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Report of the Study Team on Tribal Development Programmes

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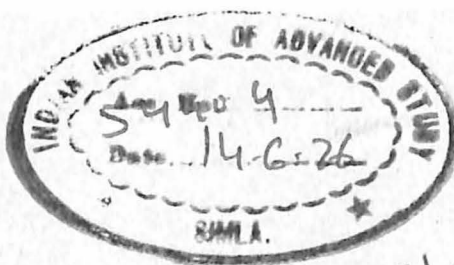


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P R E F A C E

0.1 At the instance of the Planning Commission, the Committee on Plan Projects constituted in its Resolution No.COPP/Adm/16(1)/66 dated 26th October, 1966, (Appendix) a Study Team on Tribal Development Programmes with the object of giving practical effect to the recommendations made in the Original Fourth Five Year Plan Draft Outline for the welfare of Scheduled Tribes and for assisting State Governments in evolving concrete schemes of development specially adapted to the needs and conditions of tribal communities and areas. The Team, as originally constituted consisted of Shri P.Shilu Ao as Chairman and Sarvashri L.V. Shrikant and B.Mehta as Members. Shri B.Mehta resigned the membership of the Team on February 20, 1967, and Shri T.Sivasankar was appointed as Member in his place.

0.2 This report is based on an on-the-spot study of the various development programmes undertaken in Madras. The report was discussed with the State Government at the draft stage and their suggestions and comments have been duly taken into consideration while finalising it. The Study Team wishes to thank the State authorities for the facilities provided by them for the conduct of this study.

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CHAPTER I

Tribal Population

1.1 According to the 1961 Census the tribal population of the Madras State is 2,51,991. This is 0.75% of the total population of the State. The largest concentration is in the Salem District (39.89%) followed by North Arcot (23.53%), Chingleput (10.45%), Coimbatore (7.99%) and South Arcot (5.37%). The districtwise details of the population of scheduled tribes are given below:

Districtwise population of Scheduled Tribes (1961)

S. No.	District	Total Population	Scheduled Tribes Population	Rank of Col.4	%age of total tribal population
1	2	3	4	5	6
1.	Madras	17,29,141	1,396	9	0.55
2.	Chingleput	21,96,412	26,327	3	10.45
3.	North Arcot	31,46,326	59,304	2	23.53
4.	South Arcot	30,47,973	13,536	5	5.37
5.	Salem	38,04,108	1,00,516	1	39.89
6.	Coimbatore	35,57,471	20,143	4	7.09
7.	Nilgiris	4,09,308	12,948	6	5.14
8.	Madurai	32,11,227	5,510	7	2.19
9.	Tiruchirapalli	31,90,078	8,801	10	3.49
10.	Thanjavur	32,45,927	273	13	0.11
11.	Ramanathpuram	24,21,788	792	12	0.32
12.	Tirunelveli	27,30,279	703	11	0.28
13.	Kanya Kumari	9,96,915	1,742	8	0.69
Total		3,36,86,953	2,51,991		100.00

1.2 There are 42 tribal communities in the Madras State. The more important among them are Malayalis, Irulars,

Sholagas Kattunayakans, Paniyans and Pulayans. Even though the tribes are found in almost all the districts of the State, there is a distinct localisation of certain tribes in certain districts. Malayalis are mostly found in Salem, North Arcot and Tiruchirapalli districts; Irulars in Chingleput, North Arcot, South Arcot, Coimbatore, Salem, Nilgiris and Tiruchirapalli; Kattunayakans in North Arcot districts and Chingleput districts; Sholagas in Coimbatore; Paniyans in Nilgiris district; Pulayans and Palliyans in Madurai district; Malasar in Coimbatore district; Kanikarans in Kanyakumari district. Particulars regarding some of the numerically preponderant scheduled tribes and the districts of their concentration are given in Annexure I.

1.3 The tribals live mostly in mountainous areas and forests and their socio-economic development is conditioned by their environment. Besides the tendency for concentration of particular tribes in particular areas, it is noticed that different communities have specialised in different occupations. The Malayalis earn their livelihood mainly from agriculture and labour in coffee plantation, Kattunayakans on agriculture and basket-making, Irulars on collection of minor forest produce and officiating as Pujaris in the temples of forest deities. The Paniyans and Irulars form the weaker section among the tribes. Among them, the Paniyans are the most backward.

Literacy

1.4 The level of literacy among the scheduled tribes, according to the 1961 Census is 5.91% against 31.41% for the entire population. The percentage of literacy among tribal males is 8.93 and among females 2.73 against 44.54 and 18.17 respectively for males and females for the total population. It is obvious from this that tribals are lagging far behind the general population in literacy.

Annexure II shows the levels of literacy among the tribals and non-tribals by sex.

Occupational Distribution

1.5 Out of a total tribal population of 2.52 lakhs, 1.09 lakhs (43.23%) are non-workers. Out of a total of 1.43 lakhs of workers, 58.22% are cultivators, 20.65% are agricultural labourers and 7.35% are engaged in mining, forestry, fishing, plantation, etc. The corresponding percentages for the total population are 42.06, 18.42 and 2.84. It is clear from this that agriculture is the mainstay of the tribals. As they have not developed technical skills, they are unable to find employment in manufacturing, construction and industrial concerns. Particulars regarding the occupational pattern among scheduled tribes and general population are given in Annexure III.

CHAPTER II

PLANNED DEVELOPMENT

2.1 Under the Five Year Plans special schemes for tribal development are conceived as supplementary to the schemes under the general sector. In the First Plan, an expenditure of Rs.3.93 lakhs was incurred on the welfare of the tribals. In the Second Plan, the expenditure was Rs.44.18 lakhs against a sanctioned allotment of Rs.47.8 lakhs. During the Third Plan, against a provision of Rs.43 lakhs, an expenditure of Rs.49.13 lakhs was incurred. The per capita provision in the Third Plan thus works out to Rs.17.06 and per capita expenditure to Rs.19.45. The achievements in terms of physical targets under certain important schemes during the Third Plan are as follows:

Scholarships	606
Construction of School buildings	30
Opening of new residential schools	9
Hostels opened	10
Supply of bulls & ponies	1138 pairs

Subsidy for sinking irrigation wells	226 wells
Provision of houses	1302
Drinking water wells	184
Mobile medical units	2
Model village farm	1
Milch animal supplied	472

2.2 In drawing up programmes for the Fourth Plan, the emphasis is on schemes for the improvement of the economic condition of the tribals engaged in agricultural operations. Training-cum-production centres are proposed to be set up for imparting training in modern techniques of production and assisting the members of the tribal communities to acquire higher skills in order to equip them for more gainful employment.

2.3 A scrutiny of the Five Year Plans has shown that although separate allotments are made for tribal welfare, there is a common budget head for both Harijans and Tribals. In such an arrangement it is possible to envisage a contingency where funds earmarked for tribal welfare might be diverted for Harijan welfare.

It is for the State Government to consider whether a separate budget head should not be prescribed exclusively for tribal welfare schemes.

CHAPTER III

ADMINISTRATION

3.1 As the tribal population is small, the Government have not found it necessary to set up a separate department to deal with the problems of the tribal communities. While the schemes in areas where the tribals are found scattered are administered by the Director of Harijan Welfare, an officer under the Home Department, the responsibility for the implementation of schemes in the two Tribal Development Blocks set up so far rests with the Collector who is responsible not to the Home Department but to the Department of Rural Development and Local Administration. Although it would make for better coordination if only one department of Government is in charge of the same subject the Study Team understands that no serious difficulties have been experienced in the present arrangement as the interest of the Home Department is limited to watching the progress of certain schemes financed from its budget.

3.2 At the district level, a District Welfare Officer works under the supervision and control of

the District Collector while at the block level, tribal development schemes are executed by the Block Development Officer and his extension staff. A Block Development Committee consisting of officials and non-officials looks after the implementation of the tribal development programmes in the block. The Team has no comments to offer on the administrative set up which, by and large, is working satisfactorily.

Tribes Advisory Council

3.3 Para 4 of the Fifth Schedule to the Constitution, provides for the constitution of Tribes Advisory Councils in States having scheduled areas, Where there are scheduled tribes but no scheduled areas in any State, the President is empowered to direct the constitution of a Tribes Advisory Council. As there are no scheduled areas in the Madras State but only scheduled tribes, a Tribes Advisory Council has been set up under the direction of the President with the Minister in charge of Harijan Welfare as Chairman, non-officials, including MLAs of the tribal areas, as Members and the Director of Harijan Welfare as Member-Secretary of the Council. No non-tribal members except those interested in tribal welfare are appointed

as members on the Council. The Registrar of Cooperative Societies and the Chief Conservator of Forests are invited as special invitees to the meetings of the Council. The Council reviews the progress of the development schemes and advises Government in all tribal matters referred to it. It does not however appear from the proceedings of the Council that any question was specifically referred to it by Government for advice. Some of the recommendations made at the meetings of the Council related to the grant of Toda patta lands on a permanent basis, provision of irrigation facilities in Jawadhi Hills, provision of house-sites, construction and maintenance of roads, legislation for regulating money-lending and debt relief, establishment of schools, supply of electricity, storage of and marketing of forest produce, etc. The resolutions of the Council are forwarded to Government for approval and follow-up action.

