

TRIBAL DEVELOPMENT PROGRAMMES: A STUDY OF TELANGANA STATE

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Abstract: Tribal development has been a catch word in development literature during the post-independence era. Planners, bureaucrats, academicians, NGO activists and others engaged in tribal issues invariably invoke the phrase as a panacea for tribal maladies. It is a very comprehensive term and includes all measures directed to solve tribal problems and promote tribal welfare. The significance of welfare of the tribes was well recognized by the national leaders also prior to independence and special provisions were made for it at the time of framing the Constitution. There was concern for tribal's right from the First Five Year Plan and 0.06 per cent of total plan outlay was allocated for tribal welfare.

IndexTerms - Tribals, Development programmes, Scheduled tribes, Integrated Tribal Development Project

I. INTRODUCTION

The First Five Year plan was commenced in 1951 with a comprehensive programme of Community Development. Fifty-Six Community Development Projects are started in 1951 in different parts of the country. These projects offered coordinated programmes for multidimensional development of rural areas. In 1953 National Extension Service Blocks are set up to provide the essential basic staff and a small amount of fund to the people so that they could start the development work essentially on the basic self-help. The National Extension Scheme Blocks were subsequently converted into Community development Project Blocks. The Community Development Project activities are comprehensive which included programmes for the development of:

1. Agriculture and related matters
2. Communications.
3. Health and Sanitation.
4. Education.
5. Social Welfare activities.
6. Housing and
7. Employment and training.

In order to supplement the Community Development Project 43 Special Multipurpose Tribal Development Blocks each with an additional outlay of Rs. 27 lakhs for five years are started in 1954 of which 34 blocks are within the scheduled and tribal areas and the remaining nine outside such areas [1]. The situation was reviewed in 1956 by Elwin Committee which recommended a cautious approach in the introduction of multiplicity of schemes in tribal areas on review; the projects are substituted by a less intensive model of tribal development blocks in 1957. The norm for a tribal development block was confined to an area of 150 to 200 Sq. Miles and a population of about 25000. The blocks are supposed to work for tribal population under intensive development programme. On an experimental basis such block are established as pilot projects in several states in areas with highest tribal concentration, gradually this programme was extended to other 500 blocks emerged covering about 40 per cent of the total tribal population during the end of third five year plan on the recommendation of Dhebar Commission in April 1960 and it submitted its report in October 1961. The tribal situation, so far as protective measures and developmental programmes are concerned, remained almost unchanged. In 1969 a committee under the chairmanship of Shilu was appointed to review under the tribal development programmes. It observed that most of the recommendations of the Dhebar Commission had remained unimplemented and urged that they should be implemented without any farther delay. It disapproved the block approach as inadequate. The block was too small to function effectively as a basic unit of planning and implementation. It pointed out that the main problems of the tribals related to indebtedness, land alienation, economic backwardness and inadequacy of communication and suggested that those should be tackled on priority basic by formulating a comprehensive programme of development.

During the Fourth Five Year Plan, six tribal development agencies were started in 1970-71 as pilot schemes in four states namely two in Madhya Pradesh, two in Orissa and One each in Bihar and Andhra Pradesh. Subsequently, two more agencies are started in Orissa by the end of the fourth plan². In actual practice, however, the agency approach practically failed to achieve the desired results. This approach was not extended to other areas and the blocks continued to be the unit of development.

Tribal Sub-Plan (TSP)

The tribal situation was again reviewed on the eve of the Fifth Five Year Plan by a Task Force on "Development of Backward Classes" constituted by the Planning Commission of India. It opined that the deficiencies and short-coming pointed out by the earlier commissions and committees had generally remained unattended. It observed that one of the important factors for the failure of the development programmes is that the scheduled tribes and tribal areas have been looked upon as a 'welfare' problem as distinguished from 'development' problem. The welfare of scheduled tribes has continued to depend on small outlays under the backward classes sector and not on general sector outlays. The administrative structure in tribal areas lacks simplicity. It is beyond the comprehension of the tribals and therefore it does not evoke any response from them. Such a structure of administration may not therefore be suitable for carrying out integrated development of tribal areas. The Task force recommended that to ensure balanced socio-economic development of the tribal areas a policy of integrated development would be necessary for the fifth and subsequent plans. Therefore a TSP strategy was evolved 1974-75. The areas with 50 per

