

Chapter IX

CONCLUDING REMARKS AND SUGGESTIONS

The study reveals a number of significant facts in regard to the administration for the development of tribal people. It points to the necessity of systematic efforts to stave off deteriorating situation of the weaker section in the tribal community. And without any sincere effort in the implementation of development programmes by related government departments on wider scale possibility of the tribals emerging out of the vicious circle of poverty and exploitation in remote. The task of developing the tribals in India has mostly become responsibility of the government or administration. In this regard, it may be mentioned that development administration involves the dynamics of change strengthening (i) administrative capabilities and (ii) implementation of plans, policies and programmes. In other words, while first dimension refers to administrative development or 'development of administration', the second dimension to 'administration of development'.

9.02 For the purpose of tribal development administration, the quality of administrative machinery needs improvement and shall have to be made more efficient and responsive to tribal people. The ITDP should be accepted as a unit for both planning and implementation as required basically in the concept of Tribal Sub-Plan. The tribal areas and communities who are at different

levels of socio-economic development, require specific plan and programmes with reference to the local and specific problems of the area and the community. The Project formulation should be a continuous process based on the experiences derived from the implementation of different schemes of various departments, feedback informations received from the fields, identification of bottlenecks, shortcomings, redefining and readjusting of targets wherever and whenever necessary. As such, the 'Learning process model' will be more suitable than the prescriptive 'Blue print model' in this context.

9.03 The Tribes Advisory Council as one of the apex bodies in the State should meet at regular intervals in order to provide its constructive criticisms and suggestions pertaining to programmes and schemes being executed in the state under the TSP (Para.5.07). The role of the SC & TW Department should be placed in a proper focus. It has to be recognised as a nodal department and the centre of motivation for tribal development works in the state. The functions and powers assigned should enable it to play the role effectively. The Department should be consulted at the stage of formulation of plans and schemes for tribal areas, before the finalisation of the State Annual Plan as well as at the stage of incorporation of schemes in the State budget.

9.04 At the district level, the meetings of DWC and DLCC may be continued to be convened jointly to facilitate the active interactions of the officials and non-officials; at the same time adequate emphasis should be placed on project formulation in addition to project implementation. (Paras. 5.28 to 5.32), the holding of their meetings should be at regular intervals in order to ensure proper programmatic, financial and organisational

integrations. The tribal members may be adequately nominated or co-opted in these bodies to give the plan-proposals of ITDP a tribal orientation. The sectoral departments should work actively as parts of integrated organic whole. They should communicate immediately about the allocations of funds earmarked under the TSP to the Project Officer of ITDP, and their plan-proposals should be placed for approval of the DWC before execution. The selection of sites and the beneficiaries of schemes should be undertaken by the concerned departments only with the consent and approval of the BWC before their execution. (Paras. 5.33 & 5.34) the forum of the Working Group on SC and ST should be operationalised without further delay which has been designed to bring about economy, better understanding and co-ordination among the important organisations serving the tribal-clients. (Para. 5.35).

9.05 The preparation of a well-conceived project-plan or a blueprint of programme of actions is a pre-requisite for effective implementation of the ITDP. There may also be preparation of Annual Action Plan to be widely circulated among executing agencies for their ready reference. (Para. 5.36) this should also be followed by adequate arrangements for supervision, monitoring and evaluation of ongoing schemes. As, except grounding of the schemes, enough attention has not been paid to creation of a suitable mechanism for monitoring and evaluation. It is indisputable that if corrective feedback information is available in proper time, the project formulation at ITDP level and policy formulation both at the State and Central levels will be more fruitful. Evaluation should be preferably performed by

independent agencies. Monitoring should start at the grass-root level and should be funneled upward towards the State and Centre. In fact, administration should emerge as a continuous cycle of formulating, implementing and evaluating interrelated plans, policies, programmes, activities and other measures to accomplish established development objectives in a scheduled time sequence.

9.06 With a view to ensuring the Project Officer to discharge his functions as 'king-pin' in the ITDP set-up, both as implementor and co-ordinator, the role he is expected to play should be clearly identified and precisely defined. To this end his hands should be suitably strengthened by delegating him with adequate administrative and financial powers. He should have administrative power to control the departmental officers posted in the sub-division and blocks in so far as ITDP works are concerned. The Project Officer should also be given magisterial and appellate powers as by enjoyed by the Project Administrators in the state of Andhra Pradesh, to facilitate him to deal effectively with exploitative elements operating within the tribal areas. (Paras. 5.37 to 5.42 and 5.53).

