

**COMMITTEE ON THE WELFARE OF  
SCHEDULED CASTES AND  
SCHEDULED TRIBES  
(2018-2019)**

**(SIXTEENTH LOK SABHA)**

**TWENTY SIXTH REPORT**

**ON**

**MINISTRY OF TRIBAL AFFAIRS**

**Monitoring of Scheduled Tribes Sub Plan(STSP) now called as Scheduled Tribe Component (STC) by Ministry of Tribal Affairs and its implementation for development and welfare of Scheduled tribes.**

**Presented to Lok Sabha on 09.08.2018**

**Laid in Rajya Sabha on 09.08.2018**



**LOK SABHA SECRETARIAT  
NEW DELHI**

**9 August, 2018/ 18 Saravan, 1940 (Saka)**

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**COMPOSITION OF THE COMMITTEE ON THE WELFARE OF SCHEDULED  
CASTES AND SCHEDULED TRIBES (2017-2018)**

**Dr. Kirit P. Solanki - Chairperson**

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4. Shri Kanti Lal Bhuriya
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**SECRETARIAT**

- |    |                    |   |                            |
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| 1. | Shri N.C. Gupta    | - | Joint Secretary            |
| 2. | Shri D.R. Shekhar  | - | Director                   |
| 3. | Shri V. K. Shailon | - | Deputy Secretary           |
| 4. | Smt. Huma Iqbal    | - | Senior Committee Assistant |

## III

**INTRODUCTION**

I, the Chairperson, 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 Sixth Report (Sixteenth Lok Sabha) on the subject “ Monitoring of Scheduled Tribes Sub Plan(STSP) by Ministry of Tribal Affairs and its implementation for development and Welfare of Scheduled Tribes” pertaining to the Ministry of Tribal Affairs.

2. The Committee took evidence of the representatives of the Ministry of Tribal Affairs on 10.07.2018. The Committee wish to express their gratitude to the officers of the Ministry of Tribal Affairs for placing before the Committee the material and information the Committee required in connection with the examination of the subject.

3. The Report was considered and adopted by the Committee on 07<sup>th</sup> August, 2018.

**New Delhi;  
9 August, 2018  
18 Saravana, 1940(Saka)**

**DR. KIRIT P. SOLANKI  
Chairperson,  
Committee on the Welfare of  
Scheduled Castes and  
Scheduled Tribes**

## **REPORT**

### **INTRODUCTION**

#### **A. BACKGROUND NOTE**

1. The population of Scheduled Tribes (STs) in the country, as per Census 2011 is 10.45 crore. STs constitute 8.6 percent of the country's total population. Tribal development has been in the center stage of the Government since independence. There have been challenges in achieving desired pace of development among tribal people. This is mainly on account of their traditional life styles, remoteness of habitations, dispersed population and displacement. Tribal Sub Plan (TSP) (now called Scheduled Tribe Component) Strategy was adopted in 5<sup>th</sup> Five Year Plan (1974-75) for accelerated development of tribal people. It envisages channelizing the flow of outlays & benefits from all sectors of development to ST population. TSP funds are dedicated source of fund for tribal development. STC is a multi-pronged strategy which includes support for education, health, sanitation, water supply, livelihood etc. Major part of infrastructure development in tribal dominated areas and provision of basic amenities to tribal people in the country is carried out through various schemes / programmes of concerned Central Ministries and the State Governments concerned, while the Ministry of Tribal Affairs provides additive to these initiatives by way of plugging gaps

#### **B Norms for Earmarking of funds as Scheduled Tribe Component(STC) by Central Ministries / Departments**

2 Earmarking of funds under erstwhile Tribal Sub-Plan(TSP) (now called as STC) were done by the concerned Ministries / Departments against their Plan allocation under the broad strategies of Tribal Sub-Plan (TSP) as per the criteria recommended by the Task Force, 2010 constituted by the erstwhile Planning Commission under the Chairmanship of Dr. Narendra Jadhav. The Task Force had recommended for differential earmarking i.e. earmarking at different rates by a total of 28 Ministries / Departments and only against their plan outlay as at **Annexure 1**. After merger of Plan and Non-Plan, Ministry of Finance revised percentage for earmarking of STC funds for the Central Ministries / Department in the month of December 2016 and included two new Central Ministries i.e. Ministry of Skill Development and Entrepreneurship and Ministry of Development of North Eastern Region (DONER) as at **Annexure 2**. The matter of earmarking of funds has further

