

ASSESSMENT OF IMPLEMENTATION OF TRIBAL SUB-PLAN IN AP

*Palla Trinadha Rao**
and
*M.Gopinath Reddy***

ABSTRACT

This paper examines the evolution of tribal development policy and the Tribal Sub-Plan (TSP) Strategy in the State of Andhra Pradesh (erstwhile United Andhra Pradesh), and attempts to focus on the aspects related to the financial allocations as per Planning Commission guidelines, utilisation trends, strengthening of livelihoods and efficacy of institutions in the implementation of the Tribal Sub-Plan (TSP) during the year 2009-2010. This paper also makes an attempt to find out the benefits accrued by the individual beneficiary schemes as well as area benefit schemes under TSP, and its impact on the livelihoods of tribals in two selected districts, i.e., East Godavari district of Coastal Andhra and Adilabad district of Telangana Region. The conclusions in the paper stand as benchmark to the pre-legislation period of AP SC/ST Sub-Plan (Planning, Allocation and Utilisation of Financial Resources) Act 2012 that AP Government has brought in recently.

Introduction

The concept of Tribal Sub-Plan launched in the Fifth Plan aims to ensure integrated development of the various scheduled tribe communities in the country with the aid of all pooled financial resources of the Centre and the States, keeping in view their different economic and socio-cultural backgrounds (Planning Commission, 2006).

The decline in the financial allocations and the tardy implementation of tribal development programmes under the Tribal

Sub-Plan (TSP) for the welfare and protection of the scheduled tribes is a cause for great concern. The TSP envisages the preparation of special plans and allocation of funds in proportion to the ST population, by each department every financial year, for their economic upliftment. Such allocations are made mandatory for all departments. However, most departments have not been making the budgetary provisions under the TSP. This shortfall in allocations has been running into crores of rupees. Furthermore, even the amount spent under TSP is not helping the

* Advocate and Researcher, 78-10-4/3, SBI Colony, Syamalanagar, Rajahmundry – 533 103, Andhra Pradesh, pallatrinadh5@gmail.com

** Professor, Centre for Economics and Social Studies (CESS), Hyderabad.

tribals to improve their livelihoods, due to lack of commitment on the part of the implementing agencies. Although several committees have been set up to monitor the budget flow for the tribal development, the shortfall of huge allocations of funds has been the order of the day. The TSP funds are being diverted for the benefit of persons other than the scheduled tribes; this is also a major concern.

Evolution of the Concept of TSP

“The Sub-Plan must attempt, in broad terms, answers to the main issues facing the tribal communities in these areas. In many cases it may be necessary to look at the problem unfettered by the existing formal procedures or legal frame. The final course may be defined only after fully examining the impact of all the factors on the tribal life. The State must bring up these issues, where necessary, to the Union Government level so that they can be considered at the highest level before anything is allowed to stand in the way of fast development of these people” (Planning Commission, 2003).

The Fourth Plan met with certain inadequacies and shortcomings in the process of implementation. There was no appreciable progress due to the limited area of blocks, rigid adherence to the schematic pattern in the implementation of the programmes, and inadequacy of general sector outlays for these regions. It may be recalled here that the Dhebar Commission (1960) and Shilu Ao Committee (1961) recommended for socio-economic development of the tribals with an ultimate objective to integrate them with the rest of the people in India, within a reasonable time-frame.

The Task Force on Development of Tribal Areas (Government of India)(1972), headed by

Professor L.P.Vidyarthi viewed that the efforts made for the socio-economic development of the scheduled tribes did not bring appreciable change in their condition in the preceding Five Year Plans. It emphasised on integrated tribal development.

The expert committee on tribal development (Government of India) headed by Dr.S.C.Dube (1972) also opined that individual welfare approach and schematic block development approach are inappropriate for tribal areas and an integral development approach should cover the entire tribal area in the country. The result of the deliberations of these Committees was the birth of the TSP Strategy.

In December 1973, the Planning Commission issued guidelines to the State Governments on the preparation of sub-plans for tribal regions within the State Plan. The scheme/programme and projects under TSP are implemented through Integrated Tribal Development Projects (ITDPs) which were set up in block(s) or group of blocks where the population of the STs is more than 50 per cent of the total population.

The twin objectives of the TSP approach are:

- (i) Overall socio-economic development of the tribals and to raise them above poverty level.
- (ii) Protection of tribals from various forms of exploitation.

The Scheme of Special Central Assistance (SCA) to TSP was introduced during the Sixth Five Year Plan. Under the Scheme, assistance is given to the State Government as an additive to the State TSP. The SCA forms a

part of the TSP strategy towards the larger goal of enhancing the pace of socio-economic development in most backward tribal areas.

The Essential Features of TSP

- (i) To recognise that there is no uniform solution to the variety of problems facing tribal regions and tribal communities; and therefore, to accept the uniqueness, and formulate policies, programmes and schemes to suit each individual situation, especially for the vulnerable sections.
- (ii) To evolve an appropriate frame for development with emphasis on tribal people at the National and State levels through TSP exercise, ensuring adequate quantification from the State and Central Plan funds, with budgetary mechanisms (separate demand / major budget heads, etc.) in order to ensure accountability, non-divertability, and full utilisation.
- (iii) To accord the highest priority to protective measures for elimination of exploitation of the tribal people.
- (iv) To restructure the administrative and institutional set-up so that it suits the local needs and aspirations.
- (v) To supplement State efforts substantially by the Union Government through Special Central Assistance (SCA).

Although the Tribal Sub-Plans projected total investment, a clear perspective about the long-term strategy for the development of these areas with reference to their resource potential has not emerged.

