

**COMMITTEE ON THE WELFARE OF  
SCHEDULED CASTES AND  
SCHEDULED TRIBES  
(2012-2013)**

**(FIFTEENTH LOK SABHA)**

**TWENTY FIFTH REPORT**

**ON**

**MINISTRY OF TRIBAL AFFAIRS**

**"Working of Tribal Sub-Plan (TSP)"**

Presented to Lok Sabha on 26.11.2012

Laid in Rajya Sabha on 26.11.2012



**LOK SABHA SECRETARIAT  
NEW DELHI**

26 November , 2012 /5 Agrahayana, 1934(Saka)

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## COMPOSITION OF THE COMMITTEE ON THE WELFARE OF SCHEDULED CASTES AND SCHEDULED TRIBES (2012-2013)

Shri Gobinda Chandra Naskar - Chairman

### MEMBERS - LOK SABHA

2. Shri M. Anandan
3. Shri Bhudeo Choudhary
4. Smt. Santosh Chowdhary
5. Smt. Jyoti Dhurve
6. Shri Premchand Guddu
7. Smt. Paramjit Kaur Gulshan
8. Dr. M. Jagannath
9. Shri Mohan Jena
10. Shri Mohinder Singh Kaypee
11. Shri Mithilesh Kumar
12. Shri Arjun Ram Meghwal
13. Shri Bharat Ram Meghwal
14. Shri Ashok Kumar Rawat
15. Shri Baju Ban Riyan
16. Smt. Rajesh Nandi Singh
17. Dr. Kirit Premjibhai Solanki
18. Shri Lalit Mohan Suklabaidya
19. Shri Bhausahab Rajaram Wakchaure
20. Vacant\*

### MEMBERS - RAJYA SABHA

21. Shri Thaawar Chand Gehlot
22. Shri Rishang Keishing
22. Shri Faggan Singh Kulaste
24. Shri Lalhming Liana
25. Dr. Bhalchandra Mungekar
26. Shri D. Raja
27. Shri Nand Kumar Sai
28. Shri Ishwar Singh
29. Shri Veer Singh
30. Shri A.V. Swamy

\*Vacant due to appointment of Shri Porika Balram Naik, As MoS vide Cabinet Secretariat order No. 1/34/1/2012, dated 28.10.2012

### SECRETARIAT

- |    |                    |   |                         |
|----|--------------------|---|-------------------------|
| 1. | Dr. R.K. Chadha    | - | Additional Secretary    |
| 2. | Shri Hardev Singh  | - | Director                |
| 3. | Shri S. Chatterjee | - | Additional Director     |
| 4. | Shri L. Singson    | - | Sr. Committee Assistant |

## INTRODUCTION

I, the Chairman, Committee on the Welfare of Scheduled Castes and Scheduled Tribes having been authorised by the Committee to finalise and submit the Report on their behalf, present this Twenty-fifth Report (Fifteenth Lok Sabha) of the Committee on the Welfare of Scheduled Castes and Scheduled Tribes on the subject "Working of Tribal Sub-Plan (TSP)".

2. The Committee took evidence of the representatives of the Ministry of Tribal Affairs and Planning Commission on 11<sup>th</sup> January, 2010 and 9<sup>th</sup> February, 2010. The Committee wish to express their thanks to the officers of the Ministry of Tribal Affairs and Planning Commission for placing before the Committee the materials and information the Committee required in connection with the examination of the subject.

3. The Report was considered and adopted by the Committee on 9<sup>th</sup> November, 2012.

4. A summary of conclusions/recommendations contained in the Report is appended (Appendix).

**New Delhi:**

**26 November, 2012**  
**5 Aagrahayana, 1934 (Saka)**

**GOBINDA CHANDRA NASKAR**  
**Chairman**  
**Committee on the Welfare of**  
**Scheduled Castes and**  
**Scheduled Tribes**

# CHAPTER I

## INTRODUCTORY

### A. Brief Background

Article 366(25) of the Constitution of India defined Scheduled Tribes as "such tribes or tribal communities or parts of or groups within such tribes or tribal communities as are deemed under Article 342 to be Scheduled Tribes for the purpose of this Constitution". Article 342 of the Constitution says that only those communities who have been declared as such by the President through an initial public notification or through a subsequent amending Act of Parliament will be considered to be Scheduled Tribes.

1.2 The list of Scheduled Tribes is State/UT specific and a community declared as a Scheduled Tribe in a State need not be so in another State. The essential characteristics for a community to be identified as a Scheduled Tribes are:

- (a) indications of primitive traits;
- (b) distinctive culture;
- (c) geographical isolation;
- (d) shyness of contact with the community at large; and
- (e) backwardness.

1.3 The tribal population of the country as per the 2001 census is 8.43 crore, constituting 8.2% of the total population. More than half of the Scheduled Tribes population is concentrated in the State of Madhya Pradesh, Chhattisgarh, Maharashtra, Odisha, Jharkhand and Gujarat.

### B. Aims and Objectives of TSP

1.4 The prime objective of the TSP is to plan exclusively for the tribal areas, within the total state plan. The TSP concept, thus, aims on one hand at the quantification of investment in the Sub-Plan areas to commensurate with its size, and on the other, an all-round development of the tribal communities with their varying levels of development and therefore, with varying level of needs. Keeping in view the distinct tribal situation, the TSP has set the twin objective of socio-economic development of STs and protection of tribals against exploitation. Through realization of these objectives, the ultimate aim of the TSP strategy is to narrow the gap between the levels of development of tribals by improving the quality of life of the tribal communities.

1.5 In nutshell the broad objectives of the TSP strategy are:-

- (i) Substantial reduction in poverty and unemployment.
- (ii) Creation of productive assets in favour of STs to sustain the growth likely to accrue through development efforts.
- (iii) Human resource development of the STs by providing adequate educational and health services.
- (iv) Provision of physical and financial security against all types of exploitation and oppression.

## **C. Salient Features**

1.6 The salient features of the TSP are:

- (i) It falls within the ambit of a State or a Union Territory (UT) plan meant for the welfare and development of tribals. Such a plan is a part of the overall plan of a State or UT, and is, therefore, called a sub-plan. The benefits given to the tribals and tribal areas of a State or a UT from the TSP are in addition to what percolates from the overall Plan of a State/UT.
- (ii) The Tribal Sub-Plan strategy requires to identify the resources for TSP areas; prepare a broad policy framework for the development and define a suitable administrative strategy for its implementation.
- (iii) The most significant aspect of this strategy is to ensure flow of funds for TSP areas at least in equal proportion to the Scheduled Tribes population of each of the State and UT.
- (iv) The TSP fund of the State Plan with regard to TSP component of various departments/sectors of the States is put in a different demand head in the budget of the Tribal Development Department of the State.
- (v) An amount equivalent to 10% of the total allocation under Article 275(1) of the Constitution is earmarked and used as an instrument to bring about changes in the institutional framework for adoption of the TSP and is to be allocated by the Central Government (Ministry of Tribal Affairs) only among the States actually releasing in the previous financial year, more than 75% of the approved TSP funds to the implementing agencies through the budget head of the Tribal Development Department of the State. In case of the tribal majority States, utilization of 75% of the grants released under the Central Sector Schemes of the Ministry also qualifies for consideration of this incentive.

## **D. Working of Tribal Sub-Plan**

1.7 The development of tribal economy under TSP is envisaged through efforts of various sectors' including (i) agriculture and allied activities through which special efforts are being made by providing minor and medium irrigation facilities supplemented with programmes for animal husbandry, dairying, poultry etc. along with adequate marketing facilities, to give a boost to the tribal agrarian economy; (ii) improvised credit and marketing facilities are provided to ensure adequate return of the produce of the tribals in respect of agriculture and minor forest products; (iii) special training programmes for tribal farmers for agricultural extension supported by the provision of agricultural infrastructure; (iv) preparing suitable forestry programmes and ensuring the tribal's participation as equal partners keeping in view of the tribal interest and tribal problems; (v) irrigation and power facilities to improve/promote agricultural production through improved method of cultivation and to ensure rural electrification to promote small scale industry etc.

1.8 Under TSP, generation of employment opportunities are envisaged through programmes of horticulture, animal husbandry, piggery and allied occupations. Cottage industries using local raw materials are also developed to promote small scale and household industries in the tribal areas. Similarly, the benefits of the Heavy Industries and Mining are also geared to reach the tribals under TSP.

1.9 Provision of Basic Infrastructure for speeding up the socio-economic development of the tribal areas under TSP is another priority. Community Centres, Communication network, schools, health centers, rural electrification, drinking water and other facilities etc. are being provided to the tribals. Protection of tribals against exploitation through land laws prohibiting transfer of tribal lands to non-tribals, law regulating money lending in tribal areas and laws for acquiring monopoly rights of collection and marketing of forest produce etc. The TSP pays special attention for the welfare and development of primitive tribals and tribals with special problems. In the interest of the primitive tribals, special comprehensive developmental projects are prepared by the States.

1.10 The Committee have been informed that the TSP strategy is being implemented through:

- (i) 195 Integrated Tribal Development Projects/Integrated Tribal Development Agencies (ITDPs/ITDAs)
- (ii) 259 Modified Area Development approach (MADA) Pockets and
- (iii) 82 Clusters

1.11 The Committee have also been informed that the Tribal Sub-Plan Programmes are financed by the following four sources:

- (i) Flow State Plan
- (ii) Special Central Assistance (SCA)
- (iii) Flow from Centrally Sponsored Schemes; and
- (iv) Institutional Finance

1.12 There are 24 States/UTs where TSP is being implemented in the country. These 22 States and 2 UTs are: Andhra Pradesh, Assam, Bihar, Chhattisgarh, Goa, Gujarat, Himachal Pradesh, Jammu & Kashmir, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Manipur, Odisha, Rajasthan, Sikkim, Tamil Nadu, Tripura, Uttar Pradesh, Uttaranchal, West Bengal, Andaman & Nicobar Islands and Daman & Diu. (Goa became a TSP only in 2006-07). In Arunachal Pradesh, Meghalaya, Mizoram and Nagaland, the TSP concept is not applicable since in these States tribals represent more than 80% of the population.



## CHAPTER II

### FORMULATION, IMPLEMENTATION AND MONITORING OF TRIBAL SUB PLAN

#### A. Role of the Central Government

2.1 The Committee have been informed that the TSP is the overall development strategy for the welfare and development of STs to bring them above the poverty line and in mainstream with other sections of the population. TSP is a plan within the overall Annual Plan wherein all the States/UTs and Central Ministries/Departments have to formulate schemes indicating earmarking of funds corresponding to the population percentage of STs in the country. TSP for STs was designed to channelize the flow of outlays and benefits from the general sectors in the plans of States/UTs and Central Ministries/Departments for the development of STs, both in physical and financial terms. Government of India approves the TSP of the States/UTs and oversees its implementations and monitoring. The Government of India also provides Special Central Assistance (SCA) to TSP and Grants under Article 275 (1) of the Constitution to State Governments/UT Administrations as an additive to their TSP. Its main objective is to give a thrust to the development programmes for STs with reference to their occupational pattern and the need for increase in the productivity and income from their limited resources besides strengthening administrative mechanism in Scheduled Areas. Central Ministries/Departments are also required to formulate and implement TSP for the welfare and development of STs in the country.

2.2 The Committee have also been informed that when the Ministry of Tribal Affairs was created in 1999, the Government of India (Allocation of Business) Rules, 1961 was amended in order to ensure that Central Ministries/Departments accept responsibility for development and welfare of Scheduled Tribes, according to which:

"The Ministry of Tribal Affairs shall be the nodal Ministry for overall policy. Planning and coordination of programmes of development for the Scheduled Tribes. In regard to sectoral programmes and schemes of development of these communities, policy, planning, monitoring, evaluation, etc., also their coordination will be the responsibility of the concerned Central Ministries/Departments, State Governments and Union Territory Administrations. Each Central Ministry/Department will be nodal Ministry or Department concerning its sector".

2.3 The Planning Commission has informed that the main Central Ministries/Departments which are implementing TSP are: (i) Labour, (ii) Education, (iii) Science & Technology, (iv) Industry, (v) Textiles, (vi) Petroleum & natural Gas, (vii) Women & Child Development, (viii) Health & Family Welfare, (ix) Commerce, (x) Rural Development, (xi) Non-conventional Energy, (xii) Agriculture & Co-operation, (xiii) Food and Civil Supplies, (xiv) Youth Affairs & Sports, (xv) Environment & Forests (xvi) Telecommunication, (xvii) Information & Broadcasting.

**2.4 It has been stated that the Central Ministries/Departments are required to formulate and implement TSP for the welfare and development of STs in the country. However, the Planning Commission has informed that 17 Ministries viz. Labour, Department of Education, Science and Technology, Industry, Textiles, Petroleum and Natural Gas, Women and Child Development, Health and Family**

**Welfare, Commerce, Rural Development, Non-conventional Energy, Agriculture and Co-operation, Food and Civil Supplies, Youth Affairs and Sports, Environment and Forest, Telecommunications and Information and Broadcasting are implementing TSP. The Committee are, however, surprised to note that a large number of Central Ministries/Departments are not implementing TSP which have been adopted by the Government of India since the 5th Five Year Plan as a strategy to bring about large scale development of tribals in the country. The Committee, therefore, desire to know the reasons for non-implementation of TSP by many Central Ministries/Departments. The Committee opine that it should be the bounden duty of the Planning Commission and Ministry of Tribal Affairs to ensure that all Central Ministries/Departments who have so far not implemented the TSP strategy should start implementing the same for the socio-economic development of STs in the country without any further delay.**

2.5 When asked to state whether the Central Ministries/Departments consult the Ministry of Tribal Affairs while formulating and implementing their sectoral schemes/programmes since the Ministry looks after the overall policy, planning and co-ordination of programmes of development of STs, it has been informed that the Central Ministries are nodal to their sectoral programmes. They formulate and implement their sectoral schemes/ programmes in consultation with the Planning Commission. The State Governments, where the actual implementation of such Central schemes takes place, are also advised to apply the principle of convergence of funds and integrate schemes in a holistic manner, to ensure that sectoral schemes of the Central Government are suitably weaved into the fabric of development of tribals at the grassroot level.

2.6 When asked about the areas identified in the 10th Five Year Plan which require special and urgent attention during the 11th Five Year Plan to give a thrust to the development programmes for STs with reference to their occupational pattern and the need for increase in the productivity and income from their limited resources, the Committee have been informed that the 10th Five Year Plan made commitments towards economic empowerments of STs. One of the areas identified was agriculture sector. Operationalisation of the National Water Policy and improvement in the extension of irrigation facilities was listed as priority area. Special thrust on watershed management, rain water harvesting and water saving practices in tribal areas, promotion of micro-irrigation systems, management of irrigation projects by the local farmers, involvement of water user's association and mass education and public awareness among the rural and tribal population had been given priority in the 10th Five Year Plan. 6 lakh tribal families involved in shifting cultivation were provided with alternative source of livelihood to wean them away from practicing shifting cultivation.

2.7 During the 11th Five Year Plan, towards making the existing tribal livelihoods more productive, intensive efforts are being made to expand the agriculture sector. In order to boost agriculture productivity, organic farming supported by irrigation facilities have been stepped up. Training centres are being established to impart skills for diverse occupations. Efforts are also being made to promote horticulture, animal husbandry, dairy farming, sericulture, sylviculture and cottage and small industry by extending the necessary technology and credit, marketing and entrepreneurial information and training to the tribals.

2.8 When asked whether the Government from the experience gained during the 10th Five Year Plan are confident that it would be able to achieve the targets with the fund allocated for the schemes for STs under TSP during the 11th Five Year Plan, the Ministry of Tribal Affairs has replied that schemes under TSP vary from State to State and the Planning Commission lays down the broad contours for State – specific strategy based on the allocation for a Plan period. The Ministry left the rest of the reply to be furnished by the Planning Commission which they have not furnished.

**2.9 The Committee note that the 10th Five Year Plan envisaged economic empowerment of ST and one of the areas identified was agriculture sector. Operationalisation of the National Water Policy and improvement in the extension of irrigation facilities were listed as priority areas. During the 11th Five Year Plan, towards making the existing tribal livelihoods more productive, intensive efforts were made to expand the agriculture sector. To boost agriculture productivity, organic farming supported by irrigation facilities have been stepped up. Training centres were being established to impart skills for diverse occupations. However, when asked to state whether the Government based on the experience gained during the 10th Five Year Plan will be able to achieve the targets with the fund allocated for the schemes for STs under TSP during the 11th Five Year Plan, the Ministry of Tribal Affairs has stated that schemes under TSP vary from State to State and the Planning Commission lays down the broad contours for State specific strategy based on the allocation for a Plan period. However, the Planning Commission has not furnished the reply. The Committee are surprised by the lackadaisical attitude of the Planning Commission in furnishing replies to a query of the Parliamentary Committee. Nevertheless, the Committee desire that the Planning Commission should inform the Committee whether the desire targets have been achieved in the 11th Five Year Plan. Also the areas, if any, where the target could not be achieved at all or not fully achieved and the reasons therefor.**

#### **B. Guidelines for formulation, implementation and monitoring of TSP**

2.10 The Committee have been informed that Planning Commission has issued detailed Guidelines and Additional Guidelines for the formulation, implementation and monitoring of TSP to States/UTs and Central Ministries/Departments. Details of the guidelines are at **Appendix I & II.**

2.11 When asked whether all the Central Ministries and States/UTs have followed the guidelines in letter and spirit and if not, to give details of Central Ministries and States/UTs which have not followed the guidelines with reasons, the Committee have been informed that most of the Central Ministries/Departments have indicated that they have not earmarked funds towards TSP during the 10<sup>th</sup> Plan. While some of the Ministries/Departments have merely indicated that their schemes/programmes are also benefiting STs in the country, some others have indicated that they do not consider it feasible to earmark funds in proportion to the ST population of the country as concept of TSP does not seem to fit in their schemes.