3.4 To deal with the special problems of tribals in the Nilgiris, a District Tribal Advisory Council has been constituted. In other districts, the tribal problems are the concern of the District Harijan Welfare Committees.

3.5 It was brought to the notice of the Team that the existing administrative set-up which dealt with the problems of both the Scheduled Tribes and Scheduled Castes did not do justice to the Scheduled Tribes whose interests not infrequently, were overshadowed by the clamant demands of the numerically larger and politically more vocal sections of the Scheduled Castes. There seems to be some force in this complaint. Although in view of the relatively small population of tribals there may be no justification for a separate department of tribal welfare, the Team feels that a senior officer should be appointed in the Department of Harijan Welfare exclusively to look after the interests of the tribals. As regards the Tribal Development Blocks the present arrangement which makes the Collector responsible for the implementation of the development programmes appears to be satisfactory.

CHAPTER IV

LAND PROBLEMS AND INDEBTEDNESS

Land Problems

4.1 According to the sample survey of tribal households conducted during the last census 89.20% of the households owned lands or held them from Government, 7.64% held from private persons or institutions on payment of rent and 3.16% households held land partly from Government and partly from private persons.

4.2 As regards the size of the holdings, the largest number of households (33.23%) was found in the group falling between 2.5 and 4.9 acres followed by households in the group ranging from 1 to 2.4 acres (30.49%) while 4.92% of the households had holdings of less than an acre each. The holdings below 5 acres, which can all be regarded as uneconomic, thus accounted for 68.64%. Particulars regarding the size of tribal holdings in rural areas are given in Annexure IV.

4.3 During the tour of the tribal areas, the following difficulties experienced by the tribals were

brought to the notice of the Team:-

(1) The Todas live mainly inside the Wenlock Downs. Whereas non-tribals are given land on patta either permanently or for long periods the Todas had been discriminated against and were given annual cultivation permits renewable at the end of each year. Todas are generally ignorant and often forget to renew the permits in time. As a result they are being penalised for unauthorised cultivation. The Team is satisfied that the difficulties brought to its notice are real and recommends that the Todas should be given permanent pattas subject to the condition that the land should not be alienated to a non-tribal. If for any reason the State Government feels that the grant of permanent pattas is inexpedient they may consider giving them long-term pattas extending over a period of say 5 to 10 years.

The State Government have in a recent order agreed that Todas may be assigned lands permanently outside the Wenlock Downs at the rate of 5 acres per family. As the lands offered are far away from their present habitations in the Wenlock Downs the offer does not appear to have been taken advantage of by the Todas

to any significant extent.

(2) Extensive areas, now classified as forest, are under unauthorised cultivation. In the absence of rights of ownership the tribals are not in a position to undertake soil conservation measures. The present practice of serving eviction notices on the tribal encroachers and fining them operates as a grave hardship. The Team therefore recommends that where the cultivation though unauthorised, is unobjectionable steps should be taken to assign the land on patta to the tribals in occupation of such lands.

(3) The Janmi Tenure is prevalent in parts of Gudalur Taluk of the Nilgiri district. Tribals holding land under the Janmi Tenure cannot become owners of their holdings unless the Janmi system is abolished. The abolition of the system has been recommended by the Commissioner of Scheduled Castes and Scheduled Tribes. The Team is in full agreement with the views of the Commissioner and recommends that steps should be taken without delay to end this system which is an anachronism.

(4) The P.S.G. School of Social Work have suggested in their Socio-Economic Survey of the Nilgiris

that having regard to the large number of uneconomic holdings (78.9%) the Kotas may be allowed more land for grazing and agriculture. As land seems to be available for allotment in Kotagiri and on the eastern slopes of the Nilgiris the Team commends the suggestion for the consideration of the State Government.

(5) Non-tribals encroach on Government waste land in the vicinity of tribal villages and apply for the assignment of the area encroached upon. The Team suggests that all such land should be reserved for the tribals and assignment to non-tribals should be sternly discouraged.

(6) Tree pattas, which entitle the holders to the usufruct of trees, are issued in the Coimbatore district to non-tribals living far away from tribal settlements in respect of mango and tamarind trees in tribal villages. This is less than just to the tribals. The claims of the tribals in such cases should receive precedence over the claims of non-tribals and except for special reasons to be recorded in writing no tree patta in respect of trees standing in tribal settlements should be given to a non-tribal. The Team recommends that the State Government may issue instructions accordingly.

Land Colonisation Scheme

4.4 A Land Colonisation Society was formed in the Nilgiris district for the rehabilitation of tribals. Under the scheme, tribals owning half an acre of land and cultivating it for 3 years or cultivating leased lands for 5 years were granted Rs.450/- each for the purchase of a pair of plough bullocks and agricultural tools and implements. The tribals, however, did not receive timely loans and implements from Government. They therefore sold or gave their lands on lease for paltry sums and reverted to their old time occupation as plantation labourers.

4.5 The Team has had occasion to note with concern in the course of its tours of the various States the failure, by and large, of land colonisation schemes undertaken for the benefit of the tribals. Madras has also had its share of failures. The weakness of the land colonisation schemes lies in the fact that land is often of poor quality while the productivity of virgin land, even of reasonable quality, immediately after reclamation is not enough to meet the minimum needs of the colonisers. The building up of fertility takes time; and as agriculture does not

provide continuous employment, the tribals have no alternative but to leave their lands in search of employment elsewhere. Unless the tribals are given wages during the period of reclamation and subsidiary occupation which will enable them to earn a living during the off-agricultural season they are certain to abandon the colony to eke out a living as labourers. In the course of its tours the Study Team has come across land with massive stumps of trees which the tribals were expected to clear. The removal of the stumps and roots by manual labour is both expensive and time consuming and in such cases it would make for expedition if mechanical methods are employed to reclaim the land before it is handed over to the tribals for cultivation. It is broadly true that few colonies have chances of success which have no irrigation facilities. More money has been wasted on land colonisation projects with their ambitious housing schemes than on any other single welfare measure undertaken for the benefit of the tribals.

4.6 The Team would suggest that the starting of colonisation schemes should be preceded by a study of the customs and habits of the tribals proposed to

be settled. Paniyans, for example, consider it unlucky to stay on in a colony where a death has taken place and leave their settlement almost overnight. It takes time for such tribes to shed their age long customs and prejudices and grandiose schemes for settling them will result, as experience has shown, in much infructuous expenditure. Before undertaking land colonisation schemes the prospects of success should be carefully assessed and steps taken to anticipate and avoid the mistakes which have occasioned the failure of such schemes in the past. It has been brought to the notice of the Team that a colony run by Dr. Narasimhan under the aegis of the Nilgiris Adivasi Welfare Association for 25 families of Paniyans has achieved a fair measure of success. The difficulties visualised above appear to have been anticipated in the colony and steps taken to meet them. Land is being cultivated jointly and daily wages are paid to the tribal families. In addition to wells for the supply of drinking water, two irrigation wells have been dug to ensure a regular supply of water for irrigation. A dispensary and a Health Centre are attached to the colony. It was clear from

Dr. Narasimhan's narration of the difficulties which came in the way of the running of this colony that it was no easy task for the organisers to make the nomadic Paniyans reside in the colony continuously for the last two years. The organisers have wisely decided that the parcelling of the land with a view to granting individual pattas should be deferred until such time as the families give unmistakable proof of their desire to make the colony their permanent abode. The Team understands that this purely non-official organisation is finding it difficult to meet its financial commitments from its own resources. It would be a fitting recognition of the pioneering work done by the Nilgiris Adivasi Welfare Association to rehabilitate families belonging to what is probably the most backward tribe in the area if reasonable financial assistance is given by the State Government to enable the colony to tide over its difficulties.

Indebtedness

4.7 Indebtedness is a serious problem among the tribals. A socio-economic survey conducted in 1962 by the P.S.G. School of Social Work, Coimbatore, in the Nilgiris district has shown that almost all the

tribals are in debt. There is considerable exploitation by traders and moneylenders of Todas and Kotas in the Nilgiris district and Malayalis in the Kolli and Jawadhi Hills of Salem and North Arcot districts. A similar survey of the Yercaud Block shows that the maximum loan advanced was of Rs.1000 - interest being charged at 25%. Loans were mostly for non-productive purposes. Repayment of small loans was made in grain. Where the amount was large, the borrower often sold his land to repay the debt.

4.8 The problem of indebtedness amongst the tribals of the Kolli Hills, who are all Malayalis, is particularly acute. The average debt of a tribal family is estimated at Rs.2000/-. The rate of interest charged varies from 60% to 100%. Interest is deducted in advance. For taking a loan of Rs.100/- a tribal has to execute a bond for Rs.200/-. In the event of default, the moneylender files a suit for Rs.200/- and recovers it with interest. When the amounts are large the tribals take loans against the sale deeds of their lands. If the loan is repaid in time, the moneylender grabs the land and the tribal becomes his tenant. There was a general consensus of opinion even

amongst the tribals who were interviewed by the Team that unless they were released from the clutches of the moneylenders, no improvement in their economic condition was possible. Malayalis, like all tribals, are honest in their dealings. As their lands are fertile, they have reasonable repaying capacity which may be taken advantage of to give them long-term loans to extinguish past debts. The Team suggests that Land Mortgage Banks would be a suitable agency for the grant of such long-term loans.