In view of this, the following long-term objectives have drawn attention:

- (i) To narrow the gap between the levels of development of tribal and other areas; and
- (ii) To improve the quality of life of the tribal communities. Among the immediate objectives are elimination of exploitation in all forms.

The flow of funds from the State Plan for the TSP was worked out on the basis of the total population of the Sub-Plan area, the geographical area, the comparative level of development, and of social services. Therefore, the concerned Central Ministries should identify schemes for tribal areas which have relevance to the level of development of these areas and quantify the outlays accordingly (Planning Commission of India, 1982).

The Working Groups on the Development and Welfare of Scheduled Tribes during the Eighth Five Year Plan felt that in the sectoral implementation of the TSP, the schemes under which provisions are made, do not reflect the felt needs of the tribals and, therefore, do not create the desired impact. The report further identifies the different departments over which Tribal Development Department or Commissioner or Project Officers have no control at all.

In view of the above inadequacies and drawbacks in the formulation and implementation of the TSP, the Committee appointed by the Government of Maharashtra recommended in 1992 that the Tribal Development Department should be invested with all the functional powers of the Planning Department of the State Government as far as the work of preparation of Annual Plan in TSP

areas as well as for tribals outside the TSP areas is concerned.

In May 2003, the Ministry of Tribal Affairs issued fresh guidelines for the release and utilisation of Special Central Assistance (SCA) for TSP. Prominent among them are the tribal population living below poverty line, who should alone be covered under SCA-financed activities, with a special emphasis on raising their socio-economic status to that of the rest of the population in the blocks/district/State. Adherence to the provisions of the Panchayati Raj Act of 1992 and the Provisions of the Panchayats (Extension to Scheduled Areas) Act of 1996 in planning and implementation of TSP, including the SCA funds should be ensured in letter and spirit. Before sanctioning the SCA to TSP, it is a prerequisite to formulate specific schemes/programmes that have a direct bearing on the economic development of the tribals such that it is suitable to their social, economic and ecological situation.

The Prime Minister, while addressing the 51st NDC meeting held on 27 June, 2005 emphasised that "Tribal Sub-Plans and Scheduled Caste Sub-Plans should be an integral part of Annual Plans as well as Five Year Plans, making provisions therein non-divertible and non-lapsable, with the clear objective of bridging the gap in the socio-economic development of the SCs and STs within a period of 10 years".

However, the cumulative figures for the years 2002-2003 to 2005-2006 show that the total outlay provided for TSP was ₹ 3093.48 crore and the total expenditure was ₹ 2856.12 crore, which is 92.32 per cent of the total outlay. Furthermore, the total expenditure under the State Plan was ₹ 44060.90 crore and the

expenditure under TSP was ₹ 2856.12 crore. The comparison shows that expenditure under TSP is 6.48 per cent of the expenditure under the State Plan (Ministry of Tribal Welfare, 2007).

Plan allocations earmarked for the SCs and STs in the union budget continue to be very low – far below what was promised in the Special Component Sub-Plan and the TSP norms of 16 and 8 per cent, respectively. The proportion of the total plan allocation for the STs was 2.80 per cent (2004-05), 3.80 per cent (2005-06), 4.29 per cent (2006-07), 4.89 per cent (2007-08), 4.21 per cent (2008-09), and 4.10 per cent (2009-10) (Mishra and Bhumika, 2009).

The Tenth Five Year Plan aimed for substantial empowerment of the dalit and adivasi communities over the Plan period 2002-2007, while the UPA Government in its National Common Minimum Programme committed to the welfare of SCs and STs. However, there is no visible attempt from the Government towards fulfilling such commitments. The magnitude of the allocations meant substantially for the development of SCs and STs is showing a decline from 2.26 per cent of the total Union Government expenditure in 2005-2006 RE to 2.23 per cent of the same in 2006-07 BE. This implies that lack of adequate financial resources provided by the Union Government poses a major obstacle in development of dalits and adivasis (CBGA, 2006).

The Eleventh Five Year Plan document admits that "it is disturbing to see that both these schemes (Special Component Plan and TSP) have not been implemented with a full sense of commitment and involvement, either by the Central or State governments". The Eleventh Five Year Plan also envisages the

realisation of 50 per cent of the total irrigation potential in tribal areas by the end of the Plan period and total potential by 2020 (CBGA, 2009).

Implementation of Tribal Sub-Plan Strategy in AP

The State of Andhra Pradesh has two distinct regions of contrasting ecological and topographic features. On the one hand, the State is endowed with plain landscape while on the other, there are high altitudes comprising hills and forests with elevated Eastern Ghats having cold climate. Andhra Pradesh is a traditional habitat for 35 tribal communities.

The total tribal population of Andhra Pradesh according to 2011 Census is 7 per cent of the total population of the State. The Scheduled Areas extend over 31,485.34 sq km, i.e., 11 per cent of the total area of the State, with 5938 villages distributed in Srikakulam, Vizianagaram, Visakhapatnam, East Godavari, West Godavari, Khammam, Warangal, Adilabad and Mahaboobnagar districts.

This section evaluates the trends and patterns of allocation and the expenditure of the Tribal Sub-Plan funds by the Government of Andhra Pradesh during the period 2002-2011. Further, it analyses the allocations and expenditure of the TSP funds during the period 2009-2010. It also examines the role played by various monitoring committees set up for the implementation of the Tribal Sub-Plan Strategy for the envisaged objectives.

