population was apathetic to participation. This implies that maximum of rural people do participate in voting during elections. Though a significant number of tribal voters turn out to the polling booths, most of them do not know the significance of voting, their rights and duties and their role in the political system. They are neither conscious of the electoral process nor aware of the role they should play in the society. They elect the candidates whom they support without keeping in mind the socio-economic background of the candidates, their leadership qualities and without being aware of principles and policies of their party. The local leaders and power seekers meet the voters at the time of elections and influence and motivate them by providing them job opportunities, higher wages and money. Hence it can be concluded that the interest in politics is greater among the people of lower category, illiterates, cultivators, labourers than in that of medium and high categories and literate people. They are politicized, but not politically socialized in the real sense of term.

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## CHAPTER 6

### CONCLUSION

India has the largest concentration of tribal population in Asia and it has the second largest concentration of tribal population in the world, after that of the African continent. The tribal population in India as enumerated by the Census of India, 2011 is about 8.43 crores, constituting 8.2% of the country's total population. About 87 percent of the total tribal population is concentrated in the central belt, covering 8 states viz. Madhya Pradesh, Bihar, Orissa, Maharashtra, Gujarat, Andhra Pradesh and West Bengal. As per 2001 census the total tribal population in West Bengal has been 4,406,794 constituting 5.5 percent of the total population of the state. The total population of the Darjeeling District as stated as per 2001 census, is 16,09,172 of which the Scheduled Tribes population is 2,04,167 which is 12.69 percent of the total population of the Darjeeling District and 4.63 percent of the total tribal population of West Bengal. The study has been confined to the 16 gram panchayats of Jorebunglow-Sukhiapokhari Block and 6 gram panchayats of Mirik Block of the Darjeeling District. According to 2001 census the total tribal population of Jorebunglow-Sukhiapokhari Block has been 6945 with 3336 males and 3609 females, while the total tribal population of Mirik Block has been 3136 with 1536 males and 1600 females.

The tribals of Darjeeling District, even though they form a very small portion of the total population deserve attention not only as the early inhabitants of the land but also as a group which remains separated from the mainstream of economic and social development. Although many works has been done upon the tribals of this region, many of them were monographic studies and ethnographic description of the tribes. Here an attempt is made to examine the situation of tribals in Darjeeling hills and the role played by the panchayats for the development and upliftment of tribals living in rural areas. The study has also tried to analyze the impact of various development schemes implemented through panchayats in the socio-economic development of the tribes of the study area. For the above purpose, primary data were collected from a sample of 300 Scheduled Tribe respondents of the 16 gram panchayats of Jorebunglow-Sukhiapokhari Block and 6 gram panchayats of Mirik Block of the Darjeeling District. Out of 300 respondents, 160 (53.3%) respondents were beneficiaries of government sponsored welfare schemes, while 140 (47.3%) respondents were non beneficiaries. From the 16 gram panchayats of Jorebunglow-Sukhiapokhari 115 beneficiary respondents and 100 non beneficiary respondents were taken, while from the 6 gram panchayats of Mirik 45 beneficiary respondents and 40 non beneficiary respondents were taken for study. The 300 Scheduled Tribe respondents were interviewed with the help of both close ended and open ended questionnaire. The results drawn from the data collected are presented in the fifth chapter of this study.

The tribals of the study area were very poor. The spread of education amongst the tribals of the rural areas, which is a very important prerequisite for any development work, is very poor. Apart from formal education curriculum, vocational-technical education among the tribes is essential for improving their economy and productivity which at present is also low.

Mass education among the tribals has to be regularised and developed because education and health plays a significant role in overcoming poverty and increasing income. Also education imparts specific knowledge and develops general reasoning skills, and it also induces change in beliefs, values and attitudes towards work and society.

The majority of the tribal population in the study area depended on agriculture and labour. Most of them were tea garden labourer. The field survey revealed that there was unemployment among the tribal youths of the rural areas of the study area. Most of them are unskilled labourers working in agricultural and non-agricultural field. Agricultural production does not provide self-sufficiency. The need is to generate non-farm employment by and through the development of village and small industries. The idea behind this is to achieve better utilization of local resources, development of simple processes and technique. Through proper education, socialization and selection of appropriate technologies their barriers to development be broken.

The educational and economic development in the study area is very low and the populace is drowned with poverty, illiteracy and unsettled occupations. Income distribution is far from equitable. The field survey data revealed that a very majority of tribals living in the rural areas of the Darjeeling hills are not informed about the safeguards and privileges provided by the constitution of India to the Scheduled Tribes. The tribals of the region are not aware of their constitutional rights and privileges to which they are entitled. They are also unaware of the various benefit/welfare schemes from Government for the development of Scheduled Tribes. Their ignorance may be due to illiteracy and lack of education.

The poor tribal of the study area are not knowledgeable of the objectives of various welfare schemes like SGSY, NREGS, IAY, IGNOAPS, IGNWPS, IGNDPS, NFBS and the like, provided by the Government administered through panchayats. Even the tribal who were beneficiary to these schemes didn't know about the objectives of those schemes of which they were beneficiary. They only took money as governmental help and for self employment and poverty alleviation without knowing the objectives and guidelines of the welfare schemes/programmes. Lack of education may be the reason for their ignorance. Very few tribals living in rural areas knew about the objectives and guidelines of these welfare schemes. They received the information about the objectives and guidelines of these welfare programmes from their respective gram panchayat officials and party-panchayat leaders of their locality.

Since tribes at various stages in their evolution will need different strategies fine-tuned to their particular situation, only a genuine involvement of the people to be benefitted by these strategies can bring an equitable and sustainable process of development. Sustainable development process requires participation of people from all concern sections. Right from the days of community development programmes, people's role and participation has been stressed. Tribal's development and their participation have to go together and are essential for integrated development of the nation. In order to make the people responsible and responsive, involving them in all aspects of the development programmes was designed for their

development. According to Venkatta Kumar, participation of the state holders (viz., farmers, women, youth, rural poor, artisans and tribals etc.) is the necessary prerequisite for successful achievement of any development efforts. Unless the participations of state holders are achieved, whatever may be, it remained wasted. Community Development Programmes (CDP), National Extension Series(NES) were such programmes to be mentioned , which failed to achieve their respective objectives due to the lack of people's participations at that point of time.

It is evident from the field survey data that tribals participated in the development/welfare programmes through labour only. There has been no contribution through money by any of the poor tribal towards the development/welfare programmes provided by the Government. Tribal didn't participate in development/welfare programmes provided by the Government through decision making, as to who would get the benefits, how the benefit should be provided and how much the beneficiary would get. The decision was either made by the gram panchayat officials or the local party leader. They made decisions, took the decisions and justified the decisions. They, the tribals only heard about decisions and participated in the meetings only to raise hands and voices in favour of the decisions, but did not say anything to counteract the decision and muddle the decision making process. The reason behind their non participation in giving decision might be due to less lack of education.

The poor tribals of the region were not getting adequate benefits and more facilities should be provided to them for, living lives with more certainty and for getting more employment opportunities. From the field survey I observed that the poor tribals of the region were not satisfied with the selection of beneficiaries to the development/welfare schemes. They said that depressed and poor families were least benefitted. It implies that the respondents tried to point out the procedural and substantive defects of providing benefits to the beneficiaries. In fact, those who needed, did not get benefit, and those who got the benefit, were devoid of their own, choices. Schemes were superimposed on the beneficiaries. Due to superimposition of projects the spontaneous involvement of the tribal people in development programmes becomes absent. It is evident from here before the implementation of the welfare/developmental schemes, the needs and the priorities of the area and the inhabitants living in that area should be carefully carried out by the planners and administrators.

The study also revealed that both the financial and technical help from the government to the tribals and other poor people of the study area was meagre and more facilities should be provided to them for living lives with more certainty and for getting more employment opportunities. Moreover in the study area there is no special welfare programme for the tribes of the region. The welfare programmes which were administered in the gram panchayat and block were for rural upliftment and rural development. The tribes of the region were indirectly benefitted from these schemes. However, very few tribal beneficiaries have received assistance through these welfare schemes administered through panchayats in comparison to the total tribal population inhabiting in the panchayat areas. Moreover the beneficiaries belonging to Scheduled Tribe category under schemes like Swarnajayanti Gram Swarozgar Yojana (SGSY), The National Rural Employment Guarantee Scheme (NREGS),

Indira Awas Yojana (IAY), National Social Assistance Programme (NSAP), which comprised of five schemes namely , Indira Gandhi National Old Age Pension Scheme (IGNOAPS), Indira Gandhi National Widow Pension Scheme (IGNWPS), Indira Gandhi National Disability Pension Scheme (IGNDPS), National Family Benefit Scheme (NFBS) and Annapurna Scheme were minimum. It implies that a special welfare programme for the tribals of the region should be administered.

Besides this wage employment (under NREGS), mere housing loan (under IAY) and old age pension (under IGNOAPS) did not make them self-sufficient. The strategy of increase in wage employment and provision of providing house building and house repair loans and also mere old age pension has neglected the entrepreneurial aspect and self-sustained development efforts on the part of the tribals of the region. Moreover wage employment through programmes like NREGS, produced negligible income generating asset for the poor tribals, but not sustained income generating asset. More programmes like Swarnajayanti Gram Swarozgar Yojana (SGSY) should be encouraged which generates self-employment.

