



GOVERNMENT OF KERALA

THIRTEENTH FIVE-YEAR PLAN
(2017-2022)

WORKING GROUP ON

SCHEDULED TRIBES DEVELOPMENT

REPORT

DECENTRALISED PLANNING DIVISION
STATE PLANNING BOARD
THIRUVANANTHAPURAM
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PREFACE

In Kerala, the process of a Five-Year Plan is an exercise in people's participation. At the end of September 2016, the Kerala State Planning Board began an effort to conduct the widest possible consultations before formulating the Plan. The Planning Board formed 43 Working Groups, with a total of more than 700 members – scholars, administrators, social and political activists and other experts. Although the Reports do not represent the official position of the Government of Kerala, their content will help in the formulation of the Thirteenth Five-Year Plan document.

This document is the report of the Working Group on Scheduled Tribes Development. The Chairperson of the Working Group was Dr Venu V, IAS. The Member of the Planning Board who coordinated the activities of the Working Group was Professor V K Ramachandran. The concerned Chief of Division was Smt N PrasannaKumary.

Member Secretary

FOREWORD

The State Planning Board constituted a Working Group for Scheduled Tribes Development in connection with the formulation of XIII Five Year Plan (2017-22). Dr Venu V, IAS, Principal Secretary to Government, SC/ST Development Department was the Chairperson of the Working Group.

The Working Group held three meetings in State Planning Board for drawing up broad perspectives for the development of Scheduled Tribes. Besides, four sub groups were formed for reviewing the development initiatives and preparing the way forward for Scheduled Tribes Development. In addition, an one day workshop, including the officials, policy makers, administrators, elected representatives, leaders and eminent persons with experience and expertise in Scheduled Tribes Development was arranged for identifying the issues on priority basis and suggesting appropriate strategies to be followed during the XIII Five Year Plan.

In the first meeting Professor V K Ramachandran, Hon'ble Vice Chairman, State Planning Board gave directions in identifying the key areas of development for preparing the report. The Working Group examined the suggestions and views expressed by the Vice Chairman, the sub groups and the workshop and formulated the vision and strategies for the development of Scheduled Tribes during the XIII Five Year Plan.

The Report consists of details on the evolution and status of Tribal Sub Plan, review of schemes implemented during XI and XII Five Year Plans and strategies for the XIII Five Year Plan.

I hope that this report would enable to formulate comprehensively the XIII Five Year Plan proposals and implement the schemes more effectively.

Thiruvananthapuram
14.12.2016

Sd/-
Dr Venu V, IAS
(Chairperson, Working Group on
Scheduled Tribes Development)

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CHAPTER 1
INTRODUCTION

General Socio Economic Scenario of Scheduled Tribe Families in Kerala

1. Kerala model of development is discussed all over the world in respect of human development indices like high literacy, exemplary demographic indicators and better standards of health, the status of Scheduled Tribes with regard to Human Development Indices exhibit marked disparities with the general population in the State. The Scheduled Tribe communities as a whole are the most disadvantaged groups among the outlier communities in all human development indices. Hence a comprehensive strategy encompassing all aspects of development of human resources needs to be planned, developed, implemented and monitored.
2. The population of Scheduled Tribes in Kerala State is 4,84,839 constituting 1.45 per cent of the State's total population (3.338crore) as per the 2011 Population Census. As per the Report on the Socio-Economic Status of Scheduled Tribes of Kerala (2008) of Scheduled Tribes Development Department, Kerala, there are 1,07,965 tribal families residing in 4762 habitats. About 11 percent (540) of the tribal habitats are situated within the reserve forests and 20 per cent (948) are in the immediate vicinity of reserve forests. One of the peculiarities of tribal population in Kerala is that there does exist large scale tribal concentrations and consequently there are no scheduled areas as per fifth schedule of the Constitution. However, there are tribal concentrated pockets like Edamalakudy in Idukki District, Puthur Grama Panchayat in Palakkad district, Thirunelly and Noolpuzha Grama Panchayaths of Wayanad district. The District wise total population and tribal population, as per the 2011 population Census, is given below.

Table 1 District-wise Scheduled Tribes Population in Kerala

District	Total Population in 2011 (As per Census Population) (in lakhs)	ST population in 2008 (Tribal Survey)	ST Population 2011 (Census)	% ST Population to Total Population in 2011
Thiruvananthapuram	3307284	17185	26759	0.8
Kollam	2629703	4641	10761	0.4
Pathanamthitta	1195537	6379	8108	0.7
Alappuzha	2121943	3014	6574	0.3
Kottayam	1979384	16764	21972	1.1
Idukki	1107453	52913	55815	5.0
Ernakulam	3279860	8936	16559	0.5
Thrissur	3110327	5561	9430	0.3
Palakkad	2810892	46948	48972	1.7
Malappuram	4110956	14496	22990	0.6
Kozhikode	3089543	10627	15228	0.5
Wayanad	816558	153181	151443	18.5
Kannur	2525637	37772	41371	1.6
Kasaragod	1302600	47791	48857	3.8
State Total	33387677	426208	484839	1.5

Human Development Index (HDI) Status

3. One of the main findings of the State Human Development Report 2005 [Kerala State Planning Board] is that there is a vast difference in the Human Development Indices among different social groups in the State. While the mainstream society excels in various facets of human development, the tribal communities lag far behind. The Report also indicates that the Deprivation Index [on the basis of inaccessibility to basic amenities viz., Housing, Sanitation, Drinking Water and Electrification] is significantly high in case of Scheduled tribes of the State as compared to the general society. Poverty among Scheduled Tribes in Kerala still remains more than two-and-a-half times that of the all Kerala rural population below the poverty line, which stands at 9.4 per cent.
4. In spite of the various welfare measures initiated and the Constitutional protections given, the present status of the tribal community is characterized by social backwardness, economic vulnerability, poor health and low educational standards. The community is also inflicted with social evils like alcoholism and drug abuse. The incidence of poverty among the tribal groups of Kerala is half that of all India (KDR, 2008). The Index of Deprivation is based on the basic necessities for well-being such as housing quality, access to drinking water, electricity for lighting, good sanitation, health care initiatives and education. Accordingly, the deprivation index of the State was worked out as 57.9% in 2001, while the same for the state as a whole was 29.5%. The State's tribal deprivation rate based on Population Census 2011 is 43.34% which is much lower than the rate of 57.9% in 2001. Among the districts, Idukki has the highest tribal deprivation rate (51.94%) followed by Palakkad (50.78%), Kasargod (49.81%) Wayanad (48.66%) and Kannur (42.02%). This depicts the positive impact of ST development programmes during tenth and eleventh plan.

Critical Gaps in Development

5. The developmental intervention of Government of Kerala pertaining to tribal welfare so far was rather support for sustenance like distribution of individual benefits which could not generate investable surplus or savings for the tribes. Even in the case of agricultural operations, the land available for cultivation of majority of tribal is inside or surrounded by forests and vulnerable to damage by wild animals. Tribal distress is common as a result of lack of cultivable land with major portion of the tribal families, low production and marketing, price arbitrage, lack of value addition and storing mechanisms etc. There is lack of hand holding support to the tribals from different administrative departments. A focused intervention is required to fill the critical gaps existing in various development sectors through co-ordinated effort.
6. Apart from the livelihood sector, in the health care sector also urgent interventions are required to address the peculiar health issues of tribal people like sickle cell anaemia, skin diseases, addiction to alcohol, etc. Some research studies point out that the longevity of tribes is far below the state average. As majority of tribal settlements are in inaccessible and interior forest areas; there is lack of health centres in the vicinity of the habitats. There exist a good number of differently able people, for whom there are no suitable schemes to address separately.
7. Hence a co-ordinated effort is required in the sectors of agriculture, social and infrastructure for a focused intervention aiming at the comprehensive development of tribals.

Literacy

8. Literacy rate of Scheduled Tribes in the State is 74.44 per cent, which is lower than the State average literacy of 93.91 per cent (2011). The highest literacy rate is in Kottayam District which stands as 94.31 per cent. The literacy rate of Scheduled Tribes in Palakkad is reported as 57.63 per cent which is the lowest among the districts in the State. Here also the Cholanaickan community in Malappuram district stands with the lowest literacy rate (39.90%). The literacy rate of ST males belonging to Kadar and Kattunayakam communities are also lower than the State average. The women literacy is 70.15 per cent as against the general literacy of 74.44 per cent of Scheduled Tribes. The lowest rate of women literacy is also recorded in respect of Cholanaickan community which is 42.55 per cent.

Employment Status

9. The employment pattern of Scheduled Tribes is broadly classified into three, namely; forestry sector, agriculture & allied sectors and non-agriculture & allied sectors
10. The Scheduled Tribe population in the age group of above 5 years of age are estimated as 3,84,978. Of them, 1,77,910 (46.21%) are identified as individuals having no income. The remaining 2,07,068 persons (53.79%) have some type of employment. It has been estimated that 17,138, persons (4.45%) of the total are engaged in forestry sector, 1,44,264 persons (37.48%) depend on agriculture and allied sectors and 45,666 persons (11.86%) are workers in non-agriculture and allied sectors. Of the total persons employed, 1, 58,935 (76.75%) are workers in various sectors like agricultural labour (1,11,636), non-agricultural labour (19,794), MGNREGS (11,752), forest area (10,939) and other sectors (4814). The self-employed among the Scheduled Tribes are 39,167 (18.92%).

Unemployment

11. The unemployed persons in the age group 15-59 are 84,207. They constitute 30.27 per cent of the total number of 2,78,172 persons in the age group 15-59. Of them, 60,776 are women and constitute 72.17 per cent of the unemployed. The unemployed women in the age group 15-29 are 37131; representing 61.09 per cent in the total unemployed women in the age group 15-59. Of the total unemployed persons, 55876 are (66.36 %) in the age group 15-29, 14919 are (17.72%) in the age group 30-44 and 13412 are (15.93%) in the age group 45-59.

Malnutrition

12. Altogether 14134 families are apparently affected by malnutrition. This segment constitutes 13.09 per cent of the total families. The largest numbers of such families are found in Wayanad, Palakkad and Idukki Districts. But the proportion of malnourished families is highest in Pathanamthitta followed by Alappuzha and Malapapuram Districts.

Basic Amenities

13. *Housing.* Altogether, 10,374 families are absolutely houseless. They constitute 9.61 per cent of the Scheduled Tribe families. Besides, there are 16,633 sub families having no independent houses. Taking into account this category also as houseless, the total houseless families would be 27,007 constituting 25 per cent of the total Scheduled Tribe families. (as per the Survey 2008). Recently, as on 31/08/2016, it is estimated by TEO offices that approximately there are 15000 ST families without houses and 12000 ST families requiring both house site and houses
14. *Electrification.* About 26.98 per cent of settlements are yet to be electrified in the State. The proportion of settlements without electricity connection is 56.77 per cent in Malappuram District, followed by 43.48 per cent in Idukki and 41.27 per cent in Kozhikode.
15. *Drinking water.* Altogether 17784 families (16.47%) have their own source of drinking water like wells or tube wells. Thirty five thousand one hundred and twenty families (32.53%) are depending on public wells or tube wells. About 18799 families (17.41%) are using natural sources such as river, lake or stream (neerchal) for collection of drinking water.
16. Altogether, 42,601 families face scarcity of drinking water. They constitute 39.46 per cent of the total families. Scarcity of water during summer season is faced by 33,623 families (72.96%).
17. *Health.* Altogether 2103 tribal settlements have no health care institutions within their premises. This constitutes 44.16 per cent of the total settlements. Health care workers are not available for 780 settlements. Health care services such as immunization, medical camps, cleaning campaign etc had never been organised in 1306 settlements. The situation is worst in Wayanad, Palakkad, Kasaragod and Idukki Districts.
18. *Sanitation.* There are 1543 settlements without domestic or public latrines. They are 32.08 per cent of the settlements in the State. Of them 598 are in Wayanad, 270 in Palakkad, 165 in Kasaragod and 162 in Idukki. Altogether, 51,551 families are without proper latrines.
19. *Roads.* Out of the 4762 ST settlements, 60.31 per cent are connected by motorable roads. Only footpaths or pathways are available in 1225 settlements. Around 7.69 per cent settlements (366) have no connectivity at all; mostly within forests. A substantial number of tribal families located in scattered areas are also without proper access. A total of 1467 houses located in scattered areas have no proper access. They are 26.67 per cent of the houses in scattered area.

Particularly Vulnerable Groups (PTGs)

20. There are five Particularly Vulnerable Tribal Groups in the State viz. Kattunaikan, Cholanaikan, Kurumbas, Kadars and Koragas settled in Wayanad, Nilambur, Thrissur, Kasargod, Kozhikode and Palakkad. According to the Tribal Survey 2008, the PVTG population is 26,273 and the number of households is 6771 in 603 settlements.

Weaker Section among Scheduled Tribes

21. Arandan/Aranadan, Wayanadankadar, Kudiya/Melakudi, Mahamalar, Palleyan/Palliyar, Thachanadan Moopan, Malapanickar and Malamchandaram are the 8 minority communities among the ST communities in Kerala. Adiyar, Eravalan, Hill Pulaya, Irula, Malasar, Malayan, Mudugar and Paniyan are the 8 marginalised ST communities. Kadar, Kattunaikan, Koraga, Kurumar/Kurumbas and Cholanaikan are the 5 Particularly Vulnerable ST communities (PVTGs) in the state. These 5 PVTG communities can also be considered as highly marginalised groups. The ST Development Department has already undertaken a few programmes to address the problems of communities like Adiya, Paniya and Primitive Tribes utilising TSP funds as also funds like SCA to TSP, provisions under Art 275(1) etc. The number of families, population, sex ratio, literacy rate and area of habitation of these communities, as per ST survey 2008, are given below.

Table 2 Community-wise information of Scheduled Tribes

Name of community	Families	Population	Sex ratio	Literacy rate	Area of Habitation
<i>Minorities</i>					
1. Arandan/Aranadan	80	247	1308	49.28	Malappuram
2. Wayanadankadar	174	673	934	86.46	Wayanad
3. Kudiya, Melakudi	195	911	989	79.69	Kasaragod
4. Mahamalar	40	143	932	43.55	Palakkad
5. Palleyan/Palliyar/ Paliyan	423	1484	1003	78.25	Idukky
6. Thachanadan Moopan	391	1649	1026	80.73	Wayanad
7. Malapanickar	236	982	1144	83.04	Malappuram Kollam,
8. Malamchandaram	514	1662	1024	51.73	Pathanamthitta
<i>Marginalised</i>					
9. Adiyar	2576	11221	1082	66.26	Wayanad
10. Eravalan	1255	4418	999	50.38	Palakkad
11. Hill Pulaya	960	3415	998	65.55	Idukky
12. Irula	7617	26525	1015	60.01	Palakkad
13. Malasar	1267	4201	986	50.4	Palakkad
14. Malayan	1461	5550	1047	63.23	Ernakulam, Thrissur, Palakkad
15. Mudugar	1274	4668	1098	64.15	Palakkad
16. Paniyan	21605	92787	1057	65.19	Wayanad, Kannur, Malappuram, Palakkad, Kozhikode
<i>PVTGs</i>					
17. Kadar	545	1974	1041	58.74	Thrissur, Palakkad Wayanad,
18. Kattunaikan	5137	19995	1009	59.37	Kozhikode, Malappuram, Palakkad
19. Koraga	445	1644	1050	78.35	Kasaragod

20. Kurumbar/Kurumbas	543	2251	996	56.36	Palakkad
21. Cholanaikan	101	409	834	39.63	Malappuram

Gender Dimensions of ST Families in Kerala

22. In most of the tribal societies in Kerala women enjoy equal status with men and are the cornerstone of the social structure of the tribal societies. Tribal women enjoy certain economic and social equalities and are equal partners in family and conjugal rights. But they do not enjoy pre-marital freedom. Even though they have an important position in tribal society, they are debarred from exercising power and also do not hold any properties as these are always vested with the males. Though these tribal women enjoy some freedom with regard to marriage and family as compared to other societies in Kerala, they are marginalised in the socioeconomic and political spheres of life. Due to the impact of modernization and influence of non-tribal societies on tribal societies, women are losing the socio economic and cultural positions that they enjoyed earlier. In many socio economic characteristics, the tribal women lag behind tribal men.

Female Population

23. The share of female in tribal population is 50.77 percent (2,16,389). Thiruvananthapuram District has the highest proportion of women with 52.67 per cent, where as in Idukki the proportion of female to male is only 49.91 per cent. The details on the female population in the State are shown below.