The Planning Department of the Government of Andhra Pradesh issued a GO

Ms. No. 17 in the year 2005 enhancing the allocation of TSP funds in proportion to the tribal population in the State as per 2001 Census. It is important to note that after four years of census particulars were made available, this GO was issued. The most significant aspect of this strategy is to ensure flow of funds for TSP areas at least in equal proportion of the scheduled tribes population in each State and UT. On the basis of the above criteria, of the total budget, allocation of each sectoral department should be earmarked under non-divertible TSP programme by opening a separate sub-head in the budget of the respective department in the State (Ramana Rao, 1992).

TSP Allocations and Expenditure Patterns

The report of the meeting of State level nodal agency for TSP held on 5 November 2008, under the Chairmanship of the Minister for Tribal Welfare, states that as per the annual plan 2008-09, the total State outlay is ₹ 43191.61 crore and the TSP allocation is ₹ 3267.63 crore, comprising 7.7 per cent of the total plan outlay. As per the allocations in 2008-09, out of 131 departments, only 41 departments made the mandatory TSP allocations of 6.6 per cent and above, while 28 departments made TSP allocations of less than 6.6 per cent. As many as 62 departments have not made any TSP allocation, of which 35 departments have been identified as key departments that play a significant role in implementing the TSP, and account for 92 per cent of the TSP allocation.

The following Table presents the trends of TSP allocations during the period 2002-2011.

Table 1 : Trends of TSP Allocations and Expenditure During 2002-11

(₹ in crore)

S.No.	Number of Departments (Key and Other)	Total State Plan Outlay	Allocation Made	%TSP Allocation	TSP Exp.	% of TSP Exp. to Total Plan Exp.	Diversion/ Lapse of Funds
1	2002-2003	8553.19	639.27	7.47	508.35	6.11	130.92
2	2003-2004	10970.45	761.48	6.94	705.17	6.55	56.31
3	2004-2005	13291.2	777.46	5.85	856.93	7.48	-79.47
4	2005-2006	15650.76	915.26	5.85	776.97	5.78	138.29
5	2006-2007	20000	1184.85	5.92	1411.05	7.89	-226.2
6	2007-2008	30500	2454.82	8.05	2357.59	8.77	97.23
7	2008-2009	44000	3331.96	7.57	1690.8	5.12	1641.16
8	2009-2010	33496.75	2370.86	7.00	1527.58	5.14	843.28
9	2010-2011	36727.96.	2529.19	6.77	555.43	9.74	1973.76
	Total	176462.35	14965.15	8.48	10389.9	69.42	4575.28
	2011-2012	42915.54	2292.29	5.34			

Source: Compiled Data from TSP Budget Statements-Commissioner of Tribal Welfare Office, Hyderabad.

In fact, the Andhra Pradesh State Government has not followed the TSP Strategy. The following Table goes to show that the earmarked funds under the TSP are less than

the proportion of the population of STs in the area, and the variance during the period 2002-2011. The Government diverted an amount of ₹ 4575 crore.

Table 2 : Trends of TSP Allocations and Expenditure During 2009-10

(₹ in crore)

S.No.	Number of Departments (Key and Other)	Total State Plan Outlay	Allocation Made	%TSP Allocation	TSP Exp.	% of TSP Exp. to Total Plan Exp.	Diversion/ Lapse of Funds
1	40 (Key Depts.)	29288.01	2240.48	7.65	1408.35	5.55	832.13
2	Other Depts.	4208.74	130.38	3.09	119.23	2.77	11.15
	Grand Total	33496.75	2370.86	7	1527.58	5.14	843.28

Source : Computed Data from TSP Financial Statements-Tribal Welfare Department.

The State's political and economic practices have been quite contrary to its utterances, and this is reflected in allocation as

well as implementation of the programmes. For instance, the State Plan outlay for the year 2009-2010 was ₹ 33496.75 crore, while an

allocation of ₹ 2370.86 crore was made under the TSP which constitutes about 7.08 per cent. However, the expenditure under the TSP was of ₹ 1527.88 crore which amounts to 5.14 per cent only, which is against the mandatory

benefit expected to be provided to 6.6 per cent of the tribal population of the State. The diversion of funds was as much as ₹ 843 crore, equal to the total tribal welfare annual budget of the State.

Table 3 : Status of Departments (40 Key) that Followed Mandatory TSP Allocations

(₹ in crore)

S.No.	Status- Departments TSP Allocation	No. of Departments	Total Plan Outlay	TSP Allocation Against Total Plan	%TSP Allocation	TSP Exp.	% of TSP Exp.
1	Less than 6.6%	18	6467.72	303.46	4.69	272.16	89.68
2	Above 6.6%	22	22820.29	1937.02	8.48	1136.19	58.65
	Total	40	29288.01	2240.48	7.64	1408.35	62.85

Source : Computed from TSP Financial Statements of Tribal Welfare Department.

Out of the 40 key departments, 18 departments allocated less than 6.6 per cent of the mandatory allocations, while 22 departments allocated more than 6.6 per cent. However, the pattern of expenditure is different: only 22 departments spent 59 per cent of the allocated funds, while 18 departments spent 90 per cent; the total 40 departments only spent 63 per cent of their total allocated funds. Among the 40 departments, six departments did not spend any amount, while two of them did not even make any allocation of fund. The often asked question is: If TSP allocations are not made as per the mandatory provision by the departments, what would remain for discussion before the committees to monitor the TSP Strategy? The TSP allocations during the Annual Plan for the year 2011-2012 also reflect the sheer neglect on the part of the State in following the Planning Commission guidelines. The amount being deposited under

the TSP account head '796' is less than the mandatory flow of 6.6 per cent even as per the tribal population of 2001 Census. The total State outlay was ₹ 4291536.54 lakh, while the TSP allocation was only ₹ 229229.20 lakh which amounts to only 5.34 per cent, against the mandatory minimum of 6.6 per cent. Out of the 63 important departments, 22 departments even allocated the TSP funds of less than 6.6 per cent and the allocations by departments averaged between 1.49 and 5.79 per cent. With regard to the second objective of TSP, i.e., protection against exploitation of tribals, no department has spent any amount.

