

Study on
**Adoption of
Tribal Sub Plan Approach**

in

**Madhya Pradesh, Maharashtra and
Andhra Pradesh**

Submitted to



**Ministry of Tribal Affairs
Government of India**

by

*Sachin Chowdhry
Ahmad Kamal*



**Indian Institute of Public Administration
I.P. Estate, New Delhi**

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Equity in development process is the guiding principle in state's intervention. Welfare orientation of the policy-making structures in view of many disadvantaged segments is a pre-requisite. Of all such sections, tribals are the least privileged lot. Governments both at the Central level and at the state levels have undertaken this responsibility. Many schemes are being implemented towards this. However, the most appreciable of them is the strategy of Tribal Sub Plan (TSP), which ensures a committed resources flow for the programmes being taken up for the development of tribal population. The objective of this study is to assess as to what extent the strategy of having TSP is successful.

We take this opportunity to thank our Director, Dr. P.L. Sanjeev Reddy for entrusting this responsibility of completing this task on us. We also express our appreciation to all those individuals and institutions who extended their help and cooperation in completing this study satisfactorily. It would be difficult and also unfair to single out persons and institutions for special mention but it would be less than fair not to mention the advice and guidance provided by the officers of the Planning Commission, particularly the Deputy Adviser (TSP) and officials in the Ministry of Tribal Development namely Ms. Meena Gupta, Secretary, Ms. Ruchira Pant, Joint Secretary, Mr. Bharat Lal, Director and Mr. Kharamwphlang, Director. Assistance and cooperation extended by the State Government Officers, especially those of Tribal Development Department, Tribal Research Institutes and ITDP/ ITDA, MADA level officers, Panchayat Presidents and above all the respondents in the three states of Madhya Pradesh, Maharashtra and Andhra Pradesh deserve special mention.

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(Sachin Chowdhry)
Project Director

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EXECUTIVE SUMMARY

1. The Study

This report is the result of the study conducted at the behest of the Ministry of Tribal Affairs (MTA), Govt. of India. The study was conducted in the three states namely Andhra Pradesh, Maharashtra and Madhya Pradesh for the comparative analysis of adoption of Tribal Sub Plan approach in the said states. The TOR given by the Ministry is as given below:

1. Whether the state government and the central ministries allocate TSP funds at least in proportion to scheduled tribe population in the state/country.
2. Whether various central ministries and state government have formulated appropriate need based programmes for tribal areas and made their financial and physical targets for STs separately and in divisible manner.
3. Whether they suitably adapt all the ongoing programmes to suit the specific requirements for schedule tribes.
4. Whether they have any mechanism to monitor the progress of implementation by different departments in the centre /State for welfare of schedule tribes.
5. Whether the different state adopt an integrated approach for development through the allocation of TSP funds in the tribal areas.
6. A comparison of the implementation in the different states and specific comments about success/ failure should be indicated.
7. Any other aspects of relevance including specific suggestion to enable suitable changes in the schemes and improve delivery mechanism.
8. Mechanism for monitoring implementation of schemes out of TSP funds, especially to ensure that expenditure is not notional.

2. Methodology

- 2.1 The study was process evaluation. Case study method was used for analysis. The standard methods of social science research were applied in collecting information.
- 2.2 All the stakeholders were contacted. The officials at the state level to project level to grassroot level were the important sources of information, besides the officials in the Ministry of Tribal Affairs and Planning Commission.
- 2.3 The samples of both the officials and members of tribal communities were selected in such a manner that at least one ITDP/ITDA, one MADA, one PTG and one cluster

could be covered in each state to analyze the variations. Two criteria were used for selection of the places- geographical location and the level of participation of the members of tribal community.

- In Madhya Pradesh, ITDP Kesla and Tamia (medium and major), PTGA Patalkot and Guna, MADA Guna and Cluster Shivpuri were selected for in-depth study.
- Similarly, in Maharashtra ITDP, Kalwan and Dharni, MADA, Nasik, ATSP, Nasik and mini-MADA Rajur were the sample project offices.
- And in Andhra Pradesh, ITDP, Bhadrachalam, MADA, Nalgonda, Chenchu PTGA, Srisailam and Cluster in Mannanur were visited by the study team.

In each of these offices two tribal villages were selected, one for the focused group discussion (FGD) and the other for canvassing the questionnaires. Since this is not an impact evaluation study, the sample size was restricted to 25 in each village, with at least one-third women. The criteria for selection of these villages were the level of participation noticed in these villages and at least one of the villages was more than 8 kms from the project office.

2.4 Following were the important sources of information:

- TSP documents,
- Directives or guidelines sent by Planning Commission and the MTA,
- Project plans of ITDPs, MADAs, and other agencies,
- Minutes of Tribal Advisory Council (TAC) and Project Advisory Boards (PAB),
- MIS submitted by the various agencies,
- Government Orders,
- Information posted on internet by departments,
- FGDs and questionnaires, and
- Observations by study team members

3. Major Findings

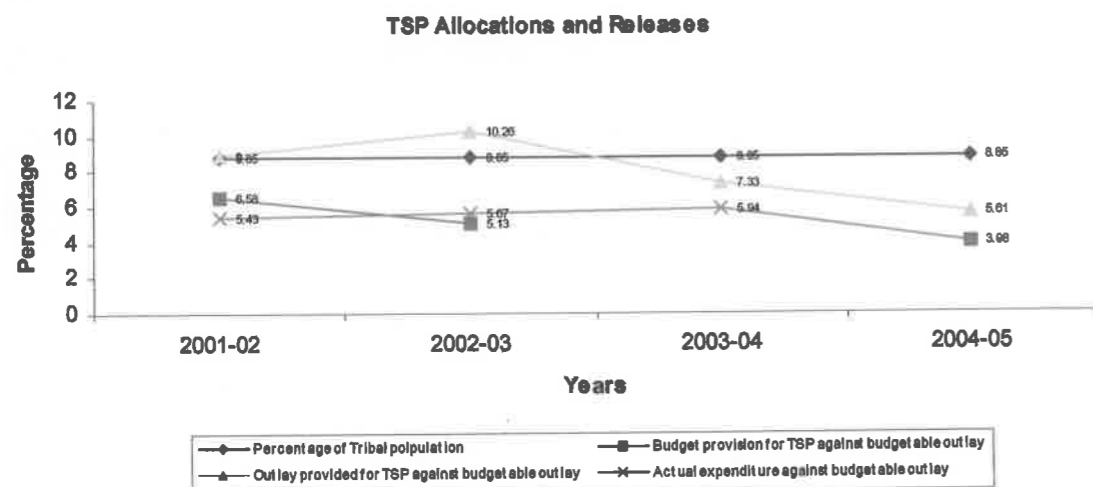
3.1 *Maharashtra*

3.1.1 Maharashtra is home to 85.77 lakhs tribals, which constitutes 8.85% of the total population. The literacy rate among the tribals is also low at 36% as compared to state literacy rate of 76.8%.

3.1.2 There are 24 ITDPs including 4 Additional Tribal Sub Plan Area (ATSP) Blocks/ projects, 43 MADA pockets and 24 Mini-MADA / Clusters.

3.1.3 An Expert Sub Committee under the Chairmanship of Shri D.M. Sukhtankar recommended that total size of the funds in accordance with the proportion of the ST population (9%), should be made available for TSP at the disposal of the Tribal

Development Department (TDD). The actual position is as depicted in the figure given below:



Actual Expenditures on TSP

Years	Actual Expenditures		
	In state plan	In TSP	Percentage
2002-03	773897	24327.66	3.14
2003-04	740760	30648.67	4.14
2004-05	N.A.	38029.82	-

Source: Ministry of Tribal Affairs, Govt. of India

TSP has never received adequate funding except for the year 2005-06 when it was exactly 9% but that too included SCA to TSP and grants under Article 275 (1).

The entire amount received as SCA to TSP has not been spent by the state. However the programmes being funded from the funds under this provision are from the basket wherein a lot of schemes have been listed, except some allocations for nucleus budget.

3.1.4 There is plethora of bodies involved in tribal development. In addition to TAC, there is a cabinet sub committee. Both of which seem to have identical responsibilities. Similarly, at district level, Special Executive Committee and District Tribal Sub Plan Committee have same mandate. The PLIC is also involved for the same. But measures need to be taken to improve their efficacy. For example, only five meetings of TAC have been held in the last six years and every time it was after more than a year.

3.1.5 At the Project level, there is a Project Level Implementation Committee (PLIC) under the chairmanship of a tribal MLA. There are 21 PLICs in the State.

- 3.1.6 The state government has put in place a decent incentive structure. Still in many ITDPs officers of the desirable seniority or prescribed services have not been posted. Due to absence of senior officers in the project offices, the POs are not able to control the direction of the implementation.
- 3.1.7 Consumption finance provided by Maharashtra State Co-operative Tribal Development Corporation in particular has benefited many tribal households. Shabari Tribal Finance Development Corporation assists the scheduled tribes in starting their own business by providing financial assistance through subsidies, seed capital, loan etc. However, there seems to be some overlapping in the functions of the two Corporations.
- 3.1.8 Distances, connectivity and increased workload in view of increasing number of schemes has affected the frequency of visits of officials to various areas as required under the specifications.
- 3.1.9 In a study TRI noted that follow up of development schemes on the socio-economic life of the tribals is not taken heed of. TRI has also found that Gram Sevaks make no efforts to create awareness among the tribals about development schemes. Since, many of the programmes are handled by specialized agencies, the department is not able to get involved in the implementation of the programmes as it does not have the technical staff of its own. This often results into programmes not serving the purpose for which they were framed.
- 3.1.10 The efforts to strengthen PRIs have also brought with them the concomitant evils like benefits cornered by village elite. For example, TRI in one study found that Mahadeo Kolis are better off than the Thakars and Katkaris. Hence, they have smooth access to political and economic resources of the gram Panchayat.
- 3.1.11 Efforts to associate voluntary agencies or non-governmental organizations have a long history in the state. The task of organizing Jan Jagruti Mela funded under SCA to TSP is being organized in Nasik by one NGO. This meeting is for PTGs and as reported is well attended by both men and women. Many officials of other departments also attend these meetings.
- 3.1.12 Maharashtra has good documentation. However, there are often mismatches of figures in the same document and sometimes in other documents. Similarly, it gives district-wise figures for programmes but not ITDP-wise or MADA-wise, which makes it difficult to assess the allocation to various agencies.

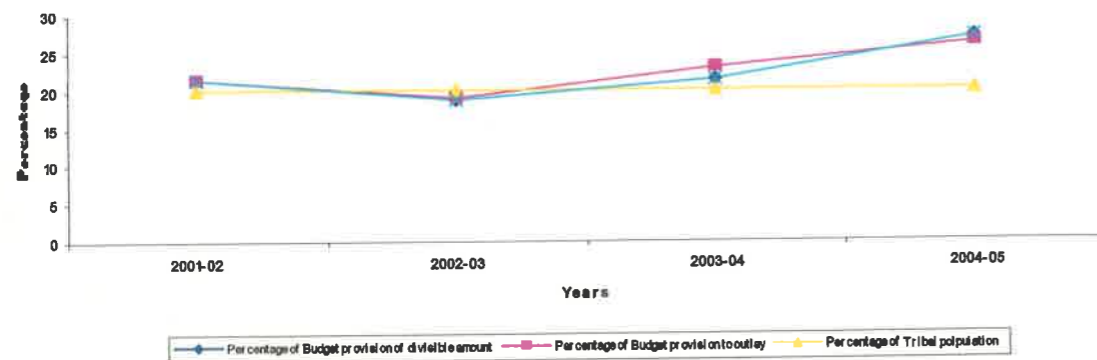
3.2 Madhya Pradesh

3.2.1 MP has the largest tribal population in the country with the STs population comprising 122.3 lakh out of total population of 603.48 lakh, which is 20.3% of the state's population. The total tribal sub plan area of the state is spread in 3.08 lakh sq. kms. i.e. 30.19% of total area of the state and covers 35 districts. It is administratively supervised by 31 ITDP (Including 5 medium projects), 30 MADA pockets and 6 Clusters.

3.2.2 At the State level programmes under Tribal Sub-Plan are reviewed and monitored by the Chief Minister and Chief Secretary. Additionally, a state level committee under the chairmanship of the Minister for Scheduled Tribe Development has been constituted since December 1999. Besides that two other Committees are Twenty Point State level Committee and Sub-Committee of the Cabinet for Tribal Sub-Plan Programme. There seems to be some overlapping in the mandate of these committees, which is apparent from the functions assigned to them.

3.2.3 The Tribal and Scheduled Castes Welfare Department draws up a separate budget for the TSP area under the Financial Advisory System (FAS). Demand no. 82 and 83 have also been created for financial assistance to PRIs and urban bodies respectively.

TSP and State Plan outlay



Actual Expenditures

(Rs. In crores)

Years	Actual Expenditures		
	In state plan	In TSP	Percentage
2002-03	5386.44	686.72	12.75
2003-04	5076.04	839.00	16.53
2004-05	6610.43	1176.38	17.80

Source: Ministry of Tribal Affairs, Govt. of India

The Department is not spending the entire amount and often the large sums lapse. The reasons given by the officials are delays in submission of project proposals by various line agencies and often the same delays by the project offices. Primitive Tribal Groups are worst hit by the less expenditure. For example, in the year 2004-05 the total allocation for ten PTG agencies was Rs. 1050.94 lakhs, out of which only Rs. 410.27 lakhs could be spent, i.e. only 39%.

3.2.4 An important step that is required to be taken up urgently is the database management. Figures at the state level and for the same at the field level were often found to be different. Sometimes figures in the same document are different.

3.2.5 Madhya Pradesh Adivasi Vitta Aivam Vikas Nigam implements the schemes sanctioned by NSTFDC, NHFDC and NABARD. It started functioning from the year 1995-96. In almost ten years it has assisted 44664 tribal, majority of them been assisted under NABARD scheme.

3.2.6 Personnel working in the project offices are junior officers as compared to other departmental functionaries. As a result the POs are not able to extract the performances from these functionaries.

3.2.7 The project offices are not well equipped. They receive meager amount for office maintenance that is not sufficient for running an office. Even for their basic needs they depend on the goodwill of the BDO's office.

3.2.8 Often the project functionaries were found to be staying away from the project areas. The reason for this is lack of basic infrastructure in such areas like schools for the children of these officials or the absence of basic amenities. The officials at the field level appeared to be dissatisfied with the existing incentive structure. Some of them are holding dual charges as well.

3.2.9 Co-ordination with line departments is a big problematic area. Right from the state level officials to field level officials mentioned that despite several efforts the apathy of the officials of other departments continues at each stage, starting from planning phase to implementation to monitoring to submission of UCs. Often works are undertaken without going before the Project Advisory Board and resultantly post facto sanctions have to be given to the works undertaken by other departments. The officials have found over the years that various line departments do not give due priority to the works in tribal areas.

- 3.2.10 In response to the questionnaire regarding the visit of the various officials, it came out that officials of the Department of Agriculture visit them most (49%) followed by Health Department (23%). People are less aware about the Tribal Department.
- 3.2.11 The process of identification of beneficiaries is good in the state (see Annexure 4). It can be said to be a process of self-selection.
- 3.2.12 Works are executed by the expert line agencies and the officials of the department are not involved during the implementation of works, so they are not able to monitor the quality of works. Consequently, often the quality of works is not as per standards.
- 3.2.13 The funds are released late, which also hampers a lot of planning. Sometimes the funds are received by treasury in the month of January. Also many ITDPs and MADAs do not get money on a regular basis from state plan funds.
- 3.2.14 As per the TSP document, there is a provision of encouraging the NGOs to take up certain activities like the health care of Primitive Tribes Groups. But the study team got the impression during discussions with the state level officials that not much efforts are being made to involve NGOs in any developmental activity.

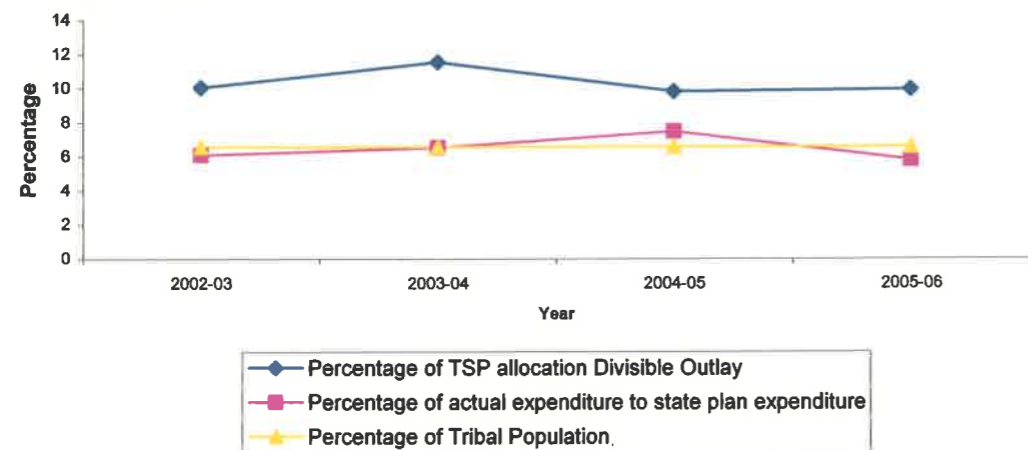
3.3 Andhra Pradesh

- 3.3.1 35 ST communities constitute about 6.59 percent of the total population of the state. Agency approach has been adopted in the state. The Integrated Tribal Development Agencies (ITDA) are in operation in eight districts. Apart from this, there is one ITDA for Chenchus and one for Yanadies exclusively. Outside sub-plan area (ITDA areas), there are 41 pockets of tribal concentration covering 11 districts where MADA programmes are being implemented. Besides that there are 17 identified clusters. At the district level a Governing Body for each ITDA is formed with all district level heads of general sector departments as members and Project Officer (PO) of ITDA as Secretary.
- 3.3.2 Concern for the tribal development has been evident since beginning in the state. In order to streamline the administration in tribal areas Single Line Administration has been introduced since 1986. Officers and staff working in the tribal sub-plan area, connected with regulatory and developmental programmes are placed under the administrative control of the PO of ITDA. This has helped in achieving functional integration to some extent. The Tribal Welfare Department prepares perspective plans for a period of three years for the development of STs under

ITDAs, MADAs, Clusters, PTGs and DTGs. A separate Tribal Project Management Unit (TPMU) has been set up to work under the administrative control of Project Officer, ITDA. The TPMU's mandate is social mobilization and empowerment of tribal communities in the TSP areas. The TPMU is provided with necessary support staff and functional specialists by the Society for Elimination of Rural Poverty (SERP). Due to the efforts put in by TPMUs, 40,842 Self Help Groups have been mobilized in tribal areas with 5.22 lakhs ST women as members. So far, 2995 Village Organisations have been formed and they have federated into 77 Mandal Samakhya in tribal areas. 18,129 SHGs have been provided with an amount of Rs 68.38 crores under Community Investment Fund for taking up micro projects for gainful employment, thereby, benefiting 1,97,546 ST women.

3.3.3 Planning Department quantifies the funds for TSP each year in accordance with prescribed percentage which is proportionate to tribal population in the state and indicates this to the Commissioner of Tribal Welfare. Earlier this percentage was 6%, but it has been increased to 6.6%.

Fig. 4.2: TSP Allocations and Expenditures



The cumulative figures for the years 2002-2003 to 2005-2006 shows that total outlay provided for TSP was Rs. 309348.47 and the total expenditure was Rs. 285612.98, which is 92.32 percent of the total outlay. The total expenditure under state plan was Rs. 4406090.24 and the expenditure under TSP was Rs. 285612.98, the comparison shows that expenditure under TSP is 6.48 percent of the expenditure under state plan.

- 3.3.4 61 percent of the respondents from tribal communities said that the doctors are coming regularly to the Sub Centres and Primary Health Centres, while 57 percent respondents said they get the prescribed medicines.
- 3.3.5 MD, TRICOR has mentioned that "there is no community participation in the planning, implementation and monitoring of the schemes". Forward and backward linkages are also not planned. In some programmes, the utility is also suspect. GO 76 dated 21.09.05 intends to change this as it provides for planning, implementation and monitoring of all the economic support schemes through Women Self Help Groups, in co-ordination with Indira Kranthi Patham, the poverty alleviation scheme.
- 3.3.6 The records show that on an average only one meeting of TAC has been held per year except 2005-2006 during the Tenth Plan Period starting from 93rd meeting on 14.06.02 to 98th meeting on 30.05.06.
- 3.3.6 It seems not many POs of prescribed rank are available. The service conditions of personnel as employees of the agency and not the state government, has put them in the disadvantageous position as many of the benefits available to government employees are not available to them.
- 3.3.7 There are some instances where attempts to involve people are being made. One very interesting thing was the distribution of the cards having address of ITDA office for information regarding any sanctioned work in the area of project office, so that people can monitor the progress of the works. Governor's report on Administration of Scheduled Areas, is a powerful tool of monitoring, but the last report was submitted in 1999-2000.
- 3.3.8 GCC has extended the unique facility to tribals of accepting repayment in kind. While it has a ready clientele in the schools and hostels being run by the department itself, market may hamper their efficiency. It buys the products from the tribals, but now in view of higher market prices the cultivators prefer to sell their produces in the market. They seemed to be ready to bear the whimsical ways of market than to sell it to GCC at low rates.

4 Recommendations

- 4.1 A mission statement needs to be drafted by each state specifying clear cut goals, time-frame, investments required etc.
- 4.2 Centre needs to take lead in ensuring seriousness of efforts.

- 4.3 Planning Commission may make it necessary for the states to discuss TSP with the Ministry of Tribal Affairs before discussion on Annual Plan of the state.
- 4.4 There is plethora of agencies in all the states visited by the study team. Therefore, institutional mechanism for tribal development needs to be rationalized.
- 4.5 TACs need to meet at least twice in a year.
- 4.6 Regularity of visit of the officials of the department to villages needs to be increased/rationalized.
- 4.7 A monthly meeting at some convenient place in the presence of senior functionaries may help the process of needs assessment.
- 4.8 Focus on integrated planning may be reiterated as it was the major plank of TSP approach, and which can be achieved through functional integration. Forward and backward integration is the hallmark of integrated planning.
- 4.9 This problem has been noticed in all the three states that if the PO is not of sufficient seniority, the ability to extract performance from other departmental functionaries is compromised. Young IAS / IFS officers may be given this responsibility early in their career, which will not only help the cause of TSP but will also groom them for bigger responsibilities later on.
- 4.10 Incentives for working in remote areas should be maintained and it should be both carrot and stick policy.
- 4.11 Allocation from state plan funds in proportion to the ST population of the state may be linked to some incentive in SCA to TSP along with some cuts in case of non-adherence.
- 4.12 In many cases project costs vary from place to place. Therefore, limits on costs of various projects need to be flexible.
- 4.13 Projects costs need to include maintenance costs and training for the projects.
- 4.14 Process of identification of beneficiaries needs to be made transparent. A process of self-selection would be most appropriate like in M.P., where the format notes the BPL no. and depending on the position of the household in the list is given the benefit.
- 4.15 Governor report should be submitted regularly by the states as it is a powerful tool of monitoring.
- 4.16 Efforts need to be made for the effective engagement of the tribal population in the process at each stage- planning, implementation, monitoring and review.