Darjeeling being a hilly terrain, the characteristics and yardsticks based on which the scheme of SGSY is implemented throughout West Bengal does not hold good for the 8 hill Blocks of DGHC. It has been seen in the last two years that in order to cover remote areas in connection with sensitization, group formation and motivation in large amount has to be spent towards payment to private vehicles as these areas do not have a regular bus and local services. Lack of rural based NGOs in these parts of the hills makes the job more difficult since the officials of the scheme have to be sent several times before a quality SHG is formed.

Another most important problem realised during survey was most of the beneficiaries are poor. Due to their economic hardships and low economic background the beneficiaries mostly consume the loan and for this reason local banks were not interested in providing loans to the poor tribals living in the rural areas. It was realised from the survey that very few beneficiaries were able to generate income from the given schemes and welfare programmes. Majority of them did not utilise their loan amount for the actual purpose, some of them utilised their loan amount for other purposes different from the purpose for which their loan was sanctioned. This leads to inability to the repayment of loan. Non-repayment of loan is prevalent among the tribes and non-recovery of bank loans is a menace. The poor tribals should be motivated and guided to utilise the funds and loans provided to them properly and for a purpose.

It is revealed from the findings of the field survey the study area lacks from entrepreneurial development among the tribes and is also facing the problems like lack of awareness, apathy towards government-sponsored programmes on the part of the tribal people, lack of coordination between various departments of the government, bureaucratic red-tapism etc on the part of the government and its institutions. The needs of the tribal people of the study area are not met as in the study area no welfare schemes specially meant for the tribes are not implemented. Few tribes have benefited indirectly through the schemes meant for rural

development. More development and welfare schemes meant only for the tribals should be implemented.

With the Introduction of Democratic Decentralization following the recommendation of Balwantray Mehta Committee, the formulation and implementation of development programmes have been transferred to the Panchayati Raj Institutions. The transfer of administration of tribal blocks to the Panchayats is likely to ensure better participation of the tribals in the development programmes. The prime objective was proper organization of the tribals for the purpose of participatory development by instilling enthusiasm among them. Since the objectives put before the Panchayati Raj in the past were achieved only in the notional sense and social transformation did not continue with fast pace, therefore, society created a demand for the establishment of the new Panchayati Raj which may be highly responsive to social issues and problems. For development and welfare of the weaker sections, Scheduled Castes and Scheduled Tribes, 73<sup>rd</sup> Constitution Amendment Bill focuses on the political structures and processes of rural India and participation of these disadvantaged groups in these structures and leadership and decision-making processes. The Ashok Mehta Committee [1978] strongly observed that of course there has been practice of co option /nomination of SC/ST members but they have been used by the domination factions on their own vested interest .Hence, under the new Panchayati Raj scheme special efforts was made to increase their number at all the three levels not through co option as it was done in the past but through direct election. In 1993, the Panchayati Raj bill was passed in the parliament of India to empower the grass root level people not only to exercise their political rights but also to have share in the ruling. The rural people in Darjeeling hill consisting three main subdivisions Darjeeling Sadar, Kalimpong and Kurseong have not been able to taste the Panchayati Raj system which is functioning in other parts of India since its inception in 1993. The main reason behind this is the creation of Darjeeling Gorkha Hill Council in the year 1988 by bifurcation of the district of Darjeeling into two divisions. While the Panchayati Raj bill emphasised the three tier system of Panchayat in India with apex body at the district level. Since the Darjeeling hills have been divided into DGHC and Siliguri Mahukuma Parishad, it was not possible to hold three tiers Panchayati raj election in Darjeeling hills. The single tier system functioned till 2008 and presently it is defunct.

It is revealed from research that most of the people living in rural areas were interested in politics. The reason can be due to the present political situations of the region. The Darjeeling hills had undergone political agitation for the state of Gorkhaland, with the formation of Gorkha Janmukti Morcha (GJMM) headed by Bimal Gurung from 2007. Since the local masses participated actively in the agitation, so in the process also became interested in politics. The three years of agitation of the Darjeeling hills reached an agreement with the State Government on 18<sup>th</sup> July 2011 at Paintail village near Siliguri.

Majority of tribals did not attend meetings of Gram Sansad/ Gram Sabha or any of such meetings held in the locality. Therefore it can be understood that the rural people rarely participated in Gram Sansad/Gram Sabha or any of such meetings held in locality, where the formulation of development programmes are decided i.e. who will take the benefits, how the

benefits be percolated down and the overall decision making process. Party-panchayat leaders, gram sansad members, Pradhans, gram panchayat officials contributed in the control over the decision-making process. In Darjeeling hills the last panchayat election was held in 2000 and after the term ended in 2005 there was no election held. The Pradhans and other elected representatives to gram panchayats continued with their office till 2008. After the existing Pradhan and elected members resigned no panchayat elections was held as a part of boycott movement to the revived Gorkhaland movement under the leadership of Bimal Gurung. Therefore it was the gram panchayat official who more-or-less controlled the decision-making process after 2008 till date because of the absence of Pradhans who convened the meetings of the Gram Sabha and the Gram Sansad and other such meetings of the locality. Moreover the rural people were not aware of various development programmes and schemes given by the government. So even if they participated in such meetings they only heard the decisions and participated the Gram Sansad and Gram Sabha meetings to raise hands and voices in favour of decisions, but did not say anything that counteract the decision and muddle the decision making process.

It is observed that the tribals take part in elections because they do not want to alienate themselves from the mainstream politics. Though they cast votes during elections, they participated in elections only as a social duty. In Darjeeling Hills, last panchayat elections were held in 1995 and 2005. The rate of participation in voting of the total rural population in the panchayat election of 1995 held in all the blocks of Darjeeling hills was 70% which is positive, while 30% of the rural population was apathetic to participation. Whereas the rate of participation in voting of the rural population in the panchayat election of 2000 held in all the blocks of Darjeeling hills is 68% which is positive, while 32% of the rural population was apathetic to participation. This implies that maximum of rural people do participate in voting during elections. Though a significant number of tribal voters turn out to the polling booths, most of them do not know the significance of voting, their rights and duties and their role in the political system. They are neither conscious of the electoral process nor aware of the role they should play in the society. They elect the candidates whom they support without keeping in mind the socio-economic background of the candidates, their leadership qualities and without being aware of principles and policies of their party. The local leaders and power seekers meet the voters at the time of elections and influence and motivate them by providing them job opportunities, higher wages and money. Hence it can be concluded that the interest in politics is greater among the people of lower category, illiterates, cultivators, labourers than in that of medium and high categories and literate people. They are politicized, but not politically socialized in the real sense of term.

It is observed that the majority of the respondents in the study area are very much dependent on governmental help through panchayats as the way to growth and development. It implies that the panchayats constitute the foundation on which the entire edifice of rural development stands. The gram panchayats which function at the grass-root level and are in direct touch with the people, carry the responsibility of implementing various development programmes, projects and schemes at the village level, in terms of identification of beneficiaries, location of project sites etc. The panchayats are responsible for the adoption and implementation of

schemes and measures for the development of agriculture, cottage industries, water supply, execution of any function assigned by the state government, and coordination and implementation of development plans, schemes, projects and programmes relating to the development policy of the state government at the block and district respectively and through various standing committees. Therefore, the implementation of rural development programmes through panchayats has produced desired results and the employment generation programmes have benefitted the local people by creating some useful assets and tackling poverty.

The following measures are proposed for improvement of living of tribal of rural areas of the Darjeeling Hills (rural areas of Jore-bungalow Sukhiapokhari Block and Mirik Block of Darjeeling hills).

1. Tribal culture and traditions should be protected.
2. Priority should be given to the field of education, both formal and job oriented for the empowerment of the tribals.
3. In order to provide and enhance their income, employment opportunities should be created.
4. More welfare and development schemes/ programmes specially meant for tribals should be implemented in the Darjeeling Hills.
5. The number of beneficiaries belonging to the Scheduled Tribe category under schemes /programmes meant for general mass/ rural upliftment should be increased.
6. After the implementation of a welfare programme, the authorities should do the required follow-ups for maintaining its benefits. Local level (Panchayat level) monitoring cells for assessing the implementation of Tribal welfare scheme have to be constituted in every Panchayats with tribal population. The already existing level cell and district level and panchayat level monitoring cells have to publish the yearly performance of the tribal welfare schemes.
7. More programmes like Swarnajayanti Gram Swarozgar Yojana (SGSY) should be encouraged which generates self-employment. Emerging small and local enterprises and cottage industries should be encouraged.
8. Incentives are to be given to the efficient and dedicated in the tribal and rural development programmes.
9. Since it is necessary to encourage the active participation of the tribals in the working of the Panchayati Raj institutions, provide them special training suited to their cognitive level. The government can also seek the help of the genuinely interested voluntary organizations to work among the tribals of the rural areas to improve their education, civic awareness, health awareness and standard of living.