been deliberated upon by the NITI Aayog and Ministry of Finance and the allocation percentages for different Ministries / Departments have been revisited as at **Annexure 3**. Some of the new Ministries / Departments have been included in the STC ambit i.e. Department of Animal Husbandary, Dairying and Fisheries, Department of Commerce, Department of Consumer Affairs, Ministry of Food Processing Industries, Ministry of Power, Department of Fertilizer, Ministry of Petroleum and Natural Gas, Department of Pharmaceuticals and Ministry of Urban Affairs.

3. Erstwhile Planning Commission has revised Guidelines for implementation of TSP by States / UTs on 18th June 2014. The Guidelines, inter alia, reiterate the resolve of the Government for allocation of funds under TSP out of total Plan Outlays not less than the population proportion of STs in State as per 2011 Census. The Guidelines further stipulates for non-diversion of funds meant for tribal areas and comprehensive monitoring framework with well-defined indicators, covering provisioning, service delivery standards as well as outcomes. As per the provisions of TSP Guidelines, funds shall be earmarked / allocated to the TSP subject to the following conditions:

- i. The expenditure under TSP is meant only for filling the development deficit, as an additional financial support, over and above the normal provisions which should be available to STs, like others, in various schemes, including in flagship programmes.
- ii. The funds under TSP are earmarked from the total plan outlays (not excluding the investments under externally aided Projects-EAPs and any other scheme), not less than the population proportion of STs in State as per 2011 Census and in tune with problem share of the ST population.
- iii. The funds should be earmarked well in advance, at least six months, prior to commencement of the financial year. The size of the TSP fund thus earmarked shall be communicated to all departments for commencing process of preparation of TSP of each department.
- iv. There shall not be any notional allocations, that don't have flows/schemes directly benefiting STs.
- v. Special attention shall be paid to allocate more funds to STs residing in the Scheduled Areas.

- vi. Due to physical remoteness and difficult terrain of tribal habitations, financial norms may need to be higher in tribal areas as compared to general areas. This should be ensured so that service standards in ST areas are not compromised. Every State/UT shall undertake skill mapping and allocate funds under TSP for skill development of tribal youth and set targets in the light of the monitorable targets under poverty and employment in the 12th Five Year Plan. The target under 12th Five Year Plan is to generate 50 million new work opportunities through skill development.
- vii. The synergy of inter-sectoral programmes and an integrated approach/convergence with other schemes / programmes are ensured for efficient utilization of resources.
- viii. The departments, in consultation with Nodal Department, shall prepare the TSP to promote equity in development among various social groups within STs.
- ix. To ensure non-divertibility, funds under TSP shall be earmarked under a separate Minor Head below the functional major Head/Sub-Major Heads

### C. Funds under TSP

4. Funds under STC / TSS for the last four years is as below:

(Rs. in Crore)				
STC component	2014-15	2015-16	2016-17	2017-18
Central Ministries / Departments	16111	15628	19873	25,999
State Component	83,167	96,369	111435	139290
Funds under MoTA	3850	4550	4799	5293
<b>Total:</b>	<b>103,128</b>	<b>116,547</b>	<b>136,107</b>	<b>170,582</b>

Major chunk of funds for tribal development under TSS(Tribal sub Scheme) falls under State TSS. In 2017-18, out of total TSS funds of Rs.170,582 crore, about 15.2% was with the Central Ministries, 81.6% was with the states, and only 3.2 % was with the Ministry of Tribal Affairs .As per Budget 2018-19, there are 37 Central Ministries and Departments having STC funds catering to specific tribal development in various sectors through 299 different schemes, as reflected in the Statement 10B

of the Expenditure Profile of the Budget. The allocation for the welfare of Scheduled Tribes across all Ministries has witnessed an increase from Rs. 24,005.00 crore in the financial year 2016-17 to Rs. 31,920.00 crore in the financial year 2017-18 and Rs. 39134.73 crore in 2018-19. Statement showing BE, RE and Actual of TSP/STC by Central Ministries / Departments during 2015-16 to 2018-19 is at **Annexure 4**. Statement showing percentage of TSP/STC allocation by Central Ministries / Departments during 2016-17 to 2018-19 is at **Annexure 5**. A statement showing allocation of funds by the States during 2016-17 and 2017-18 is at **Annexure 6**.