cent or more tribal population are incorporated under TSP. Sixteen TSPs are formulated, covering 63 per cent or more of the tribal population in the States of Andhra Pradesh, Assam, Bihar, Gujarat, Uttar Pradesh, Karnataka, Kerala, Madhya Pradesh, Orissa, Maharashtra, Rajasthan, Manipur, Himachal Pradesh, Tripura, Tamil Nadu and West Bengal. Later on Sikkim, Andaman & Nicobar Islands, Daman & Diu, Chhattisgarh, Jharkhand, Uttaranchal also came under the scope of TSP. At present the TSP strategy has been extended to the 21 states and two union territories. The approach was not applied to four tribal majority states of Arunachal Pradesh, Mizoram, Meghalaya and Nagaland and two Union Territories of Lakshadweep and Dadra and Nagar Haveli as their entire plans are directed toward the development and welfare of the tribal population.

The TSP emphasized area development with focus on improving the quality of life of the tribal communities. Its immediate objectives are elimination of exploitation in all forms, speeding up the processes of social and economic development, building up inner strength of people and improving their organizational capabilities. The main components of the tribal sub-plan strategy are given in the following lines: [3].

1. Integrated tribal Development Projects/integrated Tribal development Agencies.
2. Modified Areas Development Approach
3. Clusters.
4. Primitive tribal Groups Projects
5. Dispersed Tribal Development project.

Integrated Tribal Development Projects/Agencies (ITDA/ITDP)

For the implementation of tribal sub-plan strategy the TSP areas are initially divided into 180 ITDP/ITDAs. At present 194 ITDA/ITDPs are in the country including the States/Union Territories. Each ITDP/ITDA comprises blocks/Taluks/Tahasils or even whole district with 50 per cent or more tribal population. In certain states like West Bengal, Karnataka, Kerala and Tamil Nadu where concentration of tribal population is not in contiguous belts, a flexible approach was adopted in delineating ITDP/ITDAs areas⁴.

Modified Area Development Approach (MADA)

Besides, Tribal Sub Plan, 259 MADA pockets are started in Fifth Five Year Plan and presently, 259 MADA pockets are working. These pockets carved out in nine states, namely Andhra Pradesh, Bihar, Gujarat, Himachal Pradesh, Madhya Pradesh, Maharashtra, Orissa, Rajasthan, and Uttar Pradesh. There is no MADA pockets constituted in Union Territory. [5] Modified Area Development Approach was adopted as a special strategy for all-round development of dispersed tribals living outside the TSP area. The MADA pockets, each having a total population of 10000 or more, of whom 50 per cent and above are tribals, were identified and started. In these areas, the emphasis is on family development by taking up family-oriented income generation programmes. [6]

Micro-Projects for Primitive Tribes/Primitive Tribal Development Programme (PTDP)

Keeping in view the precarious condition of certain tribal communities and groups who are still in the primitive stages of economy and need special care both at the planning and implementation of programme stages, 75 primitive tribes are identified in 14 states in Fifth Five Year Plan. For these groups 52 Special Micro projects are being implemented in the above state/Union Territory. During the Sixth Five Year Plan period 20 more such projects and later on two other projects are launched. Presently 93 Micro Projects are being implemented in 17 States and one Union Territory namely Andhra Pradesh, Bihar, Gujarat, Karnataka, Kerala, Tamil Nadu, Uttarakhand, Madhya Pradesh, Maharashtra, Orissa, Rajasthan, Uttar Pradesh, West Bengal, Manipur, Tripura, Jharkhand, Chhattisgarh and Andaman and Nicobar Islands [7].

Cluster

Up to Seventh and subsequent five year plans, the efforts have been to consolidate the gains under the TSP approach and to orient them to the targeted groups. Since ITDP/ITDAs, MADAs and PTDPs covered 75 per cent of the tribal population in the country, remaining 25 per cent of tribal populations which are living in these projects are covered under the cluster approach which was started in Seventh Five Year Plan. The cluster contained 50 per cent or more Scheduled tribe population within a total population of about 5000 or more. At present 82 clusters have been identified in seven TSP States.