To conclude, Darjeeling Hills had one tier panchayat system and the gram panchayat were defunct since 2005 when the last term ended and that there was no panchayat elections held in Darjeeling hills due to a arising political crisis i.e. Gorkhaland Movement. After three year of agitation for a state of Gorkhaland, which began with the formation of the Gorkha Janmukti Morcha (headed by Bimal Gurung in 2007, the GJMM reached an agreement with the state to form Gorkhaland Territorial Administration which is a semi-autonomous body to administer the Darjeeling hills. The GTA (Gorkhaland Territorial Administration) will replace the Darjeeling Gorkha Hill Council, which was formed in 1988 and administered the Darjeeling hills for 23 years. The Memorandum of Agreement also included that “a three-tier Panchayat will be constituted by elections in the GTA region, subject to the provisions of Part IX of the Constitution of India. Notwithstanding anything contained in the West Bengal Panchayat Act 1973, or the West Bengal Municipal Act, 1933, the GTA shall exercise general powers of supervision over the Panchayats and the Municipalities. However, there is new expectation for execution of a larger number and more effective schemes for socio-economic development and upliftment of the tribals living in the rural areas of the Darjeeling Hills through the new three-tier Panchayat system with its efficiency under the GTA.

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## Appendix-I

### Questionnaires used for Data Collection

1. Name:
2. Age:
3. Sex: Male/Female
4. Marital Status: Single/Married/Divorced/Widow/Widower
5. Religion:
6. Residence:
7. Educational Qualification:
8. Occupation:
9. Are you aware of various Constitutional safeguards/privileges provided to the Scheduled Tribes? Yes / No
10. Are you informed about the various benefit/welfare schemes from Government for the development of Scheduled Tribes? Yes/ No
11. Are you aware of objectives of various welfare schemes provided by the Government for the development of Scheduled Tribes? Yes/ No
12. Do you participate in Development/ Welfare programmes provided by the Government for the development of Scheduled Tribes?
  - a. Contribution through labour: Yes / No. Give Explanation.
  - b. Contribution through money: Yes /No. Give Explanation.
  - c. Contribution through decision making: Yes /No. Give Explanation.
13. Do you think that that the funds provided by the Government for various welfare schemes are utilized properly? Yes /No. Give Explanation.
14. Do you think that grants given by the Government for the development of Scheduled Tribes are adequate? Yes / No. Give Explanation.
15. Do you think Panchayats play important role in providing help and assistance to the poor/tribals? Yes/No. Give Explanation.

16. Are you interested in politics? Yes/No. Give Explanation.
17. Do you participate in Gram Sansad/ Gram Sabha or any of such kind of meetings held in your locality? Yes/No. Give Explanation.
18. Do you vote in elections? Yes/ No. Give Explanation.

## Appendix II

### STATE/UNION TERRITORY-WISE LIST OF SCHEDULED TRIBES IN INDIA

#### I. Andhra Pradesh

- |                               |                                |                                       |
|-------------------------------|--------------------------------|---------------------------------------|
| 1. Andh, <i>Sadhu Andh</i>    | Bartika, Dhulia, Holva,        | Maliya Savaras, Khutto                |
| 2. Bagata                     | Paiko, Putiya, Sanrona,        | Savaras                               |
| 3. Bhil                       | Sidhopaiko                     | 29. Sugalis,                          |
| 4. Chenchu,                   | 18. Koya, <i>Doli Koya,</i>    | Lambadis, <i>Banjara</i>              |
| 5. Gadabas, Bodo              | <i>Gutta Koya,</i>             | 30. Thoti (in Adilabad,               |
| <i>Gadaba, Gutob</i>          | <i>Kammara Koya,</i>           | Hyderabad, Karimnagar,                |
| <i>Gadaba, Kallayi</i>        | <i>Musara Koya, Oddi</i>       | Khammam, Mahbubnagar,                 |
| <i>Gadaba, Parangi</i>        | <i>Koya, Pattidi Koya,</i>     | Medak, Nalgonda,                      |
| <i>Gadaba, Kathera</i>        | Rajah, Rasha Koya,             | Nizamabad and Warangal                |
| <i>Gadaba, Kapu</i>           | Lingadhari Koya                | districts)                            |
| <i>Gadaba</i>                 | (ordinary), Kottu Koya,        | 31. Valmiki ( <i>in the Scheduled</i> |
| 6. Gond, Naikpod,             | Bhine Koya, Rajkoya            | <i>Areas of</i>                       |
| Rajgond, <i>Koitur</i>        | 19. Kulia                      | <i>Vishakhapatnam,</i>                |
| 7. Goudu (in the Agency       | 20. Malis (excluding adilabad, | <i>Srikakulam,</i>                    |
| tracts)                       | Hyderabad, Karimnagar,         | <i>Vijayanagram, East</i>             |
| 8. Hill Reddis                | Khammam, Mahbubnagar,          | <i>Godavari and West</i>              |
| 9. Jatapus                    | Medak, Nalgonda,               | <i>Godavari districts)</i>            |
| 10. Kammara                   | Nizamabad and Warangal         | 32. Yenadis, <i>Chella Yenadi,</i>    |
| 11. Kattunayakan              | districts)                     | <i>Kappala Yenadi, Manchi</i>         |
| 12. Kolam, <i>Kolawar</i>     | 21. Manna Dhora                | <i>Yenadi, Reddi Yenadi</i>           |
| 13. Konda Dhoras, <i>Kubi</i> | 22. Mukha Dhora, Nooka         | 33. Yerukulas, <i>Koracha,</i>        |
| 14. Konda Kapus               | Dhora                          | <i>Dabba Yerukula,</i>                |
| 15. Kondareddis               | 23. Nayaks (in the Agency      | <i>Kunchapuri Yerukula,</i>           |
| 16. Kondhs, Kodi, Kodhu,      | tracts)                        | <i>Uppu Yerukula</i>                  |
| Desaya Kondhs, Dongria        | 24. Pardhan                    | 34. <i>Nakkala, Kurvikaran</i>        |
| Kondhs, Kuttiya Kondhs,       | 25. Porja, Parangiperja        | 35. <i>Dhulia, Paiko, Putiya</i>      |
| Tikiria Kondhs, Yenity        | 26. Reddi Dhoras               | <i>(in the districts of</i>           |
| Kondhs, <i>Kuvinga</i>        | 27. Rona, Rena                 | <i>Vishakhapatnam and</i>             |
| 17. Kotia, Benthoriya,        | 28. Savaras, Kapu Savaras,     | <i>Vijayanagaram)</i>                 |

#### II. Arunachal Pradesh

All tribes in the State including :-

- |            |                               |                |
|------------|-------------------------------|----------------|
| 1. Abor    | 5. Galong                     | 11. Sherdukpen |
| 2. Aka     | 6. Khampti                    | 12. Singpho    |
| 3. Apatani | 7. Khowa                      | 13. Hrusso     |
| 4. Nyishi  | 8. Mishmi, <i>Idu, Taroan</i> | 14. Tagin      |
|            | 9. Momba                      | 15. Khamba     |
|            | 10. Any Naga tribes           | 16. Adi        |

### III. Assam

#### \*\*I. In the autonomous Districts of Karbi Anglong and North Cachar Hills.

1. Chakma
2. Dimasa, Kachari
3. Garo
4. Hajong
5. Hmar
6. Khasi, Jaintia, Synteng, Pnar, War, Bhoi, Lyngngam
7. Any Kuki tribes, including: -
  - (i) Biате, Biete
  - (ii) Changsan
  - (iii) Chongloi
  - (iv) DOUNgel
  - (v) Gamalhou
  - (vi) Gangte
  - (vii) Guite
  - (viii) Hanneng
  - (ix) Haokip, Haupit
  - (x) Haolai
  - (xi) Hengna
  - (xii) Hongsung
  - (xiii) Hrangkhwal, Rangkhoh
  - (xiv) Jongbe

- (xv) Khawchung
- (xvi) Khawathlang, Khothalong
- (xvii) Khelma
- (xviii) Kholhou
- (xix) Kipgen
- (xx) Kuki
- (xxi) Lengthang
- (xxii) Lhangum
- (xxiii) Lhoujem
- (xxiv) Lhouvun
- (xxv) Lupheng
- (xxvi) Mangjel
- (xxvii) Misao
- (xxviii) Riang
- (xxix) Sairhem
- (xxx) Selnam
- (xxxi) Singson
- (xxxii) Sitlhou
- (xxxiii) Sukte
- (xxxiv) Thado
- (xxxv) Thangngeu
- (xxxvi) Uibuh
- (xxxvii) Vaiphei
8. Lakher
9. Man (Tai speaking)
10. Any Mizo (Lushai) tribes

11. *Karbi*
12. Any Naga tribes
13. Pawi
14. Syntheng
15. *Lalung*

#### \*\*II. In the State of Assam including the Bodo land territorial Areas District and excluding the autonomous districts of Karbi Anglong and North Cachar Hills :

1. Barmans in Cachar
2. Boro, Borokachari
3. Deori
4. Hojai
5. Kachari, Sonwal
6. Lalung
7. Mech
8. Miri
9. Rabha
10. *Dimasa*
11. *Hajong*
12. *Singpho*
13. *Khampti*
14. *Garo*

### IV. Bihar

1. Asur, *Agaria*
2. Baiga
3. Banjara
4. Bathudi
5. Bedia
6. *Omitted*
7. Binjhia
8. Birhor
9. Birjia
10. Chero
11. Chik Baraik
12. Gond

