

Policies and Programmes for Tribal Development in Himachal Pradesh

P. K. Vaid*
Ajay Kumar**
Ravinder Kumar***

INTRODUCTION

India has the largest concentration of tribal people anywhere in the world except perhaps in Africa. The tribals are children of nature and their lifestyle is conditioned by the eco-system. India with a variety of ecosystems, presents a varied tribal population throughout its length and breadth. The areas inhabited by the tribal constitute a significant part of the under developed areas of the country. The tribals live mostly in isolated villages or hamlets. A smaller portion of their population has now settled in permanent villages as well as in towns and cities. On the whole, as per rough estimates, the prominent tribal areas constitute about 15 percent of the total geographical area of the country. Scheduled Tribes, Schedules Castes and de-notified tribes constitute the weakest section of India's poverty. Traditionally, tribal people of India have been outside the purview of the Hindu caste system. Tribal communities interacted with the non-tribal, caste Hindu communities but largely remained separate from the social structure.

Tribal development perspective

Since independence, particularly with the inception of five years plans, concern for tribal development has always been high on the government's agenda. The credit for this goes to both the framers of the constitution and to our first prime minister, Pandit Jawaharlal Nehru, who not only took a great deal of interest in tribal development, but also gave long term guidelines in this regard. He strongly believed that no development activity in the tribal areas should take place at the cost of tribal heritage. This is abundantly evident from his views on tribal development:

* Professor, Institute of Tribal Studies, Himachal Pradesh University, Shimla (H.P.)

**Research Fellow, Institute of Tribal Studies, Himachal Pradesh University, Shimla (H.P.)

***Research Fellow, Institute of Tribal Studies, Himachal Pradesh University, Shimla (H.P.)

1. People should develop along lines of their own genius and we would avoid imposing any thing on them.
2. Tribal right in land forest should be protected.
3. We should try to train and build up a team of their own people to do the work of administration and development.
4. 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 social and cultural institutions.
5. We should judge result not by statistics or amount of money spent on them, but by quality of human lie that is evolved.

No doubt, in keeping with these broad guidelines and the provisions of the Constitution, a number of special schemes and programmes, including the Integrated Rural Development programme (IRDP) and Integrated Tribal Development Programme (ITDP) were launched to develop the tribal regions of the counter. Nevertheless, it may be emphasized that the implementation strategies and polices adopted many a time have been such as were conducive to find a solution to a particular problem. And in the process of solving that problem, a new policy emerged. This in itself is not problematic. What, however, at times causes serious aberration is the independent style of functioning and of interpreting the facts by people at the helm of affairs. Often the bureaucrats, the planners, the politicians and of course, the academicians have their own way of liking at things and interpreting the facts. The variant perceptions instead of solving the problems have messes them.

Tribal Population

There are approximately two hundred million tribal people in the entire globe, which constitute, about 14% of the global population. They are found in many regions of the world and majority of them are the poorest amongst poor. There are 533 tribes as per notified schedule under Article 342 of the constitution of India in different States and Union Territories of the country with the largest number of 62 being in the State of Orissa. Thus, if the sub-tribes and state tribes are taken into consideration, the number will be many more. About 50% of the tribal population of the country is concentrated in the states of Madhya Pradesh, Chhatisgarh, Jharkhand, Bihar and Orissa. Besides, there is a sizeable tribal population in Maharastra, Gujarat, Rajasthan, Himachal Pradesh and West Bengal. According to 2001 census, the population of Scheduled Tribes in the country was 84.3 million, consisting about 8.19 % of total Indian population. The population of Schedules Tribes has been found increasing after 1951. the decadal population growth between Census year 1981 to 1991 in respect of tribal population has been much more (31.64%) than the same for entire population (23.51%). As compared to the sex ratio for overall

population (927 female per 1000 male), the sex ration among the Scheduled Tribes is more towards females (972 females per thousand males).

Table-1
Population in Millions

Census Year	Total Population	Population of ST	ST Percentage (%)
1951	361.1	19.1	5.29
1961	439.2	30.1	6.85
1971	548.2	38.0	6.93
1981	685.2	51.6	7.53
1991	846.3	67.8	8.10
2001	1028.6	84.3	8.19

Table-2
District-wise Tribal Population in Himachal Pradesh excluding Scheduled Areas