9.07 The Office of the Project Officer should be well equipped with adequate number of staffs. A post of Statistical Assistant or Economic Assistant may be created for collection and compilation of reports and returns from various departments, monitoring and evaluation of programmes and also to assist him in the preparation of a meaningful project-plan. The SAE of his Office should also have authority to supervise the construction

works of other departments within ITDP areas. The Inspector and the Social Workers of the ITDP should have more field oriented functions as anticipated in the official assignment of duties aiming them to perform as "multi-purpose workers" or "eyes and ears" of the project obtaining first hand knowledge about the condition of the tribals from the field. (Para. 5.44).

9.08 The personnel posted in tribal areas should be well acquainted with tribal ethos, culture, nature of backwardness and other problems. They should be sensitive to all these and committed to work for their development. To motivate the personnel in the works of tribal development, necessary orientation or other training should be arranged from time to time. The monetary or non-monetary incentives should be considered and continued for the personnels posted and living in the remote ITDP areas. (Paras. 5.48 to 5.50). The programmes should be implemented to suit the needs and requirements of the tribal people. The recommendations of Maheshwar Prasad Committee(1979) on Administrative Arrangements and Personnel policies in tribal areas should be implemented without delay.

9.09 The elected representatives of the PRIs can play a very significant role in the task of tribal development. They should be adequately associated with the project formulation and implementation of ITDP. The members elected at various levels of PRIs should shun off their partisan consideration in so far as selection of sites and beneficiaries of development programmes are concerned.

9.10 Once the need based project is prepared and

administrative machinery suitably moulded or its capabilities enhanced the implementation of development programmes and projects for socio-economic and political change in society should be directed. 'Administration of development' should be looked as a multi-dimensional process with significant social, economic, cultural and human dimensions. Above all, greater attention is needed now towards the human aspects of development. The qualitative change in the human condition is the most important aspect of development administration, specially when we consider the poorer or weaker sections of society as tribals. The funds quantified for different departments under TSP should not be merely national. Their physical flow to benefits the tribal people directly should also be ensured (Para.5.56). It is also important to take note of cultural paraphernalia while making any attempt for project formulation. For the social milieu profoundly influences the understanding, experiences and value system of the tribals (Para.4.42).

9.11 With the implementation of development programmes, though some changes among the tribals are very much in evidence, the efforts made so far have not been adequate to solve the basic problems of poverty, illiteracy and exploitation of tribals. There are complaints that qualitatively speaking, the achievements in tribal areas have fallen woefully short of the goals. One reason is undoubtedly the imposition, often unwillingly, of patterns of growth designed for more advanced and organised areas in the country on relatively simple tribal socio-economic systems.

9.12 The issue of land reforms is one of the central concerns of development efforts of tribal areas. This issue cannot be

isolated from the wider perspective of development and socio-political conditions prevailing in the country. Land reforms seek to change the basic property relations in the country which in turn determine the present fabric of the society. The social basis of power has to undergo drastic change if the landed interests have to be weakened. This can be done only if the political will of the tribals and the deprived is strengthened.

9.13 The study showed that in spite of recognisable success of **operation barga**, recording the rights of share cropping, or distribution of surplus lands with the imposition of ceiling of land holdings had only limited impact upon the tribals. As such, adequate steps should be taken to create sufficient awareness among tribal peasants particularly among the bargadars about the security and benefits provided by 'operation barga'. The fear of deterioration of relations with the landowners which always haunts the tribals mind should be removed by organised campaigns, etc., so that a greater number of tribals come forward for recording of their names. The Panchayati Raj 'Institutions' in West Bengal may also play an effective role in these matters if they are effectively mobilized and vested with adequate authority. (Paras. 6.18 to 6.21). The tribals often need debt for meeting their immediate consumptional or other needs. But in the absence of easily available institutional credits, they often go for non-institutional sources by mortgaging of their lands which in turn exploit them in various ways. Thus, there is an urgent need for providing them with the avenues for consumptional credit by simplifying the procedures of financial institutions. (Paras. 6.25 to 6.29).