#### D. Assessment of STC / TSS funds

##### 5. STC/TSS allocations by Central Ministries / Departments:

Year	Total Plan Allocation of STC Ministries / Department	Allocation	Expenditure	% Expenditure w.r.t. TSS/ STC Allocation	% STC Allocation w.r.t. total plan / scheme allocation of STC Ministries / Department
2014-15 (Actual)	236508.72	19961.29	19436.85	97.37	8.4
2015-16 (Actual)	275174.59	20177.62	20024.66	99.24	7.3
2016-17 (Actual)	380035.71	24671.58	20956.40	84.94	6.5
2017-18 (RE)	443406.47	31292.20	30020.25	95.94	7.1
2018-19 (BE)	511402.18	37802.94	8479.55*	22.43	7.4

##### TSP allocations by State Government:

Year	Total State Plan / Scheme Outlay	TSP Allocation	% TSP Allocation	TSP Expenditure	% Expenditure w.r.t. Total State Plan	% Expenditure w.r.t. total TSP
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					<b>Outlay</b>	<b>Allocation</b>
2014-15	804040.04	83167.17	10.34	63305.95	7.87	76.12
2015-16	920960.84	96369.02	10.46	74050.15	8.04	76.84
2016-17	1040788.12	111434.73	10.70	89145.25	8.57	80.00
2017-18*	1195320.02	139290.44	11.65	82034.52	6.86	58.89

**\* Provisional figures**

6. It has been observed that several Central Ministries / Departments are not adhering to prescribed percentage of STC allocation as per earmarking percentage prescribed by Department of Economic Affairs:

<b>S.No.</b>	<b>Ministry / Department</b>	<b>TSP earmarking obligation (%)</b>	<b>TSP Allocation (%) (2017-18)</b>
1.	M/o Rural Development	17.50	5.45
2.	M/o Coal	8.60	5.31
3.	D/o Agriculture Cooperation & Farmers' Welfare	8.60	7.81
4.	D/o Food & Public Distribution	4.30	0.00
5.	D/o Health & Family Welfare	8.60	7.73
6.	D/o Land Resources	10.00	9.60
7.	D/o Telecommunication	4.30	0.17
8.	M/o Housing & Urban Poverty Alleviation	4.30	0.40
9.	M/o Labour & Employment	8.60	8.31
10.	M/o Micro, Small and Medium Enterprises	8.60	7.28
11.	M/o Road Transport & Highways	4.30	0.95
12.	M/o Panchayati Raj	8.60	8.20

13.	M/o Skill Development & Entrepreneurship	8.60	7.59
14.	M/o Textiles	8.60	1.00
15.	M/o Tourism	4.30	2.62
16.	M/o Water Resources, River Development and Ganga Rejuvenation	8.60	0.73
17.	M/o Women and Child Development	8.60	6.78
18.	M/o Environment Forest and Climate Change	8.60	0.33
19.	M/o New and Renewable Energy	8.60	1.85

In so far as the State Governments are concerned, most of the States are allocating TSS funds as per prescribed norms. The States of Assam, Uttar Pradesh, Manipur and Jammu & Kashmir are not reporting TSS allocation despite persuasion.

#### **E. Performance Audit of TSP**

7. A performance audit of the TSP was taken up by the C&AG in 2015. Two major sectors i.e. Education and Health were taken up for auditing. TSP performance of Ministry of Human Resource Development (MHRD), Ministry of Health & Family Welfare (MoH&FW) and Ministry of AYUSH were examined by the Audit with regard to overall supervision and implementation of TSP. The period of coverage was 2010-2011 to 2013-2014. The broad findings of audit were as follows:

- (i) TSP funds are being diverted and spent for minority institutions.
- (ii) TSP funds are spent for ineligible States e.g. Punjab, Haryana etc., North eastern States not covered under TSP.
- (iii) Line Ministries are not having dedicated TSP Unit. (MoTA has requested that the names of nodal officer / staff be communicated to Audit and MoTA)
- (iv) Funds are released at the fagend of year.

