The Strategy of Tribal Development in Odisha

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Alike other developing countries, India is experiencing rapid social, economic and political changes especially since independence in 1947. The tribals have remained far from the mainstream of civilization. There are around 650 tribal communities including sub-tribes in our country. All these tribes have their own galaxy of ethnic identity in the world. The core issues of land alienation and denial of right to livelihood, low levels of literacy and poor health condition and declining population still remain the key issues determine the tribal lives. Due to diverse factors such as migration, reservation, displacement etc, tribes have now become differentiated in terms of occupation, income, education, religion, social and political orientation and social status. For addressing such issues and betterment of the tribals the government has been taken up various policies and programmes. Odisha is one of the tribal concentrated State. The broad objective of the paper is to understand about the trends of tribal policy and programmes that has been designed from time to time for the socio-economic development, empowerment of tribals, sustainable livelihood and lead a quality life in Odisha.

[Keywords : Strategy, Tribal development, Sub plan, Vulnerable, Policy & Programme]

1. Introduction

The history witnesses the existence of tribal people in our country from time immemorial. There are around 650 tribal communities including sub-tribes in our
country. All these tribes have their own galaxy of ethnic identity in the world. According to the 2011 Census there are 24, 94, 54,252 households of which 2, 14, 67,179 households belong to STs. Total population of the country is 1,21,05,69,573, out of these 10, 42, 81,034 are classified as STs with 5, 24, 09,823 males and 5, 18, 71,211 females (2011). The decadal growth rate of the tribal population during 2001-2011 is 23.7% which is higher than India’s total decadal growth (17.6%). The tribal population of India constitute 8.6% of total population and majority of them reside in the rural areas (90%). State wise distribution of tribal population shows that the tribal dominated states are Mizoram (94.4%), Nagaland (86.5%), Meghalaya (86.1%), Arunachal Pradesh (68.8%), Manipur (35.1%), Sikkim (33.8%), and Tripura (31.8%) Apart from north eastern states tribal population in Lakshadweep islands comprises of 94.8%. Numerically, largest number of tribal population are in Madhya Pradesh, in which constitutes 14.7% to the of the total tribal population of India, Maharashtra (10.1%) and Odisha (9.2%) together add to an additional 19.3% tribal population to the country. In contrast, lowest tribal concentration is in UT of Daman and Diu (0.01%). No ST population is recoded in Punjab, Haryana, Chandigarh, Delhi & Pondicherry states/UTs.

The concept of tribal development emerged since the beginning of the plan period. Government is honestly trying to ameliorate the tribal with the mainstream but after the 72nd year of independence we still think of tribal development. Special attention has to paid to the amelioration and uplift of tribal areas, by providing enhanced allotment of funds are evolving special development programmes to integrate the tribals with the large society within the shortest possible time. Civilization is rather an achievement by the people themselves which is attained through the process of impulsive change or development. Many constitutional safeguards have been provided and protective legislation enacted by various States to protect the tribals interest in land and forest and to afford opportunities of employment and education.

2. **Major Tribes in Odisha**

There are 62 tribal communities residing in Orissa today. They are scattered to all parts of the Orissa. The major tribes of the state are Kondhs, Koyas, Gadabas, Oraon, Juangs, and Santals. According to the language, the tribes are divided into four groups, Indo-Aryan group, Dravidian group, Tibeto-Burmese group and Austric group. Tribes belonging to Tibeto-Burmese group no more stay in Orissa, thus all the tribes belong to the other three groups. Tribal people of Orissa are known to be immensely hardworking and lead a very subdued life. Various tribes engage in different occupation, but most are either into agriculture, fishing or hunting. Better settled tribes also work in mills and handicraft industries. Few tribes like Bondo and Gadaba have their own looms and make clothes for their own use. The scheduled areas of Orissa fully cover six districts (Mayurbhanja, Sundargarh, Koraput, Rayagada, Nawarangpur and Malkangiri,) and seven
district partially (viz. Balesore, Keonjhar, Sambalpur, Kalahandil, Gajapati, Ganjam and Phulbani). More than 50 percent of tribal population of the state is found in undivided Koraput district, Mayurbhanja and in Sundargarh district and 25 percent of tribal population is found in undivided Koraput district alone (i.e. present Koraput, Rayagada, Nabarangpur and Malkangiri districts).