Table 3 Female Population

State	Population		
	Total	Female	% to Total
Kerala	426208	216389	50.77

Table 4 Single Female Member Families

State	Families		
	Total	Single Female Member Families	% to Total Families
Kerala	107965	2011	1.86

Age, Marital Status, and Women in Distress

24. The women population can be classified into five broad categories, such as married, separated, widows, single mothers and others consisting of children, students, unmarried etc. Among the women population 100245 are married (46.33%), 4943 are separated (2.28%), 21561 are widows (9.96%) and 928 are single mothers (0.43%). The children, students, unmarried etc. under the category of others are 88712 (41%) and 8.60 per cent are above 60 years.

25. The women in distress above 60 years consist of 10605 widows (96.08%), 384 separated women (3.48%) and 48 single mothers (0.43%). The proportion of women in distress above 60 years to the total women in distress in Mala Arayan community is 58.91 per cent, which is higher than the state average. The next community, which has the high ratio of women in distress above 60 years is Kurumar. Kurumar community has the ratio of 48.45 per cent. This reveals the fact that the status of women is poor in relatively better ST communities like Mala Arayan and Kuruman.

Female Literacy and Educational Status

26. A total of 58,540 women, belonging to Scheduled Tribes are illiterates. The women literacy is 70.15 per cent as against the general literacy of 74.44 per cent of Scheduled Tribes. Altogether, 1,10,507 women have the qualification below SSLC or 10th as against the total 1,96,132 women above 5 years of age. Among the Scheduled Tribe women, those who have studied below SSLC are 56.34 per cent. In respect of PVTG, the proportion is below the state average.
27. There are 15,203 women with SSLC and 8728 with higher secondary (+2) education. These two categories together form 23931 which constitute 12.20 per cent of the female population of Scheduled Tribes. The total number of Scheduled Tribe persons who have passed SSLC and Plus Two are 46,716. Thus the women have outnumbered the males in passing SSLC and Plus Two. The performance of women of PVTG in SSLC and Plus Two examinations are far behind the state average.
28. Graduates and post graduates among Scheduled Tribe women are 2482 and 508 respectively. There are 4475 graduates and 822 postgraduates in the Scheduled Tribes. As such it can be seen that the females had shown more initiative in higher education than the males. The diploma and certificate holders in technical branches are 3686 among the Scheduled Tribes. Of them, 2490 are females, claiming 67.55 per cent of the total. The representation of women belonging to PVTG in acquiring technical knowledge and skill is only 1.41 per cent while their share to the total female population is 5.88 per cent.
29. Among the Scheduled Tribe communities there are 27 female engineering graduates and 37 female medical graduates. The male medical graduates are only 28. Thus the females have proved their predominance in medical education. Among 26 communities there is no female representation of engineering graduates while these communities together contribute 59.86 per cent of the total female population of Scheduled Tribes. Similarly no one among females belonging to 28 communities have obtained medical degree. The females in these communities constitute 77.10 per cent of the total female population. Besides, the females among the 5 PVTGs had not gained either engineering or medical degrees.

Enrolment of Girl Students

30. The Scheduled Tribe girls between the age 3-5 years are 12,037. Of them, 10,012 have not enrolled in anganwadies, indicating that 83.18 per cent of the girl children have not entered into the pre-primary level of education. The rate of non-enrolment of the girl children in anganwadies is 93.66 per cent among PVTG. Among Paniyans, 2953 girls in the age group 3-5 years as against the total 3234 girls are out of preschool education (91.31%).

Dropout of Girl Students

31. The dropout syndrome among Scheduled Tribe girls is very high. It is estimated that 15,224 girls had left out the educational institutions without finishing their studies. They represent 33.51 per cent of the total girl students of Scheduled Tribes. The secondary level of education is the most vulnerable stream of dropout of girl students. The girls who have discontinued their studies at secondary level constitute 85.59 per cent of girl students in secondary classes. The dropout rates in certificate and diploma courses also seem to be on the higher side. Even 11 girls have dropped out

of their engineering degree course, resulting huge loss to the society as well as the State. The details on dropout of girls at different stages of studies are given in the following table.

Table 5 Dropout of Girl students from educational institutions

Sl. No	Course/Class	Girl Students	Dropout	% to Girl Students
1	Primary	31473	6962	22.12
2	Secondary	6810	5829	85.59
3	Higher Secondary	3583	721	20.12
4	Graduation	1772	230	12.98
5	Post-Graduation	167	82	49.10
6	Certificate Courses	380	382	100.53
7	Diploma Courses	239	534	223.43
8	B Tech	89	11	12.36
9	MBBS	40	-	-
10	BAMS	10	-	-
11	BHMS	2	-	-
12	Others	864	-	-
	Total	45429	15224	33.51

Employment Pattern

32. Scheduled Tribe women had proved their identity in every field of occupation. The sectors of employment engaged by women can broadly be classified into forestry, agriculture and non-agriculture. Among the Scheduled Tribe women, there are 81,491 main workers in the age group 15-59, engaged in different occupations. The agricultural labour constitutes 53.39 per cent of the total work force. Farming is the next sector, which provides employment for 11.56 per cent of women workers in the age group 15-59. Mahathma Gandhi National Rural Employment Guarantee Scheme (MGNREGS) provide employment to 11.12 per cent of the women workers in the age group 15-59. Collection of forest produces and herbal plants, traditional occupation and occupations in forest area together provide employment for 7.87 per cent of women workers. The representation of government/ quasi government employees is 4.34 per cent of the total main workers.
33. In the age group 15-59, altogether 20,044 women workers have subsidiary occupations. The non-agriculture and allied sectors are the major source of subsidiary occupation. Approximately 52.47 per cent of the subsidiary occupations are provided by the non-agriculture and allied sectors.
34. The main workers of tribal women above 60 years are 4757. Of them, 71.60 per cent have their main occupation under agriculture and allied sectors, consisting of agriculture, animal husbandry and agriculture labour. Approximately 50 per cent of them are under non agriculture and allied sectors.
35. The women workers in forestry sector in the age group 15-59 are 6414. Altogether, 55,773 women main workers depend on agriculture and allied sectors, for their livelihood. Of them, 43511 (78.01%) are agricultural workers.
36. There are 19304 women main workers in non-agriculture and allied sectors in the age group 15-59 consisting of 9062 workers under MGNREGS, 4906 workers in non-agricultural sector and 3535 employees in government/quasi government sectors.

37. The total main workers of Scheduled Tribes in the age group 15-59 in all sectors of employment are 1,93,965. Of them, 81491 (42.01%) are women. The representation of women is above 50 per cent in traditional occupations, collection of herbal plants, animal husbandry, MGNREGS etc.
38. In the case of subsidiary occupation the proportion of women workers in the age group 15-59 is 40.92 per cent. There are 20,044 women engaged in subsidiary occupations as against the total number of 48987 tribes engaged in subsidiary occupations. Women workers are more in sectors such as animal husbandry, MGNREGS, traditional occupation etc.

Unemployment among Women

39. There are 84207 Scheduled Tribes in the age group 15-59 without any gainful occupation. Of them, 60,776 are women and constitute 72.17 per cent of the unemployed. The unemployed women in the age group 15-29 are 37131, representing 61.09 per cent in the total unemployed women in the age group 15-59.
40. The proportion of unemployment among educated women is high compared to the total unemployed Scheduled Tribes in the age group 15-59. Nine thousand three hundred and sixty one women with the qualification of SSLC are reported unemployed. 6694 women having +2 level of education are also enlisted as unemployed. The graduates and post graduates among the unemployed women are 2015.
41. The unemployment among women in the age group 15-59 holding technical/professional certificate/degree is very high compared to the total unemployed persons of technically qualified. The unemployed women with technical / professional qualification are 1620 (64.49%) as against the total 2512 unemployed persons with technical/professional qualification. Altogether, 9 girls with engineering degree and 11 girls with medical degree are unemployed. Among the unemployed women with technical/professional qualifications 1306 are in the age group 15-29, 264 are in the age group 30-44 and 50 are between the ages of 45-59.
42. Another group of unemployed women in the age group 15-59 are the vocationally qualified and skilled. Altogether, 1705 girls who have acquired vocational qualification or skill in trades like engineering, medical treatment, teaching, tailoring etc. remain unemployed. Of them, 1146 (67.21%) are in the age group 15-29, 422 (24.75%) are between the age 30-44 and 137 (8.05%) are in the age group 45-59. Girls with tailoring skill constitute approximately 43 per cent of the vocationally skilled unemployed women. About 149 Girls with nursing education are found as unemployed.

Basic Amenities of Women and Women Headed Families

43. The details on the housing status of women in distress are given in the following table.

Table 6 *Housing Status of Women in Distress*

Sl. N	Category of Women in Distress	Women Families		Dilapidated Houses
		Landless	Houseless	
1	Single Mothers	1	19	405
2	Single Mothers as Head of Family	22	41	304
3	Widows as Head of Family	385	988	12066
4	Women as Head of Family	566	1099	6810
5	Families with Daughters Attained the	346	965	16692
6	Families with Separated Women/	119	342	5227
Total		1439	3454	41504

44. Altogether 16,693 families of Scheduled Tribes are fully depending on others for drinking water. Of them, 4482 (26.84%) are women headed families. The Scheduled Tribe families without proper latrines are estimated as 51,551. Of this, 12402 (24.06%) are women headed families. The numbers of unelectrified houses of Scheduled Tribes are 61,098. Of them, 14,486 (23.71%) houses are of women headed families.

Social Security Measure

45. The ration cards facilitate to avail food articles at subsidised rates. In addition it is a document which serve as an ID and even as a proof for family income as far as the Scheduled Tribes are concerned. 4974 houses of women headed families are without ration cards. As the total families without ration cards are 24,995, the women headed families constitute 19.70 per cent of the total.

46. The BPL (Below Poverty Line) is the bench mark for medical treatment and for availing benefits under rural development and social welfare schemes. As such the classification of families as APL and BPL has to be done more meticulously. Such an exercise has not been done in the case of Scheduled Tribes. Consequently many of the deserving families are outside the BPL list. Therefore, the BPL families among Scheduled Tribes are only 55,392. Of them, 16076 are women headed families (29.02%).

Role of Scheduled Tribes Development Department, Kerala

47. Socio-economic development and protection of the tribals from all kinds of exploitation are the twin objectives of Tribal Sub Plan. As per the TSP strategy, the State used to allocate an amount which is more than proportional to the Tribal Population in the State as TSP provision in the budget for the exclusive development of STs in the State.

48. The role of the Scheduled Tribes Development Departments very crucial in the implementation of TSP and other Welfare/protective programmes for the tribals. The department directly formulates and implements programmes in the field of education, housing, health care and economic development. Besides these, the department has an ex-officio role to ensure that the local bodies are formulating and implementing tribal development programmes observing the guidelines prescribed, particularly those concerned with infrastructure development like roads, water supply, electrification, soil conservation etc. in the tribal areas, while considerable TSP funds are operated by the local bodies. The department also helps the Local Bodies in implementing their own TSP projects/programmes and also for implementing the schemes transferred to local bodies through the staff transferred to the Local Governments (Project officers of ITDPs/Tribal Development officers/Tribal Extension Officers). Apart from this the department has a major responsibility in

protecting the tribals from various kinds of Atrocities which the non-tribals often commit against them. The provisions under the PCR Act 1955 and the Prevention of Atrocities Act 1989 are widely used for punishing the culprits and to rehabilitate the tribal victims.

49. The Scheduled Tribes Development Department has a network of 7 Integrated Tribal Development Project [ITDP] offices and 10 Tribal Development Offices, spread across the state.
50. For the purpose of vetting, clearing and for according administrative sanction for the projects, Government have constituted the District Level working Groups in all districts with District Collector as Chairman and the District Level Officer of the Scheduled Tribes Development Department and the officers of the line departments as members. District Planning Officer is the convener of the District Level Working Group. At the State level, the State Level Working Group, with Principal Secretary to Government, SC/ST Development as Chairman, is functioning for vetting and approving the ST projects to be cleared at State level.

CHAPTER 2
EVOLUTION AND STATUS OF TRIBAL SUB-PLAN

History

51. The Tribal population of India, during the pre-British period had led almost an independent 'gotra' life of their own. Each tribal community had a common territorial division, usually geographically isolated having distinct dialect and cultural practices. They had customary laws which controlled their political, social and religious organizations and hence they did not have to depend on outside law and order institutions. They had control over natural resources and the richness of the flora and fauna satisfied eighty percent of their basic needs either in terms of consumption for food or making up of their shelter.
52. The British administrators who ruled India initially did not intervene the affairs of the population who lived in Tribal areas due to various reasons. Because they thought that the administration in hilly areas was very costly and also that it was desirable to keep them away from outside political interferences. However, the exploitation of landlords resulted in the revolt of Mal Paharas of Rajmahal hills in 1796. Simultaneously the railway expansion in India started by the Britishers in 1853, had felled big trees from the forests for the use of sleepers. The forest dwelling Tribal population protested against this move. It was in this situation, the Britishers enacted Indian Forest Act of 1865 which asserted the monopoly right of forest wealth. The provisions of the Act were further expanded in 1878 making the rulers vested with absolute ownership which infringed the 'right' of the Tribals. In all, there were 140 revolts led by the Tribals during the British period against the various types of exploitations and stringent forest regulations.
53. The Britishers based on the studies conducted by Dr. Francis Buchanan in 1807, followed by the studies of anthropologists and administrators like Riseley, Thurston, Dalton, Hutton and others, who all prepared descriptive accounts of habitat, economy, customs and traditions, social organisations etc. could understand the necessity to have a distinct arrangement and also the dangers of extending normal laws to the Tribal areas. Consequently in 1833, Chhotanagpur was declared as a non-regulated area, followed by the Scheduled Districts enactment of 1874, which empowered the respective head of the administrators to modify any enactment in force. In short, the executive was given the power to exclude these areas from the normal operation of general laws so as not to expose them and make victims of the various enactments brought into force from time to time.
54. The Montague, Chelmsford Report of 1918 concluded that the political reforms suggested for the rest of India could not apply to these backward areas. The Government of India Act of 1919 classified these tracts, as some areas are so backward and as such should be wholly excluded from the scope of the reforms. A system of modified exclusion was applied to other backward areas.
55. The Simon Commission (1930) has visualized a policy for Tribal Areas and observed, "the responsibility of Parliament for the backward tracts will not be discharged merely by securing to them protection from exploitation and by preventing those outbreaks which have from time to time occurred within their borders. The principle duty of the administration is to educate these people to stand on their own feet, and this is a process which has scarcely begun".

56. The commission was also of the opinion that “perpetual isolation from the main currents of progress would not help for the long term solution”. However, the Government of India Act, 1935 declared the backward areas as ‘Excluded’ and partially Excluded Areas.
57. There were no such areas in the erstwhile parts of Kerala. Summing up, it has been observed that the British Administration did more harm than doing good for the Tribal population of India.

Constitutional Provisions

58. The Constituent Assembly discussed wide ranging subjects before framing the Constitution for independent India. Replying to the objectives of the Resolution tabled in the Assembly Jaipal Singh of Chotanagpur who championed the cause of Adivasis said “what my people require is not adequate safeguards... we do not ask for any special protection. We want to be treated like every other Indian.... a new chapter of Independent India, where there is equality of opportunity, where no one would be neglected.”
59. Besides the extension of Fundamental Rights to the Tribes as any other citizen like equality before the law (Article 14) and prohibition of forced labour and traffic in human beings (Article 23) the Constitution of India has provided dual treatment of Tribal Areas and Tribal people and ensured provisions both for ‘protection’ and ‘development’ than any other backward classes. There are provisions to appoint a National Commission for Scheduled Tribes (Article 338) to investigate and report to the President, direct central government control over administration in Scheduled areas (Article 339(2)) and financial support (Article 275 (1)) as well. The statutory recognition (Article 342), proportionate representations both in the Parliament and State Legislations (Articles 330 and 332), reservation in services, restriction of non-tribals to move and settle or acquire property in tribal areas (Article 19 (5)), protection of language, dialects and culture (Article 29 (1) etc. are also there. The Directive Principles of the constitution require that ‘the State to promote with special care the educational and economic interests of the weaker sections of the people, and, in particular of the Scheduled Castes and the Scheduled Tribes, and shall protect them from social injustice and all forms of exploitation.’ It may be recalled here that the 73rd and 74th Constitutional Amendment has detailed the provisions for Local Self Governments for rural and urban area, and relating to the powers of authority and responsibilities of Panchayats, the thrust is given to ‘the preparation of plans for economic development and social justice (Article 243g) and also to take up matters listed in Eleventh Schedule like income generation from minor forest produces (item no. 7).
60. The Constitution of India has declared the areas predominantly inhabited by the Tribal people as Scheduled Area (Article 244(1)) under Fifth Schedule where there are provisions to restrict the application of inappropriate law, regulate allotment and transfer of land and money lending and the formation of Tribal Advisory Councils tailored to the policy matters. Later according to Bhuria Committee’s report, in the 5th Scheduled Areas, PESA (Panchayats Execution to the Scheduled Areas) Act, 1996 (No. 40) was introduced. According to this Act Gramasabha is supreme for overall development and empowered, among other things, competent to safeguard and preserve the tradition and customs of the people, their cultural identity, community resources and the customary mode of dispute resolution: The Tribals’ areas within the states of Assam, Meghalaya, Tripura and Mizoram (Article 244(2)) come under sixth Schedule and there are provisions for Autonomous district and Regional councils which serve as an instrument of self-management and have powers of legislation and administration of justice, besides executive, developmental and financial responsibilities.

