

**COMMITTEE ON THE WELFARE OF  
SCHEDULED CASTES AND  
SCHEDULED TRIBES  
(2014-2015)**

**(SIXTEENTH LOK SABHA)**

**SECOND REPORT**

**ON**

**MINISTRY OF TRIBAL AFFAIRS**

**Action taken by the Government on the recommendations contained in the  
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)".**

***Presented to Lok Sabha on 23.12.2014***

***Laid in Rajya Sabha on 23.12.2014***



**LOK SABHA SECRETARIAT  
NEW DELHI**

December, 2014/      Agrahayana, 1936 (Saka)

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**COMPOSITION OF THE COMMITTEE ON THE WELFARE OF SCHEDULED  
CASTES AND SCHEDULED TRIBES (2014-2015)**

**Shri Faggan Singh Kulaste - Chairman**

**MEMBERS - LOK SABHA**

2. Dr. Ravindra Babu
3. Shri Santokh Singh Chaudhary
4. Shri R. Dhruvanarayana
5. Shri Ramesh Jigajinagi
6. Shri Rattan Lal Katariya
7. Shri Ramashankar Kathiria
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10. Smt. Pratima Mondal
11. Shri Kariya Munda
12. Shri Ram Chandra Paswan
13. Smt. Kamla Patle
14. Dr. Kirit Solanki
15. Shri Kadiyam Srihari
16. Shri Ajay Tamta
17. Shri Krupal Balaji Tumane
18. Dr. P. Venugopal
19. Shri Bhanu Pratap Singh Verma
20. Shri Chintaman Navsha Wanaga

**MEMBERS – RAJYA SABHA**

21. Shri Ramdas Athawale
22. Shri D. Raja
23. Shri Ambeth Rajan
24. Dr. Vijaylaxmi Sadho
25. Dr. Anil Kumar Sahani
26. Shri Nand Kumar Sai
27. Shri J.D.Seelam
28. Smt. Wansuk Syiem
29. Shri S. Thangavelu
30. Mahant Shambhuprasadji Tundiya

## 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 Second Report (Sixteenth Lok Sabha) on Action Taken by Government on the recommendations/observations contained in the Twenty Fifth Report (Fifteenth Lok Sabha) of the Committee on the subject "Working of Tribal Sub Plan (TSP)" of the Ministry of Tribal Affairs.

2. The Draft Report was considered and adopted by the Committee at their sitting held on 17 December, 2014 (Appendix – I)

3. The Report has been divided into the following Chapters:-

- I. Report.
- II. Recommendations/Observations which have been accepted by the Government.
- III. Recommendations/Observations which the Committee do not desire to pursue in view of replies of the Government.
- IV. Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee and which require reiteration.
- V. Recommendations/Observations in respect of which final replies of the Government have not been received.

4. An analysis of Action Taken by Government on the recommendations/observations contained in the Twenty Fifth Report (Fifteenth Lok Sabha) of the Committee is given at Appendix – II.

New Delhi;  
December, 2014  

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Agrahayana, 1936(Saka)

**(FAGGAN SINGH KULASTE)**  
Chairperson  
Committee on the Welfare of  
Scheduled Castes and  
Scheduled Tribes

## CHAPTER – I

### REPORT

This Report of the Committee on the Welfare of Scheduled Castes and Scheduled Tribes deals with the action taken by the Government on the Recommendations/Observation of the Committee contained in its Twenty-Fifth Report (Fifteenth Lok Sabha) on "Working of Tribal Sub Plan (TSP)" pertaining to the Ministry of Tribal Affairs.

1.2 The Twenty-Fifth Report was presented to Lok Sabha on 26 November, 2012 and laid on the Table of the Rajya Sabha on the same day. It contained 37 Recommendations/Observations

1.3. Action taken Notes of the Recommendations/Observations contained in the Report have been received and categorised as under:-

- (i) Recommendations/Observations which have been accepted by the Government (Sl. Nos. 1, 3, 4, 5, 8, 14, 16, 18, 21, 22, 23, 25, 26, 27, 29, 34, 35 and 36).

Total: 18  
Chapter II

- (ii) Recommendations/Observations which the Committee does not desire to pursue in view of the replies received from the Government (Sl. Nos. 2, 6, 7, 9, 10, 11, 12, 17, 19, 24, 30, 31, 32 and 37).

Total: 14  
Chapter III

- (iii) Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee and which require reiteration (Sl. Nos. 13, 15, 20 and 33).

Total: 4  
Chapter IV

- (iv) Recommendations/Observations in respect of which final replies of the Government have not been received (Sl. Nos. 28).

Total: 1  
Chapter V

1.4 The Committee trusts that utmost importance would be given to the implementation of the Recommendations/Observations accepted by the Government. In cases, where it is not possible for the Department to implement the Recommendations in letter and spirit for any reason, the matter should be reported to the Committee with reasons for non-implementation. The Committee further desires that Action Taken Notes on the Recommendations/Observations contained in Chapter-I and final Action Taken Notes on the recommendations contained in Chapter-V of this Report should be furnished at an early date.

1.5 The Committee will now deal with the Action Taken by the Government on some of its recommendations which need reiteration or comments.

#### **Recommendation (Sl. No. 1, Para No. 2.4)**

1.6 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 5<sup>th</sup> 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 Ministry/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.

#### **Action Taken by the Government**

1.7 The Planning Commission set up a Task Force under the Chairmanship of Dr. Narendra Jadhav, Member, Planning Commission in June, 2010 to review the operational difficulties in implementation of Scheduled Caste Sub- Plan (SCSP) & Tribal Sub-Plan (TSP) at the level of Central Ministries/ Departments and States / Union Territories. The first recommendations / report identified the Central Ministries / Departments in terms of their obligation to earmark allocation in proportion to the population of Scheduled Castes and Scheduled Tribes into four categories : I) No Obligation; II) below and upto 7.5 % for STs; III) Earmarking of outlays between 7.5%-8.2 % for STs; IV) Earmarking more than 8.2% for STs.

1.8 Ministries/Departments which are engaged in regulatory functions, basic scientific research, addressing specific target groups other than STs, implementing large infrastructure projects whose benefits to STs may be difficult to quantify or largely engaged in policy making and running central organisations without any significant beneficiary orientation were not obligated to earmark funds under TSP, but are encouraged to formulate and implement schemes aimed at benefiting STs and STs concentration areas. Ministries/Departments falling under those categories were also requested to allocate funds on voluntarily basis. However, at the time recommending the percentages the said Committee observed that quantification of flow of their benefits to SCs and STs is difficult and more importantly, the equalisation objective of the SCSP and TSP strategy, as stated by the Hon'ble Prime Minister in his address in the 51<sup>st</sup> NDC Meeting would imply that unless a scheme can be seen as directly contributing to that objective, expenditure on it may not be classified under SCSP and TSP.

1.9 The status of earmarking funds in the 2011-12 and 2012-13 is given in **Annexure-I**. The efforts made in pursuance of the Task Force recommendations have finally brought about some visible changes in the formulation and implementation of SCSP and TSP as may be seen in improvement in the earmarking of funds. Evidently, for the first time in 2011-12, 25 and 28 Central Ministries and Departments have categorically earmarked funds under SCSP and TSP, respectively. Having made a beginning in the Annual Plan 2011-12, there is a need to further consolidate and improve upon the implementation of SCSP and TSP across sectors, ensuring not only optimal earmarking of funds under SCSP/ TSP as per the guidelines, but also utilising the same in achieving the outcomes in measurable terms. The Ministry of Tribal Affairs took up the matter at the level of Secretary as recently as in February, 2013 with Ministry of Human Resource Development (Deptt. of School Education and Literacy), Rural Development, Health and Family Welfare, Drinking Water and Sanitation, Power, New and Renewable Energy and Culture drawing those Central Ministries' attention to development deficits confronting tribal population. Simultaneously, Planning Commission was also requested that in keeping with commitment of the 12<sup>th</sup> Plan to help bridge the deficits, appropriate assistance from Planning Commission while reviewing sectoral plan may also be provided apart from a key role in the coordination committee meeting as discussed in the following lines. Issues to redress such deficits were taken up in the Coordination Committee Meeting held in February, 2013 under the Chairpersonship of Hon'ble Minister of Tribal Affairs. The Coordination Committee which was set up in April, 2011 to oversee the progress /status of the schemes/programmes being implemented for development of STs and to identify the critical gap for taking suitable action apart from considering the recommendations of the Standing Committee of Social Justice and Empowerment contained in the Fifth Report on Demands for Grants (2010-11), has representation from Ministry of Human Resource Development (Deptt. of School Education and Literacy), Rural Development, Health and Family Welfare, Drinking Water and Sanitation and Power including Planning Commission, being the major line Ministries and the nodal agency for TSP.

1.10 Based on the experience of implementing the TSP by the Central Ministries/ Departments, the guidelines issued by the Planning Commission require relook to remove any shortcomings, so as to ensure that at least 8.2 per cent of the Central Plan outlay is earmarked under the Schemes/ Programmes that benefit the ST communities demonstratively.

1.11 An Inter-ministerial Committee constituted by Planning Commission in January, 2013 has already started deliberating on the issue and the first meeting of the Committee was held on 5.3.2013. The discussion focused *inter-alia* on the need to review the categorization of the Ministries/Departments as recommended by the Task Force under Dr. Narendra Jadhav, Member, Planning Commission and whether it requires any correction and modification in so far as earmarking of plan fund by Ministries/Departments are concerned and in particular, to review possibility of fund allocation by Central Ministries/Departments falling in the 'No Obligation' category as recommended by the Task Force. One of the decisions taken in the meeting was that the Planning Commission would review 70 Centrally Sponsored Schemes in 12<sup>th</sup> Plan to consider whether any component of their plan allocation should be earmarked under SCSP/TSP, if not already done.

### **Comments of the Committee**

1.12 The Committee note that based on the recommendation of the Task Force the Planning Commission constituted an Inter-ministerial committee in January, 2013 to review the categorization of the Ministries/Departments as well as to find out whether it requires any correction and modification in so far as earmarking of Plan fund by Ministries/Departments are concerned and in particular, to review possibility of fund allocation by the Central Ministries/Departments falling in the "No Obligation" category as recommended by the Task Force. The Committee further note that one of the decision taken in the first meeting of an Inter-ministerial Committee held on 5.3.2013, was that the Planning Commission would review 70 Centrally Sponsored Schemes in 12th Plan to consider whether any component of their plan allocation should be earmarked under SCSP/TSP if not already done. The Committee would like to be informed of the follow up action on the decision taken by this Inter-ministerial Committee regarding review of the centrally sponsored schemes under 12th Plan.

### **Recommendation (Sl. No. 9, Para No. 2.38)**

1.13 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.

### **Action Taken by the Government**

1.14 The Government of Himachal Pradesh has stated that the selection of eligible household in the BPL list is done as per guidelines issued by the Government of India, Ministry for Rural Development time to time. No separate targets are fixed for selection of SC/ST families in the BPL list however the targets are fixed for selection of BPL families during 1994-95 was based on Annual income of the household. The households upto income of Rs. 11000/- were eligible to be identified in the BPL list. During 9<sup>th</sup> Five Year Plan ( 1997-98) the BPL Census was conducted on the basis of per Capita expenditure. The households having per capita expenditure upto Rs. 289.31 were identified in the BPL list. On the basis of per capita consumption, identification of households in the BPL list was done in the State.