13. Gorait
14. Ho
15. Karmali
16. Kharia, *Dhelki Kharia, Dudh Kharia, Hill Kharia*
17. Kharwar
18. Khond
19. Kisan, *Nagesia*
20. Kora, *Mudi-Kora*
21. Korwa
22. Lohara, Lohra
23. Mahli

24. Mal Paharia, *Kumarbhag Paharia*
25. Munda, *Patar*
26. Oraon, *Dhangar (Oraon)*
27. Parhaiya
28. Santal
29. Sauria Paharia
30. Savar
31. *Kawar*
32. *Kol*
33. *Tharu*

### V. Chhattisgarh

1. Agariya
2. Andh

3. Baiga
4. Bhaina

5. Bharia Bhumia, Bhuinhar Bhumia. Bhumiya,

- Bharia, Paliha, Pando  
 6. Bhattra  
 7. Bhil, Bhilala, Barela, Patelia  
 8. Bhil Mina  
 9. Bhunjia  
 10. Biar, Biyar  
 11. Binjhar  
 12. Birhul, Birhor  
 13. Damor, Damaria  
 14. Dhanwar  
 15. Gadaba, Gadba  
 16. Gond, Arakh, Arrakh, Agaria, Asur, Badi Maria, Bada Maria, Bhatola, Bhimma, Bhuta, Koliabhuta, Koliabhuti, Bhar, Bisonhorn Maria, Chota Maria, Dandami Maria, Dhuru, Dhurwa, Dhoba, Dhulia, Dorla, Gaiki, Gatta, Gatti, Gaita, Gond Gowari, Hill Maria, Kandra, Kalanga, Khatola, Koitar, Koya, Khirwar, Khirwara, Kucha Maria, Kuchaki Maria, Madia, Maria, Mana, Mannewar, Moghya, Mogia, Monghya, Mudia, Muria, Nagarchi, Nagwanshi, Ojha, Raj Gond, Sonjhari Jhareka, Thatia, Thotya, Wade Maria, Vade Maria, Daroi  
 17. Halba, Halbi  
 18. Kamar  
 19. Karku  
 20. Kawar, Kanwar, Kaur, Cherwa, Rathia, Tanwar, Chhatra  
 21. Khairwar, Kondar  
 22. Kharia  
 23. Kondh, Khond, Kandh  
 24. Kol  
 25. Kolam  
 26. Korku, Bopchi, Mouasi, Nihal, Nahul Bondhi, Bondcya  
 27. Korwa, Kodaku  
 28. Majhi  
 29. Majhwar  
 30. Mawasi  
 31. Munda  
 32. Nagesia, Nagasia  
 33. Oraon, Dhanka, Dhangad  
 34. Pao  
 35. Pardhan, Pathari, Saroti  
 36. Pardhi, Bahelia, Bahellia, Chita Pardhi, Langoli Pardhi, Phans Pardhi, Shikari, Takankar, Takia [In (i) Bastar, Dantewara, Kanker, Raigarh, Jashpurnagar, Surguja and Korla districts, and (ii) Katghora, Pali, Kartala and Korba tahsils of Korba district, (iii) Bilaspur, Pendra, Kota and Takhatpur tahsils of Bilaspur district, (iv) Durg, Patan Gunderdehi, Dhamdha, Balod, Gurur and Dondilohara tahsils of Durg district, (v) Chowki, Manpur and Mohala Revenue Inspector Circles Of Rajnandgaon district, (vi) Mahasamund Saraipali and Basna tahsils of Mahasamund district, (vii) Bindra-Navagarh Rajim and Deobhog tahsils of Raipur district, and (viii) Dhamtari, Kurud and Sihava tahsils of Dhamtari district]  
 37. Parja  
 38. Sahariya, Saharia, Seharia, Sehria, Sosia, Sor  
 39. Saonta, Saunta  
 40. Saur  
 41. Sawar, Sawara  
 42. Sonr.

## VI. Goa

1. Dhodia  
 2. Dubla (Halpati)  
 3. Naikda (Talavia)  
 4. Siddi (Nayaka)  
 5. Varli.  
 6. *Kunbi*  
 7. *Gawda*  
 8. *Velip.*

## VII. Gujarat

1. Barda  
 2. Bavacha, Bamcha  
 3. Bharwad (in the Nesses of the forests of Alech, Barada and Gir)  
 4. Bhil, Bhil Garasia, Dholi Bhil, Dungri Bhil, Dungri Garasia, Mewasi Bhil, Rawal Bhil, Tadvi Bhil, Bhagalia, Bhilala, Pawra, Vasava, Vasave.  
 5. Charan (in the Nesses of the forests of Alech, Barada and Gir)  
 6. Chaudhri (in Surat and Valsad districts)  
 7. Chodhara  
 8. Dhanka, Tadvi, Tetaria, Valvi  
 9. Dhodia, *Dhodi*  
 10. Dubla, Talavia, Halpati

11. Gamit, Gamta, Gavit, Mavchi, Padvi
12. Gond, Rajgond
13. Kathodi, Katkari, Dhor Kathodi, Dhor Katkari, Son Kathodi, Son Katkari
14. Kokna, Kōkni, Kukna
15. *Omitted*
16. Koli Dhor, Tokre Koli, Kolcha, Kolgha
17. Kunbi (in the Dangs district)
18. Naikda, Nayaka, holivala Nayaka, Kapadia Nayaka,

- Mota Nayaka, Nana Nayaka
19. Padhar
20. *Omitted*
21. Pardhi, Advichincher, Phanse Pardhi (excluding Amreli, Bhavanagar, Jamnagar, Junagadh, Kutch, Rajkot and Surendranagar districts)
22. Patelia
23. Pomla
24. Rabari (in the Nesses of the forests of

- Alech, Barada and Gir)
25. Rathawa
26. Siddi (in Amreli, Bhavnagar, Jamnagar, Junagadh, Rajkot and Surendranagar districts)
27. *Omitted*
28. Varli
29. Vitola, Kotwalia, Barodia
30. Bhil, Bhilala Barela, Patelia
31. Tadvī Bhil, Bawra, Vasave,
32. Padvi.

### VIII. Himachal Pradesh

1. Bhot, Bodh
2. Gaddi
3. Gujjar

4. Jad, Lamba, Khampa
5. Kanaura, Kinnara
6. Lahaula

7. Pangwala
8. Swangla
9. *Beta, Beda*
10. *Domba, Gara, Zoba*

### IX. Jammu & Kashmir

1. Balti
2. Beda
3. Bot, Boto
4. Brokpa, Drokpa, Dard, Shin

5. Changpa
6. Garra
7. Mon
8. Purigpa

9. Gujjar
10. Bakarwal
11. Gaddi
12. Sippi

### X. Jharkhand

1. Asur, Agaria
2. Baiga
3. Banjara
4. Bathudi
5. Bedia
6. Binjhia
7. Birhor
8. Birjia
9. Chero
10. Chik Baraik
11. Gond
12. Gorait

13. Ho
14. Karmali
15. Kharia, *Dhelki Kharia, Dudh Kharia, Hill Kharia*
16. Kharwar
17. Khond
18. Kisan, Nagesia
19. Kora, Mudi-Kora
20. Korwa
21. Lohra
22. Mahli

23. Mal Paharia, *Kumarbhag Paharia*
24. Munda, *Patar*
25. Oraon, *Dhangar (Oraon)*
26. Parhaiya
27. Santal
28. Sauria Paharia
29. Savar
30. Bhumij
31. *Kawar*
32. *Kol*

### XI. Karnataka

1. Adiyana
2. Barda

3. Bavacha, Bamcha
4. Bhil, Bhil Garasia, Dholi

- Bhil, Dungri Bhil, Dungri Garasia, Mewasi Bhil,

- Rawal Bhil, Tadvi Bhil, Bhagaliala, Bhilala, Pawra, Vasava, Vasave
5. Chenchu, Chenchwar
6. Chodhara
7. Dubla, Talavia, Halpati
8. Gamit, Gamta, Gaviti, Mavchi, Padvi, Valvi
9. Gond, Naikpod, Rajgond
10. Gowdalu
11. Hakkipikki
12. Hasalaru
13. Irular
14. Iruliga
15. Jenu Kuruba
16. Kadu Kuruba
17. Kammara (in South Kanara district and Kollegal taluk of Mysore district)
18. Kaniyan, Kanyan (in Kollegal taluk of Mysore district)
19. Kathodi, Katkari, Dhor
- Kathodi, Dhor Katkari, Son Kathodi, Son Katkari
20. Kattunayakan
21. Kokna, Kokni, Kukna
22. Koli Dhor, Tokre Koli, Kolcha, Kolgha
23. Konda Kapus
24. Koraga
25. Kota
26. Koya, Bhine Koya, Rajkoya
27. Kudiya Melakudi
28. Kuruba (in Coorg district)
29. Kurumans
30. Maha Malasar
31. Malaikudi
32. Malasar
33. Malayekandi
34. Maleru
35. Maratha (in Coorg district)
36. Marati (in south Kanara district)
37. Meda *Medari, Gauriga,*
- Burud*
38. Naikda, Nayaka, Chollivala Nayaka, Kapadia Nayaka, Mota Nayaka, Nana Nayaka, Naik, Nayak, Beda, Bedar, and Valmiki.
39. Palliyan
40. Paniyan
41. Pardhi, Advichincher, Phanse Pardhi, *Haranshikari*
42. Patelia
43. Rathawa
44. Sholaga
45. Soligaru
46. Toda
47. Varli
48. Vitolia, Kotwalia, Barodia
49. Yerava
50. *Siddi (in Uttar Kannada district)*