61. Meanwhile another landmark legislation brought in to force is on ‘The Scheduled Tribes and other Traditional Forest dwellers (Recognition of forest rights) Act, 2006’, which enabled the target groups to enjoy three types of rights viz individual, community and developmental. Emanating from Article 17 of the constitution, the two central Acts (1)Protection of Civil Rights Act, 1955, (2) Scheduled Castes and Scheduled Tribes (Prevention of Atrocities Act, 1989) and as amended in 2015, also enable legal protection, compensation for victims, legal aid etc.
62. Thus, the Tribal Development scenario has to be understood in the above mentioned Constitutional provisions which stand for ‘protection’ and ‘development.’

Policy Approach

63. The policy for Tribal development discussed three approaches viz. isolation, assimilation and integration. It was decided to adopt the policy of integration. It is in a way main streaming without any imposition and to promote their cultural traditions, identity, self-dignity, emancipation from all type of exploitations etc.
64. The five principles spelt out in 1952, known as “Nehruvianpanchasheel” have been considered as a guiding force.
1. People should develop along the lines of their own genius and should avoid imposing anything on them, we should try to encourage every way their own traditional art and culture.
 2. Tribal rights in land and forest should be respected.
 3. We should try to train and build up a team of their own people to do work on administration and development. Some technical personnel from outside will no doubt be needed especially in the beginning. But we should avoid introducing too many outsiders into tribal territory.
 4. We should not over administer these areas or overwhelm them with a multiplicity of schemes. We should rather work through, and not in rivalry to, their own social and cultural institutions.
 5. We should judge results, not by statistics or the amount of money spent, but by quality of human character that is evolved.
65. There have been many changes in the tribal communities over a space of six decades or so. But the imbalances in growth from among the various tribal ethnic groups and tribal areas are noticeable now. Therefore, appropriate policy changes are to be taken in a comprehensive manner to promote economic growth and to provide equal opportunities to one and all.

Development Strategies at the National Level

66. India has adopted a Five-Year Plan strategy for overall development of the country. In the First Five-Year Plan (1951-56) the general development programmes also encompassed all the Backward classes of the people including the Scheduled Tribes. The Second Five-Year Plan (1956-61) began with socio- economic development based on the culture and traditions and introduced the special Multi- purpose Tribal Blocks. The Third Five-Year Plan period (1961-66) focussed reduction in disparities like education, health, communication and economic development, and to promote equity of opportunity. It may be recalled here that Attappady Block of Palakkad district became the first Tribal Block in Kerala (1962). The fourth Five-Year Plan period saw (1969-1974) the attempt to increase the standard of living of the Scheduled Tribes.

67. In the first four Five-Year Plan periods, the Elwin Committee (1957) Dhebar Commission (1961) and Shilu Ao Committee (1969) evaluated the Tribal Development programmes and suggested remedial measures, but these recommendations could not be implemented properly. It was under such circumstances, a Task force (1972) on 'Development of Tribal Areas' constituted by the Planning Commission reviewed the whole situation and found the inadequacy of plan outlay for the tribal development and suggested that ecological, occupational and social parameters of the development of tribal people should be considered for formulations of policy and its implementation. The Scheduled Tribes of India formed 7.5 percent of the total population, but the plan allocation for the first four Five-Year Plans has been less than 1 per cent of the total plan outlay.
68. Meanwhile, an expert committee set up by the Ministry of Education and Social Welfare in 1972, headed by Professor (Dr) S C Dube drafted a unique strategy known as Tribal Sub Plan (TSP) which is considered as a landmark shift in policy perspective. The TSP started from the Fifth Plan (1974-1978) and introduced a mechanism for implementation through Integrated Tribal Development Projects (ITDP'S). There shall be a TSP along with the national plan. The allocation of funds will be in proportion to the population of the Scheduled Tribes and there will be a budgetary head for this purpose. The TSP is aimed at 'development' and 'protection'. The real 'development' as distinguished from the 'welfare' primarily focussed in area development to narrow the gap between the levels of development of tribal and other areas and also to improve the quality of life. In a way there were income generating activities, infrastructural development and administrative reinforcement. The elimination of exploitation figured in all forms, to reinforce the inner strength of the people, improving organizational capabilities flexibility to take care of the special problems of the tribal region in each state etc. framed in the new strategy. Another outstanding feature of TSP is the funding pattern through various sources viz. State Plans, Special Central Assistance (SCA) to TSP, Grants under Article 275 (1), sectoral programmes of Central Ministries / Departments and Institutional Finance.
69. In the Sixth Five-Year Plan (1980-85) TSP has given emphasis on family- oriented economic activities rather than infrastructure development schemes. In order to cover more than half of the Tribal population, Modified Area Development Approach (MDDA) was started in tribal pockets of 10,000 populations. In the seventh Five-Year Plan (1985-90) there was substantial increase in flow of funds from the two major national agencies viz., Tribal Co-operative Marketing Development Federation (TRIFED- 1987) to support forest and agricultural produces and National Scheduled Castes and Scheduled Tribes Finance and Development Corporation (NSFDC 1989) to give credit, employment generation and skill development, also started functioning
70. The Eighth Five-Year Plan (1992-1997) dealt with elimination of exploitation, land alienation, socio - economic uplift etc. The Ninth Five-Year Plan (1997-2002) emphasized the advancement on social empowerment, economic empowerment and social justice for socio- economic development. The Scheduled Areas witnessed the implementation of PESA (1996). At the centre, a new ministry for Tribal Affairs has been created in 1999.
71. The Tenth Five-Year Plan (2002-2007) continued the previous approach and increased the outlays on education, minor irrigation and development of forest villages. The Eleventh Five Year (2007-2012) TSP has envisaged for rapid and inclusive growth so as to reduce poverty and unemployment. The creation of productive assets to sustain the growth attained, human resource development, provision of physical and financial security against all types' exploitation and oppression the

implementation of Forest Right Act were the important initiatives taken during the same plan period.

72. The Twelfth Five-Year Plan, TSP (2012-2017) came out with many details of policy approaches. The Ministry of Tribal Affairs (MoTA) released a Vision and Mission document. In a nut shell in the 12th Plan, TSP envisages overall improvement in the socio economic conditions, relaxing normative prescriptions in tribal majority areas, strengthening of implementing agency, engaging people from tribal community, sensitizing officials so as to have empathetic to tribal lives and traditions, monitoring closely, land acquisition for needy, plan within a plan for weakest, speedy implementation of PESA and FRA etc.
73. The Vision document of MoTA states “To empower socially, economically and politically the Scheduled Tribes to enable them to exercise effective control over their life style, their natural resources base and to make informed choices and to integrate them culturally, emotionally and psychologically into the national main stream and nation building process by facilitating reduction and removal of gaps in the Human Development Indices (HDI'S) and other development processes of the Scheduled Tribe population vis-a-vis the general population”.
74. The Mission document directs for enhancing capacity for growth, skills, faster generation of employment, management of environment, markets for efficiency and inclusion, decentralization, empowerment and information, technology and innovation, securing energy for future, rural transformation and sustained growth of agriculture, improved access to quality education and better preventive and curative health care.
75. Thus, the TSP approach has been tribal centric, people friendly community- oriented holistic and multifaceted. The major thrust areas and issues identified for the Tribal Sub Plan since the Fifth Five-Year Plan up to the fag end of the Twelfth Five-Year Plan periods persist in one way or other at varying degrees depending upon the availability of the resources and also on the growth attained by each community. Therefore the Thirteenth Five-Year Plan for Kerala has to rearrange and adopt all the points mentioned above over four decades and also to supplement certain points to be developed on the basis of the present status report and other emerging problems.

Status of Tribal Sub Plan in Kerala

76. The Tribal sub plan was introduced in Kerala during the fifth Five-Year Plan period. Earlier the Scheduled Castes and Scheduled Tribes affairs were administered by the then Harijan Welfare Department. In 1975, a separate Government Department viz., Scheduled Tribe Development Department, was created to provide the administrative structure for the implementation of TSP. In 1975 itself ‘The Kerala Scheduled Tribes (Restriction of Transfer on Lands and Restoration of Alienated Lands Act)’ was enacted (Later the Act was amended in 1999, by scrapping restoration of alienated land and it was substituted by alternate land). The Tribal Development Block of Attappady became the first ITDP in Kerala (1976). Later six more ITDP’s were also formed with specific jurisdictions. The development of the Scheduled Tribes outside the ITDP’s is now covered by ten Tribal Development Officers (IDO’s). The initiatives taken during the period include the formation of Sugandhagiri Cardamon project in Wayanad to rehabilitate mainly the freed bonded labourers (750 families) and Attappady farming co-operative Society (420 families). The Tribal Development Programmes had been decentralized at the district level in 1983-84.

77. The beginning of the Ninth Five-Year Plan coincided with the 73rd and 74th Constitutional amendments and the Local Self Governments have been entrusted with specified responsibilities relating to the welfare and development of Scheduled Tribes also. Almost two-third of the TSP fund was allotted to the LSG's. The Tribal Resettlement and Development Mission was formed in 2001 to accelerate land distributions and resettlement mainly to benefit the landless people. The TSP funds were withdrawn for 19 months from 8.10.2001. Again in 2003, during the Tenth Five-Year Plan 50% TSP funds were made available to the LSG's. Considering the vulnerability, language problems and exploitation of the Tribals, in addition to the Gramasabhas, 'Oorukootam' was introduced exclusively meant for the adult members of the Tribal Population (w.e.f 31-05-2003). During the Eleventh Five-Year Plan period the forest dwellers started getting ownership to individual rights which paved the way to provide infrastructural facilities for them. But the land coming under the development rights for the purpose of providing basic amenities to hamlet is yet to be implemented with a very few exception. The Twelfth Five-Year Plan period witnessed the amendment of FRA in 2012 which allowed to give Community Rights relating to the collection, value addition and sale of non-wood forest produces. The Thirteenth Finance Commission awarded 148 crores for the benefit of the five Particularly Vulnerable Tribal groups (PVTGs) of Kerala. There is an increase in the flow of funds from the State plan from two per cent to three per cent since 2014-15. There has been reduction in share given to LSG's to an average 22per cent. The increase in funds is now directed to Additional Tribal Sub Plan (ATSP). Another new idea is to divide the schemes into two viz., Green Book and Amber book where the schemes coming under former can go ahead with the starting of the financial year (April). There has been a move to include certain tribal pockets of five districts in the 5th Schedule of the constitution so as to implement PESA where Gramasabha is supreme and the same is pending before the MoTA.
78. To sum up, it is seen that the Tribal population of Kerala according to 2011 census is 484,839 which is only 1.45% of the total population of Kerala. There are 37 Tribal communities and of them 5 are coming under PVTG's. After 12 National Five-Year Plan periods, 8 Five-Year Plan under TSP, and 4 Five-Year Plan under LSG's, in general, the development of the Tribal population is not satisfactory. The advancement of certain communities is noteworthy while majority of them are found to be still marginalized. As a result within the Scheduled Tribes communities there are serious imbalances in growth. Broadly the target groups have formed into three layers viz., an upper layer who have stabilized their position, a middle layer struggling to raise their position to economic freedom and a lower layer who have not benefited out of planned change. Addressing 'Scheduled Tribes' as one category is going to harm the lower layer and would lead to further marginalization.
79. Therefore, the 13th Five-Year Plan has to address this issue seriously. If development initiatives are going to drive away, the under developed communities to further marginalization, the fault is ours. So there should be community specific, family specific concerted efforts to ameliorate the situation within the coming Five-Year Plan. It is a sorry state of affairs that the majority of the Tribal population has been waiting for the past six decades despite a constitutional mandate which clearly offers protection and development. The coming chapters are expected to analyze the situation in depth and would show the way to adopt better democratic planning strategies for the TSP in Kerala.

CHAPTER 3

REVIEW AND ANALYSIS OF TSP SCHEMES/PROGRAMMES DURING XI AND XII FIVE-YEAR PLANS

80. In order to ensure a comprehensive and holistic development of Scheduled Tribes in the country, the strategy of Tribal Sub plan (TSP) was introduced during the first year of fifth Five-Year Plan (ie 1974-75). Socio-Economic development and protection of the tribals from all kinds of atrocities and exploitation are the twin objectives of TSP. As part of the strategy all states have to earmark an amount from the state plan, which is equal or more than proportionate to the ST population in the State, for the exclusive development of ST families therein.
81. Ever since the concept was introduced, the state had taken keen interest in allocating funds to the TSP, which was always more than proportionate. From 1974-75 to 1982-83 the TSP provision was distributed among the line departments (sectoral departments) after budgeting in their respective head of accounts. From 1983-84 to 1996-97 a portion of the TSP funds was distributed to the district level for the formulation and implementation of need based and tribal area specific development programmes, after identifying the tribal concentrations and tribal clusters in the state.
82. As directed by Government of India, Kerala also had identified the tribal concentrations in the state namely, Integrated Tribal Development Project areas (ITDP). This concept ensures spatial dimension to the Tribal Sub Plan programmes. More than 70 per cent of the ST population in the state is within the ITDP areas now. ITDPs were functioning from 1974-75 itself. From 1989-90 onwards the number of ITDPs were raised to seven from five, after reconstituting the boundaries of the ITDPs. Right from the very beginning, TSP programmes, are implemented in the state with high emphasis on ITDP areas.
83. After decentralizing the TSP in 1983-84, the state had established a body in each district for the formulation, implementation and monitoring of TSP in the districts under the control of the District Collectors. The name of the Body was District Level working Group (DLWG), the District Collector being the Chairman of the Committee. All District Level Officers implementing TSP were members of the working group.
84. As per the direction of Govt. of India, the State pooled the TSP funds under various heads of account and brought to the single head of account of ST Development Department (STDD) during 1996-97. After the emergence of Local Governments (LGs) the State earmarked a sizable portion of the pooled TSP funds to the Local Governments (nearly 67%) during 1997-98. As soon as the Local Governments assumed power in the district and lower levels, the DLWGs in the districts ceased to exist from 1997-98.
85. From 9th plan (1997-98 to 2001-02) the state had earmarked nearly 67% of the TSP funds every year to the LGs except the last year 2001-02 during which the TSP funds allotted to LGs were taken back. During 2002-03, no funds were allocated to the LGs; the entire TSP funds were under the jurisdiction of ST. Development Department.
86. During 2003-04, 50% of the TSP funds were distributed among the LGs. The remaining 50% was under the control of the ST Development Department. Thereafter the quantum of TSP funds set apart for LGs has been decreasing. During 2016-17, the current year, the percentage of TSP quantum earmarked to LGs is only 22.85. The balance 77.15% is under the jurisdiction of ST Development Department.

Flow of TSP Funds from State Plan during 11th and 12th Five-Year Plan

87. The amount earmarked to Tribal Sub Plan from State Plan is known as “flow to Tribal Sub Plan”. From 1974-75 itself the yearly flows to TSP were always higher than the minimum based on the proportion of ST population in the State. From 1974-75 to 1996-97, a portion of the general sector funds was shown as notional flow to TSP. As the notional flows rarely materialized, it was stopped from 1997-98.

Table 7 Flow of TSP funds during 11th Plan in rupees crore

Year	TSP flow from State Plan	% of TSP flow from State Plan	TSP flow to STDD	% of TSP flow to STDD	TSP flow to LGS	% of TSP flow to LGS
2007-08	139.00	2	50.82	36.56	66.55	47.88*
2008-09	154.10	2	61.90	40.17	73.20	47.50*
2009-10	180.85	2.02	100.34	55.48	80.51	44.52
2010-11	200.50	2	112.03	55.88	88.47	44.12
2011-12	264.59	2.20	167.28	63.22	97.31	36.78
Total	939.04	2.05	492.37	52.43	406.04	43.24

*Note:**A portion of the TSP funds was earmarked as notional flows to line departments during 2007-08 and 2008-09.

88. During the first and second year of 11th Plan also (*i.e.* 2007-08 and 2008-09), Rs 21.63 crore and Rs 19 crore respectively were shown as notional flows from the State’s TSP provisions of Rs 139 crore and Rs 154.10 crores in the respective years. As this initiative was also found ineffective, the practice was stopped from 2009-10.

89. During 11th Plan period an amount of Rs 939.04 crore was earmarked as flow to TSP. This was 2.05% of the state plan provision during 11th Plan. The yearly flows were always equal to or more than 2% in the period. The year-wise flow to TSP during 11th Plan is shown in table 7 above.