2.12 Details of States which are not following TSP in letter and spirit are given below:

S. No.	State/ UT	ST Population %	A.P. 2008-09 (Rs. in crore)		
			State Plan Outlay	Flow to TSP	% of TSP to Annual Plan
1	Chhattisgarh	32.4	9600.00	3052.80	31.80
2	Gujarat	14.8	21000.00	255.00	1.21
3	Himachal Pradesh	5.6	2400.00	96.00	4.00
4	Jammu & Kashmir	10.9	4500.00	20.00	0.44
5	Karnataka	6.6	26188.83	1263.90	4.83
6	Sikkim	20.6	852.00	83.62	9.81
7	Uttar Pradesh	0.1	35000.00	-	-
8	A&N Islands	8.3	829.19	2.68	0.32
9	Daman & Diu	8.8	155.00	2.54	1.64

(source: Planning Commission)

2.13 In reply to a query whether the Central Ministries have earmarked funds towards TSP during the 11th Plan period as per the guidelines; and if not what action Planning Commission has taken to persuade the main Ministries to follow the guidelines, the Ministry of Tribal Affairs has informed that the matter was taken up with the Central Ministries in October, 2009 and responses are awaited.

2.14 The Planning Commission has also informed that the Ministries/Departments have been requested to furnish complete information about implementation of TSP but the Ministries/Departments have not provided detailed information and also their Annual Plan reports.

2.15 It was informed that Secretary, Planning Commission has written a letter dated 29th September and 14th October, 2009 to all Central Ministries/Departments to indicate sector-wise and scheme-wise earmarked outlay under TSP separately and reflect the same in the proposals/outlay for Annual Plan 2010-11. Secretary, Planning Commission has also reiterated strict adherence of TSP in her letter dated 26th October, 2009 to all Central Ministries/Departments for preparation of Annual Plan 2010-11.

2.16 When asked what action is taken by the Planning Commission to ensure that all the Central Ministries and States/UTs follow the guidelines, it has been informed that Central Tripartite Committee has been set up to review the implementation of TSP by the Central Ministries and the State Governments and also to impress upon them to adhere to the guidelines. Moreover, Secretary, Planning Commission has written to all the Central Ministries/Departments and State/UTs Governments to follow the guidelines.

**2.17 The Committee note that the Planning Commission has issued comprehensive guidelines to the Central Ministries/Departments and State Governments regarding formulation, implementation and monitoring of TSP for STs with a view to ensure the success of TSP strategy adopted by the Government to bring about rapid socio-economic development of the marginalized STs in the country. However, the Committee is sad to note that most of the Central Ministries/Departments States/UTs have not followed the guidelines in letter and spirit. The Committee note that some of the Central Ministries/Departments have not earmarked funds as per guidelines. While some of the Ministries/Departments have merely indicated that their schemes/programmes are also benefiting STs in the country, some others have indicated they do not consider it feasible to earmark funds in proportion to the ST population of the country as the concept of TSP does not seem to fit in their schemes. The Committee also note that out of the 22 States/UTs under TSP, only 15 States have made adequate provision for TSP funds in the year 2008-09. The Committee feel that this utter disregard and non-compliance by most of the Central Ministries and States/UTs in implementing the extant guidelines is one reason for which TSP strategy is not able to achieve its objectives as originally envisaged. The Committee, therefore, feel that for the Planning Commission the buck does not stop after charting out guidelines for Central Ministries and States/UTs. It is the responsibility of the Planning Commission being the fund allocating Department to ensure that these guidelines are strictly adhered to by the Central Ministries/Departments and States/UTs. The Committee also note that to ensure strict compliance by the Central Ministries and States/UTs, the Planning Commission has also set up Central Tripartite Committee to review implementation of TSP by the Central Ministries and State Governments followed by written communications by the Secretary, Planning Commission to all Central Ministries/Departments and State/UT Governments to follow the guidelines. The Committee feel that this initiatives taken by the Planning Commission is not enough to ensure strict compliance. The Committee, therefore, recommend that for strict compliance of the guidelines by the Central Ministries/Departments, the Planning Commission should earmark requisite fund (i.e. 8.2%) to the TSP in proportion to the ST population of the country as a pre-requisite for release of Plan funds to the Central Ministries/Departments.**

**2.18 The Committee would also like to recommend that the Ministry should plan the financial and physical targets annually in line with the amount allocated by the Planning Commission for each Five Year Plan before the commencement of the ensuing year.**

**2.19 The Committee also note that in October, 2009, the Ministry of Tribal Affairs had taken up the matter with the Central Ministries regarding earmarking of funds towards TSP during the 11th Plan period as per guidelines, however, the responses are still awaited. The Committee urge the Ministry of Tribal Affairs to apprise the Committee of the responses received from the Central Ministries.**

### **C. Role of State Governments/UT Administrations**

2.20 The Committee have been informed that the TSP is a plan within the overall Annual Plan wherein all the States/UTs and Central Ministries/Departments have to formulate schemes indicating allocation of funds corresponding to the population percentage of STs in the country. The guidelines laid down by the Planning Commission indicate certain activities to be taken up by the State Governments. However, the States are to work out their requirements in terms of activities suiting to the area and the Scheduled Tribes inhabiting the area.

2.21 It has been stated that the States of Assam, Chhattisgarh, Gujarat, Sikkim, Rajasthan, Tripura, West Bengal, Uttar Pradesh, Himachal Pradesh, Odisha, Andaman Nicobar Islands and Daman Diu have a modality in place regarding formulation and implementation of TSP.

2.22 When asked whether any initiative has been taken to associate local people participation in TSP areas and if so, achievements made in this regard, it was stated that it is expected of State Governments to formulate and implement schemes of TSP as per needs felt by involving local ST population. Guidelines issued by Planning Commission provide for involvement of elected members in monitoring of TSP.

2.23 The Planning Commission also informed that they issued a guidelines in 2005 to States/UTs that local MPs and MLAs are to be associated with plan formulation and implementation of schemes under Tribal Sub-Plan.

**2.24 The Committee note that the States are to work out their own requirement in terms of activities suiting to the areas and the STs inhabiting the area. In reply to a query on participation of local people in TSP areas, it was also stated that State Governments are expected to formulate and implement schemes of TSP as per need felt by involving local ST population. The Guidelines also clearly stipulates involvement of elected members viz., MPs, MLAs, Panchayat members and other prominent leaders in the districts in monitoring of TSP. Thus it can be inferred that on papers or in rule book local ST populations as well as elected representatives should be involved in formulation, implementation and monitoring of TSP in States but in reality formulation of TSP has become a routine affair for Government planners, administrators and political leaders ever since its inception, devoid of local people participation as well as elected representatives of the people. The Committee opine that if the quality of lives of the marginalised tribals have to improve and if they are to be brought above poverty line and if basic livelihood resources are to be provided to them, the schemes/programmes formulated should specifically attend to the felt needs of the tribals. Moreover, involvement of local people and elected representatives, local bodies etc. at the grass root level will also help in proper identification of areas to be prioritized because the TSP mechanism aims at area specific development and special schemes for numerically small and economically and socially marginalized vulnerable groups. The Committee, therefore, recommend that to improve overall performance and quality in implementation of various programmes/schemes under TSP, the Government should engage elected representatives, local bodies, prominent individuals of the areas right from formulation, implementation and monitoring of the programmes/schemes under TSP.**

**2.25** It has also been stated that the States of Assam, Chhattisgarh, Gujarat, Sikkim, Rajasthan, Tripura, West Bengal, Uttar Pradesh, Himachal Pradesh, Odisha, Andaman and Nicobar Islands and Daman and Diu have a modality in place regarding formulation and implementation of TSP. The Committee are surprised to note why other TSP implementing States/UTs have not indicated the modalities they followed in formulation and implementation of TSP in their respective States. The Committee, therefore, urge the Ministry of Tribal Affairs being the nodal Ministry for overall policy, planning and coordination of programmes for the Scheduled Tribes to ask the remaining States to furnish the requisite information and inform the Committee accordingly.

**2.26** The Committee note that as per the guidelines issued by the Planning Commission, the State Governments/UT Administrations are required to formulate and implement TSP as part of their Annual Plans. The Committee suggest that the personnel employed in the implementation and evaluation machinery of Central as well as State Governments should be more dedicated and better trained staff and their accountability should be fixed for their act of omission. The Ministry of Tribal Affairs as the nodal Ministry has to play a key role in this respect. The Committee are also of the opinion that the funds provided for SCs/STs under TSP schemes should not be diverted to other activities. The Committee further suggest that the action should be taken against the erring officials. Through this, the Government should gear up and streamline the existing implementing machinery at field level so that there is no laxity in this work.

**2.27** The Committee have also been informed that the primary duty of developing awareness rests with the concerned State Governments which are expected to take steps from time to time as per the local requirements. The Tribal Research Institutes in various States are also involved in assisting the States for dissemination of information by way of conducting seminars, workshops etc.

**2.28** Asked as to how the functioning of ITDP/ITDA, MADA pockets and clusters are administratively monitored and who is the designated authority to oversee their work, the Committee have been informed that State Governments do administrative monitoring of the functioning of ITDP/ITDA, MADA pockets and clusters through designated departments.

**2.29** It has also been informed that the State Governments have the sole responsibility of implementation of ITDP projects in their tribal areas.

**2.30** In most of the cases, the Central Government releases funds for schemes/programmes to the nodal department in the States.

2.31 The Committee have also been provided with the percentage of Population Below Poverty Line (BPL) by States during the years 1993-94, 1999-2000 and 2004-05 as under:

**Percentage of Population Below Poverty Line (BPL) by States for 1993-94**

Sl.No.	States	1993-94					
		Rural			Urban		
		SCs	STs	All	SCs	STs	All
1.	Andhra Pradesh	26.02	25.66	15.92	43.82	46.68	38.33
2.	Assam	45.38	41.44	45.01	14.34	7.11	7.73
3.	Bihar	70.66	69.75	58.21	55.16	35.76	34.50
4.	Gujarat	32.26	31.20	22.18	44.99	35.77	27.89
5.	Haryana	46.56	41.55	28.02	23.58	0.00	16.38
6.	Himachal Pradesh	36.89	63.94	30.34	18.52	0.00	9.18
7.	Karnataka	46.36	37.33	29.88	61.59	62.05	40.14
8.	Kerala	36.43	37.34	25.76	31.59	1.08	24.55
9.	Madhya Pradesh	45.83	56.69	40.64	65.00	65.28	48.38
10.	Maharashtra	51.64	50.38	37.93	52.56	61.06	35.15
11.	Orissa	48.95	71.26	49.72	47.45	64.85	41.64
12.	Punjab	22.08	27.00	11.95	27.96	0.00	11.35
13.	Rajasthan	38.38	46.23	26.46	48.63	13.21	30.49
14.	Tamil Nadu	44.05	44.37	32.48	61.50	30.08	39.77
15.	Uttar Pradesh	58.99	37.11	42.28	58.02	36.89	35.39
16.	West Bengal	45.29	61.95	40.80	37.73	19.41	22.41
17.	All India	48.11	51.94	37.27	49.48	41.14	32.36

**Percentage of Population Below Poverty Line (BPL) by States for 1999-2000**

Sl.No.	States	1999-2000					
		Rural			Urban		
		SCs	STs	All	SCs	STs	All
1.	Andhra Pradesh	16.49	23.82	11.14	41.42	44.99	26.53
2.	Assam	44.00	38.73	40.20	19.99	2.70	7.47



3.	Bihar	59.81	59.68	44.22	51.91	39.47	32.95
4.	Gujarat	17.77	29.11	13.17	29.13	36.66	15.59
5.	Haryana	19.03	-	8.27	25.38	-	9.99
6.	Himachal Pradesh	13.15	5.73	7.94	6.74	-	4.63
7.	Karnataka	26.22	25.49	17.36	47.01	51.37	25.25
8.	Kerala	14.64	24.20	9.38	24.15	-	20.27
9.	Madhya Pradesh	41.29	56.26	37.09	54.24	52.59	38.54
10.	Maharashtra	33.27	43.56	23.82	39.88	42.98	26.91
11.	Orissa	51.83	73.93	48.13	70.59	59.59	43.13
12.	Punjab	12.39	17.99	6.44	11.30	12.95	5.80
13.	Rajasthan	19.62	25.27	13.65	41.82	20.71	19.85
14.	Tamil Nadu	32.59	43.20	20.55	44.94	5.22	22.17
15.	Uttar Pradesh	43.65	34.06	31.22	43.51	13.27	30.90
16.	West Bengal	35.10	50.02	31.82	28.15	31.88	14.86
17.	All India	36.25	45.86	27.11	38.47	34.75	23.65

- (i) The Poverty Line for all population is used for SCs and STs.  
(ii) All India Poverty ratio is worked out from the NSS distribution of persons and (implicit) All-India poverty line.

**Percentage of Population Below Poverty Line (BPL) of Social Groups by States – 2004-2005**

Sl.No.	States	Rural				Urban			
		ST	SC	OBC	Others	ST	SC	OBC	Others
1.	Andhra Pradesh	30.5	15.4	9.5	4.1	50.0	39.9	28.9	20.6
2.	Assam	14.1	27.7	18.8	25.4	4.8	8.6	8.6	4.2
3.	Bihar	53.3	64.0	37.8	26.6	57.2	67.2	41.4	18.3
4.	Chhattisgarh	54.7	32.7	33.9	29.2	41.0	52.0	52.7	21.4
5.	Delhi	0.0	0.0	0.0	10.6	9.4	35.8	18.3	6.4
6.	Gujarat	34.7	21.8	19.1	4.8	21.4	16.0	22.9	7.0
7.	Haryana	0.0	26.8	13.9	4.2	4.6	33.4	22.5	5.9
8.	Himachal Pradesh	14.9	19.6	9.1	6.4	2.4	5.6	10.1	2.0
9.	J&K	8.8	5.2	10.0	3.3	0.0	13.7	4.8	7.8
10.	Jharkhand	54.2	57.9	40.2	37.1	45.1	47.2	19.1	9.2
11.	Karnataka	23.5	31.8	20.9	13.6	58.3	50.6	39.1	20.3

12.	Kerala	44.3	21.6	13.7	6.6	19.2	32.5	24.3	7.8
13.	Madhya Pradesh	58.6	42.8	29.6	13.4	44.7	67.3	55.5	20.8
14.	Maharashtra	56.6	44.8	23.9	18.9	40.4	43.2	35.6	26.8
15.	Orissa	75.6	50.2	36.9	23.4	61.8	72.6	50.2	28.9
16.	Punjab	30.7	14.6	10.6	2.2	2.1	16.1	8.4	2.9
17.	Rajasthan	32.6	28.7	13.1	8.2	24.1	52.1	35.6	20.7
18.	Tamil Nadu	32.1	31.2	19.8	19.1	32.5	40.2	20.9	6.5
19.	Uttar Pradesh	32.4	44.8	32.9	19.7	37.4	44.9	36.9	19.2
20.	Uttarakhand	43.2	54.2	44.8	33.5	64.4	65.7	46.5	25.5
21.	West Bengal	42.4	29.5	18.3	27.5	25.7	28.5	10.4	13.0
<b>22.</b>	<b>All India</b>	<b>47.3</b>	<b>36.8</b>	<b>26.7</b>	<b>16.1</b>	<b>33.3</b>	<b>39.9</b>	<b>31.4</b>	<b>16.0</b>

Source: Perspective Planning Division, Planning Commission, New Delhi (2007)

2.32 The Committee noted that the percentage of Below Poverty Line (BPL) STs in rural areas has increased in Odisha from 71.26% in 1993-94 to 73.93% in 1999-2000 and then to 75.6% in 2004-05. Similarly in 2004-05, the percentage of below poverty line STs in urban areas in Odisha has increased to 61.8% in 2004-05 whereas it was 59.59% in 1999-2000 and also noted that there is drastic change in the percentage of below poverty line STs in rural areas in Himachal Pradesh where in 1993-94 the percentage was 63.94 which dropped to 5.73% in 1999-2000 and rose to 14.9% in 2004-05.

2.33 When asked to state reasons for drastic change in percentage of below poverty line in STs in Odisha and Himachal Pradesh, in reply the Planning Commission has stated that the Planning Commission is the nodal agency in the Government for estimating the poverty in the country. The poverty is estimated on the basis of a large sample survey data on household consumer expenditure conducted by the National Sample Survey Organisation (NSSO) after an interval of five years approximately. The poverty estimates are based on the sample survey data on household consumer expenditure (61st round of NSS), covering the period July, 2004 to June 2005. The poverty estimates of 1999-00 were based on the Mixed Recall Period (MRP), therefore, are not comparable with the poverty estimates of 1993-94 or 2004-05.

2.34 From the sample survey data on household consumer expenditure, State-wise percentage of population below poverty line by social groups is also estimated. During 1993-94 it was estimated that 51.94 percent Scheduled Tribes (STs) were living below the poverty line in the rural areas, whereas 41.14 percent ST people were below the poverty line in urban areas. The poverty estimates for 2004-05 revealed that at All-India level the ST population living below the poverty line has come down to 47.30 percent in rural areas and 33.3 percent in urban areas. However, in states like Odisha it was estimated that in rural areas 71.26 percent tribal population was below the poverty line, whereas in the urban areas this ratio was 64.85 percent in 1993-94. The poverty estimates of 2004-05 reveal that Scheduled Tribe population below poverty line in rural areas has increased to 75.60 percent in Odisha but in urban areas there was a small reduction (i.e. 61.80 percent) in poverty ratio of STs.

2.35 While estimating the percentage of population below poverty line by social groups it was noted that the poverty ratio among the scheduled tribes population in some states has to be treated with caution due to the smallness of the sample households based on which the class distribution of the persons has been obtained in the NSS. A state wise percentage of population below poverty line by social groups is as under:

**Percentage of Population Below Poverty Line of Social Groups by States – 1993-94 and 2004-05**

No. of States	Rural (ST)		Urban (ST)	
	1993-94	2004-05	1993-94	2004-05
1. Andhra Pradesh	25.66	30.50	46.66	50.00
2. Assam	41.44	14.10	7.11	4.80
3. Bihar	69.75	53.30	35.76	57.20
4. Chhattisgarh	-	54.70	-	41.00
5. Delhi	0.00	0.00	9.07	9.40
6. Gujarat	31.20	34.70	35.47	21.40
7. Haryana	41.55	0.00	0.00	4.60
8. Himachal Pradesh	63.94	14.90	0.00	2.40
9. Jammu & Kashmir	66.70	8.80	0.00	0.00
10. Jharkhand	-	54.20	-	45.10
11. Karnataka	37.33	23.50	62.05	58.30
12. Kerala	37.34	44.30	1.08	19.20
13. Madhya Pradesh	56.69	58.60	65.28	44.70
14. Maharashtra	50.38	56.60	61.06	40.40
15. Orissa	71.26	75.60	64.85	61.80
16. Punjab	27.00	30.70	0.00	2.10
17. Rajasthan	46.23	32.60	13.21	24.10
18. Tamil Nadu	44.37	32.10	30.08	32.50
19. Uttar Pradesh	37.11	32.40	36.89	37.40
20. Uttarakhand	-	43.20	-	64.40
21. West Bengal	61.95	42.40	19.41	25.70
<b>All-India</b>	<b>51.94</b>	<b>47.30</b>	<b>41.14</b>	<b>33.30</b>

2.36 The Committee have also been informed by the Planning Commission that the State Governments of Odisha and Himachal Pradesh have been appraised for taking appropriate action to bring down poverty ratio among Schedule Tribes.

