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TRIBAL DEVELOPMENT ADMINISTRATION IN TAMIL NADU
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Abstract

For proper understanding and analysis of the tribal development administration in Tamil Nadu with reference to Salem District, an understanding of the area in which it is set is quite necessary. In this chapter an attempt has been made to explain the population of the Tribals, their operational land holdings, literacy and the status of the Tribals in Tamil Nadu with reference to Salem District.

Keywords: Tribals, goal, cultural tastes, humanization, modernization, Urban Areas

Introduction

Development, as a term, signifies growth or change for the better in any aspect of a social process. Applied to an economy, it means growth in its different sectors of production and distribution, improving standards of education, living and civilization of the people, improving wages for the workers, etc. Political development similarly means healthy growth with justice, equality among citizens, integration among communities and linguistic regions and so on.

Social development signifies the development of social institutions which may facilitate smooth changes and outlook of people. It means improvement in social like norms of mutual conduct among members, values, cultural tastes, humanization and modernization.

The most important agency of social development is educational institution spread in a society – both formal type and mass communication. Development is usually conceived as an aspect of change that is desirable, broadly predicted or planned and administered or at least influenced by Governmental action. Thus the concept of development consists of:

1. An aspect of change,
2. A plan or prediction and
3. Involvement of the Government for the achievements of the planned or predicted goal.

Development Administration

The term "Development Administration" is of recent origin. It was first coined by Goswami in 1955 and later popularized by scholars like Fred W. Riggs, Edward W. Weidner, Joseph La Palombara, Albert Waterson etc. Weidner was the first who introduced the concept of Development Administration. Two different but interconnected traditions seemed to have converged into it. One of these streams of administrative thought is the result of an evolving trend of scientific management started at the turn of life century with the administrative reform movement. The dominant concern in such reform efforts has been with the means of administering in the best possible manner. In this process the analysis of ends or goals was not given equal attention. The goals were often identified with economy and efficiency. Thus, economy and efficiency served as both ends and means blurring the distinction between them. There was under emphasis on the study of goals. Public Administration had glorified means and forgotten the ends. It was in this context, to fill a gap in the administrative theory that the concept of 'Development Administration' was introduced by Weidner.

Scheduled Tribes

The Development Administration in the Tribal areas has its own problems. However, before the problems and strategies used for Development Administration in the Tribal areas are discussed, it is worthwhile to have an idea about the 'Tribes' itself. Winicks' Dictionary of Anthropology has defined 'Tribes' as a social group usually with a definite area, dialect, cultural homogeneity and unifying social organization. A Tribe ordinarily has a leader or may have a common ancestor as well as a patron deity. The families of small communities making up the Tribes are linked through economic, social, religious, family or blood ties. Anthropologists have identified the following characteristics of Tribal communities. i.e., Smallness, Distinctiveness, Homogeneity, Isolation and self Sufficiency, Sensitivity, Anxiety to retain their Identity and Fear of extinction etc.

Tribal Development Administration

The environment of an area has its impact on the administration of the area. The Tribal culture, its economy, social custom and political system also influence the administrative set up and practices in that area. The administrative set up has to be suitably changed keeping in view the ecology of the Tribal areas. The complexities arising out of the Tribal ecology is quite different from those of other areas and hence requires a different approach. Moreover, in order to administer development, the knowledge of the Tribal social system, customs and socio economic conditions are of great relevance.

Review of Literature

Tribal Development Administration is relatively a neglected area of study and most of the available literatures on the subject focus on various aspects of Tribal welfare and culture. The various literatures reviewed by the researcher are provided in the following pages.

Robert E. Asha and others in their edited book have examined the development of emerging countries and have suggested an agenda for research.