3. An Overview of the Scheduled Tribes in Odisha

There are 62 communities listed as a Schedule Tribes (ST) in Odisha under the provision of the Indian constitution. More than 80% of them live in designated scheduled areas. (Behura & Panigrahi) There are thirteen (13) PVTGs (Particularly Vulnerable Tribal Groups) in Odisha, who are characterized by (a) a pre-agriculture level of technology, (b) a stagnant or declining population, (c) extremely low literacy and (d) a subsistence level of economy. As per 2011 census Odisha state is having 22% of its total population belongs to Scheduled Tribes. The tribal population in Odisha is among the poorest, more vulnerable and exploited groups in the states. Most of the tribal communities are confined to the more hilly are remote areas of the state. These areas have been the habitat for some tribes for centuries, where as the other have been driven out of the more fertile plains by non tribal in recent times. Historically tribals have had a life style characterized by close dependency on the forest for shifting cultivation, collection of forest produce and hunting. Concept of money management, savings, and planning have traditionally not been of major importance, although the highly developed mixed cropping strategies in shifting cultivation witness conscious strategies of risk aversion and ecological adoption. Tribal people of Odisha has been always facing the problems like land alienation and increasing landlessness, indebtedness, inadequate and inaccessible health services, traditional process of agricultural production, unemployment and poverty, displacement due to industrialization and development projects, low literacy rate etc are causing them downtrodden their economic life as well as affects socio-cultural life.

4. Status of Tribal Population in Odisha

In the tribal map of India, Odisha occupies an import place from the point of view of number and distribution of tribal population. The state is dominated with 62 numbers of tribal communities representing major linguistic groups like Dravidian, Austro-Asiatic and Indo-Aryan. About 44.21 per cent of the total land area in Odisha has been declared as Scheduled Area. Out of 30 districts of Odisha, 6 districts like Koraput, Malkangiri, Rayagada, Nabarangpur, Mayurbhanja and Sundargarh are declared as fully Scheduled districts, where as there are 7 other districts declared as partially Scheduled districts. The highest proportion of scheduled tribe has been recorded in Mayurbhanja i.e. 14,79,576 (58.72%) and the lowest in Puri 6,129 (0.4%). The sex ratio among the scheduled tribe population increased from 1003 in 2001 census to 1029 in 2011 census. Out of 62 tribal
communities, Kandha is the most populous tribe followed by Gond. The other major tribals living in the state are Santal, Munda, Kolha, Saora, Shabar, Bhottada, Bhumij, Bhuyan, Oran, Paroja and Kisan. The details of scheduled tribe population of Odisha is given in below table:

<table>
<thead>
<tr>
<th>Census Years</th>
<th>Total Population</th>
<th>Tribal Population</th>
<th>% of tribal population</th>
</tr>
</thead>
<tbody>
<tr>
<td>1961</td>
<td>17548846</td>
<td>4223757</td>
<td>24.07</td>
</tr>
<tr>
<td>1971</td>
<td>21944615</td>
<td>5071937</td>
<td>23.11</td>
</tr>
<tr>
<td>1981</td>
<td>26370271</td>
<td>5915067</td>
<td>22.43</td>
</tr>
<tr>
<td>1991</td>
<td>31659736</td>
<td>7032214</td>
<td>22.21</td>
</tr>
<tr>
<td>2001</td>
<td>36804660</td>
<td>8145081</td>
<td>22.13</td>
</tr>
<tr>
<td>2011</td>
<td>41974218</td>
<td>9590756</td>
<td>22.85</td>
</tr>
</tbody>
</table>

Source: Census of Odisha, 2011, Tribes of Koraput-2006 (COATS Koraput)

From the above table, it reveals that the scheduled tribe population of Odisha has been increased from 1961 Census to the 2011 census.