1.15 The BPL Census for 10<sup>th</sup> Five Year Plan is based on normative approach for identification of the rural poor. It introduces a “ Score Based Ranking” on relative deprivation revaluated by certain socio- economic indicators. The survey of all rural households was carried out to secure information on a range on 13 indicators on each of which every household was ranked on a 0-4 scale. As per guidelines the numbers of BPL households in the State should not exceed the number of BPL households estimated by the Planning Commission for the year 1999-2000. As per poverty estimates of Planning Commission, the maximum ceiling of BPL households in the State is 2,82,370 households and accordingly the selection of households has been done through the Gram Sabhas on the basis of scores awarded to the households during BPL survey. In the above letter the figure of 14.90% ST families in the BPL list has been reflected during 2004-05 which is now 8.60% as per BPL Census for 10<sup>th</sup> Five Year Plan. The district-wise status of existing ST families in the BPL list is as under:-

S.N.	District	Total BPL Families	ST BPL families	%age
1	Bilaspur	17337	549	3.17
2	Chamba	46393	13555	29.22
3	Hamirpur	19514	172	0.88
4	Kangra	63250	4344	6.87
5	Kinnaur	2824	1397	49.47
6	Kullu	11267	146	1.29
7	Lahaul-Spiti	2400	2040	85
8	Mandi	41339	555	1.34
9	Shimla	31682	105	0.33
10	Sirmour	13695	231	1.69
11	Solan	17478	828	4.74
12	Una	15191	354	2.33
	Total	282370	24276	8.60

1.16 In spite of repeated persuasion Govt. of Odisha has not responded as yet. As soon as the reply is received, the same will be furnished for the Hon'ble Committee's perusal.

1.17 The latest figures of BPL population of STs in the States / UTs implementing TSP as provided by Planning Commission is given in **Annexure – IV(A)**.

#### **Comments of the Committee**

1.18 The Committee in the Original Report desired to be apprised of the steps taken by the State Governments of Odisha and Himachal Pradesh to bring down the percentage of below poverty line of STs and also to be informed of the latest figures of BPL population of STs in the States/UTs implementing TSP. However, the Committee note from the reply of the Ministry of Tribal Affairs that in spite of repeated persuasion by them, the Government of Odisha has not responded as yet. The Committee desire that the Ministry of Tribal Affairs should urge the State Government of Odisha to comply with the recommendation of the Committee and furnish the latest figures of BPL population of STs of the State for information of the Committee.

#### **Recommendation (Sl. No. 12, Para 2.43)**

1.19 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 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.

#### **Action Taken by the Government**

1.20 So far as this Ministry is concerned, based on the field inputs gathered as part of this exercise including Andhra Pradesh legislation on TSP and the recommendations of National Advisory Council , National Commission for the Scheduled Tribes and

Standing Committee of the Parliament on Welfare of SC/ST, and a series of discussions held, a comprehensive document has been prepared which articulates the new approach by the States/UTs for making a paradigm shift from the existing 'Post-facto accounting approach' lacking in necessary focus on special or specific planning to address the development needs of Sts to a 'pro-active planning approach' with an appropriate institutional and comprehensive monitoring framework aimed to bridge the development gap. The document outlines clear actionable points to be followed by the States which were not addressed in the guidelines on TSP issued by Planning Commission in 2005-06. The issue raised by the Hon'ble Committee was discussed at length and the points of discussions and key recommendations have been collated into a synthesis report which was circulated and discussed in the meeting with the State Principal Secretaries/Secretaries/Commissioner/Directors in-charge of the Tribal Welfare Departments held on 16<sup>th</sup>-17<sup>th</sup> May, 2013. The finally compiled synthesis report alongwith a draft revised guidelines on TSP and success stories from some States has been sent to Planning Commission for further consideration. Final decision in this regard will be taken by Planning Commission.

### **Comments of the Committee**

**1.21 The Committee in their Original Report while observing that the new guidelines for ensuring effective implementation of TSP Schemes have to be approved by the Cabinet, recommended that the action on the recommendations of the Task Force except implementation of the Non-lapsability feature may be taken up after approval by the Planning Commission. In this regard, the Committee note that synthesis report containing recommendations made by the Committee on the Welfare of Scheduled Castes and Scheduled Tribes alongwith draft revised guidelines on TSP has been sent to Planning Commission for further consideration. The Committee would like to be apprised of the final decision taken by the Planning Commission in this regard.**

### **Recommendation (Sl. No. 13, Para No. 2.44)**

1.22 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 Ministries 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.

### **Action Taken by the Government**

1.23 The suggestion in this regard is to be considered by Planning Commission.

### **Comments of the Committee**

1.24 The Committee is not satisfied with the reply of the Ministry of Tribal Affairs. Having seen laggard socio-economic development of STs all over the country despite constitutional provisions to safeguard their interest, the Committee feel that until or unless various schemes for the socio-economic development of STs formulated and implemented by various Ministries/Departments is supported by a Cabinet note, the desired goal of bringing about a balanced and equitable society for STs will not be achieved. The Committee, therefore, reiterate that both the Ministry of Tribal Affairs and Planning Commission should take joint initiative to ensure that all developmental schemes formulated and implemented by various Central Ministries/Departments should be vetted and discussed by the Cabinet for effective implementation and compliance by TSP implementing State Governments/UTs.

### **Recommendation (Sl. No. 15, Para 2.54)**

1.25 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, recommended 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.

### **Action Taken by the Government**

1.26 The recommendation needs to be considered by Planning Commission.

### **Comments of the Committee**

1.27 The Committee are surprised to note that neither the Ministry of Tribal Affairs nor Planning Commission has furnished action taken note to the recommendation of the Committee. The Committee expect that the concerned Ministries/Departments/ Organisations to give due consideration to the recommendations of the Committee and furnish action taken note within the stipulated time. The Committee, therefore, urge both the Ministry of Tribal Affairs and Planning Commission to instruct all TSP implementing State Governments/UTs to explore the feasibility of compiling a Manual/Handbook on various guidelines issued by the Planning Commission in regional languages for use of field level officers for better understanding of the guidelines and effective implementation of various centrally sponsored schemes for STs.

### **Recommendation (Sl. No. 19, Para No. 3.15)**

1.28 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 year 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 State have consistently not followed the guidelines on TSP. The Committee also note that the performance of the State 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 in spite 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.

### **Action Taken by the Government**

1.29 As per guidelines of SCA to TSP, 10% of the total allocation is released as 'Incentive Grant'. As the name suggests, it is an incentive or reward for the well performing States in the field of TSP planning, formulation, implementation and monitoring as prescribed under the guidelines to encourage them to further improve and for other States to follow sincerely by implementing the guidelines of TSP/SCA to TSP in true letter and spirit. The remaining 90% of the allocation is to be released among the States on the basis of the share of the programmes under the broad strategy of the tribal Sub-Plan viz, ITDP, MADA, Clusters, PTGs etc and is calculated in proportion to the ST population of the State to that of the country as a whole. The States, as mentioned, were released their share out of the remaining 90% of the total allocation. SCA to TSP is extended by the Government of India as an additive to the State plan efforts on tribal development.

1.30 However, it is a fact that some of the States were not released incentive grants. The same also continued for the following years. The Ministry feels that while some States have taken strong initiative on strengthening the TSP, other States would require some support and handholding so that robust evidence-based planning, implementation and monitoring system of TSP can be designed at the State level. This will help the States to come up to the expectations to fulfill the objectives. This Ministry has already taken initiatives in this direction by interacting more frequently through the TSP workshops and national level meetings with the States representatives with special attention for the laggard States. The meeting held on 16<sup>th</sup>-17<sup>th</sup> May, 2013 has also deliberated on the issue by taking into consideration the synthesis report based on the key recommendation that emerged out of the regional workshops on TSP and also the challenges and difficulties faced by the States. The Inter-Ministerial Committee while revising the guidelines will also consider to recommend an effective mechanism in addressing the issue. A Group has been constituted by this Ministry for review of the guidelines for SCA to TSP. The matter will also be considered by the said group.

### **Comments of the Committee**

1.31 The Committee in their original recommendation observed that some States were not implementing the TSP guidelines in letter and spirit and as such were not given the 10 percent incentive grants but were given funds under SCA to TSP and desired to know the corrective measures being taken by the Ministry of Tribal Affairs in this regard. Based on the action taken reply, the Committee appreciate the initiatives taken by the Ministry to interact more frequently with the States representatives through the TSP workshops and national level meetings with special attention for the laggard States which require support to fulfil the objectives of TSP. In one such interactive meeting held on 16-17 May, 2013, it

was deliberated on the issue by taking into consideration the synthesis report based on key recommendations that emerged out of the regional workshops on TSP and also the challenges and difficulties faced by the States. The Inter-Ministerial Committee while revising the guidelines would consider to recommend for an effective mechanism to address the issue. The Committee note that in this regard a Group has been constituted by the Ministry of Tribal Affairs to review guidelines on Special Central Assistance (SCA) to TSP as well to consider the matter. The Committee may be apprised of the work done by this Group constituted to review the guidelines for SCA to TSP at the earliest.

#### **Recommendation (Sl. No. 20, Para No. 3.16)**

1.32 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 regards. 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 Government should fully utilize the funds for the purpose for which it was provided. The Committee also recommend that SCA to TSP should be provided to implementing Departments/UT Administration to utilize 100% by the end of the concerned financial year (i.e the year in which the funds were provided).

#### **Action taken by the Government**

1.33 The funds provided by the Ministry under SCA to TSP are expected to be fully utilized during the year as per guidelines issued by the Ministry. The approved allocation of SCA to TSP is communicated to the Nodal Department of the State Governments in the beginning of the financial year by Ministry of Tribal Affairs. This year, in fact, it has been communicated in advance in the month of March. The Nodal Department, in turn, intimates all the concerned implementing departments/agencies through ITDPs with the directions to utilize the allocated budget on pre fixed quarterly norms. The working season in tribal areas of some States is very limited due to extreme weather conditions. However, various processes leading to release and completion of formalities and utilization sometimes lead to delay beyond control of the agencies. The issue has been discussed once again in detail in the Meeting with State Governments held on 16<sup>th</sup> and 17<sup>th</sup> May, 2013 but many States expressed difficulties in

the matter. This may be further deliberated to minimize the gap. Releasing funds directly to the Implementing Agencies of the States by the Ministry may not be possible due to coordination and accounting difficulties and also due to shortage of staff and infrastructure in the Ministry.

### **Comments of the Committee**

**1.34 The Committee are not satisfied with the reply of the Government because the Ministry of Tribal Affairs (MTA) was set up in 1999 after bifurcation of Ministry of Social Justice and Empowerment with the objective of providing more focussed approach on the integrated socio-economic development of the Scheduled Tribes (STs), the most underprivileged of the Indian society, in a coordinated and planned manner. Being the nodal Ministry for overall policy, planning and coordination of various developmental schemes for STs during the last 15 years, now it cannot excuse itself by informing the Committee its inability to release funds directly to the Implementing Agencies of the States due to coordination and accounting difficulties and shortage of staff and infrastructure in the Ministry. To bring about socio-economic development of STs, the Ministry needs to have sound policy for STs, proper coordination with the concerned Ministries/ Departments / State Governments / UTs / Implementing Agencies, adequate staff and infrastructure in the Ministry. The Committee desire that if necessary for the purpose the Ministry of Tribal Affairs may take up the matter with the Cabinet level to get the necessary approval in this regard. The Committee desire that these internal problems of the Ministry should be resolved at the earliest and should not be allowed to hamper the implementation of various developmental schemes for STs in the country. The Committee, therefore, reiterate its earlier recommendation, that funds under SCA to TSP should be fully utilized during the given financial year so that ST beneficiaries are not denied their share of development.**



### **Recommendation (Sl. No. 22, Para No. 3.31)**

1.35 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.