District	No. of Census Villages	Total Population	Scheduled Tribe Population	
			Prior to Jan 2003*	Total
1	2	3	4	5
1 Bilaspur	965	340885	9180	9305
2.Chamba	958	406043	72263	72263
3. Hamirpur	1635	412700	155	2465
4. Kangra	3619	1339030	1597	73335
5. Kullu	172	381571	11351	11416
6. Mandi	2833	901344	10564	10582
7. Shimla	2520	722502	4112	4173
8. Sirmour	966	458593	5960	6016
9. Solan	2388	500557	3542	19436
10. Una	758	448273	51	5986
TOTAL	16814	5911498	118775	214977

Note: *Gaddi & Gujjar* tribes were re-notified as Tribes in Himachal Pradesh only in 2003 & therefore the 2001 Census does not reflect their numbers

Source: Reproduced form Directory of Villages Having Concentration of ST Population Excluding Scheduled Areas in Himachal Pradesh (2001 Census), Govt. of HP. P. IV.

The *Gaddis* and the *Gujjars* were subsequently dropped from the list by the Advisory Committee (of 1965) and also by the Joint Select Committee, citing that these two communities were 'nomadic and did not possess tribal characteristics'. The Union Ministry of Tribal Affairs re-notified both these as Scheduled Tribes in January 2003. As such their numbers are not reflected as tribal in the 2001 census.

Table 3
District-wise Tribal Population in Himachal Pradesh in Scheduled Areas

District#	Population		
	Rural	Urban*	Total
1. Kinnaur	78334	--	78334
2. Lahaul & Spiti	33224	--	33224
Total	111558	--	111558

Note : #: 2 sub divisions of Chamba district are also scheduled areas but here the entire Chamba district is reported in table 1 above for convenience;

*Both these Scheduled areas are entirely rural

Source: Adapted for the present purpose from Statistical Outline of HP, 2006 – 07. p. 9

Tribal Development Policies and Programmes in Himachal Pradesh: A Review

The founding fathers of the Indian constitution were aware of their problems. Therefore, they made special provisions for their protection and development. The main safeguards include promotion of educational and economic interests and their protection from injustices and all forms of exploitation. The constitution protects the general rights of all Indian citizens to move freely, settle anywhere and acquire property. It also permits the States to make reservation in public services in case of inadequate representation and requiring them to consider their claims in appointments to public services. The constitution provides special representation for the STs in the Lok Sabha and State legislative Assemblies till 25th January, 2010 ((Article 330, 332, and 334) and enjoins the setting up of separate departments in the States and National Commission at the Centre to promote their welfare and safeguard their interests (Art. 224, fifth and Sixth Schedules) and grant-in-aid to the States to meet the cost of such schemes of development as may be undertaken by them for prompting the welfare of the Schedule Tribes or raising the level of Schedule Areas (Art. 275 (1) are also guaranteed. Latter on with a view to effectively deal with the crimes against the Scheduled Tribes two special laws, viz., Protection of Civil Rights Act, 1995 and the Scheduled Castes, Schedules Tribes (prevention of Atrocities) Act, 1989 were enacted.

With this backdrop in mind, let us see, how the things have shaped, and the tribal development has progressed in Himachal Pradesh. Until the Fourth Five Year Plan, like other states, very little attention was

paid to tribal development in Himachal Pradesh. However, from the Fifth Five Year Plan onwards, a new strategy, i.e. tribal sub – plan approach was adopted. The basic purpose of this strategy was to have separate and identifiable physical and financial programmes for tribes and the tribal areas. The allocations so worked out in the tribal sub- plan were non- divertible to other areas. For this purpose, the tribal areas were divided into two categories: (i) the area having more than 50 per cent tribal population, and (ii) areas which have dispersed tribal population. In the case of the former, an area specific development approach was adopted, whereas in case of the latter, a family based approach of development was considered suitable. In pursuance of this policy, all areas with more than 50 per cent tribal population were placed under tribal sub- plan.

The areas identified as tribal under tribal sub-plan in Himachal Pradesh were divided for administrative purposes into five separate regions. (1) The entire district of Kinnaur; (2) Spiti sub-division; (3) Lahaul sub-division; (4) Pangi sub-division,; and (5) Bharmour Sub-division. These areas hitherto had been identified as Tribal Development Blocks. They form a contiguous border belt in the north and north-east of the state, comprising 86 per cent of the total tribal population. For effective implementation of the development programmes, these five tribal sub-divisions have been further divided into smaller administrative units. The entire district of Kinnaur was divided into three sub-divisions: Kalpa, Pooh and Nichar; and five tehsils and one sub-tehsil. Lahaul sub-division was bifurcated into Lahaul tehsil and Udaipur sub-tehsil. However, no further administrative division was affected in the case of each of the three sub-divisions-Spiti, Pangi and Bharmaur.