5. Strategy for Tribal Development in Odisha

5.1 Pre-Independence Period

During the British rule, the approach to the administration of tribal areas was marked by a desire to leave the tribal areas alone by designating such area as excluded or partially excluded areas. The reason for such an approach obviously were the difficulties involved in governing the brave and self respecting groups of people living in remote and in accessible regions without proper communication facilities.

5.2 Post-Independence Period

After independence the main thrust for the strategy for tribal development has to promote the participation of schedule tribes in planning and implementation of programmes for their development. In furtherance of this objective, Pandit Jawaharlal Nehru, the first prime minister of India had incited five guiding principles for tribal development. These are:

- Tribal people should develop along the line of their own genius and we should avoid imposing anything on them. We should try to encourage in every possible way of traditional art and culture.
- Tribal rights in land forest should be protected.
- We should try to train and build up a team of their own people to do the work of administration and development. Some technical personnel from
outside will no doubt be needed, especially in the beginning, but we should avoid introducing too many outsider into tribal territory.

- We should not over administer these areas and work through their own social and cultural institution.
- We should judge the results not by statistics or the amount of money spent, but by the quality of human character that is evolved.

6. Approach and Overall Strategies for Tribal Development in the Five Year Plan Periods

Soon after the beginning of first five year plan when Community Development Approach was evolved the areas. Inhabitant by the tribal’s also received special attention. In the year 1954 Community Development Approach in the tribal areas where incited by setting up a small number of Special Multipurpose Tribal Development (SMTD) projects covering a limited number of blocks of the state as pilot projects. The SMTD was reviewed at the end of the second five year plan and with the beginning of the third five year plan. The Concept of Tribal Development Blocks was introduced and 75 tribal development blocks were identified for extending special development programmes and this strategy continued until the end of the fourth five year plan.

The tribal development problems during the fifth five year plan were visualized as two distinct categories such as:

1. Areas inhabited by more than 50% tribal population.
2. Tribal located in dispersed manner. During this plan period it was decided by government to formulate an area development approach with focus on the tribal’s incase of the former categories of the tribal’s taking into considering the local problems and felt needs of the tribal’s and for the dispersed tribal’s, family oriented programs were decided to be extended. This is how the tribal sub plan approach came into force with beginning of the fifth five year plan in the state of Odisha.

During the sixth five year plan the effort sifted to beneficiary oriented development schemes and during this phases the scope of tribal’s sub plan approach became more and government adopted the Modified Area Development Approach (MADA) for smaller contiguous areas with a total population of 10000.00 where tribal concentration is 50% or more.

During the seventh five-year plan period the basic approach of development followed was socio economic development of tribal through a number of income generating schemes and through infrastructure development programmes.

During the eighth five year plan period the state started adopting the Maharashtra model of tribal development through a single line demand through the tribal development department. Under changed system, instead of the past
practice of planning from top to bottom, the exercise got reversed and the approach became from bottom to top. Thus the decentralized system of planning was made for each tribal area with the ITDA as the base. Under such a changed arrangement the tribal development department could be able to decide the priorities of the schemes to be implemented in the tribal areas on the basis of electing their felt needs.

During the ninth five year plan the major thrust of tribal development has been shifted to accelerate growth in employment, provision of basic minimum service to the people, eradication of poverty, provision of food security. In order to guarantee that the above objectives are achieved and the quality of life of the tribal increase, government of Odisha has given high priority to as many as seven basic services in tribal inhabited areas. Along with these emphases has been laid on the agriculture and rural development sectors for the tribals with a view to bringing them to the main stream.

7. Specific Policy and Programmes for the Development of STs in Odisha

Odisha has the largest tribal concentration after Madhya Pradesh and Maharashtra in the entire country. The following are some of the major policy and programmes, which are under promulgation in the state for the welfare of the tribes. The Constitutional provision for a separate Minister in charge of the welfare of SCs and STs and Backward Classes. The state of Odisha is yet to have such provision. The Tribal Advisory Council (TAC) formed in Odisha on 24 June 1950 has been advising the GoO from time to time on matters of the welfare of tribal communities in the state. In the initial days of community Development Programme special project knows as Multipurpose Tribal Blocks were started in 1956 on an experimental basis. Development of tribal people in line with their culture and to safeguard their interests in land, the forest and forest based resource is the major objective of the multipurpose Tribal blocks. In consideration of the recommendation of Elwin Committee (1960) regarding implementation of the structure of the Tribal Development Blocks (where more than 50% of the population represented by tribals) the state of Odisha initially opened up 62 such blocks which were later increased to 74.