4.17 Physical verification of works may be done by the independent or outside experts/agencies as the quality of works has been found to be not of the desirable standards in all the states.

4.18 Data management requires development of proper MIS. Presently, there are no uniform formats.

4.19 The project offices need to be provided sufficient infrastructure for which the capital requirement can be worked out on one time basis and allocations in a phased manner may be made from SCA to TSP.

4.20 Role of NGOs needs to be charted out. The sector has its own strengths. However, their credentials may be ascertained before giving them responsibility.

These measures, it may be hoped, may improve the situation and our development process becomes more inclusive.

INTRODUCTION**1.1 Tribal Development**

The State in its welfare functions has focused on the socio economic development of weaker sections of the society. Of all these segments, development of the tribal population has always been a major challenge for policy makers as well as administrators. The framers of the Constitution were well aware of the mammoth task, is indicated by their call for expeditious integration of tribal communities into national mainstream. There was also a debate on the form of the intervention between anthropologists and development administrators. The tribal areas present a considerable degree of environmental and ethnic diversity and tribal communities differ in their socio economic levels, educational attainments and cultural milieus. This affected the process of assimilation and implementation of development programmes for many years.

The expenditures on tribal development programmes under first four Five Year Plans were negligible as compared to requirement. Funding for the tribal development programme was only one percent of the total plan outlay in the First Plan. The Second Plan saw 0.60 percent of total plan outlay committed to such programmes. It reduced to 0.10 percent in the Third Plan and was only 0.50 percent in the Fourth Plan. Incidentally many of the development activities like construction of dams, mines, industries, roads etc. were located on tribal lands but did not benefit the tribals. They found themselves at a profound disadvantage in the face of influx of better-equipped outsiders in tribal areas. Tribal institutions and practices were forced into uneasy existence with or gave way to market or formal state institutions¹. This led to adoption of Tribal Sub Plan approach in the Fifth Five Year Plan.

1.2 Tribal Sub Plan Approach

The approach of having Tribal Sub Plan (TSP) for each state was adopted from the fifth Five Year Plan and is continuing since then. The TSP approach is applicable to only those states, which have substantial tribal population in specific administrative

¹ Taradutt 2001, Tribal Development in India: with special reference to Orissa, New Delhi ;Gyan Publication House

units such as blocks and tehsils. Initially the strategy involved 18 states and UTs. Today it is in operation in 21 states and UTs. Arunachal Pradesh, Meghalaya, Mizoram and Nagaland do not have this approach as more than the 80% population in these states is tribal and hence the entire plan of these states is for tribals.

The approach was a response to the gaps noticed in the programmes for tribal development in the first four Five Year Plans. These gaps were identified by Elvin Verrier Committee 1960, Dhebar Commission 1961 and Shilu Ao Committee 1966 among others. By and large the vulnerability of the tribal population stemmed from their poverty, illiteracy and unawareness.

The continued socio economic backwardness of tribal communities prompted policy makers to look for alternative ways to address the situation. The current TSP approach is credited to Prof. S.C. Dube, who was the chairman of the expert committee set by Ministry of Education and Social Welfare in 1972. Considered as a turning point, the approach introduced several features, which aimed at showing tangible results and measurable performances. The Committee in its report said that:

"Among the immediate objectives will be elimination of exploitation in all forms, speeding up the processes for social and economic development, building up inner strength of the people and improving their organizational capabilities.

A general strategy to achieve these objectives will have to be evolved in the sub-plan keeping in view the special problems of the tribal region in each State. Entire legal, administrative and institutional frame as also inter-sectoral and intra-sectoral priorities may need to be reviewed keeping the primary focus on the welfare and development of the people.

- No developmental activity for benefiting the tribal population will succeed unless exploitation in various forms is prevented.
- As the sub-plan will focus attention on the welfare and development of the people, special attention will have to be given to areas and groups facing special problems. These will include primitive tribal groups in extremely backward pockets, shifting cultivators and tribals affected by major projects.
- It will be necessary to arrive at a first order projection with regard to the level of investment from various sources in the tribal region during the Fifth Plan period. All sectors including the financing institutions and

autonomous organizations will have to give a higher priority for programmes of these areas."

The distinct features of the approach are discussed below and form the basis of analysis in the subsequent chapters:

1.2.1 Tribal Areas Covered Under TSP

Conceived primarily as an area development approach, those states were identified which had tribal majority blocks. The contiguous blocks were then constituted into Integrated Tribal Development Projects (ITDPs). The objective of identifying such blocks was that the programmes would benefit majority of tribal, as more than 50% of the population in these blocks was tribal and it was primarily an area development approach. Later on, in the Sixth Plan, those smaller pockets also became part of TSP approach where the population of tribal was 50% or more and which were not covered by ITDPs. These pockets were termed as Modified Area Development Approach (MADA) with an objective to cover even greater number of tribals. The clusters and dispersed tribals groups were also included in the approach later on. Thus today TSP areas include the Scheduled Areas and non-scheduled areas as well.

1.2.2 Integrated Project Planning

Integrated planning with programmes in the project mode is integral part of this approach. Each ITDP/ITDA, MADA, Cluster is expected to formulate a project report for its area every year covering all those sectors which reflect the resources and needs of the region and population. Need assessment and then tailor the programmes in accordance is an important focal point of the approach. These project reports in aggregate form the part of TSP of the concerned state.

1.2.3 Financial Arrangements

Policies are mere intentions till financial allocations are made. The approach aims at having clear-cut sources for TSP. There are five sources of finance at the state level:

- (a) State Plan outlays;
- (b) Special Central Assistance to TSP;
- (c) Funds under Article 275(1)
- (d) Institutional finance.

(a) State Plan Outlays

Ministry has issued directions to all the states for adoption of Maharashtra pattern of planning and execution of funds earmarked for Tribal Sub Plan areas. In Maharashtra the funds earmarked for TSP are placed with Tribal Development Department of the State Government, which releases the funds to different line departments for execution of development work under TSP, and ensures utilization of TSP funds for tribal areas.

As per the guidelines, the flow of funds to TSP out of the total state plan outlay should not be less than the proportion of the scheduled tribes population in the respective state. After adoption of this approach, the flow of funds to the TSP areas has increased significantly since the Fifth Five Year Plan.

(b) Special Central Assistance

In May 2003 the Ministry of Tribal Affairs issued fresh guidelines for release and utilization of Special Central Assistance (SCA) for Tribal Sub-Plan. The prominent features of the new guidelines are:

- i. The tribal population living below poverty line should alone be covered under SCA-financed activities, with a special emphasis on raising their socio-economic status to that of the rest of the population in the Blocks/District/State.
- ii. While formulating SCA-funded TSP activities, priority should be given to the development of the most neglected tribals living in the Forest Villages.
- iii. Long-term Area-specific micro-planning by taking into consideration ITDPs/ITDAs and the blocks/clusters therein as geographical units should be taken up under SCA to TSP. Multi-disciplinary agencies could be entrusted with the task of preparing such long term plans indicating estimates of the flow of funds from the State Plan (TSP), the Central Plan (SCA to TSP) and through Grant-in-aid under Article 275 (1) of the Constitution.
- iv. Since SCA to TSP is additive to the State Plan, the State Government/UT administration should indicate the Department/Scheme-wise details of activities funded out of the Annual State Plan. As the SCA to TSP is to be utilised as gap filler to the schemes being taken up out of the TSP funds earmarked under the Annual State Plan, adequate justification should be given to show that the schemes being funded out of SCA to TSP are actually

supplementary to schemes being taken up out of TSP funds earmarked in the Annual State Plan.

- v. Projects/schemes drawn up on issues affecting tribal women should be brought centrestage and their participation, right from the stage of formulation to implementation of various development projects needs to be ensured. To this effect, a fixed portion of SCA funds should be kept apart and shown under the 'Women's Component'.
- vi. Before sanctioning the SCA to TSP, it is a pre-requisite to formulate specific schemes/programmes that have a direct bearing on the economic development of tribals as suitable to their social, economic and ecological situation. The schemes/programmes thus formulated should be sent in advance as proposals to the Ministry for examination/discussion and approval.
- vii. In view of the diverse and varied physical and socio-economic conditions of the tribals, the SCA funds directed especially to the poverty alleviation should necessarily support such innovative income-generating and employment activities/programmes with sustainable relevance/utility to the tribal beneficiaries.
- viii. Adherence to the provisions of the Panchayati Raj Act of 1992 and the Provisions of the Panchayats (Extension to Scheduled Areas) Act of 1996 in planning and implementation of TSP, including the SCA funds, should be ensured in letter and spirit.
- ix. Out of the total SCA allocation for a financial year, 10 per cent of the funds will be utilised for the purpose of extending incentives to States for effective implementation of TSP and the same will be released as per the prescribed criteria.

(c) Grants under Article 275 (1) of the Constitution of India

Article 275 (1) of the Constitution of India guarantees grants from the Consolidated Fund of India each year for promoting the welfare of Scheduled Tribes and in pursuance of this Constitutional obligation, the Ministry of Tribal Affairs provides funds through the Central Sector Scheme "Grants under Article 275 (1) of the Constitution of India".

This is a Central Sector Scheme and 100 per cent grants are provided by the Ministry to meet the cost of each project for tribal development as may be undertaken by the State Governments for raising the level of administration of Scheduled Areas therein

and for welfare of the tribal people to bring them at par with the rest of the State. The grants are provided to the States on the basis of ST population %age in the State. The guidelines for release and utilization of grants under Article 275 (1) of the Constitution of India have been revised in the year 2002. Grants are provided for the following:

i.) Welfare and development of Scheduled Tribes

ii.) Raising the level of administration of the Scheduled Areas. Prior to 2000-01, Grants under Article 275 (1) of the Constitution of India used to be released as Block Grants to States. Since then, the fund is provided for taking up specific projects for creation and up-gradation of critical infrastructure required to bring the tribal areas at par with the rest of the country.

iii.) The States to identify the areas/ sectors critical to enhancement of Human Development Indices (HDIs) and projects can be taken up for bridging gaps in critical infrastructure

iv.) People's participation in planning and implementation of schemes and projects has been envisaged in the guidelines. Due regard is to be given to the provisions of the Panchayats Act, 1992 and the PESA Act, 1996.

v.) Integrated and holistic approach for preparing Micro Plans for ITDP/ MADA/ Cluster through multi-disciplinary teams is also envisaged.

vi.) At least 30% projects are to be targeted for women.

vii.) 2% of the grants may be used for project management, training, MIS, administrative expenses, monitoring and evaluation.

viii.) For the maintenance of infrastructure, upto 10% of the allocation to the State is permissible with prior approval of the Ministry.

ix.) 10% of the total allocation of funds out of grants under Article 275 (1) of the Constitution is allocated amongst only those States for innovative projects, who adopt TSP approach, which means those States, who have earmarked funds at least in proportion to the population of STs in the State, placed in one budget head under

Tribal Development/ Welfare Department and minimum 75% of allocation under Tribal Sub Plan have been spent during last three years.

1.2.4 Administrative Arrangements

(a) National Level

At the National level special responsibility for tribal development rests with the Ministry of Tribal Affairs (MTA). Their work is supported by a number of specialist bodies such as the Minorities Commission and the National Commission for Scheduled Castes and Scheduled Tribes. Various councils and boards catering for specialized interests likewise support the development responsibilities of the technical ministries. Ministry of Tribal Affairs is the nodal Ministry for overall policy, planning and coordination of programmes of development for the STs. MTA also provides grant in-aid to States and UTs in respect of certain specific schemes for Scheduled Tribes Development. In regard to sectoral programmes and schemes of development of these communities, policy, planning, monitoring, evaluation etc. as also their coordination is the responsibility of the concerned Central Ministries/ Departments, State Governments and Union Territory Administrations. Each Central Ministry/ Department is the nodal Ministry or Department concerning its sector.

(b) State Level

The direct responsibility of tribal development lies with the concerned state. They however, adhere to guidelines issued by the Government of India. TSP approach requires each state to have adequate administrative machinery. In each state there is a nodal ministry, which looks after the affairs of tribal development. Similarly, each state has administrative structures for ITDPs, MADAs and other agencies. Accordingly, personnel policies along with incentive structures exists in almost all the states.

1.3 The Study

This report is the result of the study conducted at the behest of the Ministry of Tribal Affairs, Govt. of India. The study was conducted in the three states namely Andhra Pradesh, Maharashtra and Madhya Pradesh for the comparative analysis of adoption of Tribal Sub Plan approach in the said states. The TOR as given by the Ministry is as given below:

1. Whether the state government and the central ministries allocate TSP funds at least in proportion to scheduled tribe population in the state/country.
2. Whether various central ministries and state government have formulated appropriate need based programmes for tribal areas and made their financial and physical targets for STs separately and in divisible manner.
3. Whether they suitably adapt all the ongoing programmes to suit the specific requirements for schedule tribes.
4. Whether they have any mechanism to monitor the progress of implementation by different departments in the centre /State for welfare of schedule tribes.
5. Whether the different state adopt an integrated approach for development through the allocation of TSP funds in the tribal areas.
6. A comparison of the implementation in the different states and specific comments about success/ failure should be indicated.
7. Any other aspects of relevance including specific suggestion to enable suitable changes in the schemes and improve delivery mechanism.
8. Mechanism for monitoring implementation of schemes out of TSP funds, especially to ensure that expenditure is not notional.

1.4 Methodology

The purpose was to study the adoption of TSP approach by the states viz. Maharashtra, Andhra Pradesh and Madhya Pradesh. The case study method was used for analysis, so that the complete picture may emerge regarding the TSP approach in these states including the environmental factors. The standard methods of social science research were applied in collecting information. For each state, first the approach and the arrangements made for its implementation were analyzed and then the data and information contained in the TSP documents and other GOs were analyzed. This also includes budget analysis of the three states. The sources of the information for this part included the directives or guidelines sent by the Planning Commission and the Ministry of Tribal Affairs. Project plans of ITDPs, MADAs and other agencies, minutes of Tribal Advisory Council and Project Advisory Boards, MIS submitted by the various agencies, and materials put on the internet by these departments were other important sources of information. Discussions were also held with the officials at each level starting from state level to project level and below with the help of semi-structured open-ended questionnaires. Discussions with experts in the subject matter also helped in getting significant inputs. Officials in the Planning Commission were also contacted for their views. The sectors, which have been used

for the analysis, depend on the thrust areas identified by the respective state governments, and they necessarily include indicators of human development and basic standards of living.

To know the complete picture the tribal people, the most important stakeholders were also contacted. Two methods were used in collecting information from them- canvassing questionnaires among the sample and focused grouped discussion. The samples were selected in such a manner that at least one ITDP/ITDA, one MADA, one PTG and one cluster could be covered in each state to analyze the variations. In Madhya Pradesh, ITDP, Kesla and Tamia (medium and major), PTGA, Patakot and Guna, MADA, Guna, and Cluster, Shivpuri were the sample project offices. In Maharashtra ITDP, Kalwan and Dharni, MADA, Nasik, ATSP, Nasik and mini-MADA Rajur were the sample project offices. And in Andhra Pradesh, ITDP, Bhadrachalam, MADA, Nalgonda, Chenchu PTGA, Srisailam and cluster in Mannanur were visited by the study team. In Andhra, some initiatives were also noted by the study team in Prakasham district.

In each of these offices two tribal villages were selected, one for the focused group discussion and the other for canvassing the questionnaires. Since this is not an impact evaluation study, the sample size was restricted to 25 in each village, with at least one-third women. For focused group discussions, a gathering of at least 10-15 was ensured. Thus in each state information has been collected from 125 people through questionnaires. The criteria for selection of these villages were the level of participation noticed in these villages and at least one of the villages was more than 8 kms from the project office. Help of the departmental officials was taken to identify the sample villages and also in sometimes translating the discussions.

Thereafter appropriate tools of statistical analysis have been used and on the basis of this analysis the conclusions have been presented in the last chapter in the form of recommendations.

The results, it is hoped would be helpful for possible interventions aimed at improving planning and implementation strategy for the good of the tribal people.

TRIBAL SUB PLAN IN MAHARASHTRA

2.1 INTRODUCTION

Maharashtra is one of those frontline states where efforts to democratize the policy process have a long history. It was one of the first few states that adopted Panchayati Raj System. Various cooperative movements have also been associated with the state. This shows that people from the grass root level have political space, which in principle provides them the opportunity to give direction to their socio economic development. This also might be the reason that there are many persons in the higher political echelons today that have risen from the level of grass root level worker.

However, if the people living below poverty line are any indication, tribal population appears to have been overlooked in the entire process. If we look at the efforts made or measures taken for the tribal development in the state over the years, the development processes should have touched significant number of tribal population by now. However out of total number of households (634580) in tribal sub plan area of the state 274444, i.e. 43.24% are land less. Moreover in these households 91.11% are living below poverty line.¹

Tradition and cultural orientation of the tribals have often been cited as the reasons for their exclusion. At the same time there is also evidence of tribals from some particular regions having come forward for participation in the processes of modern state. But the fact remains that the state intervention is a necessity. This is also borne by the findings of the one-man committee on Good Governance (July 2001)², which found tribal development in the state to be a neglected chapter. It suggested considering many points some of which are mentioned below:

- (i) There is considerable duplication and overlap of the schemes
- (ii) Many of the schemes do not necessarily reflect the needs of the people
- (iii) The staff posted in tribal area hardly even stays at headquarters or fields where they are supposed to stay

¹ Bench Mark Survey 1996-97

² One man Committee on Good Governance report, July 2001

- (iv) Zilla Parishad needs to be involved in greater manner for all schemes pertaining to tribal development.

To assess the same we need to look at the strategies adopted by the state. Maharashtra is home to 85.77 lakhs tribals, which constitutes 8.85% of the total population. There are 47 tribal communities including three Primitive Tribal Groups. Most of the tribal population is concentrated in the Western hilly districts of Dhule, Nandurbar, Jalgaon, Nashik and Thane and the eastern forest districts of Chadarpur, Gadchiroli, Bhandara, Gondia, Nagpur, Amravati and Yavatmal. The literacy rate among the tribals is also low at 36% as compared to state literacy rate of 76.8%.

In Maharashtra the tribals have managed to maintain their cultural heritage, especially in inaccessible areas. They are mainly engaged in agriculture, cattle rearing, woodcutting, and collection of minor forest produces and to some extent in fisheries.

2.2 TRIBAL SUB PLAN APPROACH

The present Tribal Sub plan Strategy was adopted by the state in the year 1975-76, in line with approach suggested in Fifth Five Year Plan. Though the philosophy of the strategy has remained unchanged, its contours have changed from time to time. Emphasis in the plans till 1986 was mainly on the infrastructure development programmes and have full control and separate accounting of the investments made by all department on all such programmes. From 1986 the thrust of programmes shifted to family welfare, wherein focus was on individual beneficiary schemes. The objectives of the TSP have been same as identified in the Fifth Plan.

2.3 Areas Covered under TSP Approach

As per the guidelines of the Government of India and identification of Scheduled Areas under Fifth Schedule of the Constitution, the Scheduled Area of Maharashtra extend over 46531 sq. km. and cover 12 districts and 50 tehsils. The total population of the Scheduled Areas as per census 2001 is 118.89 lakh of which 43.08 lakh is tribal population i.e. 36.23% tribal population.

Item	Particular (lakh)
Total population of the State	968.79
Total Tribal Population of the State	85.77
Total population under TSP area	63.42
Tribal population under TSP	37.65
Total population covered under MADA and Mini MADA	11.27
Tribal population covered under MADA and Mini MADA	5.96
Total population of OTSP (excluding MADA and Mini MADA)	52.74
Tribal population outside Tribal Sub Plan Area (Excluding MADA and Mini MADA)	42.15
% of Tribal Population covered in TSP area with state's total ST population (TSP+ATSP)	43.89%
% of Tribal Population covered in (OTSP+MADA+Mini MADA) outside TSP Area with State's total S T population	56.11%

Source: Annual Tribal Sub Plan, 2005-06, Govt. of Maharashtra

Maharashtra has adopted the following criteria to identify the areas under TSP:

- a. All villages in the Schedule Areas (as identified in 1950)
- b. All tribal development Blocks
- c. All Tehsils having 50% or more of tribal population
- d. Village /areas which can be constituted as pocket outside the above mentioned areas which are contiguous to such areas and which together have a predominantly tribal population and /or the inclusion of which in the TSP areas makes it administratively expedient.

There were 16 ITDPs setup initially, when the TSP approach was adopted by the state in 1975-76. Subsequently, the number has risen to 24. Besides these areas some more pockets in the form of MADA have been identified, which are in accordance with the guidelines of Govt. of India to extend the benefits of Tribal Sub Plan approach to greater tribal population. There are 43 MADA pockets and 24 Mini-MADA / Clusters.

However, Maharashtra seems to have taken a step further. It has identified some areas, which do not have the requisite population to be covered under MADA or Mini MADA, i.e. 50% of the population in a group of villages being tribal. These areas having slightly less than the requisite percentage of tribal population, are covered under the approach. These are called Additional Tribal Sub Plan Area (ATSP) Blocks/ projects. There are four such State Govt. approved projects. Though, the GOI has declined to place these additional villages in the same footing as the main TSP areas the state govt. is extending all benefits to them, which are available to

tribals in TSP areas. By its own admission there is still considerable overlap between the ATSP and the MADA and Mini-MADA / Clusters.

As per census 2001, tribal population outside TSP area (excluding MADA and Mini MADA) is 42.15 lakhs, which is almost 49% of the total tribal population. Around 2.6% tribal population lives in ATSP areas, 6.8% in MADA and Mini-MADA pockets. The remaining 41.6% of the tribals live outside all these areas.