#### **Action Taken by the Government**

1.36 In accordance with the paragraph 3 of the Fifth Schedule to the Constitution, the Governor of each State having Scheduled Areas therein, shall annually or whenever so required by the President, make a report to the President, regarding the Administration of Scheduled Areas in that State. The State having Scheduled Areas are Andhra Pradesh, Chhattisgarh, Gujarat, Jharkhand, Himachal Pradesh, Madhya Pradesh, Maharashtra, Odisha, and Rajasthan. Necessary guidelines for preparation of the Governor's Reports have already been sent to all the concerned State Governments in 1987. As per the guidelines, the Governor's Report should give as far as possible, an ITDA/ITDP-wise analysis of the results flowing from the development programmes undertaken indicating the financial allocations used and physical targets achieved. This Ministry vide its D.O. letter dated 03.02.2012, has reiterated that the Governor's Report should *inter-alia* include the following:

- (i) A detailed note on implementation of the constitutional safeguards for promotion of educational and socio-economic development of STs.
- (ii) The complete sketch of the development programmes undertaken, financial allocation used and physical targets achieved.
- (iii) The District /ITDP/ITDA-wise analysis of results.

1.37 The guideline/format for preparation of Governor's Report are being revised and updated in view of important developments in the area of policy and format for the preparation of the Governor's Report from 7 out of the 9 Scheduled Area States. The above recommendation contained in the Twenty Fifth Report of the Parliamentary Committee on the welfare of Scheduled Castes and Scheduled Tribes on the subject "Working of Tribal Sub-Plan (TSP)" will be taken into account while finalizing the guidelines/format for preparation of the Governor's Report.

#### **Comments of the Committee**

**1.38 The Committee in their Original Report recommended the Ministry of Tribal Affairs to maintain 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 STs and to highlight them in the annual report of the Governor submitted to the Central**

**Government as per para 5(1) of the Fifth Schedule to the Constitution of India. The Committee note from the action taken reply that the guidelines/format for preparation of Governor's Report are being revised and updated in view of important development in the area of policy and format for preparation of the Governing Report form 7 out of the 9 Scheduled Area States. It has been further stated that the above recommendation of the Committee will be taken into account while finalizing the guidelines/format for preparation of the Governor's Report. The Committee may be apprised of the finalization of the guidelines/format of Governor's Report incorporating therein the above recommendation of the Committee.**

#### **Recommendation (Sl. No. 28, Para No. 4.14)**

1.39 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.

#### **Action Taken by the Government**

1.40 The said study was commissioned by the Programme Evaluation Organization (PEO), Planning Commission. On this issue, the Planning Commission have simply submitted that the reply is to be given by the Ministry of Tribal Affairs.

#### **Comments of the Committee**

1.41 The Committee note that the Planning Commission has stated that the reply has to be given by the Ministry of Tribal Affairs whereas the Ministry of Tribal Affairs has stated as above that the study was commissioned by the Programme Evaluation Organisation (PEO) of Planning Commission. The Committee observe that Ministry of Tribal Affairs and Planning Commission are not serious to the recommendation of the Committee and therefore desire that both the Ministry of Tribal Affairs and Planning Commission must coordinate amongst themselves and sort out the issue as to who should furnish the reply to the Committee. The Committee desire that the agreed reply be furnished without any further delay.

### **Recommendation (Sl. No. 33, Para No. 5.10)**

1.42 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.

### **Action Taken by the Government**

1.43 The Ministry of Tribal Affairs increase the income limit of parents of STs under its various scholarship schemes from time to time as when need arises keeping in view various aspects e.g. objective of the Scheme, rise in prices and cost facilities etc. under the Post-Matric Scholarship Scheme, there is a provision to increase income ceiling once in every two years which is linked with Consumer Price Index for Industrial worker. Accordingly, the income ceiling had been raised from Rs. 1.08 to Rs. 1.45 lakh per annum. During the year 2011-12, income ceiling has subsequently been revised from Rs. 1.45 lakh to 2.00 lakh with retrospective effect from 01.07.2010. There is also a proposal to raise income limit in case of Top Class Education Scheme.

### **Comments of the Committee**

1.44 In view of the increasing cost of quality education, the Committee in their original report recommended the Government to increase the ceiling limit of income of parents of SCs and STs students to Rs.10 lakhs so that no SC or ST student is left out due to lack of financial assistance. The Committee are, however, not satisfied with the action taken reply of the Government observing that the revised income ceiling of Rs.2 lakh for parents of STs students is not realistic in today's time in view of the high cost of good quality education. The Committee opine that education is the stepping stone to bring about socio-economic development of Tribals in the country. To enable ST students of parents who have income above Rs.2 lakh to avail scholarships and financial assistance from Government, the Committee reiterate that the income ceiling

should be enhanced up to Rs.10 lakh on the basis of quality of life, cost of education, inflation, consumer price index, family size, type of courses pursued, educational institutes etc. The Committee would like to be apprised of the progress made by the Government in this regard.

## **CHAPTER – II**

### **RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT**

#### **Recommendation (Sl. No. 1, Para No. 2.4)**

2.1 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.

#### **Action Taken by the Government**

2.2 The Planning Commission set up a Task Force under the Chairmanship of Dr. Narendra Jadhav, Member, Planning Commission in June, 2010 to review the operational difficulties in implementation of Scheduled Caste Sub- Plan (SCSP) & Tribal Sub-Plan (TSP) at the level of Central Ministries/Departments and States/Union Territories. The first recommendations/report identified the Central Ministries/Departments in terms of their obligation to earmark allocation in proportion to the population of Scheduled Castes and Scheduled Tribes into four categories : I) No Obligation; II) below and upto 7.5 % for STs; III) Earmarking of outlays between 7.5%-8.2 % for STs; IV) Earmarking more than 8.2% for STs.

2.3 Ministries/Departments which are engaged in regulatory functions, basic scientific research, addressing specific target groups other than STs, implementing large infrastructure projects whose benefits to STs may be difficult to quantify or largely engaged in policy making and running central organisations without any significant beneficiary orientation were not obligated to earmark funds under TSP, but are encouraged to formulate and implement schemes aimed at benefiting STs and STs concentration areas. Ministries/Departments falling under those categories were also requested to allocate funds on voluntarily basis. However, at the time recommending the percentages the said Committee observed that quantification of flow of their benefits to SCs and STs is difficult and more importantly, the equalisation objective of the SCSP and TSP strategy, as stated by the Hon'ble Prime Minister in his address in the 51<sup>st</sup>

NDC Meeting would imply that unless a scheme can be seen as directly contributing to that objective, expenditure on it may not be classified under SCSP and TSP.

2.4 The status of earmarking funds in the 2011-12 and 2012-13 is given in **Annexure-I**. The efforts made in pursuance of the Task Force recommendations have finally brought about some visible changes in the formulation and implementation of SCSP and TSP as may be seen in improvement in the earmarking of funds. Evidently, for the first time in 2011-12, 25 and 28 Central Ministries and Departments have categorically earmarked funds under SCSP and TSP, respectively. Having made a beginning in the Annual Plan 2011-12, there is a need to further consolidate and improve upon the implementation of SCSP and TSP across sectors, ensuring not only optimal earmarking of funds under SCSP/ TSP as per the guidelines, but also utilising the same in achieving the outcomes in measurable terms. The Ministry of Tribal Affairs took up the matter at the level of Secretary as recently as in February, 2013 with Ministry of Human Resource Development (Deptt. of School Education and Literacy), Rural Development, Health and Family Welfare, Drinking Water and Sanitation, Power, New and Renewable Energy and Culture drawing those Central Ministries' attention to development deficits confronting tribal population. Simultaneously, Planning Commission was also requested that in keeping with commitment of the 12<sup>th</sup> Plan to help bridge the deficits, appropriate assistance from Planning Commission while reviewing sectoral plan may also be provided apart from a key role in the coordination committee meeting as discussed in the following lines. Issues to redress such deficits were taken up in the Coordination Committee Meeting held in February, 2013 under the Chairpersonship of Hon'ble Minister of Tribal Affairs. The Coordination Committee which was set up in April, 2011 to oversee the progress /status of the schemes/programmes being implemented for development of STs and to identify the critical gap for taking suitable action apart from considering the recommendations of the Standing Committee of Social Justice and Empowerment contained in the Fifth Report on Demands for Grants (2010-11), has representation from Ministry of Human Resource Development (Deptt. of School Education and Literacy), Rural Development, Health and Family Welfare, Drinking Water and Sanitation and Power including Planning Commission, being the major line Ministries and the nodal agency for TSP.

2.5 Based on the experience of implementing the TSP by the Central Ministries/ Departments, the guidelines issued by the Planning Commission require relook to remove any shortcomings, so as to ensure that at least 8.2 per cent of the Central Plan outlay is earmarked under the Schemes/ Programmes that benefit the ST communities demonstratively.

2.6 An Inter-ministerial Committee constituted by Planning Commission in January, 2013 has already started deliberating on the issue and the first meeting of the Committee was held on 5.3.2013. The discussion focused *inter-alia* on the need to review the categorization of the Ministries/Departments as recommended by the Task Force under Dr. Narendra Jadhav, Member, Planning Commission and whether it requires any correction and modification in so far as earmarking of plan fund by Ministries/Departments are concerned and in particular, to review possibility of fund allocation by Central Ministries/Departments falling in the 'No Obligation' category as recommended by the Task Force. One of the decisions taken in the meeting was that the Planning Commission would review 70 Centrally Sponsored Schemes in 12<sup>th</sup> Plan to consider whether any component of their plan allocation should be earmarked under SCSP/TSP, if not already done.

## **Comments of the Committee**

2.7 Please see Para 1.12 of Chapter – I.

### **Recommendation (Sl. No. 3, Para No. 2.17)**

2.8 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 the 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 State/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.

### **Action Taken by the Government**

2.9 It has been reported by Planning Commission that after the Task Force recommendations (2010), 28 Central Ministries / Departments are adhering to the guidelines of Planning Commission and allocates fixed component of their Plan allocation for TSP, from 2011-12 onwards. Planning Commission strictly monitors the allocation at the time of approval of Annual Plans of Central Ministries / Departments as stated by them. The 28 Central Ministries/Departments which have earmarked their Plan allocation for TSP as per the recommendations of the Planning Commission's Task Force, have also created a separate Budget Head for this purpose under budget sub-head '796'.

2.10 It has been stated that Planning Commission strictly assert that States and UT Administrations too adhere to the TSP guidelines while approving the State / UT Annual Plan proposals.

2.11 Planning Commission has setup a unit called SCSP / TSP unit to monitor the implementation of schemes / programmes under SCSP / TSP. However Planning Commission has stated that due acute shortage of qualified and experienced staff in the unit, the work of SCSP /TSP unit is carried out by Social Justice and Social Welfare Division which is also under staffed.

2.12 The Committee's recommendation on earmarking Scheduled Tribes population proportion of funds under TSP while approving the Annual Plans of Central Ministries / Departments, States and UTs during 2013-14 onwards has been noted by Planning Commission as stated by them.

#### **Recommendation (Sl. No. 4, Para No. 2.18)**

2.13 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.

#### **Action Taken by the Government**

2.14 The recommendation of the Hon'ble Committee is already being complied with by Ministry of Tribal Affairs for the schemes/programmes being handled by this Ministry while releasing funds during a particular year. However, funds are allocated by Planning Commission annually based on the approved Five Year Plan outlay.

#### **Recommendation (Sl. No. 5, Para No. 2.19)**

2.15 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.

#### **Action Taken by the Government**

2.16 As given in para 2.4 above, majority of the Category-II, III and IV Ministries/Departments are already earmarking the funds as per the percentage prescribed. However, as desired by the Hon'ble Committee, a synopsis of the replies sent by the Ministries in response to former Hon'ble MTA's subsequent letter issued 01<sup>st</sup> February, 2011 and present Hon'ble MTA's letter dated 25.08.2011 has been given in **Annexure-II**.

2.17 Further, the issue has already been under deliberation by the Inter-Ministerial Committee as stated above against para 2.4 above.



### **Recommendation (Sl. No. 8, Para No. 2.26)**

2.18 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.