In fact, in the context of tribal areas, land alienation is the key issue, and non-tribals are exploiting the tribals to grab their land despite the existence of protective Land Transfer Regulations 1 of 70 which prohibits transfer of lands between tribals and non-tribals and also among the non-tribals. Although TSP allocation

of ₹ 5.32 lakh was made for land reforms, no money was spent on this.

Similarly, the role of the police and the ACB departments are vital in preventing the exploitation of the tribals and their resources. However, no mandatory allocations were made in this regard. According to the TSP Strategy, the Police Department had to allocate ₹ 333 lakh while the Anti-Corruption Bureau (ACB) had to allocate ₹ 19.80 lakh.

Committees' Lack of Commitment

Several committees have been constituted to ensure the effective implementation of the TSP. However, the committees hardly found time to sit and review the progress of the TSP strategies. The meetings do not take place on a regular basis. The number of sittings of the various committees set up in Andhra Pradesh is an indication of the commitment of the Government. As part of this State level Standing Tripartite Committee, which was constituted in 1999 under the Chairmanship of the Hon'ble Minister for Tribal Welfare, has met so far three times only, though the Committee, on 26-6-07, decided to meet once in three months and review the implementation of the TSP in all departments.

Another Committee, namely the State High Level Coordination Committee was instituted under the Chairmanship of the Chief Secretary to the Government to monitor the implementation of TSP in 1981. The Committee met four times between the 2004 and 2007. On the suggestions of the State Level Standing Tripartite Committee (SLSTC) during the meeting in March 2007, the Government of AP constituted district, municipal and mandal level committees to review the progress of TSP. However, these committees have not fulfilled their meeting commitments.

An 'Apex Committee', also constituted under the Chairmanship of the Chief Minister of Andhra Pradesh to monitor the implementation of SCSP and TSP in September 2007, decided to review once in six months the progress of TSP. However, the Committee has so far met only four times between 2007 and 2009.

The State Government also constituted a 'Nodal Agency' in November 2007 under the chairmanship of the Hon'ble Minister for Tribal Welfare to take up frequent operational reviews of TSP and to monitor the allocation, expenditure, and implementation of TSP once in every two months. However, till the year of November 2008 only two meetings were held.

Though several committees were constituted to monitor the implementation of TSP, the TSP funds are diverted for the benefit of persons other than the Scheduled Tribes. The TSP funds are not being allocated by the departments as per the mandatory allocation guidelines of the Planning Commission. Even the amounts spent under the TSP are not benefiting the tribals to improve their livelihoods.

TSP Allocations and Their Impact on Livelihoods of Tribals: Case Studies

This section examines the physical achievements of the Tribal Sub-Plan Strategy undertaken by the different departments. The cases of both East Godavari and Adilabad districts were studied to understand the status of implementation of the strategy. Individual interviews as well as focussed groups discussions (FGDs) were conducted to examine the physical achievements of the Tribal Sub-Plan, such as the implementation of economic development schemes for agriculture, sericulture, fisheries, etc., in addition to the area

benefit schemes such as construction of roads, bridges, etc. The secondary data were used for tracing the utilised and unutilised amounts of TSP allocated to the departments. Further, this section also examines the impact of the TSP Strategy on the livelihoods of the tribals and the gaps in implementation of the programmes. Primary data were collected through interview schedules, i.e., one for the village and the other for the individual beneficiaries covered by the TSP Programmes.

Most tribals depend on agriculture and allied sectors for their livelihoods. Hence, the study covered agriculture, sericulture, animal husbandry, fisheries and groundwater departments to track the improvement in the livelihoods of tribal individuals availing of the respective government schemes. Two departments, namely the Panchayati Raj and the Roads and Buildings (R&B) were selected to understand "area benefit schemes".

East Godavari District

The population of scheduled tribes is 3.9 per cent of the total population in the district. The tribal population in the district is mostly concentrated in 664 habitations in 608 revenue villages of 7 Scheduled Area Mandals and 4 Sub-Plan Mandals as per 2001 Census.

Total population in the Scheduled Areas is 2.16 lakhs, while ST population is 1.46 lakhs, which constitutes 67 per cent. The Scheduled Mandals are: Addateegala, Devipatnam, Gangavaram, Maredumilli, Rajavommangi, Rampachodavaram, and Y. Ramavaram. There are several tribal communities; the more prominent among them are Konda Reddis, Koya Doras, Konda Kammaras, Valmikis,

Mannedoras, and Konda Kapus. Among these, Konda Reddis are classified as a Primitive Tribe Group (PTG). The tribal villages are mostly remote and interior, as access through usual means of transport is difficult. The tribal communities predominantly depend on cultivation of lands for their livelihood. The major problems in the area are lack of food security, land alienation, displacement, exploitation, erosion of tribal cultural values, lack of access to government programmes, and inadequate policies and laws in force.

Adilabad District

The Adilabad district comprises 52 mandals and 1743 villages of which 1557 villages are inhabited and 186 villages are uninhabited. The district is conveniently formed into five divisions: 1) Adilabad, 2) Nirmal, 3) Utanoor, 4) Asifabad, and 5) Mancherial.