4.9 The attack on tribal indebtedness to be effective and enduring should be two pronged. On the one hand long-term credit should be provided to enable the tribal to free himself from the stranglehold of the usurious moneylender and on the other his repaying capacity should be raised by improving his economic condition. As has been stated elsewhere* there is considerable scope in the Kolli Hills where large areas of fertile land are available for improving the economic condition of Malayalis. As the conditions here are specially favourable for tackling the problem of indebtedness the Team recommends that this area be selected for an all-out effort to rid the area of the moneylender.

* Para 5.15, Page 32

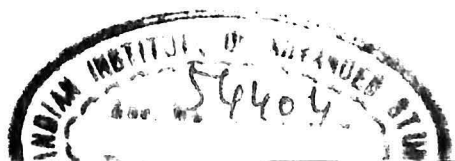
4.10 No legislation has been undertaken in the State to regulate moneylending in the tribal areas but the Team was given to understand that the matter was under the consideration of the State Government. Nor was there any legislation prohibiting the transfer of tribal lands to non-tribals except in Jawadhi Hills. In this connection the P.S.G. School of Social Work have made the following recommendations:-

(1) A maximum rate of interest of 6% may be fixed and the principle of 'Dam Dupat' may be applied to all outstanding debts.

(2) Regarding families having an outstanding debt of Rs.100/- to Rs.500/- an appropriate credit agency may be established to take over their debts for gradual liquidation spread over a number of years.

(3) Families whose outstanding debt exceeds Rs.500/- require immediate relief in addition to the institutional arrangement for the repayment of debt in instalments. The amount in excess of Rs.500/- per family may therefore be discharged at least partially from Government funds.

4.11 To their recommendations the Team would like to add that comprehensive legisla^{tion} should be



undertaken prohibiting the transfer of lands covered by old as well as new pattas in tribal areas to non-tribals. As a deterrent against Benami transactions provision should be made in the legislation empowering the local authorities to initiate suo motu action to resume lands purchased by non-tribals from the tribals. The lands so resumed may be re-allotted either to the original owner or to other tribals if the original owner is not willing to take back the land.

The Team would like to repeat that anything done in the short-term to liquidate indebtedness will be of no avail if steps are not simultaneously taken to (a) improve the economic condition of the tribals by increasing their earning capacity (b) curb the activities of moneylenders by providing alternative credit and (c) check the improvident habits of tribals by propaganda, a field where voluntary agencies can play a useful and important role.

4.12 The Paniyans of Nilgiris are a very backward tribe. For a petty sum of Rs. 40/- from a landlord a Paniyan executes a bond to serve him as a farm labourer for a year or until such time as the loan is

repaid. As he has no wherewithal to repay the loan he remains a debtor for life. Their life is a life of perpetual serfdom under one master or another. There is no justification whatsoever for allowing a system, which is akin to slavery, to continue. The Team recommends that legislation may be undertaken to abolish the system of bonded labour. While making this recommendation the Team is conscious of the fact that mere legislation will not end immediately a system hallowed by tribal custom over the years. But legislation will help to end it only if it is accompanied by special measures to improve the economic condition of the Paniyans.

CHAPTER V

AGRICULTURE AND ALLIED SECTORS

5.1 Agriculture is the mainstay of the tribal population. According to the occupational distribution of workers among the scheduled tribes made during the last census, 60.49% of the tribals are dependent upon agriculture either as cultivators or as agricultural labourers. The land holdings of tribals are small and scattered. The average land holding of a tribal is 2.5 acres in Kolli Hills and 1.3 acres in the Yercaud block.

5.2 Agricultural practices followed by tribes vary from district to district. In the Nilgiris, coffee, tea, spices, cardamom potato, fruits and other vegetables are grown. In the tribal areas of Salem district, coffee is the main crop. In Coimbatore and South Arcot, the tribals grow mainly paddy.

5.3 To assist tribals, plough bulls, seeds and implementst are supplied free of cost up to a total value of Rs.400/-. Even this amount is found to be inadequate and a proposal to raise the subsidy to Rs.500/- is under the consideration of Government.

For sinking irrigation wells, tribals are given a subsidy of Rs.1500/- per well. Loans granted for erecting pump-sets are recoverable in easy monthly instalments.

5.4 The Todas are essentially a pastoral tribe, who have taken to agriculture in a limited way in recent years. They still need advice and guidance to make them good agriculturists. It was brought to the notice of the Team that an Agricultural Demonstrator who was stationed in the Nilgiris to assist the Todas had been withdrawn. The Team feels that this was not a move in the right direction and recommends that the post may be revived. Besides training the Todas to be good cultivators, he can help them to increase the milk yield of their buffaloes by encouraging them to grow fodder, grass and leguminous crops in the Wenlock Downs. It was represented to the Team by a deputation of Todas that the transition from a pastoral to an agricultural economy took time and that until they became proficient in the art of cultivation, the employment of outsiders to cultivate their lands should not be frowned upon by the authorities and used as an argument against giving them lands. While there can be no objection to the Todas taking the

assistance of outsiders in the initial stages to cultivate their lands it should be ensured that they are making an earnest attempt to learn the art of cultivation and that the practice of employing others to cultivate their lands is not a smoke-screen to conceal benami transfers of lands allotted to them.

Soil Conservation

5.5 The importance of soil conservation measures in the hilly and forest areas where tribals generally reside cannot be overemphasised. The tribals are too poor to undertake such measures on their own. Liberal subsidies should be given preferably on a community basis, the tribals contributing their share in the shape of labour. Those practising shifting cultivation should be assisted to adopt terrace cultivation. To avoid devastation of crops by wild animals the question of giving the tribals muzzle loaders may be considered. Certain tribal areas of the Nilgiris district adjoining Wynad form an integral part of an extensive tribal belt which spreads into the States of Kerala and Mysore. The problem of soil conservation in these areas cannot be isolated from similar problems facing the adjoining areas lying in the

neighbouring States. If lasting results are to be achieved no where is an area approach more imperative than in the field of soil conservation. Any programme of soil conservation to be effective should, in the opinion of the Study Team, be drawn up after a survey of the entire area by a joint team of officers of the States concerned.

Minor Irrigation

5.6 In the tribal areas which are mostly hilly the diversion of hill streams offers in many cases the only prospect of providing irrigation. Well irrigation may also be possible in valleys and low-lying areas.

5.7 In the Kolli Hills of the Salem district, it was brought to the notice of the Team that there were quite a number of sites where check-dams could be constructed to tap the water of the streams for irrigation purposes. The Team recommends that a quick survey be undertaken of irrigation possibilities in Kolli Hills and other tribal areas as a preliminary to the preparation of phased plan for the construction of check-dams. Well irrigation may be considered in places where no flow-irrigation is possible.

Horticulture

5.8 In Kalrayan and Kolli Hills of the Salem district a centrally sponsored scheme for the development of horticulture has been introduced for the welfare of the tribals. The main object of the scheme is to improve their economic condition by developing orchard cultivation and the cultivation of certain other remunerative crops like potato, ginger etc. The scheme covers 70 sq. miles of the Periya-Kalrayan Hills in the Attur taluk, 75 sq. miles in the Chinna-kalrayan Hills and 54.5 sq. miles of the Kolli Hills. The entire area of operation is wholly mountainous with cultivable land lying at an altitude ranging from 2000 to 4000 feet. The whole scheme is operated by an Assistant Horticulturist under the administrative control of the Deputy Director of Agriculture, Coimbatore. The Government has supplied, free of cost, saplings of fruit trees and planting materials of economic crops like potato, ginger, turmeric etc. suited to the hills. Fertilizers and insecticides have also been supplied free of cost.

5.9 Upto the end of March 1967, an area of 1794 acres was covered with horticultural and other

economic crops in the three hills. In the scheme the emphasis is on developing substantial areas under potato and spice crops. Elephant yam and garlic are also proposed to be introduced. Considerable progress has been made in the cultivation of improved varieties of potato and ginger in Gudalur Taluk and coffee, cardamom and pine-apples in Kalrayan Hills.

5.10 Certain difficulties however have hampered the progress of the scheme. Absence of good communication facilities in the hills, lack of pucca godown facilities both at the foot hills and at the hill-tops and non-availability of transport are some of main bottlenecks.

5.11 Besides communications without which no development is possible a Demonstration-cum-Research Station for demonstrating scientific methods of cultivation of horticultural crops in the Kolli Hills is a necessity for the development of the area. Pineapples have been successfully raised there. The possibilities of extending pine-apple cultivation to other areas are bright and should be explored. Bare slopes can be planted with quick-growing trees and utilised for growing cardamom and coffee.

5.12 It was brought to the notice of the Team that fruits like jack, guava and banana which grow in abundance on the Kolli Hills go to waste for want of adequate marketing facilities. In view of the difficult terrain and absence of communications much time is lost in taking the produce to the marketing centres. The Team suggests that conditions are favourable in the Kolli Hills for starting a multipurpose cooperative society which besides helping the members in marketing their fruits can provide assistance and guidance to the tribals in such matters as the introduction of scientific methods of horticulture. To facilitate the marketing of fruits the society should be given adequate financial assistance to set up a cold storage plant at a central place in the Kolli Hills. Conditions are also favourable here for starting a fruit canning industry.