Dispersed Tribal Development Programme (DTDP)

During the Sixth Five Year Plan the programme for the development of the dispersed tribal Population remaining outside the coverage of ITDP/ITDAs, MADAs and PTDPs, is implemented. This programme is known as Dispersed Tribal Development Programme. [8]

New National Tribal Development Policy

The Ministry of Tribal Affairs has formulated the draft of National Tribal Policy covering various issues such as Alienation of Tribal Land; Tribal Forest Interface; Displacement, Rehabilitation and Resettlement; Enhancement of Human Development Index; Creation of Critical Infrastructure; Violent Manifestations; Conservation and Development of Particularly Vulnerable Tribal Groups (PTGs); Adoption of TSP Strategy; Empowerment; Gender Equity; Enlisting Support of Non-Government Organizations; Tribal Culture and Traditional Knowledge; Administration of Tribal Areas; the Regulatory and Protective Regime; Scheduling and De-Scheduling of Tribes, etc. in 2007. [9]

Central Ministry of Tribal Affairs

The Government of India has been entrusted with special responsibility towards the welfare of the tribes and the amount of interest it has been evincing is not insignificant. The administrative articulation of its concern lies in the machinery it has brought into being to promote their welfare. This responsibility is engaged by the Home Ministry from 1951 to 1985. In September 1985 subjects relating to scheduled tribes cleared from the Ministry of Home Affairs and made the responsibility of a new Ministry, namely the Ministry of Welfare which is created on 25th September, 1985. This creation is continued up to May 1998. After 1998 the Scheduled Tribes Welfare responsibility is transferred to the new ministry namely Ministry of Social Justice and Empowerment. This ministry is bifurcated in September 1999 and the Ministry of Tribal Affairs was constituted in October 1999 with the objective of more focused attention on integrated socio-economic development of the most under privileged section of Indian society, the scheduled tribes in a coordinated and planned manner. The Ministry of Tribal Affairs is the nodal ministry for overall policy, planning and coordination of programmes of development for Scheduled Tribes [10].

Mandate of the Ministry

The mandate of the Ministry of Tribal Affairs is given in the following Lines:

1. Tribal Welfare-Planning, Policy formulation, Research and Training.
2. Tribal development including scholarships to scheduled tribes.
3. Promotion of voluntary efforts in development of scheduled tribes.
4. Administrative ministry with respect to matters concerning scheduled Areas.
5. Autonomous district of Assam excluding roads and bridge works and ferries thereon.
6. Regulations framed by governors of state for scheduled areas and for tribal areas specified in part of table appended to paragraph 20 of Sixth Schedule to the Constitution.
7. National Commission for Scheduled Caste and Scheduled Tribes in so far as they relate to scheduled tribes and issue of directions regarding the drawing up and execution of schemes for the welfare of scheduled tribes.

Function

The Ministry of Tribal Affairs is the Nodal Ministry for planning, policy, formulation, and coordination of programmes for development and subject matters relating to the development and welfare of scheduled tribes.

Under takings**National Scheduled Tribes Finance and Development Corporation (NSTFDC)**

The Government of India set up the NSTFDC on 10th April 2001 by bifurcating the National Scheduled Castes and Scheduled Tribes Financial Development Corporation. The NSTFDC is a Government of India undertaking registered under Section 25 of the Companies Act, 1956 as a non-profit company with an authorized share capital of Rs. 500 crores.

The corporation extends financial assistance to scheduled tribes at concessional rate for income generating schemes costing up to Rs. 10 lakh per unit, provides grants for skill development programme for scheduled tribes and fills the critical gaps by providing backward and forward linkages for activities undertaken by the target group. Members of the scheduled tribes whose annual family income does not exceed double the poverty-line income limit, are eligible for financial assistance in the fields of agriculture and allied activities, manufacturing and service sector activities [11].

Tribal Cooperative Marketing Development Federation of India Limited (TRIFED)

The TRIFED was set up in 1987 as a national level apex body under the Multi State Cooperative Societies Act, 1984 (MSCS Act, 1984). After the enactment of the Multi State Cooperative Societies Act, 2002 TRIFED is deemed to be registered under the latter Act and is also listed in the Second Schedule to the Act as a National Cooperative Society.