90. Out of Rs 939.04 crore, Rs 492.37 crore (52.43%) was earmarked as flow to ST Development Department and Rs 406.04 crore (43.24%) was the TSP provision to Local Governments (LGs) during 11th Plan. The balance amount of Rs 40.63 crore is the notional flow during 2007-08 & 2008-09, as stated early.

91. It is seen that the percentage of TSP earmarked to ST Development Department is showing an increasing trend of 36.56% in 2007-08 to 63.22% in 2011-12. Whereas the percentage of TSP funds segregated for LGs has decreased from 47.88% in 2007-08 to 36.78% in 2011-12.

Table 8 Flow of TSP funds during 12th Plan in rupees crore

Year	TSP flow from State Plan	% of TSP flow from State Plan	TSP flow to STDD	% of TSP flow to STDD	TSP flow to LGS	% of TSP flow to LGS
2012-13	325.05	2.32	201.43	61.96	123.62	38.04
2013-14	389.85	2.29	265.55	68.11	124.30	31.88
2014-15	600.00	3.00	460.78	76.80	139.22	23.20
2015-16	604.50	3.02	465.28	76.97	139.22	23.03
2016-17	682.85	2.85	526.65	77.13	156.00	22.87
Total	2602.25	2.74	1919.69	73.77	682.36	26.23

92. During 12th Plan Rs 2602.25 crore was earmarked as TSP flow from the state plan provision of Rs 95010 crore. This is 2.74% of the state plan and is much higher than the overall flow of 2.05% during 11th Plan.

93. As happened during 11th Plan, the yearly TSP flows to ST Development Department has further increased from 61.96% in 2012-13 to 77.13% during 2016-17. Whereas, the TSP fund flow to LGs in the same period has decreased from 38.04% in 2012-13 to 22.87% in 2016-17. Year-wise TSP flows during 12th Plan are given in table 8.

Final Budget Provision and Expenditure under TSP during 11th and 12th Five-Year Plan

94. During 11th Plan an amount of Rs 492.37 crore was earmarked as flow to TSP operated by STDD. But due to the revision of annual plan budgets the final outlay for the five year period was only Rs 441.99 crore. Of this Rs 413.33 crore (93.52%) was expended by the department. In the case of LGs, the total budgeted outlay for the period was Rs 406.04 crore. Because of the carryover of unutilized TSP funds from previous years, the funds actually available were Rs 560.50 crore. Out of this the LGs spent Rs 395.42 crore (70.54% only).

95. It is appreciable to note that the STDD has been doing well in terms of incurring expenditure under TSP compared to the LGs. There exists significant difference between the percentage of expenditure under STDD and LGs.

Table 9 Final TSP budget provision and expenditure 11th Plan in rupees crore

Year	STDD			% of Expenditure	Local Governments			
	Original budget outlay	Final budget allocation	Expenditure		Budgeted outlay	Funds available	Expenditure	% of Expenditure
2007-08	50.82	51.09	47.09	92.16	66.55	91.18	71.16	78.04
2008-09	61.90	61.08	55.26	90.48	73.20	97.27	73.13	75.16
2009-10	100.34	95.10	93.77	98.60	80.51	109.71	79.78	72.72
2010-11	112.03	93.03	80.43	86.46	88.47	120.31	78.28	65.06
2011-12	167.28	141.69	136.78	96.54	97.31	142.03	93.07	65.53
Total	492.37	441.99	413.33	93.52	406.04	560.50	395.42	70.54

96. There are several reasons for the low expenditure of LGs under TSP. The general sector expenditure under LGs during 11th Plan was less than 80% only. Hence the trend of expenditure of

LGs, both under TSP and general sector are alike although the TSP expenditure was always lower than that of general sector. This is partly due to the fact that majority of the LGS are not taking adequate interest in TSP implementation. The line departments including STDD are not supposed to follow the lengthy plan formulation exercises every year like the LGs, which leads to delayed start of implementation and low percentage of expenditure in respect of the LGs. Another feature of line departments is that majority of the projects implemented by them are part of ongoing schemes; the number of new schemes are few. If we use the original budgeted outlay of Rs 406.04 crore as the base for calculating percentage of expenditure, then the percentage of expenditure of LGs becomes 97.38 during 11th Plan, which is slightly better than that of STDD.

97. During the first 4 years of 12th Plan, an amount of Rs 1274.84 crore was finally budgeted under the TSP of STDD and spent Rs 1146.96 crore (89.97%). This is slightly less than the percentage during 11th Plan. As against this the LGs spent Rs 509.93 crore out of Rs 765.12 crore available (66.65%). In the case of LGs also the expenditure percentage has decreased compared to 11th Plan.

Table 10 Final TSP Budget Provision and Expenditure 12th Plan in rupees crore

Year	STDD			Local Governments				
	Original budgeted outlay	Final budgeted allocation	Expenditure	Percent of Expenditure	Budgeted Outlay	Funds available	Expenditure	Percent of expenditure
2012-13	201.43	173.80	172.75	99.45	123.62	162.17	102.00	62.90
2013-14	265.55	288.93	256.90	88.91	124.30	183.11	136.89	74.76
2014-15	460.78	430.78	376.53	87.40	139.22	185.44	121.61	65.58
2015-16	465.28	381.33	340.78	89.37	139.22	234.40	149.43	63.75
Sub Total	1393.04	1274.84	1146.96	89.97	526.36	765.12	509.93	66.65
2016-17	526.65	526.65			156.00			

98. The year wise allocation and expenditure under TSP during 12th Plan are given in table 10.

99. While the maximum fund utilization under TSP of STDD is seen during 2012-13 (99.45%), the LGs depicted the least TSP utilization (62.90%) during 2012-13. In fact the change in guidelines during the course of formulation of Annual Plan 2012-13 has affected the progress of TSP in all LGs.

Important Schemes of STDD during 11th & 12th Five-Year Plans

100. During 2011-12, the last year of 11th Plan there were 56 TSP schemes under the jurisdiction of STDD, including 50% CSS of STDD and State share contribution to IAY and SGSY (both schemes are CSS of Rural Development Department). In addition to these there were eight 100% CSS, including SCA to TSP. For ensuring qualitative change and progress in the planning process, the STDD brought in the following reforms during 12th Plan.

1. It was decided to make sector/subsector wise allocation of TSP funds based on certain principles
2. Similar schemes were brought together and put under the title “Umbrella Schemes” and thereby controlled the increasing tendency of number of schemes

3. Online submission of Annual Plan proposals
 4. From 2016-17 a new system of budgeting of plan schemes was introduced, whereby all top priority schemes which can be implemented quickly are placed in a part namely, Green Book and all others are shown in another part – Amber Book.
101. Accordingly, the STDD is currently implementing only 24 TSP schemes including 50% Centrally Sponsored Schemes and the 40% State Share contribution to the 60% CSSs namely, IAY and SGSY/NRLM maneuvered by the Rural Development Department. Besides these there are twelve 100% Centrally Sponsored Schemes (CSSs). Apart from all these the STDD is implementing programmes utilizing Special Central Assistance funds (SCA to TSP) released by Government of India as additionality to TSP.
102. Broadly these schemes can be categorized as Education, Housing, Health Care, Protection and Rehabilitation, Economic Development and other need based programmes. In the light of this, a broad sector wise analysis of these schemes during 11th and 12th FY Plan is given below.

Education

103. The ST Development Department distributes pre matric and post matric scholarships to all the ST Students in the states (nearly 90000 ST Students). Besides this, special scholarships and incentives are given to brilliant ST Students. For motivating and promoting tribal education of ST Students hailing mainly from inaccessible areas, the department is running 106 pre matric hostels (as against a sanctioned number of 115) and 3 post matric hostels in the state. The Department has 23 single teacher schools for providing primary education to ST Students in remote tribal areas. For imparting pre-primary education there are 13 nursery schools, 9 kindergartens, 7 balawadies/vikasvadies/balavijanakendras under STDD. Besides these there are 14 Training Centers and 2 Vocational Training Institutes (NCVT pattern) for providing job oriented technical training to ST youths.
104. In order to impart high quality education to selected ST Students, the department runs 19 model residential/ashram schools, including 2 CBSE schools (English medium) in the State. This is a centrally sponsored scheme. Government of India releases funds under the provision art 275(1) also for this purpose. SC Students and a few non SC/ST students are also admitted in these schools. For imparting primary education to Particularly Vulnerable Tribal Group children (PVTG), 7 Peripathetic Education Centres are functioning. The plan outlay and expenditure under Education Sector of ST Development Department during 11th and 12th Plan are shown in table 11 below.

Table 11 Budgeted outlay and expenditure under Education Sector of ST Development Department in rupees lakh

Year	11th Plan			Year	12th Plan		
	Budgeted Outlay	Expenditure	% of Expenditure		Budgeted Outlay	Expenditure	% of Expenditure
2007-08	3121.51	3121.51	100	2012-13	8071.00	8071.00	100
2008-09	3489.25	3489.25	100	2013-14	9798.70	9798.70	100
2009-10	3957.98	3957.98	100	2014-15	12877.65	12877.65	100
2010-11	7302.00	7302.00	100	2015-16	13480.02	13480.02	100
2011-12	6573.42	6573.42	100	Sub	44227.37	44227.37	100

		Total			
				I	
Total	24444.16	24444.16	100	2016-17	15530.01

105. Nearly 24 per cent of the gross plan outlay of STDD is segregated for educational programmes. For example, Rs 155.30 crore has been budgeted during 2016-17 for educational programmes of STDD. This is 23.74% of the Gross plan outlay Rs 654.16 crore during the year.
106. During 11th and 12th Plan (first four years) the STDD could spent the entire amounts budgeted under educational programmes. An amount of Rs 244.44 crore was budgeted during XI plan under education sector and the entire amount spent. Similarly Rs 442.27 crore was allocated during the first four years of 12th Plan and achieved cent per cent expenditure. Year-wise details are given in table 11.
107. Besides plan funds, the STDD is using a sizable portion of their non plan funds for educational programmes. Disbursement of pre matriculation and post matriculation scholarships, running and maintenance of pre-matric /post matric hostels, running ITCs etc. are the major educational programmes financed utilising non plan funds. During 2016-17, Rs 57.62 crore has been budgeted under non plan for educational programmes of STDD.

Housing

108. When the ST Survey was carried out in 2008, the percentage of houseless ST families was only 9.61. Whereas the percentage of ST families demanding either repair or replacement of their existing houses was 69.86. Hence, lack of quality houses including dilapidated is the main problem confronting tribal housing in the state now.
109. During 11th Plan (2007-08 to 2011-12) the STDD budgeted Rs 4144.79 lakh for various tribal housing schemes and spent Rs 4130.23 lakh (99.65%). The yearly financial achievement for all the 5 years was more than 97%.
110. The STDD budgeted Rs 13423 lakh during the first 4 years of 12th Plan (2012-13 to 2015-16) and expended Rs 13334.49 lakh (99.34%). The financial achievement during 12th Plan also is nearly cent percent, as in the case of 11th Plan.
111. During 2016-17, Rs 5000 lakh has been budgeted for the tribal housing programmes of STDD. The year-wise outlay and expenditure during 11th & 12th Plan are given below.

Table 12 Budgeted Outlay & Expenditure of various tribal housing programmes under STDD during 11th & 12th Five-Year Plans in rupees lakh

11thFive-Year Plan				12thFive-Year Plan			
Year	Outlay	Expenditure	%	Year	Outlay	Expenditure	%
2007-08	300.00	297.00	99	2012-13	2500.00	2499.90	99.99
2008-09	400.00	390.04	97.51	2013-14	2750.00	2749.87	99.99
2009-10	500.00	498.54	99.70	2014-15	3300.00	3271.15	99.13
2010-11	944.79	944.79	100.00	2015-16	4873.00	4813.57	98.78
2011-12	2000.00	1999.86	99.99	Sub Total	13423.00	13334.49	99.34
Total	4144.79	4130.23	99.65	2016-17	5000.00		

112. Even if the financial targets and achievements under tribal housing are attractive, the physical targeting and corresponding achievements are dismal. During 11th Plan the STDD targeted 5106 houses, but the department completed only 3712 (72.70%) houses in the period. The physical progress is rather slow during 12th Plan. During the first 3 years (2012-13 to 2015-16) of 12th Plan, 16279 houses were targeted, but completed only 1732 (10.64%). The reasons for the slow progress during 12th Plan have to be sorted out and corrective measures taken.

113. On analysis of the physical targets and achievements under tribal housing it is clear that the number of sanctioned houses of previous years is varying year after year. This is due to the inclusion of spill over houses for which revised sanction is accorded in the current year. The number of houses constructed can exceed the number of houses sanctioned in a particular year due to the completion of spill over houses of previous years. Huge spill over commitments are clear indicators of the poor performance in tribal housing. In the light of this, it is suggested that the STDD may launch a special monitoring mechanism for streamlining and improving the progress of tribal housing in the state.

114. The year-wise number of houses sanctioned and constructed during XI and XII Five-Year Plans is given in the table depicted below.

Table 13 No. of Tribal Houses Sanctioned and Constructed during XI and XII Five-Year Plan under various Housing Schemes of STDD

XI Plan				XII Plan			
Year	Houses Sanctioned (No)	Houses Constructed (No)	% of houses Constructed	Year	Houses Sanctioned (No)	Houses Constructed (No)	% of houses Constructed
2007-08	368	272	73.91	2012-13	860	577	67.09
2008-09	509	224	44.00	2013-14	1148	685	59.67
2009-10	1635	1334	81.59	2014-15	2803	79	2.82
2010-11	1271	894	70.34	2015-16	11468	391	3.41
2011-12	1323	988	74.68	Total	16279	1732	10.64
Total	5106	3712	72.70				

115. Housing is a common content of various tribal development schemes of STDD like primitive tribes development programmes utilizing funds under 13 finance commission award, resettlement of landless tribals, scheme of Additional Tribal Sub Plan, corpus fund, pooled fund, scheme for implementation of programmes under the provisions of Forest Right Act etc.

116. The state share of Indira Awas Yojana (IAY) - (40% State Share)- is given by STDD for implementation of the 60% centrally sponsored housing scheme by the Block Panchayats. During

2016-17, an amount of Rs 26.14 crore has been budgeted as state share for the IAY housing under TSP. The Physical progress of tribal housing under IAY from the last year of 11th Plan to 2015-16 during 12th Plan is given below.

Table 14 *Physical Progress of IAY housing under TSP*

Sl. No	Year	Target	No. of houses sanctioned	No. of Houses Completed
1	2011-12	3603	3428	3067
2	2012-13	3741	3077	2578
3	2013-14	4110	3534	2670
4	2014-15	7563	3845	1843
5	2015-16	9337	4415	233
Total		28354	18299	10391(56.78%)

117. Similar to the STDD, the progress of IAY housing under TSP also is poor. During the 5 year period from 2011-12 to 2015-16, 28354 houses were targeted. But only 18299 were sanctioned and 10391 completed (56.78%). The progress is distressing during 2014-15 and 2015-16. Delay in beneficiary selection, delay in getting central release from Government of India, delay in releasing Grama and District Panchayat shares (25% each) to Block Panchayat for meeting the supplementary assistance needed for equalizing the IAY unit cost with the tribal housing rate of the State etc. are certain reasons for the delay.

118. Apart from contributing TSP shares to IAY housing, the Grama and District Panchayats are implementing their own tribal housing programmes in the tribal areas in their jurisdiction. A few NGOs are also engaged with tribal housing in the State, but only marginally.

Rehabilitation of Landless ST Families

119. The Tribal Resettlement and Development Mission (TRDM) was set up in the State during 2001 as a part of the agreement signed by the Government while ending the land-struggle of Adivasi Gothra Mahasabha in October 2001. The TRDM is functioning well under STDD in the state, barring few shortcomings.

120. The Mission aims at providing at least one acre of land per tribal family, subject to a maximum of 5 acres, based on a master plan. Resettlement will be done on project basis with emphasis on planning and implementation through Oorukuttams.

121. The TRDM has so far identified 14230 landless ST families. Out of them 7033 families have been given 9161.49 acres of land hitherto. During 11th Plan Rs 8008.25 lakh was budgeted for the rehabilitation programmes and spent the entire amount (100%). The financial progress during 12th Plan (first 4 years) was also noticeable – as against Rs 8171 lakh budgeted, Rs 7956 lakh was utilised (97.37%). In the year 2016-17, Rs 4200 lakh has been earmarked for the scheme.

122. The details of land purchased and distributed (ashikkumbhumi) among ST families during 12th Plan are given below. 701 ST families were benefited by the land purchase scheme. The extent of land purchased was 280.315 acres costing Rs 5807.17 lakh. Land was purchased in all districts except Kannur and Thiruvananthapuram.