9.14 The tribals should also be made aware of the legislative measures about non-alienation of their lands, restoration of alienated lands and provisions of legal aid etc. These legislative measures should be strictly enforced. Provisions should also be made preventing 'the creamy layer' within the tribals grabbing lands of weaker section at very low price taking advantages of non-transfer of tribal lands to others. A suitable machinery may also be established for *suo moto* action to detect land-alienation and legal steps. The machinery need not necessarily be governmental. It could be a voluntary organisation or tribal panchayats or any other non-government organisations. The scope of transfer should also be widened to include fraudulent or collusive transfer, encroachment, forcible dispossession, transfer in names of ST spouse or servants etc. (Paras. 6.33 to 6.36).

9.15 Contribution of agriculture towards economic development of tribals is not only important but also an urgent necessity. The predominant occupation of the tribals under the study being agriculture, bottlenecks in the implementation of agriculture development are to be removed. The procedure of providing agriculture inputs, minikits, crop-loans, implements etc. need to be made simple. Only the better quality of inputs and minikits should be distributed and that even during proper time to avoid their misutilisation. The officials need to be impartial and unbiased in the selection of the beneficiaries of different agricultural schemes. There must be regular visit of extension staffs to provide their expert services to the beneficiaries and other tribal peasants. (Paras. 6.48 to 6.53).

9.16 Irrigation is essential for agricultural modernisation. But the problem of irrigation in the area lies in the fact that the rivers and rivulets etc. flow lower than the level of cultivated lands. Therefore, canal irrigation is virtually impossible except at few places. Under these conditions, RLI (River Lift Irrigation System) or extraction of ground water resources by means of dugwells, tube wells, hand pump etc. should be given more importance. The irregularity in the implementation of Small Irrigation Schemes should be immediately checked and offenders to be punished to stop repetitions.

9.17 Education is the most important factor in the development of any community. For tribals, it may be an input not only for their economic development, but also for promoting in them self confidence and inner strength to face the new challenges. It enables them to cross the social, psychological and economic barriers under which they have been labouring for centuries. The urgency for effective tribal education also arises because of increased tempo of socio-economic measures introduced by the TSP.

9.18 The availability of educational facilities should be reviewed in detail and gaps in the educational structure should be identified. The adequate infrastructural requirements of the schools should be ensured as desired in 'Operation Blackboard'. It was found that in some areas even primary schools were not available for long distance. A policy of 'One village, one school' should be implemented effectively. Areas which are most sparsely populated in the region should be identified and Ashram school network may be suitably planned for those areas with extra emphasis on admission of tribal students from average families. (Para 7.09).

9.19 The system of single teacher schools weakens the elementary education and defeats the purpose for which the schools are opened. It is desirable that the State Governments provide at least two teachers for each of such schools so that in absence of one of the teachers, the schools need not be closed down. The local educated tribal, even with relaxation of qualifications, if necessary, may be appointed as teachers in these schools. (Paras 7.16 & 7.17).

9.20 The tribal parents do not send their children to schools mostly for economic reasons. It follows that in order to promote their education, it is necessary to provide some supplementary income earning avenues and other incentives. The schemes for granting incentives e.g, stipends or learning materials, mid-day meals, uniforms etc., need greater emphasis and proper implementation to attract higher attendance of tribal children in schools. This is more necessary because of very high percentage of illiterates and drop-outs from the schools as revealed in the study. There is also need for a pre-primary institution preferably attached to the existing primary schools in backward tribal areas particularly for bringing the children below 6 years of age to schools and to increase the numbers of girl students, since the girls are required to look after children at home. Therefore, if there is some arrangement where the children below the age of six could also be brought that will simultaneously help in the enhanced enrollment of the girl as well as boy students. Moreover, children of the tribal communities speaking their own dialect face difficulty during the early stages of their school education, where the text books and medium of instruction are in the regional languages

of the states. Therefore, it is desirable, that education should be given in their language or any other(Hindi in the study area) which may be convenient to primary school's children. (Para 7.22).