The ITDA extends over 45 mandals covering 412 Scheduled Villages, 234 Non-Scheduled Villages (TSP), and 12 cluster villages in the district. The TSP area comprises 646 villages inclusive of 1747 habitations covering an area of 6353 sq km, which amounts to 38.13 per cent of the total geographical area of the district. The total tribal population in the district is 4.17 lakhs, which amounts to 16.74 per cent to the total population in the district. A number of different tribal groups, namely, the Gonds, Naikpods, Kolams, Pardhans, Koyas, Manne, Andhs, Thoties, Lambadas and Yerukalas, are living in the district. The Kolams and Thoties are the most backward and poorest, and are classified as Particularly Vulnerable Tribal Groups (PTGs) for special attention.

Table 4 : Summary of Findings from Case Studies in East Godavari and Adilabad Districts

S.No.	District	Individual Benefit / Community Benefit	Name of the Department	Name of the Schemes	Number of Sample Villages	Number of Beneficiaries Covered by Study	Average Finance Assistance to Beneficiary (in ₹)	
1	East Godavari	Individual Benefit Schemes	Agriculture	Polambadi (Farmers' School):	2	20	629	
				Green Manure Seed Production	3	12	2000	
				Sericulture	Supply of mulberry samplings	2	4	4950
				Groundwater	Digging of borewells for irrigation	-0-	-0-	27000
				Fisheries	Supply of fish seed on 50% subsidy	2	5	5000
				Animal husbandry	Pasukranthi	2	11	30000
			Rashtriya Krishi Vikas Yojana	2	9	15000		
	Community Benefit	Roads construction	Yerravaram to Vanthada	0	0	27.93 lakhs		
2.	Adilabad District	Individual Benefit	Animal Husbandry	Supply of Milch Animals	1	10	23000	
				Sericulture	Promotion of Mulberry units	3	6	24500

(Contd...)

Table 4 (Contd...)

S.No.	District	Individual Benefit / Community Benefit	Name of the Department	Name of the Schemes	Number of Sample Villages	Number of Beneficiaries Covered by Study	Average Finance Assistance to Beneficiary (in ₹)
			Groundwater	Drilling of borewells for irrigation	4	8	80,756
		Area Benefit Schemes	Roads and Buildings	Improvement to Road Uttnoor to Asifabad	2	2850(ST) 650(NT)	122.63 Lakhs
			Panchayati Raj	Roads and Bridges	8	3090(ST) 2477(NT)	261.07

Individual Benefit Schemes

Sericulture: The field study in the sample villages Vathangi and Marripalem of East Godavari district reveals that the outcome of the implementation of Sericulture Programme in East Godavari district is not showing the positive benefits such as increase in economic levels of the tribal beneficiaries: Out of the four beneficiaries of the programme during the year 2009-10, only a single tribal from Vathangi was benefited, while the expected benefits were not felt by the others.

Similarly, the sericulture department grounded the programme without looking at the availability of water for sustenance of the sericulture crops in Adilabad district. The sericulture department provided six mulberry plantation units for the production of cocoons. Out of the six beneficiaries, only two from Thummaguda village are getting some income from the mulberry units. The rest, who are from Durgapur, Shivajiguda of Indravelly mandal,

Uttnoor mandal respectively, not getting any profit and are in fact, incurring loss due to failure of plantations. The Government did not provide any motor to facilitate water supply to the plantations, and no sprinklers or boxes were supplied. Moreover, the ability of the tribal beneficiaries to invest further on the cultivation is also an important factor. This point was found to be missing while grounding the programmes. There was no provision for 100 per cent subsidy to the tribals in the economic development programmes, which is also essential.

Agriculture: The field survey discloses that the Agriculture Department in East Godavari district, failed to avail of the 'polambadi' programme for increasing awareness among the tribals. The expected beneficiaries from villages studied namely, Vadapalli and Nimmalapalem of Rampachodavaram mandal say that no kits or material were supplied to them and no meetings were conducted in their villages.

A partial benefit was however registered in the green manure production programme. The beneficiaries from two villages, namely Seetharam, Ch. Ramanaiahpetta of Devipatnam mandal secured a profit of ₹ 1000 per acre while the rest of the beneficiaries who are from D. Ravilanka village of the same mandal incurred a loss of ₹ 1000-1500 per acre as their fields are located in a low lying area and were affected due to the cyclone that occurred that year.

Animal Husbandry: The other livelihood development programme for animal husbandry was supply of milch animals to the tribals under Pasukranthi Scheme, Rashtriya Krishi Vikas Yojana programmes in East Godavari district. The beneficiaries from two villages, namely I. Polavaram and Marrivada of Rampachodavaram mandal under Pasukranthi programme report that out of 22 buffaloes distributed, two died, six were sold away while one went missing in forests. The beneficiaries on an average have to invest 40 to 50 rupees per day on a buffalo for buying feed and they get returns of ₹ 25 to 30 by sale of milk in the locality. The other beneficiaries in Folks pet and I. Polavaram of same mandal under Rashtriya Krishi Vikas Yojana Programme have similar experience in securing economic benefits. These programmes too failed due to lack of proper design in understanding the survival of animals in the given tribal environment as well as proper veterinary support to the animals. The savings of the beneficiaries from different sources are also eaten away by this programme as they are compelled to realise the loan amounts due to the banks.

However, the field study in Pulimadugula, a predominantly Lambada (ST) residing village, in Adilabad district shows that except one beneficiary of 10 are getting an

average income of ₹ 123 per day on milch animals. However, the scheme was implemented only for land owning families – each beneficiary has an average of five acres of land, while the landless families in the village – there are 50 ST households that do not have land at all – were not selected. Hence, this scheme does not benefit the poorest of the poor.