2.4 The Strategy

Realizing that the programmes undertaken under TSP were not yielding desired results, an Expert Sub Committee of the members of the State Planning Board under the Chairmanship of Shri D.M. Sukhtankar was appointed to look into the existing methodology of formulation and implementation of TSP and suggest changes to achieve TSP objectives.³

The Report of the sub committee submitted in July 1992 recommended some fundamental changes in the processes and methodology followed for implementation of TSP. Some of the important recommendations of the report were:

- After the total size of the state's annual plan is decided with the approval of Planning Commission, the planning department should decide the outlay, in accordance with the proportion of the ST population (9%), to be made available for TSP at the disposal of the Tribal Development Department (TDD).
- The TDD should take the responsibility to finalize the TSP within the outlay allocated for it.
- At least 75% of the TSP outlays should be made available for the various development schemes/programmes in Tribal Project Areas. The remaining 25% outlay should be made available for spending on the tribals out side the TSP areas.
- After deciding the inter-sectoral priorities appropriate detailed schemes and programmes should be prepared for every ITDP taking into account for overall social and economic conditions of tribals, their problems, their pressing needs etc.
- The officials associated with TSP should be adequately acquainted and trained for enabling them to prepare the plans.

³ Under govt. resolution, Planning Department No. STB-1091/CR-9/yojna-23 dated 21st January 1991

- The schemes to be taken under the TSP could be broadly categorized as state level and district level schemes. District Planning and Development Committees (DPDC) should prepare a general district level plan and a separate District Tribal Sub Plan. The District Annual Tribal Sub Plan should be approved by the TDD.
- It is necessary to improve the existing process of district planning. While planning at the local level it is necessary to take up only such schemes which will mainly benefit individual tribal families or group of tribals. These may include schemes like water supply.
- Low priority should be given to capital intensive programme like major irrigation projects, major and medium industries, National and State Highways, major bridges etc. High priority areas were identified which would necessarily benefit tribal families such as minor irrigation works, soil and water conservation, facilities of clean drinking water, agricultural and horticulture development etc.

The state Govt. after detailed examination of these recommendations accepted and resolved that⁴:

- Planning department should allocate 9% of the total size of the States Annual Plan for TSP.
- The responsibility of finalizing the TSP would be that of TDD.
- After deciding the intersectoral priorities under TSP, the TDD should communicate the breakup of outlays to the concerned Administrative Departments.
- It is the responsibility of the department to ensure that the schemes proposed to be included in the TSP area are effectively useful to the tribals.
- The outlays should be 75% for the ITDP area and 25% for outside TSP areas (OTSP). Further, 60% to 70% of the outlays should be made available to district level schemes and only 30-40% should be used for the schemes formulated at the state level.

Further focus on local schemes, which are directly useful to beneficiaries, came with recommendations of the sub committee appointed by the state Planning Board constituted under the chairmanship of Dr. Jayant Patil. Accordingly, outlays

⁴ TDD, Resolution No. TSP – 1091/CR-11/D-6 dated 21st September, 1992

are being provided from TSP to some of important sector on higher percentage as mentioned below:

Table 2.1: Priority Sectors

S.No.	Sub sectors	Percentage
1	Welfare of Backward Classes (TDD)	Min 30%
2	Rural Water Supply	Min 10%
3	Health	Min 20%
4	Education (including technical Edu./ITI)	Min 7%
5	Power Development	Min 5%
6	Road Development	Max 10%
7	Irrigation	Max 7%
8	Animal Husbandry/Fisheries	Max 2%
9	Nutrition	Min 5%
10	Soil Conservation Max	Max 2%
11	Remaining all Sub Sectors	2%

Source: Annual Tribal Sub-Plan 2005-06, Tribal Development Department, Govt. of Maharashtra

The state Govt. has also fixed certain guidelines for availability of funds to the infrastructural development schemes / works undertaken from Tribal Sub Plan as follows:-

1. If number of tribal beneficiaries exceed 80%, entire funding will be made available to such projects / works under Tribal Sub Plan.
2. If the number of tribal beneficiaries are between 51-79% proportionate cost will be made available to such projects / works from Tribal Sub Plan and general plan respectively.
3. No infrastructure development works/schemes will be funded by Tribal Sub Plan funds in the Tribal Sub Plan area, if number of tribal beneficiaries of the proposed schemes is less than 51%.

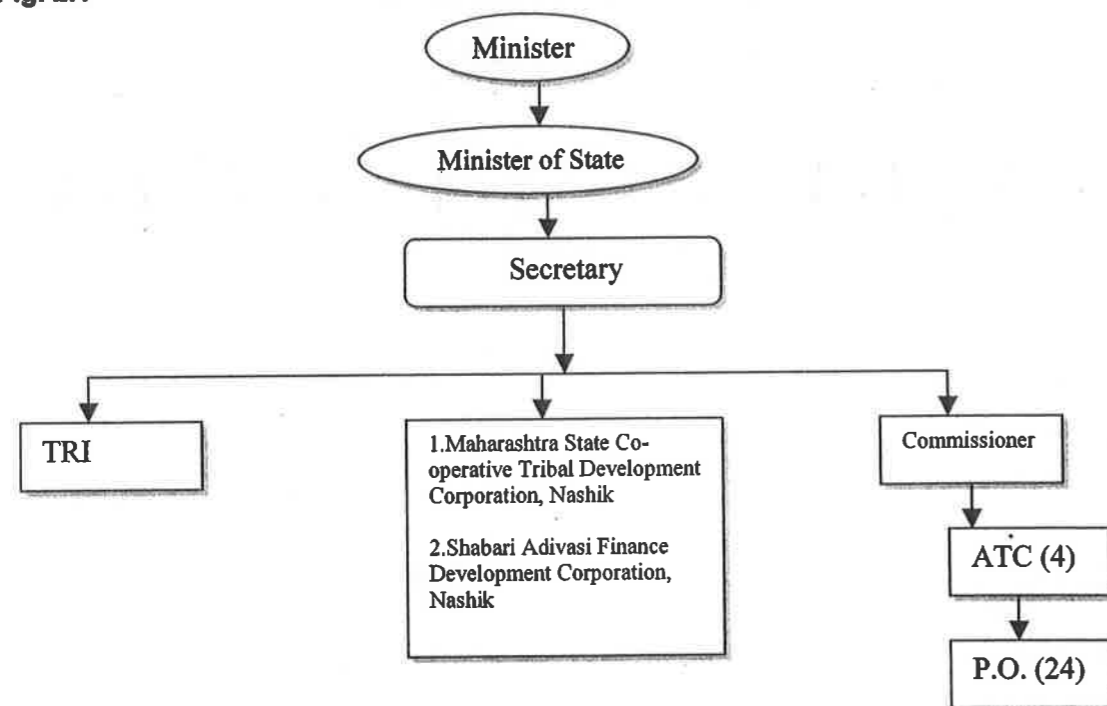
2.5 Institutional Arrangements

2.5.1 Tribal Development Department

TDD, set up in 1983, is the nodal agency for tribal development in the state, meant to look after the tribals' welfare and development. Following a reorganization made in 1992 aimed at unitary command, the department has a Tribal Commissioner with

Nashik as headquarters; and four Additional Tribal Commissioners at Thane, Nashik, Amravati and Nagpur. The structure as obtaining now is given in the following chart:

Fig. 2.1



With the setting up of a separate and independent Commissionerate of Tribal Development, the secretary to Govt. in the TDD has been left free to attend to secretariat functions and has been relieved of field duties. Macro level guidance and steering rests with a Tribes Advisory Council (TAC) headed by Chief Minister. The Chief Minister also heads the Cabinet Sub Committee for the Tribal Sub-Plan at the state level. This committee is responsible for approving the formulation of the TSP, as well as monitor and supervise its implementation. The Additional Tribal Commissioner and Project Officers are required to attend to the work pertaining to tribal development including implementation of the schools and hotels etc., as also to monitor the schemes under the TSP implemented by the other departments.

2.5.2 Tribes Advisory Council

As per the provisions of Schedule V of the Constitution, Tribes Advisory Council has been formed in the State with the Chief Minister as the ex-officio President and Minister, Tribal Development as the ex-officio Vice-President. Fifteen tribal MLAs are members of the Council and two members are nominated by the Governor. All the

tribal MPs and remaining tribal MLAs are permanent invitees to the Council. Secretary, Tribal Development Department is the ex-officio Secretary of the Council. The main function of the Council is to advise the Governor on important matters pertaining to the welfare and advancement of scheduled tribes in the State.

2.5.3 Tribal Research and Training Institute (TRI)

The main objectives of TRI are to conduct research in general and in specific areas of economic activities affecting tribal life, evaluation and monitoring of development schemes, collection and dissemination of information regarding tribal life. The Institute also conducts training programmes for officials and non-officials. So it can be said that it acts as a data bank on tribals and related activities of the Department as well as other line agencies.

The study team found a number of relevant researches done by the Institute. It has evaluated number of schemes and published the reports. A state level committee headed by Secretary, TDD looks into the follow up action taken on the concerned reports by various departments. However, the number of training programmes may be increased, especially in view of the fact that some officials expressed the need to attend such programmes

2.5.4 District Level Arrangements

Responsibility for formulating plans as well as implementation and monitoring at the district level rests with the District Planning and Development Councils (DPDC) which is headed by a Minister, called 'District / Guardian Minister'. Special Executive Committees have been constituted in the 14 tribal districts of Maharashtra, under the DPDC to ensure public participation in planning, implementation and monitoring of the schemes for tribal development. In addition to other representatives from the district level Government machinery, the Project Officer from the ITDP is the ex-officio joint secretary of the Committee. The Project Officers of the ITDPs are placed under the ATCs for co-ordination, implementation and supervision at district level.

In order to ensure public participation in the planning, implementation and monitoring of the schemes for tribal development at the district level, District Tribal Sub-Plan Committees have also been set up. The concerned District Minister is the Chairman, the Divisional Commissioner and the Additional Tribal Commissioner are the Vice Chairmen and other members include the tribal MPs, MLAs and MLCs.

2.5.5 Administrative Arrangement at Project Level

A Project Officer (PO) is in-charge of each Project. Since 1992, the jurisdiction of POs have been so delineated that they cover all the tribals in the state, whether they are living in the ITDP, MADA, Mini-MADA / Clusters or scattered elsewhere in the state. Earlier POs did not have the requisite powers to control the direction of the TSP programmes, as they did not have overall supervision and administrative control over the block level functionaries of other line departments. This often resulted in inadequate standards of service delivery. This mechanism was also plagued by the dilution of accountability at the project level. In 1993 the government addressed this problem by identifying 11 sensitive ITDPs and posting higher-ranking officials like IAS, IFS, Maharashtra Revenue Service, Maharashtra Development Service or Maharashtra Forest Service Class-I officers as PO in them. These officers have been given the powers of Additional Collectors as well as those of the Executive Officers of the Zilla Parishads. They have both the regulatory and developmental responsibilities and have been given powers to sanction and discipline. They can take departmental action, suspend, affect minor punishments, write the CRs etc. of all the staff, except the law and order staff, in the project area.

At the Project level, there is a Project Level Implementation Committee (PLIC) under the chairmanship of a tribal MLA. The Additional Tribal Commissioner is the Vice Chairperson and the Project Officer functions as Member Secretary of this Committee. Tribal MP in the project area is a special invitee and so are the Chairman of Social Welfare Committee and Child Welfare Committee of the respective Zilla Parishads. There are 21 PLICs in the State. The function of PLIC is to review the progress of the schemes under Five Year Plans and TSP. It is required to meet every month and review the progress of the tribal development schemes. This committee is also involved in the planning process at the time of formulation of project level plan.

2.5.6 Single Line Administration

Most of the programmes or works of TSP are undertaken by specialized line agencies. There was earlier no effective mechanism to ensure accountability of these line agencies as they were independent of the ITDP. To address this problem and to achieve functional integration, the state has introduced a single line administration in the identified eleven sensitive ITDP blocks. It brings all the officers and staff working

in these areas, irrespective of their department under the administrative control of the POs of these ITDPs. It helps in tribal approaching only the project office instead of several agencies for redressal of their grievances in development.

2.5.7 Personnel Policy

Working in remote or inaccessible areas is a tough job. Employees need to be motivated so that they can work efficiently. The Govt. wants to place only very good officers as PO with a stable tenure (reasonably long period - around three years). Accordingly, it has put in place a decent incentive structure. The state government has given following facilities to such officers who are posted in remote areas:

- a. POs can retain government accommodation, if any, allotted to them in their previous places of posting. They are required to pay 10% of their pay as a rent for retained accommodation.
- b. Rent free accommodation at the place of their new posting. In case the accommodation not available at the project headquarters. Government reimburses the rent (including the electrical, conservancy and other charges) of the hired accommodation.
- c. The State government has increased the incentive allowances to the government employees working in the remote and inaccessible areas.

The government has also provided incentives to all staff of State Government, Zilla Parishads, teachers and non-teaching staff of aided institution working in ITDP area. They get incentive between Rs 100 to 500 depending on their basic pay. Besides that the officials posted in naxalite affected areas in TSP areas are given additional 15% of the basic pay, subject to minimum of Rs 200 and maximum Rs 1500.

2.6 Resources for TSP

In Maharashtra, the funds earmarked for TSP are placed with the Tribal Development Department of the State Government which releases the funds to different line departments for execution of development works under TSP, and ensures utilization of TSP funds for tribal areas. A substantial proportion of the outlay is spent on creation of infrastructure in TSP areas. The sources of funds for TSP are discussed below:

2.6.1 State Plan Funds

The major source of funding for TSP is the funds allocated by the Planning Department to the tune of 9% of the budgetable outlay of the state.

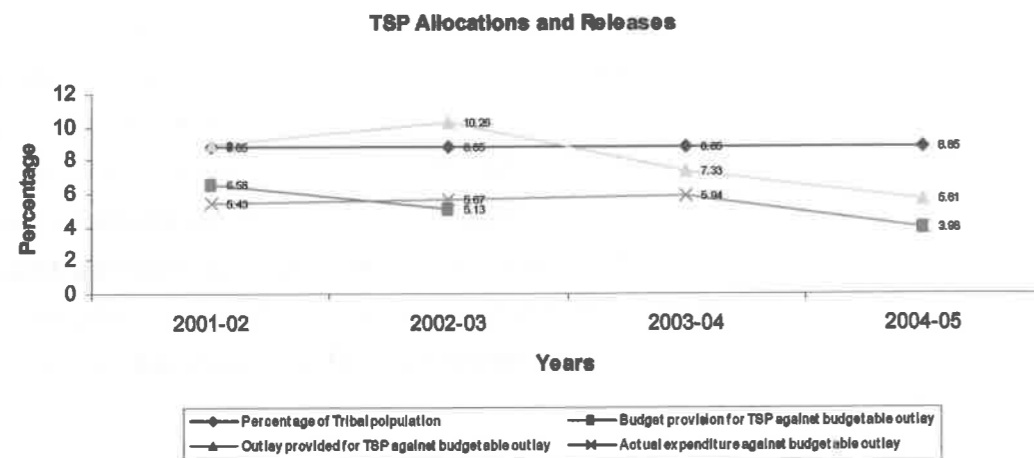
Table 2.2: State Plan Funds for TSP for Last Five Years

(Rs. In Crore)

Year	State Plan	Budgetable outlay	Outlay provided for TSP (percentage of budgetable outlay)	Budget provision for TSP (percentage of budgetable outlay)	Expenditure*	% of actual expenditure to Budgetable Plan outlay	Total expenditure under State Plan
2001-02	11720.00	6750.00	567.00 (9.00%)	444.00 (6.58%)	366.77 (64.67%)	5.43	8526.08
2002-03	11562.00	5704.00	585.00 (10.26%)	292.75 (5.13%)	323.42 (55.29%)	5.67	7738.97
2003-04	12650.00	7578.38	555.73 (7.33%)	NA	450.22 (81.01%)	5.94	7407.60
2004-05	9446.73	9446.73	530.04 (5.61%)	376.46 (3.98%)	376.46 (71.02%)	3.98
2005-06	11000.00	11000.00	990.00 (9.00%)	-----

Source: Annual Tribal Sub-Plan 2005-06, Tribal Development Department, Govt. of Maharashtra
*Figures in brackets indicate percentage of expenditure to outlays provided for TSP.

Fig. 2.2



It can be seen from the above table that despite the guidelines to provide outlays for TSP in proportion to tribal population, i.e. 9%, both the outlays and releases have not

figure for both the State Plan Outlays and TSP outlays do not match the figures of the Annual Tribal Sub Plan document of the TDD at many places. These mismatches of figures are often there in the same document as well. This also points to need for proper database management, which in fact can be improved through standardized formats and effective Management Information Systems (MIS).

2.6.2 Special Central Assistance to TSP

SCA is intended to be additive to state plan efforts for tribal development. It implies that the state has to provide 9% outlay from the state plan and SCA would be additional funds to supplement TSP. However, the practice seems to be that the SCA allocation is included while providing for outlay. Rs 990 crore provided for TSP in 2005-06 is 9% of the state plan outlay, however it includes Rs 33.51 crore of SCA and RS 29.39 crore of assistance under Art 275(1). It effectively means that Rs 927.10 crore were provided in the outlay for TSP which is 8.4% of the state plan outlay.

Table No. 2.4: SCA to TSP for the last Five Years

Year	SCA	Expenditure	Percentage
2001-02	37.24	34.00	91.3
2002-03	28.38	25.53	89.9
2003-04	33.51	15.73	46.9
2004-05	33.51	NA	--
2005-06	33.51	NA	

Source: Annual Tribal Sub Plan 2005-06

Again, the entire amount received as SCA to TSP has not been spent by the state. However the programmes being funded from the funds under this provision are from the basket wherein a lot of schemes have been listed, except some allocations for nucleus budget.

2.6.3 Assistance under Art 275(1)

Table 2.5: Grant received from Central Govt.

Year	Amount (Rs. In Crores)
2002-03	29.25
2003-04	26.72
2004-05	26.39
2005-06	34.59

Again, the format used for maintaining data are not sufficient to present a complete picture. This again presses for the need to have a standardized data base

management systems. At the same time, it may be seen that it is a small contribution as compared to the plan size of the state and hence allocations for TSP from State plan funds. The study team found that guidelines issued by central govt. were adhered while extending benefits from this resource.

2.6.4 Institutional Finance

Maharashtra State Co-operative Tribal Development Corporation

It functions as the apex body of the multipurpose Adivasi Cooperative Societies. The village level cooperative societies are sub agent of the corporation. The Corporation procures agricultural and minor forest produces (MFPs) from the tribals and sells them in the tribal areas under the Monopoly Procurement Schemes. The move is aimed at providing a selling point to tribals for their products as well as shielding them from exploitation at the hands of intermediaries. It also manages the development works in tribal areas on agency basis. The other important functions of the corporation are giving consumption loans to adivasi families and extend loans for income generating activities. It also works as channeling agency for National Scheduled Tribe Financial Development Corporation. It provide loans up to 75% of the project cost and 15% cost of the project provided by MSTDC and the balance 10% amount is to be contributed by the concerned beneficiary. An outlay of Rs. 500.00 lakh was provided for assistance to the MSTDC for the year 2005-06.

Among all the schemes of MSCTDC, two are very prominent. First is the loan facility for entrepreneurial activities for tribal household and the second is Khavati Loan, another name for Consumption Finance. Consumption finance in particular has benefited many tribal households as can be seen from the following table:

Table 2.6: Number of beneficiaries covered under Consumption Finance

Year	No. of beneficiaries	Amount in Lakhs
1998-1999	75702	531.27
1999-2000	37947	282.52
2000-2001	175091	1188.41
2001-2002	37225	283.24
2002-2003	86698	690.24
2003-2004	40000	320.00
2004-2005	200000(targeted)	6000.00

Shabari Tribal Finance Development Corporation

The Corporation assists the scheduled tribe in starting their own business by providing financial assistance through subsidies, seed capital, loan etc. There seems to be some overlapping in the functions of the two Corporations.

2.6.5 Nucleus Budget Schemes

It is important to mention here this innovative scheme, which has gained currency over the years and is very popular. In fact it is being imitated in some other states as well. For example, Gujarat also launched this scheme in the state. It is being implemented since 1981-82 to provide for local variations and specific needs which cannot be met from regular schemes. Under the scheme, the project officers of the ITDPs are empowered to formulate and implement (if necessary through other departments) schemes of local importance. The ceiling for financial assistance under this scheme is Rs. 10,000 per family. Schemes benefiting a group of families can also be taken up subject to this ceiling. The schemes under nucleus budget are categorized into four groups:-

1. Income generation schemes like minor irrigation, increase in agricultural production and land leveling. The grant-in-aid given to the beneficiary is 50% for normal tribals and 80% for primitive tribals. In respect of schemes, if the costing below Rs. 2000, full amount is given as subsidy to all tribals.
2. Training schemes under which various training programmes are arranged for unemployed tribals, for example, pre-recruitment training; training in radio repairing, wiring, carpentry, etc.
3. Welfare schemes for women and children.
4. Human resource development schemes related to sports, tribal arts and tribal culture.

The entire cost can be given as a grant-in-aid for the schemes under the groups (2), (3) and (4). A formal approval of the govt. is not required. The Committee of Direction at the project level finalises the schemes under Nucleus Budget. Additional Tribal Commissioner, who is the Chairman of the Committee, can sanction group schemes upto Rs. 5 lakh each. Commissioner (Tribal Development) can sanction schemes costing up to Rs. 20 lakh and only schemes costing more than that are referred to Government.

2.7 Status of Tribal Development in the State

2.7.1 Tribal Education

Literacy is universally recognized as a powerful instrument of social change. Maharashtra has a literacy rate of 76.8% as against the country's literacy rate of 64.84%. However, in tribal areas, the literacy rate is around 36-37%. Though, the efforts started long back, the tribes have been exposed to literacy only recently. By and large, their response to programmes of literacy and of formal education varied significantly between tribes and between regions.

A number of incentives have been introduced to promote education among the scheduled castes like free schooling, free uniforms, books, notebooks, training in trades, scholarships, residential schools at district places, nutrition programmes, hostel facilities for nomadic and de-notified tribes, stipends, etc. Accordingly, as revealed by Secretary of the Department, the efforts are now on to improve the quality of education. At the same time it may be noted that there are some problematic issues also there. In a study conducted by TRI, it was found that politicians controlled Aided Ashram Schools cornered the maximum benefits.⁵ It surveyed 484 schools and found that 270 schools are run by politically controlled NGOs. Out of Rs. 38.1 crores paid as total annual grant (subsidy), Rs. 23.9 were paid to these NGOs. Interestingly, grants to these NGOs was greater in proportion, which is reflected by the fact that such NGOs received 63% of grants.