5.13 The potentialities of the Kolli Hills for improving the economic condition of the tribals are immense provided precautions are taken in advance by the State Government to see that the fruits of development are not snatched away from the tribals by unscrupulous men from the plains.

5.14 The excellent road which connects the district headquarters with Yercaud in the Salem district is largely responsible for the development of extensive coffee plantations on the Yercaud plateau. Although the climatic and other conditions are similar, Kolli Hills in the same district have remained largely undeveloped mainly because of absence of communications. Recently a motorable ghat road has been constructed connecting the Kolli Hills with the plains. The road has a large number of hair pin bends and needs to be improved. The Team understands that an alternative alignment with an easier gradient was abandoned for reasons which are not clear. The question of constructing a second road with an easier gradient may be taken up at a later date after a proper survey.

5.15 Land in Kolli Hills is very fertile and eminently suitable for orchard cultivation and cultivation of coffee, cardamom, ginger etc. As large tracts of fertile land are available for cultivation the Team suggests that Government may, instead of investing money on a large number of land colonisation schemes of doubtful utility, consider starting a plantation in a big way, associating the tribals as

partners in the enterprise. Small areas in the plantation may be given to tribal families working on the plantations on an ownership basis for the cultivation of food crops while the return on the plantation may be shared between the Government and the tribals whose contribution will be in the shape of labour. Under proper management there is very little risk of such an enterprise failing to make a profit. Expenditure on such a scheme will be a good investment.

5.16 The Team recommends as follows:

- (a) Communications in Yercaud and more especially in the Kolli Hills should be developed.
- (b) A Horticultural Demonstration-cum-Research Farm may be started in the Kolli Hills.
- (c) A multi-purpose Cooperative Society may be started in the Kolli Hills to provide assistance and guidance to tribals in the marketing of fruits and in the introduction of scientific methods of horticulture. To facilitate the marketing of fruits, the society should be given adequate financial assistance to set up a cold storage plant at a central place in the Kolli Hills.

- (d) The State Government may start a large plantation on the Kolli Hills, associating tribals as partners, as a commercial enterprise.

Position of tribals on Coffee Plantations

5.17 Cultivation is the primary occupation of the tribals in the Yercaud block. They own half to two acres of land and grow millet, ragi, samai and varagu for domestic consumption. A few of them grow coffee in small areas. In the 'off' agricultural season from November to March they work on the coffee plantations as labourers. Plantation work is thus a subsidiary occupation.

5.18 Although the tribals are given reasonably good houses on the plantations, they do not like to stay there permanently. Being migratory in their habits, they do not stick to any one estate. As a result, they forego the normal benefits such as the right to bonus, cumblis etc., admissible to plantation labour.

5.19 Planters are under a legal obligation to provide educational facilities to the children of tribals. They, however, prefer to pay to the Panchayat

Unions a local cess (education cess or surcharge on land revenue) for maintaining schools in the plantation area. The Yercaud Block maintains 34 primary schools. Out of them 14 have pacca buildings and the rest are housed in sheds. In the Master Plan, provision has been made for the construction of pacca buildings for all the schools. Attendance is poor in the picking season when tribal boys and girls stay away to help their parents on the plantations. Although there is a high school at Yercaud, only one tribal student has passed the high school examination during the past four years. As children who receive education tend to avoid work on the plantations, planters are stated to look askance at the education of tribal children. The fact that only one tribal boy has passed the High school examination shows that education amongst the tribal children has not made much headway. This is a field where voluntary agencies can help in neutralising the hostility of planters and bringing about a reorientation in the outlook of tribal parents in regard to the education of their children.

5.20 Where 50 or more families are employed as labourers, one or more creches have to be provided

under the law. As the villages of the tribal labourers are within 4 or 5 miles of the plantations women labourers, who have often to climb hills, do not generally bring their children to creches.

5.21 Medical facilities are provided by the planters but they are not fully utilised by the tribals. They prefer to use herbs for minor ailments and go to the hospitals only for major diseases like V.D. There is one Government Maternity Centre which however does not function for want of a mid-wife.

5.22 Wells for drinking water are provided in the plantation area. Under the plantation Labour Act, 1951 and the Madras Rules, 1955 framed thereunder, the planters have to get the water certified by the Government Analyst periodically. Plantation wells are chlorinated periodically.

5.23 One Inspector of Plantations is posted at Yercaud to look after the interests of the tribal workers on the plantations. According to him the absence of trade union activity among the tribals has operated as a handicap in that they are unable to fight for their legitimate rights.

5.24 Tribals are paid wages in accordance with the recommendations of the Central Wage Board. Men get Rs.1.95, women Rs.1.56, adolescents Rs.1.20 and children Rs.0.95 as wages per day.

5.25 The Team feels that propaganda is necessary to make the tribals conscious of their rights and privileges under the Plantation Labour Act, 1951. This is a field where the assistance of voluntary organizations will be valuable.

Animal Husbandry

5.26 During the Third Plan period, attempts were made to improve the efficiency of draught cattle and raise the productivity of milch animals. Sheep and goat development programmes were also undertaken. It is not clear to what extent the tribals benefited by these measures. In the ^{Draft} Fourth Plan, it is proposed to raise the productivity further through improvements in breeding and feeding practices and through wider facilities for the prevention and treatment of cattle diseases.

Poultry

5.27 Poultry farming, if developed on scientific lines, can become an important source of subsidiary

income to the tribals. The draft Fourth Plan makes provision for the expansion of the poultry extension centres.

Piggery

5.28 The hill tribes rear pigs and no festival goes without pork. The piggery development programme therefore is one which should receive special attention. It was brought to the notice of the Team that 22 boars supplied to the tribals for grading up the local breed died prematurely for want of medical care. There is no point in supplying foreign breeds of pigs in areas where no veterinary aid is available. Acclimatisation takes time and in the absence of medical aid these animals are not likely to survive in their new environment.

5.29 Three piggery units were established under the Third Plan and a piggery farm was set up under a Crash Programme. Piggery development blocks are proposed to be established in the Fourth Plan. The Team recommends that in view of the importance of cattle in general and pigs and poultry in particular in the economy of the tribals the programme of animal husbandry in the Fourth Plan should be so drawn up as

to ensure that a fair share of the general provision is earmarked for the tribal areas, in addition to any special provision that may be available for the purpose.

5.30 Todas are a pastoral tribe and have from time immemorial been rearing buffaloes. The Team understands that the prejudice which existed in the old days against the sale of milk has now been overcome and that the Todas have no objection to selling the milk of their buffaloes. The present policy of the Forest Department, to which a reference will be made later, is to plant the Wenlock Downs, where most of the Todas live, with blue gum trees. If a reasonable area on the Wenlock Downs is set apart for grazing and steps taken to grade up their animals by supply them Murrah Buffaloes a flourishing dairy industry can be built up for the supply of milk and milk products to consuming centres like Coimbatore or even to places further afield like Madras. The Team therefore makes the following recommendations:

- (a) Adequate grazing facilities should be made available for the Toda buffaloes on the Wenlock Downs.

(b) Murrah buffaloes should be supplied to the Todas to grade up the local breed.

(c) A dairy industry may be started to improve the economic conditions of the Todas.

Fisheries

5.31 Although under the general development programme good work is being done for the development of fisheries there is no indication of any special effort being made to formulate schemes for the benefit of the tribals. The reservoirs recently constructed in the Nilgiris in connection with the Kundah Hydro-Electric project are suitable for the stocking of fish. The Team suggests that in any scheme drawn up for the exploitation of fish from these reservoirs the question of utilising the services of tribals, after giving them the necessary training as fishermen, may be considered.

Forests

5.32 Although they have no statutory rights in the forests the tribals enjoy certain customary rights - removal of fuel and bamboos for domestic use, grazing of cattle and cutting of timber required for

building their houses. Within certain limits of the forest area, they are allowed to build huts free of rent. They have however no right to collect minor forest produce. They are generally employed on payment of daily wages on the construction of forest roads and buildings and extraction of sandalwood. They are also employed as elephant-men, plantation watchers, forest guards and foresters.

5.33 As stated in an earlier Chapter, it was brought to the notice of the Study Team that the Todas who have been leading a pastoral life from time immemorial had their way of life seriously threatened by the indiscriminate extension of blue-gum plantations in the Wenlock Downs to areas within close proximity of their habitations. Their whole life, economic, cultural and religious revolves round the buffaloes. The extension of the blue-gum plantations has adversely affected them in two ways, (a) by curtailing the area of pasture land available for their buffaloes and (b) by exposing their buffaloes to the risk of being impounded by the Forest Department for trespass. The heavy impounding fees which the Forest Department levies is operating as a grave hardship

and according to a leading Toda whom the Team interviewed the impounding charges, supported by receipts, collected from him over a period of one year amounted to Rs.600/-, not to speak of moneys collected from him without the passing of receipts. Blue-gum is not a fastidious species which grows only in the climatic conditions obtaining in the Nilgiris. When other areas can easily be found elsewhere for the planting of blue-gum the Team fails to understand why an area of 4000 to 5000 acres or more should not be set apart on the Wenlock Downs for the Toda buffaloes. The breaking up of the soil for the cultivation of potato which precedes the planting of blue-gum makes the area vulnerable to erosion while the grass cover of the Downs is an effective protection against it. In these circumstances the Team strongly recommends that plantation of blue-gum on the Wenlock Downs should be slowed down and an area of at least 4000 to 5000 acres should be set apart for the Toda buffaloes.