M. Banarjee in his book has examined nature and characteristics of primitive men in India.

H.G. Barnett in his book has examined the beginning, development, beliefs and customs of mankind and deals systematically with the contribution anthropology can make to the analysis of administrative problems through discussion of such topics as land tenure, family adjustment or legal processes. It is restricted to an examination of the relationship between anthropologists and administrators, mainly within the framework of a bureaucratic machine. This is an interesting and worthwhile topic on which most of us have strong views, and Barnett has succeeded in arranging his material about delicate yet highly charged situations in a dispassionate and simple way. This is a book to be recommended, but different readers will find its value lies in different sections. The first two of the five chapters consist of a rather prosaic arrangement of the views of a number of writers who have referred to this problem. Here Barnett is umpire rather than judge or jury. The specialist knows the material and would rather have a greater injection of Barnett's views; the graduate student will welcome the handy references, but will need to follow up each one to obtain discussions of administrative anthropology as a whole. It is unlikely that administrators will be convinced of the value of anthropology by the frankness with which some issues have been discussed. The remaining three chapters are the most valuable. Here Barnett makes use of his experience as Staff Anthropologist to the United States Trust Territory of the Pacific Islands to enlarge upon his theme in a specific administrative framework. He has illustrated his points with extracts from official reports; not only do we have documentation of the anthropologist's role in the colonial territory which has made the fullest use of anthropologists, but we are given an insight into methods of administration which whets our appetite for more. It is inevitable that a book of this kind should raise as many questions as it answers. Barnett makes the point that some critics have declared "that anthropology is not a science at all and hence is not anthropology". But he does not give adequate space to the consideration that anthropology has as yet insufficient theory to enable it to be applied as a science. Most of the problems cited seem to require very little theory in their solution. The anthropologist can bring a sympathetic interpretive understanding to his task, supplemented by an awareness

of the possibilities and pitfalls of research. The reports written by Trust Territory anthropologists differ vastly from the reports of untrained officials in other colonial territories; but they differ very little, except perhaps in jargon, from reports written by liberal administrators with university training. Is it anthropology as such, or a scientific approach tempered with a liberal detachment, which is the effective factor? One or two practices are described which have dubious overtones.

Analysis of the Study

For proper understanding and analysis of the tribal development administration in Tamil Nadu with reference to Salem District, an understanding of the area in which it is set is quite necessary. In this chapter an attempt has been made to explain the population of the Tribals, their operational land holdings, literacy and the status of the Tribals in Tamil Nadu with reference to Salem District.

Tribal Population of Tamil Nadu

The main Tribes in Tamil Nadu are Malayali, Toda, Kurumba, Paniya, Irular, Kattunayakan, Kanikar, Paliyan, Sholagar, Kadar, Vedar, etc., of which Toda, Kurumba, Koda, Paniya and Irular are the Primitive Tribes. The Shilu Committee constituted by the Planning Commission in 1969 for reviewing the Tribal situation had observed that a large number of Tribal communities continued to be extremely backward and some of them were still in the Primitive food-gathering stage. The Committee described these Tribal communities as Primitive Tribes. It was emphasized that these communities needed special attention. There are 36 Tribes in all, whose combined population as per 1991 census is 5.74 lakhs representing 1.03% of the total population of the State which is 558 lakhs. Out of the 5.74 lakhs Tribals 51.03% of the Tribals are males and remaining 48.97% are females. The name of the 36 Tribes of Tamil Nadu are Adiyar, Aranadan, Eravallan, Irular, Kadar, Kammara, Kattunayakan, Kanikaran, Kanikkar, Kaniyan, Kanyan, Kochu Velan, Konda Kapus, Kondareddis, Koraga, Kota, Kudiya, Melakudi, Kurichchan, Kurumbas, Kurumans, Mahamalar, Malai Arayan, Malai Panndaram, Malai Vedan, Malakkuravan, Malasar, Malayali, Malayekandi, Mannan, Mudugar, Muduvan, Muthuvan, Palleyan, Palliyan, Palliyar, Paniyan, Sholaga, Thoda and Uraly.

The Tribal population in the State is largely concentrated in fifteen Districts mainly Western, East West, North West and Southern Districts. The Tribal Sub Plan comprises funds earmarked for the infrastructural facilities to the Integrated Tribal Development Programmes as well as the flow to Tribal people living both within and outside these areas.

Area and Scheduled Tribes Population of Salem District

The details relating to the Block and Municipality wise area and scheduled Tribes Population in Salem District are provided in Table 1.