2.7.2 Health

Tribal areas are generally inaccessible due to difficult terrain. It is, therefore, necessary to ensure availability of adequate health facilities in tribal areas throughout the year. The health services requirement is critically important during the monsoon. The TSP areas do not appear to be well served by public health facilities. In the TSP areas, a primary health center caters to population within a radius of 20 to 25 kms and a sub centre caters to population within a radius of 8 to 10 kms, while these are only 12 to 15 kms and 4 to 6 kms respectively outside. In fact there is greater need to have more facilities given the dispersed nature of the population in tribal areas. The Public Health Department has, therefore, proposed a norm of one primary health centre for a population of 10000 within a radius of 10 to 12 kms and a sub centre for a population of 1000 within a radius of 5 kms.

⁵ Politicians Controlling Aided Ashram Schools, Report No. 5 of 2002, TRI.

Interestingly, the study team found that the tribals themselves are somewhat satisfied with level of facilities, 66% respondent said that doctors are visiting regularly and attending the patients. Majority of respondents said that they get the medicine whereas 10% said they sometimes received the medicines from the PHC.

2.7.3 Drinking Water Facility

Water requirement for drinking and cooking per person as expressed by the tribals ranges between 20 to 40 litres. Collection of water is normally the responsibility of women in almost every house. Out of 8,484 tribal villages in TSP, ATSP, MADA and Mini MADA areas, only 2891 of them have been covered by rural water supply facilities.

47% of the respondents said that the primary source of drinking water was ground water through community hand pumps installed by the Government. In some areas visited by study team like Dharni, surface water is widely used for domestic consumption. Many of these sources go dry in summer season. Access to water supply is quite low as sources are at a distance. In preference ranking by respondent both men and women expressed water as a top priority. While accessibility was an issue for women, men desired good quality potable water.

2.7.4 Sanitation and Hygiene

The state has about 11 million rural households and 0.6 million are reported to have household latrines. Primary surveys reveals that situation is much worse in tribal villages. The study team found that hygiene status (personal, household and community) is quite poor. Small and *kuchcha* houses with animals being an integral part of the household and no drainage/ solid waste removal facilities are typical characteristics of tribal settlements. Household latrines are normally not found with the result that open defecation is quite common. While asked about the arrangement of toilets in the study area, it was found that 69% of families defecate in open, 3% of the families use community latrine and 24% of the family have their own arrangements.

A clear demand for drainage and environmental sanitation, though felt as a need in the study areas, was not articulated forcefully, with a few exceptions. In most cases,

drainage was viewed as something "that also could be done". These observations make a case for extensive educational efforts at generating awareness.

2.7.5 Electricity

The programme of village electrification has been practically completed; the same is now being extended to electrification of hamlets. In all the villages surveyed by the study team, 93% of respondents say that the villages are electrified. But in the sample areas only 52% households had electricity either legally or illegally. In some of the surveyed villages the connections had been cut off due to non-payment of electricity bills.

2.7.6 Minor Irrigation

In Maharashtra, nearly 85 percent of the tribal population is engaged in Agriculture. Out of this 40 percent are farmers and 45 Percent are agricultural labourers. Therefore, the mainstay of the tribal economy is still agriculture and allied occupations, but it is still characterized by low technology and low input resources. Various irrigation projects or schemes are being implemented for the economic upliftment of tribals by the Irrigation Department in TSP Area. Despite this, the irrigation facilities existing in the tribal areas continue to be inadequate and the command area of the irrigation projects usually lie in the plain lands, whereas the tribals mainly reside in the hilly areas. Therefore, the major benefits of these projects predominantly go to non-tribal landholders. The increase in agricultural production is inextricably linked with increase in irrigation facilities. Therefore the flow of benefits from the irrigation projects to the tribals are usually negligible on account of the reasons mentioned above and hence, it is quite necessary to ensure that where tribals are present in the project command areas, they get benefit from the project activities and development.

The expenditure on this head was found to be a case of giving benefits to achieve targets. The study team met a member of tribal household a beneficiary, who appeared to have greater resources, certainly not belonging to BPL category, who have got this facility from TSP.

2.8 Assessment of TSP in the State

There is plethora of bodies involved in tribal development. This often creates confusion and hampers the efficacy of these bodies as well. At various level there are bodies, which appear to have overlapping functions. For example, in addition to TAC,

there is a cabinet sub committee. Both of which seem to have identical responsibilities. Similarly, at district level, Special Executive Committee and District Tribal Sub Plan Committee have same mandate. The PLIC is also involved for the same.

2.8.1 Department

The single line administration was supposed to help in better coordination among all the functionaries belonging to various line departments operating in the TSP areas in the eleven sensitive ITDPs. However, in many ITDPs officers of the desirable seniority or prescribed services have not been posted. At the time of the visit of the study team only Kalwan ITDP had an IAS officer as PO. The impression is that a posting in ITDP is a punishment. The department accepts that due to non-availability of officers of desirable seniority, planning and coordination are adversely affected. It makes the Department low profile and not very influential. Even the officers in other ITDPs where the study team collected data conceded that coordination with other line department is not of desirable standards.

There is a provision that the PO will write the ACRs of functionaries of other departments. ACR is a powerful tool of control. However, it is not happening, at least in the areas visited by the study team. If this provision is practiced effectively, the coordination may increase.

Of all the three states covered under the study, Maharashtra has by far the best documentation. The TSP document is meticulously prepared. But it may be conceded here that some crucial information is not contained like the targets in terms of coverage of number of beneficiaries. Similarly, it gives district-wise figures for programmes but not ITDP-wise or MADA-wise, which makes it difficult to assess the allocation to these agencies. This reduces accountability. Sometimes, the figures also do not match. For example, in Governor's Annual Report on the 'Administration of Scheduled Areas' 2002-03, the figures for state plan outlay do not match that of TSP document.

2.8.2 Planning Process

There are various bodies at different levels to give direction to TSP. TAC has an important role in this regard. Effectiveness of TAC is deeply associated with the political leadership. It has potential to give a definite direction to the efforts of tribal

development. An analysis of minutes of the meetings of TAC indicates that a lot of major issues are discussed. Usually the Chief Minister is presiding over the meetings, which sends correct signals and makes process administratively expedient. Majority of the members attends the meeting and raise several important issues like education, land acquisition, TSP allocation, caste certificates etc. However the frequency of the meetings of the Council seems to be less than desired. Only five meetings have been held in the last six years and every time it was after more than a year. Another problem, which appears to hamper the efficacy of Council, is the inadequacy of database management. Often in the meetings issues are left to be discussed in the next meetings, as the information required is not readily available, especially where other line agencies are concerned. This indicates the need for maintaining a coordinated mechanism to have a proper database management system.

Officials at the head quarter level seemed to be satisfied with the functioning of DPDC probably due to long history of democratic decentralization in the state and comparatively harmonious relationship between elected representatives and bureaucrats. However, field level officials indicated that DPDC is effective but as far as discussion over TSP is concerned, it does not take it seriously. It is also necessary that items on agenda of meetings of various bodies are sent to concerned officials timely, much prior to the date of meeting, so that they come ready with all the information, which may help in speedy decision-making. Even at village level planning is very effective, but for tribals it remains the same as above. Most of the officials relied on the Panchayats for needs assessment to include programmes in the planning. But in view of rather weak relationship of tribals with PRIs it becomes suspect as to what extent the needs assessment is effective.

2.8.3 Needs Assessment

Development functionaries of concerned departments visit the tribal areas for assessing the needs of the tribal peoples and also for redressal of grievances of the people. But the frequency of visits by officials of the department is still less than prescribed. The reasons are attributed to distances and connectivity. They also expressed their inability in visiting villages regular because they are hard pressed with official works. The number of schemes are increasing but number of support staff and field level staff has not been increased. Some officials responded that area under the project office is too large that stretched up to the 150-200 km., hence it is not easy to cover all the villages in one month's time. The scenario was confirmed as

only 54% respondent said that officials make visits to their areas. Only 37% of the respondents were aware about the visits of the officials of the tribal department. In fact, in some areas the people were not even aware that there is a separate department for them.

Some of the officials conceded that the need assessment process needs to be improved. They emphasized on the need for having stable tenure for project staff, so that they can understand the problems and needs of the tribal peoples first hand. Jan-sampark held every week at Taluka levels has proved to be quite effective. Funded by SCA to TSP, it is attended by people from interior areas also. In these meetings details about various programmes, documentation required and how to apply are told to prospective beneficiaries. The study team also met a former minister of the department, who was of the view that only those tribal areas suffered whose elected representatives were not vocal.

2.8.4 Implementation

In a study TRI noted that follow up of development schemes on the socio-economic life of the tribals is not taken heed of. There is also the problem of giving benefits which the beneficiaries cannot make use of. The efficiency, willingness and ability to handle a scheme by an individual is not taken into consideration. TRI has also found that Gram Sevaks make no efforts to create awareness among the tribals about development schemes. The Block Extension Officers from Panchayat Samiti office also do not visit the beneficiaries to enquire about the progress of the schemes.

Since, many of the programmes are handled by specialized agencies, the department is not able to get involved in the implementation of the programmes as it does not have the technical staff of its own. This often results into programmes not serving the purpose for which they were framed. In some of the schemes the beneficiaries have to contribute, but due to their precarious economic situation they are not able to do so and the projects hang in balance. Delayed release of funds by the state Government seems to be a great problem. Sometimes the contractors are not ready to take up the work in the remote areas, as the margins of profit are less in such areas. Manpower shortage has already been elaborated which also has bearing on the implementation. Since, data is mostly with the line agencies, only District Collector can help in crosschecking resources and about implementation of the programmes. Due to absence of senior officers in the project offices, the POs are not

able to control the direction of the implementation. In the words of a senior official "PO can only request not command". Some of the departments do not respond to the urgency in implementing the schemes for tribals.

Inaccessibility is another problem mentioned by some officials. Transport facilities are also not adequate. Moreover, often officials are not able to communicate with the tribals in their dialect. Identification of the beneficiaries has also been one problem. The members of study team also came across with such instances. While this problem is not specific to the TDD alone, as the literature is replete with such instances, a process of self-selection and a better mechanism for scrutiny of applications may help. Awareness among the tribals is also low, so they can not keep an eye over implementation. The situation suits the other agencies, so they also do not undertake extension activities. Forward and backward linkages are yet to be given serious thought by the concerned authorities.

2.8.5 Monitoring

Officials appear to be relying on the Panchayats and elected representatives for the responsibility of monitoring. The people are also supposed to play important role in monitoring. This may also help in overcoming the problem of lack of staff if it is felt, at the grass root level. It is the line inspector who is effectively doing the monitoring. Since these officials are not able to visit the project area regularly, the quality of monitoring is compromised. Some officials feel that independent monitoring feedback system is needed. Some of the officials reported that they are facing problem at field level, because most of the funds are directly given to line departments at the state level, which reduces their accountability at lower level and efficacy of the project office is also reduced. Due to lack of effective monitoring, large-scale corruption has been noted by TRI in some of the TSP schemes in a study conducted by it in 2002.

2.8.6 Allocation and Expenditure

The procedure as obtaining in the state has been appreciated by all and in fact recommended to be adopted by other states. However, as seen earlier, the budget provisions as well as the expenditures have never been as per the required level. Authorities in the state need to look into the matter seriously. It seems after taking the right steps the path has been abandoned. However, one more step that needs to be taken, is that of not showing SCA to TSP and grants under 275(1) in the budget to achieve target of 9%.

While all the ingredients are there, why has it happened so remains a mystery. With the provisions this year promising to be in the range of 9% as per guidelines, the situation may improve. The late release of funds to the agencies has often resulted into slow progress of works. A large part of budget provisions is unutilized at the end of the year.

2.8.7 People's Participation

PRIs have a long history in the state, but the exclusion of the tribals is a reality. The efforts to strengthen PRIs have also brought with them the concomitant evils like benefits cornered by village elite. For example, TRI in one study found that Mahadeo Kolis are better off than the Thakars and Katkaris. Hence, they have smooth access to political and economic resources of the gram Panchayat. Most men and women find it difficult to participate in village meetings during daytime, as they have to go for wage labour. As a consequence, critical decisions are likely to be made without their knowledge. 55% of respondents from the selected villages said that they participate in the Gram Sabha meetings, 22% respondent said that they give suggestions, while panchayats accepted suggestions of 17% respondents. When asked about any other type of meeting held in the village only 24% said yes but mentioned that it is religious meeting. In focused group discussions people accepted that some meetings are convened by various departments and some of them attended those meetings.

Participation of women is comparatively lower in the state. The reason is attributed to feudal structure of society. In the panchayats also women sarpanches or members are usually titular only and their sons or husbands take all the decisions. But the programmes under TSP are targeting the women and SHGs.

2.8.8 NGO involvement

Efforts to associate voluntary agencies or non-governmental organizations have a long history in the state. For example, the schemes of Ashram School was initially implemented through voluntary organizations, till government took them over in 1972-73. the task of organizing Jan Jagruti Mela funded under SCA to TSP is being organized in Nasik by one NGO. This meeting is for PTGs and as reported is well attended by both men and women. Many officials of other departments also attend these meetings. Many activities under CSS have also been entrusted to the NGOs. But instances like politicians controlled NGOs getting greater aid as mentioned earlier is a problematic area and needs to be looked into.

TRIBAL SUB PLAN IN MADHYA PRADESH

3.1 Introduction

Madhya Pradesh stands out among the Indian states in terms of its size and geographical location. Apart from that the state represents a large chunk of tribal population spread all across the state. The present Madhya Pradesh (after bifurcation of Chhattisgarh) accounts for the presence of 14.29% scheduled tribes of total ST population in India.

As per census 2001 MP has the largest tribal population in the country with the STs population comprising 122.3 lakh out of total population of 603.48 lakh, which is 20.3% of the state's population. There are 46 declared Scheduled Tribes including three Primitive Tribal Groups – Bharias, Baigas and Saharias. This huge population and their socio economic development have been a great challenge to the policy makers and implementing authorities. MP once labeled as a Bimaru state in terms of attainments of human development indicators and when the state has sizeable population of tribals, the development initiatives towards ensuring all round socio economic development need to be planned and implemented in a careful manner.

3.2 Tribal Sub Plan Approach

In Madhya Pradesh, Tribal Sub-Plan concept was adopted in the year 1973-74. The Sub-Plan frame provided direction for planning and implementation of Integrated Tribal Development Programmes in the areas of tribal concentration. The setting up of Integrated Tribal Development Projects in the Vth Five Year Plan started with the delineation of Sub-Plan areas, comprising all Tribal Development Blocks and the erstwhile scheduled area of the state. Subsequently, as per the guidelines of Govt. of India with a view to cover more tribal areas, under Modified Area Development Approach (MADA) the pockets of tribal concentration having total population of 10,000 or more with 50% or more tribal population were identified.⁶

3.3 Areas Covered under TSP Approach

As per the guidelines of the Government of India and identification of Schedule Areas under Fifth Schedule of the Constitution, the total tribal sub plan area of the state is

⁶ Vide Government of India letter No. 11014/3/77-T.D., dated 21-09-77

spread in 3.08 lakh Sq. Km i.e. 30.19% of total area of the state and covers 35 districts. It is administratively supervised by 31 Integrated Tribal Development Projects (Including 5 medium projects), 30 MADA pockets and 6 Clusters. Presently, 89 development blocks out of 313 blocks are under the administrative control of tribal development department.

Item	Particular
Total population of the State	603.48 lakh
Total Tribal Population of the State	122.33 lakh (20.27%)
Schedule Tribe population outside TSP Area	32.42
% to total population of Scheduled Area to the total population of state	18.76%
% of Tribal Population covered in TSP area with state's total ST population	21.10%
% of Schedule Tribal Population TSP Area to ST Population	66.51%
%Schedule Tribe population outside TSP Area	33.49%

Source: Annual Tribal Sub Plan, 2005-06, Govt. of Madhya Pradesh

3.4 Institutional Arrangements

3.4.1 At State Level

Since the adoption of Tribal Sub Plan strategy and identification of ITDPs, MADAs and clusters, a well organized set up of administrative structure has been provided at State as well as at field level. At the state level there is a separate Tribal and Scheduled Caste Welfare Department headed by the Principal Secretary at the Government level. A Commissionerate /Directorate has been established headed by Commissioner, Tribal Development, who co-ordinates with other Heads of the Departments at the state level and performs the nodal as well the line functions. There is a separate Directorate called Tribal Area Development Planning, which is responsible for the TSP planning and monitoring. There is also a Tribal Research & Development Institute with headquarter at Bhopal. The work of the Institute is to conduct basic socio-economic surveys, ethnographic studies and other evaluation studies from time to time and impart training to various officials involved with tribal development in the state from time to time.

a) Tribal Advisory Council (TAC)

In Madhya Pradesh, Tribal Advisory Council (TAC) was formed in the year 1950 to advise the Government on matters pertaining to the welfare and advancement of Scheduled Tribes in the State. The recommendations made by the Council appear to

be given due weightage and usually the concerned departments take necessary action on such recommendations. Important issues are raised for the approval of the TAC, which have direct impact on the tribal area or tribals. Under the Madhya Pradesh Tribal Consultative Council Rule, 1975, the Council is required to meet at least twice a year.

b) State Level Committees

To ensure effective and proper monitoring of the ongoing tribal developmental programmes, Madhya Pradesh has created monitoring system right from the State to ITDP level. At the State level programmes under Tribal Sub-Plan are reviewed and monitored by The Chief Minister and Chief Secretary. Additionally, a state level committee under the chairmanship of the Minister for Scheduled Tribe Development has been constituted since December 1999 to review the TSP and give suggestions to the state government with regard to the protection of rights of the STs. Besides that two other Committees are *Twenty Point State level Committee* and *Sub-Committee of the Cabinet for Tribal Sub-Plan Programme*. There seems to be some overlapping in the mandate of these committees, which is apparent from the functions assigned to them. Besides the above, quarterly review of programmes of TSP is done by the Directorate of Tribal Area Development Planning. Divisional commissioner is responsible for division level monitoring.

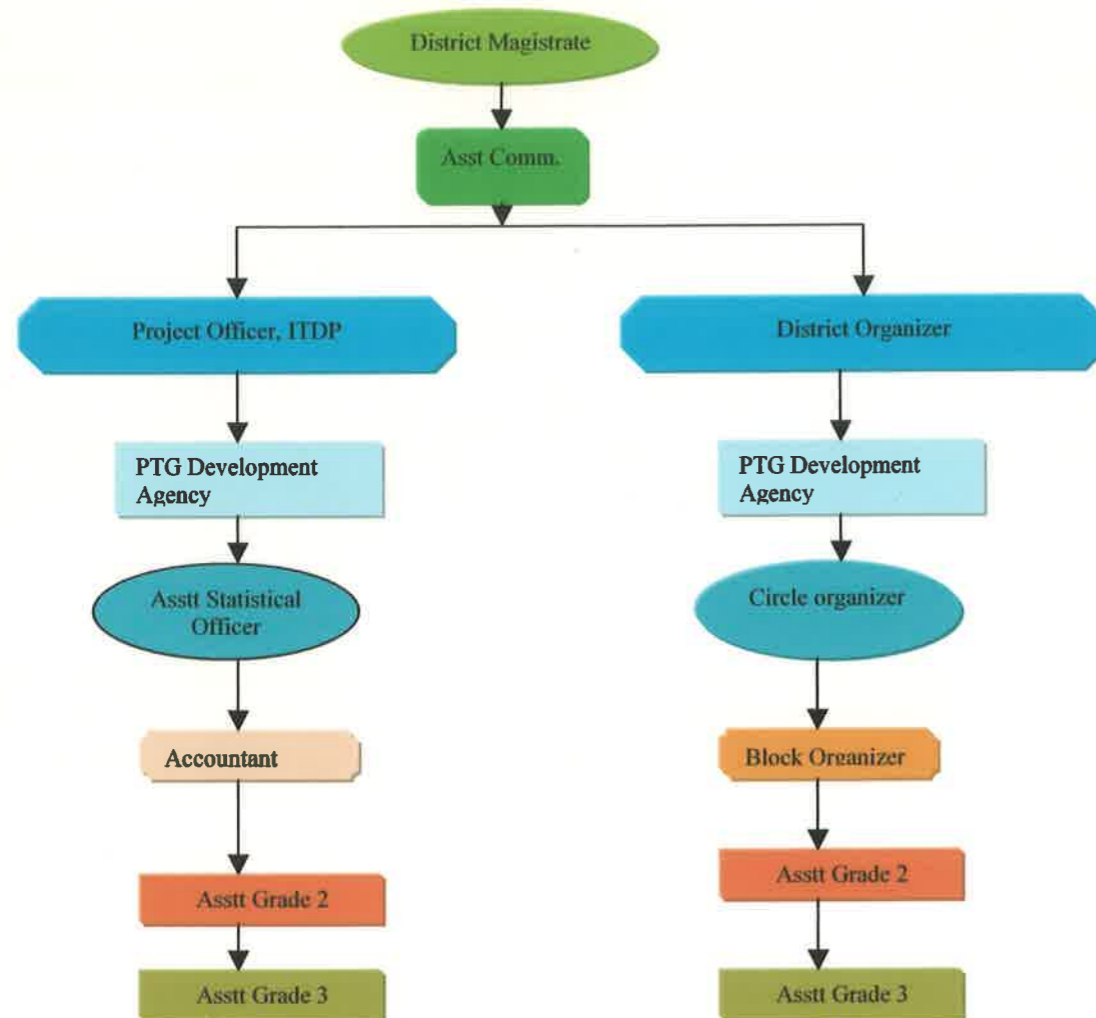
3.4.2 District level

The Collector / District Magistrate at district level is the nodal officer for activities related with tribal development, in addition to his specific responsibilities. For tribal dominant districts a post of Assistant Commissioner has been created in 28 districts.⁷ Thus, considerable changes have occurred in successive plan periods as a consequence of the accelerated pace of development interventions and the resulting workload that has placed on functionaries at all levels.

⁷ Till 1988, these offices were controlled by District Organizer, a Class II officer, but upgraded since then because of the work load.

3.4.3 At Integrated Tribal Development Project (ITDP) level

Fig. 3.1: Hierarchy of the functionaries



ITDPs have been constituted for formulation and implementation of TSP, and coordinating the activities of different departments, beyond district level in tribal Sub-Plan area. There are various bodies involved in planning, implementation, monitoring and evaluation at the ITDP level. At this level the department has dual type of management. In tribal predominant districts, there are project level functionaries who are looking after all developmental activities of the tribal sub plan areas. Project Officer heads the ITDP. The role of the Project Administrator at the ITDP Level is of a coordinator i.e. coordinating with all the departmental officers implementing the schemes in the ITDP area. Thus, the main responsibility of the Project Administrator is to see that programs are implemented according to the plan and as per the local needs of the people and the area. Additionally, Project Officers have some funds at their disposal in the form of nucleus and untied fund to implement the programmes of

local needs viz, repairs of school buildings, purchase of equipment for school & hostels, construction of rooms in the educational institutions and dams etc. At sub district level, under the Assistant Project Administrators, there are block level functionaries too. In non-tribal districts District Organizer is the in-charge of the tribal development programmes. Circle Organizers and other officials like Statistical Officers assist him.