2.37 When further asked whether any new programmes and schemes are proposed to be undertaken in near future to bring all BPL groups Above Poverty Line (APL), it has been informed by the Ministry of Tribal Affairs that it is the constant endeavour of the Government to bring all sections of the society above poverty line. All the social sector programmes/schemes/strategies are designed with such an objective, whereas, the Planning Commission has failed to furnish its position on the reply.

**2.38 On the basis of data of percentage of Below Poverty Line (BPL) population furnished by States for the year 1993-94, 1999-2000 and 2004-2005, the Committee observe that there is a drastic change in percentage of below poverty line population of STs in Odisha and Himachal Pradesh. It has been informed that the Planning Commission has apprised the State Governments of Odisha and Himachal Pradesh for taking appropriate action to bring down poverty ratio among Scheduled Tribes. The Committee would like to be apprised of the steps taken by these two States to bring down the percentage of below poverty line of STs. The Committee may also be informed about the latest figures of BPL population of STs in the States/UTs implementing TSP.**

#### **D. Task Force to Review Guidelines on TSP**

2.39 The Committee have been informed that the Planning Commission has set up a Task Force on 04.06.2010 under the chairmanship of Dr. Narendra Jadhav, Member, Planning Commission to review the operational difficulties in implementation of TSP and to suggest necessary remedial measures through re-examination of the existing guidelines and revising the same appropriately for their effective and meaningful implementation in future.

2.40 The Task Force submitted its report on 25 November, 2010. Some of the main features of the recommendations are as under:

- (i) The scope of the proposed recommendations are limited to the Central Sector Plan Outlay of Ministries/Departments. They do not cover Central Plan Assistance (CPA) for State and UT Plan because it forms part of State Plans.
- (ii) Proposed criteria for categorizing Plan Expenditure under TSP i.e. Plan outlay and expenditure falling under the following two broad categories will be eligible for being classified in TSP viz.
  - (a) Expenditure on Poverty Alleviation and individual beneficiary oriented schemes, e.g. MNREGA, IAY, NRLM, SGSRY, PMEGP etc., and
  - (b) Expenditure on other schemes which is incurred in:
    - (i) SC and ST concentration areas respectively, i.e. in the villages, blocks and districts having more than 40% SC/ST population respectively, and largely benefiting such villages, blocks and districts; and
    - (ii) In other areas, but which demonstrably benefits SCs/STs respectively.

(iii) The Central Ministries/Departments, according to the extent of their Plan funds which they may be expected to earmark under TSP are classified under four categories as under:

Category	Nature of the Ministries/Departments falling in the category	Extent of Obligation to Earmark Funds under	
		SCSP	TSP
I.	Ministries/Departments, which are engaged in regulatory functions, basic scientific research, addressing specific target groups other than SCs (or STs), implementing large infrastructure projects, whose benefits to SCs/STs may be difficult to quantify, or largely engaged in policy making and running central organizations without any significant beneficiary orientation may not be obliged to earmark plan funds under SCSP and TSP. However, they will be encouraged to formulate and implement schemes aimed at benefitting SC/ST, and SC/ST concentration areas.	Nil	Nil
II.	Ministries/Departments, which mainly belong to Category I but which also implement some beneficiary oriented schemes, may be expected to earmark less than 15% and 7.5% of their Annual Plan outlay under SCSP and TSP respectively.	0-15%	0-7.5%
III.	Ministries/Departments, which mainly implement beneficiary oriented schemes in the primary sector (agriculture, animal husbandry etc.), higher education, skill development etc. may be required to earmark 15 to 16.2% of their plan outlay under SCSP and 7.5 to 8.2% under TSP (15% or 7.5% will, for example, apply to plan expenditure on institutions having 15% or 7.5% reservations for SCs and STs respectively)	15-16.2%	7.5-8.2%
IV.	Ministries/Departments, which are implementing Poverty Alleviation and Social Sector programmes/schemes of major relevance for the development of SCs/STs, may be required to earmark more than 16.2% of their plan outlay under SCSP and 8.2% under TSP.	>16.2%	>8.2%

(iv) Ministry-wise Targets for Earmarking Plan Outlay under TSP.

(v) Placing of Earmarked Funds for SCSP under Separate Budget Head '789' and for TSP under '796'.

(vi) Strengthening of Administrative Arrangements for Planning and implementation of SCSP/TSP.

- (vii) Planning Commission need to take immediate steps for implementation of the preceding recommendations from the year 2011-12 by issuing circular and supplementary circular incorporating suitable instructions based on the Task Force recommendations to Central Ministries/Departments for preparing Plan proposals for TSP accordingly.
- (viii) Implementation of Non-lapsability feature i.e. SCSP and TSP funds (shown respectively under Minor Head 789 and 796 of all Ministries) remaining unutilized at the end of the financial year may be transferred, on the lines of the Non-lapsable Central Pool of Resources (NLCPR) for the North Eastern Region, to two pools to be named as "Non-Lapsable Central Pool of SCSP Funds (NLCPSF) and "Non-Lapsable Central Pool of TSP Funds (NLCPTF)". The funds from these non-lapsable pool may be allocated to the Ministry of Social Justice and Empowerment and Tribal Affairs for implementing schemes for SCs and STs development as well as for providing incentives to State Governments for effective implementation of SCSP and TSP, which may form a part of Central Assistance for State Plans.
- (ix) Need for Cabinet approval for the new SCSP/TSP Guidelines for Central Ministries/Departments with a view to ensuring effective implementation of revised guidelines by Central Ministries/Departments. However, action on recommendations of the Task Force except implementation of non-lapsability feature may be taken right away, after approval in the Planning Commission.
- (x) The Task Force recommends that based on the experience of implementing these recommendations in 2011-12, the system for implementing SCSP/TSP in Central Ministries/Departments may be further refined in the 12th Five Year Plan.

**2.41 The Committee note that in the backdrop of unsatisfactory implementation of existing guidelines by the Central Ministries/Departments, the Planning Commission has set up a Task Force in June, 2010 to review the operational difficulties in implementing SCSP and TSP and to suggest necessary remedial measures through re-examining the existing guidelines and revising the same appropriately for their effective and meaningful implementation in future. Since the problem is more acute at the Central level, the Task Force in the first instance, has recommended that from the financial year 2011-12, substantial reforms be introduced in the SCSP/TSP system for Central Ministries/Departments which can be refined from the 12th Five Year Plan commencing in 2012-2013. The Committee observe that the new guidelines is the improvised versions of the previous guidelines and being in its initial stage of implementation, will be keenly watched by all concerned. The Committee may be apprised of compliance to these new guidelines by the Central Ministries/Departments in the financial years 2011-2012 and 2012-2013.**

**2.42 The Committee note that one of the recommendations of the Task Force is categorization of Ministries according to their obligation to earmark their plan outlay/expenditure under TSP into four categories. The Committee further note that out of these four categories, those Ministries under Category I i.e. those Ministries/Departments which are engaged in regulatory functions, basic scientific research, addressing specific target groups other than SCs/STs, implementing large infrastructure projects whose benefits to SCs/STs may be**

difficult to quantify, or largely engaged in policy making and running Central organisations without any significant beneficiary orientation may not be obliged to earmark plan funds under TSP. However, they will be encouraged to formulate and implement schemes aimed at benefiting STs and ST concentration areas. The Committee opine that when in the first instance these Ministries are exempted from the obligation to earmark their plan outlay under TSP, how can it be ensured that through encouragement they will be duty bound to formulate and implement schemes aimed at benefiting ST and ST concentration areas. The Committee also could not understand the logic behind exempting these Ministries from their obligation to earmark funds for TSP. The Committee, feel that until and unless there is a clause/condition that bound these Ministries to allocate certain amount of funds for the development of STs and ST areas, it is as good as these Ministries are completely free from their obligation to earmark their Plan outlay under TSP. The Committee, therefore, recommend that the Planning Commission should ensure that these Ministries are duty bound by certain measures to their commitment for the development of STs and ST concentration areas because it is the duty of every Central Ministry to contribute their mite for the socio-economic development of these neglected groups of the society.

2.43 The Committee also note that one of the recommendations of the Task Force is the implementation of Non-lapsability feature i.e. TSP funds shown under Minor Head 796 of all Ministries, if remained unutilized at the end of the financial year may be transferred on the lines of the Non-lapsable Central Pool of Resources (NLCPR) for the North-Eastern Region, to pool to be named as Non-Lapsable Central Pool of TSP Funds (NLCPTF). The Committee further note that the new guidelines for Central Ministries/Departments to ensure effective implementation of TSP schemes by Central Ministries/Departments have to be approved by the Cabinet. However, action on recommendations of the Task Force except implementation of non-lapsability feature may be taken up right away, after approval by the Planning Commission. The Committee may be apprised whether the new guidelines have been approved by the Cabinet especially the non-lapsability feature and the action taken by the Central Ministries/Departments on the rest of the recommendations.

2.44 In spite of various Constitutional safeguards and successive developmental planning launched since 1951 through the First Five Year Plan, the STs all over the country lagged behind the general population in various socio-economic indicators. The Committee suggest that TSP should have statutory backing to enable the nodal Ministry i.e., the Ministry of Tribal Affairs as well as other Central Ministries and State Governments/UTs to effectively implement various schemes under the TSP. The Committee, therefore, recommend that to bring about a balanced and equitable society for STs, various schemes under TSP should be discussed by the Cabinet and copies of the Cabinet note should be circulated to all the Central Ministries and State Governments/UTs for compliance.

## **E. Review and Monitoring**

2.45 The Committee have been informed that generally a broad review and monitoring of working of TSP of States and Central Ministries are done by the Planning Commission, Ministry of Tribal Affairs, National Commission for Scheduled Tribes, Central Tripartite Committee of Planning Commission and State level Tripartite Committees.

2.46 The Committee have also been informed that the sectoral programmes and schemes of development of STs, policy, planning, monitoring, evaluation, etc., and their coordination is the responsibility of the concerned Central Ministries/Departments, State Governments and Union Territory Administrations. Each Central Ministry/Department is nodal Ministry or Department concerning its sector. The State Governments have been reporting utilization of the funds released under Special Central Assistance (SCA) to TSP but there have been by and large no reports of non performance on this account. It is to be noted that SCA to TSP is an additive to state TSP and the allocations made under SCA to TSP are based on funds made available for a financial year and is not based on the overall size of TSP of a state. There have been requests from State Governments that there should be increased allocation under SCA to TSP on Five Year Plan basis in advance in lieu of the present system of allocations being made annually.

2.47 When asked about the arrangements made at the Central level for monitoring and evaluation of tribal programmes, it has been stated that in so far as the schemes administered by the Ministry are concerned, monitoring of the schemes is an ongoing process and mechanism followed in this regard as given below:

- (i) Utilization Certificates are insisted upon as a pre-requisite for further release of funds;
- (ii) Periodic progress reports regarding the status of implementation of schemes are obtained;
- (iii) Central Government Officers undertake on the spot visits to the States/Union Territories for ascertaining the progress of implementation of various schemes/programmes of the Ministry of Tribal Affairs;
- (iv) Meetings/Conferences are convened at the Central level with State Ministers and State Secretaries in charge of Tribal Welfare and Development Departments in the States to ensure timely submission of proposals, speed up of implementation of the schemes/programmes, and reviewing the physical and financial progress;

2.48 When asked about the methodology adopted by the State/UT Governments to monitor and evaluate various programmes of tribal development, the Committee have been informed that at the State and field level, bodies like the Tribal Advisory Council, Projects Implementation Committees of ITDPs, Block/District level committees and Panchayat Samitis monitor timely spending of funds and effective implementation of the schemes/programmes.

2.49 When asked whether non-official research organisation are permitted to take up the evaluation work of schemes under TSP and the selection process of such organisations for undertaking evaluation work, it has been stated that services of any reputed/expert organisation can be availed for undertaking such evaluation studies.



Past reputation, expertise, cost involved, timely submission of reports as per requirements, etc. are the parameters involved for selecting an organisation for conducting an evaluation study.

**2.50 The guidelines prescribe for monitoring of various programmes/schemes under TSP by States through District level Committees and Block level Committees. The Committee are also informed that at the State level and field level, bodies like the Tribal Advisory Council, Projects Implementation Committees of ITDPs, Block/District level Committees and Panchayat Samitis monitor timely spending of funds and effective implementation of the schemes/programmes. However, only States like Andhra Pradesh, Tamil Nadu and Odisha followed the guidelines on monitoring whereas, the rest of the States/UTs are yet to fully comply with the guidelines. Moreover, as per evaluation studies carried out by Socio-Economic and Educational Development Society (SEEDS), monitoring mechanism at the State level is weak and there is no proper and regular monitoring mechanism for the overall TSP programmes/schemes at the State. The Committee, are of the view that unless the monitoring mechanism is activated and strengthened in all States, implementation of various development of programmes/schemes under TSP will not be meaningful and effective. The success of TSP will also largely depend on proper implementation of these programmes/schemes followed up with meticulous and vigilant monitoring. The Committee, therefore, recommend that the Ministry of Tribal Affairs should ensure that all States/UTs should set up strong monitoring Committees at District and Block level which should meet at least twice a year. The Committee, also recommend that every State should set up its own Social Audit Programme with the involvement of elected representatives, beneficiaries and reputed Voluntary Organisations/Non-Government Organisations on the completed programmes/schemes.**

#### **F. Manual for use by Field Officers**

2.51 When asked if any manual has been prepared and issued for field level officers consolidating all the guidelines issued by the government to facilitate the implementation of TSP, it has been informed that no such manual has been issued either by Planning Commission or the Ministry of Tribal Affairs. The response received from some of the Central Ministries also do not indicate any such action taken from their side. It is stated that in regard to sectoral programmes and schemes of development of STs 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.

2.52 When further asked whether the Ministry of Tribal Affairs being a nodal Ministry would take initiative to prepare manual for use by field officers, the Committee have been informed that the felt needs and requirements of the STs vary from one State to another, and also within the State itself. The State Governments need to strengthen their machinery to bring about effective implementation of various programmes/schemes, and towards this purpose are expected to have their own manual for field officers.

2.53 In reply to queries on measures that have been taken to ensure that right type of persons are posted in TSP areas and whether provision for financial and non-financial incentives have been provided to personnel working in tribal areas, the Committee have been informed that State Governments are free to provide incentive to personnel posted in Tribal Areas and Ministry also supports such initiatives. However, such details are not maintained in the Ministry.

**2.54 The Committee note that no manual incorporating all the guidelines issued by the government to facilitate implementation and monitoring of TSP has been prepared for use of field level officers. The Committee further note that the Ministry of Tribal Affairs has also not taken initiative to prepare manual for use of field officers as it felt that needs and requirements of STs vary from State to State and also within the State itself. The Committee were also informed that the State Governments need to strengthen their machinery to bring about effective implementation of programmes/schemes and thus they are expected to have their own manual for field officers. The Committee feel that this attitude of the Government is very insensitive and unbecoming of a nodal Ministry in-charge of the welfare of Scheduled Tribes. The Committee insist on the need to have manual for field level officers because with the aid of such manual, these officers who work in tribal areas which are mostly backward, remote and inaccessible may be able to perform their duties effectively and ensure that programmes/schemes are implemented as per guidelines. The Committee, therefore, recommend that being the nodal Ministry and also financier of TSP, it would be appropriate on the part of the Ministry to instruct the State Governments to compile a Manual on the basis of various guidelines issued by the Planning Commission for use of field level officers. The Manual should be prepared in regional languages also so that the Field Officers can properly understand the guidelines and implement them effectively.**

#### **G. Coordination amongst State Governments, Central Government and Planning Commission**

2.55 In regard to the nature of coordination amongst the State Governments, Central Government and Planning Commission with respect to preparation and implementation of programmes/schemes under TSP, the Committee have been informed that the Planning Commission makes assessment of availability of capital and human resources for formulation of effective and balance utilization of country's resources and priorities the schemes and allocate fund accordingly and support the implementation of scheme with the suitable machineries necessary for implementation. During the planning process the Planning Commission prunes the schemes which has no relevance in the present situation and also appraise the progress in the execution at each stage of the projects. It also extends programmes for specific area development and coordinates with the Pradhan Mantri Gramodya Yojana.

2.56 The Committee have been informed that a Special Unit for monitoring SCSP and TSP has been set up in the Planning Commission to review and monitoring of the Special Component Plan and Tribal Sub-Plan of States.

**2.57 The Committee note that a Special Unit for monitoring Scheduled Castes Sub Plan (SCSP) and Tribal Sub Plan (TSP) has been set up in the Planning Commission to review and monitoring of the Special Component Plan and Tribal Sub Plan. The Committee may be apprised of the functioning of this Special Unit in Planning Commission for reviewing and monitoring of the SCSP and TSP. The Committee are of the view, as much as practicable there should be separate unit for reviewing and monitoring of TSP and SCSP in the Planning Commission because in spite of some common problems shared by these two Plans, they have other different issues concerning them. The Committee, therefore, recommend that separate Unit for reviewing and monitoring of TSP and SCSP should be created in the Planning Commission with adequate staff support because monitoring by the Planning Commission is also as important as monitoring done by the State Governments.**

## **CHAPTER III FINANCIAL SOURCES OF TRIBAL SUB PLAN**

3.1 The Committee have been informed that the Tribal Sub-Plan programmes are financed by the Tribal Sub-plan funds from State/UT Plans; Special Central Assistance to Tribal Sub Plan; Grants under Article 275 (1) of the Constitution to the States; Funds through Central Sector and Centrally Sponsored Schemes and Institutional Finance.

### **A. Tribal Sub Plan (TSP) Funds from States.**

3.2 The Committee have been informed that funds at least in proportion to the ST population in the States/UTs should be set apart first from the total plan outlay for formulating TSP. Similarly, the Central Ministries/Departments are to allocate funds for TSP in proportionate to the percentage of ST population in the country.