5.34 Two Forest Labour Cooperative Societies are functioning in the Nilgiris district. They are permitted to collect minor forest produce but their performance is far from satisfactory. Apart from

other reasons it was stated before the Team that the attitude of the Forest Department was not sympathetic. The Team would urge a change in the attitude of the Forest Department towards the tribals. It is possible to do so without doing any violence to the principles of sound forestry for the tribal is not an enemy of the forests and will, if handled with sympathy and understanding, prove to be an asset to the Forest Department.

CHAPTER VI

TRIBAL DEVELOPMENT BLOCKS, COOPERATION
AND PANCHAYATS

Tribal Development Blocks

6.1 There are only two Tribal Development Blocks in the State. Particulars regarding the area, population etc. of the blocks are given below:

District	Name of the block	Area of the block (sq. miles)	Total popu- lation	Tribal popu- lation	Stage & date of conversion into TD Block
Salem	Kolli Hills	86.81	21,300	20,300	Stage I 1-4-63
	Yercaud	147	23,753	13,901	Stage I 1-4-66

6.2 No socio-economic survey was conducted in the Kolli Hills before converting the block into a T.D. Block. Some sort of a rough survey was however made in the Yercaud Block at the time of the preparation of the Master Plan for the block. There is a proposal to have one more T.D. Block in Periakal-
rayan hills of South Arcot and Salem.

6.3 A State Level Coordination Committee on Tribal Development Blocks has been constituted to review the progress of execution of schemes in the T.D. Blocks and to suggest new schemes to meet local needs. The Secretary to Government in the Rural Development and Local Administration Department is its Chairman and the Director of Rural Development, Registrar of Cooperative Societies, Director of Harijan Welfare, Chief Engineer (Highways and Rural Works), Director of Public Health, Deputy Secretary Finance (Planning) and Deputy Secretary (Programmes) Rural Development and Local Administration Department are its members. The Deputy Secretary of the Rural Development and Local Administration Department acts also as the Secretary of the Committee.

6.4 Master Plans prepared by the Collector of Salem for Kolli Hills and the Yercaud Block at an estimated cost of Rs.33 lakhs and Rs.17.15 lakhs respectively have been approved by the Government with some minor changes. The schemes are well conceived and the works proposed are being executed by the Highways and the Rural Works Department under the supervision of the Collector. The following are among the more

important decisions taken by Government on the Master Plans for Kolli Hills and Yercaud:

- 1) Popular contribution would be waived from the tribal beneficiaries for a period of two years.
- 2) The ban on the construction of primary health centres would be lifted in respect of the scheme included in the Master Plan for the construction of one primary health centre with three subcentres in each of the two blocks.
- 3) As lack of communications has been the main bottleneck in the development of Yercaud in general and Kolli Hills in particular the highest priority should be given to the development of communications in the two blocks.
- 4) The T.D. Programmes under the Master Plan should be executed through the Panchayat Union Councils.
- 5) Staff working in the T.D. blocks should be given 20% compensatory allowance.

6.5 The Team was struck by the enthusiasm and devotion to duty of the officers incharge of the implementation of schemes in the two T.D. blocks. In Yercaud the construction of roads had been pushed through energetically on the assumption that funds would be available for the completion of the works. But as funds were not forthcoming work on the roads had been suspended. As the roads in their present 'kutcha' state are almost certain to be washed away in the ensuing monsoon the Team recommends that funds be made available to complete the unfinished works.

6.6 Although it may be difficult in view of its large area to constitute the entire district of Nilgiri as a T.D. Block, there is a case for the creation of sub-T.D. Blocks in pockets of tribal concentration in the district. The Team understands that a scheme for the creation of Sub-T.D. Blocks in areas like the Nilgiris where there is a substantial tribal population has been included in the State's Fourth Plan.

Cooperation

6.7 The following cooperative societies have been formed for the scheduled tribes in the Nilgiris

district:-

- (1) Bamboo Workers Cooperative Society, Bambala Koubai for Irulas.
- (2) Koomolai Bamboo Workers Cooperative Society for Panias.
- (3) Masinagudi Forest Labour and Contract Cooperative Society for Kasabas.
- (4) Thengumarahada Forest Labour Contract Society for Irulas.
- (5) Ootacamund Multipurpose Cooperative Credit Society for Todas.
- (6) The Toy making centre for Kotas at Trichigadi.
- (7) The Red Pottery Unit for Kotas at Trichigadi.
- (8) Toda Embroidery Unit at Ootacamund.
- (9) Kilkotagiri Tailoring Training Centre for Kotas.

6.8 The following needs of the tribals were brought to the notice of the Team in the course of its tours:-

(1) Todas in the Nilgiris badly require agricultural credit for potato cultivation. This is a legitimate need. The Team therefore suggests that cooperative credit may be made available to the Todas for the purpose.

(2) The Chairman of the Kolli Hills Panchayat Union stated that although the members were repaying

their loan instalments regularly the local cooperative Society had failed as an office bearer had misappropriated its funds. A pattern of cooperative management applicable to the more advanced sections of the community may not be suitable for the tribals who are backward and are easily exploited by unscrupulous office bearers from the plains. The need for an agency for providing credit in this area where indebtedness is chronic cannot be overemphasised. The Team recommends that Government should examine the suitability of the present pattern of cooperative management and take steps to restore confidence amongst the tribals in cooperative societies.

(3) 7 multipurpose cooperative societies have been organised in the Yercaud block. The majority of members are tribals. At present, cooperative societies provide only short-term loans and coercive processes for recovery are regarded, with some justification, as harassment. Tribals often borrow money from money-lenders to repay the dues of the cooperative societies. This is a vicious circle. The problem posed is one of considerable importance and will be dealt with separately while examining the question of indebtedness amongst the tribals.

Panchayati Raj

6.8 The Panchayati Raj was introduced in 1959. A Panchayat is constituted for a revenue village or a group of villages. Election to the panchayats is by secret ballot. In the Panchayats, seats are reserved for members of scheduled tribes having due regard to the population of the village. The Team was however surprised to learn that the tribals were not given any representation on the Panchayats in the Nilgiris District notwithstanding the legal provision for the reservation of seats for the members of the scheduled tribes. Quite apart from the statutory obligation it is important that in a district which has a fairly large tribal population, care should be taken to ensure that members of the scheduled tribes are given adequate representation on the Panchayats.

6.9 Panchayats have been made responsible for all development and welfare programmes at the village level. Among the functions entrusted to them are the construction and maintenance of village roads, drains, improvement of sanitation, sinking and repairing of wells, repairs and maintenance of ponds, protection of water for drinking purposes, construction of works for public utility, etc.

6.10 At the block level a Panchayat Union is constituted with the Presidents of all the Panchayats in the block and coopted members of which three should belong to the scheduled tribes. The Block Development Officer is the Chief Executive Officer and is styled the Commissioner of the Panchayat Union. The Panchayat Union Councils are made responsible for the construction and maintenance of roads, elementary education, minor irrigation tanks (ayacuts upto 200 acres) rural dispensaries (but not primary health centres), child welfare centres and all community development programmes. The primary health centres are managed by the State Medical Department.

6.11 At the district level, there is a district development council which is purely advisory in character. Its advice is limited to functions which are transferred to Panchayats and Panchayat Unions. There are 12 revenue districts in the State. These are delimited into 21 development districts with one development council for each. The District Collector is the Chairman of the development council and its members are the local M.Ps., M.L.As., Chairmen of the Panchayat Unions, President of Cooperative Bank and officers connected with planning and development.

6.12 The State Government has effected an important procedural change which has facilitated the implementation of schemes in the blocks. Under the new procedure a Panchayat Development Budget will be framed after a pooling of the financial provisions of the different departments and the local resources mobilised by the Panchayat Unions. Every Panchayat Union is expected to have such a Budget which will be both a plan for the mobilisation of resources and a basis for the formulation of a physical plan. As the full funds for C.D. and T.D. schemes will not be available in future the pooling of resources within the Block is a necessary innovation which the Team would like to commend to other States for adoption.

6.13 Even though the District Development Councils are advisory bodies they have proved to be of great value to Government as organs of communication and consultation.

6.14 At the State level, three Panchayat Development Consultative Committees on Administration and Works, ~~Production~~ Programme and Welfare Services Programme have been constituted to advise Government on the changes and improvements necessary for the satisfactory implementation of the various programmes.

CHAPTER VII

INDUSTRIES, MINERALS AND POWER

Industries

7.1 Toda women are good at embroidery and many of their finished articles have captured the market. Todas also make walking sticks which are popular. A Centre which was opened some time ago for training Toda women in embroidery has been closed. The question of reviving the Centre may be considered by the State Government.

The Kotas of Nilgiris are a tribe of artisans and craftsmen. It should be possible for the State to take advantage of the traditional skills of the tribes to start cottage and small scale industries. To ensure success, arrangements should be made for the supply of raw materials and the sale of finished goods.