- (v) Utilization Certificates from State Governments are not obtained as per head-wise releases. As a result the actual utilization of funds under TSP remains unascertainable.
- (vi) There are deficiencies in the financial management of TSP funds in the selected schemes in the States such as non-maintenance of separate account of TSP fund, short / delay in release by Central Government / State Government, non / under utilization of TSP funds etc.
- (vii) Ministry of Tribal Affairs (MoTA) was not involved in the process of finalization of Annual Plan of the Central Ministries / Departments. (MoTA did not have the mandate and wherewithal for this. None of the Ministries submitted such Plan to MoTA)
- (viii) Planning for implementation of schemes was deficient as the plans are formulated without specific consideration of tribal beneficiaries.
- (ix) There is no provision for non-lapsable Pool for TSP funds. (This is under consideration of NITI Aayog)
- (x) Unsatisfactory monitoring at Central level (Such mandate is now being given to MoTA)

#### **F. Assessment of working of TSS – Other issues/ challenges**

8.

- (i) There are sometimes delays in submission of Utilization Certificates (UC) by States.
- (ii) Sometimes, there is delay in release of funds by States.
- (iii) Within each State, different Departments handle TSS funds.

Thus bringing synergy and effecting convergence in planning and allocation of funds has remained a challenge.

- (i) Utilisation of TSS funds is limited to allocation and expenditure. There is need for outcome based initiatives based on gap identification.
- (ii) Inadequate administrative and financial powers with the Tribal Welfare Departments in the States. However, in some States like HP, the Tribal Welfare Department is adequately empowered. Further, two States, Andhra Pradesh and Karnataka have enacted laws for TSP thus making it statutory.

#### **G. Performance Audit of TSP**

- A performance audit of the TSP was taken up by the C&AG in 2015.

- Two major sectors i.e. Education and Health were taken up for auditing.
- TSP performance of Ministry of Human Resource Development (MHRD), Ministry of Health & Family Welfare (MoH&FW) and Ministry of AYUSH were examined by the Audit with regard to overall supervision and implementation of TSP.
- The period of coverage was 2010-2011 to 2013-2014.

9. Assessment of working of TSS – Other issues/ challenges

(i) There are sometimes delays in submission of Utilization Certificates (UC) by States.

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(iii) Utilisation of TSS funds is limited to allocation and expenditure. There is need for outcome based initiatives based on gap identification.

(iv) Inadequate administrative and financial powers with the Tribal Welfare Departments in the States. However, in some States like HP, the Tribal Welfare Department is adequately empowered. Further, two States, Andhra Pradesh and Karnataka have enacted laws for TSP thus making it statutory.

10. Allocation of Business rules (ABR) has now been amended in January, 2017 whereby Ministry of Tribal Affairs (MoTA) has been given mandate for monitoring of STC funds of Central Ministries based on the framework and mechanism designed by NITI Aayog. An online monitoring system has been put in place with web address <http://stcmis.gov.in>. The framework envisages monitoring of allocations for welfare of STs under the schemes, monitoring of expenditure vis-a- vis allocations, monitoring of physical performance and outcome monitoring. A customized proforma has been introduced in the MIS to capture location of the ongoing projects and beneficiary details. Further, nodal officer has been nominated in the line Ministries / Departments for coordination and monitoring. Ministry / Department-wise performance shall be reviewed on a half yearly basis jointly by MoTA and NITI Aayog.

11. MoTA and NITI Aayog have been holding periodic meetings with Central Ministries / Departments having STC funds. Meetings in MoTA held on 04.08.2017 and 13.04.2018 and 25.06.2018 wherein the allocation and expenditure of STC ministries / departments for the years 2017-18 were reviewed by the Secretary and other officers of MoTA. It was reiterated that the allocation percentage prescribed by DEA may be adhered to. It was also asked to share the physical progress of work sanctioned out of STC funds including location of the projects and beneficiary details. NITI Aayog held meetings on 25.10.2017 and 12.04.2018. The review meeting dated 12.04.2018 was held under the Chairmanship of CEO, NITI Aayog on subject – „Inter-Ministry Consultation on Budgeting for Critical Vulnerable Groups i.e. SCs, STs, Children and Gender in the Union Budget 2018-19“ on where following major points have emerged:

- (i) The Central Ministries / Departments should release earmarked funds to implementing States/UTs and agencies separately for SCs, STs, Women, Children and general, so that they can deliver benefits to the specific target group.
- (ii) The Central Ministries / Departments should ensure that the implementing States/UTs / agencies spend the earmarked allocations exclusively for the targeted groups and provide beneficiary data to the Central Ministries / Departments.
- (iii) The Central Ministries / Departments may allocate more funds for schemes / programmes which provide direct and quantifiable benefits to SCs, STs, Women and Children rather than uniform distribution of funds for schemes which do not provide direct benefits.
- (iv) The Central Ministries / Departments may formulate innovative and exclusive international schemes in case the existing schemes of their Ministries / Departments are unable to deliver direct and quantifiable benefits to SCs, STs, Women and Children.
- (v) The Nodal Ministries i.e. Ministry of Social Justice as Empowerment for SCs, Ministry of Tribal Affairs for STs and Ministry of Women and Child Development for Women and Children should play an active role in establishing convergence and addressing constraints faced by the line Ministries in delivering the benefits to SCs, STs, Women and Children.
- (v) Ministry of Science and Technology or any other Ministry Department counting salary component as component for critical vulnerable groups should

discontinue the same and formulate schemes for skill training, fellowships, scholarship, besides schemes for livelihood opportunities wherever feasible etc.

12. The matter allocation of funds as STC by the Central Ministries / Departments was further deliberated upon in a meeting taken by Department of Economic Affairs on 13.06.2018 wherein issue of less allocation by the Central Ministries / Departments as STC with respect to prescribed norms was flagged by M/o Tribal Affairs. It has been decided that Ministries / Departments shall adhere to the percentage stipulated for earmarking funds for ST. Ministry of Tribal Affairs has been constantly addressing to State Government for compliance to the provisions of TSP Guidelines issued by erstwhile Planning Commission dated 18.06.2014 including (i) High Level Committee to monitor TSS (ii) Check on deviation from Guidelines in regard to TSS allocation and expenditure (iii) of conduct of social audit through Gram Sabha etc. In turn, all the States except Kerala and Manipur has constituted Executive Committee under Chief Secretary for formulation, implementation and monitoring of TSS funds.

13. Mechanism of Project Appraisal Committee has been introduced by MoTA in 2014 for appraisal and approval of projects of State Governments under Special Central Assistance to Tribal Sub-Scheme (SCA to TSS) and Article 275(1) Grants. The Committee is headed by Secretary (Tribal Affairs) with representatives of State Governments, Financial Advisor, Planning Commission, etc. This has helped in ensuring consultation with the States, convergence of various schemes of the Ministry, transparency in the process of appraisal and fund releases and ensuring optimal utilization of limited financial resources. While appraising the proposals of State Governments under the Schemes under SCA to TSS, review of TSP allocation and expenditure made by the State Government is also done.

14. Further, following steps are taken by the Ministry to monitor the performance of the schemes / programmes of MoTA:

- (i) During the Project Appraisal Committee (PAC) meetings, States are advised to implement the schemes efficiently for upliftment of the STs.
- (ii) Progress reports regarding the status of implementation of schemes are obtained from State Governments.
- (iii) Utilization Certificates are insisted upon as a pre-requisite for further release of funds as per the norms of GFR.

(iv) Officers while visiting States / UTs also ascertain the progress of implementation of various schemes / programmes of the Ministry of Tribal Affairs.

(vi) Meetings / Conferences are convened at the Central level with State Officials for ensuring timely submission of proposals, speeding up of implementation of the schemes / programmes, and reviewing the physical and financial progress.

15 Within each State, different Departments handle TSS funds. Thus bringing synergy and effecting convergence in planning and allocation of funds has remained a challenge. Utilisation of TSS funds is limited to allocation and expenditure. There is need for outcome based initiatives based on gap identification. Inadequate administrative and financial powers with the Tribal Welfare Departments in the States. However, in some States like HP, the Tribal Welfare Department is adequately empowered. Further, two States, Andhra Pradesh and Karnataka have enacted laws for TSP thus making it statutory. Moreover, with the consistent persuasion from MoTA, now all the TSS States except Manipur and Kerala has constituted Executive Committee under Chief Secretary for formulation, implementation and monitoring of TSS funds. With constant monitoring, it is expected that quantum of utilization of funds under TSS will improve.