3.3 As per the information furnished by the Planning Commission, the flow of Fund under TSP during the 10th Plan period and also during the 11th Plan period have been furnished at **Appendix – III A and Appendix – III B.**

3.4 To a question on whether the States/UTs have maintained the TSP outlay as stipulated in the guidelines, it has been informed that not all the States have earmarked fund in proportion to percentage of their ST population conforming to the guidelines issued by the Planning Commission. They are being pursued both by the Planning Commission and the Ministry to implement TSP in letter and spirit. The Minister of Tribal Affairs has taken up this matter with the Planning Commission in October 2009 and the Ministry has also separately written to the States in January 2010 to maintain the TSP outlay as stipulated in guidelines.

3.5 The Committee have also been informed that most of the Central Ministries/Departments have indicated that they have not earmarked funds towards TSP during 10th Plan. Some of the Ministries/Departments have indicated that their schemes/programmes are also benefiting STs in the country. However, 17 Ministries like Labour, Department of Education, Science and Technology, Industry, Textiles, Petroleum and Natural Gas, Women and Child Development, Health and Family Welfare, Commerce, Rural Development, Non-Conventional Energy, Agriculture and Cooperation, Food and Civil Supplies, Youth Affairs and Sports, Environment and Forest, Telecommunications and Information and Broadcasting are having schemes which are covering scheduled areas and STs in the country.

**3.6 It has been noted that all the States have not earmarked funds in proportion to the percentage of ST population in their respective States as per guidelines issued by the Planning Commission. The Planning Commission laid down the guidelines as well as sanction the Annual Plan of States/Central Ministries but still the States have defaulted in not earmarking sufficient funds proportionate to the population of STs in the States. The Ministry of Tribal Affairs had taken up the matter with the Planning Commission in October, 2009 and the Ministry had also written separately to the States in January, 2010. The Committee seriously view that non-earmarking of funds for TSP and in some cases less utilization of funds earmarked for TSP is a big lapse on the part of the State Governments. The Committee feel that stringent action need to be taken**

against the erring States. The Committee, therefore, recommend that at the time of review meetings in the Planning Commission and at the time of sanction of Annual Plan of States, earmarking of funds for TSP by the States should be made a pre-condition for approval of their Annual Plans. The Committee should also be apprised of the outcome of the letter written to the States by the Ministry in January, 2010.

3.7 The Committee also note that in contravention of the guidelines, most of the Central Ministries/Departments have also not earmarked funds towards TSP during the 10th Plan just for the reason that their schemes/programmes are also benefitting STs in the country. The Committee are of the view that in the absence of the details of amount of funds spent on development of STs and the total number of ST beneficiaries it is very difficult to assess the benefit accruing to the STs under the schemes/programmes. The Committee recommend that every Central Ministry/Department should earmark funds towards TSP for the development of STs in the country. The Committee also recommend that funds to the Central Ministries/Departments should be released subject to the condition that the Ministry/Department earmark funds for TSP in proportion to the percentage of ST population. The Committee, further recommend that the Ministry of Tribal Affairs should also issue instructions to all the Ministries that they should compulsorily indicate in their Annual Reports the specific percentage of their Plan budget earmarked for TSP and the activities undertaken by them under TSP budget for tribal development in the country.

## **B. Special Central Assistance (SCA) to TSP**

3.8 Special Central Assistance to Tribal Sub-Plan is provided by the Ministry of Tribal Affairs to the State Governments/UT Administrations as an additive to the State Plan in areas where State Plan provisions are not normally forthcoming to bring about a more rapid economic development of tribals in the States/UTs. This scheme was launched as early as in the Fifth Five Year Plan. Till the end of Ninth Five Year Plan, the SCA to TSP was meant for filling up of the critical gaps in the family-based income-generation activities of the TSP.

3.9 From the Tenth Five Year Plan period, the objective and scope of SCA to TSP, which was originally meant for filling up of the critical gaps in the family-based income-generation activities of the TSP, has been expanded to cover the employment-cum-income generation activities and the infrastructure incidental thereto not only family-based, but also run by the Self-Help Groups (SHGs)/Community. The ultimate objective of extending SCA to TSP is to boost the demand-based income-generation programmes so as to raise the economic and social status of tribals. SCA is presently provided to 22 Tribal Sub-Plan States and 2 Union Territories including the North Eastern States of Assam, Manipur and Tripura. However, since 2003-04 the funds meant for UTs have been provided in the budget of Ministry of Home Affairs.

3.10 The fund releases under SCA to TSP are based on the population of STs in the States concerned. 90% of the funds available every year under the Annual Plan is allocated among the 22 states on the basis of the provisions contained in the guidelines, in proportion to the ST population under each programme in the State. 10% of the funds are earmarked for incentive grants to those States who adopt the TSP approach

in letter and spirit in accordance with the guidelines. As of now projects are not being appraised and are not approved prior to release of funds. The performance of the States is generally monitored through review meeting held with the Secretaries of the States twice in a year and also based on Utilization Certificates furnished by the States.

3.11 The allocation of funds to the 22 States under SCA to TSP is done based on the share of the programmes under the broad strategy of the Tribal Sub-Plan, namely, Integrated Tribal Development Projects (ITDPs), Modified Area Development Approach Pockets (MADA), clusters and Primitive Tribal Groups (PTGs) and is calculated in proportion to the Scheduled Tribe Population under each programme. The funds released to the States during 2002-2008 are as follows:

(Rs. in lakh)

Year	Amount Released
2002-03	49700.00
2003-04	46130.00
2004-05	49700.00
2005-06	49701.00
2006-07	59573.91
2007-08 (as on 20.03.08)	63123.77

3.12 The Committee have also been informed that fund release to UTs is not monitored by the Ministry of Tribal Affairs but by the Ministry of Home Affairs. The funds allocated to any State is withheld only when the State fails to furnish Utilization Certificate for funds released in previous year in accordance with provisions of the FRBM Act. For instance, during 2006-07, Uttar Pradesh did not receive any funds and Uttrakhand received only 50% of allocation due to pending UCs.

3.13 A Statement showing details of State-wise allocation and releases made to various States during 2002-2008 is given as under:

(Rs. in lakh)

S.No.	Name of State/U.T.	Amount					
		2002-03	2003-04	2004-05	2005-06	2006-07	2007-08
1	2	3	4	5	6	7	8
1	Andhra Pradesh	2732.80	2459.52	2459.52	2751.14	3344.33	3712.99
2.	Assam	3058.99	2753.09	2064.82	3066.59	3601.59	3220.27
3.	Bihar	556.56	500.90	250.45	543.57	656.00	715.50
4.	Chhattisgarh	4626.18	4405.12	5397.76	4641.08	5477.04	5893.78
5.	Goa	0.00	0.00	0.00	0.00	110.00	133.00
6.	Gujarat	3930.91	3743.09	3537.82	3963.52	4882.13	5419.14
7.	Himachal Pradesh	643.53	612.79	750.87	825.90	1022.14	1133.43
8.	Jharkhand	5870.24	5283.22	5283.22	5896.10	7041.25	7711.12
9.	J&K	971.94	925.50	874.75	901.28	1088.00	956.24

10.	Karnataka	771.33	694.19	899.97	1029.06	1242.00	1372.00
11.	Kerala	273.70	260.62	319.35	274.03	318.13	352.36
12.	Madhya Pradesh	7833.22	7458.93	9139.70	8186.01	10126.02	9129.39
13.	Maharashtra	3723.83	3351.45	3351.45	3351.45	3888.00	4293.00
14.	Manipur	761.96	725.55	685.76	685.76	796.00	879.00
15.	Odisha	6495.30	6184.94	7578.63	6516.82	7695.87	8543.41
16.	Rajasthan	3649.56	3284.60	3284.60	3490.91	4214.00	4654.00
17.	Sikkim	108.02	102.86	126.04	109.49	135.52	280.36
18.	Tamil Nadu	323.32	290.99	377.25	323.70	375.55	86.55
19.	Tripura	1041.03	991.29	1214.66	1045.03	1240.34	1318.28
20.	Uttar Pradesh	32.10	30.57	37.45	33.63	0.00	425.36
21.	Uttaranchal	92.91	88.47	83.62	83.62	50.00	0.00
22.	West Bengal	2202.57	1982.31	1982.31	1982.31	2270.00	2894.59
	Grand Total	49700.00	46130.00	49700.00	49701.00	59573.00	63123.77

3.14 When asked whether the funds released to States also included the amount of 10% reserved for incentive grants under SCA to TSP, it has been stated that the releases indicated in the statement above include the funds released towards incentive grants. The incentive funds released to States during 2005-2009 are given as under:

(Rs. in lakh)

Sl. No.	States	Funds released as Incentive grant			
		2005-06	2006-07	2007-08	2008-09
1	Andhra Pradesh	291.62	432.33	496.99	558.75
2	Assam	313.50	465.59	0.00	0.00
3	Bihar	0.00	0.00	0.00	0.00
4	Chhattisgarh	477.52	708.04	730.60	9.15
5	Goa	0.00	0.00	0.00	0.00
6	Gujarat	425.70	631.13	725.14	0.00
7	Himachal Pradesh	89.08	132.14	151.43	171.00
8	Jharkhand	612.88	910.25	940.12	0.00
9	J&K	0.00	0.00	0.00	0.00
10	Karnataka	0.00	0.00	0.00	0.00
11	Kerala	27.70	41.13	47.36	53.25
12	Madhya Pradesh	882.89	1309.02	1504.31	1691.25
13	Maharashtra	0.00	0.00	0.00	0.00
14	Manipur	0.00	0.00	0.00	0.00
15	Odisha	671.05	994.87	1143.41	1285.50
16	Rajasthan	0.00	0.00	0.00	0.00
17	Sikkim	11.81	17.52	37.36	42.00
18	Tamilnadu	32.71	48.55	56.04	63.00
19	Tripura	108.10	160.34	155.20	207.00
20	Uttarakhand	0.00	0.00	0.00	0.00
21	Uttar Pradesh	0.00	0.00	0.00	86.25
22	West Bengal	0.00	0.00	387.59	435.75
	<b>Total=</b>	3944.56	5850.91	6375.55	4602.9

**3.15** The Committee note that 10% of the fund under SCA to TSP are earmarked for incentive grants to States who adopt the TSP approach in letter and spirit of the guidelines. But as per the data on incentive funds released to States during the years 2005-06, 2006-07, 2007-08 and 2008-09, States like Bihar, Goa, Jammu & Kashmir, Karnataka, Maharashtra, Manipur, Rajasthan, Uttarakhand, Uttar Pradesh and West Bengal have not been released incentive funds during these years, which implies that these States have consistently not followed the guidelines on TSP. The Committee also note that the performance of the States is generally monitored through review meeting held with the Secretaries of the States twice in a year and also based on Utilization Certificates furnished by the States. The Committee would like to know why these States inspite of having continuously not followed the guidelines in letter and spirit have been provided funds under SCA to TSP. The Committee also would like to know whether the Ministry of Tribal Affairs have taken any corrective and stern measures against these States by withholding the funds allocated to these States.

**3.16** The Committee note that the ultimate objective of extending SCA to TSP is to boost the demand-based income-generation programmes so as to raise the economic and social status of tribals. The funds release under SCA to TSP are based on the population of STs in the States concerned and also not linked to the size of TSP of a State as this is an additional funding done by the Ministry to fill in critical gaps in family based employment-cum-income generation activities for BPL ST families in a State. The funds are allocated on annual basis by the Planning Commission and the allocation of funds to each State is made in accordance with the provision in the guidelines issued in this regard. The Committee opine that SCA to TSP being provided by the Ministry of Tribal Affairs to States/UT administrations as an additive to State Plan in areas where State Plan provision are not normally forthcoming to bring about a more rapid economic development of Tribals in States/UTs, the State Governments should fully utilized the funds for the purpose for which it was provided. The Committee also recommend that SCA to TSP should be provided to implementing Departments/agencies of the States/UTs at the very beginning of the financial year and also should ask the State Governments/UT Administration to utilize 100% by the end of the concerned financial year (i.e. the year in which the funds were provided).

**3.17** The details of funds allocated for SCA to TSP during 10th Plan and 11th Plan (till 2009-10) alongwith expenditure incurred are given below:

*(Rs. in crore)*

Year	Budget Estimates	Revised Estimates	Expenditure
2002-03	500.00	500.00	497.00
2003-04	497.00	461.30	461.30
2004-05	497.00	497.00	497.00
2005-06	727.01	688.82	688.82
2006-07	816.71	816.71	816.71
2007-08	816.71	816.71	678.26
2008-09	900.00	860.50	780.87
2009-10 (27/01/2010)	900.50	481.24	478.02

Non-utilisation of funds in certain years is attributable to non-furnishing of proposal/progress report/UC by the State Governments concerned in time.



3.18 It has been stated that there have been requests from State Governments to increase allocation under SCA to TSP on Five Year Plan basis in advance in lieu of the present system of allocations being made annually.

3.19 The Committee have been informed that the reason as to why the allocation under SCA to TSP is based on funds made available for financial year and is not based on the overall size of TSP of a State is that SCA to TSP is not linked to the size of TSP of a State as this is an additional funding done by the Ministry to fill-in critical gaps in family based employment-cum-income generation activities for BPL ST families in a State. The funds are allocated on annual basis by the Planning Commission and the allocation of funds to each State is made in accordance with the provisions in the guidelines issued in this regard.

3.20 Asked to state the reaction of the Union Government to request made by State Governments to increase allocation under SCA to TSP on Five Year Plan basis in advance in lieu of the present system of allocations being made annually, the Committee have been informed that Five Year Plan allocation under the programme instead of the annual allocations being made now, would enable the States to include the funding being provided by the Ministry, in their Budget in advance and draw plans/schemes accordingly.

3.21 When asked to state the reason as to why projects have not been appraised and not approved prior to release of fund under SCA and how it is ensured that States have actually spent the fund and are eligible for 100% SCA, the Committee have been informed that from 2008-09 the Ministry has started inviting and scrutinizing proposals from the States indicating the activities being undertaken for funding under SCA and funds are being released only after the activities are approved by the Ministry. Progress reports on activities undertaken during the previous year and Utilization Certificates of funds are also insisted before fresh release of funds.

3.22 When asked whether any physical verification of projects by the Ministry is undertaken after release of funds or on receipt of Utilization Certificate, it has been stated that primary responsibility of physical verification of the projects is that of the concerned State Governments. However, for the schemes administered by the Ministry, monitoring of the schemes is an ongoing process and officers of the Ministry undertake on the spot visits to the States for ascertaining the progress of implementation of various schemes/programmes.

### **C. Grants under Article 275(1) of the Constitution to the States**

3.23 The Committee have been informed that Article 275(1) of the Constitution guarantees grants from the consolidated fund of India each year for promoting the welfare of STs. The Ministry of Tribal Affairs provides funds through Central Scheme "Grant under Article 275(1) of the Constitution of India". The objective of the scheme is promotion of the welfare of Scheduled Tribes and upgradation of the levels of administration in Scheduled Areas. The scheme covers all TSP states and 4 tribal majority states. 100 percent grants are provided by the Ministry to meet the cost of each project for tribal development undertaken by the State Governments.

3.24 Asked about the procedure for releasing funds to TSP States for programmes under Article 275(1) of the Constitution, the Committee have been informed that funds are allocated annually based on the formula laid down in the guidelines for release of grant and proposals are invited from the States in prescribed format for scrutiny by the Ministry. On approval of the activities, funds are released to the States keeping in view the status of fund utilization and progress report on releases made previously.

3.25 When asked how is it different in terms of objective funding from that of SCA to TSP Scheme, it has been stated that the process for release of funds for grants under both the programmes is similar. The proposals from the States have to be based on the guidelines laid down for the respective programme.

3.26 The amount allocated by the Planning Commission for TSP for grant under Article 275(1) of the Constitution during the 10th Plan and 11th Plan period are given as under:

Year	Budget Estimate	Revised Estimate
2002-03	300.00	300.00
2003-04	300.00	252.70
2004-05	330.00	330.00
2005-06	380.00	380.00
2006-07	400.00	400.00
2007-08	400.00	400.00
2008-09	416.00	392.00
2009-10 (27.01.2010)	1000.00	399.10

3.27 The Committee have also been informed that the following are the main features of the guidelines issued by the Ministry for utilization of the grant:

- (i) Grant under Article 275(1) is additionality to the State Plan.
- (ii) Adoption of project approach and prior approval of Ministry is necessary.
- (iii) The projects under the first provision to Article 275(1) are to be part of the overall TSP of the State.
- (iv) Micro-plans for each ITDA/MADA are to be prepared through multi-disciplinary teams.
- (v) Thrust areas are to be identified so that resources are better targeted rather than spreading too thin.
- (vi) Provision for utilization of 2% of the funds for project management included.
- (vii) Provision for upto 10% of expenditure for maintenance and infrastructure with prior approval of the Ministry.
- (viii) At least 30% coverage for women provided.
- (ix) TSP Component of the Annual State Plan to be in a separate budget head under Tribal Development Departments.
- (x) Earmarking of 10% of funds out of the overall allocation for innovative projects to be sanctioned amongst only those States who provide TSP in the

State Plan in proportion to the ST population of the State in a single budget head and have spent at least 75% on an average.

3.28 A statement showing funds released as Grant under Article 275(1) of the Constitution of India to the various States during the 10th Plan and 11th Plan is given at **Appendix IV**.

3.29 When queried whether the amount are fully utilized for the purpose for which it was released, it has been stated that Utilization Certificate for such utilization of funds for purpose intended are obtained from State Governments before fresh release of funds are considered.

**3.30 It has been observed that the Ministry of Tribal Affairs provide funds through Central Scheme – Grant under Article 275(1) of the Constitution of India. The objective of the scheme is promotion of the Welfare of Scheduled Tribes and upgradation of the levels of administration in Scheduled Areas. The funds are allocated annually based on the formula laid down in the guidelines for release of grants. On approval of the activities, funds are released to the States keeping in view the status of fund utilization and progress report on releases made previously. The Committee are of the view that since the grant-in-aid under Article 275(1) is for the welfare of tribals, the funds once released by the Ministry should not be allowed to lapse by any means nor should it be allowed to accumulate but the unspent amount should be spent on other tribal development programmes or other related projects relating to tribal welfare. The Committee, therefore, recommend that the Government should issue instructions to State Governments for timely utilization of the grants-in-aid under Article 275(1) and should also not allow diversion of these funds under any circumstances to any other schemes/programmes which are not connected with the tribal development.**

3.31 The Committee also recommend that the details of grants received under SCA to TSP and Article 275(1) of the Constitution and the expenditure by the State Governments on various schemes/programmes for socio-economic development of Scheduled Tribes should also be maintained by the Ministry of Tribal Affairs. These details should also highlight in the report of the Governor which is annually submitted to the Central Government as per para 5(1) of the Fifth Schedule to the Constitution of India.