### **Action Taken by the Government**

2.19 Ministry of Tribal Affairs from time to time reiterates the instructions in the guidelines of TSP to follow in letter and spirit. The States have again been sensitized in the regional workshops on effective formulation and implementation of TSP in States organized by this Ministry in January-March, 2013 which were attended by the majority of the TSP States, all the participating States were impressed upon on the importance and necessity for following the guidelines of TSP in true letter and spirit. The issue raised by the Hon'ble Committee was discussed at length and the points of discussions and key recommendations have been collated into a synthesis report which was circulated and discussed in the meeting with the State Principal Secretaries/Secretaries/Commissioner/Directors in-charge of the Tribal Welfare Departments held on 16<sup>th</sup>-17<sup>th</sup> May, 2013. The finally compiled synthesis report along with a draft of revised guidelines on TSP and success stories from some States has been sent to Planning Commission for further consideration. The comments received on the recommendation from various states are given **Annexure-IV**.

### **Recommendation (Sl. No. 14, Para No. 2.50)**

2.20 The guidelines prescribe for monitoring of various programmes/schemes under TSP by State 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 Panchyat Samitis monitor timely spending of funds and effective implementation of 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 Organizations/ Non-Government Organizations on the completed programmes/schemes.

### **Action Taken by the Government**

2.21 As per latest inputs received from States other than those mentioned, Govt. of H.P. has constituted a Project Advisory Committee in each ITDPs for proper implementation & monitoring the Tribal Sub-Plan programmes/schemes at ITDP level,. The stock of performance of the Tribal Sub-Plan programme is taken quarterly at the project level by the Project Advisory Committee and by the Commissioner-cum-Pr. Secretary (TD)/Additional Commissioner (TD) Deputy Director while on tour to these areas. The Project Advisory Committee consists of local MLA, members of Tribal Advisory Committee and representative of Panchayati Raj Institutions. At the State level, the Chief Secretary holds quarterly review meetings with HODs/ Secretaries who, at their own level, also do such exercise like-wise.

2.22 Govt. of West Bengal has constituted a State-Level Monitoring Committee under the Chairpersonship of Minister-in Charge of BCW Department for monitoring and supervision of the schemes, and a District Level Monitoring committee under the Chairpersonship of District Magistrate for speedy and proper implementation of the schemes. State-Level Monitoring Committee meet twice in a year and the District Level Committee meet once in a month. Apart from these, there are District Welfare Committee (DWC) and Block Welfare Committee (BWC) for ensuring the interests of the ST community at District and Block level respectively. In case of non-implementation or delayed implementation, field visits are made by Departmental officers for mitigating the suddenly arising problems.

2.23 Further, The State of Chhattisgarh has a monitoring system for monitoring the implementation and progress of TSP. Status of development activities in the TSP areas in the state is reviewed by the Tribal Development Department every three months, and an annual review of the status of implementation of schemes in TSP areas is done by the Minister- in-charge of Tribal Development every year.

2.24 There are no separate committees for review and monitoring of the progress of TSP at the District and Block levels and Social Audit System with the involvement of elected representatives, beneficiaries and reputed voluntary Organizations/Non-Government Organizations is existing only in some select schemes of the Panchayat and Rural Development Department. The State has assured that adequate action shall be taken in the direction of complying with the recommendation of the Committee.

2.25 Government of Rajasthan has stated that the regular vigilant monitoring of Tribal Welfare schemes are being done at District level, Department level (Commissioner T.A.D) and State Government level. Government has formulated Structured Monitoring system at all levels. Evaluation study baseline survey is being carried out by T.R.I. Udaipur on regular basis, which, in turn, provides required feedback and impetus in formulation and implementation of programmes. T.R.I. also organizes seminars and workshops on various problems of applied nature for the tribals.

2.26 Government of Gujarat has reported that project administrators have been posted in all ITDP districts in the State. The Project Administrator of each ITDP monitors

the Tribal Sub Plan at ITDP levels quarterly. At the State level, the Tribal Sub Plan is monitored and reviewed by Commissioner/Secretary, Tribal Development every quarter on regular basis.

2.27 The Tribal Advisory Council is also constituted to look after the interest of tribals in the State. The Chief Minister of the State presides over as a Chairman of the Council.

2.28 Vanbandhu Kalyan Yojana (Chief Minister's Ten Pont Programme) mainly focuses on the integrated, holistic and inclusive development of tribal communities by touching their lives in core areas such as livelihood, education health, housing, drinking water, irrigation and access to basic facilities. The strategy for Vanbandhu Kalyan Yojana is outcome oriented, with time bound interventions and people's participation. The programme is being implemented in the mission mode through strengthened ITDP machinery with a periodic review of progress by sector experts. Experts and professionals, including the private sector, are closely involved in the programme for capacity building, project development and implementation, service delivery and other aspects.

### **District Adijati Vikas Mandal**

2.29 The District Adijati Vikas Mandal is constituted by the Government and the Guardian Minister in charge of a particular district is its charge of a particular district. It consists of head of the District Panchayat, District Magistrate & District Collector, District Development Officer, Member of Parliament, MLAs, Taluka Panchayat President, Chairman, District Social Justice Committee, NGOs and other senior level District Officers. The Project Administrator works as Member Secretary in District Adijati Vikas Mandal. He is responsible for co-ordination, execution, monitoring and evaluation of the works through district Adijati Vikas Mandal as well as Executive Committee. Collector also heads the Executive Committee meeting for approving works for the tribal development in a tribal area. The Collector reviews the targets and achievements regularly and removes the bottlenecks at district level. If any other issue of state level is brought to notice of the authority, it is submitted for concurrence of Executive Committee through the Project Administrator.

### **Taluka Adijati Vikas Samiti**

2.30 To augment people's participation in planning and execution at local level, the Government created taluka Adijati Vikas Samiti at taluka level in 2002. The schemes/programmes framed out as per the local demands under Gujarat Pattern by this Committee are submitted to District Adijati Vikas Mandal for further approval.

### **District Adijati Vikas Mandal**

2.31 The District Adijati Vikas Mandal is constituted by the Government and the Guardian Minister in charge of a particular district is its Chairman. The role of the Mandal is to formulate, monitor and evaluate the programmes under Gujarat Pattern and progress of the works in the particular district. It consists of head of the District Panchayat, District Magistrate & District Collector, District Development Officer, Member of Parliament, MLAs, Taluka Panchayat President, Chairman, District Social Justice Committee, NGOs and other senior level District Officers. The Project

Administrator works as Member Secretary in District Adijati Vikas Mandal. He is responsible for coordination, execution, monitoring and evaluation of the works through District Adijati Vikas Mandal as well as Executive Committee. Collector also heads the Executive Committee meeting for approving works for the tribal development in a tribal area. The Collector reviews the targets and achievements regularly and removes the bottlenecks at district level.

### **District Coordination Committee:**

2.32 The District Level Advisory Committee consisting of officials and non-officials functions under the Chairmanship of the Collector in each district having ITDP. The District Level Committee consists of the Members of Parliament and Members of Legislative Assembly representing the ITDP area, President of the District Panchayat, DDO over and above the district heads of various departments and representatives of the nationalized banks etc. the functions of the committee are to review and evaluate various programmes, ensure inter-departmental and inter-institutional coordination. It performs the role of a 'watch dog' as regards the implementation of TSP and assures better development activities for Scheduled Tribes at district level.

### **Recommendation (Sl. No. 16, Para No. 2.57)**

2.33 The Committee note that a Special Unit for monitoring Scheduled Casts 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.

### **Action Taken by the Government**

2.34 A Special Unit for monitoring Scheduled Castes Sub Plan (SCSP) and Tribal Sub Plan (TSP) was setup in the Planning Commission. Due to acute shortage of staff the work assigned to SCSP and TSP Unit is looked after by the Subject Matter Division i.e., Social Justice and Social Welfare Division. However, Planning Commission takes note of the suggestion of the Committee to strengthen the special unit in Planning Commission.

### **Recommendation (Sl. No. 18, Para No. 3.7)**

2.35 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 10<sup>th</sup> 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 numbers 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 recommends that funds to the Central Ministries/Department 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.

### **Action Taken by the Government**

2.36 The Central Ministries are requested from time to time to comply with. In December, 2010, Secretary, Planning Commission wrote to all Ministries/departments of the Central Government to comply with the recommendations of the Narendra Jadhav Committee, as accepted by Planning Commission. The Category-I Ministries were also impressed upon by Planning Commission to earmark funds *suo moto*.

2.37 The status of earmarking of funds in the years 2011-12 and 2012-13 is given in Annexure-I. A visible improvement is discernible in the earmarking of funds.

2.38 The matter of release of plan funds to the Central Ministries/Departments is handled by Ministry of Finance in consultation with Planning Commission.

### **Recommendation (Sl. No. 21, Para No. 3.30)**

2.39 It has been observed that 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 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 funds 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 trials, 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 grant-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.

### **Action Taken by the Government**

2.40 The Ministry takes all possible efforts to ensure that 100% utilization and non-diversion of funds are strictly ensured by the States. States have once again been sensitized in the meeting held on 16<sup>th</sup>-17<sup>th</sup> May, 2013. As per the guidelines, funds released under the Special Area Programmes are also non-divertible and non-lapsable.

### **Recommendation (Sl. No. 22, Para No. 3.31)**

2.41 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.

### **Action Taken by the Government**

2.42 In accordance with the paragraph 3 of the Fifth Schedule to the Constitution, the Governor of each State having Scheduled Areas therein, shall annually or whenever so required by the President, make a report to the President, regarding the Administration of Scheduled Areas in that State. The State having Scheduled Areas are Andhra Pradesh, Chhattisgarh, Gujarat, Jharkhand, Himachal Pradesh, Madhya Pradesh, Maharashtra, Odisha, and Rajasthan. Necessary guidelines for preparation of the Governor's Reports have already been sent to all the concerned State Governments in 1987. As per the guidelines, the Governor's Report should give as far as possible, an ITDA/ITDP-wise analysis of the results flowing from the development programmes undertaken indicating the financial allocations used and physical targets achieved. This Ministry vide its D.O. letter dated 03.02.2012, has reiterated that the Governor's Report should *inter-alia* include the following:

- (i) A detailed note on implementation of the constitutional safeguards for promotion of educational and socio-economic development of STs.
- (ii) The complete sketch of the development programmes undertaken, financial allocation used and physical targets achieved.
- (iii) The District /ITDP/ITDA-wise analysis of results.

2.43 The guideline/format for preparation of Governor's Report are being revised and updated in view of important developments in the area of policy and format for the preparation of the Governor's Report from 7 out of the 9 Scheduled Area States. The above recommendation contained in the Twenty Fifth Report of the Parliamentary Committee on the welfare of Scheduled Castes and Scheduled Tribes on the subject "Working of Tribal Sub-Plan (TSP)" will be taken into account while finalizing the guidelines/format for preparation of the Governor's Report.

### **Comments of the Committee**

2.44 Please see Para No. 1.38 of Chapter I.

### **Recommendation (Sl. No. 23, Para No. 3.38)**

2.45 The Committee have been informed that the overall outlay during the 11<sup>th</sup> 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 11<sup>th</sup> 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 11<sup>th</sup> Plan where corrective actions were taken in respect to schemes of tribals.

### **Action Taken by the Government**

2.46 The major issues relating to implementation of SCSP and TSP strategies identified during midterm appraisal of the 11th Five Year Plan are as follows:

- (i) Priority sectors and need-based schemes/programmes for the benefit of SCs/STs, such as education, health, and technical/vocational training have not been devised as per the needs based on equity considerations.
- (ii) Schemes related to minor irrigation, asset-creation, housing and land distribution have not been given adequate importance under SCSP and TSP.
- (iii) The allocations typically made are only national in nature showing supposed benefits accruing to SCs/STs welfare. The funds allocated are often not budgeted. Since the secretary in-charge of SC and ST development is often not designated as the nodal officer, there is no controlling and monitoring mechanism for the planning, supervision and allocation of funds to these disadvantaged sectors.
- (iv) Even after three decades of operationalization, the impression persist that SCSP and TSP are still not being implemented satisfactorily. There are some genuine problems regarding assignment or identification of benefits for infrastructure schemes, but even if these are treated differently, it is not clear that the SCSP or TSP are working as well as they should.