9.21 A suitable programme of informal and adult education which prepares the tribals for the new challenges need to be formulated and effectively implemented. Stress is accordingly needed for gearing up the Rural Functional Literacy Programmes in an effective manner. The adult education centers should be revitalised as institution of non-formal education particularly looking at the large number of tribal illiterates and drop-outs from schools. The allowances of the teachers should be adequate enough and should be paid regularly to motivate them in their assignments. Teaching or learning materials etc must be supplied at proper time. Proper infrastructural facilities to each centre should be ensured. The timing of the Centers should be appropriately adjusted to suit the leisure time of learners. (Para 7.24).

9.22 The cultural factors also work as barrier for educational advancement of ST. The school curricular must be revised to make them tribal culture oriented as anticipated in national tribal policy and National Policy on Education. The allocation on education sector as per the recommendation of the Commission for SC & ST, should be raised to at least 6% of total national outlay, so that the programme of universalisation of education can be effectively realised without further delay.

9.23 The unsettled and irregular means of earning among the tribals suggest that special efforts need to be organised to

provide gainful employment for sufficient duration of the the years. Considering the socio-economic background, the levels of education and skill endowment etc. of the tribal communities, such efforts also need to be innovated and tailored according to their needs and prevailing conditions of the areas. Moreover, the opportunities for such income earning activities should be created in the vicinity of their villages, so that they do not have to go far in search of work. Similarly, a large number of idle(non-earning) members in tribal households also suggest the need for suitable training and skill formation so as to enable them to undertake self-employment schemes to supplement and strengthen the economic base of their families.

9.24 Tribals should be freed of the chronic indebtedness which has been the result of their low level of family income and weak economic base. The money lending business by the money lenders, who charge very high rate of interest and exploit the tribals in various ways need to be effectively curbed by strict enforcement of existing legal restrictions. The widespread net work of institutional credit facilities should be designed with simplified procedure in order to rescue the indebted tribals from 'vicious circle of debts'.

9.25 The officials should properly assess the eligibility criteria of the applicants for assistance under anti-poverty programme. The subsidy should be effectively limited to ceiling while providing second dose under supplementary assistance or under the treatment of family as a unit. (Para 8.38). Under no circumstances, the officials should sponsor applications for assistance favouring higher income families, who are not poor and

under the purview of the programme. (Paras 8.41 & 8.42). It is essential to ensure that the benefits of the anti-poverty programmes reach first those households which are already below the poverty line and even amongst them priority should be given to the 'poorest of the poors'.

9.26 The detail and sincere socio-economic survey of the poor tribal families and preparation of list of prospective beneficiaries should precede before any drive for assistance is taken. There may also be joint selection of beneficiaries by panchayats, banks and govt. servants. Open Selection may also be considered in the meeting of Gram Sabha. There is also need to revise ceiling of annual family income prescribed for the determination of poverty line from time to time keeping in view of the inflationary trend. While selecting the schemes for the beneficiaries, more emphasis requires to be laid on their specific needs, skills, and aptitude rather than fulfillment of official targets. The target chasing tendency among the officials should be discouraged and scope for target adjustment at grass root level may be permitted so that skills and aptitude of the beneficiaries may not be sacrificed while availing assistance in order to fulfill official targets. A systematic survey for the selection of beneficiary as well as corresponding suitable schemes for him should be carried out beforehand. The beneficiary and his suitable schemes may be identified as per the 'list' prepared during such survey. (Paras 8.46 to 8.55).

9.27 The application forms should be made simple, number of forms should be reduced. These may also be made available in other languages as education or so can fill up the forms by

himself. This would not be desired by the beneficiaries so that a tribal with secondary level doubt reduce the exploitation of by tribal middlemen. Procedurally, it should also be ensured that applications should be sent to the banks regularly and not in a bunch of many numbers towards the end of financial year. The Bank managers should have the responsibility for processing the loan applications sponsored by the Panchayat Samity or BDO without delay. The RBI guidelines that the applications must be disposed off within a fortnight should be followed by all Banks. It should be done even if it entails a modification of the Annual Action Plans of the banks.