#### **D. Funds from Central Sector and Centrally Sponsored Scheme**

3.32 The Committee have been informed that TSP is financed by Funds through Central Sector and Centrally Sponsored Schemes. It has also been informed that the Ministry of Tribal Affairs is an exclusive Ministry for the welfare and development of STs in the country which has got many Central Sector and Centrally Sponsored Schemes besides SCA to TSP and Grants under Article 275 (1) of the Constitution which is being extended to the TSP implementing States and Tribal majority states.

3.33 A statement showing details of schemes for TSP areas during the 11th Plan period administered by the Ministry under Central Sector and Centrally Sponsored Schemes are at **Appendix V**.

3.34 The Committee have been informed that for the schemes administered in the Ministry, Utilization Certificates are insisted upon before considering fresh release of funds to the States. Most of the funds released during the 10th Plan for these schemes have been utilized. Diversion of funds for other purposes has generally not been noticed and non-utilisation/under-utilisation are generally attributable to the difficulties faced by the States in implementation of a scheme during the time limit specified.

3.35 When asked whether less utilization, if any, has affected the schemes, the Committee have been informed that lesser utilization seen in few cases, is due to delay in implementation owing to field level difficulties faced by the States. However, the quality of scheme has not been found to be compromised due to this.

3.36 When asked to state whether funds/grants for TSP are released in time and if not, the remedial measures taken to ensure timely release of funds/grants to States/UTs, the Ministry of Tribal Affairs has stated that such funds are released by the Planning Commission to States as a part of their Annual Plan and that Planning Commission has to give the reply which they have not furnished.

3.37 On being asked about the efforts made by the Ministry to improve the situation during the 11th Plan period, the Committee have been informed that the overall outlay during the 11th Plan has been increased and this has also resulted in increased allocation to some of the programmes/schemes. The Planning Commission conducted the mid-term appraisal of the 11th Plan to facilitate corrective action in respect of schemes for STs, if needed.

**3.38 The Committee have been informed that the overall outlay during the 11th Plan has been increased resulting in increased allocation to some of the programmes/schemes. The Committee also noted that the Planning Commission conducted the mid-term appraisal of the 11th Plan and to facilitate corrective action in respect of schemes for STs, if needed. The Committee, therefore, desire that the Planning Commission should apprise them of the outcome of the mid-term appraisal of the 11th Plan where corrective actions were taken in respect to schemes of tribals.**

**3.39 It has been stated that non-utilisation/under-utilisation of funds are generally attributed to the field level difficulties faced by the States in implementation of schemes/programmes during the time limit specified. However, it was also stated that the quality of scheme has not been found to be compromised due to this. Moreover, it was also informed that funds to States/UTs are released by the Planning Commission as a part of their Annual Plan. The Committee, therefore, recommend that to utilize funds provided for socio-economic development schemes/programmes for tribals under TSP in time, the State Governments have to be instructed to have proper delivery mechanism at the field level and also timely submission of Utilization Certificates of previously released funds for expeditious approval of fresh**

schemes/programmes. The Committee also recommend that due to time limit/constraints faced by the State Governments, the Planning Commission should also release Annual Plan funds to States at the very beginning of the Financial Year.

#### **E. Funds made available through Institutional Finances**

3.40 The Committee have been informed that TSP is also financed through Institutional finances.

3.41 The funding through Institutional Finance means funding done by the institutions of the Government and voluntary organisations, and this is distinct from the funding done by the Centre/State Government directly for the TSP areas. Institutions under the Ministry are National Scheduled Tribe Finance & development Corporation (NSTFDC) and Tribal Cooperative Marketing Development Federation of India Ltd. (TRIFED). Similarly, there are Corporations/Cooperative institutions of the State Governments. These institutions provide institutional finance according to their respective policy/schemes which inter-alia aim at economic upliftment of STs. The details of funds made available to States/UTs and beneficiaries assisted during the period from 2004-05 to 2008-09 by NSTFDC are at **Appendix - VI**.

**3.42 It has been noted that from the details of funds made available to States/UTs and beneficiaries assisted during the period 2004-05 to 2008-09 by National Scheduled Tribes Finances and Development Corporation (NSTFDC) States like Assam, Arunachal Pradesh, Bihar and Manipur have not been mentioned nor their details furnished. The Committee may be apprised of the reasons as to why details of funds disbursed to these States have not been mentioned.**

3.43 The Committee learnt that most of the State Governments are implementing socio-economic development programmes through the National Scheduled Tribes Finances and Development Corporation (NSTFDC), TRIFED and Corporations/Cooperative institutions of the State Government itself. The Committee opine that these institutions can play a vital role in poverty eradication and socio-economic development of tribals through entrepreneurship/skill development of ST beneficiaries. The Committee feel that these institutions can also play immense role in socio-economic development of tribals. The Committee, therefore, recommend that to ensure that these institutions have an impact in entrepreneurship, skill and overall economic upliftment in the lives of the tribals, they should be strengthened in terms financial, human resource management and widening of coverage of ST beneficiaries.

## CHAPTER IV EVALUATION STUDIES

### A. Evaluation Studies by Planning Commission

4.1 The Committee have been informed that Planning Commission had sponsored 3 evaluation studies as under:

(i).	Evaluation Study of the Integrated Tribal Development Projects.	Programme Evaluation Organisation, Planning Commission, 1997
(ii).	Evaluation study of livelihood options: Assets creation out of Special Component Plan and Tribal Sub Plan schemes and programmes and its impact among SCs and STs in the States of Bihar, Chattisgarh, Gujarat, Orissa, Punjab, Haryana and TN.	Socio-Economic and Educational Development Society (SEEDS), New Delhi. 2007
(iii).	Special Central Assistance to Scheduled Castes & Scheduled Tribes in Andhra Pradesh, Maharashtra, Odisha & Tamil Nadu	Sri Venkateswara University, Tirupati. 2007.

#### (i) Evaluation Study by Programme Evaluation Organisation (PEO), Planning Commission, 1997

4.2 At the instance of Ministry of Welfare, Government of India, the Programme Evaluation Organisation, Planning Commission undertook evaluation study of the ITDPs to assess the effectiveness and performance of planning and impact the programmes have on the Scheduled Tribes. The study was carried out in seven states of Andhra Pradesh, Bihar, Gujarat, Madhya Pradesh, Maharashtra, Odisha and Rajasthan which constitute the Central Tribal Belt (CTB).

4.3 In order to examine the relevance and priorities of various programmes/schemes being implemented under the ITDPs, what is important is to ascertain if the programmes were formulated in accordance with the needs of the people. As most of the Tribal people are dependent on agriculture and allied activities, schemes relating to agriculture and irrigation sectors are very much relevant for the development of tribal people. However, in the states of Gujarat and Maharashtra, agriculture was not the main occupation of a large section the tribals and therefore, the study suggested to prioritized non-agricultural sectors.

4.4 The findings of the study identified that the relative deprivation of the Tribals in the areas of education and health, as reflected in the enrolment, literacy and infant mortality rates, was very high. The supply of quality teaching materials was not sufficiently available in the tribal areas. In the health, services sector, except in Bihar and Odisha, the utilization rates of public health services was low.

4.5 The study revealed that except in the state of Andhra Pradesh and Maharashtra the ITDP Project Officers/Administrators did not have the necessary financial and administrative authority to be effective. Many ITDPs also did not have adequate staff for effective implementation of schemes being implemented under Tribal Sub-Plan which adversely affected the development of Scheduled Tribes. In spite of Land Alienation Act under implementation, land alienation in Tribal areas continued which was a serious problem. The Public Distribution System was very poor in the Tribal areas. However, a large proportion of tribal families felt that they are better off now in terms of possession of productive and utility assets and access to food, clothing, transport facilities, electricity and physical and social infrastructure than they were ten years ago.

**(ii) Evaluation Study by Socio-Economic and Educational Development Society (SEEDS)**

4.6 The Committee have been informed that evaluation study conducted by Socio-Economic and Educational Development Society (SEEDS), New Delhi on livelihood options: Assets creation out of Special Component Plan and Tribal Sub Plan schemes and programmes and its impact among SCs and STs in the States of Bihar, Chattisgarh, Gujarat, Odisha, Punjab, Haryana and Tamil Nadu has come out with the details of the organizational structure, planning, outlays, expenditure of different schemes and their physical coverage in different States. Some of the issues highlighted in the report are : (i) The States are not following all the guidelines issued by the Ministry of Social Justice and Empowerment, Ministry of Tribal Affairs and Planning Commission in the implementation of the SCP, TSP, SCA to SCP, SCA to TSP and grants under Article 275(1) of the Constitution, (ii) The State governments are adopting different mechanisms in the implementation of SCP and TSP strategies, (iii) All the States have created separate budget heads/sub heads for SCP and TSP recently for making the funds non-divertible. Few States like Tamil Nadu, Odisha, Gujarat, Chhattisgarh, Punjab have declared the SC and ST welfare departments as nodal departments for coordination but, real planning and financial powers are still vested with the Planning and Finance departments, (iv) Except a few States like Tamil Nadu, Gujarat other States are not fixing realistic physical targets for the SCP and TSP schemes/programmes. The States are not preparing bench mark surveys, perspective plans, vision document for long term goals, outcomes of the schemes/programmes.

4.7 The allocation of funds towards SCP and TSP are not as per the population proportion of SCs and STs in the States except in a few States. The State governments are allocating SCP and TSP from the divisible and indivisible sectors and major funds to the tune of 60% to 65% are being allocated from the indivisible sectors. Some States like Gujarat have adopted 'Gujarat Model of TSP development' with components of 'Nucleus Budget', 'Decentralised Planning'. Similarly, Tamil Nadu is adopting the 'divisible' 'non-divisible' sectoral funds in their SCP and TSP outlays. SCP implementation is basically through Rural Development (IRDP Department) and there is no synergy of inter-sectoral or cluster approach in the poverty alleviation programmes for the welfare and development of SCs in the States. The direct benefits accruing to SCs and STs are through the educational and economic oriented programmes being undertaken by the social welfare and tribal welfare departments and State SC/ST finance & development corporations and the physical coverage of SC and ST

beneficiaries through other sectoral programmes is very less. SCA to SCP, SCA to TSP and grants under Article 275(1) of the Constitution are not released in time by the Central Government at the beginning of the financial year directly to the Social Welfare and Tribal Welfare departments and the bottlenecks and procedural delays are resulting in non-utilisation of funds in Punjab, Bihar and Chhattisgarh States. Only a few States like Tamil Nadu, Odisha and Gujarat are showing the Central Sector, Centrally Sponsored Schemes separately in their SCP and TSP outlays, expenditure and physical coverage.

4.8 The selection of beneficiaries and the accessibility of the various schemes of SCP and TSP indicate that, the schemes being covered depend on the sectoral programme guidelines and the involvement of local bodies and Panchayats have little role. The awareness about the schemes is not available to all eligible SCs and STs and all the schemes have not been availed by them. Majority of the schemes being accessed by the SC and ST beneficiaries are welfare programmes (old age/widow/disabled pension, marriage subsidy), housing scheme, scholarships, hostels and rural development and poverty alleviation programmes. Agriculture, irrigation and income generating schemes have been availed by a very small proportion of the SC and ST beneficiaries. The impact indicate a great disparity in literacy, education, occupation, housing, assets ownership and the availability of basic amenities in terms of drinking water, drainage, electricity in the rural areas with the general population. The beneficiaries have expressed their difficulties in availing of loans, accessing the benefits and the rampant corruption at various levels.

4.9 The evaluation study points out that though SC and ST population proportionate funds are not being allocated by the States/UTs and Central Ministries/Departments but still huge amount were utilized for their welfare and development. However, even these funds have not been utilized in a systematic way as every SC BPL household will get about Rs.1,04,700 and Rs.1,23,200 per ST BPL household for their socio-economic development to cross the poverty line during the last 10 years alone. In spite of this expenditure, the primary and secondary data of socio-economic development indicators of SCs, STs and general population in the selected States point out great disparities between them. The evaluation study has suggested about 15 broad suggestions like Perspective Planning for SCs and STs development in every State, Allocation of proper resources, Decentralised and integrated Planning and functional autonomy, Effective Monitoring mechanism, Personnel posting in tribal/ scheduled areas and Scheduled Caste areas, Sources of SCP/TSP Funds need to be shown separately, Involvement of NGOs, Schemes/programmes funds to be realistic, Identification of proper beneficiaries, Involvement of local bodies, with emphasis on proper MIS system, following the guidelines laid down for implementation and effective planning and monitoring system in the States.

### **(iii) Evaluation Studies by Sri Venkateswara University, Tirupati, 2007**

4.10 The Planning Commission has also sponsored evaluation study on Special Central Assistance to Scheduled Castes and Scheduled Tribes in the States of Andhra Pradesh, Maharashtra, Odisha and Tamil Nadu through Sri Venkateswara University, Tirupati in 2007. However, they have informed that the report is yet to be submitted.



## **B. Action Taken by Government on basis of evaluation studies**

4.11 Asked about the action taken by the Government to set right the shortcomings as noted in the study conducted by the Programmes Evaluation Organisation (PEO), Planning Commission, the Committee have been informed that the findings and recommendations of the studies conducted by the PEO have been discussed in detail with the representatives of each State Government in the Working Group meetings held in the Planning Commission and State Governments were asked to implement the recommendations/suggestions of the study.

4.12 When asked whether suggestions/recommendations made by Socio-Economic and Educational Development Society (SEEDS) have been accepted by the Government; and if so, what action has been taken to implement these suggestions, the Planning Commission have informed that the Central Tripartite Committee reviewed the implementation of TSP and suggested to take appropriate action besides the Working Group also suggested corrective measures.

**4.13 The Committee have been informed that the Planning Commission had sponsored 3 evaluation studies on Integrated Tribal Development Projects (ITDPs); Assets creation out of Special Component Plan and Tribal Sub Plan schemes and programmes and its impact among SCs and STs; and Special Central Assistance to Scheduled Castes and Scheduled Tribes. The Committee note that though these evaluation studies were specific to some States like Andhra Pradesh, Bihar, Gujarat, Madhya Pradesh, Maharashtra, Odisha, Rajasthan, Chattisgarh, Punjab, Haryana and Tamil Nadu, the findings brought out by these studies were a true revelation on allocation of funds for TSP programmes/schemes, difficulties and lacunae in implementation of various tribals centric developmental schemes/programmes implemented by the Central Ministries/Departments and State Governments and its impact on the lives of tribals in the country. The Committee note that on the basis of studies made by Programmes Evaluation Organisation (PEO) of Planning Commission, detailed discussion were held with the representatives of the concerned State Governments during the Working Group meeting held in the Planning Commission. It was further stated that the State Governments were asked to implement the recommendations/suggestions of the study. The Committee would like to know the States who have implemented these recommendations/suggestions of the PEO. The Committee may also be apprised corrective action taken by the Central Tripartite Committee after review of the implementation of TSP and also corrective measures taken as suggested by the Working Group.**

**4.14 The Committee should also be apprised of the outcome of the evaluation studies on Special Central Assistance to Scheduled Castes and Scheduled Tribes carried out by Sri Venkateswara University, Tirupati in 2007 and also action taken on the basis of the findings of the studies and its impact on the implementation of TSP as on date.**

## **C. Studies in Ministry of Tribal Affairs**

4.15 The Committee have been informed that the Ministry of Tribal Affairs have also commissioned evaluation studies through the following:

- (a) Indian Institute of Public Administrations (IIPA), New Delhi and
- (b) Water and Power Consultancy Services Limited, New Delhi (WAPCOS).

### **(i) Study by IIPA**

The Committee have been informed that an evaluation study on "Adoption of Tribal Sub Plan Approach" in Madhya Pradesh, Maharashtra and Andhra Pradesh, was commissioned in the year 2004-05 through the Indian Institute of Public Administration, New Delhi. General assessment of the study indicates some improvement in literacy, drinking water availability, road connectivity and agricultural practices, employment opportunities and increase in income of tribals. But the report does not provide any data to support the assessment.

### **(ii) Study by WAPCOS**

The Committee have also been informed that as per the evaluation study on "Impact assessment and evaluation of outputs and outcomes of income generating programmes taken up under Special Central Assistance (SCA) to Tribal Sub-Plan (TSP), Quantification and compilation of outputs and outcomes of the projects sanctioned and Development of Management Information System (MIS)" in the States of Andhra Pradesh, Odisha, Jharkhand, Maharashtra, Chhattisgarh, Madhya Pradesh, Gujarat, Himachal Pradesh, three States (two of sixth schedule and one other) in the North-East and Karnataka" conducted by Water and Power Consultancy Services Ltd., New Delhi (WAPCOS), there is visible & perceptible change in the quality of lives wherever Tribal welfare schemes are being implemented. Also, aspirations and behavioral change have been noticed during the interaction with the tribal beneficiaries specially women folk. With regular income their standard of living has gone up and now almost all the eligible kids are going to schools. The tribals are getting full time and remunerable occupation of their liking round the year in the vicinities of their dwellings. This has checked the migration of tribals in search of the employment during the lean period.

## **D. Outcome of Studies**

4.16 When asked about the outcome of these studies, the Committee have been informed that the report of WAPCOS contained some encouraging findings on implementation of schemes undertaken under SCA to TSP. Since State-specific issues were there, copy has been sent to all the 12 States concerned in October 2009 for taking remedial action where applicable and inviting suggestions for better implementation of SCA to TSP. Responses are awaited.

4.17 The main observations of the report (Executive summary) of the IIPA have also been brought to the notice of all the 22 TSP States.

4.18 When further asked, whether the Ministry proposed to commission more studies in other TSP States, the Committee have been informed that the Ministry is proposing to undertake evaluation of some of the schemes of the Ministry.