At block level there are two more important positions, the post of Block Development Officer for developmental works and the other one of Block Education Officer for educational monitoring. Circle Organizer, an executive officer, assists these officials.

3.4.4 Project Advisory Board

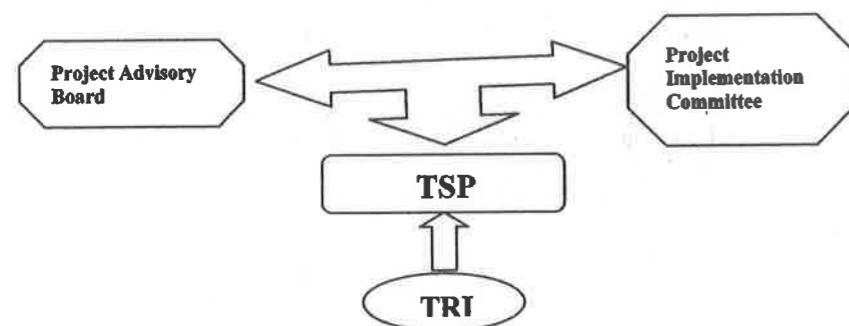
In each ITDP, a Project Advisory Board has been constituted under the chairmanship of Minister / Chairman of Zilla Panchayat /local tribal MLA, who belongs to Scheduled Tribe. The other members are Chairman, Zila Panchayat, all the MLAs and Chairman of Janpad Panchayats that fall in the project area, two tribal members of Zila Panchayat of which one has to be a woman, two eminent tribal social workers or two eminent NGOs working for welfare of Scheduled Tribes and one specialist in tribal development programme along with Collector, Manager, Lead Bank, Chairman of Central Cooperative Bank, Land Development Bank. Project Officer is the member Secretary of the Project Advisory Board. The Board is empowered to sanction works to the tune of Rs. 20.00 lakh and decide on the implementing agency for these works. But there seems to be no regularity in the number of meetings. In ITDP, Tamia, the Board met twice in 2005-06 and thrice in 2004-05

3.4.5 Project Implementation Committee

There is a Project Implementation Committee at the project level. The District Collector is its Chairman and Project Administrator is Member Secretary and all the district level officers are members. This Committee scrutinizes and finalizes projects and programmes, within the administrative and financial powers delegated to it and gets approval and sanction and supervises the development programs being implemented in the project area. Thus, this body is responsible for the preparation as well as the implementation of the TSP. The Committee constantly supervises the pace of manner in which the sub-plan is implemented in the ITDP area.

The Project Advisory Board and Project Implementation Committee in ITDP level have the monitoring functions as well. In addition to above, the TRI also conducts evaluation studies of different on going programmes from time to time.

Fig. 3.2: Control Mechanism of TSP at Project level



3.5 Financial Arrangements

Resources for TSP comprise of the state plan outlays, SCA/ Central sector outlays and institutional finance. As under the general guidelines of the TSP a population proportionate budgetary provision is to be made available through the budgetary provision of the state.

Six sectors have been given priority in the development planning in the TSP in the state. These sectors are – food security, education, drinking water, health, employment generation programme and infrastructure development. At the same time the focus areas for the PTGs are – primary education, health, drinking water and family oriented economic development schemes. Cluster Approach has been adopted for Tribal population for various schemes and programmes in Madhya Pradesh.

Table 3.1: Sector wise proposed outlays

(Rs. In lakhs)

S. No.	Name of the Department	2004-05			2005-06		
		Total State Plan	Proposed outlay for TSP	Percentage	Total State Plan	Proposed outlay for TSP	Percentage
1	Agriculture	14257.9	3926.04	27.54	15486	4109.14	26.53
2	Horticulture	1693	532	31.42	1838	556.81	30.29
3	Animal Husbandry	3084.5	584.9	18.96	3348	612.18	18.28

4	Fisheries	589	146	24.79	639	152.81	23.91
5	Forestry and Wild life	10992	1274	11.59	11840	1291.55	10.91
6	PDS	774.65	0	0.00	841	0	0.00
7	Cooperation	2698	234.5	8.69	2928	245.44	8.38
8	Rural Development	30853	6469.35	20.97	60077	33271.1	55.38
9	Land Reform	4873	1300	26.68	5290	1360	25.71
10	Panchayat & Social Welfare	27796.3	6184.17	22.25	26916	6472.59	24.05
11	Water Resource Development	62194	8109	13.04	85000	8638.86	10.16
12	Command Area Development	600	0	0.00	651	0	0.00
13	Sericulture	245	80.02	32.66	266	83.75	31.48
14	Road & Bridges	40469	9576.55	23.66	65000	17010.8	26.17
15	School Education	32016.5	5002	15.62	60000	10742	17.90
16	Higher Education	3595.41	856.63	23.83	3903	896.58	22.97
17	Health & Family	15571	4520	29.03	16902	4730.8	27.99
18	Water Supply & Sanitation	17885	3905.8	21.84	29492	4087.96	13.86
19	Women & Child Development	1289.36	86	6.67	1400	90	6.43
	Total for the State (Including other Departments)	556394.66	105289.53	18.92	730904.96	149790.28	20.49

Source: Annual Tribal Sub Plan 2005-06, Govt. of M.P.

3.5.1 Funds from State Plans

The Tribal and Scheduled Castes Welfare Department draws up a separate budget for the TSP area under the Financial Advisory System (FAS). Initially, under budgetary mechanism grant no. 41, 42 and 68 were created for various departments to provide for budget for TSP, but later demand no. 75 (special pool for tribal welfare) was created during 1994-95 for the TSP accounting. This too was dropped from 1997-98, as after that funds in proportion to ST population is earmarked and put at the disposal of the Department. The funds are then earmarked by the Department for the different developmental departments depending on the requirements and the needs of the area and people. Demand no. 82 and 83 have also been created for financial assistance to PRIs and urban bodies respectively.

The earmarked funds for TSP are not diverted to normal plan and there is a provision to re-appropriate funds from one development sector to another and from one scheme to another within the same sector under the TSP to ensure optimal utilization of the resources.

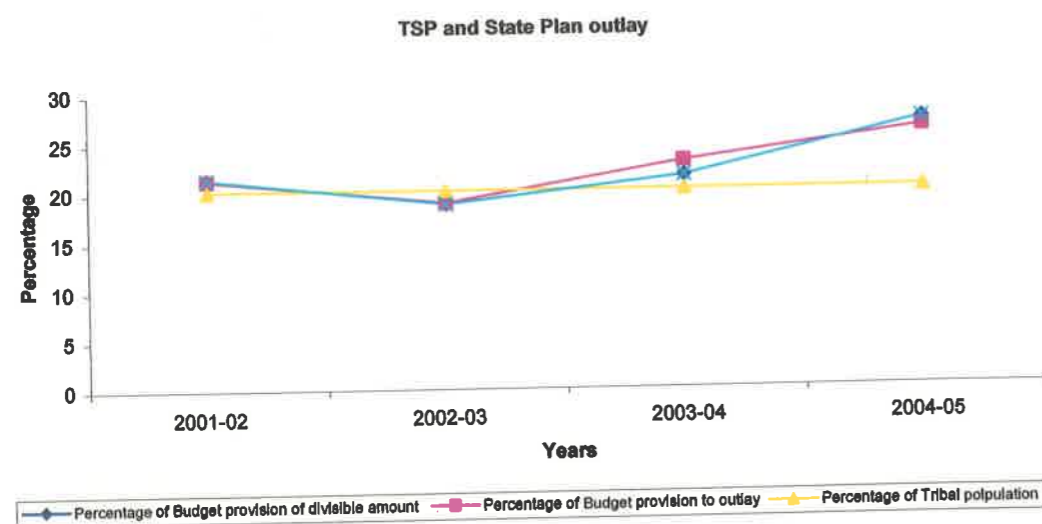
Table 3.2: Allocations for TSP from State Plan outlay
(Rs. In Crore)

Year	State Plan outlay	Divisible Amount	TSP				
			Budget Provision	Percentage of Budget provision of divisible amount	Allotment	Expenditure	% actual expenditure to budget provision
2001-02	3306.09	2900.52	623.85	21.50	620.20	505.46	81.02
2002-03	4749.77	4335.34	818.83	18.89	824.69	686.72	83.87
2003-04	5901.75	4165.14	899.41	21.59	962.73	839.00	93.28
2004-05	6606.72	5179.58	1409.82	27.21	1365.55	1176.38	83.44
2005-06	7643.44	6384.98	1544.91	24.19	1445.66	473.96*	32.79

Source: TSP, Annual Plan, 2005-06, Directorate of Tribal Area Development Planning, Bhopal

* up to Sep. 2005, Tribal Sub Plan 2005-06, Govt. of Madhya Pradesh

Fig. 3.3



As can be seen from the above table, funds in proportion to the population are normally earmarked for the TSP, but is it actually so. The figures elsewhere present a different picture (also refer table 3.1).

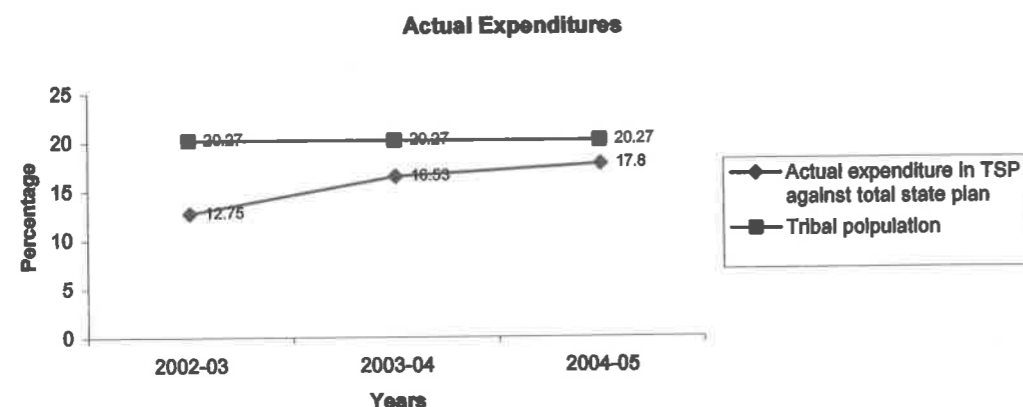
Table 3.3: Actual Expenditures

(Rs. In crores)

Years	Actual Expenditures		
	In state plan	In TSP	Percentage
2002-03	5386.44	686.72	12.75
2003-04	5076.04	839.00	16.53
2004-05	6610.43	1176.38	17.80

Source: Ministry of Tribal Affairs, Govt. of India

Fig. 3.4



At the same time, the Department is not spending the entire amount and often the large sums lapse. The reasons given by the officials are delays in submission of project proposals by various line agencies and often the same delays by the project offices. In fact the study team found that there are many ITDPs or MADAs which did not receive any money from the state plan funds in the past few years. For example, ITDP Kesla and MADA Guna did not receive any money from the state plan fund during the last four years (refer table no. 3.6).

Another important step that is required to be taken up urgently is the database management. Figures at the state level and for the same at the field level were often found to be different. Sometimes figures in the same document are different. For example, figures for the total state plan for the year 2005-06 has been mentioned to be Rs. 7643.44 crores in summary, the text mentions the same at Rs. 7309.05 crores. Similarly, allocation for TSP is mentioned at Rs. 1445.66 crores and Rs. 1497.90 crores respectively. A proper Management Information System may help in this regard.

3.5.2 Special Central Assistance:

The figures for SCA to TSP show different amounts in budget provision and that released by Govt. of India. However, that is due to late receipts. When the money is received by the concerned treasury after March 31, it is included in the figures for the next financial year.

Table 3.4: SCA to TSP to MP in Last Five Years

(Rs. In Crores)

Year	Budget Provision	Released Amount from Govt. of India	Expenditure	Percentage to released amount
2001-02	72.02	78.33	62.25	79.47
2002-03	91.70	78.33	87.94	112.27
2003-04	80.23	74.59	70.33	94.28
2004-05	87.38	91.40	70.50	77.13
2005-06	175.62	137.93	146.00	106.33

Source: TSP, Annual Plan, 2005-06, Directorate of Tribal Area Development Planning, Bhopal

At the same time it may be seen that expenditures are often far below the released amount, which indicates the need for the timely preparation of projects. Since most of this money is to be spent on the individual beneficiaries, it reflects on the need for identification of beneficiaries in time too. The reasons are attributed to delays in receiving money.

It may also be noted that the total budget provision in the last five years (2001-06) is much higher at Rs. 506.95 crores than the money released by Govt. of India which stands at Rs. 460.58 crores. Indication of high figures in the Annual Plans gives a biased picture as to the size of the Plan, which coming to actual is far less.

Primitive Tribal Groups are worst hit by the less expenditure. For example, in the year 2004-05 the total allocation for ten PTG agencies was Rs. 1050.94 lakhs, out of which only Rs. 410.27 lakhs could be spent, i.e. only 39%. There were only two notable exceptions Mandla and Tamia, which could utilize all the money allocated for them.

3.5.3 Assistance under Art. 275 (1)

Indication of high figures in the Annual Plans is a problem in grants under this head too. Here too the total budget provision in the last five years (2001-06) is much higher

at Rs. 356.22 crores than the money released by Govt. of India which stands at Rs. 236.57 crores.

Table 3.5: Funds Allocation and Expenditure under 275(1) in Last Five Years
(Rs. In Crores)

Year	Budget Provision (Including Supplementary)	Released Amount from Govt. of India	Expenditure	Percentage to released amount
2001-02	58.77	43.46	43.45	99.97
2002-03	72.05	40.52	40.52	100.00
2003-04	52.87	38.22	35.36	92.52
2004-05	66.48	51.74	41.87	80.92
2005-06	106.05	62.63	62.97	100.54

Source: TSP, Annual Plan, 2005-06, Directorate of Tribal Area Development Planning, Bhopal

Table 3.6: Allocations and Expenditures of ITDPs/ MADA visited by the Study Team
(Rs. In lakhs)

ITDP/ MADA	Year	TSP		SCA to TSP		Art275(1)	
		Allocation	Expenditure	Allocation	Expenditure	Allocation	Expenditure
Kesla	2002-03	Nil	Nil	42.54	41.90	Nil	Nil
	2003-04	Nil	Nil	42.54	41.18	22.40	21.40
	2004-05	Nil	Nil	67.55	63.36	Nil	Nil
	2005-06	Nil	Nil	62.39		Nil	Nil
Tamia	2002-03	31.33	30.89	202.30	177.44	NA	NA
	2003-04	3.96	3.96	202.30	179.45	NA	NA
	2004-05	39.64	35.68	293.47	233.98	NA	NA
	2005-06	12.85	5.43	285.60		391.69	442.78
Guna	2002-03	Nil	Nil	15.37	15.37	Nil	Nil
	2003-04	Nil	Nil	15.38	15.37	Nil	Nil
	2004-05	Nil	Nil	20.02	20.02	Nil	Nil
	2005-06	Nil	Nil	20.18		Nil	Nil
Shivpuri	2002-03	NA	NA	11.89	11.88	99.96	99.96
	2003-04	NA	NA	11.90	11.89	NA	NA
	2004-05	NA	NA	6.44	6.43	NA	NA
	2005-06	NA	NA	6.49	NA	NA	NA

Source: Data collected from the field offices

The table shown above is an indicator as to what are the sources for the ITDP/MADA. MADA, Guna and ITDP, Kesla have not received any funds from the state plan in the last four years. The state level officials attribute it to not having proper plans from field, while the field level officials blame the apathy of other departments.

3.5.4 Institutional Finance

Madhya Pradesh Adivasi Vitta Aivam Vikas Nigam implements the schemes sanctioned by NSTFDC, NHFDC and NABARD. It started functioning from the year 1995-96. in almost ten years it has assisted 44664 tribal, majority of them been assisted under NABARD scheme. For assisting these many tribals it has provided Rs. 14004.81 lakhs

3.6 Status of Tribal Development

The programmes which help in increasing the income of a family are classified under family oriented economic benefit programmes, like distribution of bullocks on subsidy, land leveling and bundling on individual fields, construction of individual wells, installation of electric pumps on subsidy, subsidy on irrigation pumps, distribution of improved seed and fertilizer, pig rearing programmes on subsidy, distribution of bamboos free of cost for bamboo craft etc. Programmes falling under community development programmes include distribution of life saving medicines and drugs, construction of community tanks for fisheries development, construction of community dug wells and hand pumps etc. Infrastructure development programmes comprise construction of approach road, causeway, culverts and bridges, construction of building for new Ashram schools, new junior primary schools etc. It can be clearly seen from the description and the Table no. 3.1 that the basis for thrust areas do not reflect in the outlays. In fact the officials revealed that all the departments undertake same kind of programmes which are being implemented in other places, with slight modification may be, of which they were not aware. However, the economic conditions of tribals is such that they accept whatever comes their way, especially programmes offered by the departments like agriculture, horticulture etc., as everything appears beneficial to them.

3.6.1 Tribal Education

Ever since the acceptance of recommendations suggested by the Naronah Committee in 1964, the department is running educational institutions from primary level to higher secondary level. One of the main activities of the Department, it

includes running of the educational institutions from Primary to the Secondary level in tribal areas. It also manages the functioning of Residential Hostels and Ashrams along with implementing various support schemes chiefly devised to enhance the educational development of the tribals with direct involvement of NGOs.

Despite these efforts over the years, literacy rate among the tribal population in the study area was found to be very low, particularly among women. Although the Government has built residential schools for them but children tend to leave them and run away. Level of awareness about benefits of education was also found to be very low among the respondents. In many of the villages visited by the study team, there was not even one primary school within the village. The existing schools lacked basic infrastructure. Respondents in the areas told that often children have to walk quite a distance for primary schools. It was also found that the dropout rates were high. The main reasons quoted by the respondents were poverty and distance. Despite Madhya Pradesh having taken up innovative schemes like Education Guarantee Schemes to universalize access, the tribal areas appear to be suffering.

3.6.2 Health Status

The most common diseases among tribal communities are parasitic infections, diarrhoea, dysentery, skin diseases, respiratory infections, whooping cough and measles. Serious diseases such as tuberculosis, leprosy and malaria were also found to be common in the study areas. However, access to health facilities is low because the norms prescribed by the State Governments for establishing Primary Health Centres and Health Sub-Centres put a constraint on creation of these facilities for a dispersed population in small settlements in inaccessible areas. Many of the respondents had to travel a minimum distance of 10-12 kms in order to avail medical services and the travel time varied between 30 minutes to 2 hours.

Even where health facilities are available, they do not seem to be very well equipped. They were reported to have just 1-2 doctors, 2-3 nurses, 3-4 beds and very few or no medical equipments for diagnosis. Often, tribals do not have the capacity to pay for the medicines, as only few basic medicines are available in these centres. Often the treatment leads them towards indebtedness. Women members of Self Help Groups reported that they borrow from their savings group for health care; others obtained loans from moneylenders. Consequently and especially in interior villages the communities rely on their traditional herbal medicinal practices.

3.6.3 Drinking Water Facility and Sanitation

In the state, 91.39% households of Schedule Tribe population have drinking water source out side the premises as against the state average of 84.80%, which itself is very low against the national average of 62.75%. In the surveyed households, around 92% of the respondents depended on the community hand pump installed by Government. Rest of the respondents were using other sources like wells, ponds and check dam water. However, it was revealed by the respondents that often these handpumps were not functional, with some having mentioned that some of them not having been functional even once. The officials admitted and told the study team that since they are not involved in the verification process, they had little control.

The study team found that the 90% of the respondents were defecating in open. There seems to be lack of awareness among the people for maintaining hygiene.

3.6.4 Employment

Most of the tribal households depend on wage labour to eke out a living. Dependence on wage labour is much higher in villages away from forests, (for over half the year) when food from their own lands is not available. Wage work is done both within the village and in neighbouring towns. Within the village, it is mostly agricultural work, whereas outside the villagers work in brick kilns and in mines and as unskilled construction labour.

Women's participation in wage work is equal to that of the men. However, agricultural wages paid to women are almost always lower than those paid to men. In many tribal villages, agricultural wage-rates are fixed in *Gram Sabha* meetings based on the paying capacity of the landowners. In some of the areas the study team found that contractor was paying less than the norms set by the state Government.

Demonstrations and training in new technology, distribution of seeds and fertilizer as well as loans and subsidies are being targeted only at men. The same is the case with the schemes of the horticulture and animal husbandry departments with all fruit plants, ducks, goats and chicken being distributed primarily to men. This is probably due to selection of households as the unit of benefit, as revealed by the field officials. After receiving of the guidelines efforts are being made to target women beneficiaries. A recent directive of the state Government, however, has reserved one-third of future recruitment of agricultural extension workers for women.

3.7 Assessment of TSP in the State

3.7.1 Department

There are so many bodies to plan, review and monitor the programmes under TSP, still we find that the pace of tribal development is yet to reach the desirable levels. There seems to be need for injecting seriousness into the efforts. For example, many POs or DOs mentioned that in the meetings convened by the District Magistrates to discuss annual plans for the district, TSP was mentioned in the end and not given much time as if the discussion on TSP was just a requirement. Such instances do not send the correct signals to functionaries of other line departments.

Personnel working in the project offices are junior officers as compared to other departmental functionaries. As a result the POs are not able to extract the performances from these functionaries. Besides that the project offices are not well equipped. They receive meager amount for office maintenance that is not sufficient for running an office. Even for their basic needs they depend on the goodwill of the BDO's office. For example, to submit the progress reports the project offices are supposed to submit them on CDs, however, many of them do not have even the computers.

Often the project functionaries were found to be staying away from the project areas. It hampered the efficiency of the works. Some of them are holding dual charges as well, either because nobody has been posted there or the person posted is reluctant to join. The attitude of the officials indicated that postings in remote areas are considered punishments. The reason for this is lack of basic infrastructure in such areas like schools for the children of these officials or the absence of basic amenities. The officials at the field level appeared to be dissatisfied with the existing incentive structure. Some officers were of the opinion that it should be mandatory for each functionary to serve at least three years to be eligible for next promotion. There seems to be a need for all the officials engaged in the tribal welfare to be sensitised on different aspects of developing tribal communities, which can be through training programmes.