Table 15 Land Purchased and distributed among ST families during 12th Plan

Year	Land Purchased (acres)	No of families	Amount (Rs lakh)
2012-13	-	-	-
2013-14	23.889	61	534.41
2014-15	127.386	376	2279.90
2015-16	103.272	208	1644.56
2016-17	25.768	56	1348.30
Total	280.315	701	5807.17

Source STDD

123. Land distributed by TRDM (without purchase) during 2011-12 to 2013-14 is furnished below. An extent of 740.60 acres of land has been distributed to 777 ST families. Among them 763 families (735 acres) belong to Kannur district (mostly in Aralam farm). Remaining 14 families are from Kollam district.

Table 16 Land distributed among ST families without purchase

Year	No of families	Land distributed(acres)
2011-12	549	549
2012-13	-	-
2013-14	228	191.60
Total	777	740.60

Source STDD

Tribal Health Programmes

124. Nearly 20 per cent of the ST families in the state are residing in remote / inaccessible areas, mostly within forest. Consequently they are not in a position to fully avail the general health facilities provided by the Health Service Department. In view of this the Health Service Department runs 63 primary health centers in tribal areas.
125. Besides these, the STDD has set up 4 midwifery centres, 17 Ayurveda dispensaries, 5 allopathic dispensaries / OP Clinics, one Ayurveda hospital and 2 mobile medical units in tribal areas. These units have also helped a lot in providing timely medical attention to the ailing ST families.
126. The STDD had established 2 specialty hospitals for tribals during 9th and 10th Plan periods; one at Mananthavady and the other at Kottathara in Attapady. These hospitals were later transferred to the Health Services Department for operational convenience.
127. For meeting the expenditure relating to health service programmes during 11th Plan, the STDD budgeted Rs 539.23 lakh under TSP and spent Rs 532.58 lakh (98.77%). During 12th Plan also the STDD allocated Rs 3880.36 lakh during the first 4 years and spent Rs 3767.50 lakh (97.09%). During 2016-17 the Department has budgeted Rs 2650 lakh for health programmes under TSP of STDD. Year-wise outlay and expenditure on health during 11th & 12th Plan are shown below.

Table 17 Tribal Health Programmes of STDD in rupees lakh

11thFive-Year Plan				12thFive-Year Plan			
Year	Outlay	Expenditure	% of Exp	Year	Outlay	Expenditure	% of Exp
2007-08	100.00	93.36	93.36	2012-13	220.36	214.76	97.46
2008-09	60.00	60.00	100.00	2013-14	1230.00	1167.29	94.90
2009-10	80.00	79.99	99.99	2014-15	1120.00	1075.49	96.03
2010-11	125.00	125.00	100.00	2015-16	1310.00	1309.96	99.99
2011-12	174.23	174.23	100.00	Sub Total	3880.36	3767.50	97.09
Total	539.23	532.58	98.77	2016-17	2650.00		

128. As a part of TSP, the STDD launched a Comprehensive Health Care Package scheme during 11th Plan for the health care of the tribals with emphasis on health extension programmes. Running of Health Care Institutions, Medical Assistance through Hospitals, Tribal Relief and Rehabilitation were the broad components of the programme. The impact of the package was appreciable. In the current year 2016-17 also Rs 1500 lakhs has been budgeted for the package.
129. Besides TSP, the STDD has been allocating non-plan funds for the functioning of the medical units and mobile medical units of the department. During 2016-17, an amount of Rs 449.17 lakh has been budgeted under non-plan for this purpose.
130. Out of Rs 2650 lakh budgeted under TSP of STDD during 2016-17, Rs 1500 lakh is meant for the running of health care institutions and also for providing medical assistance through various hospitals. From the remaining provision Rs 1000 lakh is earmarked for the scheme "JananiJanmaRaksha" meant for the pre-natal & post-natal care of tribal mothers and their infants. For combating the problem of sickle cell anemia Rs 150 lakh has been allocated.

Critical Gap filling scheme or Corpus Fund under TSP

131. After allocating TSP funds to various ongoing schemes, a portion of the balance funds is maintained as a kitty for meeting the fund requirement of various critical gap filling programmes under TSP. This scheme namely Corpus Fund is in operation from 2002-03 onwards.
132. As far as ST Development is concerned this is a need based and useful scheme, which is operated on a project based mode. While funds under this scheme can be used as a critical gap filler in any sector of ST Development, priority is given to programmes such as self-employment and skill development, water supply, Sanitation, electrification, roads, bridges, pathways, projects for IEC, vocational training and facilitation centers, micro enterprises and income generating programmes, admission of ST Students in international institutions etc.
133. Schemes up to Rs 25 lakh are sanctioned by the District Level Committee for SC/ST in the Districts. Schemes above Rs 25 lakh are placed before the State Level Working Group for approval.
134. The year-wise allocation and expenditure of TSP corpus for during 11th and 12thFive-Year Plans are given below.

Table 18 *Utilisation of TSP Corpus Fund during 11th&12thFive-Year Plans* in rupees lakh

11thFive-Year Plan				12thFive-Year Plan			
Year	Outlay	Expenditure	%	Year	Outlay	Expenditure	%
2007-08	664.87	648.39	97.52	2012-13	2300	2348.62	100+
2008-09	813.15	806.05	99.13	2013-14	3460	3400.98	98.29
2009-10	1135.11	1129.57	99.51	2014-15	5000	4744.00	94.88
2010-11	383.30	383.30	100.00	2015-16	972.58	941.10	96.76
2011-12	3363.00	3355.85	99.79	Sub Total	11732.58	11434.70	97.46
Total	6353.49	6323.16	99.52	2016-17	5067.69		

135. During 11th Plan period Rs 6353.49 lakh was budgeted and Rs 6323.16 lakh (99.52%) spent under corpus fund. Similarly an amount of Rs 11732.58 lakh was allocated and Rs 11434.70 lakh expended during the first 4 year period of 12th Plan. The utilization percentage was 97.46, which is slightly less than that of 11th Plan.

136. The original budget provision of TSP corpus fund during 2015-16 was Rs 4924.99 lakh. As per Government decision, an amount of Rs 3952.41 lakh was resumed from this provision for utilisation in loan waiver schemes benefitting ST families. During 2016-17, Rs 5067.69 lakh has been earmarked for TSP corpus fund.

137. More than 400 projects belonging to all sectors of development have been financed under TSP corpus fund so far. In the circumstances, it is suggested that a critical evaluation study may be undertaken in the area of corpus fund projects for assessing the end use of the assets created, sustainability of the educational/training programmes taken up, self-employment and other economic development programmes launched etc.

Pooled Fund

138. From 2009-10 onwards a portion of the TSP funds of STDD is earmarked as a kitty for financing special projects under ST development submitted by line departments, autonomous bodies, co-operative institutions, registered charitable societies, notable NGOs, Universities etc. The project proposals are first scrutinized by the State Planning Board and viable proposals are forwarded to the STDD for placing in the State Level Working Group for approval.

139. During 11th Plan (from 2009-10 to 2011-12), Rs 2623 lakh was budgeted and Rs 2423.46 lakh (92.39%) spent under pooled fund. As against this, an amount of Rs 4388.04 lakh was allocated and Rs 4674.58 lakh spent (96.62%) during the first 4 years of 12th Plan. Hence the fund utilization during 12th Plan is slightly better than that of 11th Plan. Year wise utilization of pooled fund during 11th and 12th Five-Year Plan is given below.

Table 19 *Utilization of TSP Pooled Fund during 11th and 12thFive-Year Plan* in rupees lakh

11thFive-Year Plan				12thFive-Year Plan			
Year	Outlay	Expenditure	%	Year	Outlay	Expenditure	%
2007-08	X	X	X	2012-13	1250.00	1247.54	99.80
2008-09	X	X	X	2013-14	1300.00	1300.00	100.00
2009-10	1000.00	993.96	99.40	2014-15	1288.04	1288.04	100.00
2010-11	563.00	562.34	99.88	2015-16	1000.00	839.00	83.90
2011-12	1060.00	867.16	81.81	Sub Total	4388.04	4674.58	96.62
Total	2623.00	2423.46	92.39	2016-17	1000.00		

140. Cancer control programmes among ST people, conduct of job oriented technical courses/training programmes, electrification of ST settlements, supply of seedlings and millets to ST families, organizing of agricultural training programmes, integrated sustainable development of ST colonies, tribal janamaithry policing, payment of arrear electricity charges of ST families, three day meals programme in 100 paniya settlements, job linked training and placement assistance, comprehensive agricultural development project in Attapady, Milk producing and marketing programme of MILMA in collaboration with TRDM etc are certain important projects taken up utilizing pooled fund during 2014-15 and 2015-16.
141. As in the case of TSP Corpus Fund, an evaluation study of projects taken up utilising pooled fund also may be undertaken by a competent external agency with the objective of finding – how far the benefits accrued have reached the ST families / beneficiaries, sustainability of the programmes, shortfalls(if any) etc. While doing this, priority may be given to those with high project cost.

Additional Tribal Sub Plan (ATSP)/ Special package

142. This is a special package programme launched during 2014-15 by allocating funds in addition to the normal share of TSP in the State. It is utilized for the socio economic development of ST population living in ST settlements, particularly those in inaccessible/ remote areas.
143. Infrastructural facilities like house to houseless ST families, water supply, sanitation, resettlement of ST families living in difficult conditions; tie up with MGNREGS in providing wage employment; health, nutrition, women & children development programmes; programmes for preserving the tribal dialects and culture; tie up with Kudumbasree in alleviating the incidence of tribal poverty; programmes of ICDS, NSAP etc. are certain components of the package.
144. At state level the scheme is jointly monitored by the Hon'ble Minister of SC/ST Development and the Hon'ble Vice Chairman, State Planning Board. At the district level the District Collectors periodically monitor and review the scheme.
145. During 2014-15 an amount of Rs 150 crore was budgeted for the scheme and Rs 135.75 crore spent. This is 90.50 % of the allocation. The programmes benefitted 14 identified ST settlements. In 2015-16 also Rs 150 crore was allocated and Rs 137.74 crore spent (91.82%) under ATSP. Rs 150 crore has been budgeted during the current year 2016-17 also and the scheme is progressing.

Special Central Assistance to Tribal Sub Plan (SCA to TSP)

146. The Government of India, Ministry of Tribal Affairs releases SCA as an addition to the TSP efforts of the States. Accordingly the Government of India is releasing SCA funds to the States from 1974-75 itself, the year in which TSP was launched. It is mainly meant for taking up income generating /economic development programmes beneficial to ST families. Infrastructural programmes incidental to income generation can also be taken up under the scheme.
147. As per the recent guidelines issued by Government of India, after formation of tribal clusters on the basis of tribal population, tribal self help groups have to be formed within the clusters. These groups are supposed to initiate income generating activities through increased productivity and

value addition with emphasis on watershed development, minor irrigation, horticulture, food processing, cultivation and preservation of medicinal / aromatic plants, etc.

148. During 11th Plan an amount of Rs 2150 lakh was budgeted for utilizing the SCA funds released by Government of India. But Rs 1515.48 lakh only could be spent in the period. This was only 70.49% of the budget allocation. 17052 ST families were benefited by the programmes. The progress of the scheme during 2009-10 and 2011-12 was poor.
149. Whereas during 12th Plan (first 4 years) an amount of Rs 2825.55 lakh (92.13%) was spent against a budget provision of Rs 3067 lakh. However, the financial progress in the year 2012-13 was only 61.57%. Yearly utilization of SCA to TSP is given in table 20.
150. Delay in submitting current year's project proposals to Government of India, delay in submitting Utilisation Certificate and Expenditure statement to Government of India, absence of viable projects in the proposals made etc. can cause delay in the actual release of SCA from Government of India and also lead to a reduction in normal fund release. Since the expenditure under this scheme has to be limited to the actual fund release from Government of India, the expenditure naturally becomes low in certain years.

Table 20 *Utilisation of Special Central Assistance to TSP in rupees lakh*

11thFive-Year Plan				
Year	Outlay	Expenditure	%	ST families benefited
2007-08	350	330.90	94.54	3143
2008-09	350	349.38	99.82	1741
2009-10	450	189.56	42.12	1992
2010-11	500	499.54	99.90	5876
2011-12	500	146.10	29.22	4300
Total	2150	1515.48	70.49	17052
12thFive-Year Plan				
Year	Outlay	Expenditure	%	ST families benefited
2012-13	600	369.42	61.57	2545
2013-14	767	763.46	99.54	4800
2014-15	700	699.82	99.97	5000
2015-16	1000	992.85	99.28	1250
Sub Total	3067	2825.55	92.13	13595
2016-17	1200			

Protection and Rehabilitation of ST families

The Forest Right Act 2006

151. The STs and other Forest Dwellers (Recognition of Forest Rights) Act 2006 was brought into force from 31-12-2006. As soon as the Act was enacted, the STDD formed a Cell in the Department for the formulation and implementation of programmes/projects utilising the provisions of the Act. Forest Right Committees (FRCs) in the settlements and 3 tier Committees at State, District and Sub Divisional levels were formed to scrutinize and pass the eligible claims. Training was given to all the members of the Forest Right Committees.

152. As per the Act there are three types of Rights for which the ST families can make claims- individual rights, community rights and development rights. Under the individual rights-out of 38081 claims received in the State so far, 25848 claims were passed by District Level Committee and title deeds (record of rights) issued to 25022 claims (65.70 % of the claims received). The extent of forest land involved in this case is 33719.37 acres.
153. Whereas the progress of community rights is dismal- out of 925 claims made up to 31-10-2016, only 328 claims were passed by the District Level Committee and titles issued to 155 claimants (16.76% of claims received).
154. In the case of development rights the progress is comparatively better than community rights - out of the 745 claims made 440 (59.06%) could be settled. Forest land involved and allowed by Forest Department against the claims was 217 acres. Other Development claims are pending with the Forest Department. The table showing the progress of implementation of the provisions of Forest Right Act 2006 in the State is given below.

Table 21 Progress of Forest Right Act 2016 as on 31-10-2016

	Individual Right	Community Right	Development Right
1. No of FRCs constituted	579	579	579
2. No of claims received by FRCs so far	38081	925	745
3. No of claims passed by GramaSabha	34084	740	736
4. No of claims passed by Sub Division Level Committees(SDLCs)	26800	453	-
5. No of claims passed by Forest Department	-	-	443
6. No of claims passed by District Level Committee(DLCs)	25848	328	-
7. No of titles issued	25022	155	-
8. No of claims in which Development Rights issued	-	-	440
9. Extent of land (acres)	33719.37	-	217

155. The STDD budgeted (from 2009-10 to 2011-12) Rs 210 lakh during 11th Plan for the implementation of the provisions of the Act and spent Rs 195.11 lakh (92.9%). During the first 4 years of 12th Plan also Rs 400 lakh was budgeted and Rs 333.75 lakh (83.43%) spent. The progress of implementation of the scheme is appreciable, compared to other states. Funds for implementation of the provisions were received from Government of India as 100% CSS.

Kerala STs (Restriction on Transfer by & Restoration of Lands Act) 1999

156. Even though the Act was first passed in 1976 the provisions could not be implemented due to massive protest from the non tribals who encroached the tribal lands. After making several amendments and finally framing the new Act in 1999 also there has been no progress in implementing the provisions of Act.
157. As per the provisions of the Act: -
1. At least one acre of land has to be allotted to landless ST families who have lost land by alienation. Whereas those ST families who have less than one acre of land have to be provided residual land to ensure one acre under their possession.

2. If alienated land exceeds 5 acres, the excess land has to be recovered and handed over to the loser family. Action has to be initiated to comply with the above provisions of the Act.
 3. The attempt to alienate the land and usufructs in the land owned by ST families are also reported to be prevalent and all details are kept as top secret by both parties. This practice is also to be curbed to resolve the land problem permanently.
 4. As per KST Act 1999, transfer of land belongs to STs are prohibited. But still documents are registering in Sub Registrar offices on the pretext that there is no mention anywhere that the transferee is a member of STs. Suitable remedy is the need of the hour.
158. On the basis of several individual petitions received, the Supreme Court ordered the State in 2010 to implement the provisions of the Act and restore the lost lands to ST families within 2011. Due to immediate follow up the State received 120 acres of land from Government of India at Thatheyalam in Mannarghat (Palakkad district). The Sub Collector, Ottapalam had initiated action to distribute the lands. But forest and environmental clearances are yet to be received. Similarly an extent of 444 acres of land was received in Wayanad also for distribution among the ST families. In this case also forest and environmental clearances are pending.
159. During 2011-12 Rs 5 lakh was spent for initiating action on the rehabilitation and development of the beneficiary families. From 2012-13 to 2015-16 Rs 154.8 lakh (73.77%) was utilized out of Rs 209.84 lakh allocated. Major portion of the funds was given to the Revenue Department for the rehabilitation and development of the targeted ST families.