Fisheries: The field study in Vathangi village from Rajavommangi mandal and I. Polavaram village from Rampachodavaram mandal of East Godavari district also reveals that there is no consistency in giving support to the tribal beneficiaries of fishery units. There is also need to increase the financial support in order to meet the other requirements for fishing activity. The family member of a beneficiary Nagaraju, says that after 25 years of initial support given by ITDA, the fisheries department in the year 2009-2010, on application, about ₹ 5000 worth of fish seed was supplied at 50 per cent subsidy.

In I. Polavaram village out of the four beneficiaries, no such beneficiary named Boraga Achiyamma, as claimed by the department, was found during the implementation of the scheme 2009-2010. One beneficiary (Ramaswamy Dora) left the village. The two other beneficiaries invested of ₹ 8000 (including subsidy portion of ₹ 5000) on half acre fish tank, and got a profit of ₹ 5000 for 10 months.

Groundwater: The failure on the part of the groundwater department is an example that shows that there is no proper planning for the implementation of the activities planned under the TSP. Of the total allocation of ₹ 4 lakh, ₹ 0.27 lakh was spent by the groundwater department in East Godavari district and did not benefit a single tribal, and the TSP amounts

allocated for increasing benefit to the tribal farmers were lapsed due to lack of coordination between the ITDA and the groundwater department. The groundwater department also failed to spend the budget within the Plan period. Thus, the study establishes the need to have a common action plan for all the line departments and the ITDA.

Similarly, the field study in Anarpally, Gouri, Marlavai and Burnur villages of Adilabad district reveals that there was no proper identification of beneficiaries under the programmes. The tribal beneficiaries were unable to meet their financial component and hence, they could not benefit from the scheme. The groundwater department spent money for drilling borewells for agriculture development, without assessing the availability of power supply at the site, as well as the financial ability of the beneficiaries to purchase engines to lift the water. Therefore, the outcome of the programme is not positive. Except two beneficiaries, the rest of the beneficiaries have no electric motors and as such the wells are not in use.

Thus, these are the shortcomings in the planning, grounding the programmes, identifying the beneficiaries, and implementing with convergence of other related departments. The schemes which are designed for the general population are implemented to the tribals under the TSP without taking into account the economic level of the tribals.

Area Benefit Schemes

In the case of area benefit programmes, the maximum beneficiaries should be tribals only. However, this provision was bypassed by the implementing agencies.

The field study in East Godavari district reveals that the Panchayati Raj department constructed a five kilometre black top surface road from Yerravaram to Vanthada, showing a tribal village Vanthada, which is at the fag end of the proposed road. In fact, the road is connecting the villages in which non-tribals reside. Thus, it is evident that the TSP funds were diverted for the benefit of non-tribals. The Task Force constituted by the Planning Commission recommended that "unless a scheme directly benefits STs, expenditure on it may not be classified under TSP" (Planning Commission, 2010).

Thus, the expenditure being shown under TSP for the benefit of non-tribals shall not be counted as the expenditure under the head.

The field study in Adilabad district also reveals a similar picture as far as the community benefit schemes are concerned. The field study reveals that the roads and building department in Adilabad district laid the road to Kankur, where there is no tribal beneficiary; about 65 per cent of the total beneficiaries are non-tribals for the Pippaladhari bridge work which was taken up with the TSP funds. Similarly, 52 per cent of the total beneficiaries were non-tribals whose benefit is ensured with the TSP funds by laying a road from Indravelly to Chrisdharma and Kanapur villages.

No planning exercise was made by the other departments to implement the TSP funds in consultation with the Tribal Welfare departments, or its agencies such as the ITDAs. The study also shows that no beneficiary is aware of the TSP Strategy and the role of the Government's departments in the allocation of funds. The meagre amounts earmarked for TSP

are insufficient to ground the development programmes. No efforts are seen with the line departments to implement the development programmes tagging the funds from other departmental sources. The subsidy schemes, which have a set of norms for each development programme, are implemented in the tribal areas without considering the economic level of the tribals in fulfilling the norms, including their monetary contribution. This is one of the reasons for the failure in the implementation of the TSP schemes. So, only 100 per cent subsidy schemes are to be made part of the implementation of TSP schemes or make available TSP funds at the ITDA by giving a free hand to design tribal development schemes.

The Panchayats are not aware of the programmes, and their involvement is not seen in the implementation of the schemes. In very few cases, the involvement of the ITDA is seen. However, in most of the cases, the works are being executed by the departments without making available both physical and financial targets, as well as plan of action.

The information obtained from the departments reflects ignorance of the department heads even regarding the meaning of TSP. The Superintendent Engineer of Panchayati Raj Department, East Godavari district defines TSP as "Tribal Supply Plan". The District Panchayat Officer, Adilabad gave information under Right to Information Act saying that for the last 10 years "no" TSP funds were released from his office. This information raises a doubt as to whether no TSP funds were released, or the head of the institution has no knowledge about the TSP. Similarly, the Asst. Director of Fisheries of Nirmal, Adilabad district, informed under RTI that there was no

allocation under TSP for the STs under the Normal State Plan for Adilabad district during 2009-2010.

Conclusion and Recommendations

The basic question is whether or not the Government is allocating TSP funds as per the guidelines of the Planning Commission. The study reveals the negative; it reveals the disobedience on the part of various departments in following the guidelines of the Planning Commission of India and the GOs issued for the implementation of the Tribal Sub-Plan Strategy with an objective to narrow the gap between the tribals and others, and the elimination of exploitation against the tribals.