Co-ordination with line departments is a big problematic area. Right from the state level officials to field level officials mentioned that despite several efforts the apathy of the officials of other departments continues at each stage, starting from planning phase to implementation to monitoring to submission of UCs.

3.7.2 Planning Process

At the state level, officials expressed their dissatisfaction with the planning process. They felt that the planning to be effective for all the tribals requires basic data like baseline surveys which are missing. The officials were of the view that such survey should be broad-based indicating social status, educational attainment, health standards and access to services, economic opportunities, whether they are organized or not along with a mapping of the resources in the area.

They also felt that at the district level the planning is ad-hoc. It was mentioned by senior officials that often works are undertaken without going before the Project Advisory Board and resultantly post facto sanctions have to be given to the works undertaken by other departments. This also leads to the duplication of works, as they are not discussed in the Board. Often those works are included in the TSP expenditure which are part of general plan because they are falling in the TSP area.

The officials at the field level said that they face problems in getting the estimates of projects in time from different departments for finalizing the plan at project level. The officials have found over the years that various line departments do not give due priority to the works in tribal areas which may be due to lack of sensitivity among the officials of these departments. Additionally, many projects do not include the cost of maintenance in the proposal, which leads to wear and tear so soon. The need for training of beneficiaries was also emphasized, so that they can use the equipment properly. However, the cost of such activities is also not included in the proposals. Follow up activities are also not planned. The department does not have any activity to check the progress of the benefits given.

Paperwork and conforming to governmental guidelines seems to be given more importance instead of needs of the people. For example, if the ceiling for benefits to each beneficiary is fixed at Rs. 20000, the project officials take up the various schemes of the other departments and distribute them to all, implying each household in the cluster getting almost the same benefits. This may create problem later on. Logically if so many people are producing same goods or services then who will consume. Forward linkages are also not planned. Finally, the beneficiaries themselves end up as consumers. Even departmental officials concede that benefits

under schemes like poultry or goat are consumed by the beneficiaries as and when the need arises.

Another issue which needs to be looked into is the planning for number of beneficiaries. The TSP plan document mentions the number of beneficiaries to be targeted. Similarly, the proposals of various ITDPs MADAs etc. also mention the number of target beneficiaries, but different targets are mentioned at different places. For example, various benefits under SCA to TSP were planned for some villages and given to others (the numbers vary).

The officials also expressed the need for engaging the tribals of the area in the process, which is almost non-existent at the moment due to lack of staff. Need for extension activities like awareness generation are required so that the beneficiaries come forward to discuss their problems and their redressal through programmes which can be taken up under TSP.

3.7.3 Needs Assessment

There are two ways of determining the needs- direct contact with the beneficiaries or articulation of their interests by their elected representatives who are members of various bodies like TAC or PAB. Direct contact is possible through departmental officials or through convening general meetings to discuss various activities. In response to the questionnaire regarding the visit of the various officials, it came out that officials of the Department of Agriculture visit them most (49%) followed by Health Department (23%). Visits are also made by the Collector of the district and AFO. It may be noted that people are less aware about the tribal department. The officials' take on this is that since the other departments implement most of the schemes, they know them better. The respondents were by and large satisfied regarding the attitude of the officials, but they mentioned that nothing happens thereafter. While the officials talk about various schemes, often none or sometimes only few benefit from some scheme.

In this regard it is also important to note that the process of identification of beneficiaries is good in the state (see Annexure 4). It can be said to be a process of self-selection. The format for giving benefits notes the BPL no. of the household indicating poorest of the poor are targeted. However, the type of benefits is actually determined by the departmental officials on the basis of the schemes available to them.

As mentioned earlier also, many works are not discussed in PAB but taken up by other departments. This indicates reduced scope or the opportunity for the elected representatives to have effective say in the matters. The number of meetings also needs to be regularized.

3.7.4 Implementation

It was observed by the study team that often the quality of works was not as per standards. For example at many places, the people alleged that the hand-pumps installed in their areas did not work even for once. The response of the officials to such complaints was that such works are executed by the expert line agencies and the officials of the department are not involved during the implementation of works, so they are not able to monitor the quality of works. In fact many officials compared their positions to that of a post office, as they are simply the money releasing agency after the works are notified by other departments. Often these departments do not submit the Utilization Certificates (UCs) also.

Coordination with other line department was observed to be a stumbling block towards successful implementation of various schemes. This problem arises as other line department's officials give importance to responsibilities assigned by their own respective departments. Since the Project Officer, who is the nodal officer for the Department, is not a senior officer, they are not able to, in broader terms, extract the performances or even demand the UCs. The normal procedure in such circumstances is the mention of such occurrences to the District Magistrate, in the meeting convened by him to discuss TSP. This fact was conceded by the senior officials at the state level also.

Even after spending huge amounts for the tribal development over the years 80% of families in the study area were found to be living below poverty line. The alarming situation is that majority of tribal population is not aware that the Government is running a number of special programmes/schemes for their developments. Only 36% respondents said that they received the benefits under any of the schemes. While there are so many programmes, the respondents could mention only three or four programmes and maximum six.

3.7.5 Monitoring

It was observed that officials posted at ITDP/MADA level face problem in monitoring the works done by other line departments through tribal development funds. One grouse of the officials of the department is that they are not involved in the physical verification of the projects that are completed. They merely receive the UCs and have to release the money, which they receive at the end of the year after repeated requests to concerned department. In the review meetings, convened by POs, other departmental officials send their juniors.

3.7.6 Allocation and Expenditure

Though, there is a provision to re-appropriate funds from one development sector to another, there does not appear to be any evidence of this. The officials told the study team that they never came across such instances. With the procedure obtaining in the state, the control of the tribal department is reduced. As mentioned earlier also they become merely the consenting party to the works. Apparently, the funds need to be at the disposal of the officials of the Department. In this regard the Maharashtra pattern of funding from the state plan is more appropriate.

The funds are released late, which also hampers a lot of planning. Sometimes the funds are received by treasury in the month of January. As the funds are allotted at the fag end of the financial year and is expected to be utilized in two months times, it casts a question mark on the nature and quality of tribal development. As mentioned earlier also many ITDPs and MADAs do not get money on a regular basis from state plan funds.

A very critical issue raised by the officials at the field level is that often the projects submitted by line departments and recommended by the project offices do not get approval at the state level. This dampens the spirit of the officials and the next time when they ask the line departments to submit proposal for projects they do not get the proper response. The officials of other departments comment on the futility of such exercise. The officials at the state level also feel that they need more funds, but it may be noted that they are not able to spend even the amount that is released to them.

3.7.7 Peoples Participation

Gram Panchayat is the lowest rung of local Government to facilitate people's participation in their own development. So far as the people's participation in the Gram Sabha meeting is concerned, 47% respondent opined in affirmation. Participation becomes more meaningful when the participants' views are given weightage and suggestions are accepted. In the study area it was found that only 11% respondents' views and suggestion were accepted.

Apathy of the people is also a major cause for them not benefiting from many programmes. For example, power supply was made available to tribal households under electrification programme. They consumed it till it was free. After the free period, they were expected to pay their bills, which was not done by many. Later on when the department cut the connections of the defaulters, they used illegal connections. Finally, the electricity department stopped the supply to such villages. May be, if the people had been engaged since beginning that is the planning phase and asked whether they accept the condition of paying their bills, there would have been fewer defaulters.

3.7.8 Women Participation

As part of tribal culture, there are few restrictions on women. Under the realm of different Government programmes like total literacy campaign or DWCRA, mahila mandals have been formed in many villages. In the TSP also, women's groups are to be given benefits for income generation activities. But effectively the women participation is still less. Even the documents do not show figures of beneficiaries in terms of males and females. In the Gram Sabha meetings their presence is only 20-25%.

3.7.9 Involvement of NGOs

As per the TSP document, there is a provision of encouraging the NGOs to take up certain activities like the health care of Primitive Tribes Groups. But the study team got the impression during discussions with the state level officials that not much efforts are being made to involve NGOs in any developmental activity. Some NGOs are working in some areas. The study team met the officials of one NGO named PRADAN. The focus of its work is to promote and strengthen livelihoods for the tribal. This involves organising them, enhancing their capabilities, introducing ways to improve their incomes and linking them to banks, markets and other economic

services. Its office bearers informed that earlier they worked with the project office in preparation of plans and certain extension activities. But now they are working on their own. The officials did not appear to be very enthusiastic towards the idea of engaging NGOs in the process. Some of them said, "NGOs are more interested in publicity rather than work".

A General assessment indicates improvement in the conditions of tribals but a lot needs to be done. Since we have seen above that the funds even if allocated less are not being utilized fully, the most important issue appears to be sensitization of the officials of not only the tribal department but also of the other departments. It also requires a coordinated effort by all concerned stakeholders starting right from top. A restructuring of the process is also required so that there is transparency in the system and accountability can be ensured.

TRIBAL SUB PLAN IN ANDHRA PRADESH

4.1 Introduction

The tribes of Andhra Pradesh are characterized by heterogeneous ethnic, cultural variation, diverse linguistic traditions and different socio-economic compositions. As per 2001 census, the total tribal population of Andhra Pradesh is 50.24 lakhs. 35 ST communities constitute about 6.59 percent of the total population of the state. Efforts are being made by the government to accord high priority to the accelerated development of tribals by implementing various welfare and developmental programmes which help the tribals lead a better quality of life in terms of health, nutrition, education and employment.

The Scheduled areas in the state can be divided into two distinct physical divisions of hilly terrain and undulated plains. They are bounded by neighbouring states of Orissa, Chattisgarh and Maharashtra and common tribal groups are also found on other side of inhabited boundaries. The Schedules Areas extend over 31,485.34 sq km in the state with 5938 villages distributed in 9 districts of Srikakulam, Vizianagaram, Visakhapatnam, East Godavari, West Godavari, Khammam, Warangal, Adilabad and Mahaboobnagar. There are no scheduled areas in the other districts. But of the 143 mandals, under these districts, 48 are fully covered and 95 are partly covered. The tribal areas of the state are endowed with mineral, forest, and water resources. The important food crops in these areas are jowar, paddy, ragi, bajra, maize and commercial crops are cotton, chilies, tobacco sugarcane etc.

4.2 TSP approach in the State

The TSP conceived as a turn-around strategy for tribal development to bridge the gap in the levels of development of tribals and non-tribals and to improve the quality of life of tribals has been followed in the state since the year 1975 i.e. Fifth Five Year Plan onwards. The primary objectives are providing sustainable livelihood to the Scheduled Tribes who are below poverty line particularly the poorest among the poor, for enhancing their incomes and improving their quality of life. For effective implementation of the strategy of TSP, the areas of ST concentration have been brought under the purview of ITDAs, MADAs and clusters.

4.2.1 Areas Covered under TSP

Agency approach has been adopted in the state. The Integrated Tribal Development Agencies are in operation in eight districts viz. Srikakulam, Vizianagaram, Visakhapatnam, East Godavari, West Godavari, Khammam, Warangal and Adilabad. Apart from this, there is one ITDA for Chenchus and one for Yanadies exclusively. Outside sub-plan area (ITDA areas), there are 41 pockets of tribal concentration covering 11 districts where MADA programmes are being implemented. Besides that there are 17 identified clusters. But do all these conform to the criteria determined for constitution of ITDA, MADA or Cluster. There are ITDAs like Utnoor or Bhadrachalam or Eturnagaram where the tribal population is less than 50%. Similarly, MADAs like Stuvartpuram or Narsapur also seem to be having less than required tribal population.

4.2.2 Institutional Arrangements

The administration of the Scheduled areas presently has been undergoing change and refinements have been made keeping in view the changing circumstances, strategies and the socio-economic environment. These aspects cover institutional arrangements as well as the delivery systems of both protective and development programmes.

4.2.3 Tribes Advisory Council and other Structures

Tribes Advisory Council (TAC) was setup to monitor the implementation of the tribal development and welfare programmes as per Constitutional provision. The TAC discusses, reviews and passes several resolutions on various policy matters relating to tribal development with special emphasis on the programme of implementation of protective regulations and other laws and economic upliftment schemes.

There is also a legislative committee on welfare of ST with tribal and non-tribal members of Legislative Assembly as its members. It is constituted from time to time to critically examine whether government departments and undertakings are following the rule of reservations in recruitment of members of ST and to assess the implementation of various developmental schemes for the benefit of tribals.

4.2.4 Department of Tribal Welfare

Concern for the tribal development has been evident since beginning in the state. A separate Tribal Welfare Department was created by bifurcating the Social Welfare

Department as early as in the year 1966. The Tribal Welfare Department is under the administrative control of the Principal Secretary, Tribal Welfare. The Commissioner by virtue of submitting estimates to Government is the Chief Controlling Officer, as per rules. The department has an Engineering Wing as well.

In order to streamline the administration in tribal areas Single Line Administration has been introduced since 1986.⁸ Officers and staff working in the tribal sub-plan area, connected with regulatory and developmental programmes are placed under the administrative control of the project officers of ITDAs. For implementation of various enactments and protective regulations, Special Deputy Collectors have also been given certain responsibilities.

The Tribal Welfare Department prepares perspective plans for a period of three years for the development of STs under ITDAs, MADAs, Clusters, PTGs and DTGs. The officers and institutions involved in implementing the schemes are:

- The Director of Tribal Cultural Research & Training Institute,
- The Chief Engineer (Tribal Welfare),
- Girijan Cooperative Corporation and A.P. Scheduled Tribes Cooperative Finance Corporation (TRICOR) (these are sister units of the Tribal Welfare Department).

The Commissioner of Tribal Welfare is the Ex-officio Managing Director of TRICOR, Head of the Director, TCR & TI and also the Chief Budget Controlling Officer to the GCC. The Commissioner is also responsible for preparation of annual action plans, release of budget to all districts and Gurukulam, TRICOR and GCC and reviews the expenditure with all the unit officers on monthly basis. The Commissioner reviews performance of each program every month with the Project Officers, Development Officers and Administrative Officers of ITDAs and District Tribal Welfare Officers (DTWO). A section in the Office of the Commissioner of Tribal Welfare is exclusively attending to periodical reviews and meetings and monitoring of implementation of schemes. The officers from the office of the Commissioner are appointed as Liaison Officers to District Offices/ ITDAs and they inspect and furnish the reports for further necessary action. The internal audit wing of the office of the Commissioner takes up internal audit of the unit offices and furnishes the reports to the Commissioner for necessary action.

⁸ Vide G.O. Ms No. 434 General Administration (Special – A) Department, dated 14.08.1986

One post of Statistical Officer in each of the 4 ITDAs namely Visakhapatnam, East Godavari, Khammam and Adilabad Districts and one Statistical Assistant (Deputy Statistical Officer) in other ITDAs namely Srikakulam, Vizianagaram, Warangal and West Godavari Districts were created during 1985-86 for effective review and monitoring. They are still continuing.

When the department was bifurcated, its budget was merely Rs.67.00 lakhs with limited activities.⁹ However, by the year 1973-74, the budget of the Department was increased to Rs. 7.00 crores with a number of new programmes. The main emphasis of these programmes was on education, health and agriculture. Introduction of TSP approach saw some changes in the setup.

4.2.5 District Level Planning Body

At the district level a Governing Body for each ITDA is formed with all district level heads of general sector departments as members and Project Officer (PO) of ITDA as Secretary. The local tribal members of Legislative Assembly and members of parliament are also members of the Governing Body. At district level, District Collectors are responsible for implementation of tribal welfare schemes. They are assisted by POs of ITDAs and DTWOs.

The plans prepared by various department like Agriculture, Animal Husbandry, Education, Health, Panchayati Raj etc. in the districts are placed for the approval of ITDAs. And for approval of the action plans of the Mandal Parishads having TSP areas are placed before the Governing Bodies of ITDAs. Only after the approval of ITDAs and thereafter the governing body the Heads of the Departments take further action for implementation.

4.2.6 Project Officers and District Tribal Welfare Officers

As mentioned earlier, there are 10 ITDAs including two for PTGs. POs are the head of ITDAs and they are supported by sectoral officers. They are responsible for all tribal welfare programs such as educational maintenance, post-matric scholarships, generating employment, recovery of National Schedule Tribes Finance and Development Corporation (NSTFDC) term loans and margin money, engineering works, procurement of MFP/AP credit etc. Besides ITDAs, there are 23 District Tribal Welfare Offices, each headed by one DTWO. 65 Assistant Tribal Welfare Officers

⁹ Vide G.O. Ms. No. 2710 dated 14-11-1966 and Proceedings Rc.No. 44598/66 dated 20-5-1967.

(ATWO) were also given to the department by the Social Welfare Department in 2000-01. Their responsibility is to inspect Ashram schools, verification and processing of applications for various benefits and implement the programmes of the department.

4.2.7 Offices of Special Deputy Collectors, Tribal Welfare

Special Deputy Collector (Tribal Welfare) posts have been created, for the implementation of protective legislations, at Elwinpeta in Vizianagaram District (whose jurisdiction extends over scheduled areas of Vizianagaram and Srikakulam districts), Paderu in Visakhapatnam district, Rampachodavaram in East Godavari district, Kotaramachandrapuram in West Godavari district, Bhadrachalam in Khammam district, Eturnagaram in Warangal district and Utnoor in Adilabad district. The Revenue Divisional Officer, Nagarkurnool in Mahboobnagar district is designated as Agency Divisional Officer for implementation of such regulations in the scheduled areas of Mahboobnagar district.

4.2.8 Project Level Implementation Committee

Project Level Implementation Committee is headed by the Project Officer of ITDA, who is Ex-Officio-Joint Collector (Tribal Welfare) and Additional District Magistrate. The PLIC looks after the implementation of the programmes by various developmental departments.

4.2.9 The Tribal Cultural Research and Training Institute

The Tribal Cultural Research and Training Institute (TCR&TI), Hyderabad was established in the year 1963. It was originally started as a centrally sponsored scheme to take up studies on tribal culture and development and train officials and non-officials on various aspects of tribal development. It also conducts studies on various aspects of tribal life and evaluates various development programmes and gives feedback to Department in planning and administration of the tribal development programmes. Verification of status of individuals claiming to be STs, examining claims of groups as ST Communities, and review the protective regulations are its other responsibilities. 23 studies have been conducted by it during 2000 to 2005. 31 training programs were conducted during 2005-2006 in which 1508 participants were trained.

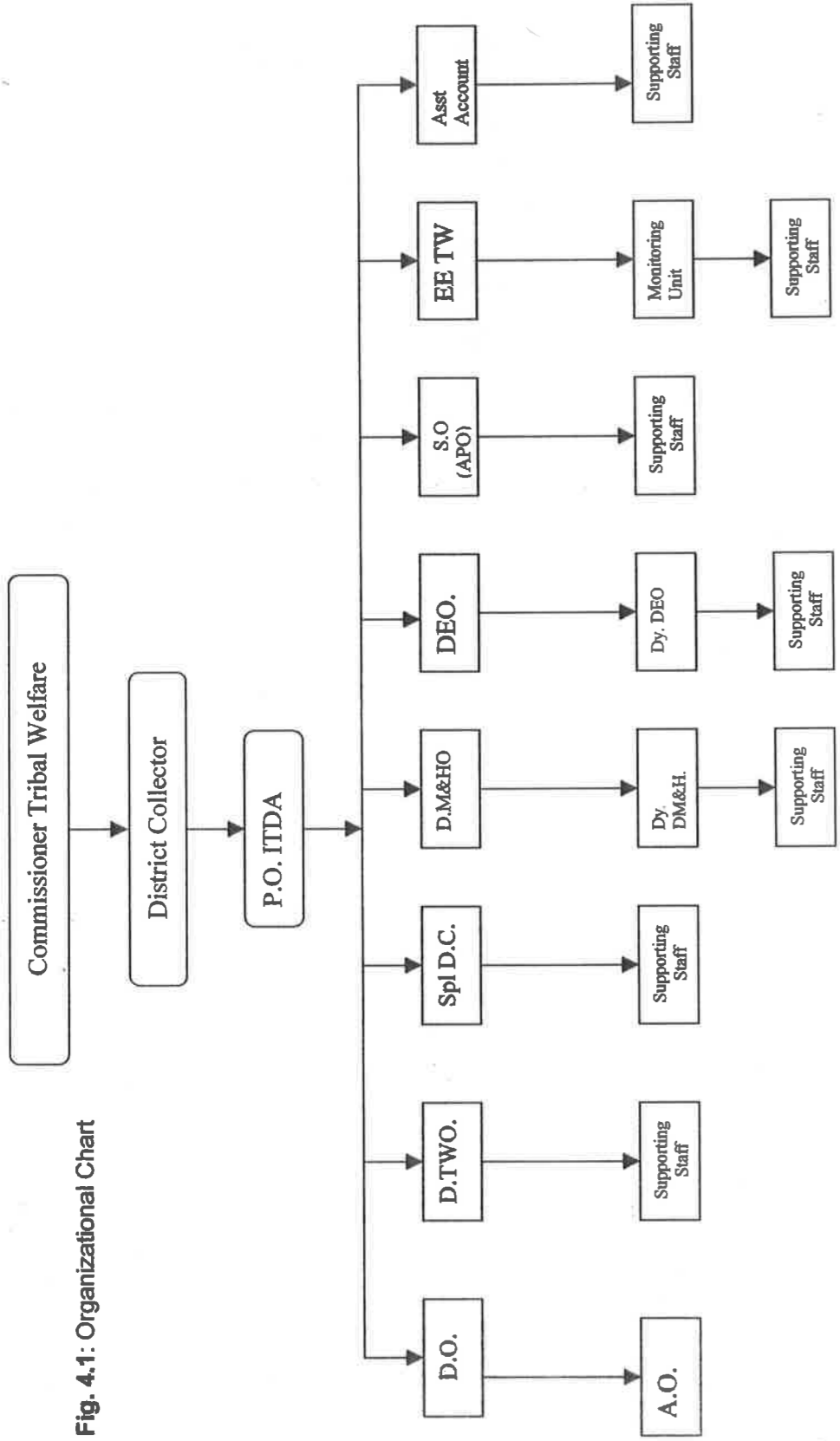


Fig. 4.1: Organizational Chart

4.2.10 Girijan Co-Operative Corporation Limited

Girijan Co-operative Corporation (GCC) Ltd., established in 1956 by Government of Andhra Pradesh to achieve socio-economic upliftment of the tribals, is actively engaged in the activities of: (a) Procurement of Minor Forest Produce (MFP) and Agricultural Produce (AP) from the tribals and marketing of the same to the best advantage of the tribals, (b) Supply of essential commodities under Public Distribution System (PDS) and other Domestic Requirements (DRs) to the tribals at fair and reasonable prices and (c) Provision of credit to the tribals for seasonal agricultural operations. It has a network of one regional office, ten divisional offices and 839 DR depots in coordination with all the ITDAs. 45 Girijan Primary Cooperative Societies are also affiliated to it.