Implementation of Provisions of Prevention of Atrocities against STs Act 1989(amended in 2015)-50% CSS

160. Atrocities against STs are comparatively low in Kerala. However the State has set up a cell under an ADGP of Police Department to deal with the cases registered under the Act. The system has been performing well in collaboration with STDD. The State has succeeded even to find out the culprits responsible for unweaned ST mothers in the State through DNA tests.
161. For meeting the expenditure associated with the case procedures, rehabilitation programmes for the affected etc. the STDD is implementing a 50% CSS from 1990. The State has ensured all possible rehabilitation packages under the scheme so far. The STDD budgeted Rs 60 lakh during 11th Plan and spent Rs 46.86 lakh (78.07%). The performance was better during 12th Plan – out of Rs 127.18 lakh allocated Rs 119.97 lakh (94.33%) was expended.

Tribal Sub Plan of Local Government (LG) Institutions

162. As follow up to the 73rd and 74th Constitutional Amendments, three tier Panchayats and Urban bodies came into being in the State from 1996-97. The 3 tier system was assigned a major role in the socio economic transition of the people, especially the SCs and STs. As advised by the State Finance Commission, it was decided to devolve 30 % of the State Plan funds to the LGs for taking up need based and location specific schemes/projects ensuring people's participation in formulation, implementation and monitoring of them. Accordingly the peoples plan campaign was introduced and the devolved funds were given to the LGs as grant in aid from 1997-98.
163. In the plan grant allotted to LGs there were categories:- general, Special Component Plan(SCP) and Tribal Sub Plan(TSP). Hence the TSP is a major source of the plan grant given to the LGs. As stated above during the initial years of decentralization, 67 % of the TSP allocation was devolved to the LGs. From the very beginning of decentralized planning the progress of TSP was always less

than that of the general plan. This created an impression that the LGs are not interested in TSP implementation though there are several LGs, especially the GramaPanchayats involved in TSP with added enthusiasm.

164. During 10th and 11th Plan the LGs were mandated to make compensatory allocations for equalizing the expenditure of TSP with the general. Thereafter they are allowed to carry over the unutilized quantum of TSP funds (applicable to SCP and general as well) to the succeeding financial year for utilization. Even then the situation has not improved; TSP expenditure still falls behind the general plan.

165. Consequently the TSP flow given (as stated early) to the LGs has been reducing continuously from 2004-05 and it is 22.85% only during 2016-17, the current and last year of 12th Plan. The year wise outlays and expenditure of LGs under TSP compared with STDD during 11th and 12th Five-Year Plan have been narrated early.

166. The LGs formulate and implement their TSP projects as per the guidelines issued by Local Self Government Department from time to time. The projects are formulated with the participation of tribal families through their oorukuttams. The oorukuttams usually meet for project formulation, beneficiary selection and monitoring. The project proposals are originated and prioritized in the oorukuttams. The LGs cannot change their priority.

167. LGs always formulate TSP projects in the sectors – housing, drinking water, sanitation, education, health care, nutrition, agriculture, skill development training, animal husbandry, link roads and connectivity, pathways, footbridges, electrification, employment generation, soil and water conservation etc. The Annual TSP Proposals of LGs are approved by the District Planning Committees before implementation of the TSP projects therein.

168. The Year wise TSP outlay and expenditure of LGs during 11th and 12th Plan are given below

Table 22 TSP outlay and expenditure of LGs during 11th Plan in rupees crore

Year	11th Plan			
	Budgeted outlay	Funds available	Expenditure	% of Expenditure
2007-08	66.55	91.18	71.16	78.04
2008-09	73.20	97.27	73.13	75.16
2009-10	80.51	109.71	79.78	72.72
2010-11	88.47	120.31	78.28	65.06
2011-12	97.31	142.03	93.07	65.53
Total	406.04	560.50	395.42	70.54

Table 23 TSP outlay and expenditure of LGs during 12th Plan in rupees crore

Year	12th Plan			
	Budgeted Outlay	Funds available	Expenditure	Percentage of expenditure
2012-13	123.62	162.17	102.00	62.90
2013-14	124.30	183.11	136.89	74.76
2014-15	139.22	185.44	121.61	65.58
2015-16	139.22	234.40	149.43	63.75
Sub Total	526.36	765.12	509.93	66.65

2016-17	156.00
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CHAPTER 4
STRATEGY FOR XIII FIVE-YEAR PLAN

Part A

Vision on Scheduled Tribe Development for XIII Five-Year Plan

169. Ever since the First Five-Year Plan, special schemes /plans and programmes were made and implemented for the socio-economic development of tribal community. However, a systematic and rational approach towards tribal development had been formulated by Government in its Fifth Five-Year Plan. The Task Force of the Central Planning Commission recommended that for ensuring a balanced socioeconomic development, it would be necessary for the Fifth and subsequent Five-Year Plans with the starting up of a Tribal Sub Plan (TSP) strategy. The tribal sub Plan strategy emphasized area development with a focus on improving the quality of life of the tribal communities.
170. In spite of the various welfare measures initiated and the constitutional protections given, the present status of the tribal community is characterized by social backwardness, economic vulnerability, poor health and low educational standards. The community is also inflicted with social evils like alcoholism and drug abuse. The incidence of poverty among the tribal groups of Kerala is half that of all India (KDR,2008). The Index of Deprivation is based on the basic necessities for well being such as housing quality, access to drinking water, electricity for lighting, good sanitation, health care initiatives and education. Accordingly, the deprivation index of the state was worked out as 57.9% in 2001, while the same for the state as a whole was 29.5%. The state's tribal deprivation rate based on Census 2011 is 43.34% which is much lower than the rate of 57.9% in 2001. Among the districts, Idukki has the highest tribal deprivation rate (51.94%) followed by Palakkad (50.78%), Kasargod (49.81%) Wayanad (48.66%) and Kannur (42.02%) etc. This clearly depicts the positive impact of ST development programmes during tenth and eleventh plan.

Major Issues of Scheduled Tribes Development

171. The major issues faced by the Community are summarized below
1. Education: low literacy rates, poor standard of education, high rates of dropouts
 2. Lack of access to health care facilities
 3. Poverty
 4. Landlessness and issues of Resettlement
 5. Lack of proper dwelling houses
 6. Lack of basic amenities and critical infrastructure viz., road connectivity, power supply, drinking water, health facilities etc.
 7. Lack of public amenities- suitable anganwadi buildings, recreation facilities/playground, cultural centres/reading rooms, library facilities, burial grounds etc.
 8. Lack of social, political and economic empowerment
 9. Lack of handholding and support structure for livelihood activities
 10. Remoteness of tribal habitations and associated threats
 11. Exploitation by vested interest groups
 12. Degradation of cultural values
 13. Inadequacy of employment oriented skill development
 14. Lack of Institutional credit/banking facilities

Vision for Scheduled Tribes Development

172. For the welfare and betterment of Scheduled tribe peoples in the state, the vision of the Scheduled Tribes Development Department is “To evolve an educated, skilled, economically self-sufficient and progressive tribal society through strategic planning and empowerment, which is at par with the mainstream society in every aspect of life without altering their original cultural identity”.

Development Strategy

173. At present, everything concerned with the development of Scheduled Tribes in the state is the responsibility of the Scheduled Tribes Development Department. In spite of this approach, the role of Scheduled Tribes Development Department may be confined to that of a nodal agency and facilitator. All the development departments and public sector undertakings like Kerala State Electricity Board, Kerala Water Authority and other line departments should play pivotal roles in the development of Scheduled Tribes in the state. The Scheduled Tribes Development Department may take the leading role in integrating the activities of various agencies in the development of Scheduled Tribes. The programmes of line department and local governments may be organically integrated.
174. It is visualized that successful implementation of the Thirteenth Five-Year Plan shall result in uplift of the tribal communities at par with the mainstream society through social and economic empowerment leading to better quality of life. Development strategy for Scheduled Tribes should be framed on the basis of the following objectives.
1. Speeding up the process of social and economic development by augmenting educational and income levels.
 2. Elimination of exploitation in all forms
 3. Improving the quality of life
 4. Building on the innate strengths of tribal people and make them self reliant.
 5. Taking legislative and executive measures/programmes for prevention of land alienation and restoration of land already alienated.
 6. Innovative strategy for improving quality and quantity of public service delivery.
 7. Dovetailing central and State Government Tribal Development strategies.
 8. Sustainable natural resource management and environment protection.
 9. Participatory and community managed development.
 10. Preservation of social and cultural values.
 11. Convergence and synergy of activities of various stakeholders

Mission: The Strategy Frame Work

175. For attaining the objectives mentioned above and prioritizing the interventions, the following strategy is suggested.

Participatory Development

1. Policy support from Government
2. Involvement of the community in all spheres of the plan
3. Use of local resources and manpower in formulation and implementation of the plan
4. Interdepartmental coordination for effective implementation of the plan.

Natural Resource Management

1. Watershed approach for farm based livelihood
2. Promotion of organic cultivation/natural farming
3. Joint forest management.

Livelihood Support System, Training and Development

1. Integration of farm, allied and non-farm activities to maximise family income.
2. Ensuring backward and forward linkages for livelihood options
3. Promotion of value addition.
4. Ensuring wage employment
5. Training on Entrepreneurship development & Skill Development

Habitat Solutions

1. Cost effective, community specific housing plans
2. Shelter to livestock
3. Promotion of non -conventional energy sources.

Building of Infrastructure

1. Improving connectivity (roads, bridges, walkways)
2. Providing security to crop, property and inhabitants from wild animals
3. Power/electricity to domestic and farm/enterprises
4. Providing better transport and communication facilities
5. Providing social infrastructure-PHCs, Agriculture input centres, Community centres, burial grounds etc.
6. Marketing arrangements

Social Re-engineering

1. Promoting community based /owned organizations like, Self Help Groups, Neighbourhood Groups, Ooruvikasana Samithis, Vanasamrakshana Samithies, Farmers clubs, collectives for agriculture and marketing, etc.

Financial Inclusion

1. Provision of banking services &access to institutional credit
2. Spreading financial literacy and improvement of saving habits
3. Social security measures like insurance coverage

Prioritizing Education and Literacy through Formal, Informal System

1. Creation of basic infrastructure for education including MRS, Hostels, etc
2. Encourage child education through anganwadies,
3. Parallel schooling for dropouts /adults

Ensuring Healthy Community

1. Creation of basic health infrastructure
2. Better health education
3. Child education and health care
4. Better sanitation

Monitoring and Evaluation

1. Concurrent monitoring
2. Social Audit
3. Leveraging technology for improving service delivery.
4. GPS based monitoring

Education

176. Focus shall be given to education as it is an instrument not only to heighten the awareness levels but also enable the Scheduled Tribes to access better employment and human development. Education sector interventions lays emphasis on improving functional literacy, minimizing school dropouts and enhancing academic proficiency of students. The overcrowding seen in our pre-matric and post-matric hostels needs to be addressed at once by creating adequate infrastructure facilities. A major area of concern is the dropout rate at the secondary, higher secondary, professional and technical levels. The gender relations and socio economic aspects of the households are important factors. The dropout syndrome could be addressed through a multi-faceted programme involving measures to solve language issues, training and recruitment of teachers with right aptitude, offering quality education to students, through concerted and focused effort by all concerned with a mission mode. Lack of awareness, poverty, lack of motivation and guidance among the parents are the important reasons leading to this situation. As a result, even if the tribal children get enrolled in educational institutions, majority of them fail to complete the courses. This is prevalent not only at the school level but also at professional / college level.

1. As regards literacy, in view of the inherent variation of tribal literacy rates among the communities, a sustainable gap filling tribal literacy programme may be designed in such a way so that it also reduces the disparity in literacy rates among the communities and across different regions
2. Anganwadis shall be opened in all tribal settlements, relaxing norms and the present feeding pattern may be reviewed and streamlined to suit the taste and food habits of the tribal communities.
3. New approaches in formal education will be adopted like starting community study centres in all hamlets with a tribal educated youth as tutor.
4. Steps will be taken for the appointment of tribal teachers in all primary schools to introduce tribe friendly pedagogy.
5. A package of services for basic education and higher education of students belonging to the lowest strata of communities is envisaged. The package should encompass all the components required for improving the ambience of educational institutions, basic amenities including boarding and lodging facilities and ensuring physical access by providing transport wherever required.
6. The acceptance of Model Residential Schools and Ashram Schools as institutions providing quality education has to be sustained in the long run. The infrastructure for education would

be enhanced through establishment of more Model Residential Schools, Hostels, Anganwadis, ITIs etc.

7. The career of students coming out of the residential schools have to be followed up, fostered and supported to build up bright career through Employment Department, Training Institutions, etc. with the proper monitoring of STDD. Policies need to be evolved to increase the employability of the educated unemployed ST youth because educated but unemployed youth would demotivate other aspirants. More opportunities for the students to take up vocational education have to be provided. Probable areas are nursing, paramedical courses, hotel and catering management, engineering trades, computer software, hardware, eco-tourism, etc.
8. There is felt need for additional financial assistance and need for furniture assistance for students in higher classes, especially in the college level in order to have a proper studying environment.
9. There is no mechanism to follow up the students when they leave the school after completing the course or dropout. Steps may be taken to trace these students and make them reappear for examination, like GIRIVIKAS in Palakkad.
10. The awareness about possibilities of higher education is found to be lacking in general. Higher education orientation classes and career education classes need to be conducted often in MRSs. Permanent entrance coaching services have to be availed in hostels and MRSs. The life skills trainings and personality development classes for them could be a great help in this regard.
11. All the kindergartens/peripatetic institutions/nursery schools/balavigyankendras/vikasvadi/vigyanvadi, etc., may be brought under a single stream. Steps may be taken to ensure that these institutions work for all 12 months.
12. The major issue observed in hostels is lack of facilities resulting from accommodating students well beyond capacity. This results in sharing of basic facilities like cot/beds, etc. It is also noticed that a few pre-matric hostels also accommodate post-matric students, since there are no post-matric hostels in the vicinity. Overcrowding in hostels are found to be leading to sanitation issues, scarcity of water, spreading of skin diseases and lack of personal space for inmates and even sexual exploitation of younger children in few cases.
13. Counselling services to students and their parents may be arranged through well qualified and talented counsellors. Counselling may be provided right from the beginning of education. Appointment of counsellors in hostels/MRSs has to be applauded for its good intentions.
14. The sanitation facilities of almost all the hostels have to be improved. Students have to be provided with continuous training/education on personal hygiene and importance of proper sanitation. Also, there is need for providing the senior girl students with adolescent education.
15. Even though many children had successfully completed their school final from the Ashram/MRSs, very few are successful in pursuing higher education owing to the interaction problem and also being handicapped due to their financial difficulties. Upgrading of Ashram school up to degree level providing appropriate courses suitable to the communities and sufficient financial assistance might encourage them stay on in education. The syllabus may also include vocational training courses suitable to the children.
16. Children in MRSs and Hostels also feel detached and disconnected with their family. There is a need for activities such as organizing more parent interaction events and encouraging parents to call their wardens once in a week, etc. To reverse this situation.

17. Computer aided teaching facilities in schools may be adopted to show the children various activities and also to familiarize students and their parents with the scope related to education, places and cultures of interest, current affairs etc.
18. Tribal children have extra-curricular activities like outdoor sports, craft making, plays, music, etc. These interests needed to be further encouraged. It would be worthwhile to model the Navodaya schools in moulding the children's extra- curricular activities by providing more time to such activities, arranging regular coaching on these aspects and giving them stages to perform regularly. Many schools do not have proper playground or sports equipment. These have to be provided. Adopting a more professional approach towards the games and appointing semi-professional coaches may also help in promoting discipline along with providing better recreational amenities. A sports school exclusively for tribes may be proposed.
19. Coordinating with the Education department in arranging regular training for teachers on psychological sociological aspects of dealing with children and such topics may be considered. There ought to be better coordination between the STDD and the Education Department in running the MRS/Ashram schools.
20. MRS, lack, accommodation and cottage facilities to staffs.
21. The department may develop a programme similar to Navodaya Model aiming at creating a conducive learning environment within Model Residential Schools and bring in the support of various stakeholders for the welfare of the school and promote teamwork among teachers, administrative staff and student representatives.
22. Setting up/strengthening students forums within the school & preparation of work plan for each club/forum (Student Police Cadet, National Service Scheme, Environment/Agriculture club, Music Club, Science Club, Literary Forum, Social Service Forum etc.)