For each tribal sub-division, the state government introduced the nucleus budget scheme. It was decided the nucleus budget so provided will be used only for contingency planning of the respective tribal sub-division, and the funds will be spent for such schemes as are of local importance and for which adequate normal and specific would generate flexibility and initiative for development work and remove some of the bottlenecks inherent in planning.

To further minimise the bottlenecks, single line administration approach was adopted. Every district officer posted in tribal areas was put under the direct control of the Deputy Commissioner. To ensure people's participation, a Tribal Advisory Council was constituted in 1978, the recommendations of which were to be considered while formulating policies for tribal development. Not only this, the government also constituted Project Advisory Committees in all five tribal sub-regions. This Committee, among others, comprises the members of Legislative Assembly, Members of Parliament of the concerned area, district heads of departments, progressive farmers, and representatives of entrepreneurs, local bodies and important institutions. The Deputy Commissioner is the Chairman of the Committee. The Committee is entrusted with the task of looking after both the formulation and implementation of the tribal sub-plan. in

order to make implementation of the sub-plan effective, financial powers have been decentralized and special powers to various officers connected with the implementation of ITD Programmes have been delegated to heads of the departments, controlling officers, disbursing officers, etc.

All these efforts were intended to achieve the objectives as outlined in the tribal sub-plan, and as such are, indeed, praiseworthy. However, the conversation with the elderly people reveals that there has been some progress in the provision of infrastructural facilities and other social amenities in the tribal areas, but the policies and strategies have failed to bring about the desired improvement in the overall standards of living of the tribal people. Inter-regional and inter-personal disparities have persisted, and in certain cases even got accentuated. Thus, the socio-economic change continues to be illusory, and there is an urgent need to reorient and reformulate the implementation strategies.

Tribal Development under the Five Year Plan in Himachal Pradesh

The concept of incorporating Tribal Sub-Plan in the Annual Plan of the State was first introduced by the Planning Commission, Government of India on the eve of 5th Five-Year Plan. Comprehensive development of Tribal areas focusing particularly on the Welfare of individual tribal family was the main objective of the tribal sub-plan. A number of new programmes were also introduced, besides intensifying programmes, which were already popular. In view of the weaknesses of the earlier area based programme viz. Tribal Development Blocks and Tribal Development Agencies, a new strategy was evolved in the **Fifth Five Year Plan** (1974-79) for the foundation of tribal sub-plan (TSP) for the areas of tribal concentration. This is intended to achieve an intensity of attention to the tribal areas and devise measures to suite their local ethos. The original sub-plan for the 5th plan period (1974-79) was approved for Rs. 16 crores.

In the **Sixth Five Year plan** emphasis shifted from welfare family and beneficiary oriented development schemes within the general frame work of socio-economic programme specifically directed at and designed for the benefit of the scheduled tribes. Coverage of ST population under sub-plan treatment was sought to be extended through the adoption of the Modified Area Development Approach (MADA) where pockets of tribal concentration were identified. Two such pockets were identified in the State in 1981-82 and ST population coverage rose to 58% (1991). The State Plan flow to the tribal sub-plan during the 5th plan (1974-78) was targeted at 5.36 and the actual achievement was 5.75%. Similarly the State Plan flow to the tribal sub-plan for the 6th plan period (1980-85) was targeted at 8.48 and actual achievement was 8.62%.

The **Seventh Plan** (1985-90) was designed to consolidate the gains of past investment and to launch the country on the path to further development geared to equity, removal of deprivation and a tangible rise in level of social welfare and social consumption, especially of the disadvantaged sections of the society. The strategy for this purpose was based on the emphasis on food, work and productivity. During the above

plan period the T.S.P. strategy was extended to cover all the tribals including the dispersed tribals in the beneficiary oriented programmes. The State Plan flow to the tribal sub-plan was targeted at 9% for the Seventh Plan period and actual achievement had been of the order of 8.78%.

The tribal sub-plan strategy from Fifth Plan onwards has results and proved beneficial to socio-economic development of tribals and tribal areas. A fundamental change in the process of formulating the Tribal Sub-plan strategy on Maharashtra Model had been introduced at the end of the **Eighth Five year Plan**. The State Plan flow to the tribal Sub-Plan was targeted at 9% for the Eighth Plan period and achievement is about 8.56%.

The **Ninth Five-Year Plan** laid greater emphasis on accelerated growth in employment, provision of basic minimum services to the people, eradication of poverty and provision of food security. An outlay of Rs. 495 crores had been proposed for the Ninth Five Year Plan against which Rs. 646.03 crore were utilised by the end of the Plan 31-3-2002.