7.1 Tribal Sub Plan (TSP)

Tribal sub plan (TSP) approach was introduced in odisha in 1979, where ITDA were launched. Thus presently Odisha has 118 TD Blocks distributed over 21 ITDPs and Tribal Development Agencies for planning and exaction of tribal development programme. The programme will be cover 1549, Gram Panchayat GPs and 17597 villages, further special micro project for the development of PTGs were implemented from time to time. Presently, Odisha has 17 Micro Project to bring the 13 PTGs in to the mainstream. The objective of the programme was to
bring tribal people out of poverty and to free them from of exploitation by non-tribals. A tribal Sub Plan (TSP) as an integrated of the state plan was conceived during the five year plan (1974-79) to cover tribal concentrated area where more than 50 percent tribal population and tribal-dispersed areas including those home to PTGs. The TSP approach had multifarious objective to bridge the gap between the levels of development of both tribal and non tribal people by wiping out the net of exploitation around them due to land alienation, bonded labour, high rate of interest during lending low payment of forest product etc.

7.2 National Commission for Scheduled Caste and Scheduled Tribes

Looking at the economic and social backwardness of different ethnic group, the framer of the constitution had felt the need for making certain special provisions for tribal’s in the constitution. The basic objectives behind this are to upgrade the position of most backward communities in the economic, educational and social fronts of the society. Main function of this Commission are : i) to investigate and monitor all matters relating to the safeguard provided to the Scheduled Caste and Scheduled Tribes under the constitution, and to evaluate the administration of such safeguards, ii) to inquire into specific complaints raised by SCs and STs with regards to the deprivation of rights and safeguards, iii) to participate in the planning process of development and to advise the government for the socio-economic development of the SCs and STs and to evaluate the progress of their development, iv) to give recommendation to the Union and state to take measures for effective implementation of those Constitutional safeguard, welfare and socio-economic development of the SCs and STs.

7.3 Scheduled Caste and Scheduled Tribes Research and Training Institute (SCSTRTI)

SCSTRTI is one of the state level agencies working for tribal development. This institution started as a semi-official organization during 1952 and then, was known as tribal research bureau. The objective of this Bureau was to collect, and process basic data on various aspects of life-way processes of scheduled group in Odisha, and perform advisory services to the government on matters of their socio-economic development.

Government of Odisha in 1972, finally, merged both Research Bureau and the Orientation Training Institute and formed a state level new institute known as Tribal and Harijan Research-cum-Training Institute (THRTI) which is kept under the administrative control of the Secretary, T&RW Department. With the rise of a controversy over the issue of the term Harijan during 1980 Government of Odisha again re designated this institute as SCSTRTI on 1 December, 1994. The prime objective of the institute are multiple by nature. It formulates action plan for SCs & STs and undertakes ethnographic and monographic studies on various SC and ST communities of Odisha, it evaluates the development programmes meant for the
scheduled group of Odisha and organized training programme for those who are working in Scheduled Areas on tribal related issues. It documents various aspect of socio-cultural and politico-economic life of the tribal people of Odisha.

7.4 Tribal Development Cooperative Corporation (TDCC)

The tribal development Cooperative Corporation of Odisha Ltd. (TDCC) is an apex cooperative society, which has been registered under Odisha Cooperative Societies Act of 1962. Since 1972, it is functioning as an apex Cooperative organization for the development of the tribal communities of Odisha. The basic objective of TDCC are to procure Surplus Agricultural Produce (SAPs) and Minor Forest Produces (MFPs) from tribal people on payment of remunerative price through proper market arrangements, to supply essential commodities and other consumer goods to the tribal people at a fair price.