2.47 The Planning Commission reviewed the experience to see how the implementation of the Tribal Sub-Plan can be improved and accordingly a new Strategy has been proposed in 12th Five Year Plan for Tribal Sub-Plan. Provisions for basic infrastructure for speeding up the socio-economic development of the tribal areas under TSP is another priority. Growth centres, communication network, schools, health centres, rural electrification, drinking water and other facilities and so on are being provided to the tribals. Protection of tribals against exploitation is sought to be done 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. The TSP pays special attention to the welfare and development of Particularly Vulnerable Tribal Groups (PVTGs) and tribals with special problems.

### **Recommendation (Sl. No. 25, Para No. 3.42)**

2.48 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.

## Action Taken by the Government

2.49 No funds were disbursed to the States of Assam, Arunachal Pradesh, Bihar and Manipur by National Scheduled Tribes Finance and Development Corporation (NSTFDC) during the period 2004-05 to 2008-09 due to the following reasons:

### (a) Assam:

- (i) Assam Plain Tribes Development Corporation (APTDC) was nominated by the Government of Assam for channelizing NSTFDC's funds to STs in that State. APTDC availed funds from NSTFDC till financial year 2002-03. Thereafter, APTDC did not clear the over dues of NSTFDC and also did not furnish additional State Government Guarantee. This made APTDC ineligible to avail funds from NSTFDC. The over dues payable by APTDC are Rs. 24.74 crore as on 22.02.2013. NSTFDC has been requesting APTDC for settlement of over dues on regular basis. The matter has also been taken up at the highest level by the Ministry of Tribal Affairs with the Govt. of Assam. The SCA, however, is yet to settle the over dues.
- (ii) It may, however, be mentioned here that NSTFDC has in the meanwhile, entered into a refinance agreement with Assam Gramin Vikash Bank, Guwahati and has recommenced concessional financing to needy STs of Assam since financial year 2010-11 as given below:

<i>F. Y.</i>	<i>Disbursement</i>	
	<i>Amount</i>	<i>No. of Beneficiaries</i>
2010-11	46.80	138
2011-12	344.15	1171
2012-13	1014.80	3396

- (iii) In addition, financial assistance of Rs. 62.45 lakh has also been extended by NSTFDC through UCO Bank for 191 STs in the State of Assam.

### (b) Arunachal Pradesh:

- (i) The Govt. of Arunachal Pradesh nominated Arunachal Pradesh Industrial Development and Financial Corporation (APIDFC) as Channelising Agency of NSTFDC. During 2002, APIDFC requested NSTFDC for cancellation of sanctioned schemes and pending proposals. The reasons given were mounting overdues and the proposal of the State Govt. to restructure APIDFC in view of this, NSTFDC could not sanction any scheme from financial year 2003-04 to 2008-09.
- (ii) However, APIDFC resumed its operation w.e.f 2009-10. Disbursements made to APIDFC and number of STs covered since then are detailed below:

<i>F. Y.</i>	<i>Disbursement</i>	
	<i>Amount (Rs.in lakh)</i>	<i>No. of Beneficiaries</i>
2009-10	128.68	29
2010-11	137.03	37
2011-12	8.42	1



2012-13 (As on 31.01.2013)	28.30	9
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- (iii) In addition, financial assistance of Rs. 280.19 lakh has also been extended through National Co-operative Development Corporation for 17978 ST members of a co-operative society during the financial year 2011-12.

(c) **Bihar**

The financial assistance to STs was earlier extended through Bihar State Scheduled Caste Co-Operative Development Corporation (BSSCCDC) by National Scheduled Castes and Scheduled Tribes Finance and Development Corporation (NSTFDC), the erstwhile combined Corporation for SCs and STs. After bifurcation, as NSTFDC in the year 2001, the SCA was requested to execute General Loan Agreement (GLA) with NSTFDC for availing funds for STs. However, BSSCCDC has not yet executed GLA with NSTFDC. Every year, NSTFDC is allocating funds to BSSCCDC with the request to forward proposals for financial assistance. However, response has not been received from BSSCCDC.

(d) **Manipur:**

Manipur Tribal Development Corporation (MTDC) is the channelizing agency of NSTFDC in the state of Manipur. MTDC has, however, not settled the overdue amount of Rs. 8.16 crore and has become ineligible to avail funds from NSTFDC.

**Recommendation (Sl. No. 26, Para No. 3.43)**

2.50 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.

**Action taken by the Government**

2.51 So far as National Scheduled Tribes Finance and Development Corporation (NSTFDC) is concerned, it is submitted that the total paid-up equity capital of NSTFDC stands at Rs. 356.89 crore against the authorized capital of Rs.500 crore. During the year 2012-13, Ministry of Tribal Affairs released an equity capital of Rs. 54.10 crore. A draft EFC Note for release of equity support to NSTFDC and State Finance Development Corporations during the XII plan is under process in this Ministry.

2.52 Regarding Human Resource Management, a Business Process Re-engineering Study was undertaken by NSTFDC through XLRI Jamshedpur in order to design a strategic action plan to cover larger number of STs Over 20 years' period. The recommendations of the report, *inter alia*, include organizational restructuring. Taking into account these recommendations, the Board of Directors of NSTFDC has approved the organizational restructuring to meet the immediate operational requirements of the Corporation.

2.53 For widening the coverage of beneficiaries, the Corporation is expanding its operations through PSU banks, Regional Rural Banks, National Co-operative Development Corporation in addition to the State Channelizing Agencies. NSTFDC has so far signed refinance agreements with 7 PSU banks (namely: State Bank of India, Central Bank of India, Dena Bank, Syndicate bank, UCO Bank, Union Bank of India, and Vijaya Bank) and with 9 RRBs (namely: Assam Gramin Vikash Bank, Baitarani Gramya Bank, Baroda Gujarat Gramin Bank, Dena Gujarat Gramin Bank, Jharkhan Gramin Bank, Sharda Gramin Bank, Tripura Gramin Bank, The document outlines clear actionable points to be followed by the States which were not addressed in the guidelines on TSP issued by Planning Commission in 2005-06. The suggestions of this Ministry have been discussed exhaustively in the meeting with the States held on 16<sup>th</sup>-17<sup>th</sup> may, 2013. The synthesis report is being forwarded to Planning Commission as per the decisions taken in the first meeting of the Inter-Ministerial Committee constituted in the Planning Commission for review of the existing guidelines on TSP for placing before the Inter-Ministerial Committee. Mizoram Gramin Bank and Vancanchal Gramin Bank.). This arrangement enables the needy STs to avail NSTFDC's financial assistance through more than 30,000 branches of these banks.

2.54 In addition, the Corporation has launched an exclusive scheme titled "Tribal Forest Dwellers Empowerment Scheme of NSTFDC" for covering allottees under Forest Rights Act, 2006.

2.55 So far as TRIFED is concerned, the said organization as a part of its marketing development activities for minor forest produce (MFP) is engaged in skill up gradation and capacity building of MFP gatherers with the objective of improving their income by way of organizing training on non-destructive harvesting, primary processing, value addition and marketing of selected MFPs like Mahua Flower, Lac, Donna Pattal, Hill Grass, Tamarind, Amla, Honey, Gum Karaya, Bamboo. During the last few years TRIFED imparted trainings to around 53000 beneficiaries.

2.56 The training process includes imparting training to beneficiaries about scientific collection, harvesting, storage, grading techniques so that beneficiaries are able to harvest higher quantities and better quality items on sustainable basis in an eco friendly manner, conversion of the produce into marketable products and providing them with simple tool kits to undertake production also wherever required. Inputs are also provided for developing marketing linkages.

2.57 TRIFED has formulated an Action Plan for skill development during 2013-14 under the scheme of the Ministry. It has been observed by TRIFED that without value addition of MFP, possibility of providing remunerative prices to the MFP gatherers is limited. Although, TRIFED is involved in value addition activities but in view of the available resources, the activities are taken up on a very small scale. Therefore, there is need and scope to expand activities on larger scale keeping in view the abundant availability of MFP resources and dependence of tribals on MFP for their livelihood.

2.58 Accordingly, a plan for skill development training on MFPs has been prepared. The trainings consist of two type of training

- one that leads to production of marketable product as an outcome of the training based on which an enterprise can be started with the assistance of State. Such trainings are value addition trainings on Tamarind, Hill Grass, Dona Pattal, Amla, Honey and some Agro based items like spices, cashew etc.
- Second is purely skill development training under which inputs are provided to the tribals to cultivate, collect, and harvest MFP items in a scientific manner that It not only improves the quantity and quality of the produce but also protects the environment. These training will result in earning livelihood through Lac cultivation, Processing of TBOS and Mahua flower business activity in a scientific manner.

2.59 As per the proposed plan, the efforts of the trainees trained under this scheme shall be supported by assisting them in establishing marketing linkages and establishing their enterprise. While TRIFED proposes to provide them with initial tool kits but for long-term sustenance of their initiative, they will be converted into an enterprise with the active support of State Government. Therefore, other Institutions and State Governments/organizations shall also be involved with these training programmes so that financial and administrative support during hand-holding period can be provided to such enterprises. Initial marketing linkages shall also be provided by marketing their products through TRIBES INDIA outlets or any other outlet locally, directly by them. They will be encouraged to market their products locally in a systematic manner so that they can take control of their enterprises without continuous support from any outside agency. A brand is also proposed to be established for such MFP products that can be sold in retail to help provide a distinct identity to such products.

**In the process, the role of TRIFED has been envisaged as under:**

- Identify & empanel a suitable agency in selected & potential area which is capable of undertaking this activity as per our requirement and impart training & facilitate beneficiaries in forming an enterprise.
- Establish Marketing linkages
- Prescribe the design of the training programme and bear the cost of training.
- Arrangement of tool kits and machineries etc for selected Tribal SHGs.
- Enrolment of the Cooperative Society formed for this activity as a member of TRIFED.
- Regular monitoring & evaluation of the whole gamut of activities, guidance and en-route corrections if any required.

**The Role of State Governments has been envisaged as under:-**

2.60 The role of State Governments in this regard shall be very important as the implementation of these training programmes shall be undertaken with their support. State Governments are expected to be associated with these training programme from

the beginning where they can help in identification and selection of beneficiaries and the areas where such training will be more beneficial. They can even suggest the training programme which can be more beneficial for the tribal in their areas. Since State Governments themselves run a number of tribal welfare initiatives under various schemes, their participation will help ensure convergence by expanding the beneficiary base and can also compliment and supplement their initiatives in a positive manner. State Governments are also expected to play an important role by arranging to provide financial and administrative support in the form of working capital loans, Grant, subsidy, infrastructural support etc wherever possible to help beneficiaries in establishing their enterprise and providing marketing linkages. In order to ensure smooth implementation of these initiatives a suitable joint monitoring mechanism to follow up and hand hold the beneficiaries' up to a certain stage shall also be established. For this purpose State Governments will be requested to designate a department/ agency to coordinate efforts under this scheme.

2.61 Based on above criteria skill development trainings are proposed to be conducted for 4700 beneficiaries in different States. An amount of Rs.319.00 Lakh has been estimated to train 4700 beneficiaries during the FY 2013-14.

2.62 In another initiative, TRIFED has formulated a skill development programme in handicraft sector.

2.63 The initiative in this direction was taken in the year 2004-05 and many Training Projects were implemented in various states for empowerment through skill development in collaboration with DC (Handicraft) by conducting the AHVY training programs in tribal clusters for training in Handicraft. Planned intervention in Handicraft Development through Skill Up-gradation programmes was started in the year 2007-08 through Road Map of TRIFED under financial assistance from the Ministry of Tribal Affairs, Govt. of India. The programme envisaged identification of a pool of artisans, honing their craft through training and development with the help of experts and designers, providing exposure of market to the artisans along with providing a channel of market support to such artisans by enrolling them as suppliers to the chain of retail outlets of TRIFED popularly known as TRIBES India.