The Bye-laws of TRIFED were revised in April 2003 in tune with the new MSCS Act, 2002 read with the MSCS Rules, 2002. As per revised Bye-laws, the main objective of TRIFED is to serve the interest of its members in more than one state for the social and economic betterment of its members by conducting its affairs in a professional, democratic and autonomous manner through self-help and mutual cooperation for undertaking marketing development of tribal products [12].

Tribal Research Institutes (TRIs)

Tribal Research Institutes are engaged in the work of providing planning inputs to the state governments, collection of data and conducting research and evaluation studies on problems relating to the tribes living in respective states. The TRIs also conduct training, seminars and workshops for the cause of tribal development and also codify customary. Most of the TRIs run tribal museum of exhibiting tribal artifacts, etc. There are at present 16 TRIs located one each in the State of Andhra Pradesh, Assam, Chhattisgarh, Gujarat, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Manipur, Orissa, Rajasthan, Tamil Nadu, Tripura, Uttar Pradesh and West Bengal.

In addition to the above mentioned major programmes, the Ministry of Tribal Affairs continued to implementing various schemes/programmes aimed at welfare and development of scheduled tribes. [13]

Special Central Assistance (SCA) for TSP

In support of TSP, the Government of India has also been extending SCA to the States and the Union Territories, as an additive to fill up the gaps, especially in the family based income-generating programmes. As a result, there has been a substantial increase in the flow of funds for the development of scheduled tribes besides enlargement of the share of benefits for scheduled tribes under all the development programmes. Special Central Assistance for TSP is provided by the Ministry of Tribal Affairs to 21 TSP states including North Eastern States of Assam, Manipur and Tripura. Since 2003-04 the Ministry of Home affairs is releasing the funds under SCA for TSP meant for the Union Territories, The SCA is to be utilized in conjunction with the TSP flow with a view to meeting the gaps, which are not otherwise taken care of by the state plan. The objective and scope of SCA for TSP which was originally meant for filling up of the critical gaps in the family-based income-generation activities of the TSP, will now be expended to cover the employment-cum-income generation activities and the infrastructure incidental thereto which may not only be family-based, but also run by the Self-Help Groups (SHGs) Community. [14]

The ultimate objective of extending SCA for TSP is to boost the demand based income-generation programmes and thus raise the economic and social status of tribals in sectors of agriculture, horticulture, land reforms, watershed development/soil and moisture conservation, animal, husbandry, ecology and environment, development of forests/forest villages, development of Entrepreneurship and SSI and tribal women.

Grants under the First Provision to Article 275(1) of the Constitution

The Constitution of India under the First Provision Article 275 (1) of the Constitution provides for assured special financial assistance for promoting the welfare of scheduled tribes and for raising the level of administration of the scheduled areas to that the rest of the state.

The Ministry of Tribal Affairs releases grants to 21 tribal sub-plan and four tribal-majority states to meet the cost of such projects for tribal development as may be undertaken by the State Government with the approval of government of India, for raising the level of administration of the scheduled Areas therein to that of the rest of the State. Funds are now being released against specific infrastructural projects like roads, bridges, solar electrification, construction of school, hostel building, irrigation facilities, etc. Since 2005-06 part of grants under Article 275 (1) of the constitution has been earmarked for minor irrigation schemes on Scheduled tribes land [15].

Eklavya Model Residential Schools

This programme is launched to provide quality education to the tribal students. This will enable the tribal children to avail of the facility of reservation in higher and professional education courses as well as in higher levels of jobs in the Government and Public sector undertaking. So far 100 such schools have been sanctioned in 24 States. This programme is funded under Article 275 (1) of the Constitution of India, since 1997-98.