GCC Ltd. receives support from Government of India also for taking up various activities such as procurement and sales of MFP/AP, supply of daily requirements including essential commodities like rice, kerosene oil, palmolein, wheat, sugar etc. to tribals.

4.2.11 AP ST Cooperative Finance Corporation Ltd. (TRICOR)

The Andhra Pradesh Scheduled Tribes Cooperative Finance Corporation Limited (TRICOR), Hyderabad was established in October, 1976. The Corporation assists mobilization of institutional finance by providing margin money for economic development of the tribals. The Corporation coordinates implementation of SGSY (ST component), Special Central Assistance, CMEY, PMRY, NSTFDC etc. by providing Margin Money and identification of the beneficiaries. The Corporation receives financial assistance from State Government under Grants-In-Aid for economic support schemes. It is also a channelising agency for NSTFDC.

4.2.12 A.P. Tribal Power Company Limited

State Government established the A.P. Tribal Power Company Ltd. (APTRIPCO) under the Companies Act 1956 in July 2002 with a view to explore the feasibility of harnessing the hydro power available in the tribal areas and improve the conditions of tribals by establishing Mini Hydro Power Projects (1-3 MW) in scheduled areas by utilizing the natural streams and waterfalls. These Mini Hydel Power Projects are to be established in partnership with the local tribal women organizations. The entire profits from such projects will accrue to the local tribals and for developing the local tribal areas.

4.3 Resources for TSP

The procedure as obtaining in the state is that the Planning Department quantifies the funds for TSP each year in accordance with prescribed percentage which is proportionate to tribal population in the state and indicates this to the Commissioner of Tribal Welfare. Earlier this percentage was 6%, but it has been increased to 6.6%.¹⁰ The Commissioner of Tribal Welfare is expected to draw up relevant schemes in identified priority sectors and furnish sector wise/ scheme wise break up for these funds in consultation with the Heads of Departments, within the limits as indicated by the Planning Department. Accordingly, the other departments exhibit the TSP funds in their budget by opening Groups Sub Heads/ sub heads for each function. Earlier there was Single Demand Concept, which was dispensed with in the year 2001-02. Today the departments are making allocations towards TSP under a common head of account 796.

To what extent this procedure has led to earmarking of mandatory funds to the tune of 6% and now 6.6% for TSP. It may be mentioned here that to make it happen a State High Level Coordination Committee was constituted under the Chairmanship of Chief Secretary to Government much earlier.¹¹ The Committee is also expected to meet twice a year to review and issue directions to ensure that mandatory allocations are made.

Funds from State Plan

Table – 4.1: Budget and Expenditure under TSP

(Rs. In lakhs)							
Year	State Plan outlay	Divisible Outlay	TSP Allocation	Percentage of TSP allocation of Divisible Outlay	Total expenditure under state plan	TSP Expenditure	Percentage of actual expenditure to state plan expenditure
2002-03	855319.15	634679.03	63927.01	10.07	831508.50	50835.44	6.11
2003-04	1097045.74	654821.93	75668.38	11.56	1075880.30	70517.66	6.55
2004-05	1329120.11	790532.19	77746.42	9.83	1145654.05	85693.66	7.48
2005-06	1565076.89	884869.82	87988.76	9.94	1353047.39	64255.73	5.81

Source: Information collected from Directorate

¹⁰ vide G.O. Ms. No.17, Planning (XVIII) Department dated 7.11.2005

¹¹ vide G.O. Ms.No.170 Social Welfare (B. 3) Department dated 3-11-1981.

Fig. 4.2: TSP Allocations and Expenditures

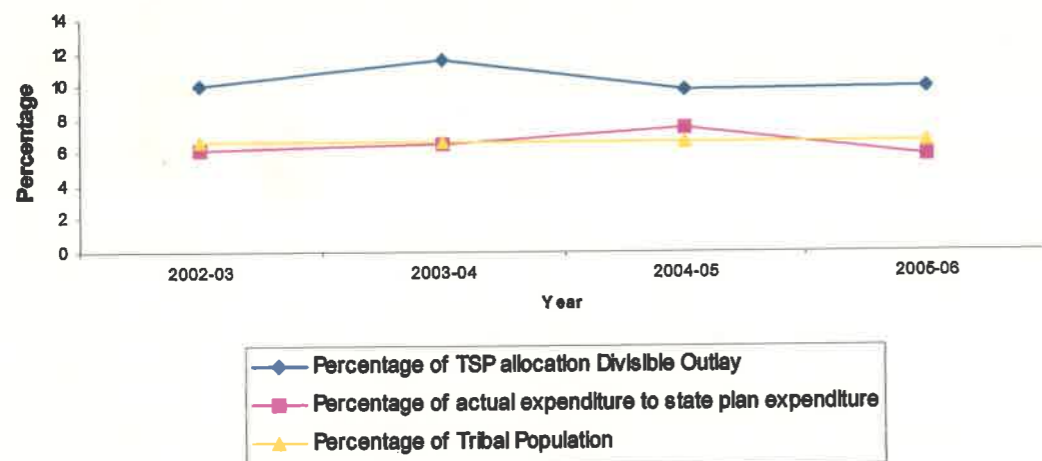


Table -1 shows that of the total outlay provided under TSP for the year 2002-03, Rs. 50835.44 (79%) of the fund was utilized, in 2003-04, Rs. 70517.66 (92 %) of the fund was utilized. In 2004-05 it exceeded the budgetary allocation of Rs. 77746.42 and was Rs. 85693.66 (110%). While in the year 2005-06 it was only Rs. 78566.22 (85%). But the percentage actual expenditure to the state plan outlay shows an increasing trend from the year 2002-03 to the year 2004-05 from 6.11 percent to 7.48 percent and again falls in percentage expenditure from 7.48 percent to 5.81 percent in the year 2005-2006.

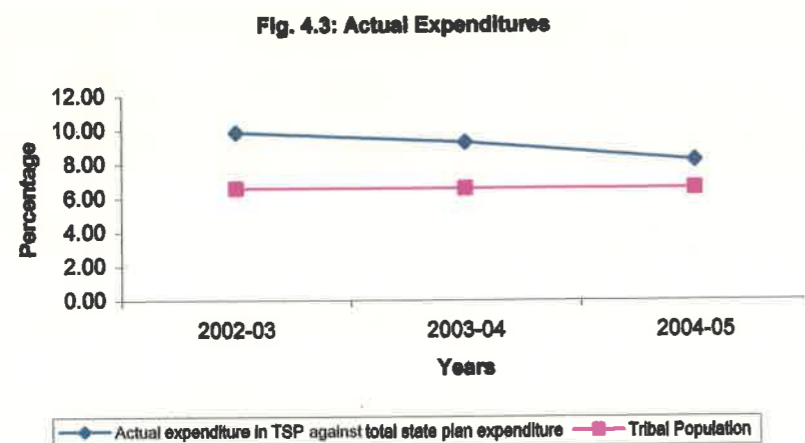
The cumulative figures for the years 2002-2003 to 2005-2006 shows that total outlay provided for TSP was Rs. 309348.47 and the total expenditure was Rs. 285612.98, which is 92.32 percent of the total outlay. The total expenditure under state plan was Rs. 4406090.24 and the expenditure under TSP was Rs. 285612.98, the comparison shows that expenditure under TSP is 6.48 percent of the expenditure under state plan.

Table 4.2: Actual Expenditures

(Rs. In lakhs)

Year	Actual Expenditures		
	In state plan	In TSP	Percentage
2002-03	492773.98	48716.44	9.89
2003-04	711192.17	66205.88	9.31
2004-05	999633.04	82230.59	8.23

Source: Ministry of Tribal Affairs, Govt. of India



It can be seen that there is great divergence between the information compiled at the state level and the Centre. This indicates the need for having good accounting system and proper database.

4.3.2 SCA to TSP

During last five years, Government of India released the following amounts under Special Central Assistance:

Table 4.3: SCA to TSP to the State

Year	Amount (Rs.in lakhs)
2001-02	2732.80
2002-03	2732.80
2003-04	2459.52
2004-05	2459.52
2005-06	2751.14

Source: Annual Report, Ministry of Tribal Affairs, Govt. of India

The above amounts have been utilized by taking up various family oriented programs for the benefit of tribal people. Apparently, the guidelines for expenditures under SCA to TSP are adhered to.

4.3.3 Grants under Article 275(1) of Constitution of India

Table 4.4: Releases by Govt. of India

Year	Amount (Rs. in Lakhs)
2002-03	2160.30
2003-04	1785.00
2004-05	2300.00
2005-06	3112.31

Source: Annual Report, Ministry of Tribal Affairs, Govt. of India

4.4 Thrust Areas under TSP

4.4.1 Education

The literacy rate among the tribals in Andhra Pradesh as per 2001 census is 37.03 percent as against the general literacy rate of 61 percent and the gap demonstrates the need for sustained effort for improving educational level of the tribals. The study team found that in the selected sample areas the education level is low among the tribal men and women both.

Various measures have been taken to improve the literacy levels. There are 4,317 Government Primary Schools (TW) at the habitation level and have a strength of 1,01,852 ST children. The Department is maintaining 663 Ashram Schools with a strength of 1,45,064 students and 506 Hostels with a strength of 82,006 students at present. 202 Primary schools have been upgraded into Upper Primary (UP) schools, and 93 UP schools have been upgraded into High schools. Incentives are also given to encourage enrolment and reduce drop out rate. For example, day scholars students are given uniforms in tribal areas. There is special focus on PTG students.

However, during visits it appeared that the focus of such efforts is on quantity and not on quality. Many schools lacked infrastructure. There are many reports indicating misappropriation, embezzlement, fictitious claims, irregular and irrational withdrawals of scholarship amounts by certain unscrupulous elements resulting in depriving scholarships to genuine ST students. Measures have been taken to tackle such problems.

4.4.2 Health

For the tribal population, various strategies have been adopted by the government to reduce the morbidity and mortality rate. Accordingly, for every 3000 persons a Sub-centre (SC) has been established and for every 20,000 persons a Primary Health Centre (PHC) as against the norm of 5,000 persons and 30,000 persons respectively for the non-tribal areas. The state government has also provided mobile dispensaries to cover the remotest tribal areas.

A.P. Tribal Health Services has been created exclusively for attending to the health needs of Scheduled Tribes in the tribal areas of Andhra Pradesh. There are four Additional District Medical and Health Officers and five Deputy District Medical and Health Officers working in the tribal areas to supervise the medical and health schemes taking up for the health care of Scheduled Tribes. These Officers belong to Medical and Health Department but are under the control of Project Officer, ITDA.

In addition, 8500 Community Health Workers are functioning in tribal areas in 8500 tribal habitations primarily with a two fold objectives of (a) minor ailment management locally and (b) referring needy cases to higher hospitals. These workers are all local tribals. They are paid an honorarium of Rs.400/- p.m.

To what extent these services have reached the tribals. 61 percent of the respondents said that the doctors are coming regularly to the SCs and PHCs and 27 percent respondents said that visit of the doctors are irregular. As for the availability of the medicines, 57 percent respondents said they get the prescribed medicines and 33 percent respondents said that they only sometimes get the medicine. However, the initiatives taken are praiseworthy. For example, presence of a health worker in schools or villages ensures that health services are provided to the needy at the earliest, as these health workers are trained for giving basic medicines and report the matter to higher authorities, as and when the need arises.

4.4.3 Drinking Water

Most of the villagers take water from tube wells or open wells, while a small minority uses tanks and springs. Hence there is a high dependence on groundwater for drinking and other domestic purposes. Nearly 61 percent of surveyed households collect drinking water from community hand pump, which are available as per the norms of the Government. But the people alleged that many of them go dry in hot weather. Location of the hand pumps was also questioned. People in general seemed to be satisfied by the water situation.

However, the quality of the water is a major area of concern in the state. The areas visited by the study team found that fluoride is the most common quality problem especially in Bhadrachalam, Nalgonda, Srisailam and Prakasham.

4.4.4 Sanitation

The state government has been providing latrines and public latrines to the tribal people through *Janmabhoomi* campaign. Apparently over 1 million latrines have been built under this initiative. But the general situation in the surveyed villages is dismal. Only about 1.6 percent of households had access to these latrines. The vast majority of households defecate in open.

4.4.5 Economic Support Schemes

All the tribals whose annual income does not exceed Rs.22,000/- per annum are eligible for various Economic Support Schemes in Agriculture, Minor Irrigation, Horticulture etc. For the schemes under NSTFDC, the annual income limit is Rs.39,500/- for rural areas and Rs.54,500/- for urban areas.

In order to give greater focus and achieve convergence between the Indira Kranti Patham, a state govt. scheme and the ITDAs in the project districts, under the overall framework, a tribal development strategy has been devised with exclusive implementation arrangements as following:¹²

- (i) In the TSP areas, the Project Officer, ITDA has the responsibility of implementing the Project. A separate Tribal Project Management Unit (TPMU) has been set up to work under the administrative control of Project Officer, ITDA. The TPMU's mandate is social mobilization and empowerment of tribal communities in the TSP areas. The TPMU is provided with necessary support staff and functional specialists by the Society for Elimination of Rural Poverty (SERP).¹³ The TPMU's day-to-day functioning is the responsibility of Additional Project Director who works under the Project Officer, ITDA and under technical control of Project Director, Indira Kranthi Patham.
- (ii) At the State level, there is a State Tribal Management Unit (STMU) as part of State Project Management Unit of SERP for effective implementation of Tribal Development plan. The STMU functions under close guidance and coordination of Commissioner, Tribal Welfare. Due to the efforts put in by TPMUs, 40,842 Self Help Groups have been mobilized in tribal areas with

¹² G.O. Ms. No. 109, Social Welfare (T.W.SER-I.1) Department, dated 25.09.2002

¹³ SERP and SPMU are in existence since 2006 and are involved with poverty eradication programmes

5.22 lakhs ST women as members. So far, 2995 Village Organisations have been formed and they have federated into 77 Mandal Samakhyas in tribal areas. So far 18,129 Self Help Groups have been provided with an amount of Rs 68.38 crores under Community Investment Fund for taking up micro projects for gainful employment, thereby, benefiting 1,97,546 ST women.

GO 76 dated 21.09.05 provides for planning, implementation and monitoring of all the economic support schemes through Women Self Help Groups, in co-ordination with Indira Kranthi Patham. The groups are supposed to not only ground the assets but also monitor the scheme and recovery of the amount sanctioned. SHGs will prepare a micro credit plan and submit to Mandal Samakhya and it will be submitted to Project Officer / District Tribal Welfare Officer for sanctions. The releases will be made directly to Mandal Samakhya and thereon to Village Organizations. This will simplify the procedure of grounding the schemes. They are empowered to decide their economic enhancement activities, including land purchase scheme.

4.5 Assessment of TSP in the State

Andhra Pradesh is one of those states in the country where the community participation was promoted through the formation of Self-Help Groups (SHGs) and Village Tribal Development Agency (VTDA) under various development schemes long back. Both SHGs and VTDA's are playing key role in the development of the tribal community. The welfare programmes for tribals living in the TSP areas of Andhra Pradesh have been founded on the belief that "the basic purpose of development is to enlarge people's choices to create an enabling environment to enjoy long, healthy and creative lives" and to achieve this objective TSP approach was adopted. The success of the approach would depend on the force of demand put forth by such agencies on the departmental functionaries.

4.5.1 Department

The state has adopted the agency approach. While it has helped in giving thrust to the tribal development programmes, the service conditions of personnel as employees of the agency and not the state government, has put them in the disadvantageous position. Many of the benefits available to government employees are not available to them. A

demotivated staff cannot be expected to work efficiently. In many places people do not even know the officials of the department. While it may be conceded that naxalism is a big problem in the state and it puts the officials at a risk. In fact, PO of ITDA, Srisailam had been kidnapped by the naxalites few months back and was released only after promising certain works/benefits to the tribals in the area. At the same time, the study team members also came across some self-motivated people. Often these members were from the tribal community itself.

After adopting single line administration all the concerned departments are under the control of one head. This has helped in achieving functional integration to some extent. However, it depends on the leadership skills of the PO, how effectively he utilizes the opportunity. Many of these officers are from other line departments on deputation. Officials of the tribal department allege that often other departments send officers who may not have the required skills. There seems to be better coordination in the state as compared to other two states, which are part of this study.

It seems not many POs of prescribed rank are available because at the time of visit only two ITDAs Bhadrachalam and Utnoor had IAS officers as PO. One young IAS also mentioned that many people consider such postings as punishment. To overcome this feeling, one of the officers suggested that young IAS officers should be posted on mandatory basis in the project offices for at least two-three years before being charge of a district.

4.5.2 Planning Process

In Andhra Pradesh, TAC is constituted from time to time to review the tribal development situation both at the state level and in the field. As per rules the Council is convened not less than two times a year to advise on the matters of tribal interest as and when sought by the state government. However, the records show that on an average only one meeting has been held per year except 2005-2006 during the Tenth Plan Period starting from 93rd meeting on 14.06.02 to 98th meeting on 30.05.06. The minutes of the meetings reveal that people's representatives in the legislative actively participate effectively in these meetings. However, often all agenda items are not discussed, sometimes due to lack of information and sometimes due to paucity of time. The minutes also reveal that often the information sought by council from various departments is not supplied in time,

which could be due to lack of effective coordination among various departments at the state level.

Going a step further or going to Project level, the process for planning is that the officials of various departments prepare their micro-plans for their areas and submit it to the Project Officer, who integrates them and does pruning as per requirements. This then forms the basis for Commissioner, Tribal Welfare to work out the scheme-wise/ sector-wise break-up of funds. However, the Managing Director, TRICOR is on record "plans are prepared and the schemes are implemented without involving the beneficiaries and regardless of their choices".

Forward and backward linkages are also not planned. In some programmes, the utility is also suspect. For example, in one place under the scheme of soil conservation, one beneficiary was given money to clear the ground. Group of women worked on it, but did not know what to do next. The owner of the land wanted to cultivate paddy, but there was no source of water nearby. Department had also not thought about it. The soil testing had also not been done to check whether it can support paddy cultivation.

4.5.3 Need Assessment

MD, TRICOR has also mentioned, in addition to the above, "there is no community participation in the planning, implementation and monitoring of the schemes". In the planning process and need assessment VOs have been assigned important role, but they lack the necessary skills. While people's organizations like mandal samakhya or VO have been formed and some training also given, but the members are yet to participate effectively in the process. It may be however appreciated that critical mass seems to have gathered due to the efforts put in by TPMUs and now they may get involved in a more meaningful manner. Project officials on their part often rely on the school teacher for assessment of the needs of the tribals.

4.5.4 Implementation

Again, MD, TRICOR has said "schemes are selected and grounded without requisite skill up-gradation. Departmental staff purchase the assets on behalf of beneficiaries without involving him/her." This leads to irregularities and malpractices in the process and also in denial of benefits to the beneficiaries. Favouritism also seems to be playing

role. At one place, the forms for applying for a benefit were not available. Many people had been running for ten to fifteen days to get that. The officials were telling the prospective applicants that the forms were yet to come from the Commissioner's office. But during the survey of one village, one applicant came up with the form from somebody in the project office itself.

It is expected that the G.O. Ms. No. 76 SW (TW GCC.1) Dept. dated 21-09-05 will bring in certain changes and transparency in the process. Now, the responsibility of planning, implementation and monitoring of economic support schemes has been delegated to the Village Organisations. This new procedure is expected to empower local tribal community in designing and implementing programs suitable for their development and also to inculcate a sense of owning and responsibility right from the beginning.

4.5.5 Monitoring

Governor's report on Administration of Scheduled Areas, is a powerful tool of monitoring, but the last report was submitted in 1999-2000. While there is administrative structure as discussed earlier, which monitors the programmes, they do not appear to be very effective. The foremost reason is inaccessibility of areas. However, there are some instances where attempts to involve people are being made. One very interesting thing was the distribution of the cards having address of ITDA office for information regarding any sanctioned work in the area of project office, so that people can monitor the progress of the works. At another place the details of the works had been given to tribals of the area to keep a tab on the works. Monitoring may get boost, if the powers given to community organizations vide GO 76 is effectively implemented.

4.5.6 Allocation and Expenditure

Of the three states, it is the only one which seems to have spent more on TSP than stipulated. Others are spending less than required. It may be noted that a lot of infrastructure works involving good money with resources from NABARD etc. is included in the TSP expenditure. Many officials complained that the amount under head SCA and Art 275(1) reach late at the field level office. In general officials depend on the ceilings given by the Commissioner's office and plan accordingly.

4.5.7 Institutional Finance

The GCC outlets have evoked very good response from the common man and there is demand for the products sold by it. GCC has extended the unique facility to tribals of

accepting repayment in kind. While it has a ready clientele in the schools and hostels being run by the department itself, market may hamper their efficiency. It buys the products from the tribals, but now in view of higher market prices the cultivators prefer to sell their produces in the market. They seemed to be ready to bear the whimsical ways of market than to sell it to GCC at low rates.

TRICOR in the last thirty years of its existence has assisted a total of 8,74,220 beneficiaries under various schemes costing Rs.56,398.86 lakhs. An amount of Rs.9783.88 lakhs has been utilised towards Margin Money from TRICOR besides Rs.25,871.53 lakhs as subsidy from different agencies, Rs.19,851.95 lakhs as institutional finance and Rs.919.49 lakhs from Beneficiary contribution.

4.5.8 People's Participation

The state has taken several initiatives in adopting a participatory approach for the development of Tribals and the tribal areas. It has led to the fostering of several village level institutions in the TSP areas. Village Tribal Development Association (V.T.D.A) is the general body of all tribal men and women in a Habitation, which functions as an umbrella organisation at village level encompassing all the specific interest groups, like the women thrift and credit groups, school committee, grain bank management, health care management, forest management, horticulture development and water management. While these community organizations have been formed, they do not have the necessary skills or power to negotiate with the instruments of the state.

During the survey, it was found that 69 percent of the surveyed tribal population regularly participated in the Gram Sabha meetings. However, only 37 percent gave any suggestion in the meeting. Maximum respondents said that they got the information about the meeting from Sarpanch or Panchayat Secretary.