## XII. Kerala

1. Adiyan
2. Arandan, *Aranadan*
3. Eravallan
4. Hill Pulaya, *Mala Pulayan, Kurumba Pulayan, Karavazhi Pulayan, Panba Pulayan*
5. Irular, Irulan
6. Kadar, *Wayanad Kadar*
7. *Omitted*
8. Kanikaran, Kanikkar
9. Kattunayakan
10. *Kochuvelan*
11. *Omitted*
12. *Omitted*
13. Koraga
14. *Omitted*
15. Kudiya, Melakudi
16. Kurichchan, *Kurichiyan*
17. Kurumans, *Mullu Kuruman, Mulla Kuruman, Mala Kuruman*
18. Kurumbas, *Kurumbar, Kurumban*
19. Maha Malasar
20. Malai Arayan, *Mala Arayan*
21. Malai Pandaram
22. Malai Vedan, *Malavedan*
23. Malakkuravan
24. Malasar
25. Malayan, *Nattu Malayan, Konga Malayan (excluding the areas comprising the Kasargode, Connanore, Wayanad and Kozhikode districts)*
26. Malayarayar
27. Mannan
28. *Omitted*
29. Muthuvan, Mudugar, Muduvan
30. Palleyan, Palliyan, Palliyar, Paliyan
31. *Omitted*
32. *Omitted*
33. Paniyan
34. Ulladan, *Ullatan*
35. Uraly
36. *Mala Vettuyan (in Kasargode and Kannur districts)*
37. *Ten Kurumban, Jenu Kurumban*
38. Thachanadan, Thachanadan Moopan
39. Cholanaickan
40. Mavilan
41. Karimpalan
42. Vetta Kuruman
43. Mala Panickar

**XIII. Madhya Pradesh**

1. Agariya
2. Andh
3. Baiga
4. Bhaina
5. Bharia Bhumia, Bhuinhar  
Bhumia, Bhumiya,  
Bharia, Paliha, Pando
6. Bhattra
7. Bhil, Bhilala, Barela,  
Patelia
8. Bhil Mina
9. Bhunjia
10. Biar, Biyar
11. Binjhwar
12. Birhul, Birhor
13. Damor, Damaria
14. Dhanwar
15. Gadaba, Gadba
16. Gond; Arakh, Arrakh,  
Agaria, Asur, Badi Maria,  
Bada Maria, Bhatola,  
Bhimma, Bhuta,  
Koilabhuta, Koilabhuti,  
Bhar, Bisonhorn Maria,  
Chota Maria, Dandami  
Maria, Dhuru, Dhurwa,  
Dhoba, Dhulia, Dorla,  
Gaiki, Gatta, Gatti, Gaita,  
Gond Gowari, Hill Maria,  
Kandra, Kalanga,  
Khatola, Koitar, Koya,  
Khirwar, Khirwara,  
Kucha Maria, Kuchaki  
Maria, Madia,  
Maria, Mana, Mannewar,  
Moghya, Mogia,
- Monghya, Mudia, Muria,  
Nagarchi, Nagwanshi,  
Ojha, Raj, Sonjhari  
Jhareka, Thatia, Thotya,  
Wade Maria, Vade Maria,  
Daroi
17. Halba, Halbi
18. Kamar
19. Karku
20. Kavar, Kanwar, Kaur,  
Cherwa, Rathia, Tanwar,  
Chhatra
21. (*Omitted*)
22. Khairwar, Kondar
23. Kharia
24. Kondh, Khond, Kandh
25. Kol
26. Kolam
27. Korku, Bopchi, Mouasi,  
Nihal, Nahul Bondhi,  
Bondeya
28. Korwa, Kodaku
29. Majhi
30. Majhwar
31. Mawasi
32. *Omitted*
33. Munda
34. Nagesia, Nagasia
35. Oraon, Dhanka, Dhangad
36. Panika [in (i) Chhatarpur,  
Panna, Rewa, Satna,  
Shahdol, Umaria, Sidhi  
and Tikamgarh districts,  
and (ii) Sevda and Datia  
tehsils of Datia district]
37. Pao
38. Pardhan, Pathari, Saroti
39. *Omitted*
40. Pardhi, Bahelia, Bahellia,  
Chita Pardhi, Langoli  
Pardhi, Phans Pardhi,  
Shikari, Takankar, Takia  
[In (i) Chhindwara,  
Mandla, Dindori and  
Seoni districts, (ii) Baihar  
Tahsil of Balaghat  
District, (iii) Betul,  
Bhainsdehi and Shahpur  
tahsils of Betul district,  
(iv) Patan tahsil and  
Sihora and Majholi  
blocks of Jabalpur district,  
(v) Katni (Murwara) and  
Vijaya Raghogarh tahsils  
and Bahoriband and  
Dhemerkheda blocks of  
Katni district,  
(vi) Hoshangabad, Babai,  
Sohagpur, Pipariya and  
Bankhedi tahsils and  
Kesla block of  
Hoshangabad district,  
(vii) Narsinghpur district,  
and (viii) Harsud Tahsil of  
Khandwa district]
41. Parja
42. Sahariya, Saharia,  
Seharia, Sehria, Sosia, Sor
43. Saonta, Saunta
44. Saur
45. Sawar, Sawara
46. Sonr.

**XIV. Maharashtra**

1. Andh
2. Baiga
3. Barda
4. Bavacha, Bamcha
5. Bhaina
6. Bharia Bhumia, Bhuinhar  
Bhumia, Pando
7. Bhattra
8. Bhil, Bhil Garasia, Dholi  
Bhil, Dungri Bhil, Dungri  
Garasia, Mewasi Bhil,  
Rawal Bhil, Tadvi Bhil,  
Bhagalia, Bhilala Pawra,  
Vasava, Vasave
9. Bhunjia
10. Binjhwar
11. Birhul, Birhor
12. *Omitted*

- |   |  |   |
|---|--|---|
| 13. Dhanka, Tadvi, Tetaria,<br>Valvi  | Nagwanshi, Ojha, Raj,<br>Sonjhari Jhareka, Thatia,<br>Thotya, Wade Maria, Vade<br>Maria. | Rajkoya   |
| 14. Dhanwar   |  | 34. Nagesia, Nagasia  |
| 15. Dhodia  |  | 35. Naikda, Nayaka,<br>Cholivala Nayaka,<br>Kapadia Nayaka,, Mota<br>Nayaka, Nana Nayaka  |
| 16. Dubla Talavia, Halpati  | 19. Halba, Halbi   | 36. Oraon, Dhangad  |
| 17. Gamit, Gamta, Gavit,<br>Mavchi, Padvi   | 20. Kamar  | 37. Pardhan, Pathari, Saroti  |
| 18. Gond, Rajgond, Arakh,<br>Arrakh, Agaria, Asur,<br>Badi Maria, Bada Maria,<br>Bhatola, Bhimma, Bhuta,<br>Koilabhuta, Koilabhuti,<br>Bhar, Bisonhorn Maria,<br>Chota Maria, Dandami<br>Maria, Dhuru, Dhurwa,<br>Dhoba, Dhulia, Dorla,<br>Gaiki, Gatta, Gatti, Gaita,<br>Gond Gowari, Hill Maria,<br>Kandra, Kalanga,<br>Khatola, Koitar, Koya,<br>Khirwar, Khirwara,<br>Kucha Maria, Kuchaki<br>Maria, Madia, Maria,<br>Mana, Mannewar,<br>Moghya, Mogia,<br>Monghya, Mudia, Muria,<br>Nagarchi, Naikpod, | 21. Kathodi, Katkari, Dhor<br>Kathodi, Dhor Kathkari,<br>Son Kathodi, Son Katkari        | 38. Pardhi, Advichincher,<br>Phans Pardhi, Phanse<br>Pardhi, Langoli Pardhi,<br>Bahelia, Bahellia, Chita<br>Pardhi, Shikari, Takankar,<br>Takia |
|   | 22. Kavar, Kanwar, Kaur,<br>Cherwa, Rathia, Tanwar,<br>Chattri                           | 39. Parja   |
|   | 23. Khairwar   | 40. Patelia   |
|   | 24. Kharia   | 41. Pomla   |
|   | 25. Kokna, Kokni, Kukna  | 42. Rathawa   |
|   | 26. Kol  | 43. Sawar, Sawara   |
|   | 27. Kolam, Mannervaru  | 44. Thakur, Thakar, Ka<br>Thakur , Ka Thakar, Ma<br>Thakur, Ma Thakar   |
|   | 28. Koli Dhor; Tokre Koli,<br>Kolcha, Kolgha   | 45. <i>Omitted</i>  |
|   | 29. Koli Mahadev, Dongar<br>Koli   | 46. Varli   |
|   | 30. Koli Malhar  | 47. Vitolia, Kotwalia, Barodia  |
|   | 31. Kondh, Khond, Kandh  |   |
|   | 32. Korku, Bopchi, Mouasi,<br>Nihal, Nahul, Bondhi,<br>Bondeya                           |   |
|   | 33. Koya, Bhine Koya,  |   |