2.64 Under the scheme following three types of training interventions were made to upgrade the skill of the tribal artisans in various crafts during 11<sup>th</sup> Plan Period.

- i. **Primary Level Training (PLT)** - This is meant for fresh tribal artisans in which training on basic techniques of craft is imparted to equip the artisans for producing the craft. The duration of this training is 3 months in which a group of 20 artisan are trained in a craft.
- ii. **Advance Level Training (ALT)** - This training is meant for those tribal artisans who perform well in the PLT and show potential of becoming craftsperson of better quality. In this training design and technology inputs are taught in first 15 days and the trainees are made to practice the said lesson for next 30 days through a Reinforcement Training. 15 artisans are given this training in a period of 45 days.
- iii. **Design Workshop Training (DWT)** - This training is meant for the existing suppliers of TRIFED. It is related to further design and technology up-gradation based on the market feedback on the needs of product innovation,

feature addition, uses diversification etc. on utility and decorative products. The duration of this training is 21 days in which 15 artisans are given training.

2.65 The details of trainings imparted to tribal artisans during last six years and proposed for the current year are as follows:-

YEAR	PLT		ALT		DWT		TOTAL		OUTLAY (In Rs Lakh)
	Training No.	Trainees No.	Training No.	Trainees No.	Training No.	Trainees No.	Training No.	Trainees No.	
2007-08	6	132	4	90	2	40	12	262	16.08
2008-09	15	294	4	75	2	40	21	409	25.08
2009-10	16	320	6	104	2	40	24	464	29.44
2010-11	22	483	5	76	2	40	29	599	33.76
2011-12	21	433	12	200	4	84	37	717	47.88
2012-13	15	300	7	105	4	80	26	485	47.50
2013-14	5	100	15	225	9	180	26	505	55.00
<b>TOTAL</b>	95	1962	38	650	16	324	149	2936	254.74

2.66 The above training was undertaken in more than 61 crafts and in about 21 states in the country.

2.67 On the basis of the experience of the 11<sup>th</sup> Plan Period, a new training programme was introduced to train the expert craft persons as trainers termed as Training of Trainers (TOT) to meet the much felt need for the Master Trainers. The duration of this training is 1 month (i.e. 30 days) out of which first 15 days is for Design Development Workshop under a Professional Designer. In the next 15 days, there will be batch production of the same items developed during the Workshop.

2.68 During these interventions, it was observed that many of the artisans, who received the training through the intervention of Trifed, did not show much interest in pursuing the craft as their source of gainful employment for supplementing their economy. So the newly converted artisans could not be transformed as supplier to Trifed. The reasons are manifold and localized. The major ones are as under:-

1. Non-availability of training support/ follow-up through higher level of training to the newly trained artisans till they become expert in the craft.
2. Non-availability of market support due to the reason that the quality of artefacts produced by the artisans were not up to mark.
3. Substantial support could not be provided by TRIFED to them due to budget constraints.
4. "After Training Support" in terms of the Finance and Easy availability of Raw Materials for the craft could not be provided by TRIFED to support the new artisans for initial business start-up due to the financial constraints.
5. Availability of more gainful employment through various other schemes implemented by the Government like MGNREGA.

2.69 Keeping in view the above factors, the training plan was revised to accommodate some of the constraints within the limited resources available. The wage compensation package was revised during the 12<sup>th</sup> Plan period and a total of 505 beneficiaries are targeted, but the other factors still remained un-attended due to the resource crunch.

2.70 The New Plan for Skill Development proposed to be undertaken under the Schemes of Ministry of Tribal Affairs is as follows:-

2.71 To strengthen the Skill Development Program in Handicraft Sector the following proposal is designed to conduct more gainful Skill Up-gradation Programs to support the tribal people.

### **Aims and Objectives of the Training**

1. The Training Intervention will aim at support/ follow-up through higher level of training to the tribal artisans till they become expert in the craft.
2. There will be two target groups to whom the training will be made available – (a) women and (b) educated- unemployed- school dropout tribal youths of both the genders.
3. The trainees will be imparted a comprehensive training with expertise of the craft till they become efficient in production of the craft items with good finish and quality.
4. Provision of “After Training Support” in terms of the Finance and Easy availability of Raw Material through Raw Material Bank for the craft could be provided by TRIFED to support the new artisans for initial start-up of their activity.
5. The remunerative wage compensation during the training period and during After Training Support to encourage them to adopt the craft training as their livelihood and as a source of gainful employment to support their income and economic empowerment.

### **Role of State Governments**

2.72 The role of State Governments in this regard shall be very important as the implementation of these training programmes shall be undertaken with their support.

2.73 The proposal has got a financial implication of Rs.300.00 lakh.

2.74 Therefore, it may be observed that both National Scheduled Tribes Finance and Development Corporation (NSTFDC) and Tribals Cooperative Marketing Development Federation of India Ltd. (TRIFED) have been engaged in taking proactive initiatives in playing vital roles in eradication of poverty of ST population and skill development / entrepreneurship programmes for Tribal people for socio-economic development.

### **Recommendation (Sl. No. 27, Para No. 4.13)**

2.75 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 Schedule Tribes. The Committee note that though these evaluation studies were specific to some States like Andhra Pradesh, Bihar, Gujarat, Madhya Pradesh, Maharashtra, Odisha, Rajasthan, Chhattisgarh, 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/programs 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 Organization (PEO) of Planning Commission, detailed discussion were held with the representatives of the concerned State Governments during the Working Groups 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 recommendation/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 Groups.

### **Action Taken by the Government**

2.76 Planning Commission has stated that the inputs received from the Working Group have been factored into the strategies for the welfare and upliftment of the tribals, as mentioned in the Chapter on “Social Inclusion” of the 12<sup>th</sup> Five Year Plan document. In its recent initiatives, Ministry of Tribal Affairs has synthesized a report based on the regional consultations on Planning, formulation, implementation and monitoring of the Tribal Sub-Plan. The document outlines clear actionable points to be followed by the States which were not addressed in the guidelines on TSP issued by Planning Commission in 2005-06. The suggestions of this Ministry have been discussed exhaustively in the meeting with the States held on 16<sup>th</sup>-17<sup>th</sup> May, 2013. The finalized synthesis report has been forwarded to Planning Commission as per the decisions taken in the first meeting of the Inter-Ministerial Committee constituted in the Planning Commission for review of the existing guidelines on TSP for further necessary action.

### **Recommendation (Sl. No. 29, Para No. 4.19)**

2.77 The Committee note the 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 the responses received from these State Governments should be made available to the Committee.

### **Action Taken by the Government**

2.78 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)' conducted by Water and Power Consultancy Service Ltd., New Delhi (WAPCOS) found that there has been 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 the 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 remunerative occupation of their liking round the year in the vicinities of their dwelling. This has checked the migration of tribals in search of the employment during the lean period. All the States concerned (Andhra Pradesh, Assam, Chhattisgarh, Gujarat, Himachal Pradesh, Jharkhand, Karnataka, Madhya Pradesh, Maharashtra, Manipur, Odisha and Tripura) were intimated about the conclusions on the recommendation for providing comments with action taken / proposed to be taken in the matter. The comments of Govt. of Tripura, Odisha and Himachal Pradesh are given in **Annexure-VII**.

### **Recommendation (Sl. No. 34, Para No. 5.16)**

2.79 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-Developments 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.

### **Action taken by the Government**

2.80 The reasons for not approving the CCD Plan for the States of Bihar & Manipur during the 11<sup>th</sup> Plan period are as under:

- (i) **Bihar:** The State Government of Bihar had submitted the CCD Plan but it was not as per Base-line Survey of PTG. Accordingly, the State government was advised to prepare a revised CCD Plan. The revised CCD Plan has not yet been received.
- (ii) **Manipur:** The State Government has not attended the meeting conducted by Ministry of Tribal Affairs for the approval of CCD Plan. The Ministry has conducted two meetings in this regard with State Governments. None of the meetings has been attended by representative of the State Government of Manipur. Therefore, the CCD Plan of Manipur State could not be approved.

### **Recommendation (Sl. No. 35, Para No. 5.17)**

2.81 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-utilization of these grants.

### **Action Taken by the Government**

2.82 The CCD plan for a plan period of a State Government is approved by the Expert Committee after discussion with the representatives of the State Government, taking into account their action plan for the socio-economic development of the PTG population.

2.83 The Ministry writes every year in the month of April to the State Government to send complete proposals under each scheme. The proposals are processed as soon as they are received and grants are released if the required documents such as Annual Progress Report, Utilization Certificate (which are due) are made available.

2.84 The main reason for non-utilization of fund is due to the delay in execution of projects at site and compilation of expenditure report etc. the grants under PTG are of non-recurring nature and thus the utilization certificate falls due after 12 months, from the date of closing of financial years. Moreover, the funds are further distributed to the implementing agencies which involve considerable time. However, the Ministry reminds the State Governments in periodic meetings for prompt utilization of the funds.

### **Recommendation (Sl. No. 36, Para No. 5.25)**

2.85 The Committee note that out of 100 sanctioned Eklavya Model Residential Schools (EMRS) during the 10<sup>th</sup> Plan and 11<sup>th</sup> 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 allocated 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.

### **Action taken by the Government**

2.86 Out of the sanctioned 154 EMRSs till 31<sup>st</sup> March, 2013, 111 schools are functional as on date. Since the last reporting, funds have not been withdrawn from any of the States for non-functional schools. The reason for non-functioning of the schools in Manipur are due to law and order problem and cost escalation of building materials which led to delay in construction of the building. However, the construction works are now in good progress and the completion is targeted by December, 2013, as reported by Govt. of Manipur. The school in Uttarakhand is already functional from 2010-11. The information from Govt. of J&K could not be received in spite of repeated reminders.

## **CHAPTER III**

### **RECOMMENDATIONS/OBSERVATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF REPLIES RECEIVED FROM THE GOVERNMENT**

#### **Recommendation (Sl. No. 2, Para No. 2.9)**

3.1 The Committee note that the 10<sup>th</sup> 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 11<sup>th</sup> 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 10<sup>th</sup> Five Year Plan will be able to achieve the targets with the fund allocated for the schemes for STs under TSP during the 11<sup>th</sup> 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 11<sup>th</sup> 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.

#### **Action Taken by the Government**

3.2 The guidelines issued by Planning Commission for implementation of TSP by the States/UTs, in the year 2005-06 are in operation. 24 States and UTs are implementing Tribal Sub-Plan. The Nodal Departments i.e., States / UTs Tribal Welfare Departments are responsible for planning, formulation, implementation and monitoring of TSP at States / UTs.

3.3 It has been stated by Planning Commission that they are strictly insisting upon States and UT Administrations to adhere to the guidelines issued by the Planning Commission while approving the State / UT Plan proposals.

3.4 Tribal Development is a continuing process due to geographical isolation of tribal habitations and almost all Central Ministries / Departments involved in development activities, State and UTs administrations where TSP is applicable are adhering to the TSP guidelines. The desired achievement is yet to be accomplished in the areas of Empowerment of Tribal Women, development of Particularly Vulnerable Tribal Groups (PVTGs), as opined by Planning Commission. 12<sup>th</sup> Five Year Plan has paved the way for more inclusive development by adopting new strategy under Tribal Sub Plan such as:-

- (i) Agriculture and allied activities, through provision of minor and medium irrigation facilities supplemented by programmes for animal husbandry, dairying, poultry, and so on;

- (ii) Improvised credit and marketing facilities so as 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 ensuring tribals' participation as equal partners;
- (v) Promoting agricultural production through improved method of cultivation and rural electrification to promote small scale industry.