Girls Hostels for Scheduled Tribes

The Scheme of Girls Hostels, which started in the Third Five Year Plan, is a useful instrument of spreading education among scheduled tribe girls, whose literacy still stands at 18.19 per cent as per 1991 Census as against the general female literacy of 29.23 per cent. Under the scheme, central assistance is given to States/Union Territories for construction of new hostel buildings and/or extension of existing hostels. This is a centrally sponsored Scheme where the cost of the construction of the hostel building is equally shared between the Centre and the State in ratio of 50:50. In case of Union Territories the Central Government bears the entire cost of the building. [16]

Boys Hostel for Scheduled tribes

The objectives, items and conditions as well as the pattern of assistance of this scheme is same as that of the scheme for Girls Hostels. The scheme is operated since 1989-90 by Central Government of India.

Up Gradation of Merit of Scheduled Tribes Students

The objective of this central sector scheme is to upgrade the merit of scheduled tribes students by providing them remedial and special coaching in classes IX to XII. While the remedial coaching aims at removing deficiencies in various subjects, the special coaching is provided with a view to prepare the students for competitive examinations for seeking entry into professional courses like Engineering and Medical disciplines. The scheme provides for 100 per cent Central Assistance to the States/Union Territories. A package grant of Rs. 15000 per student per year is provided and the State/Union Territories are not required to bear any financial burden. The students with disabilities amongst scheduled tribes receive specified special allowances like reader's allowance, escort's allowance, etc. [17]

Vocational Training in Tribal Areas

The main aim of this scheme is to develop the skill of the tribal youth in order to gain employment/self-employment opportunities. This scheme was introduced in 1992-93 as central sector scheme and implemented through the State Governments/Union Territories administrations, institutions or organizations set up by government as autonomous body, educational and other institutions like local bodies and cooperative societies and Non-Governmental Organizations. The capacity of each vocational training center is 100 with hostel facility for 50. Each center caters to five vocational courses in traditional skills depending upon the employment potential of the area. Each tribal boy/girl is trained in two trades of his/her choice, the course in each trade being of three months duration. Each trainee is attached at the end of six months to a master Craftsman in a semi-urban area for period of six months to learn his/her skill by practical experience, the practical experience in each trade being of three months duration. There is a provision for monthly stipend and for raw material for the trainees [18].

Education of Girls in Low Literacy Pockets

The scheme envisages setting up of residential educational complex as from first to fifth standard. This scheme was launched in 1993-94 with the objective of raising the literacy level of tribal females in 48 identified tribal districts in eight states with female literacy below two per cent. This scheme was revised in July 1998 and now covers 136 districts having female literacy of less than 10 per cent in 14 states. The scheme is implemented through the voluntary organizations and State Government run schemes.

Grant-in-Aid to Voluntary Organizations

The Ministry gives Grant-in-Aid to voluntary organizations working for the welfare of scheduled tribes for projects like residential schools, hostels, remedial units, computer training units, shorthand and typing training unit, balwadis/crèches (in areas not covered by the ICDS programme), libraries and audio-visual units. The grant is generally restricted to 90 per cent of the approved total cost of the project and the balance 10 per cent is borne by the grantee organizations [19].

Grants-In-Aid to State Tribal Development Cooperative Corporations (STDCCs) and Others

This is a central sector scheme, with 100 per cent grant, available to the STDCCs and other similar corporations of state engaged in collection and trading of Minor Forest Produce (MFP) through tribals grants under the scheme are provided to strengthen the Share Capital of Corporations, construction of Warehouses, establishment of processing industries of MFPs etc. to ensure high profitability of the corporation so as to enable them to pay remunerative prices for MFPs to the tribals.

Price Support to TRIFED

The Ministry provides Grants-in-aid to its corporation, TRIFED to set off losses on account of fluctuations in prices of MFPs being marketed by it for ensuring remunerative prices to tribals engaged in collection of MFPs either directly or through STDCCs and other such Cooperative Societies.

Investment in Share Capital of TRIFED

The Ministry is the largest shareholder of TRIFED with over 99% contribution in its Share Capital. Under this Scheme, the Ministry provides funds to TRIFED as its contribution in the Share Capital.

Village Grain Banks

This scheme provides grants for establishment of Village Grain Banks to prevent deaths of Scheduled Tribes specially children in remote and backward tribal villages facing or likely to face starvation and also to improve nutritional standards. The scheme provides funds for building storage facility, procurement of weights and measures and for the purchase of initial stock of one quintal of food grain of local variety for each family. A Committee under Chairmanship of village Headman runs the Grain Bank thus established²⁰.