The **Tenth Five-Year Plan** laid greater emphasis on accelerated growth in employment, provision of basic minimum services to the people, eradication of poverty and provision of food security. An outlay of Rs. 856.35 crores had been proposed for the Tenth Five-Year Plan against which Rs. 685.75 crore were utilised by the end of the Plan 31.3.2007.

A provision of Rs. 1260.00 crore has been made for the Tribal Sub Plan for **Eleventh Five Year Plan 2007-12** out of which Rs. 243.00 crore including provision for BADP/SCA shall be utilised during 2009-10 against anticipated expenditure of Rs. 220.72 crores during 2008-09.

SUMMARY AND CONCLUSION

The tribal areas of Himachal Pradesh though sparsely populated continue to receive special attention of the State Government primarily on account of their strategic location and comparative economic backwardness. The Tribal Sub-Plan covering the majority of Scheduled Tribes was started in 1974-75 in Himachal Pradesh and by 1987-88 the entire Scheduled Tribes population was brought under the ambit of the Tribal Sub-Plan. The State Government is trying to accelerate socio-economic development of these areas by earmarking adequate funds in the Annual Plans. The flow of funds from State Plan to Tribal Sub-Plan has substantially increased over a period of time from 3.65 in 1974-75 to about 95 at the end of the Eighth Five Year Plan and the same level for the 11th Five Year Plan. The size of 11th Five Year Tribal Sub-Plan 2007-12 and Annual Tribal Sub-Plan 2009-10 has been fixed at Rs. 1260.00 crores and Rs. 243.00 crores respectively.

The adoption of single consolidated demand in the Annual Budget and introduction of single-line administration in the ITDPs have been outstanding achievement of this State in furtherance to the cause of socio-economic development of tribal community in the State.

There is a need to make a review of the tribal situation. His review would indicate that the strategy for development would require an intensive approach to the tribal problems in terms of their geographic and demographic concentration, if the faster development of the community is to take place. While these achievements are a matter of some satisfaction as various development plans, policies and programmes have brought forth a perceptible improvement in the socio-economic status of the Scheduled Tribes, a lot more needs to be done with concerted focus on the issues crucial to improve their status on par with the rest of the population. These are; prevention of land alienation from tribal to non-tribal; review of National Forest Policy and Forest (Conservation) Act 1980; consideration of symbiotic relationship that the tribals are having with forest; provision of clean drinking water and medical facilities; effective rehabilitation of the tribals who are displaced on account of setting up of development projects; and legal measures to curb the activities of money lenders and traders by effective implementation of laws and regulations. Women play a significant role in tribal society; therefore, their empowerment with up gradation of their skill is one of the issues to be addressed urgently. After independence the policy stresses the need to recognize tribal rights over land and forest and to let them develop along the lines of their own genius, but in reality, tribal communities have been progressively alienated from their traditional rights over natural resources like Land, Forest, River and that has eroded the very basis of their existence. The government is working hard towards a new social order based on social equality and social harmony, but still it is not adequate enough for the development of tribal people in India as well as in Himachal Pradesh.

REFERENCES

Bhasin, Veena, (1996), *Transhumant of Himalayas*, Kamal Raj Enterprises, Delhi.

Bose, Nirmal K., (1972), *Some Indian Tribes*, National Book Trust, India, New Delhi.

Eleventh Five year plan (2007-12) and Annual Tribal Sub-Plan (2009-10), tribal Development Department, Govt. of Himachal Pradesh, Shimla-2.

Ghurye, G. S. (1959), *The Scheduled Tribes*, 2nd Edition, Popular Book Depot, Lamington Road, Bombay.

Government of Himachal Pradesh, *Directory of Villages Having Concentration of Scheduled Tribe Population Excluding Scheduled Areas in Himachal Pradesh, 2001 Census*, Tribal Development Department.

Gupta, S. K., Sharma, V. P., Sharda, N. K. (1998), Tribal Development, Appraisal and Alternatives, Indus Publishing Company, New Delhi.

Handa, O. C., (2005), Gaddi Land in Chamba its History, Art & Culture (New Light on Early Wooden Temples), Indus Publishing Company, New Delhi.

Negi, T. S., 1976, Scheduled Tribes of Himachal Pradesh: A Profile, Raj printers, Meerut.

Research report on "Utilization for Scheduled Tribes in Govt. Jobs (Central, State including PSUs)", Institute of Tribal Studies, H.P. University, Summer Hill, Shimla-5.

Verma, V., (1996), Gaddis of Dhauladhar- A Transhumant Tribe of the Himalayas, Indus Publishing Company, New Delhi.