Health

177. The Scheduled tribe population in Kerala suffers from nutritional deficiency and malnutrition. The incidence of physical deformities and mental disorders among the tribal communities are also found higher.
 1. The problems like malnutrition, morbidity pattern, mortality pattern, food habits, dermatological conditions, addictions, personal hygiene, existing utilisation pattern of health services, immunisation, family planning practices, home delivery, traditional systems and home remedies, accidents and poisoning, health culture and belief systems, mental health problems, sex education, etc. may be prioritised and specially addressed.
 2. A well designed health survey shall be conducted to ascertain the true proportion of ailing persons and the nutrition problems of tribes in collaboration with the Health Department.
 3. Preventive measures should be given rather than curative aspects.
 4. Further, use of mass media, radio, documentaries is also proposed to create better awareness and effective health related follow up.
 5. Mobile medical units have to be established in Scheduled Tribes concentrated areas and these clinics need to be linked with the nearest multi speciality hospitals.
 6. A cadre of qualified health workers shall be trained and deployed in vulnerable areas to create awareness and to function at grass root level and link them with health care institutions. Moreover the health promoters of the Department shall be provided accommodation facilities in hospitals concerned so that their service will be ensured whenever needed.
 7. Traditional and ethnic medicines should be promoted. Reputed traditional medical practitioners among tribal communities may be recognized and financially assisted to set

them in practice and to raise medicinal herbal gardens. Co-operative societies engaged in cultivation of medicinal plants need to be encouraged.

8. Special attention is required with respect to malnutrition and chronic nutritional deficiency reported in anganwadis.
9. All Scheduled Tribes may be brought under the coverage of a suitable comprehensive health scheme.
10. Counselling and de-addiction centres may be opened in predominant tribal areas.
11. Nutrition Rehabilitation Centres have to be started in tribal concentrated districts and implementable measures have to be taken up for addressing malnutrition.
12. Importance may be given to creation of health care complexes.
13. The service of palliative care units of the panchayats shall be made available for tribals.
14. Traditional and ethnic medicines should be preserved and promoted.
15. Intellectual Property Rights should be conferred to tribal medical practitioners through appropriate legislation.

Housing and Related Basic Amenities in Hamlets

178. It is proposed to provide cost effective and community specific houses to all tribes using local materials and labour for which choice of different designs is also suggested. Recently, it is estimated that approximately there are 15000 ST families without houses and 12000 ST families requiring both house site and houses. There is a grave need for technical assistances to be provided along with the scheme benefits, especially in the housing scheme. It is observed that as many as 75 percent of the houses being constructed are not completed in time or without a long delay. Financial mismanagement and unexpected high material and transportation cost which was not anticipated in the project and shortage of water for construction purposes at the site are given to be the major reasons for the delay. The amount being sanctioned under the scheme do not allow much room for extra expenses as it is not possible to compromise on the minimum facilities required for the 300 sq. ft. house as approved. Continuous increase in labour and material costs overtime has to be taken in to account in the budgeting for house construction. All these result in the project cost to be overshooting the estimated amount. Most of the beneficiaries are novices when they come across constructing houses and are not versed with effective planning for the work or doing the project within a budget. As a result the projects remain incomplete. It would be worthwhile if the Department seek the help of a technical agency well versed in the construction sector to sort out problems faced by the beneficiaries under the scheme. Strict phase to phase monitoring of the scheme, coupled with a more realistic amount of financial assistance, more flexible installments and necessary technical help are needed to overcome this in a shorter duration, as a cultural shift through awareness generation among the ST families will take years to materialise.

1. During the 13th Plan period, the department intends to introduce housing scheme which is based on the number of persons in each family and the families having more number of persons will get houses with rooms to accommodate all members in the family and the subsidy may be fixed accordingly.
2. Weightage in subsidy should be given for difficult and inaccessible areas.
3. Financial support has to be provided for improving the existing shelters and construction of new houses not only for houseless families but also for those living in dilapidated houses which are beyond renovation or repair.
4. Domestic latrines shall be set up in the premises of every tribal household. The position of sanitary latrines must be sufficiently away from OD wells, protected ponds etc.

5. Houses for Tribes in isolated interior forests, shall be constructed with locally available materials, taking into consideration the needs and aspirations of the beneficiaries and utilising their indigenous technology.
6. Convergence with MGNREGS may be established for all housing schemes.
7. A concerted effort to complete the unfinished houses has to be initiated in a mission mode. For this grant amount should be increased marginally.
8. A permit system for acquiring building materials at lower price may be introduced.
9. The construction of houses may be entrusted with Ooruvikasana Samithies or local group of tribes in the form of societies.
10. A component of skill development may be introduced in housing projects for training the tribes in housing projects.
11. Kitchen with chimney, may be provided for every house
12. Keeping in view the cost effectiveness in providing social infrastructure like connectivity, water supply, electricity as well as to promote inter and intra community interface and to facilitate group based models, wherever possible, a cluster approach for habitat is also proposed.
13. The amount for the repair/ renovation of existing houses should be enhanced.
14. Potable water supply is proposed to be given through conjunctive use of surface water, community wells and rain water harvesting. While pitting of wells are to be done by Ground Water Department, KWA will put in place a system of supply of potable drinking water. The need is a comprehensive and integrated understanding and management of water resources incorporating supply, demand and institutional approaches. Small and local schemes manageable by the community may be preferred. Natural sources in tribal areas may be protected and tapped by simple gravitational methods. In this regard, the traditional knowledge on sources and trapping may be utilised. Priority may be assigned for renovation of existing schemes rather than taking up new projects. There should be a monitoring committee like Oorukootams to ensure uninterrupted supply of water, meeting the running cost including electricity charge.
15. As regards power, while street lighting etc will be done through KSEB, energy requirements of household level will also be through non-conventional sources particularly solar energy, wind energy, etc.
16. As regards sanitation, a special programme has to be launched in tribal areas giving emphasis on creating awareness against open defecation through IEC to bring out attitudinal and behavioural changes in sanitation and hygiene related practices. Cultural habits of tribes should be taken into consideration while providing sanitation units to the families. Availability of water in sanitary units may be ensured. The subsidy component has to be raised suitably and services of Voluntary Organisations of repute and accredited agencies may be utilised in construction of sanitary units.
17. As accessibility leads to deprivation of basic amenities and absence of communication facilities in tribal areas, link roads, culverts, footbridges, pathways, footpaths, trekking paths, etc. to be launched in all needy tribal areas.
18. A software based monitoring system with GPS has to be put in place for monitoring the various stages of house construction and subsequent fund flow.
19. As housing is also a responsibility of panchayats, monitoring of all the houses being constructed in their jurisdiction may also be entrusted to the welfare standing committee of the panchayat.
20. The employees of Government or semi-govt. institutions with very low income, like sweepers, contract service, daily wages, etc. shall be considered under the subsidised housing scheme.

179. Landlessness is a serious issue among the tribes which has to be immediately addressed. Several unrests and struggles of tribals occurred in many parts of Kerala. Technical, educational and sociological background of the tribes confirms that they have to invariably depend on agriculture for their livelihood. Even though department has given assurance that all the tribal families shall be provided land for housing and cultivation, still one fourth of the tribal families do not possess land of their own.

1. Concerted effort is required to provide land to all landless tribal families and families in possession of nominal land holdings in rural areas, where they depend on agriculture for subsistence, fixing the minimum extent as one acre per family (optimum lot size). The land may be provided in their vicinity as far as possible.
2. Since the landless problem of minorities is still higher than the better ST communities, priority may be given to the communities like Aranadan, Malampandaram etc. while assigning land under the TRDM or other schemes. Under the marginalised, greater emphasis to be given to Paniya, Muduga, Malayan, Eravalan, Hill Pulaya and Irula communities. Among the PVTGs priority to be given in the order Cholanaikan, Kattunaikan, Koraga, Kurumbas and kadar.
3. In the resettlement farms there is underutilization of fertile land and this must be studied clearly by a competent research agency, concerned with agriculture development. This is of utmost importance as the work participation of ST families is more in the agriculture sector.
4. In the resettlement farms there is also non-occupancy of land allotted to tribes because of various issues and this must be studied clearly by a competent research agency and remedial measures taken and necessary infrastructure and public amenities should be provided.
5. The provisions of the Prevention of land Alienation Act 1999 should be implemented to the extent possible. Provision should be made in the Act to prevent oral leasing of land property and crops of ST families by others.
6. If there is shortfalls occurred in the implementation of land allotment programme by the TRDM by the name "Aasikkum Bhoomi Aadivasikku Swantham" should be rectified.
7. It is alleged that a sizable portion of the land assigned by TRDM has been either alienated or yet to be taken possession by the ST families. Lands alienated and leased out by the Scheduled Tribes may be restored, according to the merit of each case, paying compensation where ever required, from the funds available with the Department and Local Government under Tribal Sub Plan.
8. By evoking the provisions under the FRA 2006, remaining eligible forest dwelling ST families also may be allotted lands within forest areas. The Community Rights and the Development rights also have to be issued in a time bound manner. Another issue faced by the tribes is that the Record of Rights cannot be pledged as a security for attaining bank loans.
9. Titles may be provided to the tribes who are occupying Purampokku or such other land. Tribal families living inside wildlife sanctuaries may be provided land of a minimum extent of one acre in the periphery of forest and rehabilitated.
10. While identifying the eligible families for land distribution under any of the programmes, the sub families living with the main families may also be taken into account. Land and houses are to be provided to all sub families also.
11. The TRDM of Scheduled Tribes Development Department may initiate action to rehabilitate the tribal families who have been evicted from their traditional lands for the implementation of major irrigation and power projects in the state. After assessing the

present status of all the old pending cases, follow up action to be taken to pay the full compensation including alternative land by the project authorities.

12. Soil and Water conservation, which is the main objective of Watershed Development Programmes like WGDP/NWDPRA; MGNREGS should be undertaken in scheduled tribe habitations lying within or adjacent to forest areas to preserve the soil fertility and water availability there, in collaboration with Forest Department.

Livelihood Promotion and Skill Development

180. Over-emphasis on traditional occupations may hinder upward social mobility of Scheduled Tribes. Existing skill base of the Scheduled Tribe labour force with special reference to younger generation should be upgraded so as to enable them to get demanding and economically viable jobs and ensure secure livelihood.
181. Existing land in the possession of tribes may be put to optimum use preferably through organic agriculture giving priority to locally relevant crops as decided by the tribal farmers in their Oorukootams and under MGNREGS or other Centrally Sponsored Schemes. The Kudumbasree/MGNREGS/ other Watershed development programmes to be activated in ST areas for facilitating land development as part of Integrated Watershed Development
 1. It may be ensured that at least one member of every family is decently and gainfully employed, at least for 200 days in a year.
 2. The existing gap in the representation of scheduled tribes in government services has to be filled and opportunities for employment in public sector undertakings and government aided institutions are to be opened for STs. Job reservation should be given for STs in aided institution/schools/colleges etc. where the salary are paid from Government exchequer. The last grade /sub staff vacancies in government institutions/banks to be filled up preferably from the STs. These policy decisions would help us to reduce the educated unemployment among STs considerably.
 3. Generally, scheduled Tribes are mainly engaged in low skilled low paid occupations. In agricultural sector, scheduled Tribes are paid lower wages than agricultural workers from other segments of the social groups. This has to be corrected.
 4. Scheduled Tribes are to be trained in modern skills. They have to be paid equally to others. They should be motivated and equipped to undertake skilled works in non agriculture sectors such as carpentry, masonry, plumbing, electrical works etc. outside their habitats in rural and urban areas. A labour bank may be formed in the LGs concerned for channelizing them to the work spots.
 5. Forest Protection works, forest watchers and other unskilled jobs within forests may be reserved for STs
 6. The MFP collection and marketing system in forests to be modified in the light of the Forest Protection Act 2006 so that the system would be more remunerative to the MFP collecting STs
 7. Crop damage by wild animals is the main problem now being faced by these groups. In order to tackle the problem suitable barbed /bio fencing procedures, trenching etc. to be established.
 8. In every district, an employment cell exclusively for tribes, may be set up under the supervision and control of Employment Department in co-ordination with all line departments, to ensure every educated tribe has acquired employment. It should also be ensured that in temporary postings in Collectorates, Departments and Public Sector Undertakings, tribes get appropriate representation and priority. Tribal youth centres in

tribal pockets may also be developed as model institutions for training, career guidance and counselling, with IT facilities in association with Employment Department.

9. Community Based Organisations (CBOs) of women in the Self Help Groups (SHG) pattern may be formed, developed and strengthened for providing training, necessary credit and livelihood opportunities through Kudumbasree.
10. Community specific initiatives for promoting the livelihood are the need of numerically smaller groups, PVTG and economically weaker sections of Scheduled Tribes. Such initiatives would protect and improve the present capital assets like land, human resources, etc of Scheduled Tribes and enable them to switch over to new avenues of employment.
11. In the farm sector, all the existing agricultural farms under the Department have to be revamped through productivity enhancement, promotion of organic and natural farming, product diversification etc. for sustainable agriculture. Priority should be given for agro processing, extension services and value addition. The farms and the individual agricultural units shall be linked with the Harithakeralam Mission. The resource plan includes budgetary support from Government of Kerala, Government of India, Commodity Boards, NABARD-RIDF fund etc. Also, at least one big farm should be equipped to take a lead role in acting as a facilitator for providing input, technology, branding and market support to other farms.
12. In the non-farm sector, the interventions should focus on creation of sustainable self-employment through appropriate entrepreneurship and skill development. The micro and small enterprises and skill development will cover resource based, demand based and skill based activities. Appropriate linkages with the various Missions of the State Government and Central Government like Start Up Mission etc. and also with programmes of other institutions like Kudumbasree, District Industries Centres, MILMA and other line departments are expected to be built.
13. Animal husbandry programmes may be launched on a massive scale in the feasible areas identified for providing necessary veterinary and marketing support.
14. Further, tribal art forms, tribal handicrafts, rural tourism and establishment of tribal delicacy eateries would also contribute to the employment generation in this sector.
15. All the existing ITIs and VTCs under the Department shall be rejuvenated and equipped to take up new vocational courses that ensure employability within the country and abroad.

Social and Political Empowerment

182. The traditional development programmes were dependency –inducing, relying on distribution of benefits rather than on building capabilities, mostly by way of charity in the form of grant, which rob the recipients of their dignity, kill the initiative they possess and make them passive. The need of the hour is to eliminate the exploitation of the tribal families and reduce their dependence on outsiders and make them equal partners in the development process. This calls for a change from existing systems and practices without damaging the social fabric and cultural values of the tribal communities. The members of the five PVTGs and most backward communities like Paniyas and Adiyas require special rehabilitation for active and happy social life.
183. There is no integrated and holistic policy for Scheduled Tribes development in the state. As such there is no guiding principle for the various stakeholders to follow. In order to address the core issues, fix bench marks in various aspects of tribal development and make tribals active partners in the development process, a ‘Scheduled Tribes Empowerment Policy’ in the state may be adopted. Legislation may be enacted accordingly, which would mandate certain key principles, processes and institutions that are critical for the effective implementation of development plans.

184. It is proposed to create an enabling environment for participatory development through creation of community organizations (self help groups, ooruvikasanasamithies, eco development committees, watershed committees, vanasamrakshanasamithies, farmers clubs etc) and community owned institutions (producers group like dairy co-operatives, rubber producers societies, tribal artisan collectives) and enhanced presence of tribals in governance process.
185. Oorukuttams (Settlement Sabhas) have been accepted as democratic niches for tribal communities within the local government system. Oorukuttams should enjoy considerable autonomy in decision making on the utilisation of resources earmarked for their development. The system needs to be institutionalised and empowered to function as the vital agency for formulation and implementation of all programmes meant for the inhabitants of the settlements. This would enable the convergence of all development programmes at the oorukuttam level.
186. An elected executive committee by name 'OoruvikasanaSamithi' (OVR) have to undertake all the activities in the settlement. The OoruvikasanaSamithis have to be registered under the Charitable Societies Act. The Ooruvikasana Samithies may be federated at the ward and local body (gramapanchayat) levels. Freedom may be given to these Samithies to engage expert bodies approved by Government for technical consultancy in the habitat development and other related activities. They may also be empowered to do social audit for the activities of their Samithies and also, when invited, for other OoruVikasana Samithies.
1. The Oorumooppans may be given proper orientation for problem analysis and problem solving by training in participatory rural appraisal techniques and exposure visits to successful models of tribal hamlets.
 2. The declaration of Edamalakkudy as the first tribal gramapanchayat in the state is a major step towards the decentralisation of power and inclusion of the poor tribal people in decision making process. It is also proposed for necessary follow ups with GOI for timely implementation of Panchayat (Extension to Scheduled Areas) Act 1996 (PESA) in already proposed villages.

Women Empowerment through Self Employment

187. Due to the impact of modernization and influence of non-tribal societies on tribal societies, women are losing the socioeconomic and cultural positions that they enjoyed earlier. In many socioeconomic indicators, the tribal women lag behind tribal men. Atrocities against women are on the increase. The number of unwed mothers is still on the increase and their rehabilitation is still a problem.
1. The programmes undertaken by the department should ensure gender equality. A women centric approach of development as envisaged in Kudumbasree programmes may be replicated and that may make results.
 2. It is envisaged to address the development needs of tribal women through bringing them under the aegis of Kudumbashree network. Community mobilization and NHG formation will benefit the social, emotional, financial and physical needs of women beneficiaries.
 3. The tribal women will also be encouraged to engage themselves in various other income generation activities under different schemes of the government. Individual as well as group micro enterprises will be promoted with bank linkages to be started by the tribal women. The role expected of the SHG as an instrument not only financial support but also of social empowerment and make them partners in mainstream development.