16. Mechanism of Project Appraisal Committee has been introduced by MoTA in 2014 for appraisal and approval of projects of State Governments under Special Central Assistance to Tribal Sub-Scheme (SCA to TSS) and Article 275(1) Grants. The Committee is headed by Secretary (Tribal Affairs) with representatives of State Governments, Financial Advisor, Planning Commission, etc. This has helped in ensuring consultation with the States, convergence of various schemes of the Ministry, transparency in the process of appraisal and fund releases and ensuring optimal utilization of limited financial resources. While appraising the proposals of State Governments under the Schemes under SCA to TSS, review of TSP allocation and expenditure made by the State Government is also done. From the year 2018-19, it has been decided to hold mid-term review the progress of implementation of projects for development of tribals. About 20% of the funds under MoTA's Scheme Special Central Assistance to Tribal Sub-Scheme (SCA to TSS) will be released based on the progress made by the State Government. Further, MoTA has nominated nodal officers for different States and has constituted team of officers for physical verification of villages to ascertain the progress of implementation of various

schemes / programmes for tribal development. It is expected that these interventions will boost the implementation process and utilization of funds.

17. The extant Guidelines for utilization of TSS funds by the States provides for conducting social audit through Gram Sabha. MoTA has been constantly pursuing with the State Governments for adhering to this provision. During the years 2017 & 2018, about 21 correspondences have been address to the States in this regard. As per available information, several States have started conducting social audit through Gram Sabha.



## **CHAPTER-II**

### **RECOMMENDATIONS/OBSERVATIONS**

1. The Committee note that NITI Aayog and Ministry of Finance has issued comprehensive guidelines to the Central Ministries/Departments and State Governments regarding formulation ,implementation and monitoring of Scheduled Tribe Component (STC)(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 and States/UTs have not followed the guidelines in letter and spirit. The Committee note that most of the Central Ministries have not earmarked allocation of funds according to guidelines. The earmarked funds are much less than the stipulated allocation of fund.e.g. Ministry of Rural Development has earmarked only 5.45% for TSP whereas the TSP earmarking for this Ministry is 17.5%. 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 feel that M/o Finance. NITI Aayog and M/o Tribal affairs should be more persuasive with other Ministries in this regard and ensure that these Ministries earmark the funds stipulated for TSP according to the allocation given to them.
2. 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. The state Governments are expected to formulate and implement schemes of TSP by involving elected Members like MPs, MLA,s Panchayat members and gram sabhas and other prominent leaders in the districts in monitoring of TSP. The Committee opine that if the quality of lives of the marginalized tribals has 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 should specifically attend to the felt needs of the tribals. Hence the Committee recommend that for success of TSP schemes, 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 prioritised because the TSP mechanism aims at area specific development and special schemes for numerically small and economically and socially marginalized vulnerable groups.

3. The Committee note that there are many states who despite the best efforts of NITI Aayog do not provide details regarding the percentage of allocated plan outlay for TSP schemes. Most of these states like Assam, Jammu and Kashmir , Manipur etc. are those states which have a sizeable ST population like Manipur which has around 35% ST population. The Committee feel that this blatant disregard by states is proof enough that they do not follow TSP schemes in letter and spirit and tend to either divert TSP funds or misuse it. The Committee takes a serious view on the issue that some states like Assam, Uttar Pradesh, Manipur, and Jammu and Kashmir are not reporting TSS allocation despite persuasion. For this purpose in national interest , Govt. must enact a law under Article 249 of the constitution to make it mandatory for all states to implement it. The Committee therefore, recommend that the Ministry should devise suitable mechanism for such erring states like direct funding so that all states follow in the footsteps of states like Andhra Pradesh and Karnataka who have made TSP statutory.
4. The Committee note that the state of Himachap Pradesh has a very strong Tribal Welfare department and hence schemes under TSP are very well implemented there. The Committee feel that this is one of the most basic requirement for successful implementation of TSP. A strong Tribal welfare department with sufficient power and branches throughout the state, well equipped and sufficient staff is very important key for implementation of TSP. Moreover, there should be accountability on part of officers of these departments and they should be held liable for any misappropriation of TSP funds. The Committee therefore recommend that since Ministry of Tribal Affairs has been given mandate for monitoring of TSP funds of Central Ministries , the Ministry should be persistent in insisting for a strong Tribal welfare department in each state especially in those states where there is substantial tribal population.
5. The Committee observe that implementation and transparent use of TSP funds is a serious concern for this flagship scheme. The Committee feel