3.5 Provision of basic infrastructure for speeding up the socio-economic development of the tribal areas under TSP is another priority. Growth Centre's, communication network, schools, health Centre's, rural electrification, drinking water and other facilities and so on are being provided to the tribals. Protection of tribals against exploitation is sought to be done 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. The TSP pays special attention to the welfare and development of Particularly Vulnerable Tribal Groups (PVTGs) and tribals with special problems.

#### **Recommendation (Sl.No.6 Para No.2.24)**

3.6 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 STP 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 marginalized 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.

#### **Action Taken by the Government**

3.7 TSP guidelines issued by the Planning Commission clearly stipulates for involvement of elected representatives and local ST population in formulation, implementation and monitoring of TSP in States.

3.8 It has also been asserted by Planning Commission that they will take note of this suggestion and insist States and UT administrations to act accordingly. The inputs received from some of the States are given in **Annexure-III**.

#### **Recommendation (Sl.No.7 Para No.2.25)**

3.9 It has also been stated that the State 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.

#### **Action Taken by the Government**

3.10 As given in reply against para 2.4 above. Ministry of Tribal Affairs from time to time writes to the TSP States on the issue. During the regional workshops on effective formulation and implementation of TSP in States organized by this Ministry in January-March, 2013 which were attended by the majority of the TSP States, all the participating States were impressed upon on the importance and necessity for following the guidelines of TSP in true letter and spirit. The issue raised by the Hon'ble Committee was discussed at length and the points of discussions and key recommendations have been collated into a synthesis report which was circulated and discussed in the meeting with the State Principal Secretaries/Secretaries/Commissioner/Directors in-charge of the Tribal Welfare Departments held on 16<sup>th</sup>-17<sup>th</sup> May, 2013. The finally compiled synthesis report alongwith a draft revised guidelines on TSP and success stories from some States has been sent to Planning Commission for further consideration. This Ministry also asked all the TSP States to send the TSP documents along with the proposal for SCA to TSP for the year 2013-14. A number of TSP documents have been received from the States and it is expected that the remaining States will also send the same along with the proposal.

#### **Recommendation (Sl.No.9 Para No.2.38)**

3.11 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.

## Action Taken by the Government

3.12 The Government of Himachal Pradesh has stated that the selection of eligible household in the BPL list is done as per guidelines issued by the Government of India, Ministry for Rural Development time to time. No separate targets are fixed for selection of SC/ST families in the BPL list however the targets are fixed for selection of BPL families during 1994-95 was based on Annual income of the household. The households upto income of Rs. 11000/- were eligible to be identified in the BPL list. During 9<sup>th</sup> Five Year Plan ( 1997-98) the BPL Census was conducted on the basis of per capita expenditure. The households having per capita expenditure upto Rs. 289.31 were identified in the BPL list. On the basis of per capita consumption, identification of households in the BPL list was done in the State.

3.13 The BPL Census for 10<sup>th</sup> Five Year Plan is based on normative approach for identification of the rural poor. It introduces a “ Score Based Ranking” on relative deprivation revaluated by certain soci- economic indicators. The survey of all rural households was carried out to secure information on a range on 13 indicators on each of which every household was ranked on a 0-4 scale. As per guidelines the numbers of BPL households in the State should not exceed the number of BPL households estimated by the Planning Commission for the year 1999-2000. As per poverty estimates of Planning Commission, the maximum ceiling of BPL households in the State is 2,82,370 households and accordingly the selection of households has been done through the Gram Sabhas on the basis of scores awarded to the households during BPL survey. In the above letter the figure of 14.90% ST families in the BPL list has been reflected during 2004-05 which is now 8.60% as per BPL Census for 10<sup>th</sup> Five Year Plan. The district-wise status of existing ST families in the BPL list is as under:-

S.N.	District	Total Families	BPL ST families	%age
1	Bilaspur	17337	549	3.17
2	Chamba	46393	13555	29.22
3	Hamirpur	19514	172	0.88
4	Kangra	63250	4344	6.87
5	Kinnaur	2824	1397	49.47
6	Kullu	11267	146	1.29
7	Lahaul-Spiti	2400	2040	85
8	Mandi	41339	555	1.34
9	Shimla	31682	105	0.33
10	Sirmour	13695	231	1.69
11	Solan	17478	828	4.74
12	Una	15191	354	2.33
	Total	282370	24276	8.60

3.14 In spite of repeated persuasion Govt. of Odisha has not responded as yet. As soon as the reply is received, the same will be furnished for the Hon'ble Committee's perusal.

3.15 The latest figures of BPL population of STs in the States / UTs implementing TSP as provided by Planning Commission is given in **Annexure – IV(A)**.

## **Comments of the Committee**

**3.16 Please see para 1.18 of Chapter – I.**

### **Recommendation (Sl.No.10 Para No.2.41)**

3.17 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 Ministry/Departments which can be refined from the 12<sup>th</sup> 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 in 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.

### **Action Taken by the Government**

3.18 The latest information from Planning Commission shows that there have been considerable improvement and change in the approach towards TSP strategy as a majority number of Central Ministries out of the 28 have been earmarking the mandated percentage. As per the latest information from Planning Commission Six Ministries/Departments have not earmarked the required percentage of Gross Budgetary Support (GBS) to the extent prescribed in 2011-12 as well as 2012-13. The figures in the parenthesis indicate the comparison for the year 2011-12. These are Ministry of Coal (6.89% against 8.20%), Ministry of Micro, Small Medium Enterprise (4.92% against 8.20%), Ministry of Mines (3.59% against 4.00%), Ministry of Road Transport and Highways (2.17% against 3.50%), Ministry of Panchayati Raj (5.81% against 8.20%) and Department of Rural Development, Ministry of Rural Development (4.73% against 17.50%). However, Ministry of Rural Development has stated that two schemes namely Indira Awas Yojana(IAY) and National Rural Livelihood Mission(NRLM)/Aajeevika are being implemented by that Ministry. The details provided by Ministry of Rural Development are given in **Annexure-V**. The said Ministries excluding Department of Rural Development, Ministry of Rural Development have not provided comments in spite of reminders. They are being reminded once again. The remaining Ministries / Departments are earmarking funds as per the mandate. The overall position has shown a visible improvement over the past years starting from 2010-11. However, the release of Plan funds to the Ministries/Departments is a matter handled by Ministry of Finance in consultation with Planning Commission. The recommendations including the present one regarding indication in the Annual Report of Ministries / Departments, have already been forwarded to 28 Central Ministries/Departments.

### **Recommendation (Sl.No.11 Para No.2.42)**

3.19 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 organizations 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 these Ministry 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.

### **Action Taken by the Government**

3.20 The Planning Commission set up a Task Force under the Chairmanship of Dr. Narendra Jadhav, Member, Planning Commission in June, 2010 to review the operational difficulties in implementation of Scheduled Caste Sub- Plan (SCSP) & Tribal Sub-Plan (TSP) at the level of Central Ministries/Departments and States/Union Territories. The first recommendations/report identified the Central Ministries/Departments in terms of their obligation to earmark allocation in proportion to the population of Scheduled Castes and Scheduled Tribes into four categories : I) No Obligation; II) below and upto 7.5 % for STs; III) Earmarking of outlays between 7.5%-8.2 % for STs; IV) Earmarking more than 8.2% for STs.

3.21 Ministries/Departments which are engaged in regulatory functions, basic scientific research, addressing specific target groups other than STs, implementing large infrastructure projects whose benefits to STs may be difficult to quantify or largely engaged in policy making and running central organisations without any significant beneficiary orientation were not obligated to earmark funds under TSP, but are encouraged to formulate and implement schemes aimed at benefiting STs and STs concentration areas. Ministries/Departments falling under those categories were also requested to allocate funds on voluntarily basis. However, at the time recommending the percentages the said Committee observed that quantification of flow of their benefits to SCs and STs is difficult and more importantly, the equalisation objective of the SCSP and TSP strategy, as stated by the Hon'ble Prime Minister in his address in the 51<sup>st</sup> NDC Meeting would imply that unless a scheme can be seen as directly contributing to that objective, expenditure on it may not be classified under SCSP and TSP.



3.22 The status of earmarking funds in the 2011-12 and 2012-13 is given in **Annexure-I**. The efforts made in pursuance of the Task Force recommendations have finally brought about some visible changes in the formulation and implementation of SCSP and TSP as may be seen in improvement in the earmarking of funds. Evidently, for the first time in 2011-12, 25 and 28 Central Ministries and Departments have categorically earmarked funds under SCSP and TSP, respectively. Having made a beginning in the Annual Plan 2011-12, there is a need to further consolidate and improve upon the implementation of SCSP and TSP across sectors, ensuring not only optimal earmarking of funds under SCSP/ TSP as per the guidelines, but also utilising the same in achieving the outcomes in measurable terms. The Ministry of Tribal Affairs took up the matter at the level of Secretary as recently as in February, 2013 with Ministry of Human Resource Development (Deptt. of School Education and Literacy), Rural Development, Health and Family Welfare, Drinking Water and Sanitation, Power, New and Renewable Energy and Culture drawing those Central Ministries' attention to development deficits confronting tribal population. Simultaneously, Planning Commission was also requested that in keeping with commitment of the 12<sup>th</sup> Plan to help bridge the deficits, appropriate assistance from Planning Commission while reviewing sectoral plan may also be provided apart from a key role in the coordination committee meeting as discussed in the following lines. Issues to redress such deficits were taken up in the Coordination Committee Meeting held in February, 2013 under the Chairpersonship of Hon'ble Minister of Tribal Affairs. The Coordination Committee which was set up in April, 2011 to oversee the progress /status of the schemes/programmes being implemented for development of STs and to identify the critical gap for taking suitable action apart from considering the recommendations of the Standing Committee of Social Justice and Empowerment contained in the Fifth Report on Demands for Grants (2010-11), has representation from Ministry of Human Resource Development (Deptt. of School Education and Literacy), Rural Development, Health and Family Welfare, Drinking Water and Sanitation and Power including Planning Commission, being the major line Ministries and the nodal agency for TSP.

3.23 Based on the experience of implementing the TSP by the Central Ministries/ Departments, the guidelines issued by the Planning Commission require relook to remove any shortcomings, so as to ensure that at least 8.2 per cent of the Central Plan outlay is earmarked under the Schemes/ Programmes that benefit the ST communities demonstratively.

3.24 An Inter-ministerial Committee constituted by Planning Commission in January, 2013 has already started deliberating on the issue and the first meeting of the Committee was held on 5.3.2013. The discussion focused *inter-alia* on the need to review the categorization of the Ministries/Departments as recommended by the Task Force under Dr. Narendra Jadhav, Member, Planning Commission and whether it requires any correction and modification in so far as earmarking of plan fund by Ministries/Departments are concerned and in particular, to review possibility of fund allocation by Central Ministries/Departments falling in the 'No Obligation' category as recommended by the Task Force. One of the decisions taken in the meeting was that the Planning Commission would review 70 Centrally Sponsored Schemes in 12<sup>th</sup> Plan to consider whether any component of their plan allocation should be earmarked under SCSP/TSP, if not already done.

### **Recommendation (Sl.No.12 Para No.2.43)**

3.25 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 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.