Table 1 Area and Scheduled Tribes Population of Salem District

Sl. No.	Name of the Blocks/ Municipalities	Area (sq.km)	Scheduled Tribe		
			Persons	Male	Female
1.	Salem	242.14	1529	803	726
2.	Veera Pandya	158.84	306	164	142
3.	P.N.Patty	159.56	5609	2827	2782
4.	A.Pattinam	229.41	8311	4134	4177
5.	Valapady	185.96	4145	2118	2027
6.	Yercaud	382.67	24491	12199	12292
7.	Attur	336.68	4128	2128	2000
8.	Pethanaickenpalayam	534.17	28245	14251	13994
9.	Gangavalli	410.18	9974	5079	4895
10.	Thalaivasal	404.88	746	403	343
11.	Omalur	202.94	348	199	149
12.	Kadayampatty	345.16	4368	2297	2071
13.	T.Mangalam	118.36	39	19	20
14.	Mecheri	195.70	36	17	19
15.	Nangavalli	220.09	576	307	269
16.	Kolathur	361.36	9741	5054	4687
17.	Sankari	299.55	96	42	54
18.	Magudanchavadi	126.38	1222	645	577
19.	Edappady	199.04	11	7	4
20.	Konganapuram	119.28	0	0	0
21.	Salem Corporation	91.34	1345	691	654
22.	Attur Municipality	27.62	246	120	126
23.	Mettur Municipality	14.55	367	187	180
24.	Edappady Municipality	28.22	4	3	1
Total		5,394.08	1,05,883	53,694	52,189

The details relating to the Block and Municipality wise area and scheduled Tribes Population in Salem District provided in the above Table indicate that total area of Salem District is 5394.08 square kilometers. The total tribal population in Salem District is 1,05,883 persons. Among them the total male tribal population is 53,694 persons and the total female tribal population is 52,189 persons. Higher population of Scheduled Tribes and the ratio in Salem District is more than 3%.

Percentage of ST Population in Rural and Urban Areas of Salem District

The details relating to the percentage of Scheduled Tribes Population in rural and urban areas of Salem District during 1991 census are provided in Table 2.

Table 2 Percentage of Scheduled Tribes Population in Rural and Urban Areas of Salem District

Sl. No.	Area	Percentage of Scheduled Tribes		
		Total	Male	Female
1.	Rural	4.89	4.82	4.97
2.	Urban	0.10	0.10	0.09

The details relating to the percentage of Scheduled Tribes Population in rural and urban areas of Salem District during 1991 census provided in the above table indicate that 4.89% of tribal population

lived in rural areas and 0.10 tribal populations lived in urban areas. The rural male tribes are 4.82% and rural female tribes are 4.97%. The urban male tribes are 0.10% and the urban female tribes are 0.09%. In the above table reveal that the highest proportion of Scheduled Tribe population in its rural areas, it is observed that the Salem District where the Scheduled Tribes are found in larger numbers, the concentration is more in the rural areas. In this District more of hilly and forest tracts in which the Scheduled are generally found.

Literacy

A person who can both read and write with understanding in any language is considered as literate. All children aged 6 years and below were treated as illiterates in 1991 census even if a child was going to a school and had picked up reading and writing a few odd words. Till 1981 census, all the children aged 4 years and below were treated as illiterates and for the first time this level has been raised to 6 years in the 1991 census.

Literacy rate is one of the important indicators which can be used to measure the development of a society. In census, a person is considered as a literate if he can both read and write with understanding in any language. All children aged 6 years and below were treated as illiterate in 1991 census instead of 4 years and below till 1981 census.

The literacy rate among the Scheduled Tribe population in Tamil Nadu is 27.89%. The corresponding rates for Scheduled Caste population and for general population are 46.74% and 62.66%. The literacy rate for Scheduled Tribe males is 35.25% while it is very poor, viz., 20.23 among Scheduled Tribe females. Among the Districts, the literacy rate is generally found to be lower in the few contiguous Northern Districts where the concentration of Scheduled Tribe population and the rates are higher in the other Districts. Almost all the District in the Southern Parts of Tamil Nadu, are almost plain in coastal areas and do not have substantial population of Scheduled Tribes and the literacy rates among the few Scheduled Tribes are found to be comparatively higher. Obviously the Scheduled Tribe population found in the District would have settled from the Tribal areas in other parts of Tamil Nadu for employment purposes. Their mobility from their place of origin explicitly reveals their improvement in literacy and educational levels. Education might as well have influenced their mobility from their places of origin. Those Scheduled Tribes who are

still illiterates are almost immobile and hence apparently remain in the places of their original habitat.