### XV. Manipur

- |               |                              |                      |
|---------------|------------------------------|----------------------|
| 1. Aimol      | 12. Kom                      | 23. Sema             |
| 2. Anal       | 13. Lamgang                  | 24. Simte            |
| 3. Angami     | 14. Mao                      | 25. Suhte            |
| 4. Chiru      | 15. Maram                    | 26. Tangkhul         |
| 5. Chothe     | 16. Maring                   | 27. Thadou           |
| 6. Gangte     | 17. Any Mizo (Lushai) tribes | 28. Vaiphui          |
| 7. Hmar       | 18. Monsang                  | 29. Zou              |
| 8. Kabui      | 19. Moyon                    | 30. Poumai Naga      |
| 9. Kacha Naga | 20. Paite                    | 31. Tarao            |
| 10. Koirao    | 21. Purum                    | 32. Kharam           |
| 11. Koirang   | 22. Ralte                    | 33. Any Kuki tribes. |

### XVI. Meghalaya

- |                    |   |  |
|--------------------|---|--|
| 1. Chakma          | 5. Hmar   |  |
| 2. Dimasa, Kachari | 6. Khasi, Jaintia, Synteng,<br>Pnar, War, Bhoi,<br>Lyngngam | 7. Any Kuki tribes, including:-<br>i. Biate, Biete<br>ii. Changsan |
| 3. Garo            |   |  |
| 4. Hajong          |   |  |

- iii. Chongloi
- iv. Doungel
- v. Gamalhou
- vi. Gangte
- vii. Guite
- viii. Hanneng
- ix. Haokip, Haupt
- x. Haolai
- xi. Hengna
- xii. Hongsungh
- xiii. Hrangkhwal,  
Rangkhhol
- xiv. Jongbe
- xv. Khawchung
- xvi. Khawathlang,  
Khothalong

- xvii. Khelma
- xviii. Kholhou
- xix. Kipgen
- xx. Kuki
- xxi. Lengthang
- xxii. Lhangum
- xxiii. Lhoujem
- xxiv. Lhouvun
- xxv. Lupheng
- xxvi. Mangjel
- xxvii. Misao
- xxviii. Riang
- xxix. Sairhem
- xxx. Selnam
- xxxi. Singson
- xxxii. Sitlhou

- xxxiii. Sukte
- xxxiv. Thado
- ... xxxv. Thangngeu
- xxxvi. Uibuh
- xxxvii. Vaiphei
- 8. Lakher
- 9. Man (Tai Speaking)
- 10. Any Mizo (Lushai) tribes
- 11. Mikir
- ...12. Any Naga tribes
- 13. Pawi
- 14. Synteng
- 15. Boro Kacharis
- 16. Koch
- 17. Raba, Rava

### **XVII. Mizoram**

- 1. Chakma
- 2. Dimasa (Kachari)
- 3. Garo
- 4. Hajong
- 5. Hmar
- 6. Khasi and Jaintia,  
(Including Khasi,  
Synteng or Pnar, War,  
Bhoi or Lyngngam)
- 7. Any Kuki tribes,  
including:-
  - (i) Baite or Beite
  - (ii) Changsan
  - (iii) Chongloi
  - (iv) Doungel
  - (v) Gamalhou
  - (vi) Gangte
  - (vii) Guite
  - (viii) Hanneng
  - (ix) Haokip or Haupt

- (x) Haolai
- (xi) Hengna
- (xii) Hongsungh
- (xiii) Hrangkhwal or  
Rangkhhol
- (xiv) Jongbe
- (xv) Khawchung
- (xvi) Khawathlang or  
Khothalong
- (xvii) Khelma
- (xviii) Kholhou
- (xix) Kipgen
- (xx) Kuki
- (xxi) Lengthang
- (xxii) Lhangum
- (xxiii) Lhoujem
- (xxiv) Lhouvun
- (xxv) Lupheng
- (xxvi) Mangjel
- (xxvii) Missao

- (xxviii) Riang
- (xxix) Sairhem
- (xxx) Selnam
- (xxxi) Singson
- (xxxii) Sitlhou
- (xxxiii) Sukte
- (xxxiv) Thado
- (xxxv) Thangngeu
- (xxxvi) Uibuh
- (xxxvii) Vaiphei
- 8. Lakher
- 9. Man (Tai-speaking)
- 10. Any Mizo (Lushai) tribes
- 11. Mikir
- 12. Any Naga tribes.
- 13. Pawi
- 14. Synteng.
- 15. Paite

### **XVIII. Nagaland**

- 1. Naga
- 2. Kuki

- 3. Kachari
- 4. Mikir

- 5. Garo

### **XIX. Orissa**

- 1. Bagata, Bhakta
- 2. Baiga
- 3. Banjara, Banjari

- 4. Bathudi, Bathuri
- 5. Bhattada, Dhotada  
Bhotra, Bhatra, Bhattara,

- Bhotora, Bhatara
- 6. Bhuiya, Bhuyan
- 7. Bhumia

8. Bhumij, Teli Bhumij, Haladipokhria Bhumij, Haladi Pokharia Bhumija, Desi Bhumij, Desia Bhumij, Tamararia Bhumij
9. Bhunjia
10. Binjhal, Binjhar
11. Binjhia, Binjhoa
12. Birhor
13. Bondo Paraja, Bonda Paroja, Banda Paroja
14. Chenchu
15. Dal
16. Desua Bhumji
17. Dharua, Dhuruba, Dhurva
18. Didayi, Didai Paroja, Didai
19. Gadaba, Bodo Gadaba, Gutob Gadaba, Kapu Gadaba, Ollara Gadaba, Parenga Gadaba, Sano Gadaba
20. Gandia
21. Ghara
22. Gond, Gondo Rajgond, Maria Gond, Dhur Gond
23. Ho
24. Holva
25. Jatapu
26. Juang
27. Kandha Gauda
28. Kawar Kanwar
29. Kharia, Kharia Berga Kharia, Dhelki Kharia, Dudh Kharia, Erenga Kharia, Munda Kharia, Oraon Kharia, Khadia, Pahari Kharia
30. Kharwar
31. Khond, Kond, Kandha, Nanguli Kandha, Sitha Kandha Kondh, Kui, Buda Kondh, Bura Kandha, Desia Kandha, Dungaria Kondh, Kutia Kandha, Kandha Gauda, Muli Kondh, Malua Kondh, Pengo Kandha, Raja Kondh, Raj Khond
32. Kisan, Nagesar, Nagesia
33. Kol
34. Kolah Laharas, Kol Loharas
35. Kolha
36. Koli, Malhar
37. Kondadora
38. Kora, Khaira, Khayara
39. Korua
40. Kotia
41. Koya, Gumba Koya, Koitur Koya, Kamar Koya, Musara Koya
42. Kulis
43. Lodha, Nodhi, Nodha, Lodh
44. Madia
45. Mahali
46. Mankidi
47. Mankirdia, Mankria, Mankidi
48. Matya, Matia
49. Mirdhas, Kuda, Koda
50. Munda, Munda Lohara, Munda Mahalis, Nagabanshi Munda, Oriya Munda
51. Mundari
52. Omanatya, Omanatyo, Amanatya
53. Oraon, Dhangar, Uran
54. Parenga
55. Paroja, Parja, Bodo Paroja, Barong Jhodia Paroja, Chhelia Paroja, Jhodia Paroja, Konda Paroja, Paraja, Ponga Paroja, Sodia Paroja, Sano Paroja, Solia Paroja
56. Pentia
57. Rajuar
58. Santal
59. Saora, Savar, Saura, Sahara Arsi Saora, Based Saora, Bhima Saora, Bhimma Saora, Chumura Saora, Jara Savar, Jadu Saora, Jati Saora, Juari Saora, Kampu Saora, Kampa Soura, Kapo Saora, Kindal Saora, Kumbi Kancher Saora, Kalapithia Saora, Kirat Saora, Lanjia Saora, Lamba Lanjia Saora, Luara Saora, Luar Saora, Laria Savar, Malia Saora, Malla Saora, Uriya Saora, Raika Saora, Sudda Saora, Sarda Saora, Tankala Saora, Patro Saora, Vesu Saora
60. Shabar, Lodha
61. Sounti
62. Tharua, Tharua Bindhani

## XX. Rajasthan

1. Bhil, Bhil Garasia, Dholi Bhil, Dungri Bhil, Dungri Garasia, Mewasi Bhil, Rawal Bhil, Tadvi Bhil, Bhagalua, Bhilala, Pawra, Vasava, Vasave
2. Bhil Mina
3. Damor, Damaria
4. Dhanka, Tadvi, Tetaria, Valvi
5. Garasia (excluding Rajput Garasia)
6. Kathodi, Katkari, Dhor Kathodi, Dhor Katkari, Son Kathodi, Son Katkari
7. Kokna, Kokni, Kukna
8. Koli dhor, Tokre Koli, Kolcha, Kolgha
9. Mina
10. Naikda, Nayaka, Cholivala Nayaka, Kapadia Nayaka, Mota Nayaka, Nana Nayaka
11. Patelia
12. Seharua, Sehria, Sahariya.