**4.19 The Committee note that Water and Power Consultancy Services Limited (WAPCOS), New Delhi has come out with some encouraging findings on implementation of schemes undertaken under SCA to TSP. Since there were state-specific issue, the copy the evaluation study has been sent to all the 12 States concerned in October, 2009 for taking remedial action and inviting suggestions for better implementation of SCA to TSP for which the responses are awaited. The Committee desire that responses received from these State Governments should be made available to the Committee.**

**4.20 The Committee have been informed that the Ministry of Tribal Affairs has proposed to undertake evaluation of some of the schemes of the Ministry. The Committee also opine that more studies on TSP formulation, implementation and monitoring mechanism in all States should be carried out because only through these evaluation studies, assessment can be made about the true impact of the TSP on the lives of the tribals. The Committee appreciate these proposal of the Ministry and solicit the up-to-date progress made on the proposal.**

## CHAPTER V MISCELLANEOUS

### A. Improvement in the lives of STs

5.1 When asked to highlight improvement in the lives of the tribal communities after adoption of TSP strategy, it has been informed that TSP is a strategy for improving the socio-economic conditions of the tribals in various states and the onus is on the State Governments to work out measures for successful implementation of their schemes with a view to achieve the specified goals. This Ministry is not getting any such feedback on implementation of TSP and as such is not in a position to give any comments on the achievements without the assistance of State Governments.

5.2 It has also been stated that evaluation studies done from time to time indicate overall effects of certain schemes. But details of State-specific schemes are not maintained in the Ministry.

5.3 Asked to state the main areas of concern for which massive efforts are still needed to achieve the twin objectives of socio-economic development of STs and protection of tribal against exploitation, the Committee have been informed that raising the Human Development Index (HDI) of all the tribals in the country at least to that of rest of population is the primary objective. An in-depth study on HDI indices of tribals in various States is required to be done in association with the Planning Commission to gauge the area-wise measures to be taken in the country.

5.4 Asked to state whether any time period has been fixed by the Central Government to achieve the objective, the Committee have been informed that Scheduled Tribe populations in various States are at different level of development. No time period, therefore, can be indicated by the Ministry.

5.5 The Planning Commission have also informed that number of studies has been conducted to assess the improvement in the socio-economic condition of STs after initiation of TSP and changes have been reflected in the Five Year Plans and Annual Plans of the Planning Commission while formulating plans.

5.6 The Ministry of Tribal Affairs have also informed that as replied by the Planning Commission the introduction of TSP has improved the socio-economic conditions of the ST population in the States/UTs. There is improvement in the field of education, enrolment rates in Classes I-V, VI-VIII, IX-X, Higher education and reduction of dropout rates of ST students at elementary and secondary school level. Economic development programmes has resulted in the up-liftment of STs from Below the Poverty Line to a great extent.

5.7 The Planning Commission has also furnished details of progress of development of Scheduled Tribes on certain parameters after adoption of TSP at **Appendix VII**.

**5.8** Asked to highlight the improvement in the lives of tribals after adoption of TSP strategy, the Ministry of Tribal Affairs has not been able to comment on the achievements because details of State-specific schemes are not maintained in the Ministry. The Planning Commission has stated that number of studies has been conducted to assess the improvement in the socio-economic condition of STs after initiation of TSP and changes reflected in their lives have been reflected in the Five Year Plan and Annual Plans of the Planning Commission. The information on progress of development of STs furnished by the Planning Commission are only based on certain parameters. The Ministry has also stated that there is improvement in the field of education and upliftment of STs from Below the Poverty Line to a great extent. Moreover, the Committee have been informed that no time period can be fixed as target to achieve the objective of the TSP because tribals in various States are at different level of development. The Committee feel that even though TSP has been in force for almost four decades, no measure has been taken by the Government to make objective assessment of its achievements since its inception. Whatever, little information available are based on evaluation studies carried out from time to time in some States. It is a pity that no physical targets and the number of beneficiaries to be targeted has not been mentioned in every Five Year Plan and Annual Plans of the Planning Commission. More pathetic is that the Ministry of Tribal Affairs has not been in a position to comment on the achievements because it has not been getting feed back on implementation of TSP from State Governments. The Committee are of the view that there is little coordination between the Planning Commission, Central Ministry/Departments and State Governments as far as the achievements of the TSP are concerned. The Committee, therefore, recommend the Planning Commission and the Ministry of Tribal Affairs to instruct State Governments to set realistic targets for TSP programmes/schemes in every Annual Plan based on parameters like education status, enrolment, occupation, health indicators, per capita income, employment opportunities, access to basic amenities like drinking water, housing, electricity etc. so that the impact on the lives of tribals after adoption of various schemes/programmes under TSP can be easily assessed.

**5.9** The Committee point out that educational development is the pivot around which the socio-economic progress of SC and ST revolves. The Committee, therefore, feel that to bring the SC and ST educationally at par with other sections of the society, more and more students of these communities should be encouraged to take advantage of the schemes meant for higher education. The Committee, therefore, recommend that reimbursement of fee for higher education in self-financed private institutions should also be met from TSP fund with a view to accelerate the educational development of ST students.

**5.10** The Committee are of the opinion that only education can change the destiny of SCs and STs. The Committee feel that in view of high cost of quality education, the criterion of income limits put for the financial assistance, stipends/scholarships or for the grant of loans required for funding education of SC/ST students should be reviewed and enhanced accordingly. The Committee, therefore, recommend that the ceiling limits of income of parents of SCs and STs should be increased upto Rs.10 lakhs so that no SC or ST students, who is in

**need of finance for education, is left out due to lack of financial assistance. The Committee hope that these suggestions would be implemented in letter and spirit so that it will help to promote and increase the educational standards of SC/ST students.**

## **B. Projects for PTG.**

5.11 It has been stated that the TSP pays special attention for the welfare and development of Primitive Tribal and tribals with special problems. In the interest of the primitive tribals, special comprehensive developmental projects are to be prepared by the States.

5.12 When further asked by the Committee about these Special Comprehensive Developmental Projects (SCDP), the authority to approve these projects, details of these projects, the amount of funds released during the 10th Plan and the number of SCD projects which are under operation at present. The Committee were informed that there are no such projects viz. Special comprehensive Development Projects being implemented during the 10<sup>th</sup> Plan. During this Plan period, funds were released under the scheme of Development of PTGs, as per annual plans submitted by the States/UTs. These Plans were discussed and approved annually by a Selection Committee in the Ministry constituted for this purpose. The Selection Committee was also reviewing the programmes/activities sanctioned under the scheme in the previous years, including Utilization Certificates, etc. However, in order to specifically focus on areas of socio-economic progress of these Particularly Vulnerable Tribal Groups (earlier known as Primitive Tribal Groups) the State Governments were asked to undertake baseline/other surveys to prepare Comprehensive Conservation-cum-Development Plans for the PTGs in their respective States. These Plans were examined approved by an Expert Committee of the Ministry, headed by Secretary (Tribal Affairs) except the Plans of the States of Bihar and Manipur. The revised scheme, i.e. Scheme of Development of Particularly Vulnerable Tribal Groups (formerly known as the scheme of Development of Primitive Tribal Groups (PTGs)), aims at planning their socio-economic development in a holistic manner by adopting habitat development approach and intervening in all spheres of their social and economic life, so that the quality of life of PTGs is improved and a visible impact is made.

5.13 When asked about the number of tribal families benefitted by such projects and the actual number of families brought above the poverty line during the 10th Five Year Plan, the Committee have been informed that an evaluation study study was conducted by Indian Institute of Public Administration, New Delhi in the States of Odisha, Tamil Nadu, Jharkhand and Gujarat. The study has not brought out the number of PTG families brought above the poverty line during the Tenth Plan Period. However, the recommendations of the evaluation study were taken into account when the scheme was revised for implementation during the 11th Plan Period.

5.14 On being asked about the kind of welfare measures undertaken for tribals with special problems and details of tribals who have been benefitted by such welfare measures during the 10th Five Year Plan, the Committee have been informed that major activities undertaken during the 10th Plan under the scheme of Development of PTGs, include health care, education, drinking water, housing, sanitation, livelihood project etc. Besides these the Ministry introduced during the year 2003-04, Janashree

Beema Yojana of the Life Insurance Corporation of India to provide insurance cover to one earning member of each PTG family through the country.

5.15 A list of major activities funded during the 10th Plan, State-wise, is given at **Appendix VIII** and a list of PTGs covered by the schemes is also given at **Appendix IX**.

5.16 It has been observed that in order to specifically focus on areas of socio-economic progress of the Particularly Vulnerable Tribal Groups (PTGs) the State Governments have prepared Comprehensive-cum-Development Plans for the PTGs. These Plans were examined and approved by an Expert Committee of the Ministry headed by Secretary (Tribal Affairs) except the Plans of the States of Bihar and Manipur. The Committee desire to know as to why the Plans for the States of Bihar and Manipur were not approved by the Ministry of Tribal Affairs.

5.17 The Committee also note that scheme of Development of Particularly Vulnerable Tribal Groups formerly known as the Scheme of Development of Primitive Tribal Groups (PTGs) aims at planning their socio-economic development in a holistic manner by adopting habitat development approach and intervening in all spheres of their social and economic life so that the quality of life of PTGs is improved and a visible impact is made. The Committee are of the view that the Particularly Vulnerable Tribal Groups are leading an extremely precarious existence and some of them are on the verge of extinction. Any action plan or development programme to improve their condition of food security, health cover, education facilities etc. should be in tune with their socio-cultural conditions of such Groups and such plans/programmes for their development should be prepared on priority basis. The Committee, therefore, recommend that even though the Ministry of Tribal Affairs provided hundred percent funding, for any action plan aims at improving the socio-economic condition of the PTGs should be taken up in consultation with the State Governments and local population. The Committee also recommend that the Ministry of Tribal Affairs should ensure that the grants for PTGs are released to the concerned States on time so that maximum time is available to them to spend the money on the development of PTGs. The Committee further recommend that the Ministry of Tribal Affairs should ensure that once the funds are sanctioned, the same should be utilized and if remained unutilized, the reasons should be ascertained and accountability should be fixed for non-utilisation of these grants.

### **C. Development of Forest Villages**

5.18 The Committee have been informed that as per the Annual Report (2007-08) the Planning Commission had allocated Rs.450 crore to Ministry of Tribal Affairs for development of forest villages during the 10<sup>th</sup> Plan period and the Ministry started the programme for development of forest villages as an extension of the SCA to TSP.

5.19 On being asked about the amount allocated by the Planning Commission for the programme during 11th Plan period, it has been stated that out of the funds allocated under the head of Accounts of SCA to TSP, the Ministry earmarked Rs. 150 crore each during 2007-08 and 2008-09 and Rs.100 crore during 2009-10.

5.20 When further asked as to how the Ministry know that the funds released by them are properly utilized by States since the programme is essentially implemented by the Ministry of Environment and Forests and the State Governments are expected to frame proposals, monitoring, evaluation and reporting mechanisms, it has been stated that the

Ministry pursues with the State Governments for submission of Utilization Certificates in prescribed format giving undertaking that the funds have been utilized for the purpose for which they have been released. Progress reports are insisted upon to have an idea about the implementation done by the State Forest Departments.

5.21 The Committee have also been informed that to know the ground reality the Ministry had deputed officials for first hand information during the years 2006-07 and 2007-08 and the reports received were encouraging. Such visits were also the basis for the Ministry to take a considered view to extend the validity of the programme to 11th Plan and provide additional funding of Rs. 15 lakh per village to ensure that such villages were given sufficient funding to bring about adequate development, based on requirement projected by the State Governments.

#### **D. Setting up of Eklavya Model Residential Schools (EMRS)**

5.22 The Committee have also been informed that with the objective of providing quality education to the tribal students, it was decided in 1997-98 to utilize a part of funds under Article 275 of Constitution for setting up of 100 Model Residential Schools from Class VI to Class XII in different States and the Schools are to be operated in each State through an autonomous society formed for the purpose. As on date, 100 Schools have been sanctioned to 24 States and 73 are in operation.

5.23 A statement showing details of States where these schools are operating together with the amount earmarked and released during 10th Plan period and 11th Plan period is as under.

				Rs. in lakh
S.No.	State	No. of EMRS sanctioned	No. of EMRS reported to be functional	Amount Released (Till 31.03.2007)
1.	Andhra Pradesh	8	8	3190.00
2.	Arunachal Pradesh	2	1	405.44
3.	Chhattisgarh	8	8	1400.00
4.	Gujarat	10	10	3660.00
5.	Himachal Pradesh	1	1	275.00
6.	Jammu & Kashmir	2	0	200.00
7.	Jharkhand	4	4	1000.00
8.	Karnataka	4	4	1480.00
9.	Kerala	2	2	790.00
10.	Madhya Pradesh	12	12	4160.00
11.	Maharashtra	4	4	1040.00
12.	Manipur	3	0	750.00
13.	Mizoram	1	1	260.00
14.	Nagaland	3	2	750.00
15.	Orissa	11	11	4060.00
16.	Rajasthan	9	7	2640.00
17.	Sikkim	2	2	350.00
18.	Tamil Nadu	2	2	720.00
19.	Tripura	3	3	865.00
20.	Uttar Pradesh	1	1	250.00
21.	Uttrakhand	1	0	250.00
22.	West Bengal	7	5	2250.00
	<b>Total</b>	<b>100</b>	<b>88</b>	<b>30745.44</b>



1. From the year 2007-08, the Ministry has discontinued earmarking funds for EMRS separately and funds required for EMRS are to be utilized by the States within the allocation of respective States out of grant under Article 275(1) of the Constitution.
2. Two Schools each allocated to Assam and Meghalaya (Total 4 EMRS) were withdrawn and re-allocated during 2007-08 to Rajasthan (2 Schools) and to Arunachal Pradesh and Orissa 1 school each and the amount adjusted against the allocation of Assam & Meghalaya. Also, Rs. 4 crore adjusted against the allocation of Jharkhand.

5.24 When asked the reason as to why all the sanctioned schools have not yet been in operation, it has been informed that out of the 100 sanctioned, 88 are now reported functional. Some of the schools could not be made functional by the States due to non-availability of land, quality teachers etc. Funds allotted to some of these non-functional schools were withdrawn and re-allocated to other States like Rajasthan and Orissa, during 2008-2009. Ministry has revised the guidelines in December 2009 for setting up EMRS and more functional schools are being encouraged in better performing States.

**5.25 The Committee note that out of 100 sanctioned Eklavya Model Residential Schools (EMRS) during the 10th Plan and 11th Plan, only 88 schools have been reported functional. It was stated that some of the schools could not be made functional by States due to non-availability of land, quality teachers etc. It was also informed that funds allotted to some of these non-functional schools were withdrawn and re-allocated to other States during the year 2008-2009. The Committee may be apprised of the details of States and the number of non-functional schools from which the sanctioned funds have already withdrawn. The Committee also would like to know the reasons why EMRS sanctioned to the States of Jammu & Kashmir, Manipur and Uttarakhand were not made functional.**

#### **E. Non-Governmental Organisations (NGOs)**

5.26 The Committee have been informed that NGOs are being supported for supplementing the Government efforts for implementing various educational and economic development programmes specifically in the interior and unreached areas.

5.27 The Ministry of Tribal Affairs does not involve NGOs directly w.r.t implementation of TSP in States. Ministry has a separate Central Sector Scheme for funding NGOs.

5.28 Asked to state the criteria for NGOs to qualify for grant-in-aid from the Government, the Committee have been informed that besides fulfilling the eligibility conditions as prescribed in the scheme, the State Governments have to keep in view the criteria while selecting the voluntary organisation. The Ministry of Tribal Affairs considers only such proposals which have been recommended by the State Committee for supporting Voluntary Efforts, constituted in each State, subject to submission of all the requisite documents like audited accounts, Utilisation Certificates, etc.

5.29 When asked whether any set guidelines have been issued to State Governments to adhere to while choosing the NGOs for developmental programmes specifically in the interior and unreached areas, the Committee have been informed that the Ministry of Tribal Affairs had introduced decentralized procedure for receipt, identification, scrutiny and sanction of proposals from NGOs under the scheme of the Ministry (vide letter dated 2nd June, 2005). Under this procedure the State Governments have been

advised to keep in view that the State Governments should first identify the geographical pockets in far flung under served tribal areas along with services in such areas which are deficient such as education, health, drinking water, etc. The State Governments have also been advised to encourage NGOs to locate/undertake projects in such identified service deficient tribal areas generally having lower HDI and poor infrastructure to focus resources in most vulnerable and underserved areas. On the basis of feed back and inspection reports, after scrutiny the State Governments were advised to recommend only the most essential ones in order of priority for continuation. The State committee for Supporting Voluntary Efforts would get all the projects examined through field functionaries and determine their necessity in the thrust sectors identified by each State for NGOs intervention and then recommend all such cases in a prioritized manner alongwith inspection reports etc.

5.30 The Committee have also been informed that the grant-in-aid is given to Voluntary Organisations working for the welfare of STs, scheme of educational complex in low literacy pockets for development of women's literacy in tribal areas, vocational training centres in tribal areas, development of primitive tribal groups (NGO component)

5.31 The details of State wise funding under the above schemes during the Xth Plan are given at **Appendix X**.

5.32 On being asked whether the Ministry has any check and control to oversee that NGOs are actually working for the betterment of STs; if not how these NGOs are monitored and their works are evaluated, the Committee have been informed that all the schemes run by this Ministry through NGOs have in built in provision of mandatory annual monitoring, i.e. inspection of NGO run projects by District Collectors/authorities, without which the cases are not considered by the Ministry. The Ministry has categorised few well performing organisations/NGOs which have proven track record and long association with the cause of tribal welfare as established voluntary agencies (EVAs). In the case of these EVAs, only inspection of their projects is undertaken once in three years. In addition, action has already been initiated to conduct concurrent monitoring through independent agencies.

**5.33 The Committee are aware of the crucial role the Non-governmental Organisations (NGOs) play for the socio-economic development of STs in the country. They played a vital link between the Governments and the people especially those living in rural areas which are outside the reach of the Government machinery. The NGOs supported and supplemented the State administration in delivering welfare schemes, implementation of development programmes as well as assisting the ill equipped State machinery in monitoring of schemes/programmes relating to development of STs. The Committee, therefore, recommend that NGOs should be encouraged and financially supported by Central/State Governments to deliver the goods of developmental works/schemes/programmes to the poor tribals living in rural and interior areas of the country. The Committee also recommend that reputed and credible NGOs should be involved in Social Audit and effective monitoring of Government programmes. The Committee may also be apprised of the outcome of the action already initiated to conduct concurrent monitoring through independent agencies. The Committee hope that these steps will be implemented in letter and spirit so that these NGOs function effectively and become economically viable**

units. The Committee also recommend that proper monitoring of the NGOs should be maintained all the time to isolate those NGOs who are not performing and misutilising the aid.