The analysis of secondary data of allocation of the State outlay and the allocation of TSP funds show that there is a clear violation of the TSP strategy. The data show that the earmarked funds under the TSP during the period 2002-2011 are less than the proportion of the STs in the area. The variance amount of grant is ₹ 4575 crore. During the study period, i.e., 2009-2010, the State Plan outlay was ₹ 33496.75 crore and the allocation was ₹ 2370.86 crore. However, the expenditure under TSP was only ₹ 1527.88 crore, which amounts to only 5.14 per cent, which is against the mandatory benefit, expected to be provided to 6.6 per cent of the tribal population of the State. The diversion of funds for ₹ 843 crore are more or less equal to the total tribal welfare annual budget of the State. In the case study districts also, the departments failed to utilise the allocated TSP funds for various livelihood development activities for the tribal beneficiaries. So it can be safely concluded that the TSP grants were either diverted or lapsed by the Government due to lack of commitment towards the tribals.

The departments are not taking into consideration the growth of the tribal population on an annual basis. The notional percentage of 6.6 is based on the 2001 Census. Since then, the same 6.6 per cent of allocation has been considered as mandatory, which is against the guidelines of the Planning Commission. Many departments are showing a notional provision of 6.6 per cent under TSP without concomitant physical targets, and most of them are failing to distribute the TSP budget district-wise, both in physical and financial terms. This is, in turn, responsible for the poor utilisation of the TSP grants at the field level.

None of the departments are distributing the TSP budget mandal-wise. No allocations are made in specific to free tribals from exploitation, the other objective of the TSP strategy. Some of the amounts spent on the subjects such as tribal land alienation, implementation of forest rights recognition act, etc., are only met under the regular State Tribal Welfare Budgets, and not under the TSP.

The other important basic question is whether the allocated TSP funds are utilised properly for the benefit of individual tribals and community, and whether there is any impact on their livelihoods. The following summary of the field level study reveals a non-affirmative picture.

Fundamental Failures

The fundamental failure is allocation of TSP funds against the mandatory provision from the State outlay. Even the allocated amounts are not fully utilised, and some departments are not at all allocating TSP funds. There is no change in the minimum percentage of allocation of funds as per the growth of tribal population in the State, and neither policy nor

law has been brought into force to take action against the violations in allocation or diversion of funds. The study reveals that the allocated amounts are either diverted or lapsed. In some cases, it is also noticed that the budget grants are withheld by the head of the departments at the State level.

Furthermore, no mechanism for stringent monitoring or impact assessment has been put in place at the ground level, and the monitoring committees set up at various levels are not regular. The principle of allocation of TSP funds is irrational at the district level. There is no integrated approach in planning the tribal development programme, or consultations with the ITDAs prior to the implementation of various programmes dealt by other than the tribal welfare departments.

The norms guiding the implementation of general schemes of the departments are extended to the TSP programmes also which need a specific focus and strategy to implement such programmes in tribal areas. The study also highlights that it would be difficult to ground the programmes based on general norms while dealing with tribal beneficiaries who are unable to meet their required financial component in the implementation of the programmes. Hence, only the 100 per cent subsidy schemes are to be brought under the TSP programmes or the special programmes to be developed, keeping in view the socio-economic situation of tribal communities.

The study also shows that the TSP funds were utilised for the benefit of the non-tribals in the name of tribal development. Further, spending of funds for incidental costs without any outcome out of it are also met under TSP grants. It is inferred that the failure in

implementation of TSP strategy is due to lack of awareness about TSP among all the stakeholders, including the implementing agencies. There is absolutely no field evidence to say that the implementing agencies are implementing the PESA 1998 provisions before implementing the socio-economic development programmes in the Fifth Schedule Areas. Moreover, no specific allocations were made to meet the other equally important provisions under the TSP Strategy, i.e., protection against the exploitation of tribals. The Tribal Protective Land Transfer Regulations 1 of 70, Forest Rights Recognition Act 2006, AP Scheduled Area Money Lending Regulations 1960, for effective local governance PESA Act 1998 are very important constitutional legislations, which need special attention for implementation as part of the Tribal Sub-Plan Strategy in the Scheduled Areas of the State.

Recent Enactment

The State of Andhra Pradesh is first State in the country- India, bringing the legislation

in relation to SC&ST Sub-plan namely, "The Andhra Pradesh Scheduled Castes Sub-Plan and Tribal Sub-Plan (Planning, Allocation and Utilisation of Financial Resources) Act 2013" with an object of ensuring accelerated development of SC&STs, by earmarking a portion, in proportion to the population of SCs & STs in the State, of the total plan outlay. However, there is no specific allocation for Particularly Vulnerable Tribal Groups for their development. This enactment is diluting the bottom-up approach in planning process ensured at Gram Sabha and Gram Panchayat level as the case may be under Panchayats Extension to Scheduled Areas Act 1996. The Government of Andhra Pradesh has also constituted a nodal agency headed by Minister of Tribal Affairs and a State Level Monitoring Committee, chaired by Chief Minister of Andhra Pradesh to oversee the implementation of the legislation.

It is too early to assess the impact of these fresh provisions of law in improving implementation of TSP schemes/programmes.

Recommendations

- Enforceable legislations should be enacted for mandatory allocation of TSP funds and their utilisation for tribal development and protection against exploitation.
- The unspent money pool should be made available to the nodal agency to take up further development initiatives without any diversion.
- Setting apart minimum percentage of flow of funds from the State outlay plan and further budget division as per the tribal population of the districts, mandal as a unit, is essential.
- Administrative costs should be minimum in the TSP budgets.
- Flow of funds to the TSP should be made department-wise without diverting the funds in the name of indivisible pool.