**XXI. Sikkim**

- |   |  |           |
|---|--|-----------|
| 1. Bhutia (including Chumbipa, Dophapa, | Dukpa, Kagatey, Sherpa, Tibetan, Tromopa, Yolmo) | 2. Lepcha |
|   |  | 3. Limboo |
|   |  | 4. Tamang |

**XXII. Tamil Nadu**

- |                            |                               |                          |
|----------------------------|-------------------------------|--------------------------|
| 1. Adiyan                  | 12. Kondareddis               | North Arcot Pudukottai,  |
| 2. Aranadan                | 13. Koraga                    | Salem, South Arcot and   |
| 3. Eravallan               | 14. Kota (excluding           | Tiruchirapali districts) |
| 4. Irular                  | Kanyakumari district and      | 26. Malayekandi          |
| 5. Kadar                   | Shenkottah taluk of           | 27. Mannan               |
| 6. Kammara (excluding      | Tirunelveli district)         | 28. Mudugar, Muduvan     |
| Kanyakumari district and   | 15. Kudiya, Melakudi          | 29. Muthuvan             |
| Shenkottah taluk of        | 16. Kurichchan                | 30. Palleyan             |
| Tirunelveli district)      | 17. Kurumbas (in the Nilgiris | 31. Palliyan             |
| 7. Kanikaran, Kanikkar (in | district)                     | 32. Palliyar             |
| Kanyakumari district and   | 18. Kurumans                  | 33. Paniyan              |
| Shenkottah and             | 19. Maha Malasar              | 34. Sholaga              |
| Ambasamudram taluks of     | 20. Malai Arayan              | 35. Toda (excluding      |
| Tirunelveli district)      | 21. Malai Pandaram            | Kanyakumari district and |
| 8. Kaniyan, Kanyan         | 22. Malai Vedan               | Shenkottah Taluk of      |
| 9. Kattunayakan            | 23. Malakkuravan              | Tirunelveli district)    |
| 10. Kochu Velan            | 24. Malasar                   | 36. Uraly                |
| 11. Konda Kapus            | 25. Malayali (in Dharmapuri,  |                          |

**XXIII. Tripura**

- |                          |                    |                               |
|--------------------------|--------------------|-------------------------------|
| 1. Bhil                  | (ii) Belalhut      | (xv) Rangchan                 |
| 2. Bhutia                | (iii) Chhalya      | (xvi) Rangkhole               |
| 3. Chaimal               | (iv) Fun           | (xvii) Thangluya              |
| 4. Chakma                | (v) Hajango        | 10. Lepcha                    |
| 5. Garoo                 | (vi) Jangtei       | 11. Lushai                    |
| 6. Halam, Bengshel, Dub, | (vii) Khareng      | 12. Mag                       |
| Kaipeng, Kalai, Karbong, | (viii) Khephong    | 13. Munda. Kaur               |
| Lengui, Mussum, Rupini,  | (ix) Kuntei        | 14. Noatia, Murashing         |
| Sukuhep, Thangchep       | (x) Laifang        | 15. Orang                     |
| 7. Jamatia               | (xi) Lentei        | 16. Riang                     |
| 8. Khasia                | (xii) Mizel        | 17. Santal                    |
| 9. Kuki, including the   | (xiii) Namte       | 18. Tripura, Tripuri, Tippera |
| following sub-tribes:-   | (xiv) Paitu, Paite | 19. Uchai.                    |
| (i) Balte                |                    |                               |

**XXIV. Uttarakhand**

- |           |            |          |
|-----------|------------|----------|
| 1. Bhotia | 3. Jansari | 5. Tharu |
| 2. Buksa  | 4. Raji    |          |

**XXV. Uttar Pradesh**

1. Bhotia
2. Buksa
3. Jannsari
4. Raji
5. Tharu
6. Gond, Dhuria, Nayak, Ojha, Pathari, Raj Gond (in the districts of Mehrajganj, Sidharth Nagar, Basti, Gorakhpur, Deoria, Mau, Azamgarh, Jonpur, Balia, Gazipur, Varanasi, Mirzapur and Sonbhadra)
7. Kharwar, Khairwar ( in the districts of Deoria, Balia, Ghazipur, Varanasi and Sonbhadra)
8. Saharya (in the district of Lalitpur)
9. Parahiya (in the district of Sonbhadra)
10. Baiga (in the district of Sonbhadra)
11. Pankha, Panika ( in the districts of Sonbhadra and Mirzapur)
12. Agariya ( in the district of Sonbhadra)
13. Patari (in the district of Sonbhadra)
14. Chero (in the districts of Sonbhadra and Varanasi)
15. Bhuiya, Bhuinya ( in the district of Sonbhadra)

**XXVI. West Bengal**

1. Asur
2. Baiga
3. Bedia, Bediya
4. Bhumij
5. Bhutia, Sherpa, Toto, Dukpa, Kagatay, Tibetan, Yolmo.
6. Birhor
7. Birjia
8. Chakma
9. Chero
10. Chik Baraik
11. Garo
12. Gond
13. Gorait
14. Hajang
15. Ho
16. Karmali
17. Kharwar
18. Khond
19. Kisan
20. Kora
21. Korwa
22. Lepcha
23. Lodha, Kheria, Kharia
24. Lohara, Lohra.
25. Magh
26. Mahali
27. Mahli
28. Mal Pahariya
29. Mech
30. Mru
31. Munda
32. Nagesia
33. Oraon
34. Parhaiya
35. Rabha
36. Santal
37. Sauria Paharia
38. Savar
39. Limbu (Subba)
40. Tamang

**XXVII. Andaman & Nicobar Islands**

1. Andamanese, Chariar, Chari, Kora, Tabo, Bo, Yere, Kede, Bea, Balawa, Bojigiyab, Juwai, Kol
2. Jarawas
3. Nicobarese
4. Onges
5. Sentinelese
6. Shom Pens.

**XXVIII. Dadra and Nagar Haveli**

1. Dhodia
2. Dubla including Halpati
3. Kathodi
4. Kokna
5. Koli Dhor including Kolgha
6. Naikda or Nayaka
7. Varli

**XXIX. Daman and Diu Throughout the Union Territory:**

1. Dhodia
2. Dubla (Halpati)
3. Naikda (Talavia)
4. Siddi (Nayaka)
5. Varli.

**XXX. Lakshadweep  
Throughout the Union Territory:**

Inhabitants of the Laccadive, Minicoy and Aminidivi Islands who, and both of whose parents, were born in those islands. 'Provided that the children who are born to inhabitants of Lakshadweep in any other place in the mainland of India shall be deemed to be inhabitants born in the islands if such children settle permanently in the islands'.

---

**Explanation:-** The term "settle permanently" shall have the same meaning as defined under Clause 3(I)(d) of the Lakshadweep Panchayat Regulation, 1994.

**\*\*NB:** The Constitution (Scheduled Tribes) Order (Amendment) Act 2003 dated 19.9.2003

**Note:-** In case of any discrepancies in the spelling of the community in above list is found, the concerned original notification will be final & authenticated.

Source: Annual Report of 2006-2007, Ministry of Tribal Affairs.

### Appendix-III

<b>Block Wise and Sex Wise Scheduled Tribes Population Distribution in Darjeeling Hills: 2001 Census</b>						
	Total	%	Male	%	Female	%
Darjeeling PulBazar Block	8973	13.96%	4531	14.05%	4442	13.87%
Rangli-Rangliot	5028	7.82%	2552	7.91%	2476	7.73%
Jorebunglow-Sukhiapokhari	6945	10.80%	3336	10.34%	3609	11.27%
Kalimpong I	11878	18.48%	5879	18.22%	5999	18.74%
Kalimpong II	14835	23.08%	7625	23.64%	7210	22.52%
Gorubathan	5880	9.15%	2967	9.20%	2913	9.10%
Mirik	3136	4.88%	1536	4.76%	1600	5.00%
Kurseong	7597	11.82%	3832	11.88%	3765	11.76%
Total	64272		32258	50.2%	32014	49.8%

Source: Census of India, 2001.