New Delhi;  
26 November, 2012  
5 Agrahayana, 1934 (Saka)

**GOBINDA CHANDRA NASKAR**  
Chairman  
Committee on the Welfare  
of Scheduled Castes and  
Scheduled Tribes

## **MINUTES**

### **COMMITTEE ON THE WELFARE OF SCHEDULED CASTES AND SCHEDULED TRIBES (2009-2010)**

**(FIFTEENTH LOK SABHA)**

**NINTH SITTING  
(11.01.2010)**

The Committee sat from 1400 to 1530 hrs. in Committee Room 'D', Parliament House Annex, New Delhi.

#### **PRESENT**

**Shri Gobinda Chandra Naskar - Chairman**

#### **MEMBERS**

##### **Lok Sabha**

2. Shri M. Anandan
3. Shri Bhudeo Choudhary
4. Shri Eknath Mahadeo Gaikwad
5. Shri Kamal Kishor 'Commando'
6. Shri Bajju Ban Riyan
7. Shri Tufani Saroj
8. Shri Kodikkunnil Suresh

##### **Rajya Sabha**

9. Shri Krishan Lal Balmiki
10. Shri Mukut Mithi
11. Shri Praveen Rashtrapal
12. Shri Thomas Sangma
13. Shri Veer Singh
14. Ms. Sushila Tiriya
15. Shri Brij Bhushan Tiwari

**SECRETARIAT**

1. Dr. R.K. Chadha, Joint Secretary
2. Ms. J.C. Namchyö, Director
3. Smt. Maya Lingi, Deputy Secretary
4. Shri M.L.K. Raja, Under Secretary

2. At the outset the Chairman welcomed the representatives of the Ministry of Tribal Affairs and Planning Commission.

3. The Committee then took evidence of the representatives of the Ministry of Tribal Affairs and Planning Commission on the subject "Working of Tribal Sub-Plan (TSP)".

4. The Committee were not satisfied with the replies given by the representatives of the Ministry of Tribal Affairs and Planning Commission. Hence, the evidence was inconclusive.

(The witnesses then withdrew)

5. A verbatim record of the proceedings was kept.

**The Committee then adjourned with a vote of thanks to the Chair.**

**MINUTES**  
**COMMITTEE ON THE WELFARE OF SCHEDULED CASTES AND SCHEDULED**  
**TRIBES**  
**(2009-2010)**

**(FIFTEENTH LOK SABHA)**

**TWELFTH SITTING**  
**(09.02.2010)**

The Committee sat from 1500 to 1730 hrs. in Committee Room 'C', Parliament House Annexe, New Delhi.

**PRESENT**

**Shri Gobinda Chandra Naskar - Chairman**

**MEMBERS**

**Lok Sabha**

2. Shri M. Anandan
3. Shri Bhudeo Choudhary
4. Smt. Paramjit Kaur Gulshan
5. Shri Kamal Kishor 'Commando'
6. Shri Virendra Kumar
7. Dr. Chinta Mohan
8. Shri Sohan Potai
9. Shri Gajendra Singh Rajukhedi
10. Shri Ashok Kumar Rawat
11. Shri Bajju Ban Riyan
12. Shri Kodikkunnil Suresh
13. Shri Sajjan Singh Verma
14. Shri Bhausahab Rajaram Wakchaure

**Rajya Sabha**

15. Shri Mukut Mithi
16. Shri D. Raja
17. Shri Veer Singh
18. Ms. Sushila Tiriya
19. Miss Anusuiya Uikay

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## **SECRETARIAT**

1. Ms. J.C. Namchyo, Director
2. Smt. Maya Lingi, Deputy Secretary
3. Shri M.L.K. Raja, Under Secretary

## **WITNESSES**

### **REPRESENTATIVES OF THE MINISTRY TRIBAL AFFAIRS**

1. Shri G.B. Mukherji, Secretary
2. Shri Bachittar Singh, Joint Secretary
3. Smt. Ruchira Pant, Joint Secretary
4. Smt. Urvasi Sadhwani, Economic Advisor
5. Shri S.K. Gupta, D.D.G.
6. Shri A.K. Srivastava, Director
7. Shri J.K. Popli, Director

### **REPRESENTATIVES OF THE PLANNING COMMISSION**

1. Shri G.B. Panda, Adviser (SJ)
2. Dr. M.L. Mathur, Dy. Adviser (BC)
3. Shri C.A. Tirkey, Dy. Adviser (TSP)
4. Ms. R. Siddiqui, Dy. Adviser (SCSP)

### **REPRESENTATIVES OF THE OTHER MINISTRIES/ORGANISATION**

1. Shri Gur Saroop Sood, CMD  
(National Scheduled Tribes Finance and Development Corporation)
2. Shri S.S. Negi, Economic Advisor (M/o Rural Development)
3. Shri Dalip Kumar, DG of Forest (M/o Environment & Forests)

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2. At the outset the Chairman welcomed the representatives of the Ministry of Tribal Affairs, the Planning Commission, Ministry of Rural Development, Ministry of Environment & Forests and the National Scheduled Tribes Finance and Development Corporation (NSTFDC) to sitting of the Committee.
3. The Committee then took evidence of the representatives on the subject "Working of Tribal Sub-Plan (TSP)".
4. The Chairman directed the witnesses that the queries raised by the Committee during the sitting, replies to which were not readily available with them alongwith other information sought by the Committee may be furnished at the earliest to the Committee.
5. The witnesses then withdrew.
6. A verbatim record of the proceedings was kept.

**The Committee then adjourned.**



**APPENDIX XIII**  
**(Vide Para 4 of Introduction)**

**Summary of Conclusions/Recommendations contained in the Report**

Sl. No.	Para No.	Conclusions/Recommendations
1.	2.	3.
1.	2.4	<p>It has been stated that the Central Ministries/Departments are required to formulate and implement TSP for the welfare and development of STs in the country. However, the Planning Commission has informed that 17 Ministries viz. Labour, Department of Education, Science and Technology, Industry, Textiles, Petroleum and Natural Gas, Women and Child Development, Health and Family Welfare, Commerce, Rural Development, Non-conventional Energy, Agriculture and Co-operation, Food and Civil Supplies, Youth Affairs and Sports, Environment and Forest, Telecommunications and Information and Broadcasting are implementing TSP. The Committee are, however, surprised to note that a large number of Central Ministries/Departments are not implementing TSP which have been adopted by the Government of India since the 5th Five Year Plan as a strategy to bring about large scale development of tribals in the country. The Committee, therefore, desire to know the reasons for non-implementation of TSP by many Central Ministries/Departments. The Committee opine that it should be the bounden duty of the Planning Commission and Ministry of Tribal Affairs to ensure that all Central Ministries/Departments who have so far not implemented the TSP strategy should start implementing the same for the socio-economic development of STs in the country without any further delay.</p>
2.	2.9	<p>The Committee note that the 10th Five Year Plan envisaged economic empowerment of ST and one of the areas identified was agriculture sector. Operationalisation of the National Water Policy and improvement in the extension of irrigation facilities were listed as priority areas. During the 11th Five Year Plan, towards making the existing tribal livelihoods more productive, intensive efforts were made to expand the agriculture sector. To boost agriculture productivity, organic farming supported by irrigation facilities have been stepped up. Training centres were being established to impart skills for diverse occupations. However, when asked to state whether the Government based on the experience gained during the 10th Five Year Plan will be able to achieve the targets with the fund allocated for the schemes for STs under TSP during the 11th Five Year Plan, the Ministry of Tribal Affairs has stated that schemes under TSP vary from State to State and the Planning Commission lays down the broad contours for State specific strategy based on the</p>

		<p>allocation for a Plan period. However, the Planning Commission has not furnished the reply. The Committee are surprised by the lackadaisical attitude of the Planning Commission in furnishing replies to a query of the Parliamentary Committee. Nevertheless, the Committee desire that the Planning Commission should inform the Committee whether the desire targets have been achieved in the 11th Five Year Plan. Also the areas, if any, where the target could not be achieved at all or not fully achieved and the reasons therefor.</p>
3.	2.17	<p>The Committee note that the Planning Commission has issued comprehensive guidelines to the Central Ministries/Departments and State Governments regarding formulation, implementation and monitoring of TSP for STs with a view to ensure the success of TSP strategy adopted by the Government to bring about rapid socio-economic development of the marginalized STs in the country. However, the Committee is sad to note that most of the Central Ministries/Departments States/UTs have not followed the guidelines in letter and spirit. The Committee note that some of the Central Ministries/Departments have not earmarked funds as per guidelines. While some of the Ministries/Departments have merely indicated that their schemes/programmes are also benefiting STs in the country, some others have indicated they do not consider it feasible to earmark funds in proportion to the ST population of the country as the concept of TSP does not seem to fit in their schemes. The Committee also note that out of the 22 States/UTs under TSP, only 15 States have made adequate provision for TSP funds in the year 2008-09. The Committee feel that this utter disregard and non-compliance by most of the Central Ministries and States/UTs in implementing the extant guidelines is one reason for which TSP strategy is not able to achieve its objectives as originally envisaged. The Committee, therefore, feel that for the Planning Commission the buck does not stop after charting out guidelines for Central Ministries and States/UTs. It is the responsibility of the Planning Commission being the fund allocating Department to ensure that these guidelines are strictly adhered to by the Central Ministries/Departments and States/UTs. The Committee also note that to ensure strict compliance by the Central Ministries and States/UTs, the Planning Commission has also set up Central Tripartite Committee to review implementation of TSP by the Central Ministries and State Governments followed by written communications by the Secretary, Planning Commission to all Central Ministries/Departments and State/UT Governments to follow the guidelines. The Committee feel that this initiatives taken by the Planning Commission is</p>

		not enough to ensure strict compliance. The Committee, therefore, recommend that for strict compliance of the guidelines by the Central Ministries/Departments, the Planning Commission should earmark requisite fund (i.e. 8.2%) to the TSP in proportion to the ST population of the country as a pre-requisite for release of Plan funds to the Central Ministries/Departments.
4.	2.18	The Committee would also like to recommend that the Ministry should plan the financial and physical targets annually in line with the amount allocated by the Planning Commission for each Five Year Plan before the commencement of the ensuing year.
5.	2.19	The Committee also note that in October, 2009, the Ministry of Tribal Affairs had taken up the matter with the Central Ministries regarding earmarking of funds towards TSP during the 11th Plan period as per guidelines, however, the responses are still awaited. The Committee urge the Ministry of Tribal Affairs to apprise the Committee of the responses received from the Central Ministries.
6.	2.24	The Committee note that the States are to work out their own requirement in terms of activities suiting to the areas and the STs inhabiting the area. In reply to a query on participation of local people in TSP areas, it was also stated that State Governments are expected to formulate and implement schemes of TSP as per need felt by involving local ST population. The Guidelines also clearly stipulates involvement of elected members viz., MPs, MLAs, Panchayat members and other prominent leaders in the districts in monitoring of TSP. Thus it can be inferred that on papers or in rule book local ST populations as well as elected representatives should be involved in formulation, implementation and monitoring of TSP in States but in reality formulation of TSP has become a routine affair for Government planners, administrators and political leaders ever since its inception, devoid of local people participation as well as elected representatives of the people. The Committee opine that if the quality of lives of the marginalised tribals have to improve and if they are to be brought above poverty line and if basic livelihood resources are to be provided to them, the schemes/programmes formulated should specifically attend to the felt needs of the tribals. Moreover, involvement of local people and elected representatives, local bodies etc. at the grass root level will also help in proper identification of areas to be prioritized because the TSP mechanism aims at area specific development and special schemes for numerically small and economically and socially marginalized vulnerable groups. The

		Committee, therefore, recommend that to improve overall performance and quality in implementation of various programmes/schemes under TSP, the Government should engage elected representatives, local bodies, prominent individuals of the areas right from formulation, implementation and monitoring of the programmes/schemes under TSP.
7.	2.25	It has also been stated that the States of Assam, Chhattisgarh, Gujarat, Sikkim, Rajasthan, Tripura, West Bengal, Uttar Pradesh, Himachal Pradesh, Odisha, Andaman and Nicobar Islands and Daman and Diu have a modality in place regarding formulation and implementation of TSP. The Committee are surprised to note why other TSP implementing States/UTs have not indicated the modalities they followed in formulation and implementation of TSP in their respective States. The Committee, therefore, urge the Ministry of Tribal Affairs being the nodal Ministry for overall policy, planning and coordination of programmes for the Scheduled Tribes to ask the remaining States to furnish the requisite information and inform the Committee accordingly.
8.	2.26	The Committee note that as per the guidelines issued by the Planning Commission, the State Governments/UT Administrations are required to formulate and implement TSP as part of their Annual Plans. The Committee suggest that the personnel employed in the implementation and evaluation machinery of Central as well as State Governments should be more dedicated and better trained staff and their accountability should be fixed for their act of omission. The Ministry of Tribal Affairs as the nodal Ministry has to play a key role in this respect. The Committee are also of the opinion that the funds provided for SCs/STs under TSP schemes should not be diverted to other activities. The Committee further suggest that the action should be taken against the erring officials. Through this, the Government should gear up and streamline the existing implementing machinery at field level so that there is no laxity in this work.
9.	2.38	On the basis of data of percentage of Below Poverty Line (BPL) population furnished by States for the year 1993-94, 1999-2000 and 2004-2005, the Committee observe that there is a drastic change in percentage of below poverty line population of STs in Odisha and Himachal Pradesh. It has been informed that the Planning Commission has apprised the State Governments of Odisha and Himachal Pradesh for taking appropriate action to bring down poverty ratio among Scheduled Tribes. The Committee would like to be apprised of the steps taken by these two

		States to bring down the percentage of below poverty line of STs. The Committee may also be informed about the latest figures of BPL population of STs in the States/UTs implementing TSP.
10.	2.41	The Committee note that in the backdrop of unsatisfactory implementation of existing guidelines by the Central Ministries/Departments, the Planning Commission has set up a Task Force in June, 2010 to review the operational difficulties in implementing SCSP and TSP and to suggest necessary remedial measures through re-examining the existing guidelines and revising the same appropriately for their effective and meaningful implementation in future. Since the problem is more acute at the Central level, the Task Force in the first instance, has recommended that from the financial year 2011-12, substantial reforms be introduced in the SCSP/TSP system for Central Ministries/Departments which can be refined from the 12th Five Year Plan commencing in 2012-2013. The Committee observe that the new guidelines is the improvised versions of the previous guidelines and being in its initial stage of implementation, will be keenly watched by all concerned. The Committee may be apprised of compliance to these new guidelines by the Central Ministries/Departments in the financial years 2011-2012 and 2012-2013.
11.	2.42	The Committee note that one of the recommendations of the Task Force is categorization of Ministries according to their obligation to earmark their plan outlay/expenditure under TSP into four categories. The Committee further note that out of these four categories, those Ministries under Category I i.e. those Ministries/Departments which are engaged in regulatory functions, basic scientific research, addressing specific target groups other than SCs/STs, implementing large infrastructure projects whose benefits to SCs/STs may be difficult to quantify, or largely engaged in policy making and running Central organisations without any significant beneficiary orientation may not be obliged to earmark plan funds under TSP. However, they will be encouraged to formulate and implement schemes aimed at benefiting STs and ST concentration areas. The Committee opine that when in the first instance these Ministries are exempted from the obligation to earmark their plan outlay under TSP, how can it be ensured that through encouragement they will be duty bound to formulate and implement schemes aimed at benefiting ST and ST concentration areas. The Committee also could not understand the logic behind exempting these Ministries from their obligation to earmark funds for TSP. The Committee, feel that until and unless there is a

		<p>clause/condition that bound these Ministries to allocate certain amount of funds for the development of STs and ST areas, it is as good as these Ministries are completely free from their obligation to earmark their Plan outlay under TSP. The Committee, therefore, recommend that the Planning Commission should ensure that these Ministries are duty bound by certain measures to their commitment for the development of STs and ST concentration areas because it is the duty of every Central Ministry to contribute their mite for the socio-economic development of these neglected groups of the society.</p>
12.	2.43	<p>The Committee also note that one of the recommendations of the Task Force is the implementation of Non-lapsability feature i.e. TSP funds shown under Minor Head 796 of all Ministries, if remained unutilized at the end of the financial year may be transferred on the lines of the Non-lapsable Central Pool of Resources (NLCPR) for the North-Eastern Region, to pool to be named as Non-Lapsable Central Pool of TSP Funds (NLCPTF). The Committee further note that the new guidelines for Central Ministries/Departments to ensure effective implementation of TSP schemes by Central Ministries/Departments have to be approved by the Cabinet. However, action on recommendations of the Task Force except implementation of non-lapsability feature may be taken up right away, after approval by the Planning Commission. The Committee may be apprised whether the new guidelines have been approved by the Cabinet especially the non-lapsability feature and the action taken by the Central Ministries/Departments on the rest of the recommendations.</p>
13.	2.44	<p>In spite of various Constitutional safeguards and successive developmental planning launched since 1951 through the First Five Year Plan, the STs all over the country lagged behind the general population in various socio-economic indicators. The Committee suggest that TSP should have statutory backing to enable the nodal Ministry i.e., the Ministry of Tribal Affairs as well as other Central Ministries and State Governments/UTs to effectively implement various schemes under the TSP. The Committee, therefore, recommend that to bring about a balanced and equitable society for STs, various schemes under TSP should be discussed by the Cabinet and copies of the Cabinet note should be circulated to all the Central Ministries and State Governments/UTs for compliance.</p>
14.	2.50	<p>The guidelines prescribe for monitoring of various programmes/schemes under TSP by States through District level Committees and Block level Committees. The</p>