The cooperation presently had 240 LAMPS and other Primary Societies, 47 Panchayat Samities and 3 individuals as members. TDCC comprises 3 division and 15 branches. The distribution of all LAMPS and permanent procurement centres are grouped in different district of Odisha. There are 130 number of permanent procurement centres, 212 godowns located at different place of Odisha having a storage capacity of 4.10 Lakh MTs. Apart from these, there are also 47 Panchayat Samities which have been associated with their share capital invested in TDCC. TDCC is making all endeavours to maximize the collection of SAPs and MFPs from all the interior area of tribal reasons of Odisha. The producers are procured through LAMPS with the help of local agents, as well as in certain areas TDCC directly procures from weekly markets and villages. In respect of certain forest produce commodities, the government fixes the minimum support price and TDCC offers that rate depending upon the quality of the stock.

7.5 Micro Projects for Development of Primitive Tribal Groups

Till the end of 4th Five Year Plan of India, there was a special allocation for the tribal development in general implemented irrespective of their level of backwardness or development. As a result, it was observed that quite a good number of tribal groups who are in interior pockets were not properly served. This forced the planners to frame special programmes for specific development of the specific tribal groups. In 5th Five-Year Plan special Micro-Projects were started for those Primitive Tribal Groups popular known as PTGs uniformly identified on the basic of certain characteristics like their primitive agricultural technology, low level of literacy, stagnant or diminishing population.

7.6 Integrated Tribal Development Agencies (ITDA)

Since the beginning of the 5th five-year plan the concept of tribal sub-plan for tribal development is being formulated and implemented in the state. The sub-divisions having 50% or more tribal population were brought under the tribal. Sub-plan approach under this approach 21 ITDAs covering 118 blocks of 12
districts have been functioning in the state. During 2013-14 Rs.116.36 crore was released as SCA to ITDA and the cumulative expenditure up to the end of March 2014 was Rs.135.02 crores and 1103 projects were completed covering 64176 no. of beneficiaries.

7-7 Specific Objectives of ITDA

1. Formulation of a comprehensive long-term and annual plan for the integrated socio-economic development of the operational area of the I.T.D.A. with main focus on the tribal inhabitants. The plan will follow the guidelines issued by Government of Odisha from time to time and will indicate the total programme to be taken up with funds flowing from Government of Odisha, Government of India and the financing institutions.

2. Implementation of such a plan by taking execution of schemes directly or through private, cooperative or public sector agencies with assistance received from Government of Odisha, Government of India and institutional agencies and coordinating the execution of schemes taken up by other agencies of Government.

3. Undertaking such other activity from time to time as may be deemed necessary, conducive, incidental or ancillary for the integrated development of the area and objectives of the I.T.D.A.

7-8 Modified Area Development Approach (MADA)

Adopted during the 6th plan, this programme aims at development of tribal populations residing outside TSP areas in contiguous patches having a population of 10,000 or more, of which, at least 50 percent are tribals. There are 46 MADA pockets in 47 blocks of 17 districts. These MADA pockets cover 5.68 lakh populations. Individual family oriented income-generating schemes for ST communities and critical infrastructure development programmes are implemented in the ratio of 75% and 25% outlay respectively under special ultra assistance provided by government of India. There is a MADA Project Level Committee for each MADA pocket under the chairmanship of the sub-collector and including officials and non-officials, local MLAs and MPs as members. The committee draws up programmes and oversees their implementation. During 2013-14, under this programme funds sanction was Rs. 4.46 crores, with a cumulative expenditure of Rs. 5.42 crores by the end of March 2014 with completion of 389 projects, which benefit 10143 numbers of families.

7-9 Grants under Article - 275(1) of the Constitution of India

As per the provisions of Article 275 (1) of the constitution of India, the Ministry of Tribal Affairs gives annual grants to States to promote welfare of STs. The assistance covers the entire TSP area. Under the scheme, 100 percent grants are given to meet the cost of specific projects for tribals and raise the level of administration of scheduled areas. The proportion of ST population is the basis for
allocation of grants to states. Projects like Ekalavya Model Residential Schools (EMRS) from classes VI to XII, roads, bridges, minor irrigation projects, hostel buildings, educational complexes, drinking water facilities and electrification of tribal basis are usually implemented under the programme.