### Appendix-IV

#### Population of Jorebunglow-Sukhiapokhari Development Block (Mouza Wise as per Census of India-2001)

Sl.No.	Name of the Mouza	Jl. No.	Male	Female	Total
1	Simana Busty	2	178	130	328
2	Sukhaipokhri	3	2026	2001	4027
3	Mim-Nagri Range	4	1025	940	1965
4	Rangbhang Busty	5	1467	1475	2942
5	Chamung T.G.	6	1086	1097	2183
6	Selimbong T.G.	7	952	1046	1998
7	Seeyok T.G.	8	979	1118	2097
8	Gopaldhara	9	934	955	1889
9	Magerjung	10	2437	2464	4901
10	Sungma	11	1015	1152	2167
11	Turzum	12	941	957	1898
12	Pokhriabong Khas	13	1431	1439	2870
13	Samrik T.E	14	808	842	1650
14	Malatay T.G.	15	1071	1041	2112
15	Dhajia T.G.	16	706	672	1378
16	Dhajia Khas	17	779	778	1557
17	Nagri farm	18	1767	1842	3609
<b>P.S. Sukhiapokhri Total</b>			<b>19602</b>	<b>19969</b>	<b>39571</b>

Sl.No.	Name of the Mouza	Jl. No.	Male	Female	Total
18	Kacal T.G.	1	619	640	1259
19	Mareybong	2	951	947	1898
20	Lingia T.G.	3	872	933	1803
21	Tumsong T.G.	4	735	791	1526
22	Tumsong Khas	5	248	283	531
23	Mim T.G	6	831	862	1693
24	Permaguri Khas	7	506	539	1045

25	Ghoom Pahar Forest	8	467	446	913
26	Plungdung Khas	9	1158	1106	2266
27	Plungdung T.G.	10	254	254	508
28	Pubong T.G.	11	681	678	1359
29	Pussimbing T.G.	12	1273	1232	2505
30	Jorebunglow	13	1320	1384	2704
31	Joralhatta	14	-	-	-
32	Sinchel forest	15	87	94	181
33	Rangaroon T.G.	16	692	660	1352
34	Rangbull	17	1484	1581	3065
35	Sonada forest	18	71	70	141
36	Hill cart road	19	337	552	1109
37	Sonada Khas	20	4396	4638	9034
38	Kalejvalley T.G.	21	1214	1215	2429
39	Dooteriah forest	22	128	123	251
40	Dooteriah T.E.	23	2402	2319	4721
41	Rungmook Cedars T.E.	24	2381	2526	4907
42	Oaks T.E.	25	561	606	1167
43	Moonda Kothi T.E.	26	1972	1717	3389
44	Ringtong T.E. (sunuwar)	27	1619	1721	3340
45	Nehore balason T.E.	28	1073	1159	2232
46	Ringtong T.E. Margaret's Hope.	29	1589	1578	3167
<b>P.S. Jorebunglow. Total</b>			<b>29839</b>	<b>30658</b>	<b>60495</b>
47	Salu T.E.	19	316	341	657
<b>P.S. Darjeeling. Total</b>			<b>316</b>	<b>341</b>	<b>657</b>

### Appendix-V

**Gram Panchayat wise population of Jorebunglow Sukhiapokhari Dev. Block. (as per Census 2001)**

Sl. No.	Name of G.P.	Total Population	Male	Female
1	Ghoom K.M	4929	2458	2471
2	Sukhia Simana	6320	3229	3091
3	Rangbhang G. Dhara	6928	3380	3548
4	Pokhriabong-I	5423	2660	2763
5	Pokhriabong-II	9455	4644	4811
6	Pokhriabong-III	11,445	5689	5756
7	Lingia-Mareybong	5619	2758	2861
8	Permaguri Tamsang	4795	2321	2474
9	Plungdung	4623	2343	2280
10	Rungbull	5552	2743	2809
11	Dhooteriah K. Valley	7150	3616	3534
12	Lower Sonada-I	5153	2506	2647
13	Upper Sonada	3484	1712	1772
14	Lower Sonada-II	7011	3381	3630
15	Moonda Kothi	4371	2142	2229
16	Gorabari M. Hope	8467	4177	4290
<b>Total</b>		<b>1,00,725</b>	<b>49,759</b>	<b>50,966</b>

## Appendix-VI

### Gram Panchayat wise Numbers of Gram Sansads in Jorebunglow Sukhiapokhari Dev. Block

Sl. No	Name of G.P.	Sansad nos.
1	Ghoom K.M	10
2	Sukhia Simana	14
3	Rangbhang G. Dhara	15
4	Pokhriabong-I	09
5	Pokhriabong-II	16
6	Pokhriabong-III	18
7	Lingia-Mareybong	12
8	Permaguri Tamsang	12
9	Plungdung	10
10	Rungbull	11
11	Dhooteriah K. Valley	12
12	Lower Sonada-I	10
13	Upper Sonada	08
14	Lower Sonada-II	14
15	Moonda Kothi	11
16	Gorabari M. Hope	16
	<b>Total</b>	<b>198</b>

### Appendix-VII

**Gram Panchayat wise Nos. of Self Help Group in Jorebunglow Sukhiapokhari Dev. Block.**

Sl. No	Name of G.P.	Nos of Self Help Group
1	Ghoom K.M	7
2	Sukhia Simana	7
3	Rangbhang G. Dhara	11
4	Pokhriabong-I	14
5	Pokhriabong-II	20
6	Pokhriabong-III	42
7	Lingia-Mareybong	3
8	Permaguri Tamsang	10
9	Plungdung	9
10	Rungbull	26
11	Dhooteriah K. Valley	15
12	Lower Sonada-I	12
13	Upper Sonada	7
14	Lower Sonada-II	9
15	Moonda Kothi	16
16	Gorabari M. Hope	14
<b>Total:-</b>		<b>222</b>

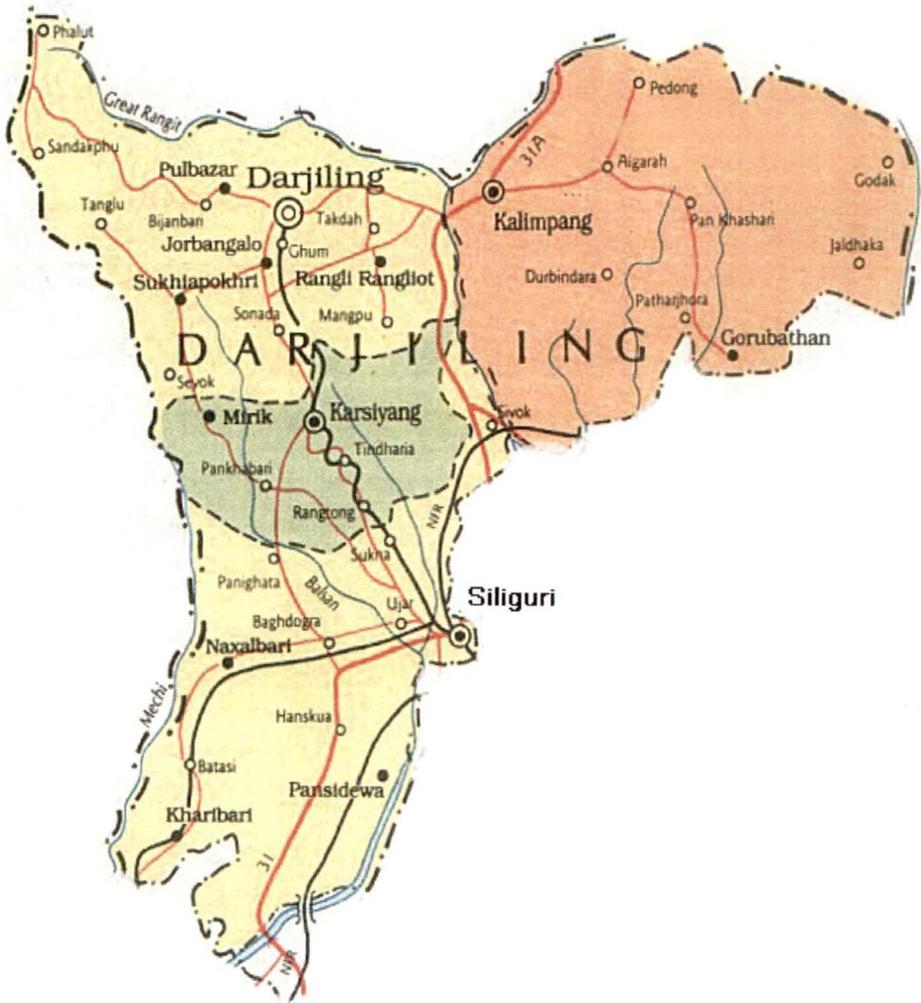
### Appendix-VIII

#### Gram Panchayat wise BPL details of Jore-bunglow Sukhiapokhri Block.

Sl. No.	Name of G.P.	BPL families
1	Ghoom Khasmal	539
2	Sukhia-Simana	684
3	Rangbhang Gopal Dhara	1005
4	Pokhriabong-I	582
5	Pokhriabong-II	617
6	Pokhriabong-III	982
7	Lingia-Marybong	447
8	Permaguri Tamsang	362
9	Plungdung	393
10	Dootheriah Kalej Valley	533
11	Rungbull	415
12	Lower Sonada-I	644
13	Lower Sonada-II	712
14	Upper Sonada	398
15	Moonda Kothi	386
16	Gorabari M.Hope	562
	<b>Total:-</b>	<b>9261</b>

# Appendix-IX

## Geographical Map of Darjeeling



## Appendix-X

### Geographical Map of West Bengal

#### Districts of West Bengal

1. Darjeeling
2. Jalpaiguri
3. Cooch Behar
4. North Dinajpur
5. South Dinajpur
6. Malda
7. Birbhum
8. Murshidabad
9. Bardhaman
10. Nadia
11. Purulia
12. Bankura
13. Hooghly
14. North 24 Parganas
15. West Midnapore
16. Howrah
17. Kolkata
18. South 24 Parganas
19. East Midnapore