### **Action Taken by the Government**

3.26 So far as this Ministry is concerned, based on the field inputs gathered as part of this exercise including Andhra Pradesh legislation on TSP and the recommendations of National Advisory Council , National Commission for the Scheduled Tribes and Standing Committee of the Parliament on Welfare of SC/ST, and a series of discussions held, a comprehensive document has been prepared which articulates the new approach by the States/UTs for making a paradigm shift from the existing 'Post-facto accounting approach' lacking in necessary focus on special or specific planning to address the development needs of Sts to a 'pro-active planning approach' with an appropriate institutional and comprehensive monitoring framework aimed to bridge the development gap. The document outlines clear actionable points to be followed by the States which were not addressed in the guidelines on TSP issued by Planning Commission in 2005-06. The issue raised by the Hon'ble Committee was discussed at length and the points of discussions and key recommendations have been collated into a synthesis report which was circulated and discussed in the meeting with the State Principal Secretaries/Secretaries/Commissioner/Directors in-charge of the Tribal Welfare Departments held on 16<sup>th</sup>-17<sup>th</sup> May, 2013. The finally compiled synthesis report alongwith a draft revised guidelines on TSP and success stories from some States has been sent to Planning Commission for further consideration. Final decision in this regard will be taken by Planning Commission.

### **Comments of the Committee**

3.27 Please see para 1.21 of Chapter – I.

### **Recommendation (Sl.No.17 Para No.3.6)**

3.28 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 feels that stringent action need to be taken against the earring States. The Committee, therefore, recommends 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 State should be made a precondition 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.

### **Action Taken by the Government**

3.29 As stated, Planning Commission reviews the SCSP and TSP of States and UTs at the time of sanction of Annual Plan of States/UTs and insists that the States/UTs earmark fund for TSP as per their respective ST population. For the years 2010-11, 2011-12 and 2012-13, a statement indicating TSP allocation made by States as per outlay of their Annual Plan is enclosed at **Annexure-VI**.

### **Recommendation (Sl.No.19 Para No.3.15)**

3.30 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 year 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 State have consistently not followed the guidelines on TSP. The Committee also note that the performance of the State 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 in spite 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.

### **Action Taken by the Government**

3.31 As per guidelines of SCA to TSP, 10% of the total allocation is released as 'Incentive Grant'. As the name suggests, it is an incentive or reward for the well performing States in the field of TSP planning, formulation, implementation and monitoring as prescribed under the guidelines to encourage them to further improve and for other States to follow sincerely by implementing the guidelines of TSP/SCA to TSP in true letter and spirit. The remaining 90% of the allocation is to be released among the States on the basis of the share of the programmes under the broad strategy of the tribal Sub-Plan viz, ITDP, MADA, Clusters, PTGs etc and is calculated in proportion to the ST population of the State to that of the country as a whole. The States, as mentioned, were released their share out of the remaining 90% of the total allocation. SCA to TSP is extended by the Government of India as an additive to the State plan efforts on tribal development.

3.32 However, it is a fact that some of the States were not released incentive grants. The same also continued for the following years. The Ministry feels that while some States have taken strong initiative on strengthening the TSP, other States would require some support and handholding so that robust evidence-based planning, implementation and monitoring system of TSP can be designed at the State level. This will help the States to come up to the expectations to fulfill the objectives. This Ministry has already taken initiatives in this direction by interacting more frequently through the TSP workshops and national level meetings with the States representatives with special attention for the laggard States. The meeting held on 16<sup>th</sup>-17<sup>th</sup> May, 2013 has also deliberated on the issue by taking into consideration the synthesis report based on the key recommendation that emerged out of the regional workshops on TSP and also the challenges and difficulties faced by the States. The Inter-Ministerial Committee while revising the guidelines will also consider to recommend an effective mechanism in addressing the issue. A Group has been constituted by this Ministry for review of the guidelines for SCA to TSP. The matter will also be considered by the said group.

### **Comments of the Committee**

3.33 Please see para 1.31 of Chapter – I.

### **Recommendation (Sl. No. 24, Para No. 3.39)**

3.34 It has been stated that not-utilization/under-utilization of funds are generally attributed to the field level difficulties faced by the State 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.

### **Action taken by the Government**

3.35 The issues are already being addressed through revision of guidelines for TSP and SCA to TSP. The Planning Commission is to consider the issue of release of Annual Plan funds in the beginning of the year

### **Recommendation (Sl.No.30 Para No.4.20)**

3.36 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.

### **Action Taken by the Government**

3.37 The Programme Evaluation Organization (PEO) of the Planning Commission commissioned to National Institute of Rural Development (NIRD) under Ministry of Rural Development an evaluation study on SCA to TSP and SCSP in 2012, the final report of which has been received. The same has been circulated among all the TSP States for comments. Except a few, (Tripura, Chhattisgarh, Odisha, Andaman & Nicobar) the comments are awaited. The received comments are under examination. Once the full and final comments are received from all the States, the same will be analyzed and forwarded to Planning Commission. Another study on Grants under Article 275 (1) of the Constitution of India was awarded to the same organization by this Ministry and the draft report has been received in February, 2013 and the draft report with key recommendations has also been circulated among the States for comments. Comments from almost all the States except Tripura & Mizoram are awaited.

### **Recommendation (SI.No.31 Para No.5.8)**

3.38 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.

### **Action Taken by the Government**

3.39 The issues are being addressed in the recent initiatives taken by this Ministry. The Ministry has asked all the TSP States to send information about implementation of TSP for last three years including sector wise breakups of TSP funds and physical performance under TSP along with the number of beneficiaries (gender wise). A further detailed set of information has also been asked from the States for analysis and action plan in the coming years with focus on the 12<sup>th</sup> plan strategy. The complete Census 2011 statistics, once published will also be analyzed for impact assessment of various schemes/programmes under TSP.

### **Recommendation (Sl. No. 32, Para No. 5.9)**

3.40 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.

### **Action taken by the Government**

3.41 The Education Division of the Ministry of Tribal Affairs has already implemented the scheme of Post-Matric Scholarship for ST students under which ST students are provided scholarship which includes maintenance allowance, provision for students with disabilities, reimbursement of compulsory non-refundable fees, Study Tour charges, thesis typing/printing charges and book allowance for students pursuing correspondence courses, while pursuing their higher education in any of recognized institutions. In view of this, it may be impressed that the TSP fund may be utilized in other developmental areas of the Scheduled tribes rather than reimbursing fee for higher educational self-financed private institutions from TSP funds.

### **Recommendation (Sl.No.37 Para No.5.33)**

3.42 The Committee are aware of the crucial role the Non-governmental Organizations (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 Governments programmes. The Committee may also be apprised of the outcome of the action already initiated to conduct concurrent monitoring through independent agencies. The committee hopes that these steps will be implemented in letter and spirit so that these NGOs function effectively and become economically viable units. The Committee also recommends that proper monitoring of the NGOs should be maintained all the time to isolate those NGOs who are not performing and misutilising aid.

### **Action Taken by the Government**

3.43 There is NGO component where funds are being disbursed directly to the NGOs under the PTG scheme. The State Governments are also requested to furnish the name of the reputed and credible NGOs where they feels NGO intervention is required for better implementation of the programmes.

3.44 The independent agency carrying out the work of concurrent monitoring of the NGO projects funded by this Ministry has submitted two reports. Action has already been taken in the 1<sup>st</sup> report and State Governments are requested to have special inspection of those projects (where the agency has made actionable points) and submit the compliance report. Further funds are being disbursed only after satisfactory reports received from the State Governments.

## **CHAPTER IV**

### **RECOMMENDATIONS/OBSERVATION IN RESPECT OF WHICH REPLIES OF THE GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE AND WHICH REQUIRE REITERATION**

#### **Recommendation (Sl.No.13 Para No.2.44)**

4.1 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 Ministries 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.

#### **Action Taken by the Government**

4.2 The suggestion in this regard is to be considered by Planning Commission.

#### **Comments of the Committee**

4.3 Please see para 1.24 of Chapter – I.

#### **Recommendation (Sl.No.15 Para No.2.54)**

4.4 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, recommended 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.

#### **Action Taken by the Government**

4.5 The recommendation needs to be considered by Planning Commission.



## **Comments of the Committee**

**4.6 Please see para 1.27 of Chapter – I.**

### **Recommendation (Sl. No. 20, Para No. 3.16)**

4.7 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 regards. 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 Government should fully utilize the funds for the purpose for which it was provided. The Committee also recommend that SCA to TSP should be provided to implementing Departments/UT Administration to utilize 100% by the end of the concerned financial year (i.e the year in which the funds were provided).

### **Action taken by the Government**

4.8 The funds provided by the Ministry under SCA to TSP are expected to be fully utilized during the year as per guidelines issued by the Ministry.

4.9 The approved allocation of SCA to TSP is communicated to the Nodal Department of the State Governments in the beginning of the financial year by Ministry of Tribal Affairs. This year, in fact, it has been communicated in advance in the month of March. The Nodal Department, in turn, intimates all the concerned implementing departments/agencies through ITDPs with the directions to utilize the allocated budget on pre fixed quarterly norms. The working season in tribal areas of some States is very limited due to extreme weather conditions. However, various processes leading to release and completion of formalities and utilization sometimes lead to delay beyond control of the agencies. The issue has been discussed once again in detail in the Meeting with State Governments held on 16<sup>th</sup> and 17<sup>th</sup> May, 2013 but many States expressed difficulties in the matter. This may be further deliberated to minimize the gap. Releasing funds directly to the Implementing Agencies of the States by the Ministry may not be possible due to coordination and accounting difficulties and also due to shortage of staff and infrastructure in the Ministry.

## **Comments of the Committee**

**4.10 Please see para 1.34 of Chapter – I.**

### **Recommendation (Sl.No.33 Para No.5.10)**

4.11 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.

### **Action taken by the Government**

4.12 The Ministry of Tribal Affairs increase the income limit of parents of STs under its various scholarship schemes from time to time as when need arises keeping in view various aspects e.g. objective of the Scheme, rise in prices and cost facilities etc. under the Post-Matric Scholarship Scheme, there is a provision to increase income ceiling once in every two years which is linked with Consumer Price Index for Industrial worker. Accordingly, the income ceiling had been raised from Rs. 1.08 to Rs. 1.45 lakh per annum. During the year 2011-12, income ceiling has subsequently been revised from Rs. 1.45 lakh to 2.00 lakh with retrospective effect from 01.07.2010. There is also a proposal to raise income limit in case of Top Class Education Scheme.

### **Comments of the Committee**

4.13 Please see para 1.44 of Chapter – I.

## **CHAPTER V**

### **RECOMMENDATIONS/OBSERVATION IN RESPECT OF WHICH FINAL REPLIES HAVE NOT BEEN RECEIVED**

#### **Recommendation (Sl.No.28 Para No.4.14)**

5.1 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.

#### **Action Taken by the Government**

5.2 The said study was commissioned by the Programme Evaluation Organization (PEO), Planning Commission. Whereas, the Planning Commission have simply stated that the Ministry of Tribal Affairs has to reply.

#### **Comments of the Committee**

5.3 Please see para 1.41 of Chapter – I.

New Delhi;  
December, 2014  
Agrahayana, 1936 (Saka)

**(FAGGAN SINGH KULASTE)**  
Chairperson  
Committee on the Welfare  
of Scheduled Castes and  
Scheduled Tribes

## **APPENDIX II**

(Vide Para 4 of Introduction)

Analysis of Action Taken by the Government on the Twenty Fifth Report (Fifteenth Lok Sabha)

1. Total number of recommendations/observations: 37
2. Recommendations/observations which have been accepted by the Government (vide recommendations Sl. Nos. (1,3,4,5, 8,14,16,18,21,22,23,25,26,27,29,34,35 and 36).  

Total: 18  
Percentage: 48.64%
3. Recommendations/Observations which the Committee do not desire to pursue in view of the replies of the Government (vide recommendations Sl. Nos. 2,6,7,9,10,11,12,17,19,24,30,31,32 and 37).  

Total: 14  
Percentage: 37.83%
4. Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee and which require reiteration (vide recommendations Sl. Nos.13,15,20 and 33).  

Total: 4  
Percentage: 10.81%
5. Recommendations/Observations in respect of which final replies of the Government have not been received (vide recommendations Sl. Nos.28).  

Total: 1  
Percentage: 2.70%