7.2 In the Kolli Hills where fruits grow in abundance a fruit canning industry can be established. Bee-keeping and sericulture are promising cottage industries. In the Yercaud block, gerranium plants grow well, but there is no processing industry at present for the extraction of oil. As in the Kolli Hills, bee-keeping can be taken up in a big way in the block and action in this regard is being taken by the

block authorities. Six bee-keeping sub-centres and one apiary are being run by the Village Industries Officer, Salem. A bee-keeping training centre for women is being run by the Department of Harijan Welfare. 200 bee-hives have been distributed free of cost to tribal women from Harijan Welfare funds. Another 100 boxes have been distributed at subsidised rates from the Rural Arts and Crafts funds. The Yercaud Bee-keepers Cooperative Society has a programme of distributing 1000 bee-hives at subsidised rates. A Carpentry Unit can also be started in this block.

Minerals

7.3 Bauxite is available in Yercaud. The ore is mined and sent to Mettur for the extraction of aluminium. The tribals do not derive any benefit from the bauxite mines where they are not employed even as unskilled labourers. The Team suggests that preference should be given to the local tribals in the matter of employment in the mines.

Power

7.4 There is a proposal to electrify the tribal colonies in the Nilgiris, Kanyakumari, Coimbatore and Ramnathpuram districts. The Master Plans of the Kolli

hills and Yercaud provide for the electrification of the blocks but the schemes have been deferred by Government for want of funds.

7.5 The Kunda Hydro-Electric Project in the Nilgiris has not resulted in the displacement of any significant number of tribals.

CHAPTER VIII

COMMUNICATIONS

8.1 Communications have been the main bottleneck in the implementation of programmes in the tribal areas.

The Kolli Hills is a classic example of an area full of potentialities remaining undeveloped for want of communications. The Yercaud block has the advantage of a first-class road which connects Salem with Yercaud. This road serves mainly the coffee plantations on the hills and is completely inadequate to meet the needs of the Block.

After touring the tribal areas and discussing the problems of communications with the tribals and local officers the Team makes the following recommendations:

(1) In the Yercaud Block, a loop road branching from Nagalur to join the road from Poomarathur to Bommidu via Muluvi village and Mallapuram forest is under construction. It is estimated to cost Rs.72 lakhs. The road on completion will shorten distances and facilitate the marketing of produce by the tribals. The construction of this road may be expedited.

(2) Work on certain roads in Yercaud block - a reference has already been made to this in another

part of the report, which had been taken up for construction in accordance with the Master Plan has had to be suspended for want of funds. Funds may be provided urgently to complete the half finished work. Otherwise, the surface formation will be washed away in the ensuing monsoon and the money already spent will be wasted.

(3) Most of the tribal villages in Yercaud and Kolli Hills are located in hilly areas and are not connected either by rail or road. A phased programme for the construction of link roads and approach roads may be drawn up to connect these villages with the main roads.

CHAPTER IX

EDUCATION

9.1 There are 54 Government tribal residential schools and 14 hostels for boys and 2 hostels for girls. They are run by the Department of Harijan Welfare for the benefit of scheduled tribes. Non-official organisations are running 4 residential schools for the tribal children of which two are for tribal girls. Tamil is the medium of instruction in tribal schools.

The following voluntary agencies are running residential and other schools in the tribal areas:

- 1) Aggal Adivasi Seva Sangam, Nilgiris district;
- 2) Nilgiris Adivasi Welfare Association affiliated to Bhartiya Adamjati Sevak Sangh, Delhi.
- 3) Shri Sarguru Sarva Samarasa Sangam affiliated to Bhartiya Adamjati Sevak Sangh, Coonoor (Nilgiris district)
- 4) The Servants of India Society, (Nirgacimund, Nilgiris district).

9.2 Residential facilities are provided in all these schools for teacher-cum-wardens. The schools are inspected by the education authorities, Special Revenue Inspectors, Special Tehsildars, District Welfare Officers and also by the Director and Joint

Director of Harijan Welfare.

9.3 A scheme has been introduced recently which provides for the appointment of part-time teachers in tribal schools to give special coaching to backward tribal students. To avoid segregation 30% of scheduled caste and 10% of backward class students are admitted in the scheduled tribes hostels.

9.4 There are no technical institutes in the tribal areas but tribal candidates are admitted in technical institutes located in other areas where 16% of seats have been reserved for scheduled castes and scheduled tribes.

9.5 The following are among the more important problems that came to the notice of the Team in the course of its tours:

(1) Opinion was unanimous that educational facilities in the Nilgiris after the V standard were grossly inadequate and that the bulk of the students passing the V standard would have no alternative but to discontinue their studies. It was also urged before the Team that facilities for vocational training should be made available immediately after the tribal boys passed the V standard as in the absence of opportunities for further education or technical training the boys went

back to their villages. To get them back again to resume their studies presented a difficult problem. The Team therefore recommends that immediate steps should be taken to provide facilities for pupils to continue their studies after the V standard, by opening High Schools at selected places with attached hostels separately for boys and girls. Where vocational training is proposed to be given the training should be linked to job opportunities.

(2) Todas and Kotas are more advanced than the other tribes in the Nilgiris. According to the P.S.G. Survey of social work the following tribes are educationally very backward: Kurumbas, Kattunaickens, Paniyans and Irulas. The Team therefore agrees with the following recommendations made by the School:

(1) "In planning the education of children of school going age higher priority may be given to Kurumbas, Kattunaickens, Paniyans and Irulas considering their greater needs."

(2) "Special steps may be taken to enrol students belonging to Kattunaickens, Irulas, Kurumbas and Paniyans. Their families should be persuaded to visit tribal schools and see that the children of their

own tribe are being comfortably placed. If necessary the expenses of such visits may be borne by the school authorities.....".

In addition to the special steps suggested above the Team recommends that Ashram type of Schools may be opened for the benefit of children belonging to these very backward tribal communities.

(3) There are very few graduates among the tribals. Two of them were being coached in the IAS Training School at Madras for the ensuing IAS Examination. The Team has been assured in every school it has visited that the average tribal boy is in no way inferior in intelligence to an average boy in the plains. The paucity of graduates amongst the tribals can only be attributed to the weakness in the present system which fails to provide for the encouragement of talent whenever it is discovered. The Team recommends that a follow-up programme should be an integral part of the educational set-up for the tribals to ensure that bright and promising students continue their studies to the college and in suitable cases to the post-graduate level. In the case of students of exceptional promise the question of subsidising the parents may be considered to overcome

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the resistance, if any, on their part to send their children for higher studies.

(4) In the Kolli Hills schools are housed in private buildings, which are congested and unhygienic. The Master Plan provides for the construction of schools. One residential High school or Middle school is necessary at Valavandhinadu. Out of 34 schools in the Yercaud Block only 12 schools are housed in permanent buildings. The Team suggests that the construction programme of schools under the Master Plan should be expedited.

(5) Starting from small beginnings Shri Sarguru Sarva Samarasa Sangam has expanded its activities and is now running a High school for tribal students in Coonoor in the Nilgiris district. It is also running two residential schools for tribal boys and girls in the same district. The Sangam is doing excellent work. At present, a stipend of Rs.23/- is admissible to a student in a residential hostel run by a voluntary agency. In view of the general rise in prices this amount is found to be inadequate. The Team, therefore, recommends that the stipend may be suitably increased.

9.6 The Sangam proposes to expand its activities further and found a college in the next two or three

years, the first of its kind in the country, for the benefit of the tribals. The college will be open to all communities irrespective of caste or creed but preference will be given to tribal boys and girls. The Sangam has given sufficient evidence of its zeal, sincerity and power of organisation to justify the generous support of the State and Central Governments in this laudable enterprise..

CHAPTER X

MEDICAL AND PUBLIC HEALTH

10.1 Among the more important diseases prevalent amongst the tribals are anaemia, jaundice, rickets, hookworm, roundworm, fungal infection and malnutrition.

V.D. used to be common among the Todas of the Nilgiris district and is rampant amongst the tribals in the Kolli Hills. The incidence of T.B. among the Kotas of the Nilgiris is very high. A few leprosy cases have been noticed in the Yercaud Block of Salem district.

10.2 Medical facilities are available in the tribal areas from four sources:

- 1) hospitals run by Government and local bodies;
- 2) hospitals run by the Forest Department in the forest areas;
- 3) mobile medical units in the tribal areas of Nilgiris, Coimbatore, North Arcot and Madurai districts; and
- 4) dispensaries run by private medical practitioners and by cooperative societies in the plantation areas.

10.3 Dr. Narasimhan has been running on behalf of the Nilgiris Adivasi Welfare Association two hospitals, - one at Kolikarai (14 beds) and the other at Arayura (8 beds),

- in addition to a dispensary attached to the colony for Paniyans in Gudalur Taluk and a mobile unit covering the whole of the Nilgiris district and a part of the Coimbatore district. Treatment both for out-door and indoor patients at the hospitals is free. Dedicated work by voluntary agencies providing medical relief should be encouraged and they should be given adequate financial assistance to continue their work. If assisted by the State Government, Dr. Narasimhan is confident of doubling the bed strength at the hospitals and undertaking, in addition, family planning work.