that it's a positive step by all states except Kerala and Manipur wherein they have constituted a Executive Committee under Chief Secretary for formulation, implementation and monitoring of Tribal Sub Scheme(TSS) funds. But, mere formulation of this Committee will not serve the purpose. The Committee is pained by knowing that TSP funds are being diverted and spent for minority institutions or for ineligible states like Punjab, Haryana which are not covered under TSP. The committee are of the view that unless the monitoring mechanism is activated and strengthened under TSP will not be meaningful and effective . The success of TSP will also largely depend on proper implementation of these programmes followed up with meticulous and vigilant monitoring. The Committee therefore recommend that 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 organizations /non governmental organizations on the completed programmes/schemes.

6. The Committee is of the view that there should be a 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 financier of TSP, it would be appropriate on the part of the Ministry to instruct the State Government s to compile a manual on the basis of various guidelines issued by the NITI Aayog 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.
7. The Committee are aware of the crucial role the Non-Governmental Organisations(NGO) play for the socio –economic development of STs in the country. NGOs support and supplement the state administration in delivering welfare schemes for STs. The Committee, therefore recommend that NGOs should be encouraged and financially supported

by Central/State Governments under TSP Schemes to deliver them to poor tribals living in remote areas of the country. The Committee also recommend that proper monitoring of NGOs should be maintained all the time to isolate those NGOs who are not performing and misutilising the aid.

8. The Committee takes a serious view of the findings of the report of performance audit of TSP by C&AG in 2015 which states that TSP funds are mostly released at the end of the year and state governments hardly release utilization certificates for funds making it very difficult to ascertain the actual funds that have been utilized under TSP. The committee opine that this is gross laxity on part of Central Ministries and states and it will certainly harm the overall performance of TSP. Hence, Ministry of Tribal Affairs and NITI Aayog must nip this problem in the bud by taking some concrete steps so that grants for TSP reach their claimants on time.
9. The Committee feel that Mechanism of Project Appraisal Committee (PAC) which has been introduced by M/o Tribal affairs is a welcome step for approval and appraisal of projects of State Government under Special Central Assistance to Tribal Sub-Scheme. The Committee which is headed by Secretary(Tribal Affairs) with representatives of State Governments, Financial Advisor(NITI Aayog) is a powerful body which can bring convergence of various schemes of Centre and State and also ensure optimal utilization of limited financial resources. The Committee therefore recommend that PAC be made a strong body who can oversee the effective implementation of TSP Schemes and make this project successful. The Committee also recommend that representative of Finance Ministry may also be included in this Committee so that it can become more effective body.
10. The Committee note that there is no provision for non-lapsable Pool for TSP funds. This issue is under the consideration of NITI Aayog and the Committee feel that it's a very important issue. Most of the unutilized funds under TSP are either diverted to other schemes or get lapsed staying unutilized. A non lapsable pool of fund will ensure that funds are not diverted and they can be utilized in the next financial year. The Committee therefore, recommend that a decision in this regard be taken at the

earliest by NITI Aayog so that funds for TSP reach the real beneficiaries and are not misutilised.

11. India is a diverse country with people residing in remote areas having diverse cultures and beliefs. The Committee recommend that PAC should formulate schemes under TSP which are based on the needs of tribal people according to the habitation and culture they live in. Any scheme which is against their established life style or belief will not be beneficial to them as they will not avail its benefits. Tribals particularly the primitive vulnerable groups need to be slowly and delicately given the opportunity to rise above their poverty and lifestyle and accrue the benefits of this modern world. The Committee recommend that all schemes under TSP should be sensitive towards the culture and beliefs of Tribal People. Hence, if need arises the Ministry should also involve academics who are proficient in the lives of tribal people during formulation of schemes and programmes. This will ensure that the schemes are need based and will target particular groups efficiently.

**New Delhi;**  
**9 August, 2018**  
**18 Sravana, 1940(Saka)**

**DR. KIRIT P. SOLANKI**  
**Chairperson,**  
**Committee on the Welfare of**  
**Scheduled Castes and**  
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