Monitoring & Evaluation of Efforts on Tribal Development

The Constitution of India guarantees not only the socio-economic up-liftment of tribal people but also provides for objective evaluation of the administration and control of the scheduled areas and the scheduled tribes in any state other than Assam, Meghalaya, Mizoram and Tripura (for which there are separate provisions) through the Fifth Schedule of the Constitution Article 244 (i) ensures submission of Annual Reports by the Governors of the States to President of India regarding administration of the scheduled areas and setting up of TACI to advise on such matters pertaining to the welfare and advancement of the scheduled tribes.

The Ministry of Tribal Affairs being the Nodal Ministry for overall policy, planning and coordination of programmes for the development of tribals, monitors the progress and achievement made by various Ministries/Departments for 22 TSP State/Union Territories under Point 11(b) of the 20 Point Programme. The Ministry monitors the achievements made under various developmental programmes by engaging State Tribal Research Institutes/Universities/other institutions and also through field inspection by Officers of the Ministry [21].

Point 11(B) Of 20 Point Programme

The point 11 (b) of 20 Point Programme is to provide economic assistance to the scheduled tribe families to enable them to rise above poverty line. The scheduled tribe families are assisted through various Schemes implemented by Departments of Agriculture, Rural Development, Horticulture, Animal Husbandry, Sericulture, Forestry, Small & Cottage Industries, etc.

The Ministry fixes the targets for 22 States/UT s and also monitors the progress of achievements on monthly basis. The officers of the Ministry inspected more than 75 projects in the States of Andhra Pradesh, Assam, Manipur, Meghalaya, Orissa, West Bengal, Jharkhand, Maharashtra and Madhya Pradesh.

Post-Metric Scholarship for Scheduled Tribes Students

The objective of this central Sector scheme is to provide financial assistance to students belonging to scheduled tribes pursuing Post-Matriculation courses in recognized institutions. The scheme covers professional, technical as well as non-professional and non-technical courses at various levels and the scheme also includes correspondence courses including distance and continuing education. The scheme is implemented by the State Governments and Union Territories administrations, which receive 100 per cent Central assistance over and above the committed liability which is required to be borne by them from their own budgetary provisions. The scheme is in operation since 1944-45. [22]

Rajiv Gandhi National Fellowship (RGNF)

The Ministry of Tribal Affairs has launched a new central sector scheme namely RGNF on the initiative of the Planning commission from the year 2005-06. Scheme is for providing fellowship to Scheduled tribes students to enable them to pursue higher studies such as M.Phil and Ph.D. Total numbers of scholarships are 667 per year and maximum duration of the scholarship is five years.

National Overseas Scholarship scheme for Scheduled tribes

The scheme provides for financial assistance to meritorious students for pursuing higher studies abroad in specified fields of Master level courses, PhD and Post-Doctoral research programmes, in the field of Engineering, Science and technology for scheduled tribes, denotified, Nomadic and semi-nomadic tribes. The selected candidates are provided the cost of tuition and other education fees charged by the foreign university, etc., maintenance and other grants along with travel expenses. In addition, passage grants are also available to candidates belonging to scheduled tribes who are in receipt of merit scholarship for postgraduate studies, research or training abroad from foreign government/organizations or under any other scheme where cost of passage is not provided [23].

Grant-in-Aid for Minor Forest Products (MFP) Operations

This is a central sector scheme, with 100 per cent grant, available to the State Tribal Development Cooperative Corporations, Forest Development Corporations, and MFP (Trading and Development) Federations for taking up the MFP operations. with a loan of up to Rs. 50,000 at an interest rate of four per cent per annum. This scheme is expected to benefit a large number of scheduled tribes families living below the poverty line.

Rehabilitation of Project Affected Scheduled Tribe families

A national policy on the resettlement and rehabilitation of project affected families has been formulated and circulated by the Ministry of Rural Development during February 2004. The policy is in the form of broad guidelines and executive instructions for guidance of all concerned. It is applicable to projects displacing 500 families or more encases in plain areas, and 250 families encases in hilly areas, desert development programme blocks, areas mentioned in Scheduled Five and Scheduled Six of the Constitution of India [24].

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