10.4 The following problems bearing on health and health services were brought to the notice of the Team in the course of its tours:-

(1) There are hardly any medical facilities in the Kolli Hills. The incidence of V.D. among the tribals is as high as 75%. The tribals are dependent mainly on herbs for the treatment of diseases. For want of communications, mid-wives are not coming forward to work in these areas. The post of a mid-wife was advertised several times but there was no response. The Team, therefore, makes the following recommendations:

(a) A survey should be undertaken to assess the incidence of V.D. and a mobile anti-V.D. Unit may be stationed in the Kolli Hills as was done in the case of Todas in the Nilgiris.

(b) Special inducement may be given to doctors to work in this area. There is no provision in the Health Centre now under construction for quarters for the doctor and his staff. In the absence of quarters no doctor would be willing to work in the area. The construction of quarters for the doctors ^{their} and staff should be given high priority.

(c) Local women may be given training as midwives.

(2) In the Yercaud Block, medical facilities are provided by the planters, Christian missionaries and Government. Tribals take advantage of the maternity centre at Nagalur but the need for a maternity sub-centre is keenly felt at Muluvi. The Team suggests that the panchayat union may be persuaded to construct a maternity centre at this place from its own funds.

(3) Mal-nutrition between the ages of 3 to 6 years is responsible for the mental retardation of tribal

children. It is therefore suggested that more Balwadi classes may be started in the tribal areas where the children in this age group may be given free nutritious food.

(4) Tribals have a special knowledge of herbal medicines and prefer such medicines to allopathic drugs. Medicinal herbs and roots are found in plenty in the Nilgiris. It was suggested that a centre should be opened in the district to undertake research in herbal medicines. The Team commends the suggestion for the consideration of the State Government.

Drinking Water

10.5 Tribals depend mainly on hill streams for their drinking water supply. It was brought to the notice of the Team that in many villages in the Nilgiris there was an acute scarcity of drinking water. In the Yercaud block, wells dry up in many places during summer and tribals have to walk some 3 miles to fetch water. Drinking of contaminated water is the cause of many diseases among tribals. The Team suggests that the question of constructing a central storage tank at a suitable elevation in Yercaud to provide piped water supply to some of the villages may be examined. A

survey of villages where drinking water is scarce should also be undertaken and a phased programme for the supply of uncontaminated water should be drawn up.

Wells may be sunk in places where water can be tapped at a reasonable depth.

Summary of Recommendations and Conclusions

<u>Serial</u> <u>No.</u>	<u>Summary</u>	<u>Reference to</u> <u>para No.</u>
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Chapter III

ADMINISTRATION

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|----|---|-----|
| 1. | A senior officer should be appointed in the Department of Harijan Welfare exclusively to look after the interests of the tribals. | 3.5 |
|----|---|-----|

Chapter IV

LAND PROBLEMS AND INDEBTEDNESS

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|----|--|--------|
| 2. | The Todas should be given permanent pattas subject to the condition that the land should not be alienated to a non-tribal. If the grant of permanent pattas is found to be inexpedient, long-term pattas extending over a period of say 5 to 10 years should be granted. | 4.3(1) |
| 3. | Where the cultivation, though unauthorised, is unobjectionable, steps should be taken to assign the land on patta to the tribals. | 4.3(2) |
| 4. | The Janmi system prevalent in parts of Gudalur Taluk of the Nilgiri district should be abolished to enable the tribals to become owners of the holdings held by them under the Janmi Tenure. | 4.3(3) |
| 5. | The Kotas who possess uneconomic holdings should be allotted more land for grazing and agriculture from the land available for allotment in Kotagiri and on the eastern slopes of the Nilgiris. | 4.3(4) |
| 6. | Encroachment on Government waste land by non-tribals in the vicinity of tribal villages should be sternly discouraged and all such land should be reserved for assignment to the tribals. | 4.3(5) |
| 7. | Tree pattas in respect of trees standing in tribal settlements should be given to tribals only. | 4.3(6) |

1.	2.	3.
8.	The starting of land colonisation schemes should be preceded by a study of the customs and habits of the tribals proposed to be settled. The prospects of success should be carefully assessed and steps taken to anticipate and avoid the mistakes which have occasioned the failure of such schemes in the past.	4.6
9.	Long-term loans should be given to the Malayalis through Land Mortgage Banks to extinguish past debts.	4.8
10.	As conditions in the Kolli Hills are specially favourable for tackling the problem of indebtedness, this area should be selected for an all-out effort to rid the area of the moneylender.	4.9
11.	Comprehensive legislation should be undertaken to prohibit the transfer of lands covered by old as well as new pattas in tribal areas to non-tribals.	4.11
12.	Legislation may be undertaken to abolish the system of bonded labour prevalent among the Paniyans.	4.12

Chapter V

13. AGRICULTURE AND ALLIED SECTORS

13.	The post of an Agricultural Demonstrator which was withdrawn may be revived in the Nilgiri district to train the Todas in the techniques of cultivation.	5.4
14.	Area approach should be adopted in the field of soil conservation. The programme of soil conservation should be drawn up after a survey of the entire tribal belt which spreads into the adjoining States of Kerala and Mysore by a joint team of officers of the States concerned.	5.5
15.	A quick survey should be undertaken of irrigation possibilities in Kolli Hills and other tribal areas as a preliminary to the preparation of a phased plan for the construction of check-dams. Well irrigation may be considered in places where flow irrigation is not possible.	5.7

1.	2.	3.
16.	(a) Communications in Yercaud and more especially in the Kolli Hills should be developed.	5.16
	(b) A Horticultural Demonstration-cum-Research Farm may be started in the Kolli Hills. for the development of horticulture.	
	(c) A Multipurpose Cooperative Society may be started in the Kolli Hills to provide assistance and guidance to tribals in the marketing of fruits and in the introduction of scientific methods of horticulture. The society should be given adequate financial assistance to set up a cold storage plant for the preservation of fruits at a central place in the Kolli Hills.	
	(d) The State Government may start a large plantation on the Kolli Hills, associating the tribals as partners, as a commercial enterprise.	
17.	Propaganda is necessary to make the tribals conscious of their rights and privileges under the Plantation Labour Act, 1951. In this field, the assistance of voluntary organisations will be valuable.	5.25
18.	In view of the importance of cattle in general and pigs and poultry in particular in the economy of the tribals, the programmes of animal husbandry in the Fourth Plan should be so drawn up as to ensure that a fair share of the general provision is earmarked for the tribal areas, in addition to any special provision that may be available for the purpose.	5.29
19.	(a) Adequate grazing facilities should be made available for the Toda buffaloes on the Wenlock Downs.	5.30
	(b) Murrah buffaloes should be supplied to the Todas to grade up the local breed.	
	(c) A dairy industry may be started to improve the economic condition of the Todas.	
20.	When the fishery programme is drawn up for the exploitation of fish from the reservoirs,	5.31

1.	2.	3.
	recently constructed in Nilgiris, the services of tribals may be utilised after giving them necessary training as fisherman.	
21.	The plantation of blue-gum on the Wenlock Downs should be slowed down and an area of at least 4000 to 5000 acres set apart for the Toda buffaloes.	5.33

Chapter VI

TRIBAL DEVELOPMENT BLOCKS, COOPERATION AND PANCHAYATS

22.	The work on the construction of roads which had to be suspended for want of funds in the Yercaud Block should be completed early by making the funds available.	6.5
23.	Although it may be difficult in view of its large area, to constitute the entire district of Nilgiris as a T.D. Block there is a case for the creation of Sub-T.D. Blocks in pockets of tribal concentration in the district.	6.6
24.	Cooperative credit may be made available to the Todas for potato cultivation.	6.8(1)
25.	The suitability of the present pattern of cooperative management in the Kolli Hills where the local cooperative society had failed should be examined and steps taken to restore confidence amongst the tribals in cooperative societies.	6.8(2)

Chapter VII

INDUSTRIES, MINERALS AND POWER

26.	Preference should be given to the local tribals in the matter of employment in the mines.	7.3
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Chapter VIII

COMMUNICATIONS

27.	In the Yercaud Block the construction of a loop road branching from Nagalur to join the road from Poomarathur to Bommidu via Muluvi village and Mallapuram forest may be expedited.	8.1(1)
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1.	2.	3.
28.	A phased programme for the construction of link roads and approach roads may be drawn up to connect the villages with the main roads in Yercaud and Kolli Hills.	8.1(3)

Chapter IX

EDUCATION

- | | | |
|-----|--|--------|
| 29. | Adequate educational facilities should be provided after the V standard by opening High Schools at selected places in the tribal areas with attached hostels separately for boys and girls. Vocational training should be linked to job opportunities. | 9.5 |
| 30. | Ashram type of schools may be opened for the benefit of the children belonging to the very backward communities like Kattunaickens, Irulas, Kurumbas and Paniyans. | 9.5(2) |
| 31. | A follow-up programme should form an integral part of the educational set up for the tribals to ensure that bright and promising students continue their studies to the college and in suitable cases to the post-graduate level. | 9.5(3) |
| 32. | The construction programme of schools under the Master Plan should be expedited. | 9.5(4) |
| 33. | In view of the general rise in prices the amount of stipend given to the students in hostels run by voluntary organisations may be suitably increased. | 9.5(5) |

Chapter X

MEDICAL AND PUBLIC HEALTH

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|---------|-----|---|------|
| 34. (1) | (a) | A survey should be undertaken to assess the incidence of V.D. amongst Malyalis and a mobile anti-V.D. unit may be stationed in the Kolli Hills. | 10.4 |
| | (b) | Special inducement may be given to doctors working in tribal areas. The construction of quarters for the doctors and their staff should be given high priority. | |
| | (c) | Local women may be given training as midwives. | |

1.	2.	3.
(2)	The Yercaud Panchayat Union may be persuaded to construct a maternity centre from its own funds at Muluvi in the Yercaud Block.	
(3)	More Balwadi classes may be started in the tribal areas where the children in the age group of three to six years may be given free nutritious food.	
(4)	A research centre should be opened to undertake research in herbal medicines in the Nilgiris where medicinal herbs and roots are found in plenty.	
35.	The question of constructing a central storage tank at a suitable elevation in Yercaud Block to provide piped water supply to some of the villages may be examined. A survey of villages where drinking water is scarce should be undertaken and a phased programme drawn up. Wells may be sunk in places where water can be tapped at a reasonable depth.	10.5

Copy of Government of India, Planning Commission, Committee on Plan Projects, Resolution No. COFF/Acm/16(1)/66 dated the 26th October, 1966, setting up the Study Team on Tribal Development Programmes, and incorporating change in composition of the Study Team made subsequently.