9.28 The disbursement of assistance should be made as far as possible in cash rather than kinds so that the complains like high price and poor quality of kinds can be overcome. This also reduces exploitative roles of middlemen. The formation and role of Purchase Committee may also be dispensed with and reliance may be placed on good sense of beneficiaries. The cash distribution will also increase the bargaining power, qualitative selection and timely availability of kinds by the beneficiaries. The purchase of kind later on may be ensured by post disbursement inspection by banks or other authority. The total sanctioned amount of the assistance should be disbursed in one or two instalments to the beneficiaries. The instalments of loan disbursement should not be more than two because the more instalments discourage the beneficiaries and also they reduce their bargaining power in purchase of assets and also they lose interest in the scheme or incur extra-expenditure attending banks frequently beside losing their daily wage etc. In other words, procurement of loan assistance in more than three, if not two,

instalments frustrate the smooth working of the project. Under no circumstances, part of under finance should be made. Such steps might lead to unviability or failure of schemes, non-realisation of credit and also increase indebtedness of the beneficiaries. While making disbursement of the assistance, production of assets should not be insisted upon as reported being followed by some of the banks. Because such instances is not justified as without receiving the cash it becomes difficult, if not impossible to arrange the assets to be purchased. Moreover, this begets malpractices within the system. The practice of disbursing cash assistance without ascertaining the possession of kind, by some of the banks should also be abolished; possession of kinds and other infrastructural facilities must be inspected by the participating banks for the proper utilisation of assistance.

9.29 The size of loan investment per poor family should be in relation to the income gap required to be covered up in bringing the family above poverty line. The investment should be adequate enough to generate income on perpetual basis. There should be proper integration of schemes in such a way that one scheme logically follows another and then become complementary to one another. Provisions for backward and forward linkages should be made available for the successful operation of the schemes. (Paras 8.83 to 8.89).

9.30 The trainees under the TRYSEM should be provided with full follow up supports so that their newly acquired skills in different schemes can be gainfully utilised. Moreover, the trainees also on their part should be fully involved in carrying out of the schemes successfully and must treat these as their own

programme. (Paras 8.90 to 8.97).

9.31 These facilities should not however, be allowed to lure the poor and the inexperienced to incur liabilities that may impoverish them further. For those who are too ignorant and inexperienced to have their own income generating ventures the better strategy would be to give them benefits through the wage earning programmes like the NREP and the RLEGP(now JRY). The daily wage employment is one of the important sources of tribal earning. As such the employment provided under these programmes should be for a long duration every year so that they could generate enough income and improve their living conditions. (Para 8.98 to 8.104).

9.32 It should be the endeavour of the personnel for Panchayats, Banks and concerned departmental officials to pay regular visits to the beneficiaries for looking into the problems and prospect of their schemes. An effective supervision of the ongoing projects has to be made for the success of the programme as a whole. It needs more importance than the official tendency of merely grounding of schemes. (Paras 8.105 to 8.111).

9.33 The recovery of loan is of great importance for recycling of bank funds. The State Governments have to render all possible assistance to the bank officials in recovering the dues from the IRDP beneficiaries. The Panchayat members can play an effective role in this regard to motivate borrowers for repayment as they mostly identified the beneficiaries. The tendency of defaulting repayment wilfully or making repayment of total credit component immediately in a single instalment obviously for taking benefit

of subsidy by the beneficiary should be regulated by legislative enactments and their effective enforcement. The Government should avoid resorting to waiving of loans in order to check growing willful default in credit repayment. Insurance coverage may be provided for the schemes against their failure. Further to gear up recovery of such credits, banks should organise regular credit recovery camp with the help of local panchayats; non-banking day of the week may be utilised by the RRB as 'credit recovery day' making households visit for the purpose. (Paras 8.112 to 8.123).

9.34 It is comparatively higher income groups amongst the poors have mostly benefited from the programmes. Thus, large assistance needs to be provided to the poor, while much larger to the poorer and largest to the poorest and destitutes to generate adequate income possibly with the help of a package of schemes so as to enable them to cross the poverty line. Besides such financial provisions, there is also a need for building up their inner strength, courage, confidence and other supportive systems so that they can take greater responsibility. Moreover, the perpetual flow of income from the assets on permanent basis should also be ensured so as to prevent the beneficiaries from being impoverished again.

9.35 There are few voluntary agencies operating in the areas for tribal welfare. Since voluntary agencies have some advantages, these should be associated with the implementation of poverty alleviation programmes particularly with the identification of beneficiaries, their schemes, TRYSEM supervision of ongoing schemes etc. which will ensure their proper administration.