4.5.9 Women Involvement

Since 1990s lot of efforts have been made under DFID sponsored programmes for the formation of SHGs in the poverty alleviation measures. As SHG members women were found to be very active and taking lot of interest in various activities. However, many members do not understand the process completely. Many of them became members in the expectation that some benefit will accrue to them. However, social changes take time. At least the foundation has been laid.

In the surveyed four districts of Andhra Pradesh, ST population was living far below the poverty line with low sustenance, illiteracy and extent of spatial and occupational mobility and these have hampered their economic conditions and upliftment. As a result, they are still marginal or small farmers. Their housing condition is also poor as majority of them are living in small kutcha and semi-pucca dwelling units. In spite of initiation of a number of schemes by the central and state government in educational and other sectors, many tribes and tribal have not received the benefits mainly because of gaps in implementation level.

ANALYSIS AND RECOMMENDATIONS

The strategy to have TSP was response to the needs emerging out of gaps noticed in the earlier approaches. It was envisaged that it would ensure a flow of funds to be spent on programmes that would be according to needs of the tribals and would lead to speedy development of the population. However, the pattern that emerges after years of working of TSP is that despite various guidelines from the Central government, there are lots of variations among various states and some gaps as well.

The fact that emerges from the study is that even after spending huge sums of money the conditions of tribals is yet to change significantly. Years after years, directives have been issued to earmark proportionate funds from the state plan, but no definitive pattern emerges. If Maharashtra Model is recommended, it is because of its process and procedures, but the state itself has not been able to effectively provide the necessary funds, whereas Andhra Pradesh has always provided more funds than the required.

Convergence of programmes and tailoring the programmes has been emphasized time and again. But what we find is the total lack of coordination among departments. Functionaries of other departments give priority to the responsibilities assigned to them by their departments, which by and large appear to be insensitive towards the need of a serious effort for tribal development. But nothing is lost. There are evidences that the procedures can be put to advantage if the functionaries show the willingness. For example, procedures for functional integration are detailed in all three states, but it is not happening. However, in one ITDA in Andhra where an IAS is PO, showing enough enthusiasm has been able to achieve some semblance of functional integration. This points towards the need to have committed persons to be posted as PO in the project offices.

It was interesting to find that while officials in Maharashtra felt that larger allocation should be for district level schemes (60-70%) so that the programmes reflecting the needs of the tribals can be taken up, in Madhya Pradesh they provide only 30% allocation for the district level schemes, reserving 70% for the state sector schemes.

General assessment indicates some improvement in literacy, drinking water availability, road connectivity and agricultural practices, employment opportunities and increase in

income of tribals. However, the set goals cannot be achieved unless the following issues/concerns are addressed carefully.

1. A mission statement needs to be drafted by each state

Effective measures need to be taken to take advantage of the TSP approach. The first such step would be to have clear cut goals, time-frame, investments required etc. while Andhra Pradesh has some information regarding this, the planning for the same is lacking. This may require a comprehensive survey. Such survey should be broad-based indicating social status, educational attainment, health standards and access to services, economic opportunities, whether they are organized or not along with a mapping of the resources in the area. On the basis of which a clear cut timeframe with investment requirement may be determined.

2. Centre needs to take lead in ensuring seriousness of efforts

While directives have been issued by the Planning Commission that all the ministries should earmark eight percent of their budget for TSP, the responses given by the central ministries indicate that it will take time to crystallize. The role of various Central Ministries in tribal development had been explained in the Prime Minister's D.O. letter No.280/PMO/80, dated 12 March, 1980. Some of the Central Ministries have reported that Tribal Sub-Plan is not feasible in the area of their activities. These shortcomings still persist. The Ministry of Tribal Affairs being the nodal Ministry for overall policy, Planning and Coordination of development programmes for tribals has to play a greater role vis-à-vis other Ministries/Departments. The Ministry of Tribal Affairs should therefore take up the matter with the Planning Commission and other concerned Ministries/Departments at the highest level with a view to streamline the procedure for implementation of the programmes. The measures may be devised by concerned stakeholders to effect this. If the Maharashtra model can be applied at the central level, it may lead to better state of affairs.

3. Planning Commission may make it necessary for the states to discuss TSP with the Ministry of Tribal Affairs before discussion on Annual Plan of the state

While the provision is there, many a times the procedure is given a miss. Some measure like NOC or signature may be taken to ensure that all the states discuss the TSP with

MTA before meeting Planning Commission. This will ensure that concerns of both the stakeholders are addressed.

4. Institutional mechanism for tribal development needs to be rationalized

There is plethora of agencies in all the states visited by the study team at almost each level. In their zeal to conform to all the guidelines issued by various agencies from time to time, the state governments in all the three states have constituted so many bodies that many of them now have overlapping functions. This not only creates confusion among the people concerned but also gives opportunities to transfer the responsibility to other.

For example, in Madhya Pradesh there is a Tribes Advisory Council, a Twenty Point State Level Sub Committee and a Sub-committee of the Cabinet for TSP at the state level for giving direction to TSP in one way or the other. Similarly, in Maharashtra there are Special Executive Committees and District Tribal Sub-Plan Committees for almost overlapping functions. In Andhra Pradesh there seems to be a web of institutions.

5. There is need for strengthening the need assessment mechanism

Mechanism for assessment of needs requires strengthening in all the three states. Formulation of programmes according to the needs of the tribals is the major plank of TSP strategy. Assessment of needs depends on the platforms or institutional mechanism available to tribals where they can interact with the officials of the department. Another way is the articulation of needs by their elected representatives.

- a. **TACs need to meet at least twice in a year** and ensure that all the items on agenda are discussed and disposed off in the same meeting. This may require sending prior information about the matter to concerned officials / line departments, so that they come to the meeting with required documents/data. The TAC of all the three states have mostly met once in a year during Xth Plan Period. The reason put forth by the State Government is that more meeting of TAC could not be held due to preoccupation of the Chairman and Members. The team feels the meetings of TAC are significant instrument, which can advise the government on important matters concerning tribal development and to decide

policy pertaining to Tribal Development Department, which can also contribute towards better tribal administration.

- b. **Regularity of visit of the officials of the department to villages needs to be increased/rationalized.** Currently, in none of the state, the officials are able to undertake prescribed number of visits. These visits are supposed to facilitate the interaction between the departments and the tribals and apprise the officials of the needs of the tribals. The reason cited by the functionaries are that many areas are inaccessible or it is physically not possible to undertake prescribed number of visits. With the increase in number of schemes over the years with the same number of staff, the workload of officials has also increased. These problems may be looked into and number of visits may be rationalized.
- c. **A monthly meeting at some convenient place in the presence of senior functionaries may help the process.** This place should be identified in such a manner that tribals even from the remotest areas are able to attend the meeting. If the date and time for all the meetings at one place is fixed, like second Monday of every month at an appropriate time, it would be convenient for the tribals to schedule their visit to these meetings. Additionally, the time of the meeting should also be chosen carefully, so that it does not affect the working hours of tribals. If possible presence of the officials of other line departments, whose schemes are being planned or implemented in the area should be ensured.
- d. The officials may benefit from the resolutions of the Gram Sabha / Panchayat. This can be done either through attending the Gram Sabha / Panchayat meeting or obtaining a copy of the resolution, as these documents usually contain the needs of the people.

6. There is the need for Integrated Planning

The TSP approach is expected to ensure overall development of the tribal people by establishing an appropriate coordination between various sectoral programmes and departments. However, the study team observed that the integrated planning as envisaged in the TSP approach is yet to completely fructify in all the three states under study and there appears to be lack of appropriate coordination among departments. The functionaries are often not only insensitive towards the tribal development but also

hardly give priority to it. There are attempts like in Andhra to have some sort of convergence in rural development programmes and tribal development programmes, but it has not happened. ***Integrated planning may be achieved through functional integration.*** In this regard Andhra model seems to be better equipped. A PO of sufficient seniority may effect this.

7. Functional integration may lead to better coordination among various concerned departments

Study team found that there is a duplication of schemes, lack of sharing of the data of beneficiaries among the departments, which leads towards misappropriation/ misuse of schemes. At the same time, a coordination committee at the state level meeting regularly may send strong signals downwards. So a committee of secretaries of the concerned departments meeting regularly and functional integration at the project level would improve the planning, implementation and monitoring.

8. Young IAS officers may be posted as PO

This problem has been noticed in all the three states that if the PO is not of sufficient seniority, the ability to extract performance from other departmental functionaries is compromised. Young IAS / IFS officers may be given this responsibility early in their career, which will not only help the cause of TSP but will also groom them for bigger responsibilities later on. There may be a mandatory and stable tenure of 2-3 years for such officers depending on their cadre strength in the state.

9. Need of incentives for the staff working in inaccessible and remote areas

Incentives for working in remote areas should be maintained and it should be both carrot and stick policy. The working conditions in such areas warrant incentivization. While Maharashtra has maintained good number of incentives, Andhra Pradesh has withdrawn many of them and Madhya Pradesh is between the two. And it should be mandatory for the project officials to stay in the project office area.

However, it is also a fact that even after incentives, often the functionaries do not stay at the place of posting. For such persons there needs to be punitive clauses as well. Because if an official is not staying at that place, it hampers his/her functioning which in turn adversely affect the works of the Department.

10. Allocation from state plan funds in proportion to the ST population of the state may be linked to some incentive in SCA to TSP along with some cuts in case of non-adherence

The TSP strategy is in operation for nearly 30 years now and the problem of not adhering to this still persisting. It requires serious consideration. While discussion over TSP has been recommended to be made mandatory before discussion of Annual Plan with the Planning Commission, Ministry of Tribal Affairs may work out an incentive structure along with punitive clauses to ensure compliance. This may be incorporated in the SCA to TSP.

11. Resources for TSP should be shown separately

It was found that the budget provision for TSP in Maharashtra included SCA to TSP and grants under Art. 275(1) to achieve the 9% criteria, while the provision is that this proportion should be of the state plan funds. At the same time it does not enable differentiation of schemes, as to which are being funded from which funds unless one goes to the field level. Therefore all the sources for TSP should be shown separately.

12. Limits on costs of various projects need to be flexible

In many cases project costs vary from place to place. This sometimes compromises the feasibility of the project. For example, in Maharashtra for a fisheries project other persons get benefit of Rs. 5000, whereas a tribal beneficiary receives only Rs. 3000. Consequently, the expenditure may go waste, if the project is not feasible.

13. Projects costs need to include maintenance costs and training for the projects

Many a times, as revealed by officials in all the states, equipment suffered wear and tear and became useless because the project cost did not include the maintenance cost. Handling these equipment sometimes requires careful handling. Beneficiaries also need to be trained to handle them. Therefore the cost of project should also include costs for maintenance and training.

14. State plan fund to be non-lapsable

In many states, state plan funds lapse if not spent in the financial year. It has been seen that often states are not able to spend the entire releases, often due to delayed receipts.

Lapse of funds deprives the people of the benefits, who actually need it most. If state plan funds for TSP are made non-lapsable, it would be helpful for the beneficiaries.

15. Forward and backward integration is the hallmark of integrated planning

In most of the cases the benefits have been given on the basis of some scheme being available with the particular department. Where will the produces be marketed or what are the inputs for the benefit is not given careful consideration. Consequently, often the beneficiaries end up being consumers themselves. This compromises the concepts of sustainability or feasibility as well. So, while planning forward and backward linkages should also be kept in mind.

16. Process of identification of beneficiaries needs to be made transparent

This is one of the most critical issue. There have been many complaints regarding identification of ineligible beneficiaries. While the procedure prescribed in Andhra after the GO 76 is good, it would be useful to use the format as being used in Madhya Pradesh (Annexure 4), where the BPL no. is also noted. However, that would require periodic review of BPL list and that too by community members like Mandal Samakhya of Andhra. This would induce transparency and a process of self-selection in the system.

17. Monitoring has weak arrangements in all the states

- a. The Constitution of India makes it mandatory on the part of Governor to submit the report inter-alia stating implementation of various schemes for development and Welfare of STs in the Scheduled Areas. It was found that the Governor report is not submitted regularly. For example, Andhra Pradesh submitted last report in 1999-2000 and Maharashtra did so in 2002-03. The matter may be taken up with all the state governments to present the Governor's report in time.
- b. People need to be involved in the monitoring. If they are given the details of the works, costs and stages of completion, they can keep tab on the works. For example, it has been attempted in Andhra in some construction works.

18. Physical verification of works may be done by the independent or outside experts/agencies

The quality of works has been found to be not of the standards in all the states. For example, in Madhya Pradesh some hand pumps which were installed did not function even for a day. Since, the coordination among the departments is lacking, the payments were made on the basis of UC. The verification of works may ensure quality, for which independent or outside experts may be identified and engaged.

19. Data management requires development of proper MIS

Need for having proper database has been emphasized in earlier chapters. Figures do not match in the same document. Figures are not same as maintained at the state level and as supplied to the central government. There are no uniform formats. Some states show TSP budget including SCA to TSP, some like M.P. show it separately. Allocations and expenditures should be shown ITDP /ITDA / MADA / PTGA / Cluster wise. A proper MIS may be developed at the central level and which may be used by all the states. This will also ensure transparency in the system.

20. The project offices need to be provided sufficient infrastructure

Many offices, in Madhya Pradesh especially, lacked basic infrastructure for functioning. Lack of critical facilities like computer or stationary demotivates the personnel. The MTA has detailed list of project offices, the capital requirement can be worked out on one time basis and allocations in a phased manner may be made from SCA to TSP for this. What has already been provided may be included in this. The maintenance may be made the responsibility of the state government.

21. Efforts need to be made for the effective engagement of the tribal population in the process at each stage- planning, implementation, monitoring and review.

Some initiatives have been taken in this regard, like in Andhra Pradesh, the engineers in Srisailam explained the details of construction work and ways to monitor them giving all the details of the project to the beneficiaries. But such instances are few and far between. In general, the officials question the capacity of the tribals to act in such activities in view of large-scale illiteracy. However, studies both in India and outside have

proved that illiterate people can also participate effectively in their own socio-economic development and that literacy does not play that crucial role as perceived by some.

22. Role of NGOs needs to be charted out

Extension activities in all the three states are minimal and need to be taken up more vigorously. NGOs are involved in some states, though provision for their engagement exists in all the three states. Their effectiveness has been proved time and again in raising awareness levels among the target clientele and in educational efforts. They are also supported in implementing some programmes. However, their role in each state can be charted out by the decision makers to supplement the efforts of the state administration. A word of caution is that their credentials may be ascertained before giving them responsibility.

These measures, it is expected, may give boost to efforts of tribal development.

Questionnaire for the State level officials

Name: Mr/Mrs.....
Designation:
Address:
Telephone:

1. What are the problems being faced by the department in the adoption of TSP approach?
 - a. Planning
 - b. Implementing
 - c. Monitoring
2. What are the problems being faced by the department in coordinating with other line departments?
- how often does the state level committee meet and what has been the outcome?
3. What is your opinion on the fund adequacy for TSP and what are the problem areas?
4. What steps have been taken to make various programmes need based?
5. What kind of problems are faced in people's participation and specially women?
6. What steps have been taken to resolve the conflict between?
 - a. ITDP and DRDA
 - b. Project Advisory Board and PRIs
7. To what extent the department is able to comply with the guidelines issued by Planning Commission / Ministry of Tribal Affairs, GOI from time to time?
8. What kind of problems are faced in relationship with the above-mentioned two agencies?
9. What in your opinion is the impact of TSP strategy on lives of the tribals and does the approach need modification.
10. Guidelines were issued to all the states to adopt Maharashtra model for TSP approach. What steps have been taken in this regard?
11. Any suggestions for improving delivery mechanism in the schemes?

Questionnaire for the ITDP/MADA/Cluster level officials

Name: Mr/Mrs.....

Designation:

Address:

Telephone:

1. What are the problems being faced by the agency in planning the TSP?
2. What are the problems in coordinating with officials of other line departments?
3. To what extent the plans prepared by you are incorporated in the TSP? (copy of two plans 2002-03 and 2003-04 prepared by the agency to be collected)
4. What kind of support you get from Project Implementation Committee?
5. To what extent are the funds adequate for your action plan generally and what are the problem areas?
6. Do the sanctioned funds reach you in time? If no, then what are the reasons for delays?
7. Is there any benchmarking for fixing physical and financial targets or it is allocation based?
8. What steps have been taken to make various programmes need based?
9. What are the platforms available for people to participate in the process?
10. What is the level of people's participation and what kind of problems are faced in this context?
11. What is the percentage of women who participate at various stages?
12. What kind of problems are faced by-
 - i. Project advisory board and PRI
 - ii. ITDP and DRDA
13. Are you satisfied with the staff strength to achieve targets in time?
14. What incentives have been provided to the personnel working in the tribal areas?
15. How long do the guidelines issued by Planning Commission / Ministry of Tribal Affairs, GoI take to reach this level?
16. To what extent are you able to comply with the guidelines. Please give one example.
17. How do you monitor the implementation of the programmes?
18. In your opinion should it be strengthened further or it is adequate. If yes, then how?
19. Generally, what kind of problems do you face in the overall process?
20. Any suggestions for improving delivery mechanism in the schemes?

Questionnaire for Tribal people

Name			
Age		Sex	
Address			
Occupation		Monthly Income	
Land Owner			

1.1.1 What is the arrangement for drinking water?

Community Hand pump	Well	Spring	Canal/River	Pond	Self arrangement	Any other

1.1.2 What is the arrangement for toilet?

Community latrine	Open defecation	Self arrangement	Any other

1.1.3 Do you have electricity in your house?

Yes	No

1.1.4 Is your village is electrified?

Yes	No

1.1.5 How far is the school from your house?.....

1.1.6 How far is the Primary Health Center (PHC) from your house?.....

1.1.7 Do Doctors come to PHC ?

Yes	No	Some times

1.1.8 Do you get medicines from PHC?

Yes	No	Some times

1.1.9 If there is no PHC, where do you go for treatment?.....

1.1.10 Whether road has been constructed in your area?

Yes	No

1.4.8 How much your income has increased in comparison to earlier income?

1.4.9 Is any woman from your family member of any Self Help Group (SHG)?

Yes	No

1.4.10 If yes, whether any kind of benefit has been received by her or not?

Yes	No

1.4.11 If yes, what?

1.5.1 Do you attend Panchayat / Gram Sabha meetings?

Yes	No

1.5.2 What topics are discussed in these meetings?

1.5.3 Do you give any suggestion in the meetings?

Yes	No

1.5.4 If yes, whether your suggestions are accepted by Gram Sabha?

Yes	No	Sometimes

1.5.5 When are these meetings held?

1.5.6 How do you come to know about the meeting?

1.5.7 Is any other type of meeting also organized in your village?

Yes	No

1.5.8 If yes, name of the meeting?

1.6.1 Official of which department visit your village and how often?

Name of Department	Designation	Date and duration of visit (No. of hours/days/night halt)	Purpose of visit Results

1.6.2 Whom have you met of the above-mentioned officers?

1.6.3 What these officials do in the village?

1.6.4 How has been the response of these officials towards your problem?

Very Good	Good	Average	Poor

1.6.5 If these officials are not able to solve your problem, did you meet higher authorities?

Yes	No

1.7.1 Do you know that govt. is running developmental schemes for you?

Yes	No

1.7.2 If yes, please name those schemes?

1.8.1 Which schemes are being run from ITDA /MADA office?

1.8.2 Have there programmes been successful in creating infrastructure and increasing prosperity in the village?

Yes	No

1.8.3 If yes then please name the facilities?

1.8.4 How have you benefited from these facilities?

1.8.5 Was your opinion sought before starting these programmes?

Yes	No

1.8.6 If yes, when and how?

1.9.1 Is there any non-governmental organization (NGO) working in the village?

Yes	No

1.9.2 What are its activities?

1.9.3 How often you have interacted with its members and why?

ANNEXURE - 4

आवेदन क्रमांक.....

विशेष केंद्रीय सहायता मद वर्ष 2004-05 में आदिवासी बी.पी.एल. परिवारों हेतु अनुदान मांग पत्र

ब्लॉक ----- ग्राम ----- विकासखण्ड -----

आवेदक का नाम श्री/श्रीमती ----- पिता/पति का नाम -----

बी.पी.एल. सर्वे क्रमांक -----

धारित भूमि -----

वर्तमान में आय के साधन -----

आय वृद्धि हेतु मुझे निम्न योजनाओं में अनुदान की स्वीकृति प्रदान करें :-

क्रमांक	योजना का नाम	विवरण

(विवरण में इकाई/मात्रा दर्शाये)

आवेदक के हस्ताक्षर/अंगूठा निशान

ग्राम सभा की अनुमति

प्रमाणित किया जाता है कि दिनांक ----- को ग्राम ----- में

आयोजित ग्राम सभा में श्री/श्रीमती ----- पिता/पति का नाम -----

जिनका नाम ग्राम की बी.पी.एल. सर्वे सूची के सरल क्र. ----- पर अंकित है, आदिवासी बी.पी.

एल. परिवार है इन्हें निम्न योजनाओं हेतु अनुदान दिए जाने की अनुमति दी जाती है :-

योजना का नाम						
विवरण						
अनुदान राशि						

सरपंच
ग्राम पंचायत

सचिव
ग्राम पंचायत

श्री/श्रीमती ----- पिता/पति का नाम -----

ग्राम को वर्ष 2004-05 की विशेष केंद्रीय सहायता मद से रु0 ----- अनुदान हेतु

परियोजना प्रतिवेदन में सम्मिलित किया गया है। श्री/श्रीमती -----

को -----

कार्यों हेतु रु0 ----- अनुदान स्वीकृत योग्य है इनके उत्पादन के विक्रय तथा आवश्यक व्यवस्थाएं कर ली गई है।

मुख्य कार्यपालन अधिकारी
जनपद पंचायत -----

श्री/श्रीमती _____ को निम्नानुसार योजना अंतर्गत विभागीय योजनाओं से लाभांशित किया गया तथा उनके नाम के संमुख दर्शित अनुदान राशि विभाग के माध्यम से हितग्राही हेतु ही व्यय की गई है। हितग्राही द्वारा भी कार्य/अनुदान की पुष्टि की गई है। योजना के कियान्वयन से हितग्राही की वर्तमान वार्षिक आय _____ बढ़कर _____ हो जावेगी।

विभाग का नाम	क्या-क्या योजनाएं कियान्वित की गई है			योजना पर व्यय अनुदान राशि	कियान्वित करने वाले विभागीय अधिकारी का नाम व हस्ताक्षर	हितग्राही के हस्ताक्षर
	गतिविधि	प्रारंभ तिथि	पूर्णता तिथि			

कार्यों का कियान्वयन अवधि में निरीक्षण _____
 अधिकारी की टीप दिनांक सहित _____