The literacy rate among the Scheduled Tribe population living in the rural areas is 25.24 for persons, 32.38 for males and 17.80 for females while the corresponding rates in urban areas are 47.29 for persons and 56.32 and 37.94 among males and females respectively. The literacy rate among the Tribals is about 27.89% as against the general literacy rate of 62.46%. The literacy rate among the Tribal women is 20.23% which is much less than that of Tribal man viz. 35.24%.

Percentage of Child Population of Scheduled Tribes in Salem District

Table 3 Percentage of Child Population of Scheduled Tribes in Salem District

Sl. No.	Particulars	Percentage of Child Population
1.	Total Child Population	28.00
2.	Total Male Child Population	35.74
3.	Total Female Child Population	19.97
4.	Rural Child Population	27.63
5.	Rural Male Child Population	35.36
6.	Rural Female Child Population	19.62
7.	Urban Child Population	72.67
8.	Urban Male Child Population	79.53
9.	Urban Female Child Population	64.66

The details relating to the percentage of child population of Scheduled Tribes in Salem District during 1991 census are provided in Table 3.

The details relating to the percentage of child population of Scheduled Tribes in Salem District during 1991 census provided in the above table indicate that total child population in Scheduled Tribes

are 28%. Among them the male child tribes are 35.74% and the female child tribes are 19.97%. The total child tribes in rural areas are 27.63%. Among the male child tribes in rural areas are 35.36% and the female child tribes in rural areas are 19.62%. The total child tribes in urban areas are 72.67%. Among the male child tribes in urban areas are 79.53% and the female child tribes in urban areas are 64.66%.

Tribal Population in Hills

Table 4 Tribal Population in Hills in Salem District

Sl. No.	Name of the Tribal Area	Area (Sq. Km.)	Total Population of the Area	Tribal Population
1.	Yercaud Hills	147.50	33,353	21,676
2.	Kalrayan Hills	319.21	21,395	20,665
3.	Aranuthumalai	29.02	11,879	6,604
4.	Pachamalai	109.92	24,161	6,583
Total			90,788	55,528

For the implementation of the Tribal Sub Plan strategy, integrated Tribal Development Projects were adopted during the Fifth Plan for covering the substantial Tribal population areas. In accordance with the above strategy Sub Plans were

formulated for viable Project areas considering the local resources and needs. Out of the total Tribal population integrated Tribal Development Project areas cover roughly 2 lakhs Tribal which is 33% of the total population on the Tribals. The Integrated Tribal Development Project area wise details of the Tribal population in Salem District are provided in Table 4.

Status of the Tribals

The Tribes in Tamil Nadu due to land alienation and other practices have become workers of different kinds. Therefore, it is proper to understand the concept of workers, their classification, etc.

Definition of Workers

Work may be defined as participation in any economically productive activity. Such participation may be physical or mental in nature. Work involves not only actual work but also effective supervision and direction of work. It also includes unpaid work on farm or in family enterprise. The economic questions till 1951 census were based on income concept while the concept of work measured in terms of time or the labour force concept was adopted since 1961 census and this is being continued in 1991 census also. But, in 1961 census as well as in 1971 census, a dual reference period was adopted - one for seasonal and another for non-seasonal work. However, there was no change in classifying a person as worker in the case of seasonal work between 1961 and 1971 censuses; but, in the case of non-seasonal work, one should have worked at least for a day during the week preceding enumeration in 1971 census instead of a fortnight in 1961. But in 1981 and 1991 censuses, a single reference period of one year prior to enumeration was adopted both for seasonal and non seasonal work.