STUDY TEAM ON TRIBAL DEVELOPMENT PROGRAMMES

No. COFF/Acm/16(1)/66: Programmes for the welfare and development of scheduled tribes form an integral part of the Five Year Plans. Although significant progress has been achieved in several directions, it is important that during the Fourth and Fifth Plan periods the process of economic and social development among tribal communities should be greatly accelerated. Rising levels of well-being, growing economic opportunities and greater integration with the rest of the population are essential both for the welfare of tribal communities and the progress of the country as a whole.

2. The Draft Outline of the Fourth Five Year Plan provides substantial resources for special programmes for the welfare of tribal communities and indicates a number of directions in which current development programmes should be reoriented. In the light of past experience, it has become essential that the schemes formulated should enable the tribal communities to secure an adequate share in the benefits of general development programmes and speed up their economic and social advance. With the object of giving practical effect to these recommendations and assisting State Governments in evolving concrete schemes of development which are specially adopted to the needs and conditions of tribal areas, at the suggestion of the Planning Commission, the Committee on Plan Projects have set up a Study Team on Tribal Development Programmes composed of the following:

(i) Shri F. Shilu Ao,
Former Chief Minister
of Nagaland

Chairman

- | | |
|--|---|
| (ii) Shri L.M. Shrikant,
Secretary, Bharatiya
Adivijati Sewak Sangh
and ex-Commissioner
for Scheduled Castes
and Scheduled Tribes | Member |
| (iii) Shri T. Sivasankar,
formerly Secretary in
the Union Ministries
of Irrigation and
Power and Works,
Housing and Supply
and later Lt. Governor
of Goa. | Member

(Appointed from April
12, 1967, in place of
Shri B. Menta, IAS,
Chief Secretary,
Government of Rajas-
than who left the
Study Team on February
20, 1967, consequent on
his appointment as
Member, Official
Language (Legislative)
Commission). |

3. The Study Team will work in close cooperation with the Planning Commission, the Department of Social Welfare, the Commissioner for Scheduled Castes and Scheduled Tribes, the Department of Community Development and other Central Ministries concerned. In consultation with the Chief Ministers of States, the Study Team will co-opt one or more members in each State to function as members of the Team in relation to tribal development programmes in respect of that State.

4. The Study Team, thus enlarged, will acquaint itself first hand with the problems and needs of tribal communities in each State, appraise the working of tribal development programmes, specially during the Third Five Year Plan, and make detailed and specific recommendations regarding programmes of development to be carried out during the Fourth Five Year Plan. Particular emphasis will be given to devising measures for carrying the benefits of development in different sectors as effectively as possible to tribal communities and to the building up of the economy of tribal development blocks and tribal areas. The Study Team will give special attention to measures for strengthening the personnel and machinery for implementing programmes for tribal development in each State. It will also suggest

steps for harnessing the leadership and institutions among tribal communities so as to ensure their fullest participation in the tasks of economic and social development.

5. The study team is expected to complete its work over a period of one year.

6. The headquarters of the study team will be at New Delhi.

7. Ordered that the RESOLUTION be published in the Gazette of India for general information.

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Annexure I

Numerically Preponderent Scheduled
Tribes and their main concen-
tration

Sl. No.	Tribe	Population	Districts in which concentrated
1.	Malayali	1,29,952	Salem, North Arcot, Tiruchirapalli
2.	Irular	79,835	Chingleput, North Arcot, South Arcot, Coimbatore, Salem, Nilgiris, Tiruchi- rapalli
3.	Kattunayakan	6,459	North Arcot, Chingle- put
4.	Sholaga	6,136	Coimbatore
5.	Paniyan	4,779	Nilgiris
6.	Pulayan	2,669	Madurai
7.	Malasar	1,999	Coimbatore
8.	Kanikaran or Kanikkar	1,797	Kanyakumari
9.	Palliyar	1,551	Madurai

Source: Census of India, Volume IX,
Madras, Part V-A(i)

Annexure II

LEVEL OF LITERACY AMONG SCHEDULED TRIBES AND GENERAL
POPULATION BY SEX

	Population	Literates without level of Education	Primary or Junior Basic	Matriculation and above	Total percentage of literacy.
1.	2.	3.	4.	5.	6.
<u>Scheduled Tribes</u>					
Males	1,29,185	9,285	2,120	127	-
Percentage	100.00	7.91	1.64	0.10	8.93
Females	1,22,806	2,561	765	23	-
Percentage	100.00	2.08	0.62	0.02	2.73
Total	2,51,991	11,846	2,885	150	-
Percentage	100.00	4.70	1.15	0.06	5.91
<u>General Population</u>					
Males	1,60,10,978	51,64,507	17,23,359	6,44,457	-
Percentage	100.00	30.54	10.19	3.81	44.54
Females	1,67,75,975	20,66,058	8,45,888	1,36,347	-
Percentage	100.00	12.32	5.04	0.81	18.17
Total	3,36,86,953	72,30,565	25,69,247	7,80,804	-
General	100.00	21.46	7.63	2.32	31.41

Source: Census of India Vol. IX Madras, Part V-A(i)
P.76-79, Manager of Publications Delhi - 1965.

Census of India Vol. I Part II C.P. 94-95 &
114-115 Manager of Publications Delhi - 1965.

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ANNEXURE III

OCCUPATIONAL DISTRIBUTION OF WORKERS
AMONG SCHEDULED TRIBES

(1961 Census Figures)

S. Economic Classification No.	<u>Scheduled Tribes</u>		<u>General</u>
	<u>No. of</u> <u>Persons</u>	<u>%</u>	<u>Popu-</u> <u>lation</u> <u>%</u>
1. Total Population	2,51,991	100.00	100.00
2. Non Workers	1,08,931	43.33	54.43
3. Workers Total	1,43,060	100.00	100.00
i) As Cultivator	83,289	58.22	43.06
ii) As Agricultural Labour	29,542	20.65	18.42
iii) Mining, Quarrying, Forestry, Fishing Live- stock Hunting Orchards Plantation and allied activities	10,515	7.35	2.84
iv) Household Industry	2,119	1.48	7.86
v) Manufacturing other than Household industry	1,344	0.94	5.53
vi) In construction	293	0.20	1.34
vii) In Trade and Commerce	841	0.59	4.94
viii) Transport Storage Communication	269	0.19	1.65
ix) Other Services	14,848	10.38	15.36

Source: Census of India 1961 Vol. IX Madras Part
Manager of Publication Delhi 1965

Annexure IV

INTEREST IN LAND AND SIZE OF LAND CULTIVATED IN
RURAL AREAS ONLY BY SCHEDULED TRIBES (20% SAMPLE
OF EACH HOUSE-HOLD)

Size of land holdings(Acres)	Total No. of 'Cultivating 'house-holds		'House-holds owning' 'land or held from' 'Government.		'Held from' 'Private 'persons or 'institution 'on payment 'of money in 'kind or share		'Partly held 'from Govt. 'and partly 'from private 'persons	
	No.	%	No.	%	No	%	No.	%
Less than 1 acres	321	4.92	239	74.45	76	23.68	6	1.87
1 to 2.4	1,987	30.49	1,748	87.97	191	9.61	48	2.42
2.5 to 4.9	2,164	33.23	1,966	90.85	133	6.15	65	3.00
5.0 to 7.4	1,198	18.39	1,092	91.15	66	5.51	40	3.34
7.5 to 9.9	319	4.90	282	88.40	18	5.64	19	5.96
10.0 to 12.4	257	3.94	241	93.77	7	2.72	9	5.31
12.5 to 14.9	68	1.04	61	89.70	1	1.48	6	8.82
15.0 to 29.9	159	2.44	141	88.68	6	3.75	12	7.57
30 to 50	23	0.35	23	100.00	-	-	-	-
Above 50 acres	8	0.12	8	100.00	-	-	-	-
Unspecified	12	0.18	11	100.00	-	-	1	-
Total	6516	100.00	5,812	89.20	498	7.64	206	3.16

Source: Census of India 1961, Volume IX
Madras, Part V-A(ii) Page 104