Cultural Development

188. Scheduled Tribes in Kerala have a rich legacy of arts and crafts –be it music, dance, ornamentation or handicrafts. Their arts are inspired by the natural themes, motifs and materials. They have unique musical instruments made of bamboo and wood. The Kurichiya community has a great tradition of martial arts and their skill in archery is well known. There are a variety of tribal arts belonging to various communities and the major ones among them are Mannankoothu by Mannans, Nadanpattu, Vattakali and Koodiyattam using thudi and kuzhal by Paniyas; Gadhika by Adiyas; Kolkali by Kurumas and Nellukuthupattu by Kurichiyas, chat songs by kanikkar etc. The Tribal art forms which bears their culture and heritage are very much neglected. Preservation and propagation of such art forms have to be taken up, including giving assistance to the artists. The artists who have taken art as a livelihood have to be associated with Kerala Kala Mandalam, Folklore academy, Lalitha Kala Academy and financial assistance has to be provided by the Department for the promotion of these art forms.

1. The Department proposes to establish a tribal art museum at the tribal complex, Ernakulam, which will be a cultural platform for the promotion of traditional art forms of the tribals. The museum will also function as an art academy where the tribal art forms will be performed, preserved and propagated. The art academy will help the tribals in the following areas
2. To provide training in tribal art forms, recording the tribal art forms and literature which are transmitted from generation scientifically without losing their identity, collecting and publishing tribal stories and songs, honouring leading artists and publications by giving awards and fellowships, conducting tribal festivals, arranging exposure visits by troupes inside and outside the state, promoting interstate cultural exchange program etc.
3. Further, traditional knowledge management system particularly in tribal medicine through supporting tribal healers and new generation vaidyas will be propagated.
4. Bamboo craft which is a traditional craft skill is proposed to be upgraded through design development and skill development interventions from URUVU. Special focus will also be given to sports and arts promotion by setting up sports and arts club.

Banking and credit facilities

189. Poor financial base added with poor access to institutional sources contributed to low level of investment in agriculture.

190. Access to institutional credit needs to be improved on priority basis. There should be one full-fledged bank branch or extension counter in every tribal concentrated village so as to provide banking services to the beneficiaries of departmental schemes as well as to acquire easy credit. This will help to minimise the dependence on private money lenders.

Protection of Civil Rights and Prevention of Atrocities Act

191. The constitution of India provides various safeguards in favour of the scheduled tribes, viz., protective and developmental safeguards. The protective provisions are contained in Article 15(4), 16(4), 19(5) and so on. But still they are exploited and are subject to many atrocities. Women and girl children are the most affected groups.

192. Action should be taken for the speedy disposal of cases registered under the Atrocities Act. Immediate and prompt legal aid should be ensured to the victims of atrocities along with monetary benefits. Special courts may be started at tribal predominant districts.

Indigenous Knowledge

193. The tribal communities derive their livelihood and meet their survival needs from the diverse biological resources of the environment. The indigenous knowledge on bio diversity equip the tribal communities to collect food items from forest flora and fauna, non- timber forest produces (NTFP), medicinal matter for health care, building materials for shelter etc. The indigenous tribal medicinal knowledge evolved steadily as the cumulative and collective wisdom of the people. This ethno specific knowledge is a part of cultural heritage of tribal communities. In recent years, the bio diversity is getting depleted and there occurs an erosion in the indigenous knowledge system of the ethnic groups. The tribal medicine or ethno medicine is one such area where the loss of knowledge is reported owing to a number of reasons.

Social Security

194. A package of life insurance services and care services to ensure comfortable life to the socially deprived groups (especially widows, single mothers, aged persons, women in distress etc) have to be initiated in association with Govt. insurance companies, Social Justice Department, Kudumbashree, and committed Voluntary Organisations of repute.

Care of the Elderly

195. A large number of elderly persons are reported to be not able to move out of their houses due to ill health. In addition to providing medical care to them, keeping them productively engaged in some activities could also be considered.
196. The service of the paliative care units of the GramaPanchayats should be also ensured for elderly tribal people.

Formation, Updating and Maintenance of Tribal Database on a Regular and Continuous Basis

197. Even though attempts were made in 1976-78, 1981-82 and 1996-97, a comprehensive database pertaining to the socio-economic condition of the ST families in Kerala could not be established due to various constraints. However the State has been able to establish a wide ranging tribal database through the participatory tribal survey undertaken by the state during 2008-09, barring few shortcomings like inability to include a few ST communities in the southern districts from Ernakulam to Thiruvananthapuram. Except the few omissions as above, there exists no discernible errors in the survey and it is rated as high in terms of quality. Being a Census type of endeavour, covering all sectors concerned with ST development, this survey must be repeated once in ten years. Accordingly the next survey may be conducted during 2018-19 with the involvement of Local Governments, KILA, KIRTADS, SPB and the department of Economics and Statistics under the overall supervision and control of ST Development Department.
198. Copy of the existing tribal database (2008) may be given to all TSP implementing departments and local governments. Utilizing the existing ICT facilities it is possible to update the already generated database, every year (at least in the case of certain key information like ST population, landless and

houseless ST families, ST families lacking sanitary latrines, electrification and drinking water etc.). Updating may be done every year till a new source of database is established through fresh surveys. The field level TSP implementing officers of LGs and departments may update the needy part of the database in their respective area of jurisdiction every year in consultation with the PO, ITDP/TDO and the field level Economics and Statistics officers, if necessary.

Monitoring and Evaluation

199. The Planning and Monitoring Cell in the Directorate may be strengthened immediately by inducting Senior Level Officers from the State Planning Board for the effective planning and monitoring of TSP and other schemes. The internal monitoring system of the department has to be made robust. Each developmental programme may be tracked through specially developed objectively verifiable indicators (with emphasis on financial and physical performances) on a monthly basis at the districts and quarterly basis at the state. The data on implementation of projects/schemes may be collected from the field (at TEO level) in terms of achievements of physical and financial progress, completion of milestones, status of project indicators and bottlenecks in implementation strictly on a concurrent basis. It is good to have web based data collection and analysis. Software to be utilized for the purpose. Data entry may be carried out by TEOs from the field so that real time analysis and reporting happens at the Principal Secretary, Director and Project Manager levels. The software should be capable of handling large volume data and should provide real time reports and graphs in the specified formats. A unique family code may be generated for each tribal family being benefited under different schemes. This code may be treated as the master code while preparing the beneficiary lists so that repeated benefits to a family can be listed out.
200. The Audit wing of the Department also to be strengthened suitably in the light of the increased number of schemes and programmes, the quantum of TSP and other funds manoeuvred by the Department, physical targets and achievements to be made etc.
201. The strategies for Thirteenth Five-Year Plan will be found immensely useful in improving the quality of life and ushering in a new model of integrated development of tribals in the state. It will help to wipe out the tears of the tribal communities who have been in a state of deprivation all along. The approach and strategy proposed will be operationalised by the state Government in a Mission Mode within the definite time frame of the Thirteenth Five-Year Plan.

Part B

Strengthening of Scheduled Tribes Development

202. Scheduled Tribes Development Department has 7 Integrated Tribal Development Project Offices, 9 Tribal Development Offices at district level and 53 Tribal Extension Offices at grass root level.
203. The allocation during 1975 was Rs 35 lakhs towards 4-5 schemes. Till 2013-14, only 2% of the total state plan share was allocated for Scheduled Tribes Development. The budget allocation has been increased to 3% from 2014-15 onwards and the allocation for 2016-17 is Rs 682.80 crore.
204. The number of schemes for Scheduled Tribes Development has steadily increased ranging from education, health, infrastructure, skill development programmes, livelihood activities, and income generating activities. The Department is still functioning with almost the same staff strength/staff pattern since its formation in 1980 despite the mammoth enhancement in the outlay and aplothora

of schemes. This calls for the urgent need for strengthening and restructuring the Directorate as well as the District and Grass root level administrative structure of the Department. The P&ARD had prepared a Work Study Report for the Department as per Govt. instructions. Only the first phase of the P&ARD recommendations could be materialized in 2015. At present the Directorate has one Director, one Joint Director, one Deputy Director, 3 Assistant Directors, one Senior Administrative Officer and a Senior Finance Officer in the senior/middle level. As stated above Planning and Monitoring cell in the ST Department may be strengthened for effective implementation and monitoring of schemes under the Department. Scheduled Tribes Development Department should take special effort to co-ordinate all the welfare programmes initiated in Attappady with a suitable plan of action.

Part C
Restructuring of KIRTADS

205. This institute was established in 1970 as Tribal Research and Training Centre (TR&TC) in a national pattern, which subsequently got recognised as the Kerala Institute for Research Training and Development Studies of Scheduled Castes and Scheduled Tribes (KIRTADS) in 1979. This is functioning under the SC/ST Development Department. KIRTADS campus is situated in Kozhikode.
206. The major objectives of the organization is to conduct research studies and training programmes which facilitate to ensure the development of the Scheduled Castes and Scheduled Tribes and also to identify the issues and problems confronted by the Scheduled Castes and Scheduled Tribes population of the State and suggesting suitable remedial measures for their welfare and overall development.
207. The Research Wing also named as the Anthropological Wing has been designated as an Expert Agency as per Act 11 of 1996 and is functioning as the Vigilance Cell for generation of anthropological investigation reports to the Scrutiny and Screening Committees with respect to the bogus claims of SC/ST communities for the last two decades.
208. The Research Advisory Committee as for the direction of the MOTA of the Department should meet annually by inviting experts from the various facets of tribal development prior to the formulation of the next fiscal's training and research studies to be proper advice and orientation.
209. Tribal performing art forms are a much exploited area by the non-tribal performing artists for creation of unique music and dance numbers. Culture specific documentation followed by cross cultural analyses of the dance and music forms are a must.

Collaborative Research and TIPR (Tribal Intellectual Property Rights)

210. The non-tribal population always believed in the efficacy of the therapeutic recipes of the tribal healers. Before undertaking, large scale production more bio-assay researches are required, so that evidence of efficacy can be explained to the public systematically. The active principle's mode of action in the body and how it affects the physiology and cure in the body have to be scientifically explained by the Tribal healers to the community.
211. The efficacy researches after signing MoU with recognized laboratories can lead the elucidation of effective drugs, in the future the potential of which is unlimited in the global market. The research for patenting of drugs alone can yield such benefits. The process patenting system emphasise the

need for chemical analysis. Such efficacy research had to be carried out after signing MoU for safeguarding IPR with reputed laboratories. During 1994-96 KIRTADS could undertake bio-assay researchers on therapeutic recipes used to treat diabetes. This is undertaken after signing MOU with Regional Research Laboratory (now NIST) Thiruvananthapuram. The results were exciting and out of the two patent applications one had been awarded patent. Collaborative Researches with JNTBGRI has also been initiated by KIRTADS. Tribal healers have started clamouring for a piece of legislation to protect their IPR.

Safeguarding of Intellectual Property Rights

212. The tribal art and craft forms are ethno specific and eco specific. It has its stamp of the culture which fostered and nurtures it. It may be still in an evolving stage in accordance with the culture of which it is a part. The oral tradition, religious beliefs and practices determine the symbolic nature and pattern of the art and craft. Sculptures, masks, carvings, songs, music etc. speak copiously about a community's cultural identity. The ecospecific nature for craft products for example the kannadippaya (mirror mat) weaving techniques of Muthuvan tribe of Idukki is determined by the reed species from which the craftsmen make fine reed splints.
213. The present works entrusted and function of KIRTADS may be reviewed and prepared a detailed report for restructuring by giving importance to Research and Training. In the area of Research, KIRTADS may undertake SC/ST related studies/evaluations according to the advices of Central/State Governments. In the area of Training KIRTADS may be entrusted with all training programmes of officers, non-official, elected representatives of LSGs, Tribal youths.

ANNEXURE 1

**PROCEEDINGS OF THE MEMBER SECRETARY
STATE PLANNING BOARD
(Present: Sri V S Senthil IAS)**

Sub: State Planning Board -Formulation of Thirteenth Five Year Plan (2017 – 2022)
Constitution of Working Groups on **Scheduled Tribes Development**-Constituted -
Orders issued.

Read: Decision of the State Planning Board meeting held on 08-09-2016.

ORDER No. SPB/278/2016-DPD (WG-5)

Dated: 26/09/2016

As part of the formulation of Thirteenth Five Year Plan, it has been decided to constitute various Working Groups under the priority sectors vide paper read above. Accordingly Working Group on **Scheduled Tribes Development** is hereby constituted. The composition and the terms of references are given below.

Chairperson

Dr Venu V IAS, Principal Secretary to Government, SC/ST Development Department -
Mob.No.9560407263

Members

1. Dr P Pugazhendi IFS, Director, Scheduled Tribes Development Department –Mob No 9447702525
2. Dr Bindu, KIRTADS, Chevayur, Kozhikode- 673017, Mob. No. 9447767329
3. Sri N Radhakrishnan, Joint Director (Rtd.), SPB, Uthradam, VRA 103 A, Mannamoola, Perrorkada PO- Mob No 9349731378
4. Sri G Hrishikeshan Nair, Joint Director (Rtd.), STDD, Souparnika, Mevaram, Thattamala P.O, Kollam - Mob.No.9446966082
5. Dr Meena, Social Scientist, MSSRF, Wayanad - Mob.No. 9895631075, 9497852756
6. Dr D Shyjan, Department of Economics, Dr. John Matthai Centre - Mob. No. 9400370320
7. Sri O J John, Deputy Director (Rtd.), STDD, OttamakalVeedu, Puliyannoor P. O, 686573, Pala, Kottayam - Mob. No. 9447349947
8. Sri V K Mohankumar, Director (i/c) (Rtd.), KIRTADS, Suvarsha, Maduravanam Road, Civil Station P.O, Kozhikode - Mob.No. 9495890015
9. Smt Dhanya M Raman, VadakkeParavilaVeedu, K.S. Road, Kovalam P.O., Thiruvananthapuram -Mob.No. 9633557955

Convener

Smt PrasannaKumary N, Chief (i/c), Decentralised Planning Division, State Planning Board -Mob.No. 9495098611

Co-convener

Sri Praveen P, Research Officer, Decentralised Planning Division, State Planning Board-Mob.No. 9446107617

Terms of Reference

1. To review the development of ST sector with emphasis as to progress, achievements, present status and problems under its jurisdiction during the 11th and 12th Five Year Plan periods.

2. To evaluate achievements with regard to the plan projects launched in ST sector, both by the State Government and by the Central Government in the State during these plan periods.
3. To list the different sources of data in ST sector and provide a critical evaluation of these data sources, including measures for improvement.
4. To identify and formulate a set of output and outcome indicators (preferably measurable) for ST sector and base the analysis of the previous plans on these indicators.
5. To outline special problems pertaining to ST sector.
6. To suggest, in particular, a set of projects which can be undertaken during the 13th Plan period in ST sector. Also suggest innovative projects under TSP.
7. Evaluate all the ongoing schemes and to weed out those schemes which are irrelevant and not fruitful, similarly grouping/ clubbing of similar schemes.
8. Evaluate projects under pooled fund and critical gap filling fund (Corpus Fund) under ST sector. Also suggest strategies to be adopted in the existing guidelines of pooled fund and corpus fund.
9. Utilization of TSP funds through LSGD.
10. Implementation of projects on education, housing and infrastructure at district level may be examined.
11. Suggesting a comprehensive monitoring mechanism of schemes under TSP.
12. Review of implementation of SCA to TSP during 12th Five Year Plan.

Terms of Reference (General)

1. The Chairperson is authorised to modify Terms of Reference with the approval of State Planning Board. The Chairperson is authorised to invite, on behalf of the Working Group, experts to advice the Group on its subject matter. These invitees are eligible for TA and DA as appropriate.
2. The Working Group will submit its draft report by 1st December 2016 to the State Planning Board.
3. The non- official members of the Working Group will be entitled to travelling allowances as per existing government norms. The Class I Officers of GOI will be entitled to travelling allowances as per rules if reimbursement is not allowed from Departments.

Sd/-
Member Secretary

To

The Persons Concerned
The Sub Treasury Officer, Vellayambalam

Copy to:

The Accountant General, Kerala (A&E) with C/L
PS to VC
Member (DP)
PA to Member Secretary
All Divisions, State Planning Board
Senior Administrative Officer, State Planning Board
Stock file

Forwarded/ By order
Sd/-
Chief (i/c) DPD