-
- Flow of funds from the State outlay should be as per the growth of the tribal population on annual basis in the State.
 - The Gram Sabha, Gram Panchayat, and the concerned Mandal Praja Parishads at the mandal level should be involved in the planning and approval process of the budget and socio-economic development schemes.
 - Committees should be constituted from Panchayats to the State level in order to track the flow of TSP funds and monitor the implementation of the planned activities.
 - The line departments should make available with the budgets for the execution of the Integrated Tribal Development Plans at the ITDAs.
 - Orientation camps on TSP Strategy should be organised to bring awareness among all the stakeholders.
 - The vulnerability of tribal communities among the notified tribal communities in the State should also be taken into special consideration in preparing the budget action plan of activities under TSP.
 - Budgetary provisions must be on priority basis for the implementation of special constitutional protections and special laws made for safeguarding land and forest rights, and tribal self-rule.
 - The tribal beneficiaries of all area benefit schemes should be 50 per cent or above.
 - The provisions of the PESA must be implemented in the implementation of the TSP Strategy.
 - The Tribal Advisory Council must regularly monitor the implementation of the TSP Strategy.

References

1. Basu Ashok Ranjan (1994), *Tribal Development Administration in India*, New Delhi, Mittal Publications.
2. Burman B.K. Roy (1982), "Approach to Tribal Development: An Overview", *In* Buddhadeb Chaudhuri (Ed.), *Tribal Development in India*, New Delhi, Inter India Publications.
3. CBGA (2006), *Whose Side are You on, Mr. Finance Minister?*, Response to the Union Budget 2006-07, Delhi.
4. CBGA (2009), Shakti Golder "Adivasis", Published in Background Note, "National Convention on Union Budget (2008-09)", New Delhi.
5. CBGT (2009), *Peoples Charter of Demands for Union Budget 2010-2011*, New Delhi.
6. Centre for Budget, Governance and Accountability (CBGA) (2009), Shakti Golder "Adivasis" Published in Background Note, "National Convention on Union Budget 2008-09, New Delhi.
7. Centre for Dalit Studies (2005), *Special Component Plan and its Problems, A Case Study, Andhra Pradesh, Hyderabad*.
8. Institute of Social Sciences (2003), "Report Submitted to the Planning Commission", *Impact of the Tribal Sub-Plan Implementation in Improving the Socio-Economic Condition of the Tribal People with Special Focus on Reduction of Poverty Level Covering the States of Assam and Tamil Nadu*, New Delhi.
9. Kulkarni, P.D. (1988), "Some Problems of Implementation", *National Seminar on Welfare of Tribes*, (1964, P.122) *In* P. RAMAYYA (Ed.) *Issues in Tribal Development*, Allahabad, Chugh Publications, P.122.
10. Ministry of Social Justice and Empowerment (2006), *22nd Report of the Standing Committee on Social Justice and Empowerment (2006-2007)*, 14 December.
11. Ministry of Social Welfare (2007), *Proceedings (GO Ms No 45) of Social Welfare Department, GoAP*.
12. Ministry of Tribal Affairs (2007-2008), *Executive Summary of the Evaluation Report "Adoption of TSP Approach in Maharashtra, Andhra Pradesh and MP"*, Gol, New Delhi.
13. Ministry of Tribal Affairs (1961), *Report of the Scheduled Areas and Scheduled Tribes Commission (Dhebar)*, Govt. of India.
14. Ministry of Tribal Affairs (2002), *Report of Standing Committee on Labour and Welfare, Thirteenth Lok Sabha-Development of Primitive Tribal Groups-28th Report*. Gol.
15. Ministry of Tribal Affairs, *Annual Report 2006-2007*, Gol.

16. National Dalit Forum (2009), Understanding Special Component Plan and How to Access it, Secunderabad.
17. Planning Commission of India (2006), Scheduled Caste Sub-Plan, Letter Addressed by Indira Gandhi-Prime Minister, March 12, 1980, P.41.
18. Planning Commission of India (1982), Govt. of India., October 5.
19. Planning Commission of India (2010), Report of the Task Force to Review Guidelines on SCSP and TSP, Govt. of India.
20. Planning Commission (2006), Scheduled Caste Sub-Plan, Letter Addressed by Vishwanath Pratap Singh, Prime Minister, January 12, 1990, P.46.
21. Planning Commission (2006), Scheduled Caste Sub-Plan, Letter by Indira Gandhi-Prime Minister, March 12, 1980, P.41.
22. Planning Commission (2006), Scheduled Caste Sub-Plan, Letter Addressed by K.R. Narayanan, Minister of State for Planning, 25th March, 1985, P.45.
23. Ramana Rao D.V.V. (1992), Tribal Development : New Approaches, Discovery Publishing House, New Delhi.
24. Reddy Gopinath M., K. Anil Kumar, P. Trinadha Rao and Oliver Springate-Baginski (2010) Obstructed Access to Forest Justice- The Implementation of Institutional Reform in AP Forested Landscapes, CESS, Hyderabad.
25. Sachitananda (1988) Changing Tribes, National Seminar on Tribes and Denotified Tribes, in P. RAMAYYA (Ed.) Issues in Tribal Development, Allahabad, Chugh Publications.
26. Yamini Mishra, Bhumiika Jhamb (2009), "An Assessment of UPA-I through a Gender Budgeting Lens"; *Economic and Political Weekly*, Aug.