		<p>Committee are also informed that at the State level and field level, bodies like the Tribal Advisory Council, Projects Implementation Committees of ITDPs, Block/District level Committees and Panchayat Samitis monitor timely spending of funds and effective implementation of the schemes/programmes. However, only States like Andhra Pradesh, Tamil Nadu and Odisha followed the guidelines on monitoring whereas, the rest of the States/UTs are yet to fully comply with the guidelines. Moreover, as per evaluation studies carried out by Socio-Economic and Educational Development Society (SEEDS), monitoring mechanism at the State level is weak and there is no proper and regular monitoring mechanism for the overall TSP programmes/schemes at the State. The Committee, are of the view that unless the monitoring mechanism is activated and strengthened in all States, implementation of various development of programmes/schemes under TSP will not be meaningful and effective. The success of TSP will also largely depend on proper implementation of these programmes/schemes followed up with meticulous and vigilant monitoring. The Committee, therefore, recommend that the Ministry of Tribal Affairs should ensure that all States/UTs should set up strong monitoring Committees at District and Block level which should meet at least twice a year. The Committee, also recommend that every State should set up its own Social Audit Programme with the involvement of elected representatives, beneficiaries and reputed Voluntary Organisations/ Non-Government Organisations on the completed programmes/schemes.</p>
15.	2.54	<p>The Committee note that no manual incorporating all the guidelines issued by the government to facilitate implementation and monitoring of TSP has been prepared for use of field level officers. The Committee further note that the Ministry of Tribal Affairs has also not taken initiative to prepare manual for use of field officers as it felt that needs and requirements of STs vary from State to State and also within the State itself. The Committee were also informed that the State Governments need to strengthen their machinery to bring about effective implementation of programmes/schemes and thus they are expected to have their own manual for field officers. The Committee feel that this attitude of the Government is very insensitive and unbecoming of a nodal Ministry in-charge of the welfare of Scheduled Tribes. The Committee insist on the need to have manual for field level officers because with the aid of such manual, these officers who work in tribal areas which are mostly backward, remote and inaccessible may be able to perform their duties effectively and ensure that programmes/schemes are implemented as per guidelines. The Committee, therefore, recommend</p>

		that being the nodal Ministry and also financier of TSP, it would be appropriate on the part of the Ministry to instruct the State Governments to compile a Manual on the basis of various guidelines issued by the Planning Commission for use of field level officers. The Manual should be prepared in regional languages also so that the Field Officers can properly understand the guidelines and implement them effectively.
16.	2.57	The Committee note that a Special Unit for monitoring Scheduled Castes Sub Plan (SCSP) and Tribal Sub Plan (TSP) has been set up in the Planning Commission to review and monitoring of the Special Component Plan and Tribal Sub Plan. The Committee may be apprised of the functioning of this Special Unit in Planning Commission for reviewing and monitoring of the SCSP and TSP. The Committee are of the view, as much as practicable there should be separate unit for reviewing and monitoring of TSP and SCSP in the Planning Commission because in spite of some common problems shared by these two Plans, they have other different issues concerning them. The Committee, therefore, recommend that separate Unit for reviewing and monitoring of TSP and SCSP should be created in the Planning Commission with adequate staff support because monitoring by the Planning Commission is also as important as monitoring done by the State Governments.
17.	3.6	It has been noted that all the States have not earmarked funds in proportion to the percentage of ST population in their respective States as per guidelines issued by the Planning Commission. The Planning Commission laid down the guidelines as well as sanction the Annual Plan of States/Central Ministries but still the States have defaulted in not earmarking sufficient funds proportionate to the population of STs in the States. The Ministry of Tribal Affairs had taken up the matter with the Planning Commission in October, 2009 and the Ministry had also written separately to the States in January, 2010. The Committee seriously view that non-earmarking of funds for TSP and in some cases less utilization of funds earmarked for TSP is a big lapse on the part of the State Governments. The Committee feel that stringent action need to be taken against the erring States. The Committee, therefore, recommend that at the time of review meetings in the Planning Commission and at the time of sanction of Annual Plan of States, earmarking of funds for TSP by the States should be made a pre-condition for approval of their Annual Plans. The Committee should also be apprised of the outcome of the letter written to the States by the Ministry in January, 2010.



18.	3.7	<p>The Committee also note that in contravention of the guidelines, most of the Central Ministries/Departments have also not earmarked funds towards TSP during the 10th Plan just for the reason that their schemes/programmes are also benefitting STs in the country. The Committee are of the view that in the absence of the details of amount of funds spent on development of STs and the total number of ST beneficiaries it is very difficult to assess the benefit accruing to the STs under the schemes/programmes. The Committee recommend that every Central Ministry/Department should earmark funds towards TSP for the development of STs in the country. The Committee also recommend that funds to the Central Ministries/Departments should be released subject to the condition that the Ministry/Department earmark funds for TSP in proportion to the percentage of ST population. The Committee, further recommend that the Ministry of Tribal Affairs should also issue instructions to all the Ministries that they should compulsorily indicate in their Annual Reports the specific percentage of their Plan budget earmarked for TSP and the activities undertaken by them under TSP budget for tribal development in the country.</p>
19.	3.15	<p>The Committee note that 10% of the fund under SCA to TSP are earmarked for incentive grants to States who adopt the TSP approach in letter and spirit of the guidelines. But as per the data on incentive funds released to States during the years 2005-06, 2006-07, 2007-08 and 2008-09, States like Bihar, Goa, Jammu &amp; Kashmir, Karnataka, Maharashtra, Manipur, Rajasthan, Uttarakhand, Uttar Pradesh and West Bengal have not been released incentive funds during these years, which implies that these States have consistently not followed the guidelines on TSP. The Committee also note that the performance of the States is generally monitored through review meeting held with the Secretaries of the States twice in a year and also based on Utilization Certificates furnished by the States. The Committee would like to know why these States inspite of having continuously not followed the guidelines in letter and spirit have been provided funds under SCA to TSP. The Committee also would like to know whether the Ministry of Tribal Affairs have taken any corrective and stern measures against these States by withholding the funds allocated to these States.</p>
20.	3.16	<p>The Committee note that the ultimate objective of extending SCA to TSP is to boost the demand-based income-generation programmes so as to raise the economic and social status of tribals. The funds release</p>

		<p>under SCA to TSP are based on the population of STs in the States concerned and also not linked to the size of TSP of a State as this is an additional funding done by the Ministry to fill in critical gaps in family based employment-cum-income generation activities for BPL ST families in a State. The funds are allocated on annual basis by the Planning Commission and the allocation of funds to each State is made in accordance with the provision in the guidelines issued in this regard. The Committee opine that SCA to TSP being provided by the Ministry of Tribal Affairs to States/UT administrations as an additive to State Plan in areas where State Plan provision are not normally forthcoming to bring about a more rapid economic development of Tribals in States/UTs, the State Governments should fully utilized the funds for the purpose for which it was provided. The Committee also recommend that SCA to TSP should be provided to implementing Departments/agencies of the States/UTs at the very beginning of the financial year and also should ask the State Governments/UT Administration to utilize 100% by the end of the concerned financial year (i.e. the year in which the funds were provided).</p>
21.	3.30	<p>It has been observed that the Ministry of Tribal Affairs provide funds through Central Scheme – Grant under Article 275(1) of the Constitution of India. The objective of the scheme is promotion of the Welfare of Scheduled Tribes and upgradation of the levels of administration in Scheduled Areas. The funds are allocated annually based on the formula laid down in the guidelines for release of grants. On approval of the activities, funds are released to the States keeping in view the status of fund utilization and progress report on releases made previously. The Committee are of the view that since the grant-in-aid under Article 275(1) is for the welfare of tribals, the funds once released by the Ministry should not be allowed to lapse by any means nor should it be allowed to accumulate but the unspent amount should be spent on other tribal development programmes or other related projects relating to tribal welfare. The Committee, therefore, recommend that the Government should issue instructions to State Governments for timely utilization of the grants-in-aid under Article 275(1) and should also not allow diversion of these funds under any circumstances to any other schemes/programmes which are not connected with the tribal development.</p>
22.	3.31	<p>The Committee also recommend that the details of grants received under SCA to TSP and Article 275(1) of the Constitution and the expenditure by the State Governments on various schemes/programmes for socio-</p>

		economic development of Scheduled Tribes should also be maintained by the Ministry of Tribal Affairs. These details should also highlight in the report of the Governor which is annually submitted to the Central Government as per para 5(1) of the Fifth Schedule to the Constitution of India.
23.	3.38	The Committee have been informed that the overall outlay during the 11th Plan has been increased resulting in increased allocation to some of the programmes/schemes. The Committee also noted that the Planning Commission conducted the mid-term appraisal of the 11th Plan and to facilitate corrective action in respect of schemes for STs, if needed. The Committee, therefore, desire that the Planning Commission should apprise them of the outcome of the mid-term appraisal of the 11th Plan where corrective actions were taken in respect to schemes of tribals.
24.	3.39	It has been stated that non-utilisation/under-utilisation of funds are generally attributed to the field level difficulties faced by the States in implementation of schemes/programmes during the time limit specified. However, it was also stated that the quality of scheme has not been found to be compromised due to this. Moreover, it was also informed that funds to States/UTs are released by the Planning Commission as a part of their Annual Plan. The Committee, therefore, recommend that to utilize funds provided for socio-economic development schemes/programmes for tribals under TSP in time, the State Governments have to be instructed to have proper delivery mechanism at the field level and also timely submission of Utilization Certificates of previously released funds for expeditious approval of fresh schemes/programmes. The Committee also recommend that due to time limit/constraints faced by the State Governments, the Planning Commission should also release Annual Plan funds to States at the very beginning of the Financial Year.
25.	3.42	It has been noted that from the details of funds made available to States/UTs and beneficiaries assisted during the period 2004-05 to 2008-09 by National Scheduled Tribes Finances and Development Corporation (NSTFDC) States like Assam, Arunachal Pradesh, Bihar and Manipur have not been mentioned nor their details furnished. The Committee may be apprised of the reasons as to why details of funds disbursed to these States have not been mentioned.
26.	3.43	The Committee learnt that most of the State Governments are implementing socio-economic development programmes through the National Scheduled Tribes

		<p>Finances and Development Corporation (NSTFDC), TRIFED and Corporations/Cooperative institutions of the State Government itself. The Committee opine that these institutions can play a vital role in poverty eradication and socio-economic development of tribals through entrepreneurship/skill development of ST beneficiaries. The Committee feel that these institutions can also play immense role in socio-economic development of tribals. The Committee, therefore, recommend that to ensure that these institutions have an impact in entrepreneurship, skill and overall economic upliftment in the lives of the tribals, they should be strengthened in terms financial, human resource management and widening of coverage of ST beneficiaries.</p>
27.	4.13	<p>The Committee have been informed that the Planning Commission had sponsored 3 evaluation studies on Integrated Tribal Development Projects (ITDPs); Assets creation out of Special Component Plan and Tribal Sub Plan schemes and programmes and its impact among SCs and STs; and Special Central Assistance to Scheduled Castes and Scheduled Tribes. The Committee note that though these evaluation studies were specific to some States like Andhra Pradesh, Bihar, Gujarat, Madhya Pradesh, Maharashtra, Odisha, Rajasthan, Chattisgarh, Punjab, Haryana and Tamil Nadu, the findings brought out by these studies were a true revelation on allocation of funds for TSP programmes/schemes, difficulties and lacunae in implementation of various tribals centric developmental schemes/programmes implemented by the Central Ministries/Departments and State Governments and its impact on the lives of tribals in the country. The Committee note that on the basis of studies made by Programmes Evaluation Organisation (PEO) of Planning Commission, detailed discussion were held with the representatives of the concerned State Governments during the Working Group meeting held in the Planning Commission. It was further stated that the State Governments were asked to implement the recommendations/suggestions of the study. The Committee would like to know the States who have implemented these recommendations/suggestions of the PEO. The Committee may also be apprised corrective action taken by the Central Tripartite Committee after review of the implementation of TSP and also corrective measures taken as suggested by the Working Group.</p>
28.	4.14	<p>The Committee should also be apprised of the outcome of the evaluation studies on Special Central Assistance to Scheduled Castes and Scheduled Tribes carried out by Sri Venkateswara University, Tirupati in 2007 and also action</p>

		taken on the basis of the findings of the studies and its impact on the implementation of TSP as on date.
29.	4.19	The Committee note that Water and Power Consultancy Services Limited (WAPCOS), New Delhi has come out with some encouraging findings on implementation of schemes undertaken under SCA to TSP. Since there were state-specific issue, the copy the evaluation study has been sent to all the 12 States concerned in October, 2009 for taking remedial action and inviting suggestions for better implementation of SCA to TSP for which the responses are awaited. The Committee desire that responses received from these State Governments should be made available to the Committee.
30.	4.20	The Committee have been informed that the Ministry of Tribal Affairs has proposed to undertake evaluation of some of the schemes of the Ministry. The Committee also opine that more studies on TSP formulation, implementation and monitoring mechanism in all States should be carried out because only through these evaluation studies, assessment can be made about the true impact of the TSP on the lives of the tribals. The Committee appreciate these proposal of the Ministry and solicit the up-to-date progress made on the proposal.
31.	5.8	Asked to highlight the improvement in the lives of tribals after adoption of TSP strategy, the Ministry of Tribal Affairs has not been able to comment on the achievements because details of State-specific schemes are not maintained in the Ministry. The Planning Commission has stated that number of studies has been conducted to assess the improvement in the socio-economic condition of STs after initiation of TSP and changes reflected in their lives have been reflected in the Five Year Plan and Annual Plans of the Planning Commission. The information on progress of development of STs furnished by the Planning Commission are only based on certain parameters. The Ministry has also stated that there is improvement in the field of education and upliftment of STs from Below the Poverty Line to a great extent. Moreover, the Committee have been informed that no time period can be fixed as target to achieve the objective of the TSP because tribals in various States are at different level of development. The Committee feel that even though TSP has been in force for almost four decades, no measure has been taken by the Government to make objective assessment of its achievements since its inception. Whatever, little information available are based on evaluation studies carried out from time to time in some States. It is a pity that no physical targets and the number of beneficiaries to

		<p>be targeted has not been mentioned in every Five Year Plan and Annual Plans of the Planning Commission. More pathetic is that the Ministry of Tribal Affairs has not been in a position to comment on the achievements because it has not been getting feed back on implementation of TSP from State Governments. The Committee are of the view that there is little coordination between the Planning Commission, Central Ministry/Departments and State Governments as far as the achievements of the TSP are concerned. The Committee, therefore, recommend the Planning Commission and the Ministry of Tribal Affairs to instruct State Governments to set realistic targets for TSP programmes/schemes in every Annual Plan based on parameters like education status, enrolment, occupation, health indicators, per capita income, employment opportunities, access to basic amenities like drinking water, housing, electricity etc. so that the impact on the lives of tribals after adoption of various schemes/programmes under TSP can be easily assessed.</p>
32.	5.9	<p>The Committee point out that educational development is the pivot around which the socio-economic progress of SC and ST revolves. The Committee, therefore, feel that to bring the SC and ST educationally at par with other sections of the society, more and more students of these communities should be encouraged to take advantage of the schemes meant for higher education. The Committee, therefore, recommend that reimbursement of fee for higher education in self-financed private institutions should also be met from TSP fund with a view to accelerate the educational development of ST students.</p>
33.	5.10	<p>The Committee are of the opinion that only education can change the destiny of SCs and STs. The Committee feel that in view of high cost of quality education, the criterion of income limits put for the financial assistance, stipends/scholarships or for the grant of loans required for funding education of SC/ST students should be reviewed and enhanced accordingly. The Committee, therefore, recommend that the ceiling limits of income of parents of SCs and STs should be increased upto Rs.10 lakhs so that no SC or ST students, who is in need of finance for education, is left out due to lack of financial assistance. The Committee hope that these suggestions would be implemented in letter and spirit so that it will help to promote and increase the educational standards of SC/ST students.</p>
34.	5.16	<p>It has been observed that in order to specifically focus on areas of socio-economic progress of the Particularly Vulnerable Tribal Groups (PTGs) the State Governments</p>

		<p>have prepared Comprehensive-cum-Development Plans for the PTGs. These Plans were examined and approved by an Expert Committee of the Ministry headed by Secretary (Tribal Affairs) except the Plans of the States of Bihar and Manipur. The Committee desire to know as to why the Plans for the States of Bihar and Manipur were not approved by the Ministry of Tribal Affairs.</p>
35.	5.17	<p>The Committee also note that scheme of Development of Particularly Vulnerable Tribal Groups formerly known as the Scheme of Development of Primitive Tribal Groups (PTGs) aims at planning their socio-economic development in a holistic manner by adopting habitat development approach and intervening in all spheres of their social and economic life so that the quality of life of PTGs is improved and a visible impact is made. The Committee are of the view that the Particularly Vulnerable Tribal Groups are leading an extremely precarious existence and some of them are on the verge of extinction. Any action plan or development programme to improve their condition of food security, health cover, education facilities etc. should be in tune with their socio-cultural conditions of such Groups and such plans/programmes for their development should be prepared on priority basis. The Committee, therefore, recommend that even though the Ministry of Tribal Affairs provided hundred percent funding, for any action plan aims at improving the socio-economic condition of the PTGs should be taken up in consultation with the State Governments and local population. The Committee also recommend that the Ministry of Tribal Affairs should ensure that the grants for PTGs are released to the concerned States on time so that maximum time is available to them to spend the money on the development of PTGs. The Committee further recommend that the Ministry of Tribal Affairs should ensure that once the funds are sanctioned, the same should be utilized and if remained unutilized, the reasons should be ascertained and accountability should be fixed for non-utilisation of these grants.</p>
36.	5.25	<p>The Committee note that out of 100 sanctioned Eklavya Model Residential Schools (EMRS) during the 10th Plan and 11th Plan, only 88 schools have been reported functional. It was stated that some of the schools could not be made functional by States due to non-availability of land, quality teachers etc. It was also informed that funds allotted to some of these non-functional schools were withdrawn and re-allocated to other States during the year 2008-2009. The Committee may be apprised of the details of States and the number of non-functional schools from which the sanctioned funds have already withdrawn.</p>

		The Committee also would like to know the reasons why EMRS sanctioned to the States of Jammu & Kashmir, Manipur and Uttarakhand were not made functional.
37.	5.33	<p>The Committee are aware of the crucial role the Non-governmental Organisations (NGOs) play for the socio-economic development of STs in the country. They played a vital link between the Governments and the people especially those living in rural areas which are outside the reach of the Government machinery. The NGOs supported and supplemented the State administration in delivering welfare schemes, implementation of development programmes as well as assisting the ill equipped State machinery in monitoring of schemes/programmes relating to development of STs. The Committee, therefore, recommend that NGOs should be encouraged and financially supported by Central/State Governments to deliver the goods of developmental works/schemes/programmes to the poor tribals living in rural and interior areas of the country. The Committee also recommend that reputed and credible NGOs should be involved in Social Audit and effective monitoring of Government programmes. The Committee may also be apprised of the outcome of the action already initiated to conduct concurrent monitoring through independent agencies. The Committee hope that these steps will be implemented in letter and spirit so that these NGOs function effectively and become economically viable units. The Committee also recommend that proper monitoring of the NGOs should be maintained all the time to isolate those NGOs who are not performing and misutilising the aid.</p>