7.10 Cluster Approach

During the seventh plan period, the cluster Approach was adopted for contiguous areas having population of 5000, of which 50% or more are tribal’s. By the end of 1999-2000 14 cluster pockets covering parts of 13 blocks of 10 districts were functioning in the state covering 52,793 tribal’s population. Funds were provided by government of India under special central assistance for implementation of community benefit oriented and individual benefit oriented schemes.

7.11 Odisha SC and ST Development Finance Co-operative Corporation (OSFDC)

Established in 1979-80 OSFDC aims at implementing various economic development Programme for the benefit of SC and ST scavenger communities of the state under various income generating schemes. During 2013-14 OSFDC financed 39.79 crore which benefitted 33449 number of SC and 11980 ST respectively.

Programmes implemented by OSFDC include:

1. SCA under Special Component Plan for development of SC.
2. SCA under TSP for dispersed tribals outside ITDA, MADA, Micro Project and Cluster Areas.
4. Term loan scheme for SC, ST Scavengers and Minorities with assistance from the National SC & ST Finance Development Corporation (NSFDC) National SC Finance Development Corporation (NSTFDC) and National Safal Karmachari Finance Development Corporation (NSKFDC).

7.12 Research and Development for Tribal Culture Academy of Tribal Language and Culture (ALTC)

Tribal speak different dialects and languages with a view to develop these languages and their cultural heritage, the State Govt. has initiated a detailed study through research projects. In 1979, the Govt. established the Academy of Tribal Dialects and Culture (ATDC). Because of its multidimensional activities, the nomenclature of the academy was changed to (ATLC).

7.13 Odisha Tribal Empowerment and Livelihood Programme (OTELP)

After the closure of the IEAD assisted Odisha tribal development programme OTDP in Kasipur block, Odisha tribal empowerment and livelihood programme
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came into existence on 2\textsuperscript{nd} October 2004. The main objective of the programme is to improve the quality of life of the poor tribal’s in remote pockets. Through livelihood support and food security by sustainable exploitation of the natural resources available with them. The programme is now being implemented in six blocks of Koraput district i.e. Potangi, Similiguda, Nandapur, Laxmipur, Dasmantapur, and Bandhugaon.

a) Build the capacity of marginal groups as individual and grass root institution.

b) Enhance the access of poor tribal people to land water and forest and increase the productivity of these resources in environmentally sustainable and socially equitable ways;

c) Encourage and facilitate off-farm enterprise development focused on the needs of poor tribal households;

d) Monitor the basic food entitlements of tribal households and ensure their access to public food supplies;

e) Strengthen the institutional capacity of government agencies, panchayati raj institutions, NGOs and civil society to work effectively on a participatory mode for poverty reduction with tribal communities;

The Special Tribal Development Council (SDC): The recent development of strategy for the tribals is the State to cover 112 Blocks of 9 tribal dominated districts of Odisha for conservation of tribal culture aligned with development objectives, the main objectives are Propagation of tribal culture for retaining tribal identity, recognition of indigenous knowledge system of the tribal and its promotion to help support retention of tribal culture, Documentation of tangible and intangible tribal culture, tradition and practices. All the 62 tribes, including the 13 Particularly Vulnerable Tribal Group (PVTG) will have representation in these councils. They will have decision making power and the financial resource to preserve, promote and develop their unique socio-cultural identities and their economic capabilities.

8. Conclusion

In order to confront the various tribal problems a number of tribal development policy and programmes has been formulated and adopted by the government from time to time during last eleven five years plan period. A series of policy and programmes are being implemented for the development of tribal people. It has to be emphasized more in the strong implementation of the developmental projects. Unless and until there is increase of literacy and awareness levels among tribals, these projects and programmes cannot be fruitfully reached to them effectively. It is now high time to review each developmental Project being implemented in the Scheduled Tribe area and to ensure that policy and programmes are in right pathway for the tribal development in Odisha. Although Government of Odisha has initiated many policies and programmes for the tribal empowerment, livelihood security and
quality life of the poor tribal’s in remote pockets in a sustainable development mode, but this needs to strong and continuous monitoring system for proper implementation of all these programmes timely.

References


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