Division of Workers

In 1961 and 1971 censuses, the population was divided into workers and non-workers. But in 1981 census, workers were further sub divided into main workers and marginal workers, depending upon the period of participation in economic activity. If a person had worked for major part of the year six months (183 days) or more, during the year proceeding the day of enumeration, he was considered as main worker and if he had worked for less than six months or less than 183 days he was considered as a marginal worker. Persons who had not worked even for a day during the year proceeding the day of enumeration were treated as non-workers. The above definitions of main worker and marginal worker were continued in 1991 census also. While in 1981, main workers were divided into four industrial categories for presentation of data in the Primary Census Abstract, now they are shown under

nine industrial categories, as given in the publications of 1961 and 1971 censuses. Out of 5.74 lakhs of Tribals 2.78 lakhs are non-workers and the remaining 2.96 lakhs are workers. Out of 2.96 lakhs workers 1.34 lakhs are cultivators, 0.93 lakhs are agricultural labourers, 0.04 lakhs are house-hold workers, 0.47 lakhs are other workers and 0.18 lakhs are marginal workers.

It may be observed that the work participation rate among the ST population in 1991 census is 52.10%, 49.10% are main workers and 3% are marginal workers. The work participation rate for ST population is higher than the work participation rate for general population and SC population in 1991 census which are 43.31 and 48.43 respectively. The corresponding rates for ST in 1981 Census was 48.20 for main workers and 3.11 for marginal workers the balance of 48.69% representing non-workers. It may be observed that the percentage of main workers has increased slightly to 49.10 in 1991 from 48.20 in 1981.

Among the male ST population in the State, 59.07% are main workers; 0.32% are marginal workers while among female ST, 38.71% are main workers and 5.80% are marginal workers. The corresponding proportions in 1981 among male ST were 61.26% in respect of main workers and 0.72 in respect of marginal workers. Similar ratios, among the female ST in 1981 were 34.73% in respect of main workers and 5.57% were marginal workers.

Percentage of Tribal Workers Population in Salem District

The details relating to the percentage of tribal workers population in Salem District during 1991 census are provided in Table 5.

Table 5Percentage of Tribal Workers Population in Salem District

Sl. No.	Persons	Percentage of Tribal Workers		
		Main Workers	Marginal Workers	Non Workers
1.	Total Workers	54.37	2.94	42.69
2	Male Workers	61.84	0.18	37.98
3.	Female Workers	46.58	5.82	47.6

The details relating to the percentage of tribal workers population in Salem District during 1991 census provided in the above table indicate that total main workers are 54.37%. Among them the total male main

workers are 61.84% and the total female main workers are 46.58%. The total marginal workers are 2.94%. Among them the total male marginal workers are 0.18% and the total female marginal workers are 5.82%. The total non workers are 42.69%. Among them the total male non workers are 37.98% and the total female non workers are 47.6%.

It is well known that there are subtle variations in the engagement of male and female workers as between different industrial categories and this is reflected in

the census figures also. Female main workers among Scheduled Tribes are also accordingly found in much lower ratios in categories like Transport, Storage and Communications, Constructions, Trade and Commerce, Mining and Quarrying, Manufacturing and Processing etc. under the factory sector, other services, etc.,

The details furnished in the setting of the study indicate that the Tribals of Tamil Nadu with reference to Salem District are mainly illiterate, the Tribal rights on land has been slowly eroded and they have become the workers of different kinds and that they have to be rehabilitated.

Conclusion

Though all the Tribal areas are not at the same stage of socio economic development, nevertheless, it can be said that there are some basic similarities in all these areas on the basis of which certain common policy issues can be formulated. The Tribal areas are characterized by their aloofness, a lower level of economic activity and a closed social structure. In a determined effort for economic development in Tribal areas during the second half of the 20th century, these areas got special attention as they were the most backward areas and had a great potential for forest, mineral and agricultural development. The natural barriers were overcome; roads got built, mineral explorations started, forest potential exploited and bigger stream of administrators, contractors, traders and other fortune-seekers started. As the new climate emphasizes achievement, ignores the means and sanctifies competition, the articulate outsider has, therefore, one motivation quick acquisition. The Tribals become defensive as they are not able to meet this group on terms of equality. The fastness in the new situation inhibits the harmonizing influence of time.

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